



Caswell County Board of Commissioners

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Commissioners Tim Yarbrough, Frank Rose, John Claggett, Finch Holt, Greg Ingram, Tony Smith, Brian Totten

BOC MINUTES | Work Session Meeting | August 4, 2025, 5:00pm, Historic Courthouse

MEMBERS PRESENT

Tim Yarbrough, Chair
Frank Rose, Vice Chair
John Claggett
Finch Holt
Greg Ingram
Tony Smith
Brian Totten

OTHERS PRESENT

Scott Whitaker, County Manager
Russell Johnston, County Attorney

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The Board of Commissioners (BOC) for the County of Caswell, North Carolina, met in a regular meeting scheduled on Monday, 8/4/25, at 5:00pm at the historic courthouse in Yanceyville, North Carolina.

Welcome: Chairman Yarbrough called the meeting to order. All were invited to pause for a moment of Silent Prayer and to recite the Pledge of Allegiance.

Consent agenda: This included the meeting agenda and open session minutes for 7/21/25. Commissioner Claggett stated that there were missing public applications for board appointments in the agenda. Manager Whitaker was not aware of any missing applications and noted there was an application for the next meeting. Commissioner Claggett also noted that the adjournment time was missing in the last sentence of the minutes. Manager Whitaker will correct the minutes as noted.

A motion was made by Commissioner Smith and seconded by Commissioner Ingram to approve the Work Session agenda and minutes with noted corrections. The motion carried unanimously.

Announcements and recognitions: Chairman Yarbrough recognized Manager Whitaker who provided an update for the community regarding water issues. Since the last tropical storm, everyone has noticed that the water is muddy in Yanceyville. It has been tested twice a week and has been determined to be safe to drink. The Town has invoked an amendment to a utilities contract the County has with the City of Danville for emergency water. Yanceyville ensured that all permits were in place, and the water line and supply were working. Currently water is being provided by an emergency line owned by the County. By both a call and a letter, Yanceyville had indicated that the County will be reimbursed for the expense of the water used by the Town. It requested an allocation of water up to 350 gallons per minute. Whitaker stated that the agreement amendment does not specify that the Town receive Commissioner approval.

Vice Chair Rose asked for a recommendation from Attorney Johnston about the letter. Attorney Johnston responded that the letter was a good start, and he planned to discuss it further in closed session.

Commissioner Claggett recognized the Maintenance Director, Mr. R.D. Hayes for his continued professionalism and problem-solving ability.

Commissioner Smith announced that Rockingham County Commissioner Mark Richardson had been selected as the District Representative for the upcoming NCACC conference.

Commissioner Totten announced that the Milton Director of the Thomas Day Museum is doing a great job with outreach, educating the community, and reaching out to create partnerships.

Public comments: No one signed up to speak.

Presentation items:

Vaya Health services update presentation: Cara Dohner, Community Relations Director for Vaya Health, shared the update. Vaya is one of the State-managed care organizations and manages Medicaid for individuals with intellectual and developmental disabilities, substance use disorders, and for a short time—foster care. Vaya typically provides a quarterly update to the counties served and typically served individuals with disabilities. Vaya has now combined physical and mental health services. Peer support is one of the most important services. Most of the work is outpatient therapy and they mostly serve adults. She spoke about children who are displaced to a DSS office. It is a challenge because there are not enough foster homes for children. She spoke about walk-in services in Caswell (RHA). Medicaid is not necessary for assistance at the Caswell Behavioral Health Office. Mobile Crisis Services provides services on-site for children and adults. The team will go to schools when someone is experiencing a crisis instead of going to the emergency room. She provided the Hotline number (1-844-709-4097). Mobile Crisis Services are being underutilized in the County. An Innovations Waiver is for people who want to stay at home instead of an institution. The State will pay a family to take care of a family member at home up to \$130,000 per year. There is a wait list for the service. She noted that institutionalization could be three times that amount.

