

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

Monday, June 2, 2008

9:00 A.M. Worksession

**MINUTES**

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

Present: Chairman Ellen W. Reckhow, Vice-Chairman Michael D. Page, and Commissioners Lewis A. Cheek, Philip R. Cousin Jr. and Becky M. Heron

Absent: None

Presider: Chairman Reckhow

Commissioner Cheek apologized for delaying the Worksession.

Chairman Reckhow announced that Vice-Chairman Page and Commissioner Heron arrive late to the Worksession.

**Neighborhood College: Class Presentations from Spring 2008 Session**

Deborah Craig-Ray, Assistant County Manager, introduced this item. She stated that Durham City-County Neighborhood College is a unique educational program offered by Durham City and County Governments to provide information on key City and County services. During a series of classes held over nine weeks, class members are divided into four groups and charged with exploring a relevant public policy question and presenting reports to fellow classmates. This term, two topics were explored: Reducing Gang Violence and Examining Relevant Revenue Options for County Government.

Members of the class shared their presentations with the Board of Commissioners at the April graduation event.

Kimberly Monroe, Neighborhood College, provided the following presentation:

Reducing Gang Violence in Durham County:  
Challenges and Opportunities

Durham Neighborhood College  
Group 1

- Toby Berla
- Priscilla Brown
- Dorothy C. Browne
- Leah Henderson

- Donna McNeil
- Kimberly Monroe

#### In This Presentation

##### What is the problem?

- Gangs in Durham
  - Current strategies for at risk children in Durham
  - Challenges for youth in Durham
- How do we address issues?
  - Review existing programs and strategies
  - Make recommendations for improving outcomes for youth in Durham
- How do we know if we are successful?
  - Measure progress towards quantifiable objectives utilizing an existing Durham RBA Model

##### Gangs in Durham County

- By mid-2006, the number of gang members validated in Durham County nearly doubled, rising by 93% to reach 758 in August 2006 and 1,000 in 2007
- Represents 33 Gangs
- Eliminate extremists groups reduces the gang count: 100 members and six gangs
- Age of gang members: 25% are 18 years old or younger; 30% are 19 to 21 years of age
- Age of gang members arrested: 50% are 19 years old or younger
- Ethnicity of gang members: 85% African American; 15% Hispanic
- Gang membership by sex: 95% Male; 5% Female
- Over 90% are school dropouts

##### To understand Gang Violence, it is important to consider:

- The developmental lifespan along with children move; and
- The importance of prevention and targeting problems in the early stages of development

##### Developmental Needs (Chart)

##### Adolescence and Young Adulthood are Critical Stages in Gang Avoidance

- Recognize adolescence as a distinct age period, with life-course implications
- While the period is seen as “healthy”, many health and social behaviors are the result of psychosocial and risk behaviors
- Importance of early intervention – tobacco, sexual behavior and violence

##### Current strategies for At-Risk Children in Durham

- New Horizons
- New Day Reporting Center
- B&GC Targeted Gang Outreach
- Gang Resistance Education and Training (G.R.E.A.T.) Summer Youth Camp
- DPR’s Project Maximized Outreach for Redirection and Enrichment (M.O.R.E.)

- Child & Family Support Team Initiative
- Proud Program
- Durham's System of Care
- Sheriff's Office Juvenile Assistance Program (S.O.J.A.)
- School Truancy Initiative
- Student Suspension Alternative
- Youth Employed and Succeeding (Y.E.S)

#### Challenges for Youth in Durham

##### Findings: Durham Youth Risk Behavior Assessment

- High School
  - 45.9% agree or strongly agree that harassment and bullying by other students is a problem
  - 43.4% do not participate in any extracurricular activities at school
  - 24.9% carried a weapon during the past 30 days
- Middle School
  - 58.9% had been in a physical fight
  - 18.1% have thought about seriously killing themselves
  - 11.5% were home alone for 5 or more hours

