



Town of Carrboro

Town Hall
301 W. Main St.
Carrboro, NC 27510

Meeting Agenda Town Council



Tuesday, February 1, 2022

7:00 PM

Remote Meeting-View Livestream or Cable TV

18

7:00-7:05

A. ROLL CALL

7:05-7:20

B. POETRY READING, RESOLUTIONS, PROCLAMATIONS, AND ACKNOWLEDGEMENTS

1. [22-43](#) Proclamation:Black History Month

7:20-7:25

C. ANNOUNCEMENT OF UPCOMING MEETINGS

7:25-7:35

D. PUBLIC COMMENT

Comments are limited to three minutes per speaker.

7:35-7:45

E. CONSENT AGENDA

1. [17-682](#) Approval of December 7, 2021 Meeting Minutes
2. [22-45](#) Amendment to Independent Audit Contract for Fiscal Year Ending June 30, 2021

PURPOSE: The purpose of this item is to amend the Town's audit contract to extend the deadline for submission of the audit to the Local Government Commission.

Attachments: [Resolution to Amend Audit Contract with DHG](#)

3. [22-40](#) 2022 Street Resurfacing Contract Authorization
- PURPOSE:** The purpose of this item is to provide the Council with the bid results of the 2022 Resurfacing Project and to authorize the award of the project to the lowest responsive, responsible bidder.

Attachments: [Attachment B Resolution](#)
[Attachment A Summary of Bids](#)

4. [22-39](#) Request to Authorize Town Manager to Execute Contract Amendment with Stantec to Update Bike Loop Detector Construction Documents
- PURPOSE:** The purpose of this agenda item is to request that the Town Council authorize the Town Manager to execute a contract amendment with Stantec to update the construction documents for the bike loop detector project (TIP# U-4726-DF) so that the project can be readvertised for bid.

Attachments: [A - Resolution Bike Loop Detectors.doc](#)

F. OTHER MATTERS

7:45-8:00

1. [22-41](#) Annual Comprehensive Financial Report (ACFR) and Independent Audit for Fiscal Year Ended June 30, 2021
- PURPOSE:** The purpose of this agenda item is for the Town's independent auditor, Dixon Hughes Goodman LLP, to present to the Town Council the Annual Comprehensive Financial Report (ACFR) and audit for the fiscal year ended June 30, 2021.

Attachments: [Council Resolution of ACFR Acceptance](#)
[Auditors Report to Council 2021](#)

8:00-8:20

2. [22-37](#) One Orange Racial Equity Framework Update

PURPOSE: The purpose of this agenda item is to request that the Town Council adopt the county-wide One Orange Racial Equity Framework and to share an update on the town's efforts in advancing racial equity.

Attachments: [Attachment A - RESOLUTION ADOPTING THE ONE ORANGE RACIAL EQUITY FRAMEWORK](#)
[Attachment B. One Orange Racial Equity Framework](#)
[Attachment C - Race and Equity Carrboro Update](#)

8:20-8:50

3. [22-04](#) Community Input on the FY2022-23 Town Budget
 PURPOSE: The purpose of this item is to receive comments from the public regarding the Town's budget for the upcoming fiscal year beginning July 1, 2022.

G. MATTERS BY COUNCIL MEMBERS

- H. CLOSED SESSION 143-318.11(A)(3) To consult with an attorney employed or retained by the public body in order to preserve the attorney-client privilege between the attorney and the public body, which privilege is hereby acknowledged. General policy matters may not be discussed in a closed session and nothing herein shall be construed to permit a public body to close a meeting that otherwise would be open merely because an attorney employed or retained by the public body is a participant. The public body may consider and give instructions to an attorney concerning the handling or settlement of a claim, judicial action, mediation, arbitration, or administrative procedure. If the public body has approved or considered a settlement, other than a malpractice settlement by or on behalf of a hospital, in closed session, the terms of that settlement shall be reported to the public body and entered into its minutes as soon as possible within a reasonable time after the settlement is concluded.**



Town of Carrboro

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Agenda Item Abstract

File Number:22-43

Agenda Date: 2/1/2022

File Type:Agendas

In Control: Board of Aldermen

Version: 1



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Agenda Item Abstract

File Number:17-682

Agenda Date: 2/1/2022

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Approval of December 7, 2021 Meeting Minutes



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Agenda Item Abstract

File Number:22-45

Agenda Date: 2/1/2022

File Type:Agendas

In Control: Board of Aldermen

Version: 1

TITLE:

Amendment to Independent Audit Contract for Fiscal Year Ending June 30, 2021

PURPOSE: The purpose of this item is to amend the Town's audit contract to extend the deadline for submission of the audit to the Local Government Commission.

DEPARTMENT: Finance

CONTACT INFORMATION: Arche McAdoo, Finance Director 918-7439

INFORMATION: The Town contracted with Dixon Hughes Goodman LLP (DHG), to perform an independent audit and prepare financial statements for the fiscal year ended June 30, 2021. The audit and financial statements were to be submitted to the Local Government Commission (LGC) by October 31, 2021 with a grace period extending to December 31, 2021. Unfortunately, the audit and financial statements did not get submitted until January 24, 2022. This delay was due to turnover of staff at DHG in October and not realizing until November the Town needed to have single audit for state and federal financial assistance.

The LGC has requested that we amend this contract to reflect the actual date of submission of the audit and financial statements. There is no increase in the cost of the contract.

FISCAL & STAFF IMPACT: There is no fiscal impact associated with the item.

RECOMMENDATION: That the Council authorize a no cost extension of the contract with DHG to January 24, 2024, the date of submission of Town audit and financial statements to the LGC; and, authorize the Mayor to sign the contract amendment as required by the North Carolina Local Government Commission.

A RESOLUTION TO AMEND CONTRACT WITH INDEPENDENT AUDIT FIRM

BE IT RESOLVED BY THE TOWN COUNCIL OF THE TOWN OF CARRBORO THAT:

Section 1. The audit contract for the fiscal year ending June 30, 2021 with Dixon Hughes Goodman LLP is extended from October 31, 2021 to January 24, 2022.

Section 2. All other terms and conditions of the original contract are unchanged.

Section 3. This resolution shall become effective upon adoption.



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Agenda Item Abstract

File Number:22-40

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Version: 1

TITLE:

2022 Street Resurfacing Contract Authorization

PURPOSE: The purpose of this item is to provide the Council with the bid results of the 2022 Resurfacing Project and to authorize the award of the project to the lowest responsive, responsible bidder.

DEPARTMENT: Public Works, Finance

CONTACT INFORMATION: Daniel Snipes, Interim Public Works Director, 919-918-7432, dsnipes@townofcarrboro.org <<mailto:dsnipes@townofcarrboro.org>>, Ben Schmadeke, Capital Projects Manager, 919-918-7424, bschmadeke@townofcarrboro.org <<mailto:bschmadeke@townofcarrboro.org>>, Arche McAdoo, Finance Director, 919-918-7439, amcadoo@townofcarrboro.org <<mailto:amcadoo@townofcarrboro.org>>

INFORMATION: Utilizing the 2019 Pavement Condition Study and associated Pavement Condition Ratings, staff have developed a project manual and bid package for resurfacing and repair of Town streets under the formal bid guidelines. This bid package was advertised on December 19, 2021 with a due date of January 13, 2022. The bid package was subsequently re-bid due to not receiving the required three bids necessary to award a formal project after the first advertisement. The re-bid was advertised on January 14, 2022, and a public bid opening was held on January 24, 2022. The bid results are included in Attachment A: Summary of Bids.

Staff have taken steps to reach minority and women owned business enterprises (MWBE) by advertising the bid opportunity on the North Carolina Historically Underutilized Business (HUB) website and The Triangle Tribune newspaper. Bidders were required to make good faith efforts to include MWBE subcontractor participation and to provide documentation of outreach and participation.

FISCAL & STAFF IMPACT: The fiscal impact for the resurfacing project will be \$563,192.40, which will be funded from Powell Bill revenues. The balance in Powell Bill reserves after the award of this contract will be \$116,618.06. There will be staff impacts associated with project management and inspections for this project.

RECOMMENDATION: It is recommended that the Council approve the attached resolution, awarding the contract to Daniels Inc. of Garner. The Council reserves the right to reject any or all proposals.

A RESOLUTION FOR AWARDING THE CONTRACT FOR THE 2022 STREET
RESURFACING PROJECT

WHEREAS, the Town has advertised and received three (3) formal bids for the 2022 Street Resurfacing project; and,

WHEREAS, bidding and advertising were performed in compliance with state and federal requirements including steps taken to reach Historically Underutilized Businesses (HUBs); and,

WHEREAS, staff have identified Daniels Inc. of Garner as the lowest cost responsive and responsible bidder and recommend that they be awarded the contract;

NOW, THEREFORE, BE IT RESOLVED that the Carrboro Town Council authorizes the Town Manager to award Daniels Inc. of Garner the contract for the 2022 Street Resurfacing Improvement Project in the amount of \$563,192.40.

This the 1st day of February in 2022.

2022 Town of Carrboro Street Resurfacing

Bid Opening: January 24, 2022

Summary of Bids

Bidder	Bid Amount	All Forms Completed Including WMBE Outreach and Participation Forms	Participation Amount and HUB Type*
Daniels Inc. of Garner	\$563,192.40	Yes	2.6% W
Turner Asphalt	\$644,078.00	Yes	10% W
Raleigh Paving	\$827,875.00	No	n/a

***Hub Status Abbreviation:**

B = Black, HA = Hispanic, AA = Asian American, AI = American Indian, W = Female, D = Disabled



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Agenda Item Abstract

File Number:22-39

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Version: 1

TITLE:

Request to Authorize Town Manager to Execute Contract Amendment with Stantec to Update Bike Loop Detector Construction Documents

PURPOSE: The purpose of this agenda item is to request that the Town Council authorize the Town Manager to execute a contract amendment with Stantec to update the construction documents for the bike loop detector project (TIP# U-4726-DF) so that the project can be readvertised for bid.

DEPARTMENT: Planning & Finance departments

CONTACT INFORMATION: Christina Moon, Planning Administrator, 919-918-7325, cmoon@townofcarrboro.org <<mailto:cmoon@townofcarrboro.org>>; Patricia McGuire, Planning Director, 919-918-7327, pmcguire@townofcarrboro.org <<mailto:pmcguire@townofcarrboro.org>>; Arche McAdoo, Finance Director, 919-918-7300, amcadoo@townofcarrboro.org <<mailto:amcadoo@townofcarrboro.org>>

INFORMATION: In late 2011, the Town entered into a municipal agreement with NCDOT to design and install bike loop detectors at four intersections: three in downtown and one at Poplar and NC 54. Bike loop detectors are inductive loops embedded into the pavement that alert the signal controller of a cyclist seeking to cross the street. The Town advertised the project twice, once in October 2017 and again in July 2019, but did not receive bids on either occasion. Staff saw an opportunity to readvertise the bike loop detector project at the same time as the East Main Street restriping project this spring/summer in the hope of attracting a contractor that might be interested in bidding on both projects since they are in the same area. NCDOT has informed the Town that the bike loop construction documents, particularly the special provisions will need to be updated to reflect current NCDOT standards before the project can be rebid.

Stantec is on the DCHC MPO's On-Call list and, as the design firm engaged by the Town to complete the East Main Street restriping project, has already conducted much of the field work and signal analysis work needed to complete the bike loop updates. Stantec has reviewed the existing construction documents for the bike loop detector project and has provided a scope of work to update the materials to meet current NCDOT standards.

Design services include the development of an engineer's estimate for the cost of construction. It is anticipated that construction costs will have increased since the last advertisement. Once that information is available, staff will prepare an agenda item to request an amendment to the capital improvement project ordinance. The Town may allocate local discretionary funds (STBG-DA) toward construction costs; STBG-DA funds require a 20-percent local match.

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FISCAL & STAFF IMPACT: The cost of Stantec performing this work is estimated at \$35,000 to \$40,000, increasing the total cost of project design from \$18,525 to approximately \$58,525.

