

**PERSON COUNTY BOARD OF COMMISSIONERS**  
**MEMBERS PRESENT**

**OCTOBER 16, 2023**  
**OTHERS PRESENT**

.....  
Gordon Powell  
C. Derrick Sims  
Kyle W. Puryear  
Charlie Palmer  
Jason Thomas  
.....

Katherine M. Cathey, County Manager  
Michele Solomon, Clerk to the Board  
S. Ellis Hankins, County Attorney

The Board of Commissioners for the County of Person, North Carolina, met in regular session on Monday, October 16, 2023 at 9:00 a.m. in the Commissioners' Boardroom 215 in the Person County Office Building located at 304 S. Morgan Street, Roxboro, NC.

Chairman Powell called the meeting to order. Commissioner Sims offered an invocation and Commissioner Puryear led the group in the Pledge of Allegiance.

**DISCUSSION/ADJUSTMENT/APPROVAL OF AGENDA:**

A **motion** was made by Commissioner Puryear and **carried 5-0** to approve the agenda as adjusted with the deletion of Closed Session #2.

**INFORMAL COMMENTS:**

The following individuals appeared before the Board to make informal comments:

Theresa Matthews of 788 Huff Garrett Rd, Roxboro spoke on matters related to broadband and fiber optic internet accessibility. Matthews advised she is also here on behalf of her neighbors, Robert Leeds of 175 Hidden Hills Rd, Tamara Finn of 61 Hidden Hills Rd, Sherrie Westbrooks of 293 Hidden Hills Rd, John Penne of 11 Hidden Hills Rd, Virginia Kline of 954 Huff Garrett Rd, and Tracey Simpson of 920 Huff Garrett Rd. Matthews stated on October 9, Jeffrey Brooks of the Broadband Infrastructure Office at the NC Department of Information Technology, informed her that her address was currently not listed in the Broadband Grant Program eligible area. She stated she is crippled with slow DSL internet at a mere 8 megabits per second. Matthews stated that in review of the Boards' October 3, 2022 meeting, it is her understanding that Person County allocated \$2.75 M to address the rural internet inequities that exist. Matthews stated that high-speed internet access is no longer an amenity but a necessity to all. Matthews stated the COVID era has redefined the workforce and school settings. Matthews stated that she is appealing to the Board to include her subdivision, Olive Hills, for fiber optic internet.

Elizabeth Bradsher of 976 Estate Rd, Roxboro spoke on matters related to foster care and Person County Department of Social Services. Bradsher stated that there are approximately 90 children currently in Foster Care in Person County, with only 10 Foster Care Families to assist. Bradsher stated that there needed to be an investigation into the mismanagement and practices of Person County DSS. Bradsher stated that it is her belief,

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upon information received, that there is a problem of cronyism, leading to corruption and mismanagement at DSS.

Bradsher stated that if you investigate DSS, you would see the potential relationships that are within the organization. Bradsher stated that former Commissioner PJ Gentry uncovered this issue 2 years ago, with no action taken. Bradsher suggested to the Board, the need for an independent DSS Management Auditor, which could provide a report to review the practices, management, HR, and positions at DSS. Bradsher advised a coalition is forming in Person County and outreach is taking place. Bradsher provided recent national headlines on foster care children. Bradsher stated that a child's life is like a piece of paper, on which every person leaves a mark.

Sabrina Verrier of 4196 Oxford Rd, Roxboro advised that she is a foster parent in Person County. She spoke on matters related to Person County DSS. Verrier stated she experienced many issues with Person County DSS, to include legal issues, the process of foster care, and the lack of communication from employees and Director Carlton Paylor. Verrier stated all children, biological parents and foster parents in the system experience ambiguous loss, defined as, grieving someone that is still living which is a different form of grief than when someone you love dies. Verrier stated she is asking for transparency and change. Verrier stated the potential of adding people such as herself and Ms. DeYoung to a new board, as they are willing to help, and are uniquely positioned to see the sides that they do not see.

Faye Castaneda of 921 Streets Store Rd, Roxboro advised that she is a neighbor of the DeYoung Family, who has had issues with Person County DSS recently. Castaneda stated that she fully supports the DeYoung Family with the issues surrounding DSS. Castaneda stated that it breaks her heart to see the boys with a mother they do not know.

#### **DISCUSSION/ADJUSTMENT/APPROVAL OF CONSENT AGENDA:**

A **motion** was made by Commissioner Puryear and **carried 5-0** to approve the Consent Agenda with the following items:

**A. Approval of Minutes of October 2, 2023,**

**B. Budget Amendment #9,**

**C. Animal Services Fee Schedule Amendment,**

**D. Consideration of Approval of Late Exemption Tax Applications, and**

**E. Tax Adjustments for October 2023**

**a. Tax Releases**

**b. NC Vehicle Tax System pending refunds**

#### **NEW BUSINESS:**

#### **RESOLUTION OF SUPPORT FOR THE UPPER NEUSE RIVER BASIN ASSOCIATION (UNRBA) CONSENSUS PRINCIPLES II TO GUIDE REVISIONS TO THE FALLS LAKE RULES**

October 16, 2023

Planning and Zoning Director Chris Bowley introduced Forrest Westall, Executive Director of the UNRBA. Mr. Westall shared the following presentation.

Person County Board of Commissioners Meeting

## The UNRBA's Recommendations for a Revised Falls Lake Nutrient Management Strategy

October 16, 2023



## Upper Neuse River Basin (UNRBA)



- Members
  - Six counties
  - Seven municipalities
  - One water utility
  - Soil and water conservation districts
- Active External Stakeholders
  - Agriculture
  - Environmental groups
  - Land conservation organizations
  - NC DEQ/DWR
  - NC DOT
  - NC DA&CS

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## Falls Lake Designated Uses and Benefits

- Provides drinking water for over 500,000 customers
- Minimizes downstream flooding
- Protects water quality downstream
- Provides habitat
- Provides regional recreational facility



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## Current Falls Lake Regulatory Framework (passed in 2011)

- Regulates several different sectors from where nutrient pollution originates
- Each sector owns part of the problem
- Each sector must find and fund their own reductions in stages
- Everything is quantified in pounds of nitrogen and phosphorus
- Reduction targets are set for two stages
- The second stage of the rules sets unrealistic targets (technically/logistically/financially)
- There is an upcoming opportunity to redefine what will be required in the second stage and re-design the framework.