#### How Do We Address the Issue? (Chart)

##### Recommendations

- Strategies to Enhance Current Programs
  - Identify best practices and build successful existing youth organizations and collaborations by coordinating efforts
  - Share best practices and pursue funding for sustainable initiatives and activities
- Tools to Support Academic Success
  - Programming that provides long-term social and academic support that extends from the school to the home
  - Programming that includes youth in at-risk situations (i.e. homeless youth, youth leaving the foster care system, and children being served by juvenile justice system)
- Improving Outcomes for Durham's Youth
  - Include youth in the development, implementation, and evaluation of youth programming
  - Increase access to support services at schools by expanding the school wellness center models
  - Increase access to creative vocational and recreational services (example: Holton Middle Project)
- Reducing Gangs in Durham
  - Create in Durham an environment in which gangs cannot thrive
  - Increase social education
  - Increase the number of people working with and accepting at-risk children as individuals in the community

### Measuring Progress

- Create a Results-Based Accountability Group
  - A collaborative systemic approach that cuts across traditional disciplines (i.e. education, health care, substance abuse, mental health, business, government, law enforcement, clergy, etc.)
  - Clearly defines roles and responsibilities of individuals and/or groups as they carry out their respective roles
  - Establishes clear goals & objectives based on careful examination of the community's problems and needs
  - Develop approaches that build upon the strengths of youth rather than focusing on problem behaviors
  - Take large problems and break them down into smaller, manageable ones (reduce analysis paralysis)
  - Establish quantifiable measurable changes not just programs and activities: reduction in gang membership, reducing school suspensions, etc.

### Conclusions

- Programs aimed at reducing gang behaviors and other negative behaviors that jeopardize health and safety and that improve outcomes are important-but not enough.
- Programs that foster healthy youth development are critical to improving adolescent and young adult health
- Programs that focus on creating a healthy environment, and not exclusively on 'changing individuals', are key to ensuring lifelong health and well-being.

Chairman Reckhow informed Ms. Monroe about the Gang Steering Committee and the intervention team that track similarities are shared in the presentation with a RBA approach.

Ms. Monroe stated that the Neighborhood College program provides the opportunity to work with individuals and obtain a perspective of what is occurring in Durham County and the various communities. She stated that the program encouraged classmates to become more involved with the community through Durham County's Boards and Commissions.

Ms. Leah Henderson, Neighborhood College, stated that her experience with the program helped the class become motivated. This allowed each team within the Neighborhood College program pull together their weaknesses as well as their strengths.

Ms. Craig-Ray announced plans to have a Neighborhood College reunion this fall for all attendees. She informed the Board that Durham County will start accepting Neighborhood College applications July 1 thru August 1.

### Directives

1. Forward the Reducing Gang Violence presentation to the Board.
2. Consider including the presentation in an introductory packet for the Gang Steering Committee.
3. Look at obtaining other revenues.

### **Duke University's New Warning System**

Michael Palmer, Duke University Assistant Vice President, Office of Community Affairs, introduced this item stating that Duke University is currently in the process of installing an outdoor warning system. This system will allow emergency personnel to alert and direct individuals in the event of an emergency. The system will feature seven strategically placed, pole-mounted sirens with speaker arrays that blast warning tunes and recorded or live messages. These messages can be isolated to a specific area and may travel up to one-half mile. The system is provided by Federal Signal Corporation. Installation and testing is scheduled to be completed in August.

Aaron Graves, Duke University Associate Vice President for Campus Safety and Security, informed the Board that the 911 Advisory Board and members of the County's EMS, Fire, and Emergency Management Departments have received the presentation and are coordinating emergency efforts with Duke University. He provided the following overview and explanation of the system:

#### Duke University: Outdoor Warning System

##### What is the Outdoor Warning System?

- A system that will allow Duke University officials and Duke Police to alert and direct individuals who are outdoors in the event of a life-threatening emergency.

##### How does the siren system work?

- The system will feature seven strategically placed, pole-mounted sirens with speaker arrays that blast warning tones and a recorded or live message.
- The message can be isolated to specific locations.
- The message can travel up to one-half mile.

#### Siren System – Modulator (Image)

##### Who is the Vendor?

- Federal Signal Corp. of Illinois
- They have provided systems for more than 25 colleges and universities including UNC-Chapel Hill.

##### Where will the poles be located?

- Seven, 40-foot-tall, galvanized steel poles will be placed on Duke's West, Central and East campuses, as well as near the Sarah P. Duke Gardens and medical campus.
- The system will be installed in accordance with Federal Emergency Management Agency guidelines.