RECOMMENDATION: Staff recommends that the Town Council consider the resolution (Attachment A) authorizing the Town Manager to execute a contract amendment with Stantec to update the construction documents for the bike loop detector project for an amount not to exceed \$40,000.

**A RESOLUTION AUTHORIZING THE TOWN MANAGER TO EXECUTE A
CONTRACT AMENDMENT WITH STANTEC TO UPDATE CONSTRUCTION
DOCUMENTS FOR THE BICYCLE LOOP DETECTORS PROJECT (U-4726-DF)**

ORDINANCE NO. _____

WHEREAS, the Carrboro Town Council has adopted a Capital Improvement Project Ordinance for the installation of Bicycle Detectors at signalized intersections in the downtown and has appropriated \$57,500 for this project; and,

WHEREAS, the Town of Carrboro has executed a municipal agreement with the North Carolina Department of Transportation for the design and installation of bicycle detectors in four locations; and

WHEREAS, the Town advertised the project for bid on October 8, 2017 and July 21, 2019 and did not receive any bidders with either advertisement; and

WHEREAS, NCDOT has informed the Town that construction documents must be updated to reflect current NCDOT standards before the project can be advertised again; and

WHEREAS, the Town has received a project proposal from Stantec, an engineering firm on the DCHC MPO's current On-Call list, for which the Town currently has under contract for engineering services, to complete this work; and

WHEREAS, the contract with Stantec Consulting Services needs to be increased.

NOW, THEREFORE PURSUANT TO N.C.G.S 159-13.2, BE IT ORDAINED BY THE TOWN COUNCIL OF THE TOWN OF CARRBORO THAT:

1. Contract with Stantec Consulting Services be amended for additional services at a cost no more than \$40,000; thereby increasing total amount of contract to \$127,500.
2. Total funding for this project is appropriated from the existing project budget.
3. The funding in Section 1 above is authorized until all project activity is completed.
4. Within five (5) days after this ordinance is adopted, the Town Clerk shall file a copy of this ordinance with the Finance Director.

This is the 1 day of February, 2022.



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Carrboro, NC 27510

Agenda Item Abstract

File Number:22-41

Agenda Date: 2/1/2022

File Type:Agendas

In Control: Board of Aldermen

Version: 1

TITLE:

Annual Comprehensive Financial Report (ACFR) and Independent Audit for Fiscal Year Ended June 30, 2021

PURPOSE: The purpose of this agenda item is for the Town's independent auditor, Dixon Hughes Goodman LLP, to present to the Town Council the Annual Comprehensive Financial Report (ACFR) and audit for the fiscal year ended June 30, 2021.

DEPARTMENT: Finance

CONTACT INFORMATION: Arche McAdoo, 918-7439; Donald Coble, 918-7302; Cary McNallan, 918-7301

INFORMATION: The Town is required to produce annually a Annual Comprehensive Financial Report that includes financial statements that have been audited by an independent certified public accounting firm. This report is submitted to the North Carolina Local Government Commission (LGC) and presented to the Town Council each year. By January 31, 2022 the ACFR, along with other financial information, must be filed with the Municipal Securities Rulemaking Board as part of the continuing disclosure requirements related to the Town's issuance of \$4.6 million General Obligation Sidewalk and Greenways Bonds, Series 2013.

The Annual Comprehensive Financial Report and Independent Auditors' Report for the year ended June 30, 2021 have been uploaded to the Town's website:

<http://www.ci.carrboro.nc.us/2632/Financial-Statements-2020-2021>.

The opinion of the Independent Auditors is that the *“financial statements present fairly, in all material respects, the respective financial position of the governmental activities, the business-type activities, the discretely presented component unit, each major fund, and the aggregate remaining fund information of the Town of Carrboro as of June 30, 2020, and the respective changes in financial position and cash flows, where appropriate, thereof, and the respective budgetary comparison for the General Fund for the year then ended in conformity with accounting principles generally accepted in the United States of America.”*

For the fiscal year ending June 30, 2021, the Town met state and federal expenditure thresholds which required an independent single audit be conducted. The independent auditors did not identify any deficiencies in internal control over compliance that were considered a material weakness, nor were there findings of

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noncompliance or questioned costs.

The Carrboro Tourism Development Authority (CTDA) established by the Board in March 2013 is a public authority under the Local Government Budget and Fiscal Control Act. As such, the CTDA is required to produce its own independent audited financial statements. The accounting rules, however, require that the Town show the CTDA as a “component unit” in Town financial statements.

For you information Attachment B is the 2021 Auditors Report to Governing Body.

FISCAL & STAFF IMPACT: None.

RECOMMENDATION: That the Town Council accept the ACFR and audit for the fiscal year ended June 30, 2021.

A RESOLUTION ACCEPTING THE ANNUAL COMPREHENSIVE FINANCIAL REPORT
AND INDEPENDENT AUDITOR'S REPORT FOR THE FISCAL YEAR ENDING JUNE 30,
2021

WHEREAS, the Carrboro Town Council have received the Annual Comprehensive Financial Report including Independent Auditors' opinion and Report to the Town Council for fiscal year ending June 30, 2021; and

WHEREAS, the Town Council have been informed by the Town's independent auditors, Dixon Hughes Goodman LLP, that the Town's financial statements are free of material misstatement and that the audit tests conducted by the firm did not uncover any material weaknesses;

NOW THEREFORE, THE CARRBORO TOWN COUNCIL;

Section 1: Accepts the Annual Comprehensive Financial Report with Independent Auditors' Report and Report to the Council for fiscal year ending June 30, 2021. .



**Report to the
Town Council**

**Town of Carrboro,
North Carolina**

June 30, 2021



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Appendix A - Management Representation Letter



Contacts

John Frank, CPA

Partner

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Chad Cook, CPA

Senior Manager

Dixon Hughes Goodman LLP

1829 Eastchester Drive

High Point, NC 27265

chad.cook@dhg.com



Communication with Those Charged with Governance

January 10, 2022

Town Council
Town of Carrboro
Carrboro, North Carolina

We have audited the financial statements of the governmental activities, the business-type activities, the discretely presented component unit, each major fund, and the aggregate remaining fund information of the Town of Carrboro (the “Town”) for the year ended June 30, 2021, and have issued our report thereon dated January 10, 2022. Professional standards require that we provide you with information about our responsibilities under generally accepted auditing standards, and *Government Auditing Standards*, as well as certain information related to the planned scope and timing of our audit. We have communicated such information in our letter to you dated May 27, 2021. Professional standards also require that we communicate to you the following information related to our audit.

Our Responsibility under Auditing Standards Generally Accepted in the United States of America and Government Auditing Standards

As stated in our engagement letter dated May 27, 2021, our responsibility, as described by professional standards, is to express opinions on each opinion unit about whether the financial statements prepared by us with management’s oversight are fairly presented, in all material respects, in conformity with accounting principles generally accepted in the United States of America. Our audit of the financial statements does not relieve you or management of your responsibilities.

In planning and performing our audit, we considered the Town’s internal control over financial reporting in order to determine our auditing procedures for the purpose of expressing our opinion on the financial statements and not to provide assurance on the internal control over financial reporting.

As part of obtaining reasonable assurance about whether the Town’s financial statements are free of material misstatement, we performed tests of its compliance with certain provisions of laws, regulations, contracts, and grants, non-compliance with which could have a direct and material effect on the determination of financial statement amounts. However, providing an opinion on compliance with those provisions was not an objective of our audit.

We have issued a written report on our consideration of internal controls and compliance in accordance with *Government Auditing Standards*, in which we did not identify any deficiencies in internal control that we consider to be material weaknesses.



Our Responsibility under Office of Management and Budget (“OMB”) Title 2 U.S. Code of Federal Regulations (“CFR”) Part 200, “Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards” (“Uniform Guidance”), and the State Single Audit Implementation Act

As stated in our engagement letter dated May 27, 2021, our responsibility, under Federal and State regulations, is to test controls and compliance with the requirements of laws, regulations, contracts and grant agreements that have a direct and material effect on the administration of the Town’s major Federal and State programs. We have issued a written report on the Town’s compliance, in which we did not identify any material weaknesses or significant deficiencies in internal controls over compliance with the major Federal and State programs.

Qualitative Aspects of Accounting Practices

Management is responsible for the selection and use of appropriate accounting policies. The significant accounting policies used by the Town are described in Note 1 to the financial statements. No new accounting policies were adopted, and the application of existing policies was not changed during the year ended June 30, 2021. No matters have come to our attention that would require us, under professional standards, to inform you about (1) the methods used to account for significant unusual transactions and (2) the effect of significant accounting policies in controversial or emerging areas for which there is a lack of authoritative guidance or consensus.

Accounting estimates are an integral part of the financial statements prepared by management, and are based on management’s knowledge and experience about past and current events, and assumptions about future events. Certain accounting estimates are particularly sensitive because of their significance to the financial statements and because of the possibility that future events affecting them may differ significantly from those expected. The most sensitive estimates affecting the financial statements were:

Management’s estimate of the depreciable lives of property and equipment is based on the expected useful lives of the individual capital assets.

Management’s estimate of the allowance for doubtful accounts and uncollectible loan losses is based on historical collection experience and collateral.

Management’s estimate of the liabilities related to the pension plans and other postemployment benefits, as well as the related deferred inflows and outflows of resources, are based on actuarial assumptions and projections that are provided by third parties based on information provided by management.

We evaluated the key factors and assumptions used in determining that the estimates above are reasonable in relation to the financial statements taken as a whole.

The disclosures in the financial statements are neutral, consistent, and clear. We do not feel any certain financial statement disclosures are particularly sensitive because of their significance to financial statement users.

**Difficulties Encountered in Performing the Audit**

We encountered no significant difficulties in dealing with management in performing and completing our audit.

Corrected and Uncorrected Misstatements

Professional standards require us to accumulate all misstatements identified during the audit, other than those that are trivial, and communicate them to the appropriate level of management. Management has corrected all such misstatements. In addition, none of the misstatements detected as a result of audit procedures and corrected by management were material, either individually or in the aggregate, to the financial statements taken as a whole.

Disagreements with Management

For purposes of this letter, professional standards define a disagreement with management as a financial accounting, reporting, or auditing matter, whether or not resolved to our satisfaction, that could be significant to the financial statements or the auditor's report. We are pleased to report that no such disagreements arose during the course of our audit.

Management Representations

We have requested certain representations from management that are included in the management representation letter included in Appendix A.

Management Consultations with Other Accountants

In some cases, management may decide to consult with other accountants about auditing and accounting matters, similar to obtaining a "second opinion" on certain situations. If a consultation involves application of an accounting principle to the Town's financial statements or a determination of the type of auditor's opinion that may be expressed on those statements, our professional standards require the consulting accountant to check with us to determine that the consultant has all the relevant facts. To our knowledge, there were no such consultations with other accountants.

Other Significant Matters, Findings, or Issues

We generally discuss a variety of matters, including the application of accounting principles and auditing standards, with management each year prior to retention as the Town's auditors. However, these discussions occurred in the normal course of our professional relationship and our responses were not a condition to our retention.

Other Matters

We applied certain limited procedures to Management's Discussion and Analysis, the Law Enforcement Officers' Special Separation Allowance Schedule of Changes in Total Pension Liability and Schedule of Total Pension Liability as a Percentage of Covered Payroll, the Other Postemployment Benefits Schedule of Changes in Total OPEB Liability and Related Ratios, and the Local Government Employees' Retirement System Schedules of Proportionate Share of the Net Pension Liability and Contributions, which are required supplementary information (RSI) that supplements the basic financial statements. Our procedures consisted of inquiries of management regarding the methods of preparing the information and comparing the information for consistency with management's responses to our inquiries, the basic financial statements, and other knowledge we obtained during our audit of the basic financial statements. We did not audit the RSI and do not express an opinion or provide any assurance on the RSI.



We were engaged to report on the combining and individual fund financial statements, budgetary schedules, and other schedules which accompany the financial statements, but are not RSI. With respect to this supplementary information, we made certain inquiries of management and evaluated the form, content, and methods of preparing the information to determine that the information complies with accounting principles generally accepted in the United States of America, the method of preparing it has not changed from the prior period, and the information is appropriate and complete in relation to our audit of the financial statements. We compared and reconciled the supplementary information to the underlying accounting records used to prepare the financial statements or to the financial statements themselves.

