

**February 7, 2000**

**THE BOARD OF COUNTY COMMISSIONERS  
DURHAM, NORTH CAROLINA**

Monday, February 7, 2000

9:00 A.M. Worksession

**MINUTES**

Place: Commissioners' Room, second floor, Durham County Government Administrative Complex, 200 E. Main Street, Durham, NC

Present: Chairman MaryAnn E. Black, Vice-Chairman Ellen W. Reckhow, and Commissioners William V. Bell, Joe W. Bowser, and Becky M. Heron

Absent: None

Presider: Chairman Black

**Conduct Health and Human Services Delivery System Study**

In February 1999, the Board of County Commissioners (BOCC) approved the following goal for fiscal year 1999-2000:

“To complete a comprehensive study that identifies and recommends best practices for delivery of health and human services to all citizens of Durham County.”

To accomplish this goal, the County Manager assembled a Leadership Team consisting of Department Heads from Public Health, Social Services, The Durham Center, Criminal Justice Resource Center, Cooperative Extension, Youth Coordinating Board, Library, and the County Attorney to develop recommendations that best meet the above-referenced Board goal. The Leadership Team recommended the use to a consultant to gather information upon which to formulate their recommendations to the County Manager.

As a result, a competitive process was initiated on November 18, 1999, with a one-month acceptance period for responses to a Request for Qualifications. Based on the work plans and responses received, the Leadership Team is recommending Public Consulting Group Inc. (PCG) to conduct the analysis and delivery system study. Consultants from PCG, along with input from the Leadership Team, developed the following revised scope of service to be performed in a six- to eight-week period at a cost of \$50,000:

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“To evaluate what service improvements and management goals could be accomplished through an organizational restructuring of the health and human services system, including the departments of Social Services, Public Health, and MH/SA/DD. This will include establishing criteria for the evaluation, projecting the major cost considerations each would involve, and clarifying the opportunities and risks inherent in each organizational restructuring. The organizational models to be considered are: a) the county model used by Mecklenberg County; b) the human service model used by Wake County; and c) the board model currently used by Durham.”

The Board’s direction and guidance is being sought as to whether the Leadership Team should proceed with the recommendation to enter into a contractual agreement with a consulting firm to gather information for conducting a health and human services delivery study. (The funds have been budgeted in the County Manager’s cost center to cover the cost of the contract.)

Resource Person(s): Carolyn P. Titus, Deputy County Manager

County Manager's Recommendation: Accept the progress report from the Health and Human Services Delivery System Leadership Team. Provide direction and guidance as to whether the team should proceed with recommending that a contractual agreement be entered into with a consultant for the purposes of meeting the Board’s FY 1999-00 Goal.

Carolyn P. Titus, Deputy County Manager, presented the agenda item for the Commissioners’ consideration. The purpose of the presentation was to apprise the Board of the process of the study and to obtain direction as to how to proceed.

The County Commissioners asked questions and made comments about the agenda item to which Deputy County Manager Titus responded.

Commissioners Heron and Bowser requested that the department heads and others involved in human services in Durham meet and develop a way to establish the program without the assistance of a consultant.

Commissioner Bowser commented that neither a consultant nor a study is needed.

Commissioner Reckhow said we need someone to “jump start” this process. If we do not hire a consultant, I don’t know if this project will happen. Hiring a consultant is appropriate at this point. This project is the Board’s priority. It is not the priority of the three health services boards. The consultant would tell the citizens and us what the benefits are and also the disadvantages. We need the consultant to do this and move the process forward.

Commissioner Heron changed her position. She asked to see what the study would provide. She said this is something we may need to move on. The organizations within North Carolina that have taken steps to bring the human services departments together should be looked at in the study.

Deputy County Manager Titus said information would be provided to the Commissioners when the contract is brought back for your consideration. The study at this point in time is meant to provide information upon which the Leadership Team can formulate recommendations. The study is not set up now to advise the Commissioners as to how to proceed on this issue of “best practices” in the human delivery system. Changes could be made to ask the consultant to report directly to you and answer your questions.

