

Town of Carrboro

301 W. Main St., Carrboro, NC 27510



Meeting Agenda - Final

Tuesday, October 3, 2023

7:00 PM

Council Chambers - Room 110

Town Council

7:00-7:05**A. POETRY READING, RESOLUTIONS, PROCLAMATIONS, AND ACKNOWLEDGEMENTS**

1. [23-266](#) Proclamation: Walk and Roll to School Day - October 4, 2023
2. [23-267](#) Proclamation: Fire Prevention Week - October 8-14, 2023

7:05-7:10**B. ANNOUNCEMENT OF UPCOMING MEETINGS****7:10-7:25****C. PUBLIC COMMENT****7:25-7:35****D. CONSENT AGENDA**

1. [23-261](#) Approval of Minutes: February 7, 2023
2. [23-268](#) A Resolution Authorizing The Town Manager To Negotiate And Execute A Contract For Executive Search Firm Services
PURPOSE: The purpose of this item is to authorize the Town Manager to negotiate and execute a contract addendum for executive search firm services for the position of Town Clerk.
Attachments: [10032023A RESOLUTION AUTHORIZING THE TOWN MANAGER TO NEGOTIATE AND EXECUTE A CONTRACT FOR EXECUTIVE SEARCH FIRM SERVICES](#)

E. OTHER MATTERS**7:35-8:05**

1. [23-196](#) Police Department Quarterly Equity Report
PURPOSE: The purpose of this agenda item is to provide the Town Council with an overview of the quarterly Police Department equity report for the fourth quarter of 2022 and first quarter of 2023.
Attachments: [Police Equity Quarterly Q4 2022 Q1 2023](#)
[RE Questions Traffic Report](#)
[42.0 Traffic Stop Policy](#)

8:05-8:25

2. [23-264](#) Resolution Supporting Orange County Contract for Community Engagement Consultant Services Related to Development of a Master Plan for the Greene Tract

PURPOSE: The purpose of this agenda item is to request that the Town Council consider adopting a resolution of support for Orange County proceeding with community engagement consultant services related to the development of the Greene Tract Master Plan.

Attachments: [A - Resolution](#)
[B - Pocket Questions.docx](#)

F. **MATTERS BY COUNCIL MEMBERS**



Town of Carrboro

301 W. Main St., Carrboro,
NC 27510

Agenda Item Abstract

File Number: 23-266

Agenda Date: 10/3/2023
In Control: Town Council
Version: 1

File Type: Agendas

Proclamation: Walk and Roll to School Day - October 4, 2023



Town of Carrboro

301 W. Main St., Carrboro,
NC 27510

Agenda Item Abstract

File Number: 23-267

Agenda Date: 10/3/2023
In Control: Town Council
Version: 1

File Type: Agendas

Proclamation: Fire Prevention Week - October 8-14, 2023



Town of Carrboro

301 W. Main St., Carrboro,
NC 27510

Agenda Item Abstract

File Number: 23-261

Agenda Date: 10/3/2023
In Control: Town Council
Version: 1

File Type: Agendas

Approval of Minutes: February 7, 2023



Agenda Item Abstract

File Number: 23-268

Agenda Date: 10/3/2023
In Control: Town Council
Version: 2

File Type: Agendas

A Resolution Authorizing The Town Manager To Negotiate And Execute A Contract For Executive Search Firm Services

PURPOSE: The purpose of this item is to authorize the Town Manager to negotiate and execute a contract addendum for executive search firm services for the position of Town Clerk.

DEPARTMENT: Town Manager's Office, Human Resources

CONTACT INFORMATION: Richard White, Town Manager (rwhite@carrboronc.gov); Julie Eckenrode, Human Resources Director (jecknrode@carrboronc.gov)

COUNCIL DIRECTION:

Race/Equity Climate Comprehensive Plan Other

This resolution was created at the request of the Council.

INFORMATION: Town Council recently selected Baker Tilly to assist with the recruitment of the Town Manager as a result of a formal RFP process. Since then, the Town Clerk also resigned. This resolution will allow the Town Manager to negotiate and execute an addendum to the contract with Baker Tilly to include recruitment assistance for the Town Clerk position.

FISCAL IMPACT: The resolution specifies that the contract addendum will not exceed \$24,500.

RECOMMENDATION: Staff recommends that Council approve the resolution.

A RESOLUTION AUTHORIZING THE TOWN MANAGER TO NEGOTIATE AND EXECUTE A CONTRACT FOR
EXECUTIVE SEARCH FIRM SERVICES

WHEREAS, the Town of Carrboro's Town Manager and Town Clerk have recently resigned and both positions will become vacant in November 2023; and

WHEREAS the Town Council selected Baker Tilly as a highly qualified firm for executive search services as a result of a formal RFP process; and

WHEREAS, a contract was executed for a Town Manager search for the amount of \$24,500; and

NOW, THEREFORE, BE IT RESOLVED that the Carrboro Town Council: Authorizes the Town Manager to negotiate and execute an addendum to contract # _____ not to exceed an additional \$24,500 for a Town Clerk search process. This the 3rd day of October in 2023.



Agenda Item Abstract

File Number: 23-196

Agenda Date: 10/3/2023

File Type: Agendas

In Control: Town Council

Version: 1

TITLE:

Police Department Quarterly Equity Report

PURPOSE: The purpose of this agenda item is to provide the Town Council with an overview of the quarterly Police Department equity report for the fourth quarter of 2022 and first quarter of 2023.

DEPARTMENT: Police Department

CONTACT INFORMATION: Chief Chris Atack, 919-918-7397

INFORMATION: This report provides information for the fourth quarter of 2022 and the first quarter of 2023 on traffic stops, searches, citations, arrests, use of force, and citizen complaints

FISCAL & STAFF IMPACT: There are no fiscal or staff impacts associated with the Town Council accepting this report.

RECOMMENDATION: The Town Manager recommends that the Town Council accept this report.



Carrboro Police Department Traffic Stop Data

Q4 2022 (10/01-12/31)

Q1 2023 (01/01-03/31)

2020 Policy Goals

The Town Council hereby establishes the following policy goals relating to racial equity and public safety:

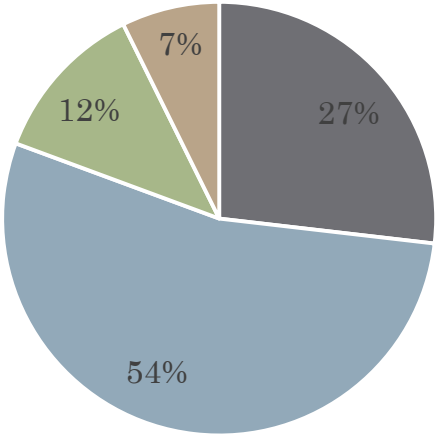
- zero racial and ethnic disparities in motor vehicle stops;
- zero racial and ethnic disparities in searches resulting from motor vehicle stops;
- zero racial and ethnic disparities in citations and arrests resulting from motor vehicle stops;
- zero racial and ethnic disparities in uses of force; and
- zero arrests for low-level marijuana-related offenses.

2020 Quarterly Report Data Details

- Consistent with recommendations and responses from the Coalition, the Town Council asks the manager to resume in summer 2020 providing quarterly “race and policing reports,” including but not limited to:
 - Overall stop rates;
 - Demographic information;
 - Residency tracking;
 - Reasons for stops;
 - Equipment and regulatory violations;
 - Number of searches;
 - Types of searches (e.g., consensual, probable cause);
 - Number of requests denied for written consent for searches;
 - Citations;
 - Arrests;
 - Uses of force;
 - Complaints, to the extent publicly disclosable by law.

