

Town of Carrboro

301 W. Main St., Carrboro, NC 27510



Meeting Agenda - Final

Tuesday, January 16, 2024

7:00 PM

COUNCIL WORK SESSION

Council Chambers - Room 110

Town Council

TOWN COUNCIL WORK SESSION

The Council occasionally holds work sessions to allow time for in-depth consideration of certain topics and to provide feedback to the town manager. The Council does not take formal action or receive public comment during work sessions.

1. [23-356](#) Community Safety Task Force (CSTF) Recommendation Report Work Session

PURPOSE: This agenda item is for the Town Council to discuss the CSTF recommendation report and provide direction to staff.

Attachments: [A - CSTF Final Report 11-9-23](#)
[B - CSTF Pocket Questions](#)



Agenda Item Abstract

File Number: 23-356

Agenda Date: 1/16/2024
In Control: Town Council
Version: 1

File Type: Agendas

Community Safety Task Force (CSTF) Recommendation Report Work Session

PURPOSE: This agenda item is for the Town Council to discuss the CSTF recommendation report and provide direction to staff.

DEPARTMENT: Town Manager's Office

CONTACT INFORMATION: Anita Jones-McNair, 919.918.7381, amcnair@carrboronc.gov and Chris Atask, 919.918.7407, catack@carrboronc.gov.

COUNCIL DIRECTION:

Race/Equity Climate Comprehensive Plan Other

Completion of a CSTF Recommendation Report is included in the 13 Council Strategic Priorities.

INFORMATION:

The Community Safety Task Force presented an overview of the recommendation report submitted to the Town Council on November 14, 2023. Council accepted the report and requested staff to schedule a work session on January 16, 2024, to further discuss recommendations and provide guidance on next steps. See Attachment A for the 2023 Community Safety Task Force Recommendation Report.

FISCAL IMPACT: There is no financial impact currently associated with this item. Staff and fiscal impact will be centered around the direction of the Town Council.

RECOMMENDATION: Staff recommends that the Town Council further discuss the recommendations and provide feedback and guidance to staff.



TOWN OF CARRBORO • NC

Community Safety Task Force

**Report and Recommendations for Safety
Beyond Policing**

November 9, 2023

I. Introduction

In the wake of the police murder of George Floyd, municipalities across the country organized for change. Organizers named anti-Black violence as endemic to the culture and practice of law enforcement. Activists argued that true community safety and racial justice are threatened, rather than protected, by police. Carrboro was no exception. Local organizers, notably young people in the NAACP Youth Council, rallied to demand a response from the Town of Carrboro that recognized and fundamentally changed law enforcement's use of racialized violence against Black and brown people. On June 18, 2020, the Town of Carrboro created this Community Safety Task Force ("CSTF" or "Task Force"). The Town charged the Task Force with crafting specific recommendations for safety beyond policing. Specifically, our mandate was to research and identify best practices for fostering a healthy community while advancing racial equity. The Town specified that the recommendations were to be informed by engagement with grassroots and community organizations.

In alignment with the Carrboro Connects Comprehensive Plan, which centers race and equity alongside advancing climate action, this Task Force has identified changes that should be made both within and outside the Carrboro Police Department. These include, but are not limited to, reducing the number of arrests in favor of citation, reducing the number of citations in favor of deflection, eliminating unnecessary uses of force, and eliminating racial disproportionality in policing. We also favor moving funds where possible away from law enforcement and toward social services to better address the root causes of many of the issues police traditionally respond to. In particular, we identify solutions that rely on non-police personnel – social workers and people with lived experience – to respond to crises of behavioral health.

Over the course of nearly two years, we have sought out voices not typically heard in policymaking to guide our recommendations. Specifically, we collaborated with Activate! IFC in canvassing and phonebanking to solicit the perspectives of local residents from marginalized communities and people who have been harmed by police. In addition, we held two listening sessions. The first was with community members on a series of issues relating to experiences with law enforcement. The second was with people who have created programs outside of policing to enhance community safety, specifically individuals from Durham Beyond Policing and the Durham Holistic Empathetic Assistance Response Team ("HEART") program, as well as a local mutual aid organizer. The Activate! IFC collaboration, combined with the listening sessions, yielded a rich trove of qualitative data.

In addition, we conducted substantial empirical research. We analyzed Carrboro police data on traffic stops and searches and use of force to inform our recommendations. In addition, we researched successful initiatives from around the country to explore ways to promote safety. The most common was crisis units housed within the 911 structure that engaged non-police professionals to respond to behavioral health crises.

The Task Force consisted of a group of Carrboro residents with professional expertise and lived experience with the issues raised in the report. The current members of the Task Force are:

George Barrett

Executive Director of the Marian Cheek Jackson Center. The Jackson Center is dedicated to preserving the future of historically Black neighborhoods in Chapel Hill and Carrboro, NC. Located in the heart of the Northside community, Center staff work in collaboration with Northside neighbors and friends to respect and to serve histories from Emancipation, Reconstruction, Jim Crow, civil rights struggle, and desegregation. The Jackson Center works to achieve its mission through three primary strategy areas: Organizing and Housing Justice, Youth and Education, and Celebration and Connection.

Benjamin Blaisdell

Associate Professor at East Carolina University. Ben is Coordinator of the Racial Equity Studies graduate certificate and Foundations program in the College of Education at East Carolina University. His scholarship uses Critical Race Theory to examine how white supremacy and antiblackness are normalized in schools, and he engages in a collaborative form of professional development called equity coaching to foster racial literacy and antiracist action with schools. He currently serves as an equity coach for Northside Elementary and the Chapel Hill-Carrboro City Schools.

Wamiq Chowdhury

Team Lead at Dauntless Discovery. Wamiq is a member of the NC Triangle chapter of the Democratic Socialists of America and serves as the Endorsements Chair of DSA's National Electoral Committee, managing the organization's national endorsement process and its electoral grant program. He is also a member of DSA's Multiracial Organizing Committee. He previously served on Triangle DSA's Steering Committee and on the Carrboro Connects Task Force.

Barbara Fedders

Associate Professor at the University of North Carolina School of Law. Barbara directs the Youth Justice Clinic, where she supervises students representing children in conflict with the law. She is a researcher on school policing, student privacy, and LGBTQ+ youth.

Madison Hayes

Co-Executive Director at Refugee Community Partnership ("RCP"). RCP supports refugee communities in coming together to diagnose the issues most affecting them, design solutions that best address them, and make public life safer and more participatory by improving institutions' language access practice. She has been an organizer with Organizing Against Racism - Orange County and Triangle Mutual Aid.

The Task Force would also like to acknowledge former Task Force members, Town of Carrboro staff, and the partners and external consultants who supported our work:

Former Task Force Members

Ben Gear

Frances Henderson

Town of Carrboro Staff

Anita Jones-McNair, Chief Race and Equity Officer, Town of Carrboro

Kannu Taylor, Race and Equity Manager, Town of Carrboro

Town Council Liaisons

Barbara Foushee, Carrboro Town Council

Damon Seils, Mayor of Carrboro

Sammy Slade, Carrboro Town Council

Inter-Faith Council for Social Service Partners

Quinton Harper, Director, Activate! IFC

Nate Jones, Manager, Activate! IFC

Heather Nash, Advocate, Safety Vanguard

External Consultant

Kimalee Dickerson, Assistant Professor, University of North Carolina at Chapel Hill
School of Government

II. Data on Policing

Before considering any changes to public safety, it is helpful to begin with a shared understanding about the current state of policing. This section presents national, state, and local Carrboro data about policing. Specifically, we focus on who interacts most with police and the nature of common interactions to better understand patterns of racial disparity in policing.