Chairman Black said it would be helpful to know the “best practices” around the country. In looking at Mecklenberg and Wake Counties, I hope it does not mean that we could not consider something else that would work better in Durham County. We need to look at our county to see how we differ and then establish a model that will work in Durham County. The consultant should report to the Leadership Team but the report should come before the County Commissioners. We need to know the consultant’s recommendations. The consultant should make recommendations to the County Commissioners relative to

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“best practices,” what we can do to provide better services in this community, and how to decrease the poverty rate in Durham County.

Commissioner Reckhow said we need an organizational model developed through study and input of the situations in Durham.

Attorney Chuck Kitchen said for Durham County to do anything differently, we would have to go to the legislature. If we go back to the legislature to modify the statute, we can ask for additional options. The current structure and statute do not limit us.

Chairman Black recommended the agenda item be moved to the February 14, 2000 Regular Session agenda. The scope of service will be prepared for the meeting.

**Update on the Activities of the Upper Neuse River Basin Association**

At the April 27, 1998 Board of County Commissioners’ Regular Session, the Commission approved a resolution to provide financial support to the Upper Neuse River Basin Association. This contribution is in the amount of \$7,927 and has reoccurred on an annual basis for the association since 1998.

The mission of the Upper Neuse River Basin Association is to preserve the water quality of the Upper Neuse River Basin through innovative and cost-effective strategies, and to constitute a forum to cooperate on water supply issues within the Upper Neuse River Basin by:

- Forming a coalition of units of local governments, public and private agencies, and other interested and affected communities, organizations, businesses, and individuals to secure and pool financial resources and expertise;
- Collecting and analyzing information and data and developing, evaluating, and implementing strategies to reduce control and manage pollutant discharge and to manage water resources; and
- Providing accurate technical, management, regulatory, and legal recommendations regarding the implementation of strategies and appropriate effluent limitations on discharges into the upper portion of the Neuse River.

Lisa Martin, Executive Director, Upper Neuse River Basin Association, briefed the Board on the recent activities of the association and discussed the importance of the association to Durham County.

Resource Person(s): Lisa Martin, Executive Director, Upper Neuse River Basin Association

County Manager's Recommendation: The Manager recommends that the Board receive the report and reference the resolution which was adopted by the Board of Commissioners on April 27, 1998.

Ms. Martin informed the Commissioners of the recent activities of the Upper Neuse River Basin Association and their importance to Durham County. Comments were also made concerning the watershed management program in the Falls Lake Watershed.

The Commissioners asked questions and made comments about the Upper Neuse River Basin Association to which Ms. Martin responded.

Commissioner Reckhow raised questions about local stormwater management ordinances that are due in August 2000. She said this should be a priority for the Planning Department.

County Manager David F. Thompson suggested this item be placed on the Joint City-County Planning agenda for consideration.

No official action was taken on this agenda item.

**Unified Child Care Subsidy System**

Durham County Social Services (DSS), Durham's Partnership for Children (DPfC) also known as Smart Start, Child Care Services Association (CCSA), and Operation Breakthrough (OBT) have worked since May 1996 on a new Unified Child Care System which will operate as a collaborative venture between these four agencies. The purpose of the project is to improve access to quality child care for all Durham's children by combining all of Durham's existing child care subsidy programs into one process in one location. Funds for the project are furnished through a grant from the State through Durham's Partnership for Children (DPfC). A leadership team composed of representatives from the above agencies will govern the project. A director will be hired to manage the project, coordinate services, and oversee staff from the collaborating agencies.

DSS staff, along with representatives from Durham's Partnership for Children, Child Care Services Association, and Operation Breakthrough, was present to apprise the Board of the project and outline its goals and implementation plan. In addition, staff highlighted future Board action that would be necessary to support project implementation.

Resource Person(s): Dan Hudgins, Director, Department of Social Services, and Arnold Dennis, Assistant Director for Family Self-Sufficiency, Department of Social Services.

