

**MINUTES OF BOARD OF COUNTY COMMISSIONERS
OF GUILFORD COUNTY
WORK SESSION**

Greensboro, North Carolina
June 4, 2026

The Board of County Commissioners met in a duly noticed Work Session at 3:30 p.m. in the Carolyn Q. Coleman, Blue Room, Old County Courthouse, 301 W. Market Street, Greensboro, NC.

PRESENT: Chairman Melvin “Skip” Alston, presiding; Vice Chairwoman J. Carlvena Foster (entered meeting at 4:24 p.m.), Commissioners Kay Cashion, Brandon Gray-Hill (entered meeting at 3:42 p.m.), Carly Cooke, Mary Beth Murphy, Frankie T. Jones, Jr. (entered meeting at 3:48 p.m.), Pat Tillman, and Alan Perdue.

ABSENT: None.

ALSO PRESENT: County Manager Victor Isler; County Attorney Carolyn Thompson; Clerk to Board Robin Keller; Chief Deputy Clerk to the Board Ariane James; Deputy Clerk to the Board T’ebony Rosa; Deputy County Manager Toy Beeninga; Assistant County Manager Natalie Craver; DHHS Human Services Business Analyst Olivia Peachey; GC Sheriff Office Major Fred Antonelli; and Planning and Development Director J. Leslie Bell; members of staff, media, and the public. Virtual participation was made available to members of the public and media partners.

I. WELCOME AND CALL TO ORDER

Chairman Alston welcomed those present and called the meeting to order at 3:37 p.m. He recognized County Manager Victor Isler.

County Manager Isler recognized Assistant County Manager Natalie Craver and Business Analyst Olivia Peachey.

II. NEW BUSINESS

A. GUILFORD COUNTY HEALTH & HUMAN SERVICES CONSOLIDATION UPDATES

Assistant County Manager Natalie Craver provided an overview of the history of the Health and Human Services Consolidation in North Carolina. She noted that in 2014, Guilford County moved to a consolidated framework under Option D as outlined in the General Statutes.

ACM Craver noted that across the state, 36 counties have consolidated service agencies. She noted the most recent consolidation study conducted provided a road map for strategic direction for streamlining operational consolidation efforts.

ACM Craver noted that the study came up with practice standards such as whole person, family-centered care, as well as low-barrier and no wrong door reports.

Business Analyst Olivia Peachey reviewed the strategic planning efforts, focusing on infrastructure, workforce/community resources, services, clinical care, and engagement of individuals served. She reviewed notable ideas currently in development.

Moved by Commissioner Carly Cooke, seconded by Commissioner Mary Beth Murphy, to direct staff to amend the existing resolution in support of future consolidation activities, including clarifying the consolidated human services agency is to be referenced as the “Health & Human Services Agency” to be adopted with the FY 27 budget, effective July 1, 2026.

VOTE: Motion carried 8 - 0
AYES: Melvin "Skip" Alston, Frankie T. Jones, Jr., Kay Cashion, Carly Cooke, Mary Beth Murphy, Brandon Gray-Hill, Pat Tillman, Alan Perdue
NOES: None.
ABSENT: J. Carlvena Foster

B. TOWN OF JAMESTOWN’S LAW ENFORCEMENT INTERLOCAL AGREEMENT AND BUDGET UPDATES

Guilford County Sheriff's Office Major Fred Antonelli reviewed the statutory roles of the Sheriff's Office, noting the patrol in the unincorporated areas of Guilford County. He explained the detention services in Greensboro and High Point. He spoke to legal and civil processes, including warrants, evictions, sex offender registration, and school resource officer (SRO) protection.

Major Antonelli reviewed the current county district coverage areas. He noted that the item of discussion today is the Jamestown district office, which is currently located in the Town of Jamestown.

Major Antonelli noted that as of 1991, the Town of Jamestown had contracted with the Sheriff's Office to offer 5 full-time 24/7 coverage to patrol within the Town of Jamestown. He shared response time coverage for all the towns outside of the unincorporated areas. He noted that for the Town of Jamestown, the average response time for Jamestown is 6 minutes and 11 seconds, and for all the other areas, the response time is notably higher.