##### What type of messages will be given?

- Test—"Attention! This is a test of the Duke Alert system. This is only a test."
- Armed & Dangerous Person—"Attention! Armed and dangerous person alert. Seek a secure location."
- Tornado—"Attention! Tornado warning. Move to shelter immediately."

When will the system be installed?

- The concrete for the poles will be poured over the next several weeks.
- The system is expected to be up by the end of July.

Will the system be tested?

- Yes, the system will be tested once installed.
- Durham and Duke Communities will be notified in advance of tests.
- There will also be periodic tests to familiarize people with tones that will be used and to ensure its functionality.

Is this the only notification method?

- No, this is part of a multi-layered notification system only designed to address people outdoors.
- Other systems will include e-mail alerts, text messaging and police runners.

Who at Duke will be in charge of this system?

- The system will be housed at the Duke Police Department.
- Decisions to activate the system will be made by on-duty shift commanders.
- Facilities Management Department will oversee maintenance of the system.

How will the community benefit from the system?

- Neighborhoods adjacent to East Campus may hear the sirens during an emergency or test.
- Neighbors may want to learn about emergencies on Duke's campus and can stay informed by checking: [www.emergency.duke.edu](http://www.emergency.duke.edu)

Mr. Graves responded to Commissioner Cheek's question about the specifications of the voice messaging system. He stated that the voice messaging system will be as concise as possible to ensure that everyone knows what is going on.

Mr. Graves stated that the medical facilities are well equipped to make notifications within the facility. The sounds from the system will not be loud enough to penetrate the walls of buildings. It is strictly an outdoor warning system.

No directives were given.

### **Durham County Justice Center Update**

Glen Whisler, P.E., County Engineer, introduced this item stating that the Board requested to receive an update on the design development (DD) phase of the proposed Durham County Justice Building Center and Parking Deck to be located on the site adjacent to the current Detention Facility. The award of the architectural design services contract to O'Brien/Atkins Associates (O/A), P.A. was approved by the Board of County Commissioners on July 24, 2006. The BOCC received a similar presentation on the schematic design phase of the project on December 3, 2007, and since, efforts have progressed on the design development.

Mr. Whisler informed the Board about a series of meetings and workshops with Court staff, County staff, project consultants, and other occupants of the building that have been completed as part of the DD phase. The intent of this update is to receive input/approval from the Board on the exterior appearances of the building and parking deck, which will allow the project to advance to the construction document phase. Also, a stakeholders meeting is being planned in order to receive citizens' comments and inputs on the design of this facility. The architect will provide an update to the Board.

Travis Hicks, O'Brien/Atkins Associates, provided a brief overview on the following:

- Exterior Design Development
- Durham Precedents
- Site Design
- Current Exterior Design
- Courtroom Development
- Parking Deck

Chairman Reckhow expressed great concerns with the design of the new justice building.

Commissioner Cheek inquired about the building remaining illuminated. He referred to other courthouses that use the search light effect to make the building appear more striking.

Mr. Hicks inform Commissioner Cheek that the building will not remain illuminated. However, the plaza and the site amenities will maintain a certain level of lighting that would reflect onto the building.

Chairman Reckhow suggested that Mr. Hicks hold an early non-final meeting with Durham City-County Appearance Commission to review the project before the plan is finalized.

Mr. Whisler discussed the status of the budget and the parking deck.

The Board held a lengthy discussion about the exterior and interior designs of the Justice Building.

#### Directives

1. Review the additional cost as it relates to the pedestrian bridge.
2. Consider designing the stairway so that it is visible from the hallway.
3. Review the durability regarding floors and walls.
4. Consider Durham County Justice Center as oppose to Justice Building.
5. Consider having a meeting during the last week in July that would allow Commissioners to attend.
6. Estimate the amount that will be earned in parking revenue.

### **Southwest Branch Library Update**

The Board requested to receive an update on the DD phase for the expansion and renovation of the Durham County Southwest Branch Library located at 3605 Shannon Road. On April 23, 2007, the Board of County Commissioners awarded a design contract to Cherry Huffman Architects, P.A. (CHA) to provide architectural services for this branch. The Board received a similar update on the schematic design phase of the project on February 4, 2008.