County Manager's Recommendation: Accept the report and provide input to the planning team on the collaborative efforts of agencies designing and implementing the Unified Child Care Subsidy Project.

Mr. Hudgins and Mr. Dennis gave the Commissioners the third update on this project which has been ongoing since 1996. This year, we will serve over 5,000 children and spend \$13 to \$14 million to provide child care in Durham County.

Mr. Hudgins called on the following speakers to make presentations:

Susan Perry Manning, Deputy Director of Child Care Services Association  
Sue Ruth, Executive Director, Durham Partnership for Children  
Charles Chapman, Executive Director, Operation Breakthrough

Mr. Dennis talked about Unified Child Care Subsidy project and the future requests the County Commissioners will receive relative to the project.

The future requests follow:

**Future Request for BOCC**

1. Budget Amendment  
DSS has been allocated \$150,000 from DPfC (Smart Start) to be used for startup costs for the United Subsidy System. Funds have been designed for needed equipment, furnishings, and other incidental costs. We will be asking BOCC for a budget amendment to incorporate these new funds into our DSS 99-00 budget.
2. Approval of Lease  
Approval of a lease with Mechanics and Farmers Bank for space located at 2634 Chapel Hill Blvd. will be requested from the BOCC. This space is needed to continue to implement the Unified Child Care Subsidy System. This location is important in that it allows DSS workers to be in the same building (same floor) with two of its partner agencies, DPfC and CCSA. This space provides the necessary square footage needed, easily accessible parking for families that use the service, and DSS staff that will provide services. Most importantly, this location is very accessible for families. Approval of this lease will allow us to start the new Unified Child Care Subsidy System in the new location by May 2000.

3. Purchase of Software System

It is also proposed that the Unified Child Care System purchase OneCase software to automate both its case management and fiscal management functions. This system, from Cox & Company, is utilized in 13 NC Departments of Social Services. Eleven of these county DSSs utilize the child care module. Staff from Durham DSS have visited two counties (New Hanover and Alamance) that utilize the OneCase software and have been very impressed with what they have seen. New Hanover County DSS has used the OneCase software for over seven years. The OneCase system allows social workers to provide computer-assisted case management. Client data entered by social workers is also available to fiscal staff who works with payments to child care providers and reimbursement from the State. All multiple data entry steps (which are numerous with the current system) are eliminated. Especially impressive is the fact that OneCase allows for direct electronic transmission of all data and reimbursement requests to the State without the currently-required extra step of data entry into the State system. OneCase is the only software operational in North Carolina that has accomplished this critical, laborsaving task. Durham DSS currently processes in excess of one million dollars in child care payments each month. The fiscal management responsibilities for proper tracking, monitoring, and reimbursement for this funding from the State are tremendous. The OneCase software system will greatly enhance our capacity to carry out this fiscal management responsibility in both an efficient and accurate manner.

The Commissioners asked questions and made remarks about the Unified Child Care Subsidy System to which Mr. Hudgins and the speakers responded.

Commissioners Bowser and Reckhow stated they would support the project request.

Chairman Black requested the program move ahead. The Commissioners want to provide quality day care for the children, but we want to be sensitive to hiring a large staff and watching the overhead costs.

**Receipt of the Durham Transportation Demand Management Plan and Setting a Public Hearing for February 28, 2000 to Receive Comments on the Commute Trip Reduction Program**

On January 3, 2000, the Board of County Commissioners received a briefing on the development of a Durham Transportation Demand Management Plan. This Plan has been prepared under the guidance of a Durham TDM Committee cochaired by Commission Vice-Chairman Ellen Reckhow and Kennon Borden. The main objectives of the TDM Plan are to:

- reduce the number and length of commute trips;
- shift additional commute travel to off peak hours;
- encourage walking, cycling, public transit, and carpooling as alternatives to driving;
- provide better integration of land use and transportation planning; and
- reduce air pollution and the number of ozone alert days.

