



Wake County

301 South McDowell Street
Raleigh, NC

Meeting Minutes Board of Commissioners

Monday, November 4, 2019

5:00 PM

Wake County Justice Center

Meeting Called to Order: Chair Jessica Holmes

Present: 7 - Chair Jessica Holmes, Vice-Chair Greg Ford, Commissioner Vickie Adamson, Commissioner Matt Calabria, Commissioner Susan Evans, Commissioner Sig Hutchinson, and Commissioner James West

Others Present: David Ellis, County Manager; Scott Warren, County Attorney; Denise Hogan, Clerk to the Board; Yvonne Gilyard, Deputy Clerk to the Board; Johnna Rogers, Chief Operating Officer; Derwick Paige, Chief Community Vitality Officer; Ben Canada, Assistant to the County Manager

Pledge of Allegiance

Invocation: Commissioner Susan Evans

Items of Business

1. [Approval of Agenda](#)

Vice-Chair Ford moved, seconded by Commissioner Calabria, to approve the agenda. The motion passed unanimously.

2. [Approval of the Minutes of the Regular Meeting of October 21, 2019 and the Work Session of October 14, 2019](#)

Commissioner West moved, seconded by Vice-Chair Ford, to approve the minutes of the Regular Meeting of October 21, 2019 and the Work Session of October 14, 2019. The motion passed unanimously.

3. [Adoption Awareness Month Proclamation](#)

Attachments: [Agenda Item.docx](#)
 [Adoption Awareness Proclamation.docx](#)
 [WC Human Services Adoption Awareness Month Events .docx](#)
 [Wake County's Adoption Information Fair Flyer 2019.pdf](#)

Ms. Kimberly Herrington, Human Services Program Manager, shared information about adoption. She said the primary focus of this month is to support adoption awareness and the need for permanent families for children and youth in the foster care program in Wake County. The theme is "Youth Voices, Why Family Matters." Ms. Herrington stated that it is well known that teenagers are less likely to get adopted and are much more likely to age out of the foster care system without strong or stable family support. Securing lifelong connections both legally and emotionally is a critical component in determining their future, achievement, health and wellbeing.

Ms. Herrington said "adopting one child won't change the world but for that child the world will forever change."

Chair Holmes said that this proclamation is meaningful for her. She said that she was raised by her grandmother because her mother needed additional support. She acknowledged staff and parents of adopted children.

She said that foster care does work and changes children's lives and that she could have been one of those children. Chair Holmes encouraged anyone watching who might have an interest or know someone who might to reach out and contact Wake County Human Services. Ms. Herrington provided information on an Adoption Information Fair being held on Saturday, November 16th at the Wake County Commons Building and contact information.

Chair Holmes read the proclamation aloud.

Chair Holmes moved, seconded by Commissioner Evans, that the Wake County Board of Commissioners proclaim the month of November as Adoption Awareness month in Wake County. The motion passed unanimously.

4. [Hospice and Palliative Care Month Proclamation](#)

Attachments: [Item Summary Hospice and Palliative Care Month.docx](#)
 [Proclamation for Hospice and Palliative Care Month.doc](#)

Commissioner West said that he was pleased to have Mr. John Thoma, CEO Transitions LifeCare, present to receive the Hospice and Palliative Care Month Proclamation.

Mr. Thoma, thanked the Board of Commissioners for their consistent, long standing support of and investment in Hospice of Wake County. Mr. Thoma said that November is a month to raise awareness to the comprehensive medical care and supportive services that Hospice care is able to provide those with a serious or terminal illness. He said that in 2018, 4,000 citizens of Wake County were served and 8,000 family members and caregivers were given support and counseling. The support they provide reaches people of all ages. He said that there are over 500 Hospice volunteers who provide thousands of hours of care in Wake County. Mr. Thoma said the services include transportation, meals, complimentary therapies as well as special recognition afforded to military veterans and their family members.

Commissioner West said that in life there is an ending, a transition and a new beginning, he quoted Stephen Covey who said "begin with the end in mind."

Commissioner West read the proclamation aloud.

Commissioner West moved, seconded by Commissioner Hutchinson, that the Board of Commissioners adopt a proclamation recognizing November 2019 as National Hospice and Palliative Care Month. The motion passed unanimously.