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## Stage I is Being Fully Implemented

New development	<ul style="list-style-type: none"><li>• Rules in place since 2012 to limit nutrient loading from developed sites</li></ul>	✓
Agriculture	<ul style="list-style-type: none"><li>• Stage I reductions have been met</li></ul>	✓
Wastewater treatment plants (WWTPs)	<ul style="list-style-type: none"><li>• Exceeded Stage I reduction requirements</li></ul>	✓
Existing development	<ul style="list-style-type: none"><li>• Alternative investment-based compliance approach allows for full implementation</li></ul>	✓

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## Stage II Rules Require Reexamination for Existing Lands

Agriculture	<ul style="list-style-type: none"><li>• Stage II requires agriculture make further reductions to nutrient loading to Falls Lake</li><li>• Agriculture in this watershed is mostly small family farms</li><li>• Department of Agriculture and researchers at NCSU indicate limited additional opportunities to reduce loading</li></ul>
Existing development	<ul style="list-style-type: none"><li>• Stage II rules for existing development are not feasible and meeting them would not significantly reduce nutrient loading to Falls Lake</li></ul>

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## UNRBA Approach to the Re-examination of Stage II

### Science-based approach to water resource management

- Followed the requirements in the Rules and obtained DWR approvals
- Collected four years of monitoring data in the watershed and the lake
- Developed watershed model to understand sources of loading
- Developing three lake water quality models to illustrate impacts on water quality

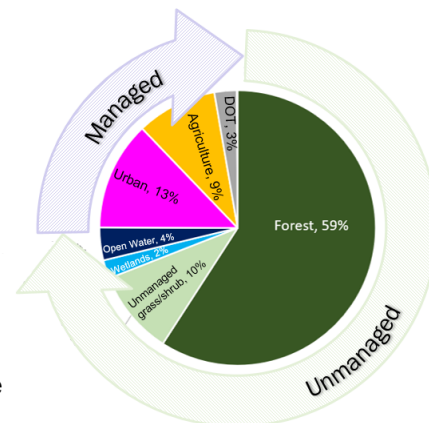
### Collaborative approach to water resource management

- Worked with other researchers and organizations to expand our knowledge base
- Meeting with internal and external stakeholders to discuss recommendations

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## Key Findings from the UNRBA Studies

- 75 percent of the watershed is natural, unmanaged land (like forests)
- Nutrient loads to Falls Lake have been reduced significantly since 2006 (baseline year of rules)
- Soils store and cycle nutrients for decades
- Rainfall is key driver of nutrient loads
- The designated uses of Falls Lake are being met (recreation, drinking water supply, aquatic life)
- Water quality and algae levels in the lake are stable



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## Implications for a Revised Nutrient Management Strategy

- Additional large-scale nutrient load reductions are not achievable
- Long-term nutrient management is most effective approach
- Protecting forests and other natural areas is key to long-term management of Falls Lake
- Collaborative action is needed to protect this resource and maintain uses
- A Watershed Organization is recommended to coordinate activities and partnerships



Land conservation site; photo courtesy of Person County

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## Stakeholder Input Essential for Developing Recommendations

- Agriculture representatives
- Environmental Groups
- Local Governments
- State agencies
- Final draft UNRBA recommendations including a summary of the 10-yr monitoring and modeling effort are available at <https://unrba.org/reexamination>
- A list of consensus principles considered for endorsement by local governments and utilities this fall will guide development of revised rules for Falls Lake





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## Principles for a Revised Strategy



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## Consensus Principles II

1. Falls Lake needs to be protected
2. Revised rules should be passed expeditiously
3. Focus on watershed health
4. Incorporate adaptive management
5. Investment-based, joint compliance
6. Avoid requirements for natural areas
7. Promote land conservation
8. Establish a watershed organization

Consensus Principles II was approved by the UNRBA Board in September 2023.

The next step is approval by local boards and commissions for formal submittal by UNRBA to the Division of Water Resources and Environmental Management Commission.



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## Consensus Principles II

9. Continue implementing new development rules with refinements
10. Include requirements for new or expanded wastewater treatment plants (WWTPs)
11. Optimize treatment performance and evaluate emerging technologies for existing WWTPs
12. Allow investment credits for addressing poorly performing onsite wastewater treatment systems
13. Avoid separate management plans for other impoundments in the watershed
14. Expand list of eligible activities and potential partners
15. Promote opportunities for equitable stakeholder participation
16. Evaluate chlorophyll-a water quality standard and assessment methodology

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## Alignment with Person County's Guiding Principles

Guiding Principles	Aligned Concepts
Celebrate rural character and lifestyle	Encourages partnering with agriculture and large land owners to help implement projects and activities including conservation of forests and other natural areas;
Facilitate sustainable economic growth; Build a strong and vibrant community	Continues implementation of new development rule with refinements when needed; encourages public transportation
Strengthen governmental coordination	Includes projects and activities that focus on watershed health; uses an investment-based, joint compliance framework to improve water quality; allows local governments to implement projects considering multiple benefits to the community

Guiding principles are based on the [2021 Joint Comprehensive Land Use Plan for Roxboro and Person County](#)

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## Next Steps for Submittals to the NC Division of Water Resources and the Environmental Management Commission

- UNRBA Recommendations and Consensus Principles II
  - Local government approvals in October and November 2023
  - Final submittal in December 2023
- UNRBA modeling reports submitted for review by DWR in December 2023
- UNRBA begin coordinating with DWR on the Rules readoption process
- Regulatory Forum in Spring 2024 regarding the Rules readoption process
- Ongoing negotiation/coordination with DWR and stakeholders on rule language
- DWR anticipates rules readoption by 2027

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## Additional Information

- Comprehensive website - <https://www.unrba.org/>
- General information website - <https://upperneuse.org/>
- Reference documents
  - [UNRBA Infographic](#)
  - [UNRBA Fast Facts](#)
  - [Overview of the Work of the UNRBA](#)
  - [Comprehensive UNRBA Monitoring Data Report](#)
- NC Collaboratory Falls Lake Study website - <https://nutrients.web.unc.edu/resources/>
- UNRBA Recommendations for a Revised Nutrient Management Strategy: <https://unrba.org/reexamination>

**Forrest R. Westall, Sr.**  
*Executive Director*  
Email: [forrest.westall@unrba.org](mailto:forrest.westall@unrba.org)

Commissioner Palmer stated that he was a member of a fishing club in the 80's and 90's and fished Falls Lake. Palmer stated the lake and shorelines that he encountered were very shallow. Palmer stated in the past, the lake had a lot of contamination by septic tanks and human waste. Palmer had concerns about when the summer months come around that the water levels will decrease, and questioned if there were any thoughts on digging the lake deeper around the shoreline and dredging it. Westall responded by saying that there have been discussions of dredging and digging the lake deeper. Westall stated it would definitely help and improve the lake, and that it could be done if someone funded this project. Westall stated he has been involved in the Federal Clean Water Act, which has a clean lakes provision, and they dredged out a bunch of small lakes to improve them; however, the cost is extraordinarily high. Westall stated the biggest problem is what to do with the stuff you dig out, as most of it is done with a hydraulic dredge. Palmer asked if the lake is Raleigh's main source of water to which Westall responded yes, it is Raleigh's main source of water supply. Palmer stated there is a lot of money in Raleigh. Westall stated that 40-50% of funding for the UNRBA comes from Raleigh. Westall advised that Falls Lake is a drowned river and not a natural lake. Westall stated an extensive study had been completed for the bottom of Falls Lake to include, the depth of the sediments, and the depth of the lake. Westall stated the study provided a good picture of the shallow areas of the lake, with the deepest section below Highway 98. Westall stated that it would have been better to dredge the lake at the time it was built, but that did not happen.