We were not engaged to report on the introductory information, which accompanies the financial statements but is not RSI. We did not audit or perform other procedures on this other information, and we do not express an opinion or provide any assurance on it.

Restriction on Use

This information is intended solely for the use of the Town Council and management of the Town, and is not intended to be, and should not be, used by anyone other than these specified parties.

Sincerely,

Dixon Hughes Goodman LLP

High Point, NC



Appendix A

Management Representation Letter



TOWN OF CARRBORO

NORTH CAROLINA

WWW.TOWNOFCARRBORO.ORG

January 10, 2022

Dixon Hughes Goodman LLP
1829 Eastchester Drive
High Point, NC
1829 Eastchester Drive

This representation letter is provided in connection with your audit of the financial statements of Town of Carrboro (the "Town"), which comprise the financial position of the governmental activities, the business-type activities, the discretely presented component unit, each major fund and the aggregate remaining fund information as of and for the year ended June 30, 2021, and the related and the related notes to the financial statements, for the purpose of expressing an opinion on whether the financial statements are presented fairly, in all material respects, in accordance with accounting principles generally accepted in the United States of America (U.S. GAAP).

Certain representations in this letter are described as being limited to matters that are material. Items are considered material, regardless of size, if they involve an omission or misstatement of accounting information that, in the light of surrounding circumstances, makes it probable that the judgment of a reasonable person relying on the information would be changed or influenced by the omission or misstatement. An omission or misstatement that is monetarily small in amount could be considered material as a result of qualitative factors.

We confirm that, to the best of our knowledge and belief, having made such inquiries as we considered necessary for the purpose of appropriately informing ourselves as of the date of this letter:

Financial Statements

1. We have fulfilled our responsibilities, as set out in the terms of the audit engagement dated May 27, 2021, for the preparation and fair presentation of the financial statements in accordance with U.S. GAAP.
2. We acknowledge our responsibility for the design, implementation, and maintenance of internal control relevant to the preparation and fair presentation of financial statements that are free from material misstatement, whether due to fraud or error.
3. We acknowledge our responsibility for the design, implementation, and maintenance of internal control to prevent and detect fraud.
4. The following have been properly accounted for and disclosed in the financial statements:
 - a. Related-party relationships and transactions, including sales, purchases, loans, transfers, leasing arrangements, and guarantees, and amounts receivable from or payable to related parties
 - b. Guarantees, whether written or oral, under which the Town is contingently liable
 - c. Other liabilities or gain or loss contingencies
5. Significant estimates that may be subject to a material change in the near term have been properly disclosed in the financial statements. We understand that "near term" means the period within one year of the date of the financial statements. In addition, we have no knowledge of concentrations existing at the date of the financial statements that make the Town vulnerable to the risk of severe impact that have not been properly disclosed in the financial statements.
6. Significant assumptions we used in making accounting estimates, including estimates of fair value, are reasonable.
7. The effects of all known actual or possible litigation and claims have been accounted for and disclosed in accordance with U.S. GAAP.

8. There are no uncorrected misstatements or omitted disclosures.
9. We are in agreement with the adjusting journal entries you have proposed, and they have been posted to the Town's accounts.
10. We represent to you the following for the Town's fair value measurements and disclosures:
 - a. The underlying assumptions are reasonable and they appropriately reflect management's intent and ability to carry out its stated courses of action.
 - b. The measurement methods and related assumptions used in determining fair value are appropriate in the circumstances and have been consistently applied.
 - c. The disclosures related to fair values are complete, adequate, and in conformity with U.S. GAAP.
 - d. There are no subsequent events that require adjustments to the fair value measurements and disclosures included in the financial statements.

Information Provided

11. We have provided you with:
 - a. Access to all information of which we are aware that is relevant to the preparation and fair presentation of the financial statements such as records, documentation and other matters.
 - b. Additional information that you have requested from us for the purpose of the audit.
 - c. Unrestricted access to persons within the entity from whom you determined it necessary to obtain audit evidence.
 - d. Minutes of the meetings of Town Council or summaries of actions of recent meetings for which minutes have not yet been prepared.
12. All material transactions have been recorded in the accounting records and are reflected in the financial statements and the schedule of expenditures of federal and state awards.
13. We have disclosed to you the results of our assessment of the risk that the financial statements may be materially misstated as a result of fraud.
14. We have no knowledge of any fraud or suspected fraud affecting the Town involving:
 - a. Management.
 - b. Employees who have significant roles in internal control.
 - c. Others when the fraud could have a material effect on the financial statements.
15. We have no knowledge of any allegations of fraud or suspected fraud affecting the Town's financial statements received in communications from employees, former employees, analysts, regulators, short sellers, or others.
16. There have been no communications from regulatory agencies concerning noncompliance with or deficiencies in financial reporting practices.
17. We have disclosed to you all known instances of noncompliance or suspected noncompliance with laws and regulations whose effects should be considered when preparing the financial statements.
18. We have disclosed to you the identity of all the Town's related parties and all the related party relationships and transactions of which we are aware.
19. The Town has no plans or intentions that may materially affect the carrying value or classification of assets and liabilities.

20. We have complied with all aspects of contractual agreements that would have a material effect on the financial statements in the event of noncompliance.
21. We have disclosed to you all known actual or possible litigation and claims whose effects should be considered when preparing the financial statements.
22. We agree with the findings of specialists in evaluating the pension and OPEB related liabilities and have adequately considered the qualification of the specialists in determining the amounts and disclosures used in the financial statements and underlying accounting records. We did not give or cause any instructions to be given to the specialists with respect to the values or amounts derived in an attempt to bias their work, and we are not otherwise aware of any matters that have had impact on the independence or objectivity of the specialists.
23. You have provided the following services:
 - Advising management on appropriate accounting principles and their application, and assistance in the preparation of the Town's financial statements.
 - Uploading of the audited financial statements to the North Carolina State Treasurer's website
 - Completion of the applicable sections of the Data Input Worksheet and uploading of the worksheet to the North Carolina State Treasurer's website
 - Completion of the applicable sections of the Data Collection Form, and submission to the Federal Audit Clearinghouse.

In regard to these services provided by you, we have:

- a. Assumed all management responsibilities.
 - b. Overseen the service by designating an individual within senior management, who possesses suitable skill, knowledge, or experience.
 - c. Evaluated the adequacy and results of the services performed.
 - d. Accepted responsibility for the results of the services.
 - e. Evaluated and maintained internal controls, including monitoring ongoing activities.
24. With respect to the non-attest services performed by you during this engagement, we have received the deliverables from you and have stored these deliverables in information systems controlled by us. We have taken responsibility for maintaining internal control over these deliverables.

Government-Specific

25. There have been no communications from regulatory agencies concerning noncompliance with, or deficiencies in, financial reporting practices.
26. We have identified to you any previous audits, attestation engagements, and other studies related to the audit objectives and whether related recommendations have been implemented.
27. We are responsible for compliance with the laws, regulations, and provisions of contracts and grant agreements applicable to us, including tax or debt limits and debt contracts, and legal and contractual provisions for reporting specific activities in separate funds.
28. We have identified and disclosed to you all instances that have occurred or are likely to have occurred, of fraud and noncompliance with provisions of laws and regulations that we believe have a material effect on the financial statements or other financial data significant to the audit objectives, and any other instances that warrant the attention of those charged with governance.

29. We have identified and disclosed to you all instances, which have occurred or are likely to have occurred, of noncompliance with provisions of contracts and grant agreements that we believe have a material effect on the determination of financial statement amounts or other financial data significant to the audit objectives.
30. We have identified and disclosed to you all instances that have occurred or are likely to have occurred, of abuse that could be quantitatively or qualitatively material to the financial statements or other financial data significant to the audit objectives.
31. There are no violations or possible violations of budget ordinances, laws and regulations (including those pertaining to adopting, approving, and amending budgets), provisions of contracts and grant agreements, tax or debt limits, and any related debt covenants whose effects should be considered for disclosure in the financial statements, or as a basis for recording a loss contingency, or for reporting on noncompliance.
32. The Town has satisfactory title to all owned assets, and there are no liens or encumbrances on such assets, nor has any asset been pledged as collateral, except as made known to you and disclosed in the notes to the financial statements.
33. The Town has complied with all aspects of contractual agreements that would have a material effect on the financial statements in the event of noncompliance.
34. The financial statements properly classify all funds and activities in accordance with GASB Statement No. 34.
35. All funds that meet the quantitative criteria in GASB Statements No. 34 and 37 for presentation as major are identified and presented as such, and all other funds that are presented as major are particularly important to financial statement users.
36. Components of net position (net investment in capital assets; restricted; and unrestricted) and classifications of fund balance (nonspendable, restricted, committed, assigned, and unassigned) are properly classified and, if applicable, approved.
37. Investments, derivative instruments, and land and other real estate held by endowments are properly valued.
38. Provisions for uncollectible receivables have been properly identified and recorded.
39. Expenses have been appropriately classified in or allocated to functions and programs in the statement of activities, and allocations have been made on a reasonable basis.
40. Revenues are appropriately classified in the statement of activities within program revenues, general revenues, contributions to term or permanent endowments, or contributions to permanent fund principal.
41. Interfund, internal, and intra-entity activity and balances have been appropriately classified and reported.
42. Deposits and investment securities and derivative instruments are properly classified as to risk and are properly disclosed.
43. Capital assets, including infrastructure and intangible assets, are properly capitalized, reported, and, if applicable, depreciated.
44. We have appropriately disclosed the Town's policy regarding whether to first apply restricted or unrestricted resources when an expense is incurred for purposes for which both restricted and unrestricted net position is available and have determined that net position is properly recognized under the policy.
45. We are following our established accounting policy regarding which resources (that is, restricted, committed, assigned, or unassigned) are considered to be spent first for expenditures for which more than one resource classification is available. That policy determines the fund balance classifications for financial reporting purposes.

46. With respect to the reporting requirements of GASB Statement No. 68:

- We have reported all eligible employees to the Local Government Employees' Retirement System ("LGERS") via the Online Retirement Benefits Integrated Technology ("ORBIT") System. Law Enforcement Officers' Special Separation Allowance ("LEOSSA") via the Online Retirement Benefits Integrated Technology ("ORBIT") System.
- The census data for all eligible employees reported to LGERS via ORBIT is complete and accurate as of December 31, 2019 (the valuation date for the net pension liability reported at June 30, 2021).
- We are responsible for the Town's compliance with requirements as established in the Retirement System's Handbook.
- We are in agreement with the Town's proportionate share of net pension liability, deferred outflows of resources, deferred inflows of resources, and pension expense as determined by the "GASB 68 Journal Entry Template" posted on the North Carolina Department of State Treasurer's website.

47. With respect to the reporting requirements of GASB Statement No. 73:

- We have reported all eligible employees to the Law Enforcement Officers' Special Separation Allowance ("LEOSSA") via the Online Retirement Benefits Integrated Technology ("ORBIT") System.
- The census data for all eligible employees reported via ORBIT is complete and accurate as of December 31, 2019 (the valuation date for the total pension liability reported at June 30, 2021).
- We are responsible for the Town's compliance with requirements as established in the Retirement System's Handbook.

48. With respect to the reporting requirements of GASB Statement No. 75:

- We have reported all eligible employees to OPEB plan via the Online Retirement Benefits Integrated Technology ("ORBIT") System.
- The census data for all eligible employees reported via ORBIT is complete and accurate as of June 30, 2019 (the valuation date for the total OPEB liability reported at June 30, 2021).
- We have reported all retirees that are eligible to participate in the OPEB plan to the actuaries that completed the actuarial valuation. The census data for all eligible retirees reported to the actuaries is complete and accurate as of June 30, 2019 (the valuation date for the total OPEB liability reported at June 30, 2021).

49. We believe that the actuarial assumptions and methods used to measure pension activity for financial accounting purposes are appropriate in the circumstances. In addition, we believe the methods used to allocate pension activity between governmental activities and business-type activities are reasonable.