5. [Proclamation Recognizing November 15, 2019 as Wake County Big Sweep Day](#)

Attachments: [BOC Agenda Item Summary Big Sweep 11 04 2019.docx](#)
 [PROCLAMATION Wake County Big Sweep 11 15 2019.docx](#)

Vice-Chair Ford said that he is honored to read the Big Sweep proclamation. He shared information on the Big Sweep.

Ms. Sheila Jones, coordinator for the Wake Soil and Water "Big Sweep;" she said that the Big Sweep is county-wide and is led by volunteers, usually around 1000 of all ages and all walks of life. She shared that trash is collected from many areas such as streams, wetlands, and parks intercepting recyclables and trash before it can reach the Neuse and Cape Fear Rivers. The event is held twice a year and November 9th they will be holding the next clean up.

Ms. Jones said that the litter information is shared with the International Nonprofit Ocean Conservancy which places Wake County data into an international data base which provides information for litter prevention, education and policies. Ms. Jones said that the event will be held at the Little Raleigh Theater. She said the film maker, Linda Booker, will be in attendance and they will be showing the film "Straws," a question and answer session will follow. Ms. Jones said that there is usually 10,000 tons

of trash collected each season and said that high school students get school credits for participation while teaching them how to be productive citizens.

Vice Chair Ford said that November 15th is also National Recycle Day. He shared statistics from staff. He stated that in the last 14 years, it is estimated that 346,084 pounds of litter, trash and recyclables have been recovered from Wake County alone. This being accomplished by the work of approximately 17,000 volunteers over the years, donating 42,000 hours of time and equalling a value of just over \$1,000,000. The work done protects our environment and 60 water sheds. He thanked Ms. Jones for her leadership.

Vice Chair Ford read the proclamation aloud.

Vice-Chair Ford moved, seconded by Commissioner Adamson, that the Board of Commissioners approve the proclamation and recognize November 15, 2019 as Wake County Big Sweep Day. The motion passed unanimously.

6. [League of Women Voters Presentation of Women's Equality Day Certificates](#)

Attachments: [LWV Women's Equity Day item summary.docx](#)

Ms. Diana Wynn, President, League of Women Voters of Wake County, joined by Board member Cheryl Tung, said that on August 22, the league hosted its' Annual Women's Equality Day Reception commemorating the 19th amendment to the U. S. Constitution. She said they recognized all women from the twelve municipalities currently elected to state and county offices and city and town councils within Wake County and to the judiciary. Ms. Wynn said that next year marks 100 years of Women's Right to Vote as well as the 100 year anniversary of the Women's League of Voters in Wake County.

They presented Chair Holmes, Commissioner Susan Evans and Commissioner Vickie Adamson certificates of appreciation and thanked them for their service to the citizens of Wake County.

Consent Agenda

Commissioner West moved, seconded by Vice-Chair Ford, to approve the consent agenda. The motion passed unanimously.

7. [Request by Westpointe, LLC to Exchange Property along Carpenter Road, Zebulon, NC pursuant to G.S. 153A-176 and G.S. 160A-271](#)

Attachments: [Westpointe Land Swap Agenda Item.doc](#)
 [Westpointe LLC Tax Map.pdf](#)
 [Recomb Plat.pdf](#)

Commissioner West moved, seconded by Vice-Chair Ford, that the Board of Commissioners:

1. Approve the request from Westpointe, LLC to exchange acreage with Wake County pursuant to G.S. 153A-176 and G.S. 160A-271; and

2. Authorize the Chair to execute all documents necessary to effectuate the said exchange of property, subject to terms and conditions acceptable to the County Attorney. The motion passed unanimously.

8. [Approve a Lease Agreement for Space at 5809 Departure Drive, Raleigh, NC for the Relocation of Human Services](#)

Attachments: [Departure Dr Lease Item Summary.docx](#)
 [Vicinity Map - Service Area.pdf](#)
 [Draft Proposed Lease.docx](#)
 [Draft Proposed Lease Amendment.docx](#)
 [Departure Drive.pdf](#)
 [Lease FF&E Costs.pdf](#)
 [Lease Upfit Floor Plans.pdf](#)

Commissioner West moved, seconded by Vice-Chair Ford, that the Board of Commissioners: authorize the County Manager to execute a 144-month lease for 5809 Departure Drive, Raleigh, NC, along with any other necessary documentation, on behalf of Wake County, subject to the terms and conditions acceptable to the County Attorney. The motion passed unanimously.