CCTDA annual report presentation: Milton Mayor Angela Upchurch provided the report and noted that she also represented Milton on the Caswell County Tourism Development Board. She shared her appreciation for the resolution that allows the CCTDA to receive three percent occupancy tax. The mission of the TDA is to further development and travel in the County through advertising and promotion. The report reflects how the TDA Board is accomplishing the mission. Social media and advertising were a main focus. The past year was spent rotating businesses in online and print advertising. Also, 16 grants were awarded this past cycle. She shared specific accomplishments including social media strategy, trail signs, and the Thomas Day historic site. She highlighted the Uplift program, which is a program under the Department of Commerce. They filmed and produced professional quality video ads spotlighting Caswell County, Yanceyville, and Milton, as well as farms. Uplift hosted two free workshops featuring itinerary building. Data shows that tourists look for destinations. Over \$19M was spent in Caswell County by tourists, which is a 7.7% increase. Future plans include grants to be used in funding businesses and organizations. Promoting Caswell farms is a strong focus in the coming year, along with the weekly farmers' market. In Milton, people are visiting from surrounding areas and regions.

Action Items:

Enbridge pipeline project (T-15 Reliability Project)—access road and easements: Manager Whitaker recalled that this item was on a prior agenda for discussion and involved an access road that would come in from the landfill entrance and turn down to the pipeline. The proposal related to easements and permanent access road is a one-time payment of \$102,420 by Enbridge to the County. Property improvements will need to be made to accommodate Enbridge and the County. A large gate at the entrance and a secondary smaller gate will be constructed. Julia Wright from Enbridge was present to answer questions. Whitaker explained that the negotiated offer consisted of \$75,000 is for the property and easement and the remaining \$27,420 included \$3,000 for electrical expense for the two gates.

Commissioner Holt asked about the location of the second gate. Mr. Fuqua, Solid Waste Director, described the location of the gates. Chairman Yarbrough asked who will be responsible for upkeep of the access road. Mr. Fuqua responded that Enbridge will be responsible, and the County will be responsible for installing gates. The Chair questioned if \$3,000 would be sufficient for the electrical work. Whitaker stated that the \$3,000 was an estimate from the Solid Waste Department.

A motion was made by Vice Chair Rose and seconded by Commissioner Smith to accept a one-time payment of \$102,420 from Enbridge that will allow the proposed access road and easements at the County's Solid Waste

facility, along with the necessary improvements as described, with the understanding that the Manager and Attorney will coordinate and execute all appropriate documentation with Enbridge. The motion carried unanimously.

Reimbursement resolution—UHF radio equipment, ambulance, ambulance chassis replacement/remount:

Manager Whitaker recalled the item was discussed at the last meeting and the resolution is a mechanism that will allow, when there is future borrowing, the County to reimburse itself from the proceeds. He reiterated that it is not a loan, and the resolution is a recommendation from Davenport, the County's financial advisors.

Commissioner Claggett requested his comments be recorded verbatim and spoke concerning the next agenda item (item 11). "On 12/2/24, this purchase started out as a nonbinding letter of intent. By 12/16/24, it had evolved into a contract, specifically without a purchase order. On 1/6/25, a new contract policy was introduced that would incorporate electronic signatures. This was approved on 1/21/25. Please explain why this \$351,000 purchase was not budgeted. Since when is a purchase order not needed for a \$351,000 purchase? Please explain how an electronic signature is utilized in our purchase policy. How did this happen?"

Manager Whitaker stated that he thought it should have been in the budget for both the expenditure and the debt service, but the need for the ambulance was presented and the amount was known. He added that he was not sure if there was clarity with the Board for which fiscal year the ambulance would be delivered. It was not appropriated in the budget. The Board decided to provide a Letter of Intent and that was sufficient for the vendor to move forward with production of the vehicle. It is due to be delivered mid-August, and the vendor will be expecting payment. The budget amendment is needed to appropriate those funds. Chairman Yarbrough recalled that the Board voted to purchase one new ambulance, and a Letter of Intent was provided. It was his understanding that it was approved last year, but it would be paid for in this budget cycle. Manager Whitaker added that the request is in the budget in terms of debt service. Getting back to the reimbursement resolution specifically, he said items identified would still require LGC approval and approval of the resolution does not commit the County to a loan.

A motion was made by Commissioner Smith and seconded by Commissioner Ingram to approve the reimbursement resolution. The motion carried unanimously.