Vice Chairman Sims stated that he grew up on the lake; he was there when the dam was built, and his family owned land that was flooded and dealt with the Corps of Engineers, who were not easy to work with. Sims stated that it was a great thing when they put the lake in, but as Commissioner Palmer stated, it is a shallow lake. Sims stated that he has seen boats run there props up on stumps, and has seen accidents by people thinking they are in 10 feet of water yet actually only in 2 feet of water. Sims stated that it is a dangerous lake, especially if you do not know the lake, which is compounded by its being a flooded river. Sims stated development and subdivisions around the lake have increased and the run off has to go somewhere. Sims stated in his opinion the run off has to go to Falls Lake. Sims stated here in Person County we are handcuffed so to speak with some of the regulations they put in place, when it is areas such as Raleigh, Durham, and Chapel Hill polluting the lake not Person County. Sims stated that he would like to see less restrictions and regulations here in Person County, but that is going to take the Legislature and the Corps of Engineers.

County Attorney Hankins stated that his first legal job was a legal intern for the Corps of Engineers, in Wilmington, helping to acquire the land for what became Falls Lake. Hankins stated years later, he stood in the General Assembly, representing municipalities, and worked with the regulators in reference to issues with watershed protection law, phosphorous detergent ban, water supply, stormwater utility fee bills, and planning law. Hankins stated the municipalities kept telling the Legislature, the department in developing rules, needed to address water pollution and nutrient contribution issues, and the need to be focused on science-based rules to apply the rules to everyone fairly, with no unachievable requirements. Hankins stated local governments, throughout the Upper Neuse River basin have come together to address issues cooperatively and responsibly.

Hankins stated he commends the resolution and consensus principles to guide revisions to the Falls Lake rules and feels it is in Person County's interest.

Chairman Powell stated that the County looks to Mr. Westall and the UNRBA as well as the local Planning Director to protect and look out for the best interest of the people of Person County. Powell stated Person County had been enormously impacted by the stormwater rules and regulations. Powell stated that he values the rural farmland here in Person County. He stated the farmers are in tune with the nutrient levels they put out with their cropland, and are being good stewards of the land. Powell stated this is important to economic growth moving forward. He stated the County is blessed to have three watersheds in Person County, however it is also cursed by the Upper Neuse, which is an important issue facing Person County. Powell advised he has read over the resolution, and hopes it will be effective to Person County. He asked about re-visiting this in the future. Westall replied that it needed to be included in the rules. He stated that it needed to be a requirement and make sure that the State pays for its portion. Westall stated Person County UNRBA contributions paid for the ten-year study, which is unprecedented as it is not typical for local governments to pay for the study. Powell stated that the State should be taking care of this and not the local taxpayers. The UNRBA and the watershed organization needed to work with the State to do an evaluation every five years with a big evaluation in twenty-five years, as you need to evaluate the watershed as it changes. Westall stated that Person County has one vote, as does Raleigh with the UNRBA. Westall stated that Raleigh has complained about the money they have put in, to which he advised them, they needed to stay in. Westall stated that his job was to represent everyone that is a member of the UNRBA equally. Westall stated Planning Director Chris Bowley, attends the UNRBA meetings, and urged the only way to stay involved and engaged is to attend the meetings. Westall advised he has been with the UNRBA for twelve years and hopes to see new rules adopted.

Commissioner Puryear stated that he hopes some good will come out of this. Puryear stated that when the watershed first started and was introduced by Jim Wrenn, the County fought it as long as they could and voted against it. Puryear stated by that time it was State regulated and the County was to be fined \$25K a day until they came into compliance. Puryear stated that he valued the work Westall has done, and hopes that we can ease the burden on Person County taxpayers.

A **motion** was made by Commissioner Puryear and **carried 5-0** to approve the Resolution of Support for the Upper Neuse River Basin Association Consensus Principles II to Guide Revisions to the Falls Lake Rules.

**PERSON COUNTY RESOLUTION ENDORSING  
THE UPPER NEUSE RIVER BASIN ASSOCIATION  
CONSENSUS PRINCIPLES II FOR REVISED FALLS LAKE RULES**

**WHEREAS**, the North Carolina Environmental Management Commission (EMC) adopted Falls Lake Rules (Rules) and the North Carolina Rules Review Commission approved the Rules with an effective date of January 15, 2011; and

**WHEREAS**, local government member jurisdictions within the Neuse River Basin/Falls Lake Watershed developed an original set of Consensus Principles in February 2010, to guide the development of the current Rules; and

**WHEREAS**, Rules (15A NCAC 02B .0275(5)(f)) allows for a reexamination of the Consensus Principles, using a Division of Water Resources (DWR) approved evaluation process and presentation of the recommendations to the DWR and EMC; and

**WHEREAS**, the UNRBA has followed the reexamination of the Rules process, secured the required approvals of the process by the DWR, and invested in a 10-year, \$10 million study of the Falls Lake Watershed to establish a comprehensive assessment to revise the Rules; and

**WHEREAS**, on September 20, 2023, the UNRBA Board of Directors approved the revised Consensus Principles II (see Exhibit A: *Upper Neuse River Basin Association (UNRBA) Consensus Principles II to Guide Revisions to the Falls Lake Rules*) for the readoption of the Rules, and requests that participating local government member jurisdictions that includes Person County, endorse the Falls Lake Consensus Principles II for the readoption of the Rules.