9. [Resolution to Amend the Johnston County and City of Raleigh Utility Service Area Agreement](#)

Attachments: [Item Summary.docx](#)
 [Board of Commissioners Resolution.docx](#)
 [Interlocal Agreement - City Raleigh & Johnston County.pdf](#)
 [Interlocal Agreement - Sixth Amendment.docx](#)

Commissioner West moved, seconded by Vice-Chair Ford, that the Board of Commissioners: adopt a Resolution approving the Sixth

Amendment to the Johnston County and City of Raleigh Utility Service Area Agreement. The motion passed unanimously.

10. [Accept and Appropriate Alliance Behavioral Healthcare Funding of \\$60,000 for Data Sharing Project](#)

Attachments: [Alliance Behavioral Healthcare Data Sharing Project.docx](#)
[20191011-ALLIANCE HEALTH-10112019090046.pdf](#)
[Budget Memo - FY20 Grants and Donations Fund.xlsx](#)

Commissioner West moved, seconded by Vice-Chair Ford, that the Board of Commissioners: accept and appropriate (from/in) the General Fund funding totaling \$60,000 for the Wake County Emergency Medical Services data sharing project with Alliance Behavioral Healthcare. The motion passed unanimously.

11. [Appropriation of \\$22,661,940 in Bonds Authorized under the 2018 Parks, Greenways, Recreation & Open Space \(PGROS\) Referendum](#)

Attachments: [Appropriate PGROS Bond Item 2019 11 04.docx](#)
[CIP Budget Memo - FY 2020 County Capital Fund - Parks CIP.xlsx](#)

Commissioner West moved, seconded by Vice-Chair Ford, that the Board of Commissioners:

1. Appropriate \$22,661,940 in bond funds authorized under the 2018 Parks, Greenways, Recreation & Open Space (PGROS) referendum, and

2. Reallocate \$32,512 of Municipal Reimbursements in the Open Space Element of the Community Capital CIP to be transferred to the Parks, Recreation, Greenways, and Open Space Element. The motion passed unanimously.

12. [Approve the Acquisition of 4.85 Acres of Open Space and Park Property adjacent to the future Beech Bluff County Park from JCLARKA, LLC](#)

Attachments: [JCLARKA Acquisition Agenda Item.docx](#)
[CIP Budget Memo - FY 2020 County Capital Fund - Parks CIP.xlsx](#)

Commissioner West moved, seconded by Vice-Chair Ford, that the Board of Commissioners:

1. Appropriate \$168,000 of Open Space funds; and

2. Authorize the County Manager to execute an agreement to purchase 4.85 acres from the JCLARKA, LLC at a purchase price of \$168,000, subject to terms and conditions acceptable to the County Attorney. The motion passed unanimously.

13. [Tax Committee Recommendations for Value Adjustments, Penalty Waivers, Tax Relief Applications, Refund Requests and Various Reports](#)

Attachments: [Tax Collections Item Summary.docx](#)
 [Tax Committee Agenda Process.docx](#)
 [Executive Summary 1.doc](#)
 [Executive Summary 2.doc](#)
 [November 2019 Refunds Under 500.pdf](#)
 [November 2019 Refunds Over 500.pdf](#)
 [Daily Updates For Exemptions.pdf](#)
 [Daily Updates For Penalties.pdf](#)
 [Daily Updates For Tax Relief.pdf](#)
 [Daily Updates For Special Situations.pdf](#)
 [Daily Updates For Tax Deferments.pdf](#)
 [Municipal Collection Report](#)
 [Wake County Collection Report](#)
 [Monthly In-Rem Foreclosure Report](#)
 [PFB Summary Report.pdf](#)

Commissioner West moved, seconded by Vice-Chair Ford, that the Board of Commissioners: approve the attached recommendation by the Tax Committee. The motion passed unanimously.

Public Comments

Mr. Adam Haller, 4504 Pitt Street, Raleigh, said that this is his first time speaking at a public meeting. He said that he has an issue with the transportation system and how it effects housing, housing choice and problems leading to injuries and deaths on our highways. Mr. Haller stated that there seems to be an epidemic of pedestrian fatalities, hit and run drivers, and speeding on our roads. He asked that the board consider ways to fix these problems. He asked the board to focus on mass transit, bicycling, and pedestrian access and to take a hard look at all of these when choosing how to budget transportation funds for future road expansion.