50. We acknowledge our responsibility for the required supplementary information (RSI). The RSI is measured and presented within prescribed guidelines, and the methods of measurement and presentation have not changed from those used in the prior period. We have disclosed to you any significant assumptions and interpretations underlying the measurement and presentation of the RSI.

51. Expenditures of Federal and State awards were below the single audit threshold in the year ended June 30, 2020 and were not required to have an audit in accordance with Title 2 U.S. Code of Federal Regulations (CFR) Part 200, *Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards* (Uniform Guidance) and the North Carolina State Single Audit Implementation Act.

52. With respect to the combining and individual fund statements, and other schedules:

- We acknowledge our responsibility for presenting the combining and individual fund statements, and other schedules in accordance with accounting principles generally accepted in the United States of America, and we believe the combining and individual fund statements and other schedules, including their form and content, are fairly presented in accordance with accounting principles generally accepted in the United States of America. The methods of measurement and presentation of the combining and individual fund statements and other schedules have not changed from those used in the prior period, and we have disclosed to you any significant assumptions or interpretations underlying the measurement and presentation of the supplementary information.
- If the combining and individual fund statements and other schedules are not presented with the audited financial statements, we will make the audited financial statements readily available to the intended users of the supplementary information no later than the date we issue the supplementary information and the auditor's report thereon.

53. With respect to federal and state award programs:

- a. We are responsible for complying and have complied with the requirements of Title 2 U.S. Code of Federal Regulations (CFR) Part 200, *Uniform Administrative Requirements, Cost Principles, and Audit Requirements for Federal Awards* ("Uniform Guidance") and the State Single Audit Implementation Act, including requirements relating to preparation of the schedule of expenditures of federal and state awards (SEFSA).
- b. We acknowledge our responsibility for presenting the SEFSA in accordance with the requirements of the Uniform Guidance, and we believe the SEFSA, including its form and content, is fairly presented in accordance with the Uniform Guidance. The methods of measurement and presentation of the SEFSA have not changed from those used in the prior period, and we have disclosed to you any significant assumptions and interpretations underlying the measurement and presentation of the SEFSA.
- c. If the SEFSA is not presented with the audited financial statements, we will make the audited financial statements readily available to the intended users of the supplementary information no later than the date we issue the supplementary information and the auditors' report thereon.
- d. We have identified and disclosed to you all of our government programs and related activities subject to the Uniform Guidance compliance audit, and have identified and included in the SEFSA expenditures made during the audit period for all awards provided by federal and state agencies in the form of grants, federal cost-reimbursement contracts, loans, loan guarantees, property (including donated surplus property), cooperative agreements, interest subsidies, insurance, food commodities, direct appropriations, and other direct assistance.
- e. We are responsible for understanding and complying with, and have complied with in all material respects, the requirements of laws, regulations, and the provisions of contracts and grant agreements related to each of our federal and state programs, and have identified and disclosed to you the requirements of laws, regulations, and the provisions of contracts and grant agreements that are considered to have a direct and material effect on each major program.
- f. We are responsible for establishing and maintaining, and have established and maintained, effective internal control over compliance requirements applicable to federal and state programs that provides reasonable assurance that we managing our federal and state awards in compliance with laws, regulations, and the provisions of contracts and grant agreements that could have a material effect on our federal and state programs. We believe the internal control system is adequate and functions as intended. Also, no changes have been made in internal control over compliance or other factors to the date of this letter that might significantly affect internal control, including any corrective action taken with regard to control deficiencies reported in the schedule of findings and questioned costs.
- g. We have made available to you all contracts and grant agreements (including amendments, if any) and any other correspondence with federal and state agencies or pass-through entities relating to major federal and state programs.

- h. We have received no requests from a federal or state agency to audit one or more specific programs as a major program.
- i. We have complied with the direct and material compliance requirements (except for noncompliance disclosed to you), including, when applicable, those set forth in the OMB Compliance Supplement and State Single Audit Implementation Act relating to federal and state awards, and have identified and disclosed to you all amounts questioned and all known noncompliance with the direct and material compliance requirements of federal or state awards.
- j. We have disclosed any communications from grantors and pass-through entities concerning possible noncompliance with the direct and material compliance requirements, including communications received from the end of the period covered by the compliance audit to the date of the auditors' report.
- k. We have disclosed to you the findings received and related corrective actions taken for previous audits, attestation engagements, and internal or external monitoring that directly relate to the objectives of the compliance audit, including findings received and corrective actions taken up to the date of the auditors' report.
- l. Amounts claimed or used for matching were determined in accordance with relevant guidelines in OMB's Uniform Guidance (2 CFR part 200, subpart E and OMB Circular A-87, *Cost Principles for State, Local, and Tribal Governments*, and OMB's *Uniform Administrative Requirements for Grants and Cooperative Agreements to State and Local Governments*).
- m. We have disclosed to you our interpretation of compliance requirements that may have varying interpretations.
- n. We have made available to you all documentation related to the compliance with the direct material compliance requirements, including information related to federal program financial reports, and claims for advances and reimbursements.
- o. We have disclosed to you the nature of any subsequent events that provide additional evidence about conditions that existed at the end of the reporting period affecting noncompliance during the reporting period.
- p. There are no such known instances of noncompliance with direct and material compliance requirements that occurred subsequent to the period covered by the auditors' report.
- q. No changes have been made in internal control over compliance or other factors that might significantly affect internal control, including any corrective action we have taken regarding the significant deficiencies in internal control over compliance (including material weaknesses in internal control over compliance), have occurred subsequent to the date as of which compliance was audited.
- r. Federal and state program financial reports, and claims for advances and reimbursements are supported by the books and records from which the financial statements have been prepared.
- s. The copies of federal and state program financial reports provided you are true copies of the reports submitted, or electronically transmitted, to the respective federal agency or pass-through entity, as applicable.
- t. We have charged costs to federal and state awards in accordance with applicable cost principles.
- u. We are responsible for and have accurately prepared the summary schedule of prior audit findings to include all findings required to be included by the Uniform Guidance, and we have provided you with all information on the status of the follow-up on prior audit findings by federal and state awarding agencies and pass-through entities, including all management decisions.
- v. We are responsible for and have accurately prepared the auditee section of the Data Collection Form as required by the Uniform Guidance.
- w. We are responsible for taking corrective action plan on each audit finding of the compliance audit and have developed a corrective action plan that meets the requirements of the Uniform Guidance.

- x. We have disclosed to you all contracts or other agreements with service organizations, and we have disclosed to you all communications from the service organizations relating to noncompliance at the service organizations.
- y. The Town completed a single audit reporting package and data collection form, and submitted to the Federal Audit Clearinghouse in the prior year.

We have evaluated subsequent events through the date of this letter, which is the date the financial statements were available to be issued. No events have occurred subsequent to the financial position and through the date of this letter that would require adjustment to or disclosure in the aforementioned financial statements except as made known to you and as disclosed in the financial statements.

Town of Carrboro, North Carolina

Richard J. White III

Digitally signed by: Richard J. White III
DN: CN = Richard J. White III email =
rwhite@townofcarrboro.org C = US O = Town of
Carrboro OU = Manager's Office
Date: 2022.01.10 10:13:53 -05'00'

Richard J. White III, Town Manager

Arche L_ McAdoo

Digitally signed by: Arche L_ McAdoo
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Date: 2022.01.07 15:55:09 -05'00'

Arche McAdoo, Finance Director



Town of Carrboro

Town Hall
301 W. Main St.
Carrboro, NC 27510

Agenda Item Abstract

File Number:22-37

Agenda Date: 2/1/2022

File Type:Agendas

In Control: Board of Aldermen

Version: 1

TITLE:

One Orange Racial Equity Framework Update

PURPOSE: The purpose of this agenda item is to request that the Town Council adopt the countywide One Orange Racial Equity Framework and to share an update on the town's efforts in advancing racial equity.

DEPARTMENT: Town Manager's Office

CONTACT INFORMATION: Race and Equity Officer Anita Jones-McNair (amcnair@carrboronc.gov)

INFORMATION: The One Orange framework development began the fall of 2020. The One Orange Task Force along with six sub-committees comprised of staff from each jurisdiction of Orange County began researching, listening to the community and brainstorming on the goal to develop a racial equity framework. The last update was presented to elected officials of each jurisdiction in June 2021. Since that time the task force has been focused on further listening and engaging the community and refining the document. Community outreach events were organized, the plan was shared with the community, and valuable feedback was received. In November 2021, a push for additional community engagement resulted in listening sessions at the Senior Center and The Refugee Support Center. Questionnaires were distributed at the Annual Community Toy Chest Event and sent to organizations such as El Centro Hispano. The One Orange Task Force utilized the feedback to refine the Racial Equity Framework. Feedback from the community shows interest and support of this work and the need for action by all jurisdictions.

This document is a working framework used to guide racial equity work being done in each jurisdiction and collaborative opportunities. The framework provides structure and oversight as each jurisdiction develops individual strategies to advance racial equity. (See Attachment B.)

Orange County Commissioners approved the framework on January 18, Hillsborough Board of Commissioners on January 24 and Chapel Hill Town Council on January 26.

The next steps will focus on continuous jurisdictional collaboration, develop an Orange County historical timeline that focuses on race, creation of a racial equity index, evaluation and accountability steps and consider other training opportunities.

FISCAL & STAFF IMPACT: There is no financial impact currently associated with this item. Staff impact is centered around incorporating the framework's guidance in town governance.

Agenda Date: 2/1/2022

File Type:Agendas

In Control: Board of Aldermen

Version: 1

RECOMMENDATION: Staff recommends that the Town Council accept the town's effort in advancing racial equity update and adopt the One Orange Racial Equity Framework.

RESOLUTION ADOPTING THE ONE ORANGE RACIAL EQUITY FRAMEWORK

WHEREAS, the Town of Carrboro is dedicated to advancing racial equity; and

WHEREAS, the Town Council supported the development of the One Orange Racial Equity Framework along with Orange County Board of Commissioners, Hillsborough Board of Commissioners and Chapel Hill Town Council; and

WHEREAS, the Town Council supports the One Orange Mission Statement: One Orange is a commitment by Orange County leaders and staff to uncover and address implicit racial biases in our institutions to ensure that race can no longer be used to predict life outcomes in our community; and

WHEREAS, the One Orange Task Force worked with sub-committees comprised of employees from all jurisdictions in Orange County for the past 13 months; and

WHEREAS, employees during the above timeframe engaged and listened to the community, delved into available information and developed a framework that aligns with County and Municipal values; and

WHEREAS, the framework will provide guidance in town governance; and

WHEREAS, the framework presented is being considered for adoption.

NOW, THEREFORE, THE TOWN COUNCIL OF THE TOWN OF CARRBORO

RESOLVES:

Section 1. The framework is hereby adopted.

Section 2. This resolution shall become effective upon adoption.

One Orange Countywide Racial Equity Framework Catalyst For Moving Forward

Introduction and Overview

Throughout the country, more and more communities are committing to advancing racial equity. Many are pursuing foundation first and following the National Practice - normalize, organize and operationalize the work. Orange County jurisdictions are also committed to this work and that commitment is one of the main reasons why we are members of the Government Alliance on Race & Equity (GARE). GARE is a national network of government agencies working to advance racial equity. Over the past decade, a growing field of practice has emerged based on lessons learned from practitioners, as well as academic experts, studying data and listening to the community so that residents have better outcomes. GARE brings together governments throughout the country to provide racial equity training, racial equity tools, sharing best practices, peer-to-peer learning, and academic resources to help strengthen work across jurisdictions. As a county and within our individual jurisdictions, we continue to benefit from our involvement.

Many people ask, “What is racial equity and why consider race”?

WHAT IS "RACIAL EQUITY"?

GARE defines racial equity as "when race can no longer be used to predict life outcomes and outcomes for all groups are improved."

- The difference between racial equity and equality is that equity is about fairness, while equality is about sameness.
- Equity cannot be achieved until everyone starts from a level playing field.
- Across all indicators of success, racial inequities continue to be a factor (e.g., education, housing, criminal justice, jobs, public infrastructure, and health).