National Police Data

Each year, more than 50 million people aged 16 or over in the United States have contact with police (Tapp & Davis, 2022). From traffic stops and searches to arrests and police use of force, national data and research consistently show that Black and Latinx/Hispanic people are disproportionately *burdened* by racially biased policing.

A recent study of nearly 100 million traffic stops across the country concluded that “decisions about whom to stop and, subsequently, whom to search are biased against [B]lack and Hispanic drivers” (Pierson et al., 2020, p. 740-41). Specifically, researchers found that Black drivers were stopped more often than White drivers relative to their share of the residential population, while Latinx drivers were stopped at lower rates than White drivers. Once stopped, Black and Latinx drivers were searched 1.5 to 2 times more often than White drivers, although they were equally or less likely to be carrying drugs, guns, or other illegal contraband (Pierson et al., 2020).

Nationwide arrest data tell a similar story. A study of racial disparities in nationwide arrests between 1999 and 2015 found that even as crime rates went down over time, the racial disparity in arrests went up. In 1999, the average police agency arrested 5.48 Black people (adult and juvenile) for every White person, and by 2015, the average was 9.25 arrests of Black people for every White person (Redbird & Albrect, 2020). The racial disparity in arrests holds even after accounting for behavior that may violate the law (Gase et al., 2016). For example, racial disparities in drug arrests are not explained by racial differences in drug use or offending. Rather, racial disparities in drug arrests are most often due to “racial bias in law enforcement” (Mitchell & Caudy, 2015).

In addition to traffic stops and arrests, national data from the Bureau of Justice Statistics show that in 2015, 2018, and 2020, Black and Latinx persons were more likely to experience the threat of force or use of nonfatal force during their contact with police than White individuals (Tapp & Davis, 2022; Harrell & Davis, 2020; Davis et al., 2018). In fact, Black and Latinx people are more than 50 percent more likely than Whites to experience nonlethal use of force (e.g., handcuffing without arrest, drawing or pointing a weapon, or using pepper spray or a baton) in interactions with police (Fryer, 2019; Goff et al., 2016; Weisburst, 2019). The evidence is more mixed on racial disparities in incidents of police lethal use of force, with some studies finding Black people more likely to be victims of lethal police force and others finding no racial disparity (Fryer, 2019; Kramer & Remster, 2018).

Neighborhood racial demographics and the amount of police presence are important considerations in understanding interactions with police. Communities of color are often simultaneously over-policed, meaning they receive disproportionate attention and targeting for real, perceived, or potential criminal activity, and under-policed or ignored by law enforcement (Boehme et al., 2022). While having a larger police force is associated with a reduction in certain crimes – for example, on average each additional police officer abates approximately 0.1 homicides – Black and Latinx communities do not benefit equally from greater police presence as White communities (Chalfin et al., 2022). In cities with large Black populations, the number of potentially averted homicides (1 per 10-17 officers hired) is modest and might even be zero, while the presence of more police officers leads to more arrests of Black people for common low-level offenses like liquor violations and drug possession (Chalfin et al., 2022). Police use of force is also more prevalent in Black neighborhoods (Lautenschlager & Omori, 2019).

North Carolina Police Data

The patterns of racial disparities in police interactions in North Carolina are similar to the rest of the nation. A study of over 20 million traffic stops between 2002-2016 in North Carolina found Black drivers were almost twice as likely to be pulled over as White drivers and were four times more likely to be searched following a stop, although they were less likely to be found with contraband (Baumgartner, 2018). While Hispanic drivers were no more likely than White drivers to be pulled over, they were much more likely to be searched (Baumgartner, 2018). In terms of arrests, an analysis of FBI arrest data shows that in 2018, Black people in North Carolina were arrested on average 2.5 times more often than Whites, with some areas of the state showing even greater difference in arrest rates (Kummerer & Green, 2020). For example, FBI data showed Orange County arrested Black people four times as often as White people (Kummerer & Green, 2020). Like the national data on the differential impact of additional police presence, more police officers in North Carolina communities have been linked to more arrests for Black, Latinx, and Native American people, but not Asian or White people (Johnson & Baumgartner, 2022).

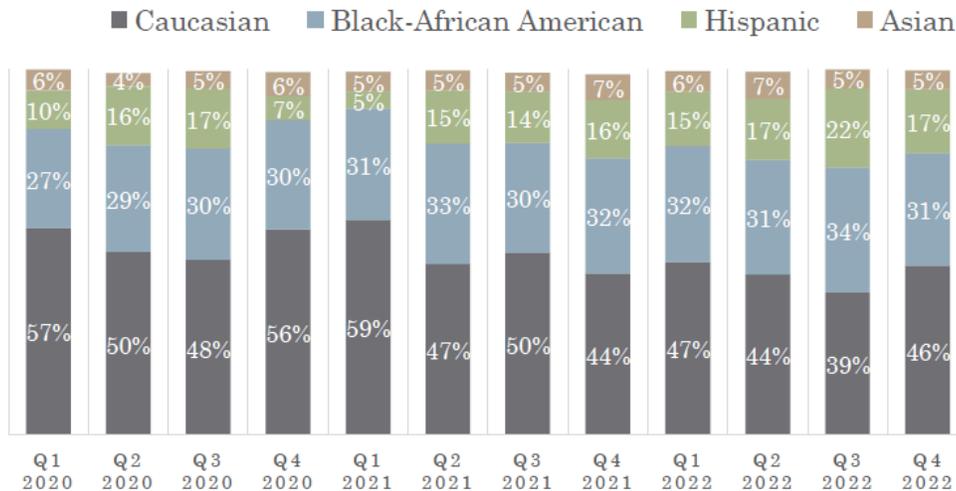
Town of Carrboro Police Data¹

Consistent with state and national data, Carrboro policing data shows that Black and Latinx/Hispanic people are overrepresented in traffic stops and more likely to be searched following a stop. Moreover, when Latinx people are stopped, they are generally the least likely to receive a warning and more likely to be arrested or receive a citation. Black and Latinx people in Carrboro are also more likely to be arrested, particularly for low level, non-violent offenses, and Black people, specifically Black men, are most likely to experience use of force by police.

¹ The sources of the police data for the Town of Carrboro are 1) reports from the Carrboro Police Department including an annual report for 2020 which include traffic stop/search, arrest, and use of force data, and quarterly reports for 2021 and 2022 which include traffic stop/search and use of force data and 2) the Police Scorecard, a nationwide public evaluation of policing in the United States that calculates policing outcomes for over 16,000 municipal and county law enforcement agencies based on federal and state databases and data obtained from local police agencies.

Traffic stop data were provided by the Carrboro Police Department for 2020-2022. During this time, data show a total of approximately 5,290 traffic stops, 2,191 stops in 2020, 1,701 stops in 2021, and 1,398 stops in 2022.² Each year, about 26-30% of the drivers stopped by the Carrboro Police Department were residents of Carrboro, another 22-23% were residents of Chapel Hill, and the remaining 50% were from other jurisdictions such as Durham, Alamance, Chatham, Wake, and others. Black and Latinx drivers were overrepresented in traffic stops relative to their share of the population in both the Town of Carrboro and the state of North Carolina. United States Census Bureau population estimates for 2022 show that Black people are about 15% of the population in Carrboro and 22% in North Carolina respectively, yet they made up an average of 30.8% of all traffic stops from 2020-2022 as shown on the graph below.³ Similarly, the Latinx population estimate for Carrboro is 8.5%, while Latinx people constituted 14.25% of all stops from 2020-2022. In comparison, White people are an estimated 64% of Carrboro’s population, but represent 48.9% of stops from 2020-2022.