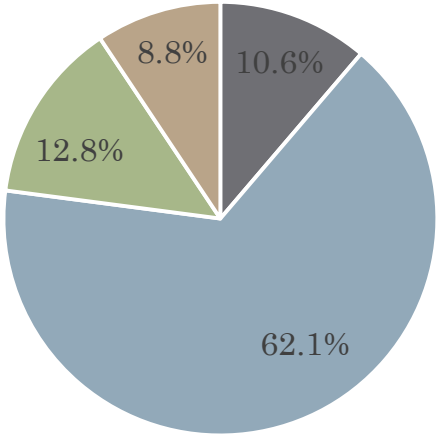
Roadway and Town Composition

Demographics of Drivers
Traffic Crashes Q4 2022-Q1 2023



■ Black African-American ■ Caucasian ■ Hispanic ■ Asian

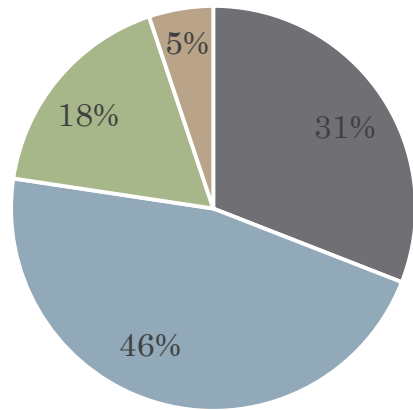
Carrboro Demographics
2020 Census



■ Black African-American ■ Caucasian ■ Hispanic ■ Asian

Total Stops Q4 2022

Total Traffic Stops Q4 2022

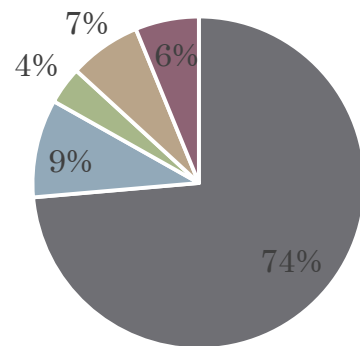


■ Black-African American ■ Caucasian ■ Hispanic ■ Asian

Total Stops Q4 2022	Stops
Caucasian	162
Black-African American	108
Hispanic	61
Asian	18
Total	349

Stop by Type Q4 2022

Stops by Type Q4 2022



- Speed or Safety
- Registration
- Other
- Investigative
- Equipment

Total stops by stop type	Count
Speed or Safety	262
Registration	34
Investigative	1
Equipment	13
Other	25
Seatbelt	22

Traffic Enforcement Policy Details

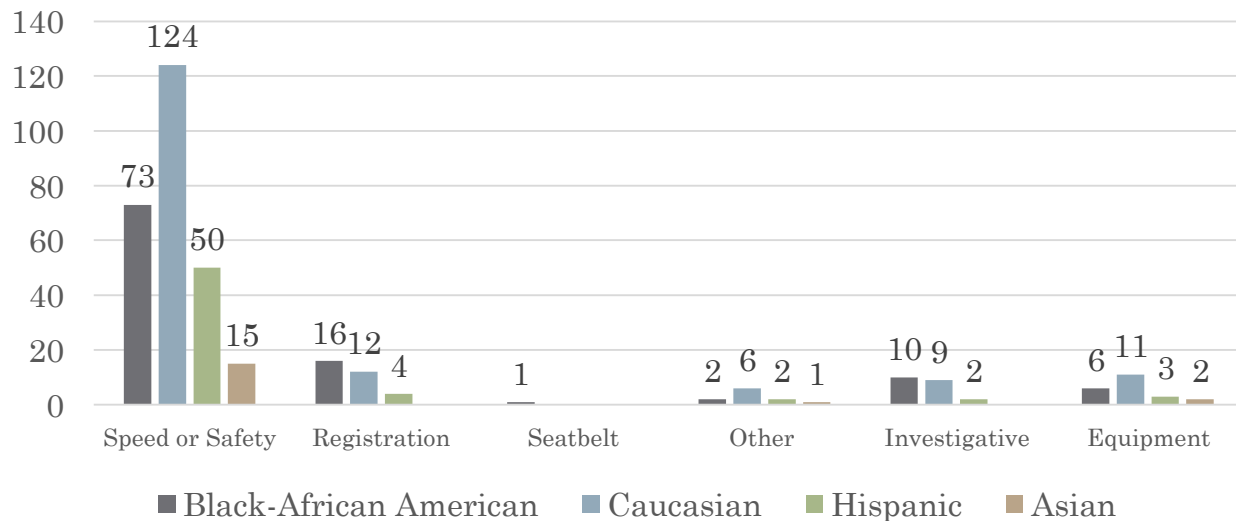
- Overall focus on safety and moving violations
- Specifically listed violations to focus on
 - Speeding
 - Reckless or aggressive driving
 - Driving while impaired
 - Failure to stop at stop sign or stop light
 - Passing a stopped school bus
 - Following too close
 - Driving on the wrong side of the road
 - Illegal passing
 - Operating a vehicle without liability insurance
 - Operating a vehicle without a valid operator's license
 - Failure to properly restrain a child

Traffic Enforcement Policy Details

- Regulatory and Equipment Enforcement
- Specifically prohibited to stop – unless a safety threat is present
 - 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
- Specifically allowed
 - No license plate or improper display
- Compliance review
 - Data pulled on citations/warnings to check adherence to policy requirements

Stop Type by Demographic Q4 2022

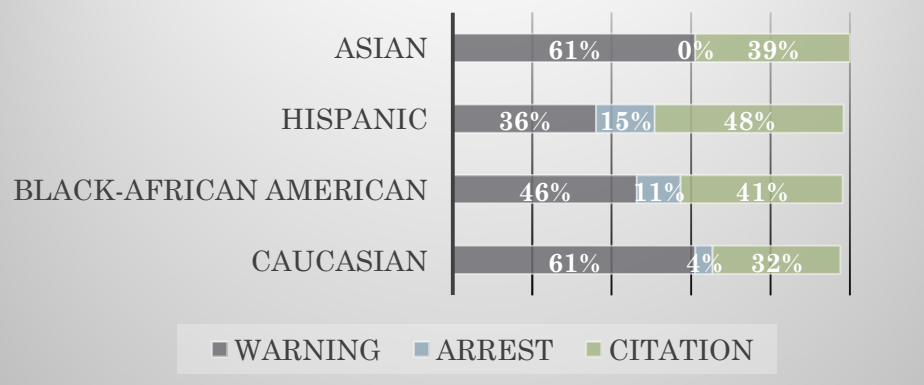
Type of Stop By Demographic Q4 2022



Stop Type	Caucasian	Black-African American	Hispanic	Asian	Total
Speed or Safety	124	73	50	15	262
Registration	12	16	4	0	32
Seatbelt	0	1	0	0	1
Other	6	2	2	1	11
Investigative	9	10	2	0	21
Equipment	11	6	3	2	22
Total	162	108	61	18	349