**NOW, THEREFORE, BE IT RESOLVED BY THE PERSON COUNTY BOARD OF COMMISSIONERS OF PERSON COUNTY, NORTH CAROLINA, THAT:** The Person County Board of Commissioners hereby approves the *Person County Resolution Endorsing the Upper Neuse River Basin Association Consensus Principles II for Revised Falls Lake Rules*, with Exhibit A: *Upper Neuse River Basin Association (UNRBA) Consensus Principles II to Guide Revisions to the Falls Lake Rules*, endorses the Consensus Principles II that were adopted by the UNRBA Board of Directors, and recommends that the Department of Environmental Quality, Division of Water Resources, and the Environmental Management Commission use the Consensus Principles II document as guidelines in developing revised rules for Falls Lake.

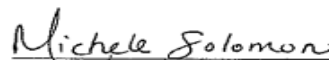
Adopted this 16 day of October, 2023, by the Person County Board of Commissioners.



Person County Board of Commissioners

  
Gordon Powell, Chairman

ATTEST:

  
Michele Solomon, Clerk to the Board

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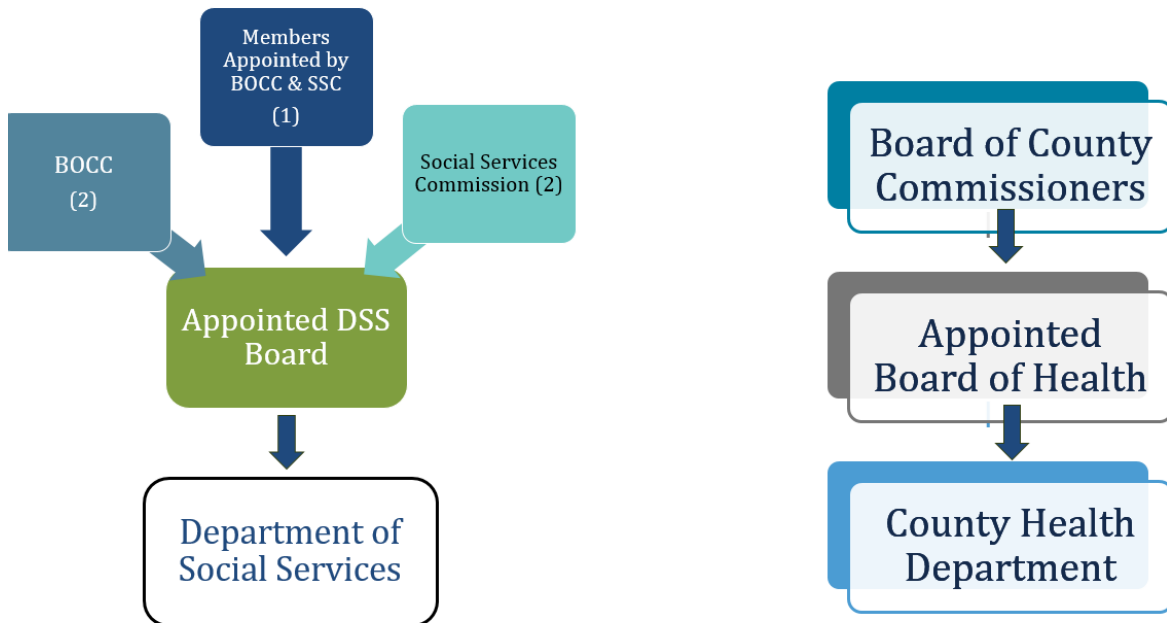
## OPTIONS FOR ORGANIZATION AND GOVERNANCE OF HUMAN SERVICES AGENCIES

County Manager Katherine Cathey introduced Kristi Nickodem, Robert W. Bradshaw Jr. Distinguished Term Assistant Professor of Public Law and Government at UNC School of Government. Ms. Nickodem shared the following presentation.

# Organization and Governance Options for Social Services and Public Health *Person County – October 2023*

**Kristi Nickodem**, Robert W. Bradshaw Jr. Distinguished  
Term Assistant Professor of Public Law and Government

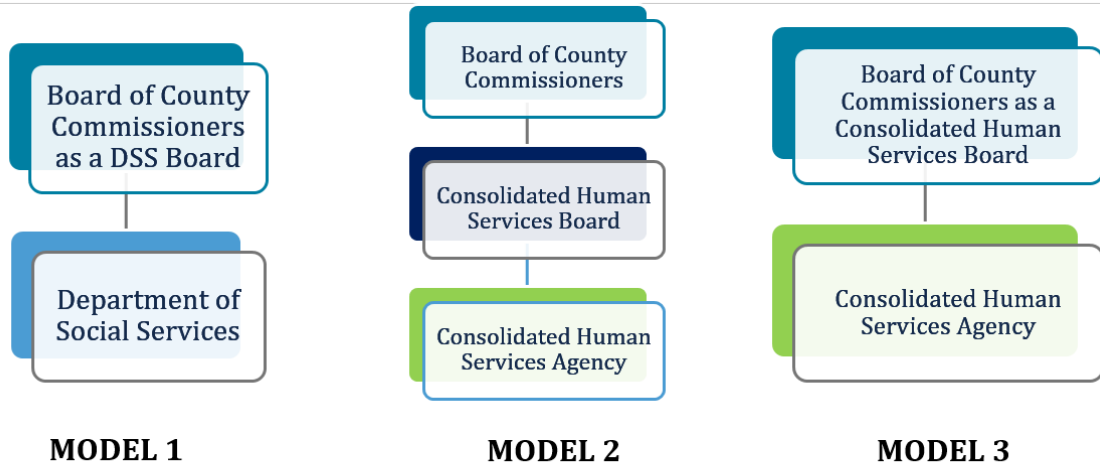
## Current Structures



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## Other Organization and Governance Models

### Social Services Example



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### Key Differences

		BOARD	DIRECTOR	EMPLOYEES
<i>Traditional Model</i>	DSS w/ DSS Board	Appointed; 3-5 members	Board hires	SHRA
	Health Dept. w/ Board of Health	Appointed; 11 members	Board hires	SHRA
<i>Options Available Since 2012</i>	BOCC as DSS and/or PH Board	Elected*	BOCC hires	SHRA
	CHSA with CHS Board	Appointed; up to 25 members	County manager hires with advice & consent of CHS board	SHRA Optional
	CHSA with BOCC as CHS Board	Elected*	County manager hires with advice & consent of BOCC	SHRA optional