STOP TREND BY QUARTER AND DEMOGRAPHIC



This graph shows quarterly traffic stop data by race/ethnicity for the Town of Carrboro during 2020-2022. Source: Carrboro Police Department Traffic Stop Data Report for Q4 2022 and Q1 2023

² Traffic stop data are approximate because different data sources have slightly different numbers. For example, the Carrboro Police Department Traffic Stop Data report for Q4 2022 and Q1 2023 lists 477 stops during Q3 2021, while the quarterly report for Q3 2021 states 481 stops for the same time period.

³ The most recent U.S. census data from July 2022 for the Town of Carrboro includes the following population estimates by race and ethnicity: White (not Hispanic or Latino) 63.9%; Black or African American 15.3%; Hispanic or Latino 8.5%; Asian 8.5%; two or more races 7.2%; American Indian and Alaska Native 0.6%; Native Hawaiian and Other Pacific Islander 0.0%. The most recent U.S. census data from July 2022 for the state of North Carolina includes the following population estimates by race and ethnicity: White (not Hispanic or Latino) 61.5%; Black or African American 22.2%; Hispanic or Latino 10.5%; Asian .6%; two or more races 2.6%; American Indian and Alaska Native 1.6%; Native Hawaiian and Other Pacific Islander 0.1%.

After a traffic stop in Carrboro, a greater percentage of Black and Latinx people were searched compared to White people. However, Carrboro police found contraband with equal frequency or more often when searching Whites in 2020 and 2021. The most commonly found contraband for all racial/ethnic groups was alcohol and drugs. In terms of enforcement actions following a traffic stop, between 2020-2022, a higher percentage of Latinx people were arrested or received a citation compared to White and Black people. Among the three racial groups, Latinx folks were consistently the least likely to receive a warning. For example, in 2021, 37% of Latinx people who experienced an enforcement action following a traffic stop received a warning, while 47% of Black people and 51% of White people received a warning. The remaining 63% of Latinx people were arrested (8%) or received a citation (55%).

Carrboro's arrest data are primarily based on data from 2013-2021 in the Police Scorecard. In terms of arrests, the Police Scorecard data show 3,267 arrests by Carrboro police from 2013-2021. The range of arrests by year includes a high of 639 arrests in 2013 and a low of 209 arrests in 2020.⁴ The Police Scorecard indicates disproportionality in the racial breakdown of those arrested: 53% of arrestees were Black, 13% were Latinx, and 28% White. Notably, 69% of all arrests in Carrboro from 2013-2021 were for low-level, non-violent offenses such as drug offenses, public drunkenness, vagrancy, loitering, gambling, disorderly conduct, prostitution, vandalism, and other typically misdemeanor offenses often associated with issues of substance abuse, homelessness, and sex work. In Carrboro, Black people were 4.1x more likely and Latinx people were 3.5x more likely to be arrested for low level, non-violent offenses compared to White people.

Both the CPD and Police Scorecard reports include use of force data. One positive finding is that the Police Scorecard indicates that Carrboro Police Department did not report any fatal use of force by its officers between 2013-2021. CPD data show a total of 48 use of force incidents from 2020-2022, 12 in 2020, 20 in 2021, and 16 in 2022. During this time, Black people were involved in more than half of the incidents in which force was used by officers. Black men were particularly vulnerable to use of force. For example, in 2022, 12 of the 16 use of force incidents (75%) involved Black people, all of whom were men.

Town of Carrboro Police Department Budget

In the 2023-2024 adopted budget for Carrboro, 14.7% of the general fund is allocated to the police department. This is a reduction from the 16.3% of the general fund allocated to the police department in 2022-2023 and the 15.8% allocated in 2021-2022. The large majority of the police budget for 2023-2024—93.3%—is for police personnel. Police personnel account for 21.6% of Carrboro's total personnel budget for 2023-2024. This is a slight reduction from 23.3% of the total personnel budget in the 2022-2023 and 2021-2022. Although there was an 11.5% increase in the police personnel budget in 2022-2023 and a 12.3% increase in the police total budget compared to the previous year, we are encouraged by the recent reductions in the police

⁴ The arrest data from the Carrboro Police Department differs slightly and shows 291 arrests for 2020. The Task Force did not receive arrest data from the CPD 2021 or 2022.

budgets for 2023-2024. In our recommendations (Recommendation 2: Reallocate Money), we identify ways for Carrboro to reallocate money from the police department to other departments and initiatives to increase community safety.

III. Community Engagement

The Task Force has held a shared commitment to pursue its mission by listening to Carrboro residents most disproportionately impacted by violence and policing. The resolution establishing the Task Force states that “investments in public safety and in programs and services that keep communities healthy and safe must advance racial equity, be grounded in community demands, and be informed by authentic engagement with grassroots and community organizations.” It calls upon the Task Force to “learn from residents and experts” about safety needs and alternative resources “[t]hrough a series of shared learning sessions”, making community engagement a core part of the Task Force’s work.

The Task Force sought community feedback in multiple ways. One key partnership was with the Activate! project at the Carrboro-based Inter-Faith Council for Social Service (IFC) on their Safety Vanguard initiative. At the time the Task Force was formulating its community engagement plans, Safety Vanguard was beginning to survey community members for input on safety and policing through a series of phonebanks, canvasses, and in-person discussions, making it a perfect partnership for the Task Force. Task Force members engaged in all of these activities with Activate!, helping the project survey 113 people, many of whom are low income, have experienced houselessness, and hold marginalized identities, making them a vital group to include in our community engagement efforts.⁵ The Task Force also conducted two community listening sessions, one with local community leaders with experience with policing overreach in their communities, and one with individuals with expertise in policing alternatives, to gain further perspective and knowledge to inform our recommendations. In advance of these sessions, the Task Force spent considerable time determining what the focus of the discussions would be and identifying individuals whose perspectives would be especially valuable. The invited guests were community leaders who the Task Force members knew through our community organizing experiences, as well as contacts shared with us by our Council Liaisons, whose assistance was greatly appreciated. In addition to our invited guests, other members of the public attended these sessions and shared their experiences as well. As part of their Black August events, Safety Vanguard also held group discussions on community safety that members of the Task Force helped to plan and facilitate. All of these community engagement efforts were vital in providing the Task Force with a grassroots grounding in the community’s needs and requests, and we are deeply appreciative of everyone who shared their views with us.

Task Force members spent significant time processing the information we gained from our community engagement efforts to determine the predominant themes of residents’ feelings about safety. Many of the survey questions were open ended, so Task Force members together with Activate! staff analyzed the responses by coding and categorizing them into themes. For the listening sessions and community discussions, Task Force members took careful notes and

⁵ Of the 113 survey respondents, 23 said they were residents of Carrboro proper. Another 35 said they lived in Chapel Hill. Three respondents reported working in Chapel Hill or Carrboro. Many of the remaining respondents either lived near Carrboro or did not have stable housing. Not all survey respondents answered all questions, including the demographics questions.

then combined and compared them to identify key themes from the discussions. Several themes emerged from both the open-ended survey questions and the community discussions.

Safety Vanguard Survey Findings

The survey asked respondents about their thoughts and feelings on safety broadly and about the police specifically. Several important themes emerged from the findings, including that most respondents associated safety with freedom from harm, community connections, and meeting basic needs like affordable housing and health care. In terms of the police, respondents shared several safety concerns, and a significant number viewed police as a potential threat, rather than source of safety.

