Budget & Procurement Division History

Though the Budget and Procurement Division (BPD) was not officially established until December 1942—and was known as the Property Department—technically, it began when the Missouri State Highway Patrol was established in 1931. The Property Department was created to enable the Patrol to perform the greatest public service at the lowest possible cost. Captain Robert E. Moore was the department director. The Property Department oversaw the budget, supplies, equipment, and inventory. It provided the superintendent with accurate data, enabling him to stay within the allotted budget. The department was also instrumental in providing the superintendent information from which to prepare the coming year's budget. Guesswork was eliminated and estimates were based on facts. It was at the time, as it is today, a tremendous task to anticipate the supplies and equipment needed to successfully operate a modern police department.

Equipment and supplies were purchased at the lowest price consistent with quality, and each article issued was charged to the responsibility of the person who received it. An accurate inventory was kept, and the cost of operation of the entire department was readily available. Initially, motor equipment was part of the Property Department. The records were so precisely maintained from week to week that the operating expenses of a single patrol car per mile could be determined and compared with the average costs of operation for all motor equipment. By this means, excessive costs were readily detectable and could be remedied immediately. Waste was eliminated, and an accurate basis was established from which to anticipate future needs. Each Patrol member signed for specific items of property issued to them and was held strictly accountable for its maintenance and use. The Patrol, then as now, has one of the most efficient systems of control over its property and expenditures of any department in state government.

In 1945, the name changed from the Property Department to the Finance and Property Department. The director changed from Capt. Moore to Lieutenant G. W. Pate. In 1950, the name changed to Department of Finance, Statistics, Supplies, and Equipment. In 1953, the name changed to Finance and Procurement. In 1959, the name changed to Division of Finance and Supplies. The director was Major Kenneth Johnson. In 1961, the director changed to Captain Russell D. Nichols.

In 1967, a change took place in the property control system. Prior to this date, property control involved a handwritten list of commodities maintained by the Finance and Supply Division. Stricter laws and regulations imposed by the state, coupled with the growth of the Patrol, required the establishment of a more accurate and advanced method. Captain Nichols, Lieutenant Carnie F. Stone, and Mr. James Kramel, of the Finance and Supply Division, were responsible for the enormous task of reviewing handwritten lists and identifying and documenting each piece of property. After much time and energy, the information was entered into the early form of the data processing system.

In June 1967, a new Supply building was completed on the grounds adjacent to General Headquarters. The 17,500-square foot building cost nearly $200,000 to complete. The two-story building was staffed with five people. Three were responsible for processing more than 1,200 requisitions annually, while the other two worked in the pressroom, printing various official forms, brochures, and similar literature in use by the Patrol. At this time, the press staff printed more than 5 million sheets of paper annually. The old supply building, located at the old Troop F Headquarters on East McCarty Street, became part of the Motor Vehicle Equipment facilities.

During this time, the Maintenance and Building section was housed under the Division of Finance and Supplies. This one-person staff was uniquely challenged at this time, for not only the maintenance of existing buildings, but also the building plans for the new training Academy.

In 1967 alone, the division prepared 14,934 payroll checks. The book work required to keep up with the frequent monthly payroll changes was quite noteworthy. For example, 4,004 payroll ‘line changes’ were made in 1967. A ‘line charge’ could consist of pay change, promotion, exemption change, marital status, insurance change, savings bond change, name change, or job classification change. Also, a ‘line change’ could involve from one to possibly six changes per line on the payroll sheet. A list was prepared each month after payroll changes were made listing each employee receiving a pay change, the amount and reason (merit, promotion, 1st longevity, 2nd longevity, etc.), and the current salary. The staff also handled the issuing of personal equipment, shoes, raincoats, hats, etc., as well as the emergency loan fund. During the fiscal year of 1967, 45 loans were made from this fund totaling $6,995.70.