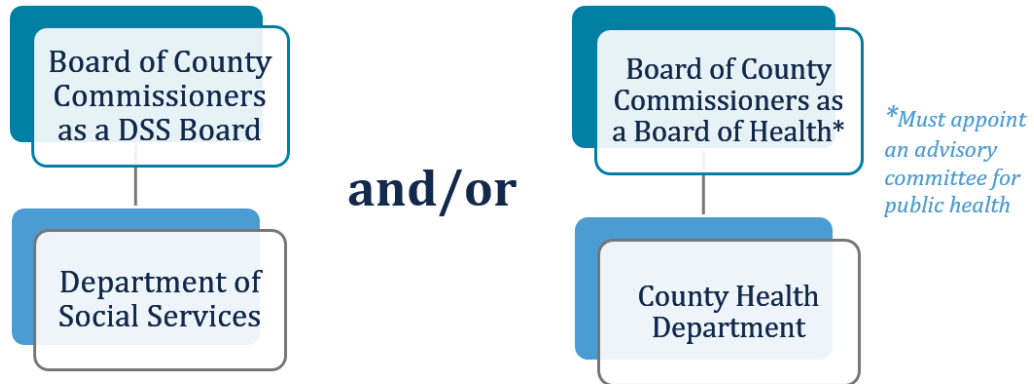
*\* If public health affected, must appoint health advisory committee*

MAY always appoint a board for social services if pink or yellow

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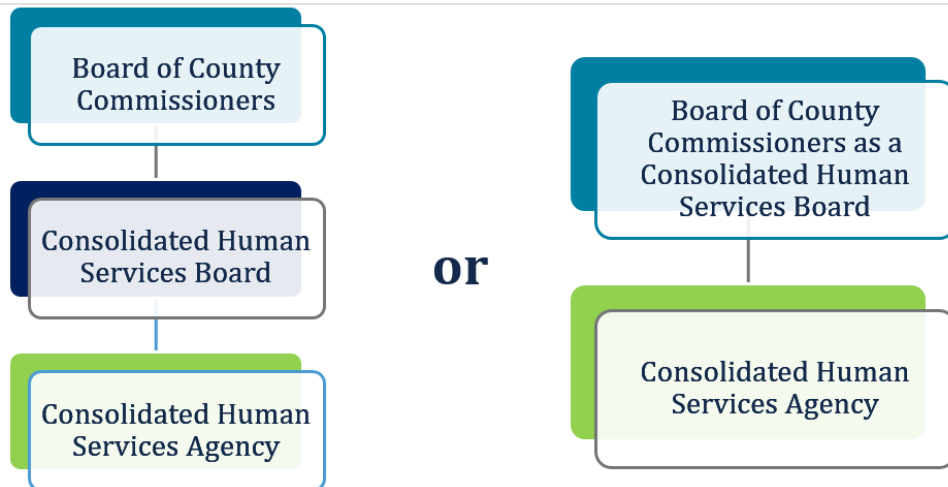
## BOCC as Governing Board



Nothing changes about agency—employees still subject to the SHRA

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## Consolidated Human Services Agency



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## What makes a CHSA unique?

### The CHS director

- Appointed and dismissed by the county manager, not by the CHS board (but board must provide advice and consent).
- Reports to the county manager
- May only appoint CHSA staff upon the approval of the county manager




### The CHSA employees

- Subject to county personnel policies unless BOCC chooses to keep them subject to SHRA
- Must comply with federal merit personnel system standards

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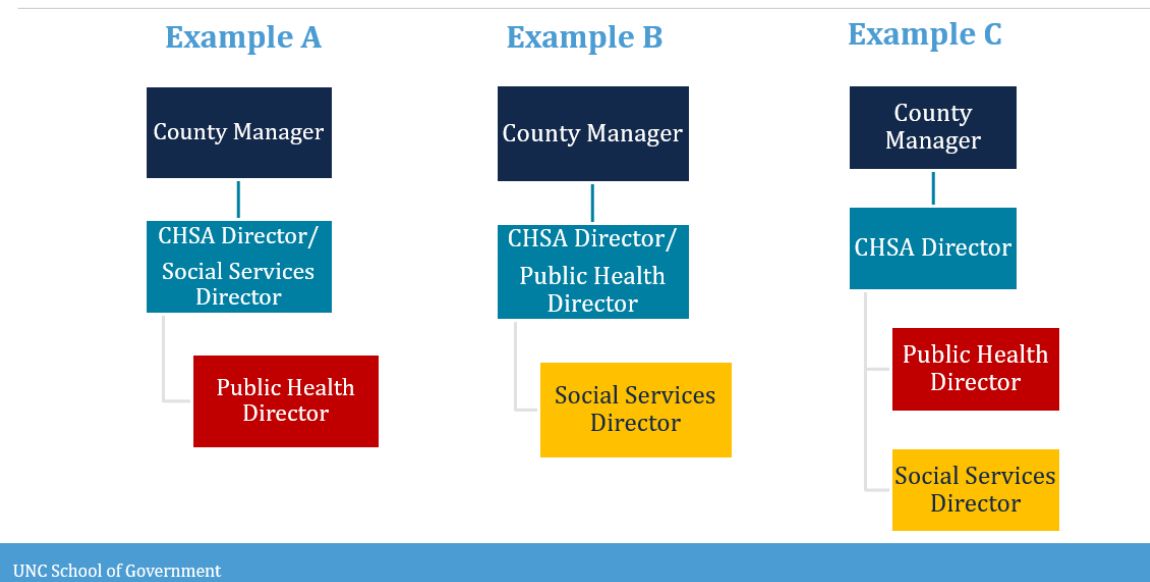
## What goes in a CHSA?

- Law does not require any particular mix of human services
- May include:
  - Public health
  - Social services
  - Other county human services departments or programs

	<b>Gaston County</b> <ul style="list-style-type: none"><li>• PH, SS, Transportation, Aging and Adult Services, Services for the Blind</li></ul>
	<b>Guilford County</b> <ul style="list-style-type: none"><li>• PH, SS, Transportation</li></ul>
	<b>Cabarrus County</b> <ul style="list-style-type: none"><li>• SS, Aging and Adult Services, Transportation</li></ul>