When asked what safety meant to them, the most common responses were those that equated safety with feeling free to live or act as people choose, without fear of physical or emotional harm (28 responses).⁶ The second most common theme connected community, friends, or familiarity with one's neighborhood with safety (23 responses). Some respondents also identified material resources including access to support resources (8 responses) and housing (6 responses). Only five respondents mentioned police as part of their conception of safety, with one of those saying that safety required not feeling threatened by police. On the other hand, when asked, "What makes you feel unsafe?", police were mentioned by 10 respondents, second only to responses concerning violence, physical harm, and escalation (11 responses). Other common themes included drugs (8); general uncertainty or instability (8); folks living unhoused (7); guns (7); and racism (7). Five responses mentioned domestic violence or abuse, and five respondents said that men make them feel unsafe.⁷

The survey also asked how respondents would keep their community safe if they had a million dollars. The most common theme by far was affordable housing, mentioned by 25 respondents. Relatedly, another 12 responses mentioned emergency shelters or homelessness, and 12 others mentioned food, highlighting the extent to which survey respondents saw meeting basic material needs as central to safety. After affordable housing, the second most common theme was mental health, behavioral health, or harm reduction (19 responses). Finally, 12 responses mentioned investing in law enforcement, including more officers, more community outreach by police, more training, more diversity on police forces, or more prisons.

In addition to understanding general perceptions of safety, the Task Force sought to understand how and if community members considered policing to be a factor in their safety. About one third of respondents reported they do not feel comfortable calling the police when they feel physically

⁶ See Tables 1-4 in the Appendix for a summary of survey responses and themes.

⁷ While much of the discussion in this report focuses on the most common responses, we would be remiss to ignore responses common to smaller subsets of respondents, including women who fear being alone outside at night, and gender nonconforming individuals who are particularly at risk of physical and emotional harm for simply existing in public. We should be particularly sensitive to intersections in these oppressions; while race and class based oppression came up repeatedly in our community interactions, these combined with gender based oppression leave some of our neighbors precariously unsafe.

unsafe. The comments elaborating on this question were particularly insightful for the Task Force as they again highlighted a tension between community members wanting police to provide services yet not trusting the police because of negative past experiences and/or fear that police will escalate the situation and create, rather than prevent, violence. For example, one local Black resident explained that although he felt comfortable calling the police, he feared being stopped by the police. Other respondents explained they did not feel safe calling the police because they “called police a lot in former job and had negative experiences” and because the police “add unnecessary escalation, bringing police into predominantly Black neighborhoods and spaces creates anxiety and unease”.

Finally, respondents were asked to name their top three safety concerns they would share with a local policy maker or law enforcement officer.⁸ The most common responses involved concerns about police (38 responses). Specifically, respondents noted concerns with police training (21), concerns with police responses to crises (10), and concerns with insufficient community engagement by police (10). Only four of these responses called for more police. Among non-police related concerns, affordable housing was again the top concern (21 responses), followed by public transportation and pedestrian safety (17), racial and class inequality (16), and safety for unhoused people (12).

To summarize, some of the common themes that the survey respondents shared about police were:

- police often escalate situations rather than defusing them,
- police are not effective in resolving the problems they are called to respond to, and
- police do not serve or may pose a danger to those from marginalized communities.

Findings from Listening Sessions

The Task Force held our first listening session in summer 2023 with five leaders from primarily Black and Latinx communities who also represent queer people of color who face intersectional forms of oppression (e.g. racism, heterosexism, and ableism). The session opened with the question, “How does the relationship between racism and policing show up in your community?”. Participants shared personal stories of over policing, police failing to resolve and often escalating the situations they were called to, and communities that avoid calling the police due to negative experiences. One participant remarked, “Carrboro police are quick to react, slow to resolve.” Another detailed how police exacerbated situations where mental health, race, and gender nonconformity intersected, noting that their only positive experience with police was an instance in which the Chapel Hill Crisis Unit responded to a call and a social worker was the primary responder.

We followed up by asking about long-term effects on our guests’ communities. Breakdowns in community connectedness and neighborhood familiarity were a major topic in this phase of the conversation. In particular, participants voiced a concern that local law enforcement officers lack

⁸ Safety Vanguard also included questions about voting in the survey; those are not discussed here.

a connection to the communities they police. There was a strong feeling that policing overreach could be eased if officers engaged in more intentional personal engagement with community members. Participants emphasized that police should participate in authentic community engagement that:

- Is on the community's terms and centers community ownership,
- Takes place in locations and at times convenient for working people, and
- Involves officers wearing street clothes rather than police uniforms.

We then asked the group about alternatives to policing. A main theme we heard was a seemingly opposing call for both safety alternatives beyond policing and police reform. This theme is best illustrated by a comment from a younger Black man who said, "I don't believe in [police] reform. I think the system is too far gone to fix", but then shared ideas for police reform such as more community engagement by police. Other members of the group shared similar wishes for Carrboro police to become more "of the community" while also lifting up the value of other community safety systems their communities use such as neighbor-to-neighbor de-escalation training, community agreements on how they want to respond to crisis without police involvement, and internal community communications on digital group messaging applications to share resources and seek help from each other rather than calling the police.

We ended the session by asking about accountability, including how the Town and the police department could be held accountable to the recommendations the Task Force would submit to the Council. Along with recommendations for more accessible Town resources for their communities (resources being shared in hard copy rather than online), several participants expressed skepticism of task forces such as ours and whether they were capable of achieving lasting change. One participant posed a crucial question: "Does the police department want to change? If they don't want to change, trying to hold them accountable is pointless."

The Task Force identified several key themes from this discussion:

- Participants strongly felt that the police are not for them and do not serve their communities. Rather, they felt the purpose of police is to surveil them and criminalize their existence.
- Participants strongly desire police to have better knowledge of and stronger commitments to their communities.
- Participants felt skeptical that police departments are open to or capable of change.
- Participants felt that community safety task forces can only be effective if they result in ongoing dialogue between police and communities on the communities' terms.
- Participants without direct experience with policing alternatives had difficulty thinking outside of policing and desire police reform while also being skeptical of it.
- Participants with direct experience with policing alternatives pursued those alternatives out of feeling that they were necessary, and found them somewhat useful, if imperfect, resources for solving problems without police intervention.

Our second listening session focused on different approaches to policing alternatives. We spoke with experts from Durham about the Durham HEART program and from Chapel Hill about local

efforts to train neighborhoods in nonviolent crisis response and de-escalation as an alternative to calling police. We learned several important details about the development and efficacy of the HEART program, which connects residents experiencing non-violent mental health crises or quality of life concerns with appropriate care rather than by always dispatching police. We learned that one of the keys to the success of the HEART program is that it is run by the Durham Community Safety Department, rather than being nested within the police department. Also, while the program was initially utilized only for non-urgent welfare checks, it has since been expanded to a much wider range of calls, for which it has been effective. It utilizes not only mental health clinicians but also peer support specialists, who in many cases are more effectively able to de-escalate situations than police often are, as well as EMTs, who can provide care without carrying firearms. The conversation also underlined how much time and effort it takes to develop and implement such a program, highlighting for us the extent to which our Task Force has only been a first step.

Our Chapel Hill expert had experience with both police reform in Chapel Hill, as well as running grassroots alternatives to policing. Their comments echoed what we heard from community leaders in the first listening session. In particular, they stressed the importance of investing directly in neighborhoods to build community, get neighbors talking to each other, and learn how to de-escalate situations without needing to call the police.

The Black August discussions at IFC⁹ further reinforced themes from our listening sessions and surveys. Many of the Black August participants had experience dealing with mental health issues and felt especially at risk in police interactions. For example, one participant shared that “I’ve never heard someone say being in police presence makes them feel safe.” In these folks’ experiences, there are not enough resources in the area for people suffering from mental health crises. Some participants expressed that not having a safe place to go during such an episode put them at risk of harm by police who are aggressive and inclined to use force, leading to criminalization rather than support. Several participants linked lack of support for mental health to drug use, drawing a straight line from their treatable health issues to the criminal justice system that many never escape.