Skip Auld, Durham County Library Director, stated that the intent of this update is to receive the Board's input on the DD phase of the project, in particular, the exterior views of the building. This project includes renovation of the existing 10,000 square-foot building and construction of a 15,000 square-foot addition, including site improvements. The next phase of the project is construction drawings.

On December 10, 2007, the Board authorized the County Manager to initiate a zoning map change application for the Library to allow for the expansion beyond the limitations imposed by the current development plan. A stakeholder's meeting was held on April 12, 2006, during which County staff and the architects presented the status of the project and received public input. A former review by the Appearance Commission was held on March 19, 2008, and the initial site plan was submitted on March 26, 2008. Public hearings for the zoning map change were held and approved by the Planning Commission on March 11, 2008 and by the City Council on May 5, 2008.

Bob Peter, Little & Little Landscape Architects, briefed the Board on the site plan.

In response to Commissioner Heron's question regarding additional parking, Mr. Peters stated that 32 parking spaces will be added.

Laura Battaglia, Cherry Huffman Architects, P.A., provided an overview of the exterior appearance of the Southwest Branch Library.

Vice-Chairman Page expressed concerns about the emergency exits.

Mr. Auld explained that the overall carpet scheme will be neutral.

### **Directive**

Glen Whisler to work with Mike Turner sending a memo to the Board regarding what has been done and what will be done in the future to access the County's expenditures against the property owners.

### **SWAP Guarantor**

Over the past year, the credit quality of our SWAP guarantor Ambac has deteriorated to a point where it is expected to fall out of the investment grade required by our agreement. As such the counterparty, Rice Financial Products is requesting to replace Ambac with the Bank of New York as guarantor.



Commissioner Cheek moved, seconded by Commissioner Heron, to suspend the rules.

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Commissioner Cheek moved, seconded by Commissioner Heron, to approve this request and authorize the Manager to execute the required documents subject to LGC approval.

The motions carried unanimously

### **Impervious Surface Transfer Acceptance Criteria**

Jane Korest, Open Space and Real Estate Manager, introduced this item. She stated that this request is for the Board to provide comments on the proposed acceptance criteria for impervious surface easements. The Unified Development Ordinance (UDO) provides a new option within watershed overlay areas for addressing impervious surface requirements. Traditionally, new development needed to meet any impervious surface coverage requirements on site. The new provision allows for non-contiguous land, called “donor” parcels, to be used to meet overall impervious surface requirements if the donor parcel area is permanently protected through the use of a conservation easement that requires the land to be left natural and prohibits any impervious surfaces. The Board has approved one impervious surface transfer to date and has two pending requests for acceptance of easements which will be brought to the Board for acceptance in the near future.

Ms. Korest enlightened the Board about the permanent easements that were conveyed to the County under the UDO option. She stated that this will become the County’s responsibility to monitor and manage in perpetuity to ensure that no impervious surfaces are constructed in the future. As a result, it is important that this open space be protected where the County has an interest in managing and preserving open space. The proposed acceptance criteria would provide guidance for the types of parcels the County will accept under the impervious surface transfer provisions. If the County chose to do so, there would also be benefits for both the County and applicants to pre-select sites in separate watershed areas that would be suitable locations for impervious transfer donor requests. By pre-selecting sites, the County can ensure that the land proposed for permanent open space is located where the County has a long-term management interest, rather than those sites for which the applicants are able to obtain easements. The report introduces the concept of creating a County “land bank” for impervious surface transfers within the watershed overlay zones in order to receive Board direction on this idea.

Chairman Reckhow expressed concerns with wording in the report.

### **Directives**

1. Send to the Joint City-County Planning; bring back to the Board once approved by JCCPC.
2. Consider the recommendations from Durham Open Space & Trails Commission.

3. Revisit the acceptance criteria.
4. Support the factors that support the acceptance of an easement.
5. Refer to the JCCPC for conversation about the extent of the use.
6. Review what DOST have put forward as it relates to the impervious surface transfer .
7. Ask the Planning Director about how this would correspond with the new Jordan lake rules.

### **Closed Session**

Commissioner Cheek moved, seconded by Commissioner Cousin, to adjourn to Closed Session to consider the performance of a public officer or employee pursuant to G.S. § 143-318.11(a)(6).