Enforcement Action Q4 2022

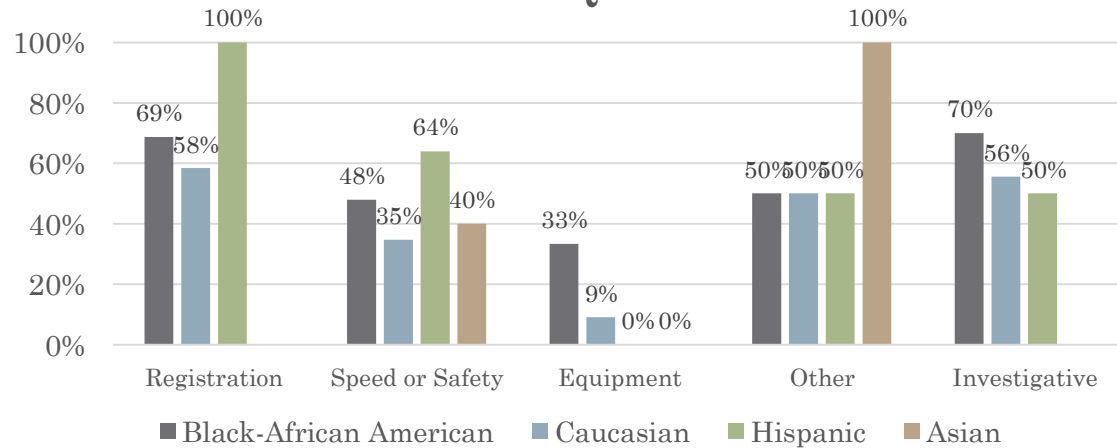
Enforcement Action by Demographic Q4 2022



Demographic	WARNING	ARREST	CITATION	NO ACTION	Total
Asian	11	0	7	0	18
Hispanic	22	9	29	1	61
Black-African American	50	12	44	2	108
Caucasian	99	7	52	4	162

Stop Type leading to Enforcement (Citation or Arrest) Q4 2022

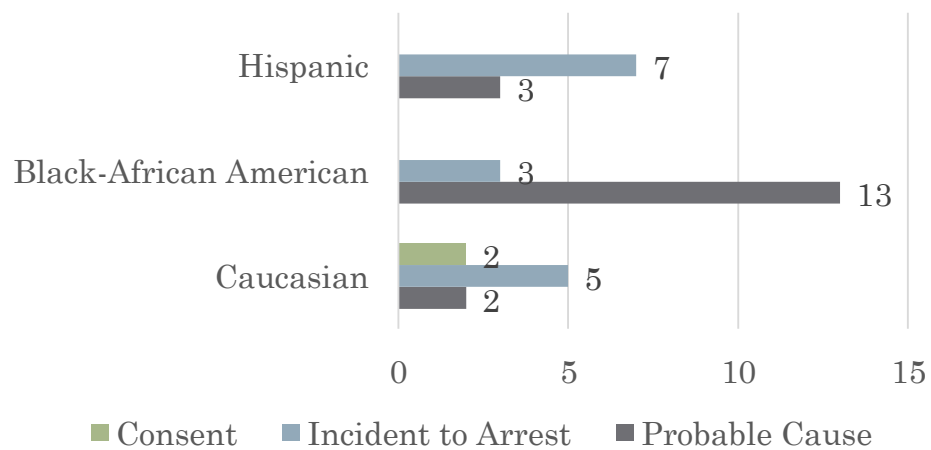
% of Stops Resulting in Enforcement
Action Q4 2022



Stop type resulting in charge	Black-African American	Caucasian	Hispanic	Asian	Total
Registration	11	7	4	0	22
Speed or safety	35	43	32	6	116
Equipment	2	1	0	0	3
Other	1	3	1	1	6
Investigative	7	5	1	0	13
Total	56	59	38	7	160

Search, Q4 2022

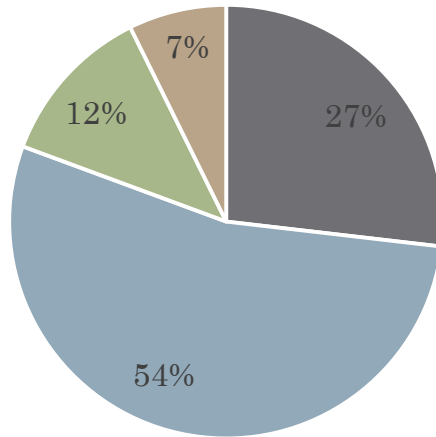
Search Type Q4 2022



Probable Cause Search, Contraband Found	Drugs	Money	Weapons	Other
Black-African American	10	1	4	1
Caucasian	1	0	0	0
Hispanic	1	0	0	0
Asian	0	0	0	0

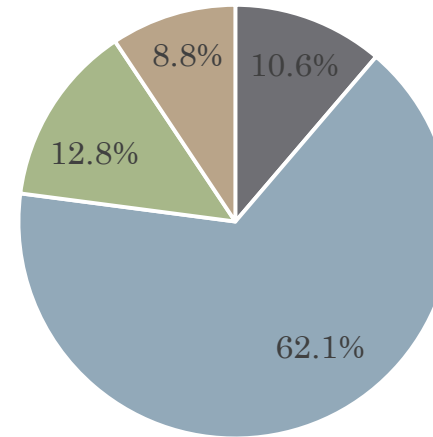
Roadway and Town composition

Demographics of Drivers
Traffic Crashes Q4 2022-Q1 2023



■ Black African-American ■ Caucasian ■ Hispanic ■ Asian

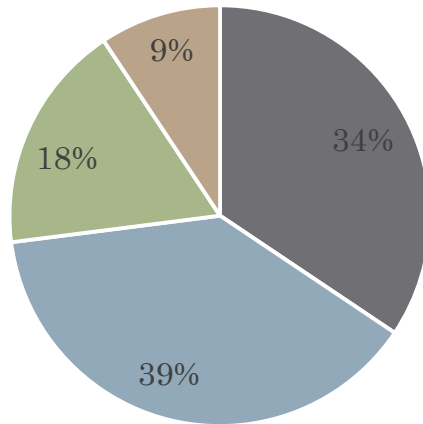
Carrboro Demographics
2020 Census



■ Black African-American ■ Caucasian ■ Hispanic ■ Asian

Total Stops Q1 2023

Total Traffic Stops Q1 2023

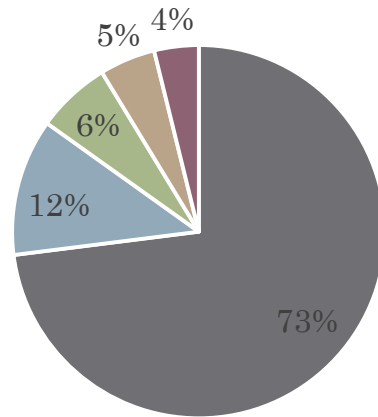


■ Black-African American ■ Caucasian ■ Hispanic ■ Asian

Total Stops Q1 2023	Stops
Black-African American	107
Caucasian	120
Hispanic	55
Asian	29
Total	311

Stop by Stop Type Q1 2023

Stops by Stop Type Q1 2023

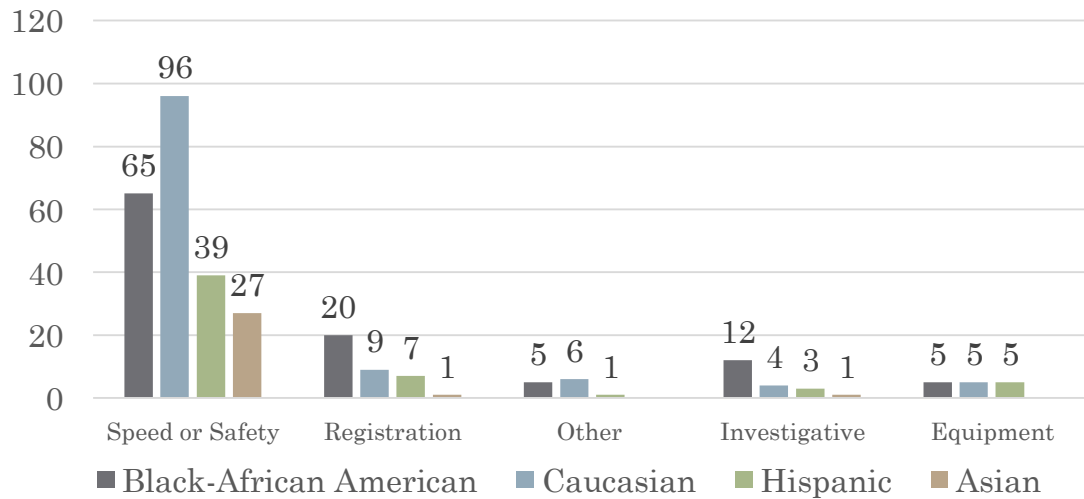


- Speed or Safety
- Registration
- Investigative
- Equipment
- Other

Total stops by stop type	Count
Speed or Safety	227
Registration	37
Investigative	20
Equipment	15
Other	12
Seatbelt	0
Total	311