Another common theme that arose in the Black August discussions was the tension between skepticism that police exist to serve communities and a strong desire for a radical culture shift within policing. A major component of the culture shift desired by participants was focusing on building relationships between law enforcement and the communities they police. Much like the first listening session, several participants felt that police officers should be from the communities they serve and know them more intimately. It was clear that almost all of these participants, particularly our most marginalized neighbors, struggled to feel authentic care and compassion in their interactions with law enforcement. They did report having much better interactions with Chapel Hill’s Crisis Unit and with Orange County’s Street Outreach, Harm Reduction and Deflection (SOHRAD) program discussed below, with participants saying that their interactions with service providers from those institutions made them feel much more

⁹ For the Black August discussions, we started with one-on-one discussions using the Safety Vanguard survey. Then, we broke into two large groups for further discussion.

supported. Proactive outreach and follow up care (which the HEART program also provides) were instrumental in engendering these feelings.

Summary of Key Community Engagement Findings

To summarize, the findings from our community engagement efforts were as follows:

- Many participants experience a lack connection between police and the community and among community members
 - Local residents do not feel that police are sufficiently connected to the communities they police
 - Some communities are sufficiently tightly woven that they have developed their own alternatives to reduce calls to police, but for most this is not the case
- Participants desire accessible community services
 - Residents deeply desire places that provide services (mental health, affordable housing, substance use, domestic violence, etc.) that are easily accessible and do not carry a threat of criminalization
- Lack of affordable housing is a barrier to safety
 - Houselessness, housing insecurity, and housing affordability are seen as important obstacles to safety, by both those with and without experience with houselessness and housing insecurity
- Showing genuine care is associated with feelings of safety
 - Non-police first responders that are proactive, follow up to help residents connect with local services, and arrive on the scene with mindsets of care and compassion lead to much greater feelings of safety
- Participants desire police reform
 - Local residents desire a range of police reforms, including some that may not be feasible (like having Carrboro police officers live in Carrboro) and some that may be contradicted by research (like implicit bias training or police diversification efforts having clear positive impacts), but what residents desire most is a radical shift in the culture of policing
- Participants prefer alternatives to policing
 - Where alternatives to policing exist locally and within pockets of marginalized communities in town, they are seen as more effective and vastly preferred by residents
- Accountability and community engagement are vital
 - The Town government, the police department, and even this Task Force itself can only be held accountable by allowing affected communities to make demands and drive the process of creating safety beyond policing

Limitations of Our Community Engagement and Looking Ahead

We should note some limitations of the community engagement aspect of the Task Force's work. In terms of informing the way forward, there is an inherent risk in overly relying on existing

feelings about safety and policing in formulating recommendations on alternatives to policing. Such existing perceptions are affected by the dominant status quo of the current policing model in American culture, and indeed by many peoples' material realities, in which people often feel that the police are the primary or only recourse for solving their problems. Without a wealth of existing alternatives to traditional policing that people are familiar with, progress on community safety necessarily requires looking beyond the status quo. It is clear that part of what the community is calling for is radical police reform, with both the process and the content of those reforms driven by the community.

Another limitation of our community engagement work is that this work necessarily must be a long term process. With more time and opportunities for follow up, the Task Force would have relished the opportunity to go back to the folks we heard from to ask more and deeper follow up questions. For example, one question we were left with after our community discussions was: when community members say they want police to serve them better, do they specifically mean that they want *police* to provide these services, or do they just want *someone* to provide these services, but don't know who else could do so besides police? To some extent, Carrboro's task is to provide transformative alternatives so the Town can continue to engage with the community and assess their feelings about new alternatives they weren't previously familiar with.

It is vital going forward that Carrboro's community safety efforts continue to engage with the communities that imparted so much of their wisdom to the Task Force and support existing efforts that are already engaging with these communities. Many of these individuals are justifiably skeptical of processes like the one we have undertaken. Continued engagement with them and others, centering their visions for community safety, and creating mechanisms by which they can hold the Town accountable in implementing the Task Force's recommendations is vital to building toward community safety that is rooted in the realities of those most impacted by violence.

IV. Research on Existing Models of Alternative Crisis Response

Throughout our months of community listening sessions, phone banking, and canvassing - during which we listened to as many stakeholders as possible, especially those who are directly impacted by Carrboro's emergency response systems - a prominent theme was police alternatives to crisis response, particularly the need for first responders that are skilled, compassionate, and unarmed. The Task Force researched existing models for alternative crisis response, especially models developed or implemented locally. We sought input from active, municipal programs offering various alternative crisis response services in Durham County and Orange County. As discussed above in the community engagement section, representatives from Durham's HEART Program and Durham Community Safety Department shared their efforts, the outcomes of program implementation, and lessons learned. We also heard from residents who are disproportionately policed about their experiences with Orange County's SOHRAD program and Town of Chapel Hill's Crisis Unit. The SOHRAD program connects people experiencing houselessness in Orange County with housing and services through peer support and clinical staff. Chapel Hill's Crisis Unit is a 24-hour co-response team that provides onsite emergency response with human services professionals and police officers working together in crisis situations.

Some insights we gained from policing-alternatives in other jurisdictions include:¹⁰

- Atlanta's Policing Alternatives and Diversion (PAD) program showed that nearly 1 in 5 calls to the Atlanta/Fulton County 911 emergency call center could be managed through police-alternatives.
- In Albuquerque, NM, 73% of inbound calls to the Albuquerque Police Department during 2023 have been diverted to the Albuquerque Community Safety program.
- San Francisco's Street Crisis Response Team (SCRT) found that the majority of crises to which they are dispatched (totaling 30,284 so far since inception in 2021); can be resolved on the scene by skilled crisis responders.

Closest to home is Durham's HEART program, which was piloted in 2022, and has rapidly expanded due to the overwhelming success and high service level demand during its pilot year. The HEART program has responded to over 9,000 calls since its inception in June 2022. Data collected by the HEART program show that over the last year alone, HEART has responded to 7,879 calls, only .01% of which needed police department backup for team safety. Evidence shows that sending the right response based on people's needs reduces law enforcement encounters and unnecessary emergency room use, lowering the burden on emergency services and reducing criminalization.

¹⁰ Website links for more information about the alternative crisis response programs discussed in this section are available on the Resources and Links page at the end of this report.

V. Recommendations

Based on the above research and community input, we have identified the recommendations that follow. While we urge the Town to take action on each recommendation, we have listed our recommendations in order of their priority to the Task Force. These recommendations also reflect the reality that the vast majority of police work does not involve actually preventing, responding to, or solving violent crime (Asher, J. & Horwitz, B., 2020; Kaba & Ritchie, 2020; Kanu, 2022).

There are dozens of recommendations that we would put forth to Carrboro Town Council; however, our list is deliberately small to keep Council's focus on strategies that would have the most widely felt impact for Carrboro residents. We implore the Town Council to continue developing community safety approaches that are alternatives to policing and the criminal legal system and involve diverting money from policing to community-led initiatives and organizations helping to meet needs and solve community problems without police involvement. In particular, we stress the importance of affordable housing. Without affordable housing for all Carrboro community members, the impact of these recommendations will be more limited than we hope.