The TDM Plan proposes a set of action strategies to help achieve these objectives. One of the strategies is a Commute Trip Reduction Program. The purpose of this program is to promote a reduction of commute trips to work through telecommuting, carpooling, vanpooling, transit usage, flexible work schedules, and other trip reduction strategies.

Resource Person(s): Ellen Reckhow, Commission Vice Chairman; Kennon Borden, TDM Committee Cochair; Mary Clayton; Parsons Brinckerhoff; Chuck Kitchen, County Attorney; Mark Ahrendsen, City of Durham Transportation Division; Bonnie Estes, City-County Planning Department; and Alden Jackson, City-County Planning Department.

County Manager's Recommendation: Receive the Durham Transportation Demand Management Plan and Commute Trip Reduction Program and set a public hearing for February 28, 2000. The purpose of the public hearing is to receive comments on the

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Commute Trip Reduction Program and to consider adoption of the TDM Plan and Commute Trip Reduction Program.

Commissioner Reckhow called the Commissioners' attention to the plan in the agenda package and recognized the committee's work. Commissioner Reckhow introduced the committee and staff members present. She recognized and thanked the Durham Chamber of Commerce publicly for its staff support and for use of the meeting room.

Commissioner Reckhow highlighted a few points on the Transportation Demand Management Plan. Initially, the committee started out with a focus on the I-40 and 54 corridor. Early on at a meeting, we reviewed transportation data, look at origins and destinations. It became apparent quickly that focusing only on the corridor would not solve our problem. The plan was broadened to include the entire community. That was an important change. The plan expanded in its focus in the sense that the partners expanded to include Chapel Hill, City of Durham, and Durham County. We are calling for the formation of a multi-jurisdictional advisory board. Commissioner Reckhow reviewed the summary of transit and TDM options.

The presentation covered what the TDM will accomplish for the community and what specific TDM measures are proposed.

Kennon Borden, TDM Committee Cochair, Chief Executive Officer of Borden Bocook, Commercial Real Estate, made comments about the TDM ordinance and the traffic concerns and solutions for the Durham area. He urged the Commissioners to approve the TDM ordinance.

Mary Clayton presented an overview of the TDM plan. She talked about the context for TDM, what TDM is, and why it is important.

The Commissioners asked questions and made comments about the TDM program and ordinance. Ms. Clayton responded.

Chuck Kitchen, County Attorney, presented the Commute Trip Reduction Program.

Commissioner Reckhow closed the presentation by mentioning the lead agency. The initial discussions have been with the Triangle Transit Authority to be the lead agency. The Triangle Transit Authority is in the process of hiring a TDM coordinator, and one additional person will be employed to work with the employers in Durham County. The City and County of Durham will provide funding. Nothing has been formalized about the TDM relationship with the Triangle Transit Authority.

The Commissioners asked additional questions and made comments about the TDM Plan after the presentation.

The Research Triangle companies will launch this program on Earth Day (April 22). This will be a public relations event for the TDM program. The program will begin on July 1, 2000. The companies will need a completed plan by December 31, 2000.

Chairman Black instructed the County Manager to put the public hearing on the February 28, 2000 Regular Session agenda.

**Scheduling a Walking Tour and a Meeting to Discuss the Space Needs Analysis and the Facility Master Plan**

This item was a request for the Board of County Commissioners to schedule a meeting to discuss the Durham County Space Needs Analysis and Facility Master Plan project. The meeting would begin with a tour of the East Main Street area followed by a presentation of a facility scenario, which incorporates the Board's input from the December worksession.

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The purpose of the Space Needs Analysis and Facility Master Plan project is to identify the space needs of Durham County Government for the next 20 years and develop an implementation plan to meet the needs of the involved departments and agencies. On September 1, 1999, the project consultant, O'Brien/Atkins Associates, PA in conjunction with GSA, Ltd., provided an update to the BOCC prior to development of the facility plan component.