Stop Type by Demographic Q1 2023

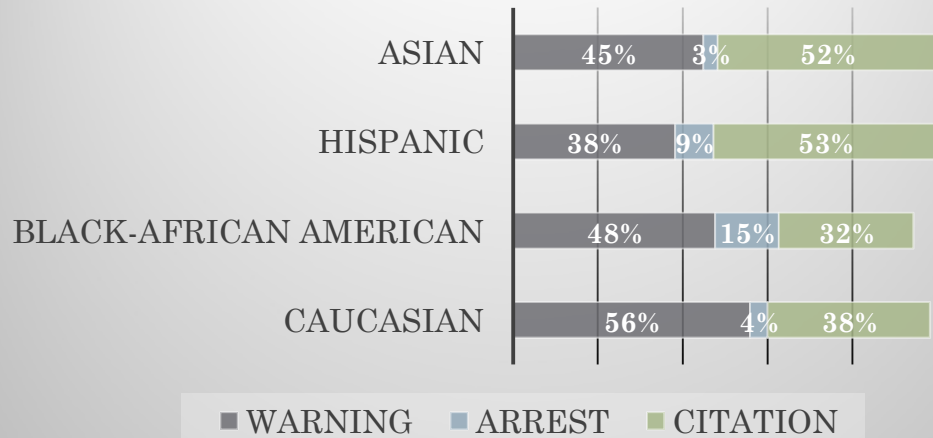
Type of Stop By Demographic Q1 2023



Stop Type	Black-African American	Caucasian	Hispanic	Asian	Total
Speed or Safety	65	96	39	27	227
Registration	20	9	7	1	37
Seatbelt	0	0	0	0	0
Other	5	6	1	0	12
Investigative	12	4	3	1	20
Equipment	5	5	5	0	15
Total	107	120	55	29	311

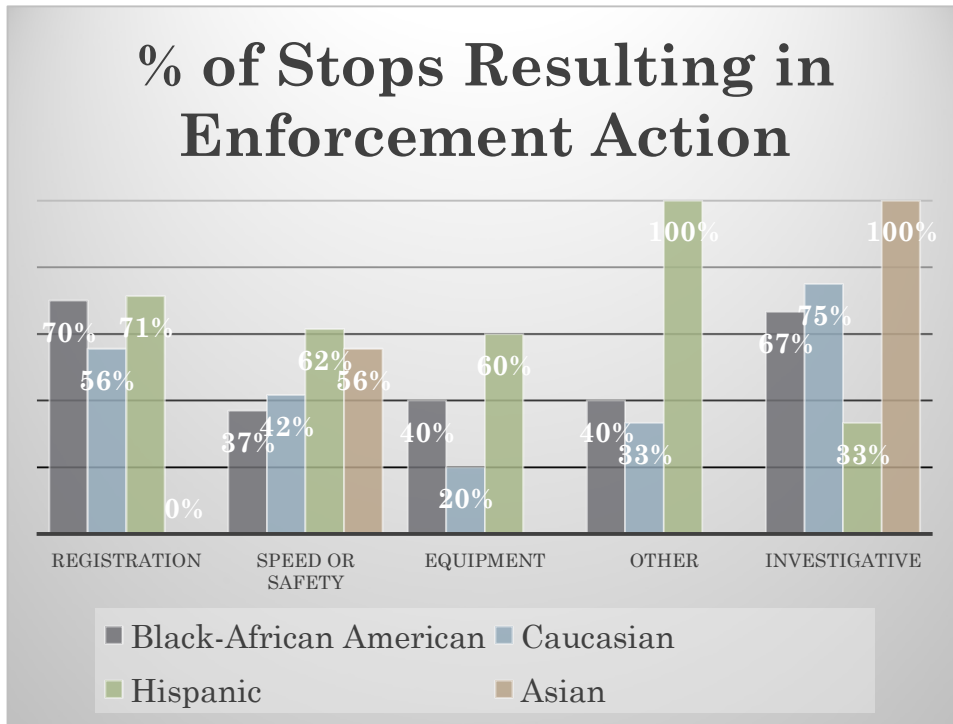
Enforcement Action Q1 2023

Enforcement Action by Demographic Q1 2023



Demographic	WARNING	ARREST	CITATION	NO ACTION	Total
Caucasian	67	5	46	2	120
Black-African American	51	16	34	6	107
Hispanic	21	5	29	0	55
Asian	13	1	15	0	29

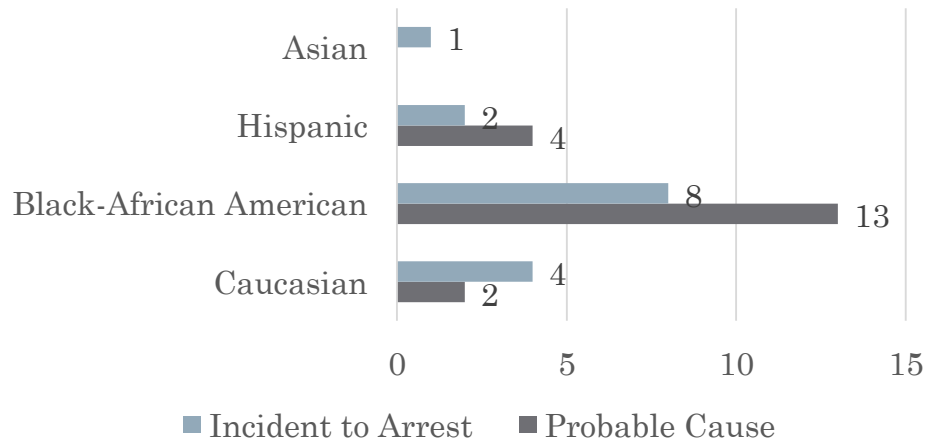
Stop Type leading to Enforcement (Citation or Arrest) Q1 2023



Stop type resulting in charge	Black-African American	Caucasian	Hispanic	Asian	Total
Registration	14	5	5	0	24
Speed or safety	24	40	24	15	103
Equipment	2	1	3	0	6
Other	2	2	1	0	5
Investigative	8	3	1	1	13