1. Develop a Non-police Crisis Response System: "I want public safety folks that are not police."

Carrboro deserves access to skilled, compassionate, unarmed care when residents are experiencing nonviolent mental and behavioral health crises or quality of life concerns. The Task Force recommends developing a non-police crisis response system as a crucial strategy for increasing community safety, and particularly prioritizing the safety of marginalized communities in Carrboro. Modeled after Durham's HEART program, the Task Force recommends a pilot that includes:

1. **Crisis Call Diversion (CCD)**, which embeds licensed mental health clinicians into the 911 Call Center to triage, assess, and respond to behavioral and mental health related calls for service. Crisis Call Counselors serve 8 major functions:
 - a. **Assess** 911 callers' needs, complete safety plans, and help identify the appropriate response.
 - b. **Divert** non-emergency crisis calls that do not require an in-person response.
 - c. **Connect** people to resources to support future mental health-related needs.
 - d. **Dispatch** Community Response Teams as appropriate.
 - e. **Consult** with 911 dispatchers, providing information that can support better outcomes.
 - f. **De-escalate** situations prior to the arrival of first responders.
 - g. **Support** first responders in the field as unanticipated mental health related issues arise.
 - h. **Follow up** with callers after a crisis to check in and help connect them to any services that might be needed.
2. **Community Response Teams (CRT)**, which provide rapid, trauma-informed care for 911 calls involving non-violent behavioral and mental health needs and quality of life

concerns by dispatching 3-person teams of unarmed and skilled first responders including licensed mental health clinicians, peer support specialists,¹¹ and EMTs.

Community Response Teams serve 5 major functions:

- a. **Identify** appropriate 911 calls that will receive an unarmed response.
 - b. **Dispatch** teams of three unarmed, skilled responders through 911.
 - c. **Arrive** on the scene in less than 30 minutes from time of dispatch.
 - d. **Deliver** person-centered, trauma-informed care.
 - e. **Transport** neighbors to the appropriate community-based care, when necessary.
3. **Care Navigation (CN)**, where two-person teams of a peer support specialist and licensed clinician provide in-person or phone-based care following an initial encounter with crisis responders, with the intention of following up until the resident is connected to the care they need and want.
- a. **2-person teams:** Navigator teams are made up of one peer support specialist and one licensed clinician.
 - b. **Follow-up:** Navigators follow up with neighbors who meet with the Community Response Team and/or Crisis Call Counselors, if requested. They may also follow up with families, providing in-person and/or phone-based care following the initial encounter.
 - c. **Continuation of care:** CRT teams inform Care Navigators about residents' needs. Navigators strive for a warm handoff to ensure linkage to care and to minimize people having to retell their story.
 - d. **Respond in pairs:** When following up in person, Care Navigators will respond in pairs.
 - e. **Multiple check-ins:** Based on each neighbor's needs, Care Navigators may check in multiple times to support.

During our listening session with representatives from the City of Durham's Community Safety Department and Durham Community Safety & Wellness Task Force, we gleaned three key factors that have driven the HEART program's success:

- The wide scope of calls that are eligible for HEART response. While most HEART calls are related to mental and behavioral health, HEART also responds to things like trespassing, prostitution, public order offenses, problems created by inadequate reduction and recovery resources, etc.
- The importance and prevalence of lived experience among peer support specialists and first responders.
- HEART programs are housed under the City of Durham's Community Safety Department, a specialty department that was designed to advance community-designed responses to safety, and is independent from but works alongside the City's emergency services.

¹¹ Peer Support Specialists are mental health workers with lived experience who have been trained to support those who struggle with mental health, psychological trauma, and/or substance use.

We implore the Town to ensure these three key characteristics are prominent in any non-police crisis response system the Town implements. Along with the specialized skills and training required for the role, clinicians, peer support specialists, and first responders should be individuals with lived experience with mental health, domestic violence, housing instability, interpersonal violence, or incarceration, and who are trained in LGBTQIA+ care, harm reduction, trauma, and language justice. Any non-police crisis response system must also involve proactive and comprehensive language services to serve Carrboro's residents who speak languages other than English, and it should use a human-centered design approach to integrating language service accessibility into the program. We recommend seeking input from local language access agencies, organizations, and advocates to understand the barriers and pathways for successful language accessibility.

Like Durham's HEART Program that lives under the City of Durham's Community Safety Department, this pilot should be housed in a newly created department that is independent of but works in coordination with the Town's emergency services. We believe a pilot is the appropriate scale at which to initially implement these strategies - the most important reason being that starting small will allow Carrboro to learn how to do this well here. While other jurisdictions are seeing success with similar approaches to crisis response, there will be a lot to learn and figure out, like appropriate staffing models, cross-departmental coordination, and budget needs. By starting small and paying close attention to the data, we can learn what approaches work best before scaling them town wide and 24/7. In this way, we intend to refine and make changes to these models to best meet the needs of Carrboro residents. The pilot should involve external contracts with City of Durham's Community Safety Department for pilot design input; Orange County's SOHRAD program and the Town of Chapel Hill's Crisis Unit for cross-coordination; IFC Activate!'s Safety Vanguard for community feedback; and a local research institution (like RTI) for evaluation.

Care Navigation is one of the most utilized and high-demand strategies of the HEART program and is sorely needed in Carrboro, especially in the wake of the COVID-19 pandemic as a driving force behind increases in mental health crises, domestic violence, and substance abuse. It is, however, inextricably bound to the need for more available, accessible, and decriminalized human services in these areas. The Task Force connects this with our second recommendation for more and abundant funding for existing and future human services, so that services are available to more Carrboro residents more of the time.

2. Reallocate Town Funding

From the beginning of this process, a major priority for the Task Force was making material changes to the Town's annual budget. As stated in the data section of this report, the Police Department makes up almost 15% of the general fund of the Town's annual budget for the current fiscal year and received \$4,303,021. Currently, 24 of the 42 (57%) FTE personnel in the Police Department are patrolling officers. The Task Force recommends that the Town Council reallocate funding from this portion of the general fund to support other services and plant the

seed for new departments and avenues to support the health and well being of marginalized communities in Carrboro.

In the adopted FY 2023-2024 budget, the Carrboro Town Council laid out five strategic priorities. These priorities guide the work plans of Town staff and dictate the flow of money. The Carrboro Town Council takes various factors into consideration when making decisions about Town priorities and the final approval of the allocation of funds. In line with the annual budgeting process, the Town Council must take the recommendations of the Task Force into account when determining the annual operating budget. Therefore, what follows are recommendations by the Task Force that we hope are reflected in next year's annual operating budget. We have identified two primary mechanisms for our recommendations to be realized:

1. Consult with the City of Durham to strategize about how to create the revenue needed to fund a pilot program modeled after the HEART program through a newly formed Community Safety Office that would be in operation by FY 2025. This department and pilot program, including operations and program personnel, would sit under the Office of the Town Manager.
2. Decrease the number of patrolling police officers. We recommend decreasing the number of patrolling officers as a source of funding redistribution. Redistributing these funds would provide a funding source to:
 - Support the pilot crisis response program through the new Community Safety Office and
 - Fund other parts of the Carrboro annual budget, primarily in the general fund, as detailed immediately below.

Through a redistribution of funds by decreasing the number of patrolling officers and pursuing other sustainable revenue streams, we recommend new monies go to the following areas in the Town's annual budget going forward:

3. Long-term sustainability of a social worker position in the police department. This position should NOT be dependent on grant funds.
4. Increase funding of the Outside Agency Human Services program with the purpose of making more funds available to nonprofit organizations working to advance and resource marginalized communities whose members are most likely to experience negative interactions with the police. In particular, the Task Force recommends prioritizing funding for organizations working to advance:
 - Creation of and access to more affordable housing
 - Mental and behavioral health services
 - Community engagement and organizing with BIPOC communities
 - BIPOC leadership development
 - Food security
 - Education and youth development

- Emergency response for unhoused individuals
 - Racial and economic justice
5. Create a new pilot funding source for existing Carrboro-based community-led organizations that are already engaged in creating a safer community outside of policing through their work and research. Examples of organizations currently doing this work in our community include:
 - SOHRAD
 - Activate! IFC/Safety Vanguard
 - El Centro Hispano
 - Refugee Community Partnership
 - Organizers in marginalized communities of Carrboro doing grassroots work to keep their community safe outside of the police system through innovative communication systems and neighbor to neighbor dispute resolution skills.
 6. Reallocate funding to develop resources to assist people who are low-moderate income with fixing minor vehicle maintenance issues and with registration/insurance renewal payments.