Regular Agenda

14. [Public Hearing to Consider Text Amendment OA-02-19 Article 14 Flood Hazard Areas](#)

Attachments: [Item Summary - public hearing FEMA map update.docx](#)
 [Text Amendment OA-02-19 Presentation 11-4-19.pdf](#)
 [Staff Report.11.04.2019.docx](#)
 [Statement of Consistency Resolution 11.04.19.docx](#)
 [Ordinance Amendment Resolution 11.04.2019.docx](#)
 [Proposed Text Amendment OA.02.19.pdf](#)

Ms. Betsy Pearce, Wake County Flood Plain Administrator, Wake County Environmental Services, shared the Article 14 of the Unified Development Ordinance for flood hazard areas.

She shared the highlights of proposed changes using a map provided by Federal Emergency Management Agency and discussed the current changes that are being adopted for Wake County. The new maps were issued on June 6, 2019, once proposals are made they must be adopted within six months. These periodic map changes are the basis used to determine eligibility for flood insurance, they are used to,

- Update effective date of Flood Insurance Rate Maps
- Compliance with National Flood Insurance Program

There are six map panels that overlap the Wake County line shown below,

- Amendment to incorporate six new map panels by effective date into Article 14
- Granville County FIRM panels overlapping into Wake County
 - 0874
 - 0884
 - 0894
 - 1804
 - 1822
 - 1823

She shared the formal approval process which involved presenting it to the Wake County Planning Board in October 2019. There was unanimous approval to go to public hearing in November 2019 for the public hearing and action.

She shared the Wake County impacted panels with overlapping areas.

She shared panel 1823 showing a detailed view created with GIS data to highlight areas that have changed showing a decrease and depicting increased flood zones. She said areas circled in red showed increased flood areas and they found no structures within 500 feet of the changes.

She shared the highlights of proposed changes which included,

- Six revised flood map panels
- No impacted structures
- Text amended to include effective date of updated map panels

The new date of the official map will be December 6, 2019.

Chair Holmes opened the public hearing.

No one one came forward.

Chair Holmes closed the public hearing.

Ms. Pearce shared the staff findings and recommendations stating that they support the Board of Commissioner's goals of growth and sustainability throughout the county.

- Six revised flood map panels
- No impacted structures
- Text amended to include effective date of updated map panels

She shared that the Wake County Planning Board recommended approval and requested that the Board of Commissioners :

1. Adopt the drafted statement of consistency with the Land Use Plan, reasonableness, and public interest.
2. Approve Ordinance Amendment OA-02-19 as presented.

The Planning Board, at their October 2, 2019 meeting, voted unanimously to approve both motions.

Vice-Chair Ford moved, seconded by Commissioner Evans, that the Board of Commissioners, having held a public hearing:

1. Find that text Amendment OA-02-2019 is consistent with the Wake County Land Use Plan and the Wake County Unified Development Ordinance and is reasonable and in the public interest; and adopt the attached resolution. The motion passed passed unanimously.

And;

Vice-Chair Ford moved, seconded by Commissioner Evans, that the Board of Commissioners,

2. Adopt the attached resolution to approve the proposed amendment to the Wake County Unified Development Ordinance as presented in Text Amendment OA-02-2019. The motion passed unanimously.

15. [Temporarily Waive Selected Well Water Testing Fees for Eligible Low Income Households](#)

Attachments: [Item Summary - waive selected well fees.docx](#)
 [Waive Well Water Testing Fees Presentation 11-4-19.pdf](#)
 [Current Fee Schedule for Well Water Testing.docx](#)

Mr. Evan Kane, Groundwater Manager, shared the background for the request is to approve a temporary waiver of selected well water testing fees for households with incomes less than 250% of the federal poverty guideline through February 29, 2020.

He said based on testing performed the results suggest that in the eastern half of Wake County, 1 in 5 wells may have unsafe water due to underlying rock which produce naturally occurring radiologic components, primarily Uranium, Radium and Radon. It is believed that the area has 15,000 to 20,000 private wells in use which would suggest a large number of households that may already be exposed to unsafe water and want citizens to be aware since they are responsible for their own maintenance and testing. A group was created that worked to provide notification to these areas and share available resources.