Search, Q1 2023

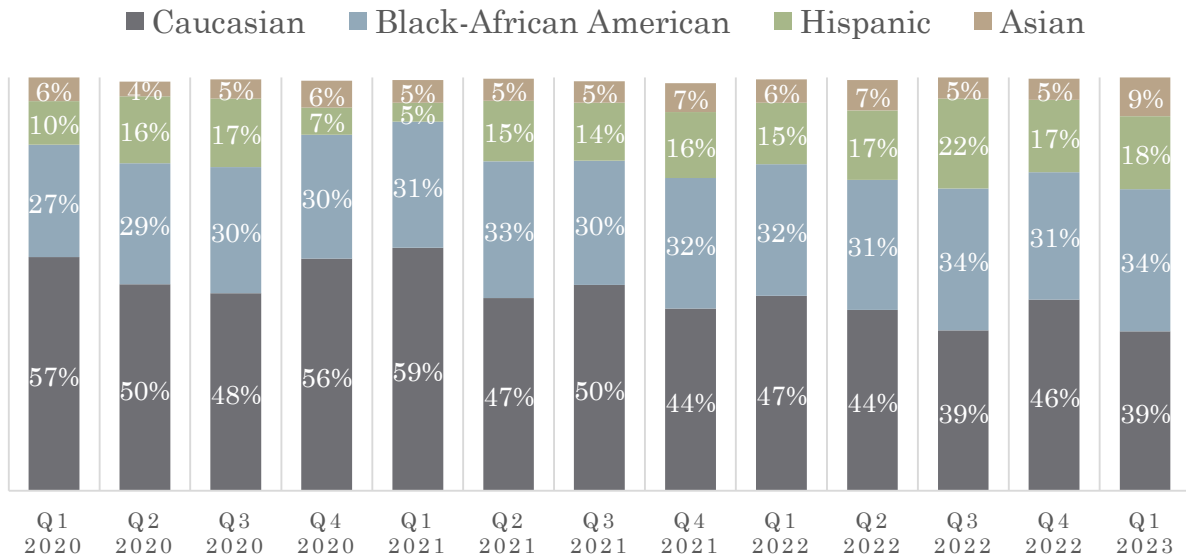
Search Type Q1 2023



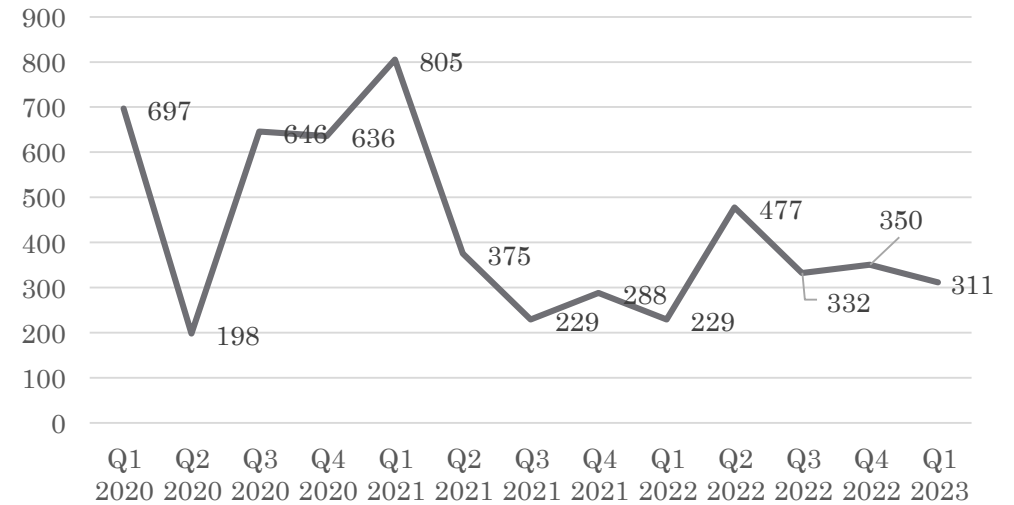
Probable Cause Search, Contraband Found	Drugs	Money	Weapons	Other
Black-African American	10	1	8	1
Caucasian	3	0	1	0
Hispanic	2	0	0	1
Asian	0	0	0	0

Trends

STOP TREND BY QUARTER AND DEMOGRAPHIC

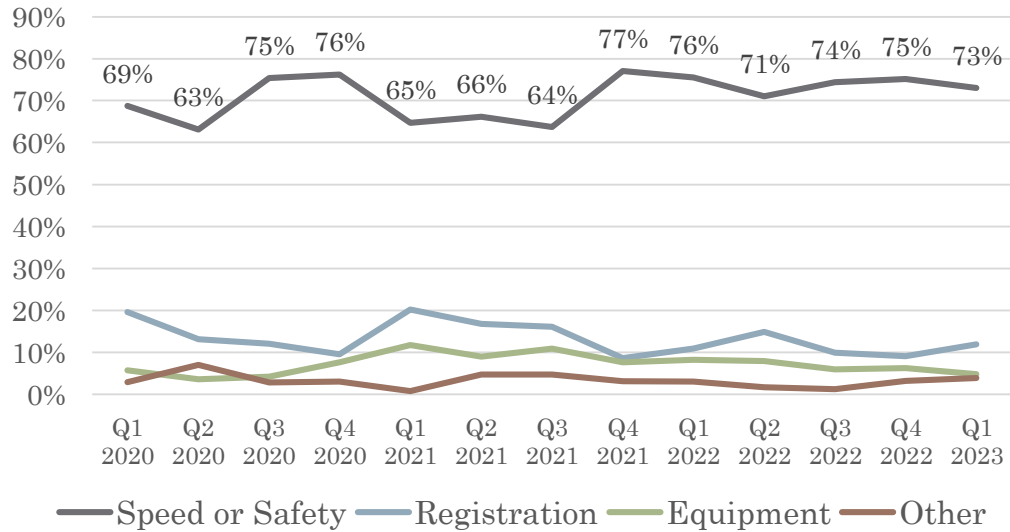


Total Stops by Quarter and Year



Stop type Trend

Stop Type % by Quarter and Year



Quarter	Speed or Safety	Registration	Equipment	Seat Belt	Investigative	Other
Q1 2020	69%	19%	6%	1%	2%	3%
Q2 2020	62%	14%	4%	8%	5%	7%
Q3 2020	75%	12%	4%	4%	2%	3%
Q4 2020	76%	10%	8%	2%	2%	3%
Q1 2021	65%	20%	12%	2%	1%	1%
Q2 2021	66%	17%	9%	2%	1%	5%
Q3 2021	62%	16%	13%	0%	5%	5%
Q4 2021	77%	9%	8%	0%	3%	3%
Q1 2022	76%	10%	9%	0%	2%	3%
Q2 2022	68%	15%	10%	0%	4%	2%
Q3 2022	73%	10%	6%	1%	9%	1%
Q4 2022	75%	9%	6%	0%	7%	3%
Q1 2023	74%	11%	5%	0%	7%	3%

Traffic Stop Reason Code “Other”

- Lane violation
 - DWLR
 - Improper Passing
 - No insurance
 - No Headlights at night
 - Fail to Yield to Pedestrian
-
- Highlights need for clarification of classification of stop – training point

Citizen Complaints

- Q4 2022 – two complaints
 - Not Sustained
 - Policy Failure
- Q1 2023 – four complaints
 - Unfounded (3)
 - Proper Conduct

Use of Force

- Q4 2022
 - one incident out of 651 incident reports
 - Suspect involved:
 - Black male 1
- Q1 2023
 - 9 incidents out of 658 incident reports
 - Suspects involved:
 - Black male 8
 - White male 1
 - Black female 1

Key Takeaways

- Safety-related stops are priority
- Minor registration and equipment stops are prohibited unless a safety hazard is present.
- Approximately 50% of traffic stops end with a warning
- Probable Cause search rate find is high – 72% and 68%
 - No “fishing”
- Complaints and Use of Force are low.
- Further policy clarification needed – traffic stop reason classification

Race and Equity Pocket Questions

Title and purpose of this initiative: Quarterly Traffic Stop Report

Department: Police

What are the racial and equity impacts?