FY25–26 budget amendment #3—ambulance purchase: Manager Whitaker reiterated that this item would require LGC approval since it is more than \$50,000. Davenport has been in contact with LGC to make them aware. Ms. Sharpe stated that the LGC shared that they will not make the County wait for other borrowing until the FY25 audit is complete. Whitaker's understanding was that the LGC had only suggested that the County wait for further borrowing until the FY24 audit was complete, not FY25. The Manager will ask for verification since he was advised not to request the vehicle requests until the FY24 audit was complete.

Vice Chair Rose asked how the purchase would affect the cash account. Whitaker stated that there were sufficient funds to pay for the ambulance. Commissioner Holt asked why are we borrowing money and have to pay interest? The Manager explained that the future loan would be tax exempt. Ms. Sharpe stated that although the cash is available, it would be a bigger dip in the fund balance for an asset that will last more than 5 years. A short-term loan will take some pressure off of the budget. All loans will have to come back to the Board for approval. Payments have been budgeted at \$56,000 per year. Vice Chair Rose asked if you take the amount already budgeted, will you deduct from \$351,000. Ms. Sharpe stated that the County still needs to appropriate the full amount. The loan for the full amount will be recorded as revenue. Revenue will replace the fund balance.

A motion was made by Commissioner Ingram and seconded by Vice Chair Rose to approve budget amendment #3. The motion carried unanimously.

FY25–26 budget amendment #4—telecommunications for non-General Fund departments: Manager Whitaker recalled that all telecommunication charges were moved to IT in the current budget, but some departments (Public Health and Social Services) get reimbursement for some of their phone expenses, so this is an accounting need to reconcile. There is no new money involved.

A motion was made by Vice Chair Rose and seconded by Commissioner Totten to approve budget amendment #4. The motion carried unanimously.

FY25-26 budget amendment #5—Sheriff's Office (Fund 290): Manager Whitaker stated that this request also involved no new money. It is an accounting realignment for restricted revenue streams. The amendment is needed to increase the appropriation for unspent funds of \$149,662. Ms. Sharpe stated that the department will use DEA funds for the contract to be discussed later. Dollars are restricted and can only be used for Sheriff's Office purposes.

A motion was made by Commissioner Smith and seconded by Commissioner Ingram to approve budget amendment #5. The motion carried unanimously.

FY25-26 budget amendment #6—Libraries Fund (150): Manager Whitaker stated that this request did not involve new money. It is an accounting realignment regarding a restricted donation as part of a will for the purchase of audio books, and \$67,100 has been received. The library has spent \$15,805 of that amount.

A motion was made by Vice Chair Rose and seconded by Commissioner Totten to approve budget amendment #6. The motion carried unanimously.

Animal Protection Society (APS) Animal Control shelter contract: Manager Whitaker recapped prior discussions. He stated that the County has not had a signed contract with APS in 20 years and shared history regarding the relationship. The Board budgeted a \$225,000 allocation for APS, approximately a \$51,000 increase from the previous year. In-depth conversations occurred related to a better working relationship between APS and Animal Control. There have been lots of negotiations and vetting of the proposed contract. He noted that the following statement is still the only point of disagreement remaining. "Any veterinarian bill is the sole responsibility of APS and shall not be imposed on the County." APS Board member Kim Steffan was present to answer questions. Dustin Smithey from Animal Control was also present.

Commissioner Claggett asked if there was currently a veterinarian on staff at APS. Whitaker replied that there was not. Commissioner Claggett asked if adoption fees would still assist with veterinarian fees. Ms. Steffan came forward introduced Dr. Mitch Foster as a member of the Board of APS and the advisor from a veterinary standpoint. Ms. Steffan affirmed that there was no vet on staff. On-staff veterinarians are only available at larger shelters. Adoption fees are frequently modest, nominal, or waived to increase adoptions. APS requires that animals adopted from the shelter be spayed and neutered prior to adoption. Commissioner Claggett asked Attorney Johnston if APS putting a vet on retainer would be paid for by taxpayers. Attorney Johnston responded that the issue was up for discussion. Ms. Steffan clarified that the issue was vet care in one very limited set of circumstances. If an animal is admitted to the shelter, part of the licensing requirement is that veterinary care is provided, which comes from the County's allocation and private donations. It is an APS operating expense. She further stated that there are limited situations where Animal Control will go to a call to pick up an animal that has been severely injured and needs veterinary care or to be euthanized. APS is asking the County to be responsible when Animal Control takes those animals to the veterinarian instead of the funds coming out of the allocation to APS. She opined that if the animal did not come to APS due to the severity of injuries, it would not fall under the licensing requirement and therefore should not be a part of the APS budget responsibility. In other similar-sized counties, the severely injured animals that go directly to the vet from Animal Control are paid for out of the Animal Control budget.