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## Structuring the CHSA

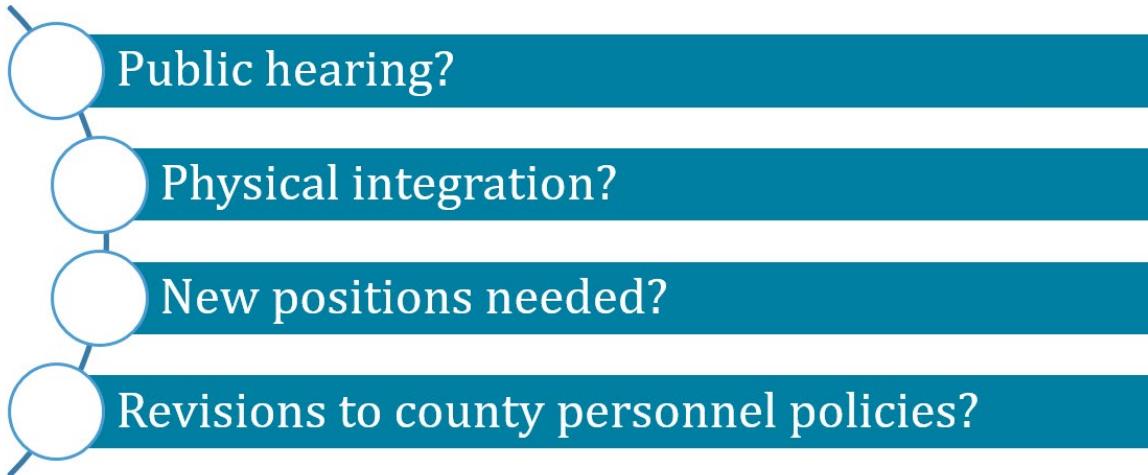


## Decisions When Forming a CHSA

- Who will govern—BOCC or appointed CHS board
- Which county functions/departments should be included?
- Will CHSA employees be removed from the State Human Resources Act?
- Who will be appointed as CHS director?

## Logistical Decisions

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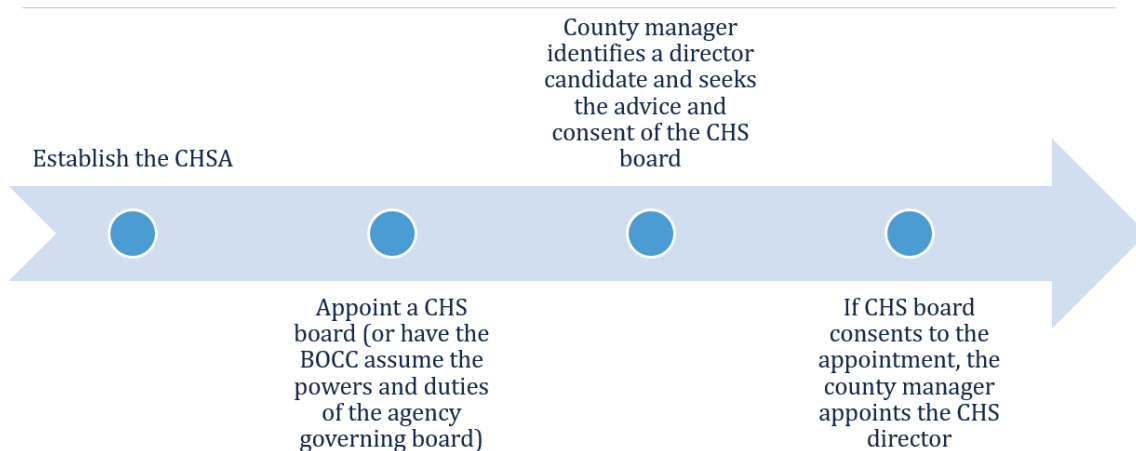
## 5 CFR § 900.603 – Federal merit personnel system standards

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1. Recruiting, selecting, and advancing employees on the basis of their relative ability, knowledge, and skills, including open consideration of qualified applicants for initial appointment.
2. Providing equitable and adequate compensation.
3. Training employees, as needed, to assure high quality performance.
4. Retaining employees on the basis of the adequacy of their performance, correcting inadequate performance, and separating employees whose inadequate performance cannot be corrected.
5. Assuring fair treatment of applicants and employees in all aspects of personnel administration without regard to race, color, religion, sex, national origin, age, disability, genetic information, marital status, political affiliation, sexual orientation, status as parent, labor organization affiliation, or any other non-merit-based factor, or retaliation for exercising rights with respect to these categories, and with proper regard for their privacy and constitutional rights as citizens.
6. Assuring that employees are protected against coercion for partisan political purposes and are prohibited from using their official authority for the purpose of interfering with or affecting the result of an election or a nomination for office.

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## Order of Actions



## Creating the CHS Board

### Appointing the Initial Board

- BOCC creates a nominating committee comprised of members of the current (pre-consolidation) board of health and social services board, as well as the board responsible for managing mental health, developmental disabilities, and substance abuse services in the county.
- Nominating committee recommends members for the new CHS board.
- BOCC makes appointments based upon those recommendations.
- An initial member may be appointed for less than a four-year term (staggering).

### Subsequent Appointments

- BOCC fills vacancies based upon nominees presented by the members of the CHS board.

Composition of the CHS board must “reasonably reflect the population makeup of the county” and include:

- Four persons who are consumers of human services.
- Eight persons who are professionals, each with qualifications in one of these categories: one psychologist, one pharmacist, one engineer, one dentist, one optometrist, one veterinarian, one social worker, and one registered nurse.
- Two physicians licensed to practice medicine in North Carolina, one of whom must be a psychiatrist.
- One county commissioner.
- Other persons, including “members of the general public representing various occupations.”

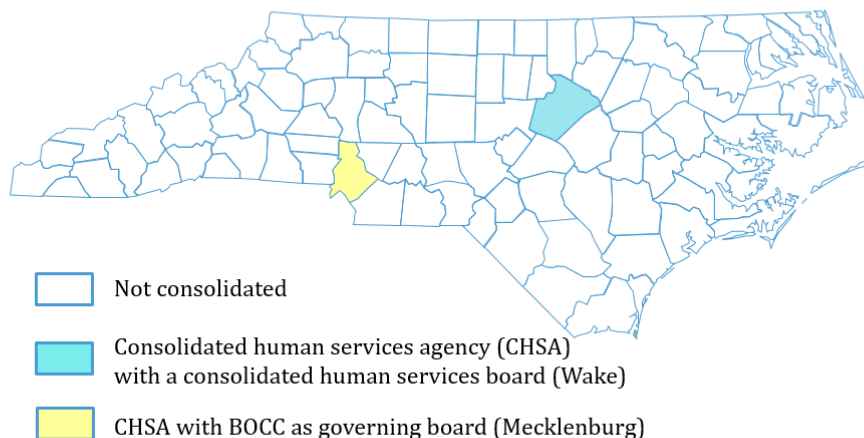
No more than  
25 members

Must be county  
residents

Typically serve  
four-year  
terms

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## PH and SS Organization and Governance June 2012