Over the history of our country, government has created and maintained a hierarchy based on race, of who succeeds, fails, benefits, and burdened by the laws, policies, and practices. Inequities are sustained by historic legacies, structures, and systems that support these patterns of exclusion. To achieve racial equity, a fundamental transformation of government is necessary. In prior years, the government has focused on addressing the symptoms of racial inequity by:

- Funding programs and services that have proven to be mostly ineffective at addressing underlying causes; and
- Passing Civil Rights laws, which made racial discrimination illegal, but, after more than 50 years, racial inequity continues to exist.

Government efforts, instead of focusing on symptoms of racial inequity, should focus on the policies and institutional strategies that are driving the production of inequities.

WHY RACE?

Race is a social construct and not biological, as people often think. Defining racial categories has changed over the years. Issues involving race are often "the elephant in the room" but rarely discussed with a shared understanding. To advance racial equity, it is necessary we talk about race.

In the United States, while race, income, and wealth are closely connected, racial inequity is not just about income. Even when income is the controlling factor, there still exist many inequities across multiple indicators of success, including education, jobs, housing, health and incarceration. It is important to talk about race to advance racial equity. To advance racial equity, we must normalize the conversation about race and operationalize strategies for advancing racial equity. In advancing racial equity, we will also be building systems that allow us to address income and wealth inequity and recognize the bias that exists based on gender, sexual orientation, ability, age, and religion. Focusing on race allows us to develop a framework, tools, and resources that apply to other areas of marginalization, recognizing that different strategies will be necessary to achieve equity in other areas.

RESULTS - ADVANCING RACIAL EQUITY IMPROVES OUR COLLECTIVE SUCCESS

Focusing on racial equity is critical in helping us achieve different outcomes for our communities. The goal is not just to eliminate the inequities between whites and people of color, but to increase and enhance the success of all groups. To eliminate disparities, we must strategize based on the experiences of communities being underserved by existing institutions, systems, and structures. To understand the experience of those communities, they must be included and engaged. In this process, we move past looking at disparities and find racialized systems that are costly, suppress outcomes, and life chances for all groups. Systems that are failing communities of color are failing us all by suppressing life chances and outcomes.

The One Orange Countywide Racial Equity Framework: Catalyst for Moving Forward is designed with the commitment of uncovering and addressing implicit biases in our jurisdictions to ensure that race no longer can be used to predict life outcomes in the Orange County community. Since August 2020, a multi-jurisdictional workgroup collaborated on this framework using GARE methodology and listening to the community. The workgroup presented a recommendation to develop a countywide framework to elected officials of the Towns of Carrboro, Chapel Hill, and Hillsborough and Orange County between October 2020 and January 2021.

Upon receiving support from the elected officials, the multi-jurisdictional workgroup formed sub-committees and began working on this framework for change. Sub-committees began researching, collaborating, compiling findings and drafting sections of the framework in April 2021. The first draft of the framework was shared with elected officials and other stakeholders in June 2021.

This working document embodies racial equity as the strategy for change. The change materializes using five pillars – 1) Training, 2) Community Engagement, 3) Racial Equity Index, 4) Racial Equity Assessment Lens and 5) Evaluation/Accountability. Each jurisdiction will use this framework as guidance to take action on a county and jurisdictional level.

One Orange Community Engagement in Action

The initial framework draft was presented in June 2021, and community engagement remains a touchstone of the framework. The multi-jurisdictional workgroup offered three general presentation sessions, followed by targeted outreach presentations to various communities and demographic groups and collected questionnaire feedback.

The general sessions, held online, were designed to inform, involve, and consult with the community by sharing the purpose and status of the draft plan and by asking a series of questions to gauge if the plan met the community's interests and needs in advancing racial equity. See questions and response summaries below. During targeted outreach, the length of the presentations adjusted due to time constraints. Information about the racial equity plan was provided along with the questionnaire.

In total, there were 660 responses. We received many responses from people of color. Overwhelming, many comments denoted the need to advance racial equity and others felt a lack of trust that progress towards racial equity will be achieved. Through further development and full implementation of each of the pillars listed below, we intend to restore that trust.

Question 1: What is one hope and one fear about this Countywide Racial Equity Framework?

- **Hopes** – Community, change, people being treated fairly, unity, and peace.
- **Fears** – Lack of action, initiative will fail, increased racial tension, and violence.

Question 2: What three results regarding racial equity would you like to see?

There were 11 major themes noted. The top four results were:

1. Improved Education Outcomes for Children of Color
2. Increased Affordable Housing Options
3. Increased Employment Opportunities for People of Color
4. Improved Health Outcomes for People of Color

See additional details and tables in Appendix A.

Racial Equity Pillars

A sub-committee was developed for each pillar - Training, Community Engagement, Racial Index, Racial Equity Assessment Lens, and Evaluation and Accountability. Each subcommittee included staff from Carrboro, Chapel Hill, Hillsborough and Orange County.

Pillar 1 – Training and Organizational Capacity

Organizational capacity is a key component in advancing racial equity efforts. This includes a plan to provide training to build capacity and advance racial equity in countywide systems. It is important to provide adequate racial equity training to ensure that employees, Elected Officials, advisory boards and commissions, community partners and other stakeholders build a foundation including definitions of key terminology and commonality. It is also important to evaluate policies, services and new initiatives incorporating an equity lens and encompassing racial equity in everyday operations and decision-making processes.

GARE racial equity training topics include:

- History of race
- Implicit and explicit bias
- Institutional and structural racism
- How to use and apply racial equity tools
- Understanding the role of government in advancing racial equity
- Be motivated to take action

Targeted training groups:

- Elected officials
- Management/supervisors
- Non-management
- Advisory board and commission members
- Community/business partners
- General public

To ensure that an organization is ready to train the various groups, each organization should look at the organization's readiness to make a change. Leadership needs to be supportive of efforts and establish a clear vision. An organization must also have appropriate resources such as staff time and budget.

Training can be provided as a requirement for all staff or as a voluntary opportunity.

While the specific training implementation will be determined by each jurisdiction, a benefit of this countywide effort is the opportunity to leverage one another and collaborate on training, when possible.

Appendix B has more detailed information developed as a set of best practice guidelines to review and consider prior to implementing racial equity training.

Pillar 2 – Community Engagement

Community Engagement, a vital strategy in centering and advancing racial equity in the community, requires the expertise and people of lived experiences. To effectively remove race as a predictor of success, residents and employees of color should also be engaged as subject matter experts on institutional barriers and the strategies to dismantle those barriers. This engagement will make for better procedures, policies, and programs.

This sub-committee established the following shared principles for shifting the power dynamics in government to prioritize the perspective of communities most impacted by racism.

ONE ORANGE RACIAL EQUITY COMMUNITY ENGAGEMENT PRINCIPLES

Commit to change toward a new power dynamic for shared decision-making, working together with the community.	Commit to listen, learn, and implement solutions from all communities, especially impacted communities of color	Commit to co-design desired results and engagement processes (IAP2 Spectrum of Public Participation) with the community.	Commit to provide training and technical assistance for employees seeking to engage and build partnerships with the community.
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Each jurisdiction has community engagement methods and strategies, and the strategy laid out in Appendix C can be used to strengthen and supplement those efforts. The Spectrum of Public Participation below is a tool of the International Association for Public Participation (IAP2). The international professional organization works to advance the practice of public participation globally, and the spectrum is considered a best practice. Additional tools adapted from various sources are provided to help operationalize community engagement.

Use the 3-Step Community Engagement Process to select the best engagement approach. This process can assist jurisdictions in creating an engagement process that centers equity and honors the wealth of knowledge in each jurisdiction. Community engagement provides an opportunity to repair or replicate harm and to build relationships and community. For all community members, each interaction and each engagement contribute to the experience of their relationship with the government. Our focus on racial equity acknowledges that interactions and lack of engagement have historically led to disparate outcomes for communities of color. Community engagement fulfills the social justice maxim, “Nothing About Us, Without Us,” and increases the likelihood of community buy-in during implementation.

GARE also suggests providing a form of reimbursement for their time and expertise — not as an incentive but as compensation. Jurisdictions are encouraged to explore community engagement compensations strategies, begin piloting the 3-Step Community Engagement Process and provide feedback as we continue to refine the One Orange Community Engagement Strategy.

The One Orange Racial Equity Framework requires a pragmatic approach informed by the analysis racially disaggregated data from the Racial Equity Index covered in the next section of this report, coupled with the information learned through community engagement.

Pillar 3 – Racial Equity Index

The overall goal of this pillar is to develop an index depicting the correlations of key indicators to predict outcomes and impacts on racial disparity in identified areas such as income, education and health in the county and jurisdictions. The use of data and analytics is integral to the work of GARE to present a descriptive picture of where the county and municipalities are currently in racial equity work, and to track progress overtime.

The first work deliverable will be developing an overview of available relevant data and organizing it into a user-friendly public-facing web page. Some of this work is anticipated to build on current intergovernmental work being completed through Carolina Demography.

The second deliverable will be an analysis of the county workforce data utilizing the SAS modeling. After this pilot, a decision will be made about the platform to use for future index work.

Pillar 4 – Racial Equity Assessment Lens

Evaluation of existing and new policies, practices, services and initiatives is another component of advancing racial equity efforts. The Racial Equity Assessment Lens is designed with a user-friendly approach incorporating a racial equity emphasis. The findings can effectuate change that results in better community outcomes. To maintain the effectiveness of this approach, periodic review of this assessment lens should occur based on real life experiences. See Appendix D for FAQ’s and assessment lens.

Pillar 5 – Evaluation and Accountability

The Evaluation and Accountability Sub-committee is working on an evaluation process based on the Results-Based Accountability principles (RBA) framework. The RBA framework provides a disciplined, data-driven decision-making process to help local governments take action to solve problems. RBA is embedded in the Racial Equity Assessment Lens that "starts with the desired result and works backward to the means, to ensure the desired results that your plan works toward community results with stakeholder-driven implementation." Results-based accountability helps distinguish between population level (whole group), and performance measure (activity-specific) indicators that organizations use to determine whether they are having an actual impact. The RBA framework indicates the relationship over time between results, indicators, and activities. It is based on seven questions of population accountability: What are the desired results? What would the results look like? What are the community indicators that would measure the desired results? What does the data tell us? Who are your partners? What works to change the data trend toward racial equity? What actions should you start with?

Performance Accountability for Actions: The Road to Getting to Results

In using the RBA framework, the groundwork has already been set. For each community indicator, the group has identified a set of actions. Facilitated action planning sessions help to refine the steps. Population-level indicators and results will then help to build a performance plan. Performance measures will ensure actions or activities are crafted in a way to decrease racial disparities. More details are outlined in Appendix E.

Some questions asked in this process are:

1. Who do you serve?
2. What is an action's intended impact?
3. What is the quality of the action?
4. What is the story behind the data?
5. Who are the partners with a role to play?
6. What works to have a greater impact?
7. What are the next steps?

Community outreach is a necessity in evaluation and accountability. A performance measure is a quantifiable measure of how well an action is working and an action are the specific things that a jurisdiction will do to achieve the outcomes. Some questions to consider includes: Are there outcomes and actions that are receiving less attention than others? Is there a need to change the plan? Have plan actions been implemented or are in progress? What do the results indicate as to how to improve? Is there an explanation and/or proposal for resolving the issue if there are unmet or blocked actions Are there racially diverse staff working on the plan over the year(s)? Are residents of color engaged in the implementation of the plan over the year(s)? Are measures being recorded and updated as actions change, or are they completed? Is the jurisdiction reporting on challenges and successes?

The One Orange Racial Equity Framework is designed so that evaluation and accountability of racial equity work is aided by the Racial Equity Assessment Lens which is rooted in Results Based Accountability. Evaluation of actions and outcomes is a continual process that relies on community outreach, transparency, and effective data analysis.

Implementation

The multi-jurisdictional task force will continue to work collaboratively on education, projects, community engagement and communication. Racial equity work should be guided by the Racial Equity Goals and decisions of Elected officials in each jurisdiction. Each jurisdiction will use the five pillars as the foundation to take action on a jurisdictional level.