Racial disparities in traffic stop demographics have been a concern for years. Addressing concerns about racial impacts and traffic stops, the police department has taken numerous internal steps over the years to limit negative impacts from traffic enforcement, both from an individual officer decision making perspective, and an overall focus on enforcement.

From the officer decision making perspective, starting in 2015, officers were trained in both fair and impartial policing and implicit bias training. In addition, officers yearly receive state-mandated training on a topic block entitled Juvenile, Minority Sensitivity Training that explores decision making and relationship building with some traditionally marginalized community subsets. In the last few years, the Town began GARE training for employees covering race equity and decision making.

From the overall enforcement focus perspective, then-Police Chief Walter Horton issued a directive in 2015 to officers mandating written consent for consent searches of vehicles, residences, and other areas after community concerns. Also in 2015, a directive was issued de-prioritizing regulatory traffic enforcement. In 2018, two policies were added to the police department's manual – one prohibited racial and bias-based profiling and the other established a clear and easy to access complaint and compliment policy. In 2022, a new Traffic Stop policy was created that focused traffic enforcement on safety and prohibited certain, low level regulatory and equipment enforcement stops explicitly. This policy was developed using the NC Taskforce on Racial Equity's model policy and policies from other police departments (most notably Fayetteville Police Department). Details on what is, and is not, allowed from a stop perspective will be covered in the presentation to Council.

The link at the end of this section is to a study on the value of a well-designed traffic enforcement philosophy. The policy guiding the police department's traffic enforcement was specifically created to address concerns of dispirit impact by focusing on safety.

To further guard against structural or socio-economic concerns related to traffic enforcement, the Town started a Criminal Justice Debt Program in 2021. This fund is designed to relieve the heavy weight of some court fines and penalties. People can apply for relief and, if approved, their qualifying debts are paid from the fund. In Fiscal year 2022, almost \$7,000 was paid out towards court debt. In fiscal year 2023, there was no use of the funds. The police department is analyzing this recent non-use. Efforts are underway to include consistent social media posts about the program to augment the web presence that already exists.

One of the challenges has been determining an appropriate benchmark for comparison of traffic stop data. Two benchmarks are included in these two quarterly reports – census population and involvements in traffic crashes. One criticism of using population data as the benchmark is that

this benchmark assumes that census data is driver data. The benchmark of traffic crashes gives an idea of who is (1) driving in your Town, and (2) who is involved in crashes. Both benchmarks have limitations, and neither benchmark is perfect, but both give a perspective on the data. The composite population data is not contained within this report due to turnover in the data analyst position. It will be included in the Q2 2023 report.

Links: [Re-prioritizing traffic stops to reduce motor vehicle crash outcomes and racial disparities | Injury Epidemiology | Full Text \(biomedcentral.com\)](#)

Who is or will experience community burden?

Traffic enforcement levels can run the gamut from overly aggressive to overly lax. One of the challenges is to strike a balance between enforcement of significant and safety-related violations and minor, non-safety related and/or technical violations. This balance can be hard to strike as many minor violations can quickly become safety concerns. An example of this has to do with the brake lights on a vehicle. Most vehicles are equipped with three brake lights – one on each side on the rear of the vehicle and one in the back window. Stopping a vehicle with one light not working could be seen as minor and technical. Stopping a vehicle with two lights out could be seen as middle of the road, and stopping a vehicle with no working brake lights can be a direct traffic safety concern. Realizing that very minor changes in a vehicle’s equipment or condition can change the safety concerns associated with the vehicle is part of understanding some of the difficulties in traffic enforcement. Is it better to stop a vehicle before there is an immediate danger to the community? Will a warning citation be seen as too aggressive for a minor offense that could quickly become a safety concern? Should officers just not even attempt to strike this balance and let things go until there is a major problem? These are some of the considerations that drove the creation of the traffic stop policy for the police department. Even with this narrowed focus, the data shows that roughly 50% of traffic stops end with a warning. At the end of the day, people who operate vehicles in an unsafe manner and/or have significant registration or equipment violations will experience burden under this policy. Some individuals may have different reactions to being stopped due to perceptions of law enforcement or previous interactions with law enforcement, good, bad, or neutral.

Who is or will experience community benefit?

Traffic enforcement, when done properly and striking an appropriate balance, benefits the entire community. Carrboro is a densely populated town with many narrow streets and significant pedestrian and bicycle traffic. Enforcement of traffic laws holds drivers, bicyclist, and pedestrians accountable for following the rules of operation that benefits the collective community and facilitates safety for all. Equitable traffic enforcement reflects community expectations to be able to navigate the streets and sidewalks safely regardless of modality.

What are the root causes of inequity?

US society is uneven and inequitable for many reasons. Both government and non-governmental systems have operated for years in biased and preferential ways to advantage certain groups and

disadvantage others. Some of the historical “other” categories that have faced discrimination include race, sex, sexuality, gender, religion, ethnicity, socio-economic status, and many others.

When discussing traffic enforcement, there are two areas to consider: the ability to operate a vehicle in a safe manner and the ability to maintain a vehicle in a legal and safe condition. Operating a vehicle in a safe manner is directly impactful on overall community safety in that unsafe operation of a motor vehicle puts motorists (including the driver of the unsafe vehicle), bicyclists, and pedestrians at risk. This contrasts with the ability to maintain a vehicle in a legal and safe condition. The risk from this type of issue is more nuanced. Generally speaking, no one is put at risk if a vehicle’s license tag is expired, or inspection is out of date. There are issues with vehicle registration and equipment that are technical and do not impact overall safety. At some point, many registration and equipment issues do present a threat to safety, as the example of a vehicle’s brake lights listed above. It is easy to imagine other equipment issues that would render a motor vehicle unsafe to operate – non-operative headlights or taillights at night, non-functioning brakes, obstructed or blocked driver view, etc.

With these two broad areas in mind, a driver’s income level or socio-economic status does not affect their ability to operate a vehicle safely. Conversely, income or socioeconomic status can have a direct impact on a person’s ability to keep a vehicle properly registered and in perfect operating condition. In the United States, income disparities are closely aligned with racial aggregates. In this way, a seemingly innocuous regulation may have a disparate impact on racial groups. With this overall reality in mind, this traffic stop policy was created to try and balance safety and awareness of larger societal issues that influence motor vehicle operation.

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

As with any policy or procedure that is designed with balance in mind, the police department’s traffic stop policy is monitored and analyzed quarterly for compliance and potential revision based on additional information and understanding. This quarterly review looks at types of stops, enforcement actions, motor vehicles crashes and injuries, citation and warning actions, and other areas to ensure that the policy is functioning as intended. A too-lax or a too-aggressive approach to traffic safety enforcement are not the focus of this policy and active management and supervision is the key to success for a balanced approach. It is also easy to see how both extremes can be problematic. In a densely populated town with many bicyclists and pedestrians, striking that balance and focusing on safety and substantial violations will have the effect of minimizing negative outcomes for minor violations yet maintaining an overall awareness that the safety of the public requires focused traffic enforcement.

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

The design of the police department’s traffic stop policy is to focus on the safety of the community. Using the model policy created by the Governor’s Task Force on Racial Equity in Law Enforcement as a starting point, and with supporting data from other traffic stop policies designed to focus on safety and mitigate potential racial or socio-economic issues, the police department’s policy has the intent of lessening burdens and inequities, especially for non-safety

related traffic violations. As with all policies, periodic review and revision is part of the function of the police department. The police department conducts reviews of traffic stop data on a quarterly basis consistent with quarterly reporting requirements. In addition, charge data is analyzed to check compliance with the traffic stop policy and offense charged information.