He shared the Wake County notice to well users which were delivered in both English and Spanish versions.

- June 24: Mailed 19,000 flyers to well users in eastern half of county
 - o Notification of potential natural contaminants
 - o Resources for testing
 - o Online information & hotline

He shared the ten community meetings that were held. Six were general awareness meetings and provided technical assistance. He said that the next meeting is Thursday, November 14th at 6:00 p.m. at Human Services on Sunnybrook Road.

He shared other resources available in the form of a simplified but accountable process for applying for discounted water testing through the county for income based discounts and other financial assistance resources including Wake County Housing, Raleigh Public Housing, US Department of Agriculture and some non profit organizations who have programs to help homeowners with issues.

- Affidavits for income-based reduced-cost testing online and in regional centers
- Identified & met with financial assistance programs for mitigation

- o List available online and at technical assistance meetings
- Online tool for test result interpretation

He shared the public response which was large and positive.

- >55,000 unique pageviews at wakegov.com/wells
- >1,300 calls to hotline
- >800 person-hours of well user education & training
- >1,100 wells tested
- 73 requests for financial assistance with testing

He shared the current and proposed fee schedules chart and stated that they have a sliding scale in place that would reduce the current cost of \$365.00 by 25 to 50 percent based on income level.

He shared the governing statute

- G.S. 130A-39(g): "Fees shall be based upon a plan recommended by the local health director and approved by the local board of health and the appropriate county board or Boards of Commissioners."
- Waiver approved by Human Services Board October 24, 2019.

Commissioner Hutchinson asked about the number in reference to income. Mr. Kane answered that the proposed level would be \$63,000/year for a family of four.

Commissioner West said there are other variables based on participation.

Commissioner Hutchinson asked about the results of the radon testing. Mr. Kane explained that the levels appear to be at a constant level, but that the testing is with a private consultant and exact statistics are not available.

Commissioner Hutchinson asked about the process when there is a positive test. Mr. Kane said that wide ranges exist and in terms of a monetary factor a potential remedy could be as simple as \$1,000 or \$1,500 reverse osmosis filter installed under the kitchen sink to serve the water in the kitchen or if there are severe issues \$10,000 for a whole house treatment to remedy the problem. He said that in the technical meetings, there is information on the different levels and suggested remedies are provided.

Commissioner Hutchinson moved, seconded by Commissioner Calabria, that the Board of Commissioners waive selected well water testing fees for households with incomes less than 250% of the federal

poverty guideline through February 29, 2020. The motion passed unanimously.

Appointments

16. [Adult Care Home Community Advisory Committee](#)

Attachments: [Adult Care CAC Item Summary 10-19.doc](#)
[Adult Home Care CAC Member List 10-10-19.doc](#)
[Adult Care App Roster .xlsx](#)
[Adult Care CAC Applications.pdf](#)
[Adult Care Board Choices .xlsx](#)
[Adult Home Care Attendance through September 2019.xlsx](#)

Vice-Chair Ford nominated Ms. Felicia Downing for appointment.

17. [Alliance Health](#)

Attachments: [Alliance Item Summary 10-19.docx](#)
[Alliance Health member list 10-10-19.doc](#)
[Alliance Health Applicant Roster.xlsx](#)
[Alliance Health Applicants.pdf](#)
[Alliance Board Choices .xlsx](#)
[Alliance Board Attendance \(002\).xlsx](#)

Vice-Chair Ford nominated Ms. Angela Diaz for appointment.

18. [Human Services Board](#)

Attachments: [Item Summary Human Services 10-19.doc](#)
[Human Services member list 10-10-19.doc](#)
[Letter of Recommendation-Eagles.pdf](#)
[Human Services App Roster.xlsx](#)
[Human Services Applicants.pdf](#)
[Human Services Board Choices .xlsx](#)
[Human Services Board Attendance Record.xlsx](#)

Vice-Chair Ford nominated Mr. Randy Marsh for reappointment and Mayor Frank Eagles for appointment.