3. Create a Standing Advisory Board

We recommend that the Town of Carrboro create and appoint a standing advisory board empowered to monitor the implementation of the Task Force's recommendations while also continuing to conduct research, engage with the Carrboro community, and further develop Carrboro's efforts to create a healthy, just community that includes safety beyond policing.

In terms of implementing the Task Force's recommendations, the advisory board should pay particular attention to relevant police data and outcomes, such as whether and how the police department is decreasing the use of arrest and citation in favor of deflection, reducing the number of searches following a traffic stop, and reducing racial disparities in all police actions and outcomes. For example, the advisory board should track whether Carrboro police officers are utilizing the pre-arrest diversion program within the Orange County Criminal Justice Resource Department more often. Additionally, the advisory board should focus on whether and how the Town is shifting personnel and funding out of policing and into services that provide safety outside of policing, such as affordable housing and behavioral health services.

Given the importance of community engagement to the Town and to the Task Force, it is vital that the advisory board continue to engage with the Carrboro community. Specifically, we urge the advisory board to engage community members and organizations who contributed to the development of this report and those who are uniquely negatively impacted by policing. The advisory board should continue to engage the communities most negatively impacted by policing with the goal of allowing them to direct its work and hold the Town accountable in implementing the Task Force's recommendations.

The standing advisory board would be composed of a diverse cross-section of Carrboro residents, including community members with lived experience as a member of a marginalized group burdened by racially biased policing or experience with issues related to policing and safety, such as housing insecurity, mental health challenges, and having been incarcerated. Carrboro Town Council would appoint the members of the board. A review committee composed of leaders of local social and economic justice organizations would help recruit applicants and evaluate the applicant pool.

4. Reforms to Police Policies and Accountability

The Task Force recommends a series of reforms focused on Carrboro Police Department (CPD) policies and practices. Our goal with these recommendations is to minimize the number of interactions with police that result in individuals entering the criminal legal system and contribute to racial injustice and to promote more positive community-police relationships, particularly for marginalized community members.

1. Discourage Enforcement and Encourage Deflection of Minor, Non-Traffic-Related Violations

We recognize that poverty underlies much of what constitutes crime. For instance, behaviors such as drug use, vagrancy, or panhandling often stem from housing insecurity, food insecurity, inadequate health care, and other failures of the social structure. As the majority of arrests in Carrboro are for low-level, non-violent infractions, and Black and Latinx people are disproportionately arrested for these infractions, the Task Force recommends that the Town Council do the following:

- a. Instruct CPD to use non-arrest options as much as possible without jeopardizing officer safety when encountering potentially law-breaking behavior. Especially encouraged is deflection, wherein no police report is made and no electronic entry occurs.

To support the above recommendation on non-traffic-related practices, we recommend the Town Council do the following:

- b. Require the CPD to have a clear policy to deflect drug and other minor, non-traffic-related violations from the criminal legal system.
- c. Require the CPD to provide written justification for why violations of or charges for minor, non-traffic-related offenses are not deflected.
- d. Require the CPD to include deflection and diversion data in its collection and reporting of policing data. Reporting should be produced at least quarterly and include actual numbers and demographic data on who is and is not being deflected or diverted (disaggregated by race/ethnicity, gender, and age).
- e. Require the CPD to eliminate the use of performance measures that tie the success of the department to indicators that directly or indirectly encourage arrest.

2. End Regulatory Traffic-Related Violations

As data show that Black people are disproportionately subject to traffic stops, and Black and especially Latinx people are disproportionately given citations following a traffic stop, we recommend the Town Council do the following:

- a. Prohibit the CPD from stopping, citing, and arresting drivers for equipment and regulatory violations.

The Task Force commends the Town Council for recently prohibiting the CPD from stopping drivers for the following:

- License plate light
- Defective or improper equipment
- A brake light not working
- Exhaust system noise – unless it violates Town Code Section 5-12.1
- Window tint
- Expired registration
- Inspection – without or expired

In addition to these violations, the Task Force recommends that the Town Council also do the following:

- b. Prohibit the CPD from stopping drivers for the following violations:
 - Operating a vehicle without liability insurance
 - Operating a vehicle without a valid operator's license
 - Failure to properly restrain a child

In addition to these violations, the task force recommends that the Town Council do the following:

- c. Reduce CPD involvement in the following violations:
 - Speeding
 - Reckless or aggressive driving
 - Driving while impaired
 - Failure to stop at stop sign or stop light
 - Passing a stopped school bus
 - Following too close
 - Driving on the wrong side of the road
 - Illegal passing

To help reduce CPD involvement in the violations listed above, the Task Force recommends the Town Council do the following:

- d. Use/establish other means to make roads safe, for example education, outreach, engineering, equitable (non-police) enforcement solutions to the above violations, (see <https://www.transportation.gov/NRSS/SafeSystem> for more information on the Department of Transportation's Safe Systems Approach).

Furthermore, in the cases where the CPD does respond to the above violations, we recommend the Town Council do the following:

- e. Require the CPD to use non-arrest options when encountering people they believe to be engaging in these violations.
- f. Require the CPD to make no police report and no electronic entry.
- g. Prohibit the CPD from conducting searches, except when the officer has probable cause to believe the stopped person poses a danger to the officer's physical safety.

However, we also note that some research has shown that when police officers conduct fewer consent searches, probable cause searches increase for Black male drivers (Baumgartner, 2021). Therefore, we recommend the Town Council to do the following:

- h. Increase transparency for probable cause searches by requiring the CPD to collect and report data at least quarterly on detailed information about what factors were used to determine probable cause in addition to demographic information (disaggregated by race/ethnicity, gender, age) for every probable cause search.
- i. Demand the CPD eliminate racial disparity in probable cause searches.

To support the above recommendations on traffic-related practices, we recommend the Town Council do the following:

- j. Require the CPD to have a clear and coherent policy to prohibit stopping drivers for non-safety traffic violations, such as headlamp violations, other equipment issues, and license and registration violations.
- k. Require the CPD to provide justification for why drivers are stopped for non-safety traffic charges and violations.
- l. Require the CPD to include data on stops for non-safety traffic violations in its at least quarterly data collection and reporting, including numbers, demographic data on who is and is not being deflected.

3. Interactions with the Community

Overall our recommendations are aimed at reducing policing and police contact with the community. However, when the CPD do have contact with the community at listening sessions or similar events, we recommend the Town Council:

- a. Require the CPD to not come armed or in uniform.

In addition, these police-community events should be conducted, organized, and led by community groups and not the CPD. Therefore, we recommend the Town Council do the following:

- b. Seek out and support community groups that may want to hold conversations with police such as the IFC Activate-Safety Vanguard, SOHRAD, El Centro Hispano, and Refugee Community Partnership. In conjunction with the proposed standing advisory board, the Council should create opportunities for these organizations to lead conversations with police on their own terms and conditions.

4. Social Worker in the CPD

While our recommendations focus on reducing funding to and limiting the need for the police, we also recommend Town Council do the following:

- a. Embed at least one full-time social worker in the police department. The function of this social worker should be to offer non-criminalized solutions/responses to trauma, insecurity, and lack of safety.