Vice Chair Rose asked how many times a vet was used last year for these types of issues. Dr. Foster responded that in his practice, there were two or three. According to the shelter manager, there may have been four or five for the entire year. He recalled that the funds may have totaled \$1,000 last year. He stated that when the County picks up an animal, there is a legal obligation for that animal for 72 hours. The animal must be stabilized. If a vet decides that it is in the best interest to euthanize an animal, that is done but is not a major expense. Vice Chair Rose asked for the total amount attributed to the five cases. Dr. Foster replied that he estimated less than \$1,000. There was discussion of severely ill verse severely injured. Ms. Steffan explained that severely ill animals were not likely to be picked up by Animal Control and they usually were dehydrated. Vice Chair Rose asked who would make the determination as to an animal being accepted at the shelter. Ms. Steffan replied that mechanisms were built into the contract. She added that some situations were very clear cut. If there was a questionable situation, the shelter manager and Animal Control will discuss and call a vet for input, if needed.

Commissioner Claggett asked if all initial immunizations and spaying and neutering were performed by a veterinarian. Dr. Foster replied that inoculations were performed by shelter staff. Commissioner Ingram asked for

clarification on whether these would be extenuating circumstances. Dr. Foster affirmed. Ms. Steffan stated that for routine exams for the animals, it is handled by APS.

Commissioner Holt asked what would happen to a dog picked up with a broken leg. Dr. Foster replied that it depended on the severity at that time. At a minimum, the animal might need pain medication. The animal would likely go to the shelter for medication because there is not a life-threatening injury that needs stabilization.

Commissioner Smith expressed concern about having a mechanism in place where the County controls the cost when an animal is taken to the shelter. Commissioner Totten asked for clarity on the number of staff at APS. Dr. Foster responded that there were eight employees. He added that 1–5 times per month, there is a request for veterinary care. That money is included in the allocation. Commissioner Totten asked if the agreement stipulated a vet on staff. Dr. Foster responded no. The Commissioner asked if the allocation would be dispersed in increments. Dr. Foster responded that it would be divided into 12 monthly payments.

Vice Chair Rose asked the Manager if there would be a budget amendment for costs incurred. The Finance Department responded that because of the minimal number of incidents, it was likely that it could be covered in the budget. Vice Chair Rose would like to see a cap placed on the total of reimbursement for veterinary services. Chairman Yarbrough did not agree with the County paying for extensive surgery on animals. Dr. Foster explained that by North Carolina law, you are required to attempt to stabilize an animal for 72 hours before being euthanized.

Commissioner Smith spoke about \$13,000 worth of items in the proposed contract in Section 3.2 regarding repairs, fencing, and gravel. He asked if these costs were budgeted. Manager Whitaker thought the reimbursement items B.1–5 had been removed from the contract during negotiations. Dr. Foster spoke about septic problem issues. There are two septic tanks before it goes to the Town line. They have been pumped 2 or 3 times per year. He spoke with the Town's mayor to see what needed to be done. He also said the facility must be licensed by the NC Department of Agriculture, and if they don't pass the license inspection for the facility, they will not be able to open the facility. There are some needs due to the age of the facility.

Commissioner Holt recalled that the County donated the land for the building and asked why the County was maintaining the building. Ms. Steffan stated that APS handles most building maintenance. The requested repairs are specific to the inspection of the facility. The repairs have been deferred for several years due to lack of funds.

Chairman Yarbrough suggested to Manager Whitaker that more work be completed on the contract since there were several issues from the Board. The Manager asked for direction on the highlighted item. The consensus of the Board is that the County will handle a capped amount that comes from the Animal Control budget. The Manager took responsibility for the oversight of removing Section 3.2a and b from the proposed contract. He asked for additional direction since those items would commit the County to pay for in addition to the allocation of \$225,000. The Chair felt that since it was not County property or a County building, he did not feel the Maintenance Department should make the repairs.