19. [Juvenile Crime Prevention Council](#)

Attachments: [Item Summary JCPC 10-19.docx](#)
 [JCPC Applicant Roster .xlsx](#)
 [JCPC Applicants.pdf](#)
 [JCPC Board Choices .xlsx](#)
 [JCPC member list 10-10-19.doc](#)
 [JCPC Attendance-BOC.xlsx](#)

Vice-Chair Ford nominated Ms. Utica Cason (At-Large) and Sergeant Phillip Sutton (Wake County Sheriff Designee) for appointment.

20. [Library Commission](#)

Attachments: [Library Commission Item Summary.docx](#)
 [Library Commission Member List.doc](#)
 [Library Commission Applicant Roster .xlsx](#)
 [Library Commission Applicants.pdf](#)
 [Library Commission Board Choices .xlsx](#)
 [Library Commission Attendance 2019 \(Jan 2019-Sept 2019\).xlsx](#)

Vice-Chair Ford nominated Mr. Atul Goyal (District 6) and Ms. Kimberly Newkirk (At-Large) for appointment.

Vice-Chair Ford moved, seconded by Commissioner Evans, to approve the appointments. The motion passed unanimously.

21. [Upcoming Vacancies for December](#)

Attachments: [Upcoming vacancies for December 2019.docx](#)

Vice-Chair Ford shared the Upcoming Vacancies for December.

Other Business

Chair Holmes acknowledged the Veteran's Stand Down event. She said that the most compelling part for her was hearing from a veteran who walked into the Wilmington Street Men's Homeless Shelter and walked out a better person. He is now a homeowner and can take care of his son. Chair Holmes commended the housing team and the team at the Wilmington Street Men's Homeless Shelter for their work in providing mental health services to addressing the medical needs of veterans and transitioning assistance they provide. She said that she is very proud of the services that the Human Services Department provides to veterans not just on Veteran's Day, but 365 days a year. Chair Holmes stated that if you serve our country you should not be homeless and that is among the least of the resources the county provides. She said that this board has a goal of effectively ending homelessness by 2020. Chair Holmes said that 36 shelter beds and case management have been provided to date which is a

start to helping get these women not only off the street but housed. She applauded the Housing Department and Ms. Lorena McDowell, Director of Housing and her team for their work.

Commissioner West shared information from the Human Services meeting on October 28, 2019. He shared that they discussed electronic data on Medicaid Transformation and Managed Care and he was impressed with the way they were using the data and metrics to measure outcomes. He said the transition from Medicaid to Managed Care will impact approximately 2.1 million people statewide and 143,500 here in Wake County. Other items discussed were the Infancy Cares 360 Healthy Opportunities Pilot and Healthy Opportunities Pilot updates. He said staff are looking at some electronic data platforms and coordination of networks for more efficiency. He said that the Healthy Opportunities Pilot will authorize up to \$650 million in federal and state Medicaid funds to test evidence based outcomes. Commissioner West shared that the final item on their agenda was a Social and Economic Vitality presentation and citizens were present to share their testimonies. He said that the two pilots focus on thriving families, organizations, businesses and communities. These pilots started with the City of Raleigh are now partnered with NC State University. He thanked the board for their support.

Commissioner Adamson said that the audit for the Arts and Culture Program results were good. She said that last year there were approximately 160,000 students in our school system and approximately 130,000 of them participated in some type of art program. She said that last year the seniors who were actively involved in an arts class; 99 percent of those students graduated.

Closed Session

Mr. Scott Warren, County Attorney, said there was a need for a closed session to receive advice from the County Attorney's Office as to Michael J. Morgan verses Rickey J. Spivey, et al; United States District Court, Eastern district of North Carolina, File No.: 5:16-cv-365, pursuant to NCGS 143-318.11 (a) (3). He said that attendance is limited to staff within the attorney-client privilege.

Vice-Chair Ford moved, seconded by Commissioner Adamson, to enter into closed session. The motion passed unanimously.

The meeting went into recess and the meeting reconvened.

Vice-Chair Ford moved, seconded by Commissioner Adamson, to approve a settlement in Morgan verses Spivey, et. al.; United States District Court, Eastern District of North Carolina, File No.: 5:16-cv-365, in the amount of \$721,957, subject to terms and conditions approved by the County Attorney's Office. The motion passed unanimously.

Adjourn

Chair Holmes moved, seconded by Commissioner Calabria, to adjourn the meeting. The motion passed unanimously.

Respectfully submitted,

Denise M. Hogan, NCMCC
Clerk to the Board
Wake County Board of Commissioners