The update highlighted the data collection process, interviews, projections, and determination of future needs. On November 1, 1999, the project consultant presented four facility configuration concepts which meet Durham County's facility needs. Following input and direction from the BOCC, an additional scenario that includes a Human Services facility on East Main Street was developed and presented on December 6, 1999. The most recent scenario has been modified to incorporate comments by the Board at the December worksession. Upon receiving direction from the Board, a final plan will be prepared for adoption.

Resource Persons:     Glen Whisler, County Engineer  
                              Sandra Phillips, Director of Purchasing  
                              Kevin Montgomery, O'Brien/Atkins Associates, PA  
                              Howard Geisler, GSA, Ltd.

County Manager's Recommendation: The County Manager's recommendation is that the BOCC schedule a meeting to include a tour and project update. Possible dates include February 15, 16, 17, 18, 22, 23, 24, and 25, 2000. Completion of the Space Needs and Facility Master Plan project will allow needed facility projects identified in the Master Plan to be incorporated into Durham County's Capital Improvement Plan. The Board may consider having a meeting on this issue at the Health Department after this tour.

The Commissioners decided to have the walking tour, CIP review Criteria session, the space needs analysis, and the facility master plan presentation on February 15, 2000 from 9:00 until 1:30 p.m.

### **Substantial Equivalency**

The North Carolina State Department of Human Resources (DHR) employees, namely, those employed by the Public Health, Mental Health, Social Services, and Emergency Management Departments, are covered by the State Personnel Act (NC GS 126). This means these employees follow state rules for recruitment, selection, salary administration, and dismissal. The State requires the use of competitive recruitment and selection procedures as a condition for the receipt of funding. Substantial Equivalency refers to the establishment of a local personnel system for DHR employees that approximates the State system and allows for the administration of personnel actions at the County level.

Currently, the Durham County DHR agencies operate under a dual personnel system, the County's and the State's. The Durham County Human Resources Department administers both of these systems with the final decision-making authority reserved for the State regarding the agencies mentioned above. The Durham County Human Resources Department provides for uniform recruitment, compensation, benefits, training, and performance management for all County employees. However, DHR employees operate under state classification, pay, and appeal procedures.

In an effort to quickly meet the recruitment and classification needs of the DHR agencies and localize personnel functions, staff recommended that the BOCC petition the State for Substantial Equivalency.

Resource Person(s): Jackye Knight, HR Director, and Tony Noel, HR Manager

County Manager's Recommendation: Endorse efforts to apply for Substantial Equivalency and move to formal agenda for approval.

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Ms. Knight made a presentation on substantial equivalency to the Commissioners relative to what it means, why it is important, and the application process. The hope for today is Board endorsement to make formal application to the state to administer the personnel functions for the state employees at the local level. The longer presentation will explain the issues addressed by the State Personnel Act. The issues are classification, qualifications and selection, pay structure, and dismissal. Those functions are decided and approved at the state level, but the HR Department administrates them. We would like to bring the decision-making process to the local level.

Mr. Noel was asked to present the Substantial Equivalency program to the Commissioners for their consideration.

The Commissioners asked questions and made comments about the Substantial Equivalency program to which Mr. Noel and Ms. Knight responded.

Chairman Black and Commissioner Reckhow suggested the Commissioners move forward with this program.

Chairman Black requested that the draft letter to apply for Substantial Equivalency be brought to a regular session for approval.

**Closed Session**

The Board is requested to adjourn to closed session pursuant to G.S. § 143-318.11(a)(6) in order to discuss a personnel matter and consider the appointment of a public officer.

Commissioner Bell moved, seconded by Commissioner Reckhow, to adjourn to closed session pursuant to G.S. § 143-318.11(a)(6) in order to discuss a personnel matter and consider the appointment of a public officer.

The motion carried unanimously.

**Reconvene Into Public Session**

Chairman Black said the Commissioners had a discussion on naming an Interim County Manager. No official action was taken.

**Adjournment**

Chairman Black adjourned the meeting at 11:30 a.m.

Respectfully submitted,

Garry E. Umstead, CMC  
Clerk to the Board