DCM Beeninga reviewed the costs covered in the town contract. He explained that the direct cost to provide the services is \$493,237. He noted that with the addition of indirect administrative overhead (\$53,827), the total cost of the program is \$592,102.

DCM Beeninga noted that the Town of Jamestown is discussing lowering service costs. He noted that the Sheriff's Office received revenues from various fees, federal sources for housing federal inmates, commissary, federal forfeiture, and federal/state grants.

DCM Beeninga shared that all areas of the county receive a base level of services, and the Town of Jamestown pays for an enhanced level of services. He noted that as a cost-saving option, the Sheriff's Office has offered to reduce the allocated positions to four. He shared that if Jamestown decides not to renew the contract, the Sheriff's Office could relocate those employees to vacant positions.

Staff sought feedback from the Board regarding their thoughts on how to proceed.

County Manager Isler noted that regarding the assessment of fees for services from a place of consistency to consider full cost recovery. He shared that in preparation for next fiscal year, fee consistency across all services will be brought to the Board. He noted that there is an opportunity to subsidize services for a public purpose.

County Manager Isler noted that currently, the Town of Jamestown has recommended a budget of \$500K, which does not meet the full cost at this time.

Chairman Alston questioned the discrepancy in reaching full cost recovery.

DCM Beeninga noted \$17,000 for the full recovery of direct costs.

Commissioner Jones asked for clarification of patrol in the other areas of the smaller towns.

Major Antonelli clarified that those assigned to Jamestown remain within the town limits. He explained that if that contract were to close out, then those deputies would be assigned to patrol the larger district.

County Manager Isler noted that the Sheriff's Office would reassess the entire unincorporated boundaries and reassign their grid and zone patrols.

Commissioner Perdue questioned whether we have to add officers to protect that area, or do we have to add capacity to cover the volume, as it is imperative to look at the delta.

County Manager Isler noted that there would be some proximity level management given that the District Three Station is currently in Jamestown.

Commissioner Cashion noted that the conversations as to response time are truly the bottom line of the matter. She questioned the staffing levels in Stokesdale and Summerfield.

Major Antonelli shared that Summerfield has one deputy covering that area. He noted that all other smaller jurisdictions have one deputy.

Commissioner Jones opined over the Greensboro and High Point Police Departments and questioned whether, if any of the smaller jurisdictions were to create their police stations, they would fall out of the coverage zones.

Major Antonelli confirmed.

Commissioner Jones asked for clarification regarding how mutual aid services work for those jurisdictions that have police services.

Commissioner Tillman questioned coverage of the annexed portions of the larger cities.

County Manager Isler stated that the requested action is to direct staff to enter into an interlocal agreement to fully recover the cost of the program.

Moved by Commissioner Mary Beth Murphy, seconded by Commissioner Kay Cashion, to direct staff to amend the existing resolution in support of future consolidation activities, including clarifying the consolidated human services agency is to be referenced as the “Health & Human Services Agency” to be adopted with the FY 27 budget, effective July 1, 2026.

VOTE: Motion carried 7 - 1
AYES: Melvin "Skip" Alston, Frankie T. Jones, Jr., Kay Cashion, Carly Cooke, Mary Beth Murphy, Brandon Gray-Hill, Pat Tillman
NOES: Alan Perdue
ABSENT: J. Carlvena Foster

C. FY 2026-27 BUDGET CONSIDERATIONS

Planning and Development Director Leslie Bell noted that the purpose of Opportunity Zones is to revitalize distressed communities in the areas of Economic Development, Job Creation, and Affordable Housing.

Director Bell highlighted the qualifications, structural program, and legislative comparison. He noted program features such as program permanency, tract map expiration, tax deferral target, standard step-up basis, rural bonus incentive, improvement rule, and reporting requirements.

Director Bell reviewed the census tracts that would qualify under the 1.0 Opportunity Zones versus the 2.0 Opportunity Zones. He noted the tracts qualifying under 1.0 Opportunity Zones for the City of Greensboro, which consisted of 10 tracts. He shared that areas such as the Gateway University Research Park received economic incentives. He highlighted that in High Point, the most notable catalyst project is the Truist Point Stadium in Census Tract 140.

Vice Chairwoman Foster entered the work session at 4:24 p.m.