The motion carried unanimously.

### **Reconvene to Open Session**

Chairman Reckhow announced that the Board met in closed session; direction was given to staff; no action was taken.

## **1:00 P.M. Budget Worksession**

### **City-County Departments**

Steve Medlin presented the following budget for the City-County Planning Department:

#### Budgetary Direction

- Focus on the provision and enhancement of Basic Core Services with no new initiatives.

#### Basic Core Functions

- Regulatory or Development Related
  - Zonings
  - Site Plans
  - Subdivisions
  - Street Closings and REnamings
  - Special Use Permits, Variances, Appeals
  - Zoning Enforcements/Site Compliance
  - Public Information
- Strategic
  - Comprehensive
  - Environmental
  - Urban Design
  - Historic Preservation

- Special Studies/Plans
- Research
- Text Amendments

#### Methodology

- Comprehensive Organization and Man-Hour Study Performed
  - Outcomes
    - Staff Utilization – 40-50% Administrative/Clerical
    - Usage versus Core Function
    - Department not organized Along Functional Lines
    - Work Sections Isolated Without Internal Lines of Communication and Cooperation
    - Single Point of Decision Making/Lack of Empowerment
    - One Assistant Director Responsible for Development and Strategic Planning Functions
    - LDO Tracking System Impact

#### Proposed Budgetary Changes

- Reorganization Along Functional Lines – To Create a Horizontally and Vertically Integrated Organization with Fluidity to Respond to Work Demands
- Added Staffing to Deliver Services With More Efficiency
- Revised Fee Schedule Accurately Reflect Costs of Provision of Services and Supports Staff Increases

#### City-County Planning Organizational Chart- Existing 44 FTEs

##### Proposed Key Staffing Upgrades

- Additional Director in order to split Development and Strategic Planning Divisions
- (2) LDO Technicians, Development Review Planner, and Development Liaison to Deliver Services More Efficiency and Effectively

#### Proposed Organization Structure

##### Divisions

- Developmet
  - Zoning
  - Site Plan
  - Subdivision
- Operations
  - Public Information
  - Zoning Enforcement
  - Records
  - Budgt and Finance
- Strategic
  - Policy Development
  - Urban Design

City-County Planning Organizational Chart – Proposed 50 FTEs  
Proposed Key Equipment Upgrades

- Office fit up
- Technology Improvements
- Developments Processing (LDO) Software Enhancements to Improve Work Flow

Key Issues

- Personal Costs = 89% Total
- Operating Costs Driven by Factors Beyond Department's Control
- Priorities Changes Monthly

Resource Allocation Table

Unfunded Items

- Interns - \$17,250
- Expanded Board and Commission Discretionary Funds - \$11,000 (addition to \$5,000 within target)

This Budget Will Accomplish

- Improve review efficiency
- Enhance customer service and public outreach
- Increase Strategic Planning Efforts
- Improve UDO Standards
- Enhance staff levels and required certifications

FY 09 Performance Measures

- Timely Processing of Development Applications
- Timely Update to UDO Provisions
- Correction of Zoning Violations

Certifications/Awards and Benchmarking

- Professionally Certified Staff
  - 12 American Institute of Certified Planners
  - 6 Certified Zoning Officers
  - 1 Registered Landscape Architect
  - 1 Registered Landscape Contractor

The Board held a discussion regarding the budget proposal for City-County Planning.

Directive

Consider detailed signage of what is being proposed.

**911 Emergency Communications/Surcharge**

Jim Soukup, Durham Emergency Communications Center Director, gave a brief overview on the following:

## Major Challenges

### Staffing

- Completing the hiring of personnel that will remove telephone responsibilities from main dispatch stations which is necessary to lower response times and enhance safety.

### Training

- In the past three years, DECC has 24 additional personnel authorized. Initial training, re-training and continuing education requirements have increased in order to maintain a high level of service.

### Technological Advances

- Telephone systems movement toward internet protocols to reduce costs, and provide enhanced services in receiving various communication methods.