Outcomes of tickets and arrests are not within the purview of the police department and are determined in a court room by a judge or jury. Officers are called as witnesses for the state in cases involving traffic citations and/or arrests. The court system has systems in place to assist people who meet income requirements and who are accused of serious criminal action with a public defender. For people who do not meet the income requirements, there are private attorneys available for hire.

As previously mentioned, there is a Criminal Justice Debt Program that is available for people who have outstanding debt from traffic citations.



Carrboro Police Department

Subject: Chapter 42: TRAFFIC ENFORCEMENT POLICY		Number: IV. Subsections
Issued: 01-01-2022	Revised: N/A	Pages: 1 of 3

- I. Purpose
- II. Operating Parameters
- III. Training, Compliance, and Review

I. PURPOSE AND PHILOSOPHY

The purpose of this policy is to guide officers in prioritizing traffic stops for violations of North Carolina motor vehicle laws. Research has shown that focusing traffic enforcement on hazardous moving violations is effective in reducing traffic-related deaths, injuries, and collisions. In addition, regulatory and equipment enforcement has been shown to impact community sub-groups differently, especially along racial and socio-economic lines. This policy is not intended to address stopping vehicles based on reasonable suspicion or probable cause of non-traffic violations of law.

II. OPERATING PARAMETERS

- A. Officers shall concentrate their enforcement of traffic laws on violations of law that constitute a threat to the safety of the public. Violations that commonly constitute a threat to the safety of the public include, but are not limited to:
 1. Traveling in excess of the posted speed limit;
 2. Reckless or aggressive driving;
 3. Driving while impaired;
 4. Failure to stop at a stop light or stop sign;
 5. Failure to yield the right-of-way;
 6. Passing a stopped school bus;
 7. Following too close;
 8. Driving on the wrong side of the road;
 9. Illegal passing;
 10. Operating a vehicle without liability insurance;
 11. Operating a vehicle without a valid operator’s license;
 12. Failure to properly restrain a child in a child passenger restraint system or seat belt.



Carrboro Police Department

Subject: Chapter 42: TRAFFIC ENFORCEMENT POLICY		Number: IV. Subsections
Issued: 01-01-2022	Revised: N/A	Pages: 2 of 3

- B. Officers should not stop a vehicle for one or multiple instances of regulatory or equipment infractions unless the officer determines that the violation constitutes an immediate threat to the safety of the public. Examples of regulatory or equipment violations include, but are not limited to operating a motor vehicle
 - a. Without a light illuminating a license plate;
 - b. With defective or improper equipment;
 - c. With a brake light or a high mount stop light not working;
 - d. Without an exhaust system that prevents excessive or unusual levels of noise (unless the noise also violates Carrboro Town Code Section 5-12.1);
 - e. With certain sun-shading materials and tinting films;
 - f. With an expired registration;
 - g. Without an inspection or with an expired inspection.

- C. If an officer makes a traffic stop in compliance with Section A above, the officer may also issue a citation for additional regulatory or equipment violations. The officer may also use their discretion to give a verbal or written warning for any or all observed violations.

- D. A vehicle with no visible registration plate or an improperly displayed registration plate may be stopped under this policy.

- E. Supervisors shall not solely measure an officer’s productivity based on the quantity of vehicle stops made, nor should their performance be evaluated on the number of citations issued.

- F. Officers should primarily focus their traffic enforcement efforts in areas where crashes or unsafe conditions most frequently occur, or where traffic complaints are most commonly received.

- G. Officers shall document all traffic stops in accordance with department policy and state law.

- H. The duration of any traffic stop shall be no longer than necessary to accomplish the traffic mission or the stop, or to investigate violations of law for which an officer develops reasonable suspicion or probable cause.



Carrboro Police Department

Subject: Chapter 42: TRAFFIC ENFORCEMENT POLICY		Number: IV. Subsections
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- I. Notwithstanding any other section of this policy, if officers have a compelling public safety reason to stop a vehicle, any lawful reason for the stop may be utilized. A compelling public safety reason is defined as an immediate hazard to life or safety that necessitates a vehicle be stopped and the officer otherwise lacks reasonable suspicion for another type of traffic stop. This will be a rare exception to this policy and the factors giving rise to this necessity will be documented in an incident report.

III. TRAINING, COMPLIANCE, AND REVIEW

- A. All officers will be trained on this policy.
- B. Shift supervisors are tasked with primary responsibility for ensuring that officers under their supervision are in compliance with this policy. Supervisors should utilize CAD, RMS traffic stop data, E-citation, and other means to verify compliance on an ongoing and consistent basis.
- C. Division Captains are expected to verify compliance with this policy for officers in their respective divisions.
- D. This policy will be reviewed and updated as needed.



Agenda Item Abstract

File Number: 23-264

Agenda Date: 10/3/2023
In Control: Town Council
Version: 1

File Type: Agendas

Resolution Supporting Orange County Contract for Community Engagement Consultant Services Related to Development of a Master Plan for the Greene Tract

PURPOSE: The purpose of this agenda item is to request that the Town Council consider adopting a resolution of support for Orange County proceeding with community engagement consultant services related to the development of the Greene Tract Master Plan.

DEPARTMENT: Planning

CONTACT INFORMATION: Trish McGuire, Planning Director, pmcguire@carrboronc.gov <<mailto:pmcguire@carrboronc.gov>>, 919-918-7327; Marty Roupe, Development Review Administrator; mroupe@carrboronc.gov <<mailto:mroupe@carrboronc.gov>>

COUNCIL DIRECTION:

Race/Equity Climate Comprehensive Plan Other

The Town’s commitment to working with our local government partners to support the Rogers Road community achieve community interests for the Greene Tract is extensive and longstanding. Information related to the Greene Tract, in particular and the current jointly adopted resolution for its future use may be found at [Greene Tract | Orange County, NC \(orangecountync.gov\)](https://www.orangecountync.gov/3070/Greene-Tract) <<https://www.orangecountync.gov/3070/Greene-Tract>>. Racial Equity Pocket questions are included as *Attachment B*.

INFORMATION:

Orange County released a Request for Proposals (RFP) in June 2023. Proposals were reviewed by staff from Carrboro, Chapel Hill, and Orange County and a preferred consultant team has been identified for contract negotiation. The contract for this work will be between Orange County and the consultant. The cost-share breakdown is 43 percent from Orange County, 43 percent from Chapel Hill, and 14 percent from Carrboro. The Interlocal Agreement adopted in June 2021, details the future uses of the Greene Tract to include affordable housing, mixed income housing, a future school site and public recreation spaces.

Consultant services were identified to provide dedicated, focused resources to advance this project on a specified timeline. Staff capacity in all three jurisdictions has been strained in recent years due to turnover and high workloads. The consultant will work closely with staff from the three jurisdictions to develop and lead community engagement strategies that are to inform the development of the Greene Tract Master Plan. The anticipated schedule is projected to conclude in December 2024.

The maximum amount currently proposed for the community engagement is \$360,000. Carrboro’s share would be \$50,400. This maximum amount includes approximately \$50,000 for community stipends as part of an equity-centered engagement approach. Orange County is in communication with the preferred respondent regarding modifications to the project scope that might result in lower costs.