Director Bell noted that the City of High Point is recommending including tract 140 for the 2.0 level. He noted that the City of High Point is nominating three tracts for 2.0 consideration, including Census Tract 143 (Most of SW High Point, Tract 138 (Washington Street and Five Points), and Tract 140 (Including Truist Point Stadium).

Director Bell noted that the date for approval of the tracts is June 7, 2026, as nominations are due to the Governor's Office from the local jurisdictions. He noted that on July 1, 2026, the Governors will make their nominations to the federal government. He shared that any approved 2.0 designations will take effect January 1, 2027.

Director Bell noted that when it comes to Guilford County, we had census tracts in the County that were on the fringes of the City's approved census tracts. He shared County tracts in consideration for 2.0 (unincorporated and incorporated) - Tracts – 126.21, Tract 145.03, and Tract 138.

Director Bell explained that Guilford County can support moving forward for 2.0 by offering support of the South Greensboro Area Plan, particularly future development around the outer loop along the southern plan area (Census Tract 168). He highlighted promotion of infill development and missing middle housing, such as townhomes and accessory dwelling units, as well as supporting current multi-juridical infrastructure improvement and expansion projects.

Chairman Alston requested any action items under consideration.

Director Bell suggested the following action items:

Option 1 – To not make any recommendations at all, we do not know if any of the recommendations will be ultimately approved

Option 2- Support the Greensboro and High Point recommendations

Option 3 – Only recommend Tracts 153.02 and 168.

Director Bell noted that the City of Greensboro has just released that they are retaining 5 of the original 10 and adding 9 additional new census tracts.

County Manager Isler noted that he does not have a recommendation at this time. He shared that once the Opportunity Zones are approved, we can lean into leveraging local partnerships to develop these areas. He emphasized that the task tonight is to simply receive these reports.

Commissioner Jones noted that in the Opportunity Zones that cross over to multiple jurisdictions, we have collaboration in these areas. He urged for clarity in endorsing Opportunity Zones does not necessarily endorse the planning for those areas, and would hope that we would have communication and awareness of the plans when extending beyond jurisdictions.

Commissioner Cashion noted that she is unable to determine if the Forrest Oaks property off of Highway 421 would fall into one of these areas.

Director Bell confirmed that the property in question would not qualify.

Commissioner Tillman noted the 421 corridor and the need for water and sewer, which need collaboration, as existing projects are in jeopardy. He echoed Commissioner Jones' interest in collaborating with connecting jurisdictions.

Commissioner Murphy expressed similar interest in collaboration for those areas of overlap so that those residents and the county have an intentional opportunity and input for all the decisions that could impact the area.

Vice Chairwoman Foster noted that she believed in the past the County did not have a significant role in some of the development projects, such as the property around the old Evergreen, which is a current focal point. She noted interest in prioritizing home dollars around the Five Points community.

Director Bell noted that regarding HOME funding, Guilford cannot use County HOME funds in conjunction with High Point, but we can with Greensboro, as they are the administrators of the consortium that we are a part of. He emphasized that we can continue to work collaboratively with High Point. He clarified that we cannot use HOME dollars for the Evergreen property.

Commissioner Perdue clarified that there are no existing dollars; we are requesting applications to be considered for state funding.

Director Bell confirmed.

D. LEGISLATIVE UPDATES

DCM Beeninga provided an overview of the current legislative items of interest that could impact the county. He noted that the Property Tax Moratorium Senate Bill (SB) 889 is moving to additional committee review. He explained that if it were to pass, the County would need to decrease the budget by an estimated \$89M, plus an additional \$4.3M due to public service equalization. He noted that in anticipating a balanced budget, staff would consider removing merits and compensation adjustments.

DCM Beeninga noted that the results would include no new funding for Guilford County Schools, including technology, security, and classified staff. He shared there would be limited funding for the school capital debt service plan, an increased probability of a tax rate increase, or program discontinuation. He explained that it would result in no merit or compensation adjustments for county staff, including public safety, and would result in flat tax rates for rural fire districts. He noted that it would also require revision of the county's economic incentive participation.

DCM Beeninga noted that it is not yet scheduled for a vote in the NC House, but if approved, the bill would be required to go to the Governor to sign. He highlighted that if this is approved, it would require the Board to call some additional Special Meetings to reduce the budget ordinance.