Ms. Steffan commented that when the revisions came back from County, it did not seem surprising. It was not unusual for the County to go above funding for that year that they added one-time dollars for a particular need. The County Manager stated that in the past, Maintenance staff had offered expertise that shelter staff did not have.

Vice Chair Rose agreed with Commissioner Smith. Within the contract, there is a deadline. The whole section 3.2 needs to be reviewed. Commissioner Holt stated that the City would own the sewer at the street. Dr Foster clarified that at the time the contract proposal began; there were some bad sewer issues. They were not aware of the direct hook-up to the sewer and offered that the APS Board would probably be willing to strike from the contract. The purpose of the building is to provide care for county animals. Anything that the County can do to help keep costs down will help APS not raise requests for the next year. Commissioner Holt recommended sending the proposed contract back to the APS Board. Vice Chair Rose noted that Section 3.2 dates have expired.

Dr. Foster suggested striking the sewer request and making a one-time allocation of \$10,000 to cover other expenses. There is a deadline to make a decision and have funding. Ms. Sharpe informed the Manager that there is a contingency in the budget within Solid Waste that could be used for a one-time use for some of the repairs. Chairman Yarbrough suggested sending the contract back with date changes. He was inclined to include a one-time dollar amount to be used if the Board agrees.

A motion was made by Commissioner Smith to pay a one-time appropriation of \$6,500 for maintenance and repair and a cap of \$2,000 for veterinary expenses and all other monies per the original budget. Commissioner Ingram seconded. Commissioner Holt asked how long the contract is for. Manager Whitaker responded it was one-year contract. Chairman Yarbrough desired to strike Section 3.2a and b (1–5) and c completely. Attorney Johnston concurred that it would be appropriate. The Manager suggested making the effective date 12/4/25–6/30/26. There was no objection to striking Section 3.2a–b (1–5) or the effective date. The motion carried unanimously.

Discussion items:

2026 Caswell Comprehensive Plan—proposal and contract: Manager Whitaker explained that the item was related to the Land Use Plan (LUP) and \$48,000 was budgeted. The Board was asked to consider a proposal for a major update to 2014 Comprehensive Plan with a LUP component as a separate new section incorporated into a new 2026 Caswell Comprehensive Plan. He explained that Piedmont Triad Regional Council (PTRC) is equipped to provide this Planning service to its member governments and had provided the original estimate of \$48,000 used in budget development. He emphasized that this will be a large project that will include a steering committee (to be appointed). The PTRC proposal includes up to six (6) steering committee meetings and three (3) public meetings to solicit feedback. The Board will have final review before adoption. If the Board decides to move forward, Attorney Johnston will create a contract using the aforementioned proposal.

Commissioner Claggett inquired if a Comprehensive Plan is required with a UDO? The Manager replied that such a long-range plan is required statutorily and must be updated within a reasonable timeframe. In the Planning field, 7–10 years is about the life of a plan. Planning Director Watlington concurred that the update is definitely needed. It is suggested by the State for every county to have Comprehensive Plan.

Commissioner Smith asked how the plan will benefit the County? The Manager responded if the County had county-wide zoning, it would be one of the core documents to use as a basis for regulatory decisions, and that a Comp Plan is like a blueprint for what a jurisdiction aspired to be. He addressed its value regarding revived economic development efforts. Mr. Watlington added that Consistency Statement is required for amendments to the UDO. He added that the County is in vulnerable times for how the Board wishes to develop over the next 20–30 years. The Manager spoke about the value for businesses and residents looking to invest in or move to an area.

Attorney Johnston referenced NCGS 160B-501, which states in part that “as a condition of adopting and applying zoning regulations under this chapter, a local government shall adopt and reasonably maintain a comprehensive plan and land use plan.” The statute further states that “a local government may prepare and adopt other plans as deemed appropriate.” It is not mandatory for Caswell County, but the Board can do so. The item will be placed on the 8/18 agenda for action.