In 1968, the Division of Finance and Supplies office was located at the end of the hall on the main floor of General Headquarters, which is now known as “staff row”. This office was responsible for housing and administering the records regarding the Patrol’s payroll, purchasing, invoice payments, bids, etc. Capt. Nichols was the director. The assistant director, Lt. Stone, was responsible for the purchasing of all equipment for the Patrol, with the exception of those dealing with radio and automobiles.

In 1968, there were four civilian employees within the Finance section: finance accountant, finance clerk, inventory clerk, and stenographer. During fiscal year 1968, the finance accountant audited 53,328 invoices and designated from which fund they would be paid as well as maintained the budget book. The inventory clerk was responsible for all records pertaining to inventories, requiring trips to the troops to take inventory of the Patrol’s property. The finance clerk prepared invoices and expense accounts for submission to the comptroller for payment while the stenographer handled the day-to-day office functions. It was often stated by individuals, both inside and outside the Patrol, that this department was well known for its complete and exact systems of control of property and expenditures of any department in the state government.

In 1971, the name changed to the Finance and Supply Division. This division had several functions grouped together: finance, supply, motor equipment, and building and

maintenance. During this time, the Academy complex was completed, at a cost of $2,571,172. Also, during this time, the third story was added to General Headquarters, housing the Data Processing Division and Traffic Division. Construction began on the south wing. In 1972, the federal grant coordinator position was created within the Finance and Supply Division. The south wing addition was completed at a cost of $411,000. The wing housed Motor Vehicle Inspection, Commercial Motor Vehicle Enforcement, Public Information, Traffic Division, and Flight Operations.

In 1972, state requirements once again called for a more accurate account of Patrol records. Mr. James Kramel, along with the Information Systems Division, were challenged to develop a program to automate all property control data. After two years of preparation, a computerized process was made available, satisfying both state requirements and those responsible for the task of property control within the Patrol. At this time the total worth of property, not including items less than $50 or motor equipment, was valued at $10,631,670.

In 1973, the Finance and Supply Division consisted of finance, supply, and a federal grant coordinator. The Construction and Maintenance Division and Motor Equipment Division became their own independent divisions.

In 1975, the director changed to Captain Carnie F. Stone. In 1979, the director changed to Captain Russell R. Kennison. In 1983, the director changed to Captain Lawrence A. Webb. Bids were let to enlarge the Supply building. Captain Al R. Lubker of the Construction and Maintenance Division reported that the building would double in size. In 1987, the director changed to Captain Carroll L. Plunkett. In 1988, the division was redesigned with partitions placed to make cubicles. The color was mauve and the area was nicknamed the “mauve maze”.

On January 11, 1989, some excitement occurred when the alarm system to the Supply building was activated. A burglar was suspected. Patrol staff, along with the Jefferson City Police Department, responded to the call. With the building surrounded, an officer unlocked and entered the building. What they found was a mouse being held securely by the steel, spring-loaded device set just to catch such a trespasser.

In 1991, with revenue dropping, Proposition A was passed and enacted. This so-called “cap” limited the amount of money the Patrol could receive from Highway Funds. To make up the difference, the Patrol began receiving money from the General Revenue Fund.

In 1994, the division was renamed the Budget and Procurement Division, with sections consisting of Finance, Supply, Budget and Analysis, and Federal Grants. The Finance Section was responsible for processing purchase orders, invoices, and dispersing checks to vendors. The Supply Section was responsible for receiving and processing all Patrol purchases with the exception of motor equipment and technical radio equipment, as well as maintaining the stock of necessary Patrol supplies, and managing inventory control. The Supply Section was also home to the Patrol print shop. Budget and Analysis was responsible for tracking all legislation and preparing fiscal notes on

changes that could impact Patrol operations. They prepared the Missouri State Highway Patrol and federal grant budget requests to the governor and legislatures and analyzed Patrol expenditures to identify trends to include in future budget requests. The Federal Grants Section was responsible for all federal grant activity—from application to financial tracking to program closeout.