### This budget will accomplish (2009 priorities)

- Initiate a training program with a specialized discipline and breakout of current radio dispatch stations to more manageable levels.
- Implement a Next Generation E911 Automatic Call Distribution System that will increase responsiveness when dealing with emergency telephone calls.
- Maintain staffing levels and finish hiring of personnel approved in previous fiscal year in order to improve the timely radio dispatching of 9-1-1 calls.
- Complete C.A.L.E.A. Accreditation

### Efficiencies/Benchmarking

- National 911 abandoned call rate standards are 5%. DECC's is currently averaging 1.6%
- E.M.S. response time has improved by approximately one minute due to the elimination of 911 telephone responsibility at the E.M.S. dispatch station.

### Unfunded Items

- One Communication Training Officer position - \$22,473
- Assistant Supervisor Upgrade - \$7,890
- Four additional Communication Officers - \$87,368

### Certifications and Honors

- International Accreditation in Emergency Medical Dispatch maintained. 99<sup>th</sup> Center in the world to achieve this standard.
- DECC Communication Officer was a finalist for the National Academy of Emergency Medical Dispatch Dispatcher of the Year Award.

Mr. Soukup responded to questions posed by the Board.

No directives were given.

**Compensation**

Tony Noel, HR Manager, Technical Services, provided the following for the 2008-09 compensation recommendation:

<b>Program</b>	<b>Employees Impacted</b>	<b>Cost</b>
Continuation of Pay-for-Performance:		
Meets Expectations (3.25% increase)		<b>Included in departmental salary line</b>
*Exceeds Expectations (1% additional increase)		\$80,000
1% COLA effective July 14	1860	\$950,000
Benchmark Study effective January 2009	418	\$242,821
Longevity	990	\$575,000
Probationary Increase (2.5% increase after 6 month review)	300	\$125,000
Elected/appointed officials increases		\$35,000
Total Employee Compensation Package Cost		\$2,007,821

\*SAP is not able to track the number of employees with “exceed expectations” rating. Cost is an estimate based on average increases and noticed in the number of EE ratings being awarded.

Commissioner Cousin inquired about the median salary.

Vice-Chairman Page asked that the Board be susceptible while considering the 1% COLA increase.

Marqueta Welton, Human Resource Director, continued with the following recommendations for FY2008-09 benefits:

**FY2008-2009 Benefits Recommendations**

Flex Credit: \$466/month 7/1/08 to 12/21/08  
 \$488/month 1/1/09 to 6/30/09 \$11,332,135

\*1755 eligible employees

Hospital Gap Funding (administrative fee for active employees) and Hospital Gap Claims (both active employees & retirees) \$174,537

Retirees:	Health	121 retirees	\$570,892
	Medicare Supp	102 retirees	\$275,615
	Part D Drug	99 retirees	\$93,259
	Life Insurance	349 retirees	\$61,982

Hospital Gap      105 retirees (Admin Fee Only)      \$1,890

Anticipated Retirees: 36 (average 3 retirees per month)  
(Note: 135 employees will be eligible for retirement benefits during FY08-09)

Health	\$85,104
Life Insurance	\$6,394
Hospital Gap (Admin Fee Only)	\$648
<b>Total Retirees</b>	<b>\$1,095,783</b>

Dental Administrative Fees and Claims      \$72,909  
(Active employees and retirees)

Flexible Spending Account Administrative Fee (430 employees)	\$23,220
Fund Administrative Costs	\$50,000
<b>Total Insurance Costs</b>	<b>\$12,748,584</b>

#### Directives

1. Provide to the Board a list of the departments/employees that are eligible for the pay increase as it relates to the benchmark study.
2. Review changes that would enhance the approach to help employees, such as provide bus passes, flexible work week, or telecommuting.
3. County Manager to review departments with a high turnover rate; pilot a program to assist in a savings plan as an incentive.
4. County Manager to bring recommendations to the Board on Thursday, June 12.
5. Consider ways to make it mandatory that all employees participate in the Wellness Program.
6. Follow up with Sammy Haithcock regarding the hiring and turnover issues in DSS.
7. Consider having a meeting to review exiting interviews and supervisory changes.

#### Adjournment

There being no further business, Chairman Reckhow adjourned the meeting at 3:21 p.m.

Respectfully submitted,

Angela McIver  
Staff Specialist  
Clerk to the Board's office