Acknowledgements

Jurisdictional CORE Team Members:

Carrboro

Anita Jones-McNair, Lakisha White-Kelly, Allie Hansen, Chris Clark, Catherine Lazorko, Jon Hartman-Brown, Cary McNallan, James Walker, Zequel Hall, Greg Sherman, Julie Eckenrode, Laura Janway Mary Bryant, Trish McGuire and Will Potter

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Orange County

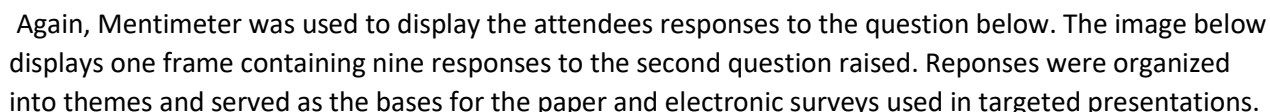
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Appendices

APPENDIX A. - One Orange Community Engagement in Action Results

General Organizational Invite	Targeted Outreach Presentation
Marian Cheek Jackson Center	Refugee Support Center
El Centro Hispano members	Northern Orange Branch of the NAACP members
Cedar Grove Community Center	Public housing residents
Rogers-Eubanks Neighborhood Association (RENA)	Orange County Changemakers
Juvenile Justice Crime Control Commission	Orange County Partnership to End Homelessness
Third Sector Alliance	Chapel Hill-Carrboro of the NAACP members
Orange County Community Remembrance Coalition	Long -Term Recovery Groups/contacts
Refugee Community Partnership members	Inter-Faith Council residents
Orange Congregations In Missions	Local Reentry Council
United Voices of Efland Cheeks	Intergovernmental Park Work Group
Orange County Juvenile Crime Prevention Council	Orange County Toy Chest
A Helping Hand	Orange County Senior Center
Art Therapy Institute	Chapel Hill - Carrboro Public Housing
Big Brothers Big Sisters of the Triangle, Inc	Joint Board of Health
Boys and Girls Club of Durham and Orange County	Chapel Hill – Carrboro School Board
Transplanting Traditions Community Farm, Inc.	Carrboro Racial Equity Commission
Farmer Food Share	Chapel Hill Public Housing Resident Council meeting
Piedmont Health Services	Orange County School Board
Boomerang Youth, Inc.	Orange County Commissioners
Table NC	Orange County Board of Health meeting
Club Nova Community, Inc.	
The Arc of the Triangle	
Chapel Hill Meals on Wheels	
Hope Renovations	
Pathway to Change	
Community Members	

Specifically, the following community input was gathered. Using the interactive tool Mentimeter, during the general sessions, the visual representation below captures attendees responses displaying the most frequent words more prominently.



285	Improved Education Outcomes for Children of Color
285	Increased Affordable Housing Options
119	Increased Decision-Making Opportunities for People of Color
108	Increased Influence on Budget/Resource Allocations
162	Increased Employment Opportunities for People of Color
157	Improved Health Outcomes for People of Color
82	Increased Community Engagement for People of Color
82	Increased Local Government Accountability to Communities of Color
140	Increased Opportunities for Youth Voice(s)
146	Decreased Criminal Justice Involvement for People of Color
138	Increased Community Unity

44

through general invitation can be challenging for many reasons. However, many of the families opted to take the survey, going beyond checking a box to thoughtfully crafting sentences to voice their desire for racial equity. As we move forward to effectuate this plan, each jurisdiction is encouraged to use the communities' input as they apply a racial equity lens to their policies, practices, and initiatives

APPENDIX B. TRAINING/ORGANIZATIONAL CAPACITY FRAMEWORK

Purpose: The training committee will develop a plan to provide training to policymakers, managers, staff, boards and commission members, community partners, and the general public to build capacity to advance racial equity and to embed racial equity into countywide systems.

1. Each organization should identify the following prior to providing racial equity training:

- a. Organization's racial equity vision – this will allow the organization to determine how the training can align with and make progress toward the overall equity vision.
- b. Purpose of the training
- c. Training goals
- d. Assessment of what has already been done, such as policy revisions and previous trainings including the content, focus, and perspectives of previous trainings.
- e. Next steps after training and who is responsible for moving those efforts forward.

2. Questions to ask prior to training:

- a. What is the staff's capacity to take on this training and time commitment?
- b. Does the organizational culture support candid conversations around race and equity?
See Organizational Capacity section below.
- c. Is leadership invested in transformative change?
- d. What do employees expect and/or want to get out of the training? Training can then be tailored to those interests.
- e. What are timely next steps for participants?

3. Structure of training: Below are guidelines and/or suggestions and considerations for the structure of racial equity training.

- a. Adapt presentation style for each member group ensuring diversity of participants within each training session.
 - Elected officials
 - Management/supervisors

- Non-management
 - Advisory board members
 - Community/business partners
 - General public
- b. Multiple training facilitators across jurisdictions & a technical support person
- Have diverse facilitators to keep trainees engaged including at least one facilitator that is representative of the majority of the group regarding gender and race.
 - Consider having a technical support person to help facilitate.
- c. Offer initial training to start the conversation around racial equity and provide background information.
- Balance lecture with discussion, breakout sessions, and group discussions.
 - GARE training should be completed consecutively.
 - Training length, including the number of days and hours, will likely vary for each organization depending on the culture, goals, purpose of the training, and the number of people in attendance.

Suggested preparation

- Practice presenting the training beforehand.
- Review GARE's FAQs to prepare for answering staff questions.
- Share resources including training content and FAQs with facilitators across organizations.

4. Training Content:

- a. Initial background/information session on racial equity. This introductory training would be geared toward new employees or people who have not attended racial equity training. The initial training helps build a shared language and understanding of basic concepts. When presenting the training content, consider varied literacy and learning styles across participants.
- b. On-going/follow-up training
- Implicit and explicit bias
- Institutional and structural racism

Racial equity tool – what it is and how to use it for your organization.

Inclusive outreach and public engagement

Operationalizing and organizing racial equity

- c. After the training, ask for feedback or an evaluation to help improve future training content.

5. Organizational Capacity:

- a. Organization's culture

Is the organization ready to make changes to advance racial equity?

- b. Develop, engage and maintain a core team of employees from multiple levels of influence across departments.

- c. Time commitment

- Facilitators and participants
- Initial training from GARE and learning COHORT process.
- Train the trainer approach.
- Management & supervisors time to attend trainings and complete assignments outside of training.

- d. Resources





- Budget
- Community partners
- Employee commitment
- Full-time diversity, equity, and inclusion position

- e. Cross-organizational teams

- Facilitation

APPENDIX C. Suggested Community Engagement Strategy

Spectrum of Public Participation

	Inform 	Consult	Involve 	Collaborate 	Empower 
Public Participation Goal	To provide the public with balanced and objective information to assist them in understanding the problem, alternatives and/or solutions.	To obtain public feedback on analysis, alternatives and/or decision.	To work directly with the public throughout the process to ensure that public concerns and aspirations are consistently understood and considered.	To partner with the public in each aspect of the decision, including the development of alternatives and identification of the preferred solution.	To place final decision-making in the hands of the public.
Promise to the Public	<i>We will keep you informed.</i>	<i>We will keep you informed, listen and acknowledge concerns and aspirations, and provide feedback on how public input influenced the decision.</i>	<i>We will work with you to ensure that your concerns and aspirations are directly reflected in the alternatives developed, and we will provide feedback on how public input influenced the decision.</i>	<i>We will look to you for advice and innovation in formulating solutions and incorporate your advice and recommendations into the decision to the maximum extent possible.</i>	<i>We will implement what you decide.</i>

Increasing impact on decision-making



Levels of Participation Defined

[Organizing Engagement](#) provides a detailed description of each level of participation and its benefits and limitations.

LEVEL OF PARTICIPATION	BENEFITS	LIMITATIONS
Inform: In an informing process, participants are largely passive recipients of information, although they may use the information they receive later to vote or choose to participate in additional engagement efforts.	At its most effective and beneficial form, the information shared with the public is as objective, accurate, and fact-based as possible and an informing process keeps the public apprised of the rationales motivating the decisions being made by leaders.	In its most potentially harmful manifestation, an informing process can be used as a manipulative tactic to mollify legitimate public concerns or deceive the public into supporting a decision or policy that is not in their interest. <i>*Use the Racial Equity Assessment Lens to investigate benefits and burdens of your project on the community.</i>
Consult: In a consulting process, participants contribute their viewpoints, opinions or preferences, and leaders then use this information to inform decisions.	At its most effective and beneficial form, a consulting process improves the outcomes of a decision-making process by giving public officials a more accurate understanding of the beliefs, needs, concerns, or priorities of those their decisions will impact.	At its most harmful form, a disorganized consulting process can take a large amount of the public's time or resources but produce few tangible results, or it can be manipulatively designed to make the public feel it has been heard when leaders are ignoring the public's recommendations. <i>*Provide compensation when possible.</i>
Involve: In an involving process, participants are actively involved in a decision-making process organized by leaders.	At its most effective and beneficial form, an involving process includes members of the public in meaningful roles, with the public included from the beginning stages of the process through its conclusion.	At its most harmful form, an involving process can be intentionally and selectively exclusionary to empower some members, groups, or viewpoints over others, or it can be so mismanaged, disingenuous, or even fraudulent that the public begins to distrust those in leadership positions, lose faith in their public institutions, or question whether any participatory process can be genuine. <i>*Racial equity requires that we are race explicit, not exclusive. Center the voice of people of color and lived experiences.</i>
Collaborate: In a collaborative process, leaders work in partnership with members of the public to identify problems and develop solutions.	At its most effective and beneficial form, genuine collaborative processes and partnerships give leaders and participants equal status, with those who hold the power sharing some degree of control, management, or decision-making authority with participants.	At its most harmful form, leaders use their position, authority, influence, or power to exploit or disempower their partners or ask them to do all the work on a project while the leaders derive most of the benefits, funding, or accolades. <i>*Provide compensation when possible.</i>
Empower: In an empowering process, leaders may partially or entirely turn over control, management, or decision-making authority to public participants, or the public may mobilize to develop a decision-making process instead of institutional leadership or action on an important issue.	At its most effective and beneficial form, an empowering process entrusts the public with decision-making authority and, thereby, builds greater trust among the public. It also provides the necessary resources to members of the public who may be disadvantaged or unable to participate without accommodations or assistance.	In a problematic or harmful form, organizations or individuals are entrusted to manage a process they may not have the capacity or resources to manage competently, or institutional leaders, professionals, and experts remove themselves from the process that requires institutional leadership, specialized expertise, or professional skills to achieve a successful conclusion or resolution. <i>*You may have to provide capacity building or technical assistance.</i>
Adapted from Organizing Engagement <i>*Indicates ways to center equity principles to avoid causing harm to historically marginalized populations.</i>		

Determining the Best Approach (3-Step Community Engagement Process)

To determine the best approach to engage the community, use this three-step process that asks a series of clarifying questions which, when answered thoughtfully, lead to several engagement methods. The steps include:

1. Community Engagement Design Tool — a question-based tool to clarify your engagement's context, scope, people needed, and purpose.
2. Community Engagement Matrix Tool — a grid-based tool used to detail and tailor your engagement needs with potential engagement methods located in the International Association for Public Participation (IAP2) Matrix.
3. IAP2 Methods Matrix — a curated list of engagement methods aligned and organized by level of participation on the spectrum, engagement context, engagement purpose, and scale used to generate engagement methods that match your needs.

STEP 1: COMMUNITY ENGAGEMENT DESIGN TOOL

The Policy Project's Community Engagement Design Tool was adapted below to help determine the best approach to engagement on the IAP2 Spectrum of Public Participation by considering the key factors on your policy or project — namely, the context, scope, people and purpose.