In August 1994, the Photography Lab moved from the Annex Building to the Supply Building. In 1995, the sections within BPD were renamed to Budget and Accounting, Supply, and Federal Grants. The Budget and Accounting Section processed more than 26,000 transactions for payment. The Print Shop generated 12,943,311 impressions. The Photo Lab processed 2,573 work orders and made more than 129,000 photographs.

In 1996, the sections were once again restructured: Accounting, Budget and Analysis, Supply, and Federal Grants. The Payroll Unit within the Accounting Section was responsible for the preparation of the payroll, interaction with Patrol employees in the administration of insurance programs, and processing worker's compensation claims. The Finance Unit processed invoices and paid vendors, issued purchase orders for goods and services, maintained a physical inventory of all fixed assets, and accounted for federal grants. The Finance Unit was responsible for negotiating the purchase of goods and services for the Patrol within the guidelines established by the Office of Administration. They were also responsible for efficient distribution of Patrol mail.

The Budget and Analysis Section was responsible for the preparation of the Patrol's budget requests. This section analyzed expenditures and identified trends for future budget requests. Section personnel tracked legislation and prepared fiscal notes on legislation that could impact Patrol operations. In addition, section personnel performed internal audits to ensure compliance with Patrol and Missouri Office of Administration regulations as well as state and federal statutes.

The Supply Section received, housed, and distributed all goods purchased by the Patrol with the exception of motor equipment and technical communications equipment. The Print Shop produced forms, brochures, and other printed material to support the operation of the Patrol. The Photo Lab processed photographic film and prints for members and divisions of the Patrol, other divisions of the Department of Public Safety, and various law enforcement agencies throughout the state.

The Federal Grants Section coordinated grants involving the Patrol. Records of approved federal grants and expenditures were maintained to provide information for state and federal auditors.

In 1998, the director changed to Captain Hugh E. McKay. The sections within the division were renamed. The Accounts Payable Section processed all purchase orders. All invoices were processed for the issuance of warrants and mailed to the vendors when received. They were also responsible for maintaining records, compiling information to aid in preparing future budget requests, and providing information for the state auditor.

The Budget and Analysis Section prepared and presented the budget to the governor. They analyzed expenditures, identifying trends to be included in future budget requests. They tracked legislation and prepared fiscal notes on proposals that could impact Patrol operations.

The Payroll, Benefits, and Grants Section was responsible for employee paychecks. They also processed all information related to employee insurance and cafeteria plans, as well as worker's compensation. They coordinated all federal expenditures and prepared required reports.

The Supply Section received and processed all Patrol purchases with the exception of motor equipment and technical radio equipment. They maintained a stock of necessary supplies, issuing them as needed to agency personnel. They also maintained a current inventory record of all property and equipment owned by the Patrol as well as those purchased with federal grant funds. In 1998, the section computerized the uniformed officers' personal equipment list to aid in tracking assigned specialized equipment. The Print Shop produced forms, brochures, and other printable material in support of Patrol operations. In one month, October 1998, they made 1,919,596 impressions. The Photo Lab processed all pictures taken by the Patrol. At this time, a new Konica film printer/processor was installed.

In 1999, the Accounts Payable and Federal Grants Section software program changed from the Patrol's accounting system to the state of Missouri SAMII Financial accounting system. In 2000, the Payroll and Benefits Section software program changed to the state of Missouri SAMII HR system.

In 2004, the director changed to Captain Kemp A. Shoun. In 2004, the budget went through a change in two areas. The "Missouri Sunset Act" required all newly funded agency programs not be funded indefinitely, but automatically 'sunset' as early as six years, only after extensive review by the agency, governor, general assembly, and state auditor. The second change required the state's budget director to change from a detailed based to a performance-based budget review process when considering the funding of all state agencies. BPD took a proactive approach to these changes.

Patrol assets as of May 2006 were $74,115,973.81 (this amount does not include land, buildings, or equipment less than $1,000 in value).