The Chapel Hill Town Council approved a resolution of support on Wednesday, September 27th ([TOWN OF](#)

[CHAPEL HILL - File #: \[23-0685\] \(legistar.com\) <https://urldefense.proofpoint.com/v2/url?u=https-3A_chapelhill.legistar.com_LegislationDetail.aspx-3FID-3D6361052-26GUID-3D4893D2D2-2D796D-2D452F-2D8797-2DB87AE4B096A1-26Options-3D-26Search-3D&d=DwMFAg&c=JRU6Crajf79kKcplUJFHFfpcQ9GkS9xWLut8YRTooJY&r=-Zu7Xscrib_GI8DuLctkFb55BhrA3Nr_DKHDgX-uDIIs&m=HAMe22Ngd8K2sIZRYF85NR6ArnjD43IVZ_X0Yopfk5ASgA8BCuty63yAvwK6g9wl&s=Cc9UEfPhrUcL-vlaZmrkbF4o-cRE7RGcVvVp-cIAiyM&e=>](https://urldefense.proofpoint.com/v2/url?u=https-3A_chapelhill.legistar.com_LegislationDetail.aspx-3FID-3D6361052-26GUID-3D4893D2D2-2D796D-2D452F-2D8797-2DB87AE4B096A1-26Options-3D-26Search-3D&d=DwMFAg&c=JRU6Crajf79kKcplUJFHFfpcQ9GkS9xWLut8YRTooJY&r=-Zu7Xscrib_GI8DuLctkFb55BhrA3Nr_DKHDgX-uDIIs&m=HAMe22Ngd8K2sIZRYF85NR6ArnjD43IVZ_X0Yopfk5ASgA8BCuty63yAvwK6g9wl&s=Cc9UEfPhrUcL-vlaZmrkbF4o-cRE7RGcVvVp-cIAiyM&e=>). During the discussion, Council Members also expressed strong interest in a more streamlined process that would be completed much sooner, potentially a process led by staff that would be less costly. The Orange County Board of County Commissioners is scheduled to consider contracting for the Community Engagement and Master Plan Design at an October 10th Work Session and will consider taking action to authorize the contract to be executed at the October 17th Regular Meeting and may discuss these comments and interests.

A separate procurement process is in progress for the Master Plan design process. Initially, one RFP for the Master Plan was released and only one response was received. The community engagement and design processes were separated into separate procurement processes to seek participation by diverse and experienced firms capable of establishing and implementing an engagement approach in accordance with One Orange ([Town of Carrboro - File #: 22-37 \(legistar.com\) <https://carrboro.legistar.com/LegislationDetail.aspx?ID=5398852&GUID=D3093EFE-6567-4F6F-BAD1-55CBAECF126B&Options=&Search=>](https://carrboro.legistar.com/LegislationDetail.aspx?ID=5398852&GUID=D3093EFE-6567-4F6F-BAD1-55CBAECF126B&Options=&Search=>)).

FISCAL IMPACT: Carrboro's share of the costs of engagement is estimated to be up to \$50,400. The Consultant will work closely with staff from the three jurisdictions to develop and lead community engagement strategies that are to inform the development of the Greene Tract Master Plan.

RECOMMENDATION: A resolution expressing Town support for Orange County proceeding with the contract for the Green Tract Community Engagement services is provided for the Council's adoption (*Attachment A*).

**A RESOLUTION SUPPORTING ORANGE COUNTY’S CONTRACT FOR COMMUNITY
ENGAGEMENT CONSULTANT SERVICES RELATED TO DEVELOPMENT OF A
MASTER PLAN FOR THE GREENE TRACT**

WHEREAS, The Town of Carrboro has worked with its partners of Orange County and Town of Chapel Hill regarding development of a Master Plan for the Greene Tract; and

WHEREAS, the Town of Carrboro, the Town of Chapel Hill, and Orange County have an Interlocal Agreement dated June 21, 2021 regarding current and future use of the jointly owned Greene Tract; and

WHEREAS, the agreement details the priorities and process for consideration of development of the Greene Tract; and

WHEREAS, the agreement details the financial responsibility for all costs associated with implementation of the agreement for each party; and

NOW, THEREFORE, BE IT RESOLVED that the Carrboro Town Council adopts the resolution providing their support to the Orange County Commissioners entering into a contract for community engagement consultant services to be provided in relation to development of a Master Plan for the Greene Tract.

This the 3rd day of October, 2023.

Pocket Questions - Supporting Orange County Commissioners Contract with a Community Engagement Consultant for the Greene Tract

What are the racial impacts?

The 164-acre tract is within Chapel Hill's Extraterritorial Jurisdiction (ETJ) and located eastern border of the Historic Rogers Road Neighborhood boundary, a historically Black community at the boundary of Carrboro and Chapel Hill. Roughly 60 acres of the land have been set aside for the Headwaters Preserve, with the layout of the remaining 104 acres to be refined by this upcoming process of community engagement. The request for proposals scores firms against criteria for engagement that collects inclusive, effective, and meaningful input from the community. The strategy shall encompass diversity, race, and equity components to engage historically underserved or disenfranchised communities and communities of color.

Development on the tract could have racial impacts; the 2021 adopted resolution and the 2016 *Mapping Our Community's Future* report identify uses including the creation of new recreative and educational facilities and the provision of mixed-use development (with affordable housing stated as a primary interest). Future changes could also affect the property values in nearby neighborhoods; the engagement and subsequent design processes' purpose is to create a master plan that is compatible with the *Mapping Our Community's Future* report in conjunction with the Rogers Road Community.

Who is or will experience burden?

Nearby community members may long-term face burden if development on the Greene Tract affects their neighborhood landscape and/or their properties. This process of community engagement aims to limit that burden through residents' input and by prioritizing historically marginalized and disenfranchised communities, including the Historic Rogers Road Neighborhood. Community engagement may burden residents and stakeholders in all three jurisdictions in the short-term that require them to attend meetings or workshops and bring attention to the Tract. Similarly, a prolonged community engagement period may delay potentially equitable outcomes of project build out.

Who is or will experience benefit?

This process of community engagement prioritizes historically marginalized and disenfranchised communities, including the Historic Rogers Road Neighborhood. This prioritization will benefit current residents by continuing to identify them as key stakeholders and ensuring they have a platform with which to shape the future of nearby development, as well as agency in the types of benefits they hope to see from future land uses. These could include resources such as pedestrian access to recreational and educational facilities, open space, and low intensity commercial and maker spaces that supplement the RENA Community Center.

What are the root causes of inequity?

Methods and strategies of public engagement that do not acknowledge known barriers for low-income stakeholders and/or historically marginalized stakeholders including scheduling opportunities to engage that preclude shift workers from participation, do not provide childcare, are too infrequent, or are promoted with resources that are relatively unused by such stakeholders. Lack of representation in government staff, volunteers, and elected officials is also a barrier to participation by historically marginalized community members. Economic inequities such as accumulation of generational wealth, accessibility of affordable housing and of recreative space, can be attributed to historical, discriminate lending practices and exclusionary development patterns at larger geographic scopes than that of the Greene Tract.

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

An unintended consequence of community engagement could be that some residents are not included in the public engagement process; for example, these may stem from gaps in diversity of engagement events and methods or gaps in neighborhood demographic data. One unintended consequence from long-term development might be changes to property values, affordability and/or character of nearby neighborhoods and properties. Another unintended consequence may be new stressors on ecologically sensitive lands like streams

and riparian buffers from new development. Additional community engagement could also result in the original intentions of previous planning and engagement being altered.

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

An Environmental Assessment was completed in 2020 of the Greene Tract identifying road, utility, and land use development layouts that would protect the most sensitive ecological areas; the 60-acre Headwaters Preserve also protects these natural resources. Currently, \$50,000 of the \$360,000 budget for this process has been reserved for an equity-centered engagement strategy. Additionally, zoning changes in Chapel Hill and Carrboro designed to implement the goals of the *Mapping Our Community's Future* community planning effort, completed in May 2016, seek to preserve the character of the currently lower-density area would be most affected by future land use changes in the Greene Tract to the east.