Context: for policy-making supported by engagement. What's the broader context that shapes the environment, likely reaction or readiness of the community to consider the problem or opportunity under consideration?		Scope: of the problem or opportunity. What's the scope of the problem, opportunity, or outcome? Are there any limits on the potential solution?				
<input type="radio"/> Inform <input type="radio"/> Consult <input type="radio"/> Involve <input type="radio"/> Collaborate <input type="radio"/> Empower Engagement level is more likely to be on the left side of the spectrum if there are few complex, significant or controversial factors in the context. Engagement moves further right the more complex, controversial, or challenging the factors are.		<input type="radio"/> Inform <input type="radio"/> Consult <input type="radio"/> Involve <input type="radio"/> Collaborate <input type="radio"/> Empower Engagement level is positioned further left on the spectrum the smaller the policy problem-solving scope is. Engagement moves further right the broader the scope is.				
People: individuals and groups affected. Who are the people, stakeholders, and organizations who will be affected? What's the nature of our relationship and connection to these people?		Purpose: of engagement. What's the purpose of community engagement?				
<input type="radio"/> Inform <input type="radio"/> Consult <input type="radio"/> Involve <input type="radio"/> Collaborate <input type="radio"/> Empower Engagement level moves toward the right on the spectrum the more significant the policy question is to the public, stakeholders, and community organizations.		<input type="radio"/> Inform <input type="radio"/> Consult <input type="radio"/> Involve <input type="radio"/> Collaborate <input type="radio"/> Empower Engagement level moves toward right of the spectrum to receive permission or endorsement or to create solutions. Engagement moves toward center to critique or develop proposals. Engagement moves toward left to provide feedback on a policy proposal.				
Design Factors		Spectrum of Public Participation Levels				
Provide brief statement of rationale describing each of the design factors.		Check all that apply.				
		Inform	Consult	Involve	Collaborate	Empower
Context						
Scope						
People						
Purpose						
Public Participation Levels to Be Used Based on your assessment of the design factors, decide the best public participation level to meet your program's needs. The following public participation levels will be used:						

STEP 2: COMMUNITY ENGAGEMENT MATRIX TOOL

Once use of the Community Engagement Design Tool is complete, the public participation level best suited for your project will emerge. The next step is to consider additional sub-categories that help tailor a community engagement strategy that best fits your community's needs by using the Community Engagement Matrix Tool adapted from [The Policy Project's Selecting Methods of Community Engagement Resource Guide](#).

1. Indicate the level of public participation on the spectrum. *Check all that apply.*
2. Indicate the engagement context. *Check all that apply.*
3. Indicate the engagement purpose. *Check all that apply.*
4. Indicate the anticipated engagement scale. *Check the one that best applies.*

Engagement Project	Spectrum					Engagement Context			Engagement Purpose												Scale									
	Inform	Consult	Involve	Collaborate	Empower	Low Trust	High Complexity	Tight Timeframes	Need New Solutions	Hard to reach audiences	Highly political	High emotion or outrage	Need to understand community better	Share information	Legal Compliance	Understand reactions, implications, and consequences	Generate alternatives	Improve quality of policy, strategy, plans	Relationship development	Community capacity building	Generate support	Behavior Change	Social License (community acceptance)	Community adaptive (impact causes major life changes)	Identify or address problems	Make decisions	Innovations	Individual	Small group	Large group

STEP 3: SELECTING COMMUNITY ENGAGEMENT STRATEGY (IAP2 METHODS MATRIX)

After completing use of the Community Engagement Matrix Tool, by indicating which elements are most relevant to your community engagement project, use the IAP2 Methods Matrix found on pages 6-10 in [The Policy Project's Selecting Methods of Community Engagement Resource Guide](#) to identify possible methods.

The matrix contains 67 innovative methods for engagement. It is arranged by name of the method, followed by a brief description, then by the appropriate Spectrum of Public Participation levels, the engagement context criteria, the engagement purpose criteria, and finally the engagement's scale. Select the method or a combination of methods that meets your capacity, needs, and resources.

		SPECTRUM					ENGAGEMENT CONTEXT					ENGAGEMENT PURPOSE												SCALE										
METHOD	DESCRIPTION	Inform	Consult	Involve	Collaborate	Empower	Low trust	Low interest	High complexity	Tight timeframes	Need new solutions	Hard to reach audiences	Highly political	High emotion or outrage	Need to understand community better	Share information	Legal compliance	Understand reactions, implications, consequences of participation	Generate alternatives	Improve quality of policy, strategy, plans	Relationship development	Community capacity & capability building	Generate support for action	Behaviour change	Social licence	Community adaptive capacity	Identify problems / opportunities to address	Make decisions	Innovation	Individual	Small group	Large group	Online	
35 shuffle	A group activity to identify and then prioritise issues, concerns or ideas. Individuals develop issues, concerns or ideas which are then circulated five times and ranked on a scale of 1 to 7 to prioritise.	✓	✓	✓			✓			✓	✓				✓			✓	✓					✓			✓		✓		✓	✓		
Action research	Research involving a community of practice trying to solve a problem through action. Communities act as 'co-researchers'.		✓	✓	✓				✓						✓			✓		✓		✓	✓	✓	✓				✓		✓	✓		
Advertising	Advertisements paid for in print, broadcast or online mediums. Can be used to promote projects, engagement activities or to meet legal obligations.	✓					✓	✓								✓	✓							✓										✓
Appreciative inquiry	A structured process for decision making that focuses on building on strengths (what works well), rather than focusing on problems and limitations. In AI Summits, participants follow a four-stage process of Discover, Dream, Design, Destiny.			✓	✓				✓	✓				✓					✓		✓	✓					✓		✓		✓	✓		
Blogs	An online series of posts about an engagement project or issues, which the community can share and comment on.	✓	✓	✓						✓	✓					✓			✓				✓	✓	✓									✓
Briefings	Presentations and discussions with community or stakeholder groups. Can vary widely from informing to gathering feedback, ideas or options.	✓	✓	✓	✓							✓	✓	✓	✓	✓		✓			✓	✓	✓	✓	✓	✓	✓					✓	✓	

Portion of IAP2 Methods Matrix to illustrate design Source: [Selecting Methods of Community Engagement](#)

Using the three-step process described above can aid jurisdictions in creating an engagement process that centers equity and honors the wealth of knowledge in each jurisdiction. Community engagement provides an opportunity to repair or replicate harm, to build relationships and community. For all community members, each interaction and each engagement contribute to the experience of their relationship with the government. Our focus on racial equity acknowledges that historically interactions and lack of engagement have led to disparate outcomes for communities of color. Community engagement fulfills the social justice maxim, “Nothing About Us, Without Us,” and increases the likelihood of community buy-in during implementation.

Next Steps

The committee learned it is easier to connect with community bodies formed with decision-making authority, specific planning responsibilities, or service providers. Conversely, engaging people of color in the community with different lived experiences of institutional racism can be challenging for many reasons. GARE suggests providing a form of reimbursement for their time and expertise — not as an incentive but as compensation.

The One Orange Racial Equity Framework requires a pragmatic approach that relies heavily on analyzing racially disaggregated data detailed in the Racial Equity Index covered in the next section of this report. Throughout every step of the process, the committee will use the 3-Step Community Engagement Process to select the best engagement approach. Jurisdictions are encouraged to explore community engagement compensations strategies, begin piloting the 3-Step Community Engagement Process and provide feedback as we continue to refine the One Orange Community Engagement Strategy.

APPENDIX D. RACIAL EQUITY ASSESSMENT LENS

One Orange – Let's Get REAL on Racial Equity

RACIAL EQUITY ASSESSMENT (REAL)

Goal: When we achieve racial equity, race will no longer predict opportunities, outcomes, or the distribution of resources for residents of Orange County, North Carolina, particularly for communities of color. Therefore, it is important to evaluate initiatives and demonstrate how it aligns with the County's and/or Town's racial equity goals.

FAQ's:

What is the purpose of conducting this assessment? Conduct this assessment to measure how communities of color are affected by short and long term governmental decisions. It should be used by decision makers to evaluate new and existing initiatives. The word "initiative" is broadly used to cover policies, practices, processes, procedures, services, projects and the like.

Who should use this assessment? Elected officials, boards, commissions, staff, community partners, and stakeholders to answer and evaluate "who, what, where, why and how" through a racial equity assessment lens.

When should the assessment be conducted? Each jurisdiction will determine when the assessment should be conducted. Once that decision is made, orientation on the assessment shall be provided to all relevant staff and/or stakeholders.

How do I conduct the assessment? The assessment is a worksheet that prompts users to consider the intention of the initiative and how it impacts communities of color. The assessment should generate discussion and analysis that helps government align its initiatives with the racial equity goal stated above. There is not a "correct" answer to the questions. The completion of the assessment has value based on its merit.

How can I get a copy of the lens? The Racial Equity Assessment Lens is included on pages ____.

Racial Equity Assessment Lens (REAL) Lens

NAME OF INITIATIVE	New or Existing?	Who is Conducting the Assessment?

ORIGIN AND DESCRIPTION

<ul style="list-style-type: none"> • For New initiatives – Why this initiative and why now? • For existing initiatives- include background information and milestone dates
--

DESIRED RESULTS

What specific results/outcomes are intended for the community or organization? (How will this initiative achieve this goal? Is anything being created, removed, incentivized, mandated, allowed or assigned by this initiative?)		
What policies are relevant to this initiative? How do racial and social inequities impact these areas? Consider topics and subtopics related to what you are trying to achieve, ie: business and economic development, labor and workforce development and retention, the judiciary, public safety, housing, education, health, transportation, environment, human services, youth, recreation and COVID-19.		
Topic/Issue	Baseline Data and Racial Disparities	Historical Root Causes of Disparities
For example, rather than write “education” below, list “attendance, school discipline, and commutes.”	What does available data or research say about this issue? What disparities already exist within this issue?	What caused the numbers to look like they do today? Were the causes in the distant past and/or more recent? Were they purposeful or unintentional?

What is the specific desired result statement - _____

DEMOGRAPHICS (be as specific as possible)

<ul style="list-style-type: none"> Who is this initiative focused on? (Neighborhoods, geographic areas, racial groups, income groups, etc.) What data can you provide to describe the target population? What data is missing? <p>Consider groups based on race, earnings, education, geography, occupation, age, gender identity, sexual identity, religion, immigration status, etc. Consider atypical groupings.</p>		
	BENEFITTING INDIVIDUALS OR GROUPS	BURDENED INDIVIDUALS OR GROUPS
Funded initiatives		
If the new initiative is funded		
Existing initiative is funded		
Non funded initiatives		
If the new initiative is not funded		
If the existing initiative is no longer funded		

COMMUNITY ENGAGEMENT

List the individuals or groups who will potentially benefit the most or be burdened the most by this Initiative.

<ul style="list-style-type: none"> How have you involved community members in developing this initiative? Have you involved those directly impacted? How have you addressed the concerns raised by community members? Especially those directly impacted. Going forward, how do you plan to include voices of those most impacted / burdened? How? <p>Please note if they are: (1) Already involved in the drafting of the process; (2) What is your first step in involving them; or (3) Why you are not involving them in the process.</p>	
Individual or Group	Already Involved, First Step to Involve, or reason for No Involvement

Who else from the community should be involved in designing, governing, or executing the Initiative? Please note if they are: (1) Already involved in the drafting of the process; (2) What is your first step in involving them; or (3) Why you are not involving them in the process.	
Individual or Group	Already Involved, First Step to Involve, or reason for No Involvement

BENEFITS

- Which area(s) of the County/Town could be impacted by this Initiative?
- Share any relevant data (link to jurisdictional map and/or information)
- Consider differences such as towns, density between residential, commercial, rural and suburban, access to resources, transit, geography, and proximity to health care services.

AREA	HOW AREA WOULD BENEFIT	HOW AREA WOULD BE BURDENED

If you mentioned communities of color in the table of above, how might this Initiative negatively impact them?

If you mentioned people with low incomes in the table above, how might this Initiative negatively impact them?

IMPACTS

Considering the Section above when filling out the table below on unintended consequences.

- What are the unintended consequences of this Initiative? Investigate if there have been other Initiatives of this type. If yes, what is known about the effect of these Initiatives, especially of different racial groups?
- What can be done to mitigate any negative impacts?
- Are there any challenges that need to overcome? How?
- Share any relevant data

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Type	Potential Unintended Consequence	Mitigation Strategies To Prevent Consequences And Advance Racial Equity
SOCIAL Consider native and long term residents, rural residents, transit, trust in government, education, etc.		
ECONOMIC Consider wages, competition, tourism, unemployment, small businesses, etc.		
HEALTH Consider impacts on pollution, health access, existing health disparities, etc.		
ENVIRONMENT Consider impacts on pollution, natural resources, transit, etc.		
OTHER Consider how a resident might interact with this measure “start to finish.” Think through the best- and worst-case scenarios		

What challenges should be overcome? How?