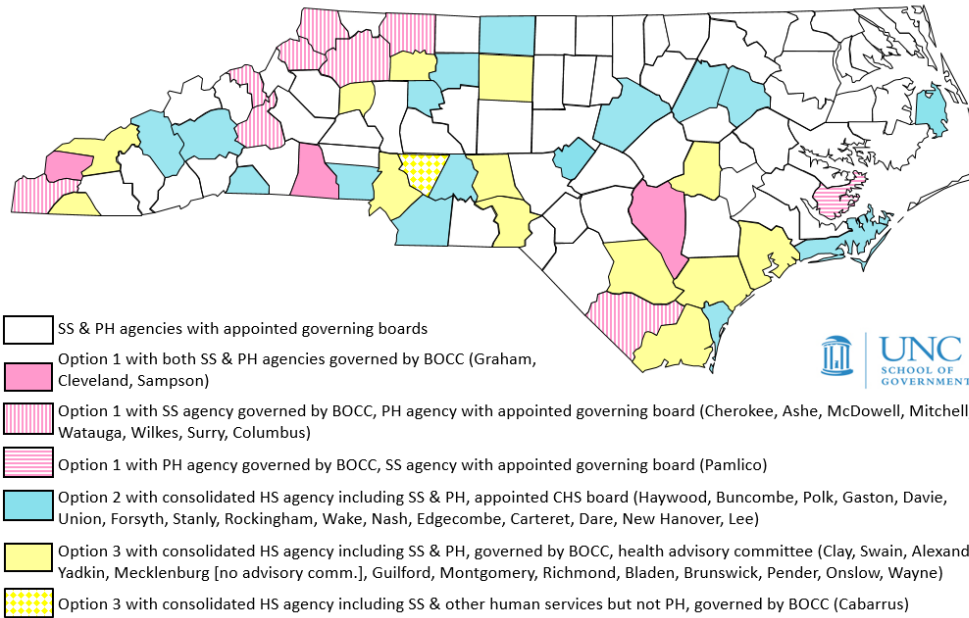


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# Social Services and Public Health Organization and Governance

As of July 2023



- Currently, 30 counties have consolidated human services agencies. 29 of those agencies include both public health and social services (Cabarrus County includes social services, but not public health). Some include a variety of other services as well, such as veterans' services, aging and adult services, transportation, or domestic violence/rape crisis services.
- Of the 30 counties with a consolidated human services agency, 16 counties have appointed CHS boards, while 14 counties have consolidated human services agencies that are governed directly by the BOCC.
- In 25 counties, the Board of Commissioners has abolished the appointed DSS board and now acts as the governing board for social services. In 11 of those counties, they are governing a standalone DSS. In 14 of those counties, the county has also created a CHSA, so the BOCC is acting as the governing board for the CHSA.
- In 17 counties, the BOCC acts as the governing board for public health. In 4 of those counties, they are governing a standalone health department. In 13 of those counties, the county has created a CHSA, so the BOCC is acting as the governing board for the CHSA.

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## Where Are We Now?

### Organization Changes

- **Thirty counties now have CHSAs**
  - Twenty-nine include both public health and social services
  - 16 counties have appointed CHS boards, while 14 counties have CHSAs governed directly by the BOCC.
  - 27 counties have opted to remove CHSA employees from the coverage of the SHRA.

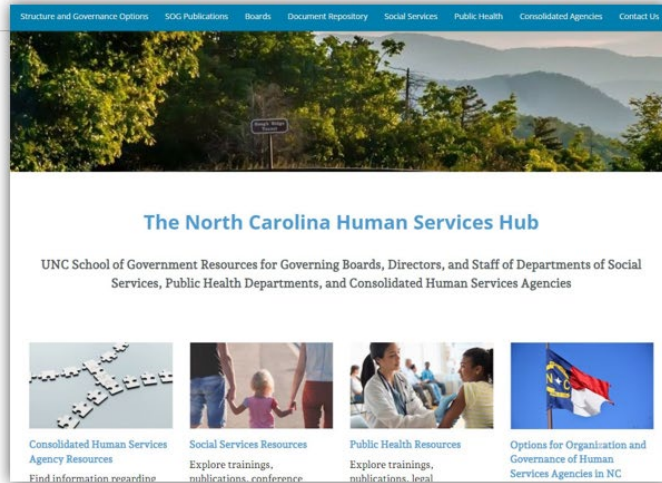
### Governance Changes

- **In 25 counties, the BOCC now acts as the governing board for social services.**
  - In 11 of those counties, the BOCC is governing a standalone department of social services.
  - In 14 of those counties, the BOCC is acting as the governing board for a CHSA that includes social services.

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The vast majority of counties have retained traditional organization and governance structures, despite lots of experimentation and changes. But the highest population counties have largely opted to form CHSAs.

# Want to Explore More?



<https://humanservices.sog.unc.edu>

## UNC School of Government

Map 1 – Use the drop down menu below to explore different aspects of human services agency organization and governance across all North Carolina counties.

### Select A View

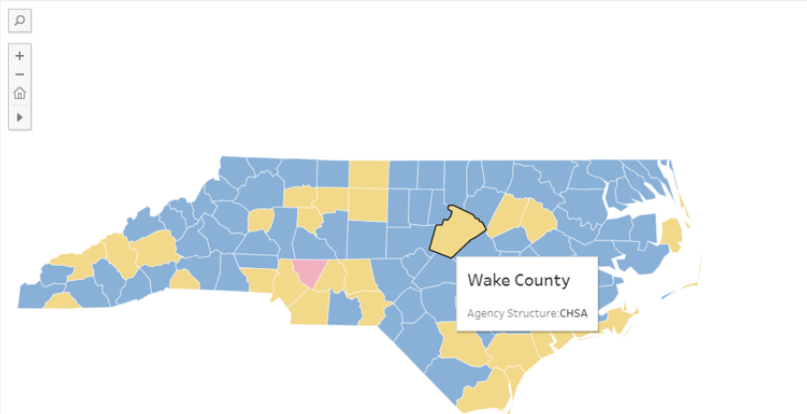
Agency Structure

Social Services Governance Structure (Appointed SS Board, Appointed CHS Board, or BOCC as...

Public Health Governance Structure (Appointed PH Board, Appointed CHS Board, or BOCC as G...

Are DSS/Public Health Employees Subject to SHRA? (yes/no)

Is County Part of a Multi-County District Health Department?