5. Response to Marginalized Communities

Some community members in Black and Brown neighborhoods indicated that in the times of crisis when they do call the police, the CPD too often do not consider their calls urgent and/or treat those community members as potential perpetrators of crime rather than as victims. Therefore, when community members do call the police, we recommend the Town Council do the following:

- a. Demand the CPD treat those residents with the same dignity and respect that they do for community members in more affluent and White neighborhoods.

5. Data Collection, Reporting, and Use

Although the Town Council asked in summer 2020 to be provided with quarterly “race and policing reports”, the CPD does not regularly provide reports or publicly post detailed arrest data beyond traffic-related incidents. Moreover, the traffic data that are provided are not always sufficiently detailed (e.g., do not explain why drivers/passengers are stopped and why those stops lead to arrests or citations rather than warnings). Similarly, 911 call data contain categories that are unclear and/or subjective (e.g., MISC OFFICER INIT). Accordingly, we recommend the Town Council do the following:

1. Require the CPD to provide a policing report to the Town Council quarterly and provide a summary of annual police data. The reports must also be publically available to the community. In addition to containing demographic information about the subject of each policing interaction (disaggregated by race/ethnicity, gender, and age), the policing report should include the following information:
 - Data about all non-traffic violations, including the initial reason for police engagement (e.g., who called the police and why) and the outcome.
 - Data for all traffic stops, including the reasons for traffic stop, the reason for and type of search if a search was conducted, and the enforcement action including why a particular action was selected.
 - For both traffic and non-traffic violations, justification for why arrests and citations were given over warnings.
 - For both traffic and non-traffic violation, provide justification for why charges and violations were not deflected to non-criminal justice resources.
2. Require the CPD to include deflection and diversion data in its data collection and reporting, including numbers and demographic information about who is and is not being deflected or diverted.

Furthermore, as most of police activity does not involve crime control, we recommend the Town Council:

3. Create a process to hold the CPD accountable for how officers spend their time, with a special attention to identifying and distinguishing between actual crime prevention/solving activities and activities that can be addressed in ways that don't involve the criminal justice system.

In addition to police data, it is important to consistently collect and publicly report on data about alternatives to policing, namely the Non-police Crisis Response System (see Recommendation 1), and to use those data to guide future decision making. Therefore, we recommend the Town Council:

4. Work with the new standing advisory board (Recommendation 3) and Community Safety Office once it is formed (Recommendation 1) to identify relevant data to measure the effectiveness and impact of the Non-police Crisis Response System, such as how many 911 calls are diverted to Crisis Call Counselors, how many calls the Community Response Teams (CRT) respond to, and community members' experiences with the crisis response program.
5. Require the Community Safety Office to provide a quarterly report on the Non-police Crisis Response System to the Town Council. The report must also be made publically available to the community. In addition to the data sets decided on by the advisory board and Community Safety Office, the report should contain demographic information about community members served (disaggregated by race/ethnicity, gender, and age).

Appendix

Tables 1-4 Summarizing Themes from Safety Vanguard Survey

Table 1

“What does ‘safety’ mean to you?”	Number of Responses
<i>Feeling free to live or act as people choose, without fear of physical or emotional harm</i>	28
<i>Community, friends, or familiarity with one’s neighborhood</i>	23
<i>Access to support resources</i>	8
<i>Housing</i>	6
<i>Police</i>	5

Table 2

“What makes you feel unsafe?”	Number of Responses
<i>Violence, physical harm, escalation of conflict</i>	11
<i>Police</i>	10
<i>Drugs</i>	8
<i>Uncertainty or instability (generally)</i>	8
<i>Unhoused people or lack of housing for all</i>	7
<i>Guns</i>	7
<i>Racism</i>	7
<i>Domestic violence or abuse</i>	5
<i>Men</i>	5

Table 3

“If you had a million dollars, how would you spend it to keep your community safe?”	Number of Responses
<i>Affordable housing</i>	25
<i>Mental health, behavioral health, or harm reduction</i>	19
<i>Emergency shelters or homelessness prevention</i>	12
<i>Food</i>	12
<i>Investments in law enforcement</i>	12

Table 4

If you had the chance to speak with a local policy maker or law enforcement officer, what are your top 3 concerns about safety?”	Number of Responses
<i>Police training</i>	21
<i>Affordable housing</i>	21
<i>Public transportation or pedestrian safety</i>	17
<i>Racial or class inequality</i>	16
<i>Safety for unhoused people</i>	12
<i>Police crisis responses</i>	10
<i>Insufficient community engagement by police</i>	10

Resources and Links

[U.S. Census Bureau Data for the Town of Carrboro](#)

[U.S. Census Bureau Data for North Carolina](#)

[The Police Scorecard for the Carrboro Police Department](#)

[City of Durham Holistic Empathetic Assistance Response Teams \(HEART\) program](#)

- [HEART Data Dashboard](#)
- [HEART Expansion Proposal](#)

[Chapel Hill, NC Crisis Unit](#)

[Orange County, NC Street Outreach, Harm Reduction and Deflection \(SOHRAD\) program](#)

[Atlanta, GA Policing Alternatives and Diversion \(PAD\) program](#)

[Albuquerque, NM Community Safety Department](#)

- [Albuquerque Community Safety Reports](#)

[San Francisco, CA Street Crisis Response Team \(SCRT\)](#)

- [SCRT August 2023 Dashboard Report](#)

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Race and Equity Pocket Questions

Title and purpose of this initiative:

The purpose of this agenda item is for the Community Safety Task Force (CSTF) to submit and present concrete, actionable recommendations to the Town Council that will promote racial equity in law enforcement and the criminal legal system and enhance the safety and well-being of all Carrboro residents.

Department:

Race and Equity

What are the racial and equity impacts?

The recommendations provided by the CSTF should have a positive equitable impact. These recommendations, if accepted and implemented, should provide a safer community for All citizens. Those who experience homelessness and/or mental and physical conditions will be positively affected due to the level of involvement between the community, the Police Department and other response alternatives. Also, those who may have experienced negative experience(s) with the police department should experience a new level of support.

Who is or will experience community burden?

Citizens that feel strongly about the current methodologies and view of the Carrboro Police Department may feel a burden to implement alternatives to policing as a response to public outcry. This could also impact the department because of the need to focus on restructuring, new hires and evaluation of values, mission, and operation.

Who is or will experience community benefit?

All community members should experience a benefit in the acceptance and implementation of the alternatives to policing. This will directly impact those who have felt and experienced adversity from the police department and also benefits everyone as a positive investment in community building and expansion of emergency response levels can be determined.

What are the root causes of inequity?

Policing has always been a concern in the United States. According to historians and other scholars, the problem is embedded in the story of the nation and its culture. Rooted in **slavery**, racial disparities in policing and police violence, they say, are sustained by systemic exclusion and discrimination, and fueled by implicit and explicit bias. Given the death and retaliation for the killing of multiple minority citizens in this country, there has been added surveillance and reviewing of policing. The call for a task force to review and suggest alternatives to policies is a direct response to community concern in Carrboro.



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FACING RACE, EMBRACING EQUITY

What might be the unintended consequences of this action or strategy?

Unintended consequences could be that residents may feel their voice was left out of recommendations and/or implementation of this process. Some community members may not feel like the recommendations reflect what is needed to change the culture of policing.

How is your department planning to mitigate any burdens, inequities, and unintended consequences?

The CSTF has attempted to mitigate some burdens by holding a community listening session, another listening session where Durham employees along with local community alternative policing programs shared experiences and partnering with the IFC during their recent phone banking and neighborhood canvassing programs. In the recommendation report, there will be items specific to address and minimize potential burdens and inequities. This will include a way forward to continue to review and respond to inequities. More listening sessions and opportunities to have town and community exchange and healing is needed, along educational opportunities. Other suggestions may surface from a thorough review of the recommendation plan.