In mid-2010, the Patrol restructured its approach to grants administration. A grant project specialist was reassigned to BPD. This change allowed for both fiscal and program administration of grants to be coordinated through one division.

In 2012, responsibility for employee insurance and worker's compensation was transferred to the Human Resources Division (HRD). Later in 2012, the director changed to Captain Lance M. MacLaughlin.

In 2014, responsibility for tracking legislation and preparing fiscal notes was transferred to the Research and Development Division (RDD), while coordination of the Patrol's leasing program was transferred into BPD from the Driver's Examination Division.

Patrol assets as of June 30, 2014, were $192,583,491.76 (this includes land, buildings, and equipment worth less than $1,000 in value. The increase from 2006 is mostly due to the addition of marine enforcement assets).

On October 1, 2017, Captain Joseph L. Armistead became director of the division. Also in 2017, responsibility for payroll was transferred to HRD.

On July 1, 2018, Captain Michael Watson became director of BPD. Later in 2018, responsibility for tracking legislation and preparing fiscal notes returned from RDD to BPD.

Coordination of the Patrol's leasing program transferred to the Fleet and Facilities Division (FFD) in 2019. Also in 2019, the division saw the retirements of Senior Procurement and Inventory Manager Darrell J. Taube and Chief Accountant Chris M. Laughlin. Mr. Taube retired on June 1, 2019, after 35 years with the Patrol, all served within BPD. Ms. Laughlin retired on July 1, 2019, after a 34-year career in Missouri state government, 13 of which were with the Patrol.

Missouri's Office of Administration recognized the Patrol's recycling program by presenting the "Reduce Award" to employees of BPD and FFD on October 21, 2019.

In 2020, during the COVID-19 pandemic, many state agencies were forced to quickly adapt their operations to maintain public safety while protecting their personnel. BPD was a critical element in providing much needed personal protective equipment to the troops and divisions. Since the casinos closed, troopers assigned to the Gaming Division were temporarily assigned to other duties. A few of them worked with Supply and made deliveries across the state. Some BPD employees moved their traditional in-person work to remote at home to help reduce the risk of virus exposure but also ensured continuity of operations during uncertain times.

In June 2021, Lieutenant Matthew J. Broniec was assigned to the position of assistant director. With Assistant Director Brent A. Miller's retirement on November 1, 2021, after more than 35 years of service, Michelle I. Pruitt joined as an assistant director in October 2021 to take over for Brent.

On September 1, 2022, Captain Mike R. Watson retired after more than 30 years of service. Following his retirement, Captain Broniec became the division director on October 1, 2022.

On December 1, 2022, Lieutenant Craig R. Kicker joined the division as an assistant director.

On January 1, 2023, the Expenditure Approval and Archival System (EAAS) webpage was launched to help the Patrol create and maintain all expenditure requests. The division scanned all related documents to EAAS to make for quick retrieval.

In 2025, the new statewide accounting system, Missouri Vital Enterprise Resource System (MOVERS), continued its development. This will replace the SAMII and

MissouriBuys systems. The Patrol, along with the Department of Public Safety, were used to test the system and provide feedback for improvements.

On December 2, 2025, the Supply Section won the "Changemaker Award" from the state Office of Administration's Recycling Section. The award was to recognize the Patrol's partnership with Gateway Industries in Eldon, MO, to recycle the Patrol's shredded old uniforms to use as filler material for archery targets and door draft shields.

On February 1, 2026, Captain Julie A. Kerr transferred to BPD to serve as an assistant director.

A budgetary comparison through time:

1941 Expenditures $1,314,243.98
1961 Expenditures $10,669,926.92
1981 Expenditures $46,399,337.56
2001 Expenditures $139,784,541.20
2010 Expenditures $214,987,081.90
2015 Expenditures $284,633,853.07
2020 Expenditures $274,549,715.27
2025 Expenditures $383,933,244.12
2026 Expenditures $397,809,182.99