Share any relevant data?

ACCOUNTABILITY

How will the impact of the initiative be measured?

What success indicators or progress benchmarks are incorporated in the proposed Initiative? (Provide indicators/benchmarks/metrics)

What is missing? What will happen if these metrics are met and what will happen if they are not met?

In what way does this Initiative deeply consider the experience of the residents it will impact?

How will you share your results with your leadership and other funders?

How will you share results with community members and stakeholders?

How will you acquire feedback from community members and stakeholders and incorporate findings?

Recommendations –

Signature of Assessor(s)

APPENDIX E. EVALUATION AND ACCOUNTABILITY

PURPOSE: The Evaluation and Accountability Committee will develop an Evaluation Plan based on the principles of [the Results-Based Accountability \(“RBA”\) framework](#). RBA is a national model and provides a disciplined, data-driven, decision-making process to help local governments take action to solve problems. The approach delineates between community conditions/ results and performance accountability/outcomes. Our Evaluation Plan will help us apply racial equity principles embedded into the Results-Based Accountability (RBA) methodology into the Orange County Racial Equity Action Plan.

Results and Community Indicators that Create Outcomes

1. What needs or opportunities were identified during the research and assessment phase of this process?
2. What needs to be different in our jurisdiction’s culture, workforce, policies, practices, and procedures?
4. What change do we ideally want (not just for what we would settle)?
5. What does our jurisdiction define as the most important racially equitable outcomes? (Should be answered by the Community)
6. What are some known racial inequities in your jurisdiction? What does population level data reveal about root causes or factors influencing the racial inequity?
7. What are the root causes or factors creating these racial inequities?
8. How does your jurisdiction’s relationship with communities of color need to change?
9. How can those most adversely affected by an issue be actively involved in solving it?
10. How will proposed outcomes address root causes of racial disparities and advance institutional and/or systemic change?
11. What government programs will this proposal impact? What are the opportunity areas? I.e. budget, health, jobs, social services, criminal justice?
12. How do you ensure your proposal is working and sustainable over time?

Creating Actions to Achieve Outcomes

1. Were actionable solutions identified during the information gathering phase of this process by communities of color?
2. Which actions were identified as priorities by the communities of color?
3. What is a specific change in policy, practice, or procedure that could help produce more equitable outcomes? Are these changes working together, in a complementary way?
4. How will an action decrease racial disparities?
5. Are there any unintended consequences? Who benefits; who will be burdened? Can they be mitigated?
6. Will the proposal impact specific geographic areas and what are the racial demographics of those areas?
7. What capacity is needed to successfully implement the action? Is it adequately funded?
8. How will an action be implemented and by whom?
9. Is the action achievable within the lifetime of the plan?
10. Is the action measurable and how will it be measured?
11. What performance level data is available for the proposal? Are there gaps in the data that need to be filled and/or tell us about the racial inequity in our community.

12. How will the racial equity plan be communicated, internally and externally? Is the communication reaching the intended audience?
13. How can the plan be systematized?

Who is Responsible or Accountable for Completion of Each Action (Stewardship Plan)

1. Ongoing coordination
 - a. What is needed?
 - b. Who is accountable?
 - c. How will they be held accountable?
 - d. Is the plan durable?
 - e. Does the plan allow for continuity and succession?
2. Ongoing, Racially Equitable and Relevant Engagement
3. Community Engagement
 - a. Stakeholder Engagement
 - b. Staff Engagement
 - c. Boards and Commissions
 - d. Elected Officials
4. Annual Progress Reporting prior to the Budget Process
 - a. Are there outcomes and actions that are receiving less attention than others?
 - b. Is there a need to change the plan? (Process Improvements annually)
 - c. Have plan actions been implemented or are in progress? What do the results indicate as to how to improve?
 - d. If there are unmet or blocked actions, is there an explanation and/or proposal for resolving the issue?
 - e. Are racially diverse staff working on the plan over the year(s)? How many?
 - f. Are residents of color engaged in the implementation of the plan over the year(s)? How many?
 - g. Are measures being recorded and updated as actions change or are completed?
 - h. How many citizens are engaged?
 - i. Each jurisdiction reports on challenges and success annually to elected officials.
5. What are the resource gaps?
6. How will we prioritize the needs?
 - a. What is needed?
 - b. Who is accountable?
 - c. How will they be held accountable?
 - d. Is the plan durable?
 - e. Does the plan allow for continuity and succession?

RACE AND EQUITY WORK Update

(Update since last presentation)

Action Item (update)	Timeline (June 2021 to February 1, 2022)	Responsibility	Other information
Council Presentation on County Racial Equity Framework	June 15, 2021	Race and Equity Officer	Council supports the development of the framework.
Second Racial Equity Employee Survey	July 2021	Race and Equity Officer Human Resources	Employee feedback sent directly to GARE for analysis.
Advancing Racial Equity: The Role of Government training for new employees, Board, and Commission members	Ongoing	CORE Team Race Equity Officer	Collaborate with County jurisdictions on foundational training.
Mobile Recreation Opportunities	June 2021 – ongoing	Recreation Parks and Cultural Resources	Transport recreation opportunities to neighborhoods and parks
Continuing the Conversation Sessions for employees	July 2021 – ongoing	Race and Equity Officer CORE Team Department Heads	Town-wide and Department sessions support training and normalizing the conversation.
Emergency Housing Assistance - \$900,000 CDBG-CV grant for Carrboro residents through Dept. Of Commerce	July 2021-Present	Housing and Community Services	In calendar year 2021, 59% of recipients identified as Black/African American, 13% Multiracial, and 18% Hispanic.
Launch of the online BIPOC New Business Resource Center	August 2021	Economic Development	http://townofcarrboro.org/2516/New-Business-Resource-Center
All CIP projects evaluated based on answers to racial equity questions	October 2021-February 2022	Finance Officer Department Heads Race and Equity Officer	Designed to determine impact.
Town Practices, Procedures and Policies Document created	October 2021	All Departments	Document summarizes town policies, practices, processes and procedures. The racial equity assessment lens will be used in the evaluation process.
Interactive Map	November 2021	Planning Zoning and Inspections	Used to assist in gathering data and other information.
The Facing Race Embracing Equity section of the Carrboro Roundtable, employee newsletter	November 2021 – ongoing	Race and Equity Officer Communication and Engagement Director CORE Team	Helps to advance racial equity by sharing information, resources and updates.
Mitigation Assistance for small businesses with an emphasis on BIPOC businesses - \$326,000 awarded.	November 2021-present	Economic Development	21% of applicant pool were BIPOC applicants (target of 23%). All BIPOC businesses were (or will be) awarded grants.

Launched Buy BIPOC Business listing	November 2021	Economic Development	Listing of BIPOC businesses in Carrboro. http://townofcarrboro.org/2582/Buy-BIPOC-Listing
Toured existing park outdoor signage kiosk	November 2021	Public Works Recreation Parks and Cultural Resources Communication and Engagement	Expand and improve messaging capability in parks
Emphasis placed on connecting and listening to non-English speaking and underserved populations	December 2021 – ongoing	Communication and Engagement	Related to ARPA funding and enhancing overall communication in town. Worked with Refugee Community Partnership and ETC Institute. Update presented to Town Council later this month - February 2022.
Town received second racial equity employee survey report	December 2021 January 2022 February 2022	GARE Race and Equity Officer Department Heads	Executive summary and report of findings. Departments heads will discuss and evaluate information. Findings shared with employees.
Traffic Stop Policy	Adopted January 2022	Police Department	Policy designed to focus traffic enforcement on safety and away from regulatory and equipment violations that don't create a safety concern.
Proclamation issued for National Day of Racial Healing	January 2022	Mayor and Town Council	Celebrated throughout the US -is a way to promote relationship-building, truth telling, racial equity healing, solidarity, and transformative action.
Update employee electronic racial equity resources	Ongoing	Race and Equity Officer CORE Team	Add information such as articles, definitions of terms, and other resources.
Include Race & Equity component to Transportation Demand Management (TDM)	Ongoing First year of program aligns with FY22-23—July 22. Anticipate that R&E program will continue to be part of the TJCOG TDM grant program and that the Town will continue to build efforts based on success.	Planning Zoning and Inspections Advisory boards – Transportation Advisory Board, Racial Equity Commission and Climate Action Team	TDM program presented at Town Council Meeting on 1/18/22
Providing KN-95 or N-95 masks to the community	January 2022	Fire Housing and Community Services	Reaching out to non-profits and other community partners. Targeting low income and historically marginalized populations. As of 1/26 - distributed 5,047 masks.

Green Neighborhoods Grant Program	Program Launch- February 2022 Application Deadline – Spring 2022 Project Work Begins- Spring 2022 Projects Complete, Final Reports Due – December 2022	Planning, Zoning and Inspections	Grant Program will engage and empower residents to address climate change. Program rubric contains a separate section for social justice and racial equity, ensuring that projects engage and benefit low-income households and communities of color. Program outreach will be modeled after the extensive and inclusive outreach strategies utilized for the Carrboro Connects Comprehensive Plan.
One Orange Racial Equity Framework presented to all Elected Officials in Orange County for approval	By February 2022	Race and Equity Officer	Approval to date 1/18/22 - Orange County Board of Commissioners 1/24/22 – Hillsborough Board of Commissioners 1/26/22 – Chapel Hill Town Council
Next Steps/Goals – 2022	Timeline	Responsibility	Other information
After staff orientation, departments will begin the use of the racial equity assessment lens to evaluate policies, practices, procedures and services after orientation.	Begin by March/April 2022	Race and Equity Officer Department Heads All Departments	Once assessment lens are completing, CORE Team and Racial Equity Commission will review and provide feedback.
Expand Mobile Recreation Opportunities	Spring 2022	Recreation Parks and Cultural Resources	Expand recreation opportunities to neighborhoods and parks
Use of additional town-owned land for the development of affordable housing	AHAC working on now - to Council this Spring	Affordable Housing Advisory Commission Housing and Community Services	Strategy to use town-owned land for affordable housing, with an emphasis on housing for historically marginalized populations.
Human Services process assessment	by Summer 2022	Housing and Community Services	Jointly using the racial equity assessment process with Chapel Hill and Orange County on the Human Services Framework.



Town of Carrboro

Town Hall
301 W. Main St.
Carrboro, NC 27510

Agenda Item Abstract

File Number:22-04

Agenda Date: 2/1/2022

File Type:Agendas

In Control: Board of Aldermen

Version: 1

TITLE:

Community Input on the FY2022-23 Town Budget

PURPOSE: The purpose of this item is to receive comments from the public regarding the Town's budget for the upcoming fiscal year beginning July 1, 2022.

DEPARTMENT: Town Manager and Finance

CONTACT INFORMATION: Richard White, Town Manager 919-918-7315; and Arche McAdoo, Finance Officer 919-918-7439; Cary McNallan, Deputy Finance Director 919-918-7301

INFORMATION: The Town Council is required to adopt an annual operating budget ordinance by July 1st. As part of the budget development process, the Council holds a meeting at the beginning of the process to receive comments from residents about Town services.

A notice of this meeting was advertised in the local newspaper and on the Town's website. The advertisement notified residents of a meeting to receive public input and invites residents to submit written comments about the budget for the upcoming year. Residents may also email their comments to the Town Clerk via the Town's website (townofcarrboro.org). Residents will have another opportunity to speak about the Town Manager's Recommended Budget for FY 2022-23 at a public hearing planned for Tuesday, June 7, 2022.

The Town Council is also requested to provide comments, suggestions, and inputs to the Town Manager on needs or service improvements they consider important in developing the manager's recommended budget for FY 2022-23.

FISCAL & STAFF IMPACT: None

RECOMMENDATION: Staff recommends that the Town Council hold a meeting to receive community comments for the upcoming budget year and provide input to the Town Manager on needs and service improvements to consider when developing the budget for FY 2022-23.