DCM Beeninga noted that the County has met statutory requirements under NC 159.

DCM Beeninga continued the presentation by discussing Session Law 2026-5 (HB 1089). He noted that this item addresses a constitutional amendment to limit the amount by which the authorized property tax levy could be increased during the annual budget cycle. He noted items considered to make the recommendations included assessment limits, rate limits, and levy limits.

DCM Beeninga defined assessment limits that would cap or limit the amount a property could grow in value. He shared that rate limits are looking at limiting or capping the tax rates that can be set. He noted that levy limits would limit the overall amount that local governments are allowed to collect. He noted examples of these limiting policies in areas such as California and Florida.

DCM Beeninga noted that the General Assembly currently has a property tax limit, which we are capped at assessing no more than \$1.50 per every \$100 valuation of a property. He noted that South Carolina is an example where the rate is set at the CPI increase level calculated annually at the state level. He noted levy limitations in areas like Massachusetts and New York that have been implemented.

DCM Beeninga noted that HB1089 seems to imply that the General Assembly is focused on levying limits based on conversations; however, the final bill text does not yet exist. He noted a recent study from the John Locke organization. He noted that Guilford County's 10-year trend leads to a 3.7 percent increase to account for inflation and population growth. He shared that if staff were to project those impacts out, it would likely be that our maximum property tax revenue would be around \$23M each year. He explained that the natural base growth would be \$14-15M per year, based on the current tax base growth per year. He shared that the staff is monitoring how the legislative language would address natural growth.

DCM Beeninga noted that on the County's 10-year funding model, based on the School's Capital project planning as well as GTCC, this would limit expansion and growth. He shared that another important component is the impact on our Fire Districts, with the volunteer rate continuing to decline. He shared that there is an additional need for paid staff. He explained that these levy limits would negatively impact our rural fire districts. He noted that staff would need to explore the fiscal sustainability plans of districts and potential strategic locations of new stations.

DCM Beeninga noted that leadership in the House and Senate held a joint press conference to outline a potential budget framework. He shared that the County staff are monitoring how the teacher funding will be applied, noting an average increase of 8% of teachers. He suggested that the important question is how this will be distributed in regards to the years of experience teachers have. He noted that more senior teachers would receive a significantly lower increase than mid-range seniority. He further noted that Guilford County schools have 773 locally funded positions that would have an average of 13% increase. He shared that it is anticipated that GCS would need to seek additional local funding dollars to meet the school's needs to retain funding at approximately \$4-5M dollars.

DCM Beeninga noted that the next scheduled work session is June 15th, with the budget adoption on June 18th.

Commissioner Perdue questioned whether the population generates sufficient revenue to meet the population requirements for service delivery.

DCM Beeninga noted that the select committee did look at the population factor. He explained that as new growth happens, there is new construction that will eventually lead to a larger tax base. He stated that currently, with the housing demands, the values are being inflated. He suggested that the challenge will be where that growth is in the county, and if additional infrastructure is needed in those areas, it would impact the level of impact on the county versus growth on infill.

Commissioner Perdue noted that there are a lot of areas for infill development in our larger cities, and we continue to see urban sprawl in areas where the infrastructure is lacking. He noted that we are expending more funds to put in that infrastructure, and we need to work with our cities to grow responsibly.

County Manager Isler noted that we do have communication with our City Managers as we are considering infill and reasonable density as you are looking at the city centers.

Chairman Alston noted that there are several ways we need to look at infill growth, considering incoming development that is hurting our base versus increasing our base.

Commissioner Jones noted that there are a lot of factors on the table. He questioned whether the states where the property values are set on the sale of the property include an entity acquisition, and not a transfer of property, and that could be a potential loophole in recalibrating the property price. He advised that, as we have conversations with the General Assembly, if we only consider resetting on sale, it could create a significant loophole.

DCM Beeninga noted that the levy limits are recommended.

III. OTHER BUSINESS

There was no other business on this agenda.

IV. ADJOURN

There being no further business, the work session adjourned at 5:15 p.m. by unanimous consent.

Melvin "Skip" Alston
Board Chairman

Robin B. Keller
Clerk to Board