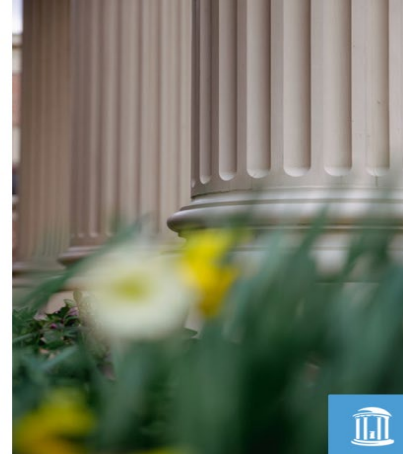


## UNC School of Government

October 16, 2023

# Questions?

**Kristi Nickodem**  
[nickodem@sog.unc.edu](mailto:nickodem@sog.unc.edu)



Commissioner Palmer provided statistical information of job postings and vacancies at DSS spanning from February 2022- October 2023. Palmer stated based on the information he received from Person County HR department; there have been 49 job postings for positions at DSS during the past 18 months. County Manager Cathey clarified that each job posting does not necessarily signify an employee has left resulting in creating a vacancy. Cathey advised that DSS does have a higher employee turnover rate. Cathey stated that some positions are duplicate and re-posted due to not being filled. Cathey stated that some of the positions are from promotions within the organization, therefore creating a vacancy, or from newly approved positions. Cathey advised she would follow up to the Board with numbers from people leaving the organization.

Vice Chairman Sims stated it is a tough job to have with the DSS. Sims stated it is definitely not an easy job, and you hear more negative than positive. He stated he appreciated the presentation and found it to be informative. Sims stated it would aid the Board on options they have to make a determination on what is best for Person County, and how to proceed.

Chairman Powell stated that this situation is extremely important. Powell stated that the majority of DSS population cannot help themselves and we need to intervene, particularly for the children. He asked Nickodem for clarification on board structure and consolidation as well as employee structure due to SHRA. Nickodem clarified structure and consolidation of boards and employee structure. Powell expressed thanks to Nickodem for providing an informative presentation.

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Sims had questions relating to funding and legal issues. Nickodem advised there would be no changes in the funding as well as no changes on how situations would be handled legally if the governance or organizational structure changes. Hankins spoke on the legal aspects of the CHSA and stated that it does not change the entire scope of liability, as the County could still be named as a Defendant, if a lawsuit were to be filed. Sims had concerns in reference to timeline, if the Board chooses to move forward with consolidation. Nickodem stated it would depend on the County as to how quickly they choose to move forward.

Commissioner Puryear thanked Nickodem for her informative presentation and for her explanation of the different options associated with consolidation. Puryear had questions as to the composition of the CHSA Board. Nickodem clarified the CHSA Board composition and structure.

#### **CHAIRMAN'S REPORT:**

Chairman Powell reported the following:

- Attended the Airport Committee Meeting and advised it was productive, there were discussions referencing the runway extension project, and construction of a new terminal.
- On-site visit and meeting at the Mega Park with a prospect at their request. The property owner was asked to attend; however, they were not present.
- He and the County Manager attended an EQV Zoom Meeting regarding legislative updates on the newly adopted budget and how it might impact Person County.
- Attended Duke Energy Zoom Board Meeting. Powell stated Duke Energy interviewed him and the primary question asked was, how has Duke Energy impacted Person County. Powell stated Person County is where they are economically today because of Duke Energy's presence over the past six decades, and looks forward to continuing to work with Duke Energy with the possibility of the proposed combined cycle plant in Person County.

#### **MANAGER'S REPORT:**

County Manager Katherine Cathey reported that the Charters of Freedom Dedication Ceremony would be November 2 at 4 p.m., and is open to the public. Cathey advised the Foundation Forward organization would be providing promotional material for the event.

Cathey stated the 2025 Tax Re-Appraisal has begun, and will take approximately 16 months to complete. She advised the first step would be updating photos of properties. She advised that the Tax website has been updated to reflect pictures of the appraisers and the vehicles they would be driving.

Cathey provided a broadband update. She stated that Charter is completing projects within the County with federal funding they received. Cathey stated Zitel received one of the GREAT Grant Awards from the State, they are still in the engineering phase for their project, and we hope to see them starting soon. She stated Brightspeed received the second GREAT Grant Award from the State, the County has signed an agreement with them, and they should be starting their project soon.

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Cathey stated the next phase is the CAB Program through the State, Completing Access to Broadband, and the County is eligible for \$8M from the state in the first year of this program. She advised the County has \$2.5M in ARPA funding to use towards broadband expansion. Cathey stated the next step would be for County staff to work with staff at the State level to create a map of eligible addresses within Person County. Once completed, the map would be released to the providers to respond with proposals for serving those addresses. She stated the criteria for identifying eligible addresses would be different from the criteria used with the other grant-funded programs. Cathey stated in those cases, only addresses that were deemed unserved by the criteria could be eligible for the grant award. She stated that those definitions have evolved, and would be seeking to serve unserved as well as underserved addresses with the CAB Program. Cathey advised that this would open up many more addresses that are eligible. She stated that the objective is to reach as many addresses as possible through this next round of funding, then ultimately working towards serving 100% of the population of Person County.

#### **COMMISSIONER REPORT/COMMENTS:**

Vice Chairman Sims reported that he attended and worked the Personality Festival and the Concert in Uptown Roxboro. Sims stated the event was successful, the weather was great, and there was a huge turnout from the community, possibly the biggest festival yet.

Commissioner Palmer thanked Vice Chairman Sims for helping with the Personality Festival.

Palmer reported that he met with Person County Tourism Development Authority Executive Director Julie Maybee and stated that she is a pleasure to work with and we are lucky to have her.

Palmer reported that Chandler Concrete donated the concrete pads for the Charters of Freedom at Huck Sansbury Complex.

Commissioners Puryear and Thomas had no report.

#### **CLOSED SESSION #1**

A **motion** was made by Commissioner Sims and carried **5-0** to enter into Closed Session #1 at 10:52 a.m. per General Statute 143-318.11(a)(5) to establish, or to instruct the public body's staff or negotiating agents concerning the position to be taken by or on behalf of the public body in negotiating (i) the price and other material terms of a contract or proposed contract for the acquisition of real property by purchase, option, exchange, or lease; or (ii) the amount of compensation and other material terms of an employment contract or proposed employment contract with the following individuals permitted to attend: County Manager Katherine Cathey, Clerk to the Board Michele Solomon, County Attorney Ellis Hankins, General Services Director Ray Foushee, and Finance Director Amy Wehrenberg.

Chairman Powell called the Closed Session #1 to order at 10:56 a.m.

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A **motion** was made by Commissioner Puryear and carried **5-0** to return to open session at 11:34 a.m.

**ADJOURNMENT:**

A **motion** was made by Commissioner Sims and **carried 5-0** to adjourn the meeting at 11:34 a.m.

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Michele Solomon  
Clerk to the Board

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Gordon Powell  
Chairman