Flock Safety license-plate-reader cameras (Sheriff's Office contract): Manager Whitaker stated that the item was mentioned earlier in relation to the Sheriff's fund and forfeiture money. The proposal is for six (6) license plate reader cameras to be installed within strategic locations throughout the County to capture images of license plates. Flock Safety is the preferred vendor and owner of the national database that the Sheriff's Office desires to be a part of. This item was not allocated in the budget, but there are DEA forfeiture funds available. The proposal is \$21,900 for this fiscal year and \$18,000 for next fiscal year—\$39,900 for two years. If a JAG grant is not awarded to Caswell, there will still be adequate DEA funds to cover the contract.

Commissioner Claggett asked about the national database. Sheriff Durden responded that the database allows everyone who has Flock cameras to interface and affirmed that it was for everyone who had the Flock system. Chairman Yarbrough asked if the strategic locations would be made public? The Sheriff replied that although it was not a secret, locations would not be readily shared. He added that they must be installed on private property. The property owner has to sign a waiver to say it's allowed on their property. Danville has 21 cameras. Commissioner Smith asked would the information be beneficial if you don't know the license plate number. The Sheriff replied that the description of the car was more important. The camera will pick up the description of the vehicle and driver. The item will be placed on the 8/18 agenda for action.

Hazard Mitigation Plan and resolution: Manager Whitaker stated that he had recently been made aware that the document is ready for the County's consideration. The document (1570 pages) deals with hazard mitigation generically and specifically to Caswell County in Sections 7 and 9. The Plan has already been submitted to NC Emergency Management and FEMA. The existing plan is valid until 9/30, but the request is that the plan be adopted before then. The resolution will make the county eligible for County and state assistance in case of a hazard. The item will be placed on the 8/18 agenda for action.

Appointments/re-appointments:

Library Board—Gina Watlington: Manager Whitaker stated that the board had not been able to meet due to lack of a quorum. Commissioner Claggett noted that this is the board missing an application—Darryl Freeland's. The Manager replied that he spoke with Mr. Freeland regarding being on the next agenda.

A motion was made by Commissioner Smith and seconded by Commissioner Ingram to appoint Gina Watlington to the Library Board for a three-year term. The motion carried unanimously.

Reports, updates, or comments:

Manager: The Manager met with Mike Finley, a representative from Senator Thom Tillis' office. He provided USDA resources, if needed. Manager Whitaker is working on a periodic joint meeting schedule between the Board of Commissioners and the County School Board. The Manager approved participation in a pilot program of software related to reporting and processing claims, and the software is called Incidentli. It is an opportunity suggested by the NCACC and there is currently no cost for participation. He and others had participated in a demo and thought the software has potential to streamline certain processes. The software is Cloud-based and can quickly capture data. He added that it could have helped with safety concerns revealed during the OSHA inspections.

Attorney: Attorney Johnston reported that there were two new tax foreclosure actions—Caswell County v. Heirs of Kenneth F., 49 Woodwinds Drive, Pelham, and Caswell County v. Bruce Solomon and others, located at 4915 Hwy. 57 N, Semora. A hearing is scheduled to for 8/25.

Commissioners: Commissioner Smith asked for an update on progress in filling management vacancies. Manager Whitaker stated that the new HR Director started last week and the CATS Director was hired and will start next week. Regarding the Finance Director position, applications are being reviewed for interviews, and he will be advertising for a Deputy Clerk and HR specialist soon. He will also advertise internally and externally for the Emergency Services position but noted that the Interim ES Director was working well.

Vice Chair Rose thanked everyone for coming out. He welcomed Ms. Stauffer, the new HR Director.

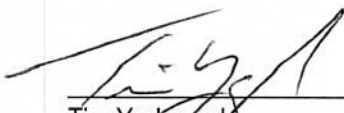
Chairman Yarbrough read announcements and upcoming events.

Closed Session: Vice Chair Rose made a motion, seconded by Commissioner Smith, to adjourn to Closed Session to consult with an attorney employed or retained by the public body in order to preserve the attorney-client privilege between the attorney and the public body under NCGS 143-318.11(a)(3). The motion carried unanimously.

Adjournment: Commissioner Rose moved, seconded by Commissioner Claggett, to adjourn the meeting. The motion carried unanimously, and the meeting was adjourned at 7:50pm.

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Respectfully submitted by Michelle Parker (*external Clerk contracted to prepare minutes on behalf of Caswell*),


K. Scott Whitaker
Clerk to the Board


Tim Yarbrough
Board Chair