



**TOWN OF CARRBORO • NC  
FACING RACE, EMBRACING EQUITY**

**Race & Equity Action Plan (REAP)**

**Weaving Equity in Carrboro Town Governance**

**Carrboro Race and Equity Vision Statement**

The Town of Carrboro envisions being a community where race does not determine outcomes, and all have equitable opportunities and resources. We envision a time when participation in community events, programs and advisory boards represent community demographics. All will feel safe, secure, and know their voice is valued. We strive to be an inclusive and open-minded organization that has a culture created by its diverse staff, which serves the public through a social (racial) justice lens.

## Introduction

This document provides an overview of the Town of Carrboro’s Race and Equity Journey and a blueprint for advancing the work through 2025. The Town officially began this work when the Town Council unanimously voted to lead with race. Carrboro is focused on addressing equity, systemic racism, and injustice and making efforts to center, elevate and honor equity and engaging voices and experiences of People of Color, inside and outside the organization. By continuing to work on race and equity efforts, the community should experience a decrease in disparities.

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*The Black Lives Matter murals around Carrboro highlight and advocate for values that are important to Carrboro. A team of students, Communityworx and The Town of Carrboro partnered on this Black Lives Matter mural on Dec. 18, 2020, at Communityworx, 125 W. Main St.*



*The Town of Carrboro installed a Black Lives Matter mural on Jan. 15, 2021, at the Carrboro Century Center, 100 N. Greensboro St. Erbriyon Barrett, who was selected through a competitive application process, painted the mural on the building's side facing E. Main Street.*

## History of Carrboro – Snapshots in Time

*Why is history important to this work? Understanding from whence we've come and how government played a role is important to advancing the pursuit of equity.*

The Town of Carrboro is a small local government entity overseen by a Mayor and six Council Members, and professionally managed by a Town Manager under the Council-Manager form of government. The Town is located within Orange County in the north central portion of North Carolina. The area's topography is characterized by rolling hills. The Town is situated next to the Town of Chapel Hill, home to the University of North Carolina, is near the Research Triangle Park and part of the greater Triangle region.

**Carrboro** was first settled in 1882 around a University of North Carolina railroad spur. It was originally known as West End, due to its geographic location directly west of Chapel Hill. In 1911, the town was incorporated under the name Venable, for chemistry professor and University of North Carolina president Francis Preston Venable. Two years later, the state legislature renamed the town Carrboro at request of Julian S. Carr, a post-Civil War business leader. Carr expanded the mill and agreed to provide electricity to the community in exchange for naming the town after himself. He was also an active and influential participant in Jim Crow era efforts to create a system of racial segregation. Although the town continues to bear his name, the values and actions of Carr do not represent Carrboro today.

African Americans were an integral part of the establishment and legacy of Carrboro, Chapel Hill and the surrounding areas. Employment potential for the minority community started with the reliance on UNC Chapel Hill and the white families. "The women and older girls readily find employment in the homes of the white residents in the town (in 1916), as cooks, housemaids, nurses, laundresses and general houseworkers. The men and older boys are in demand as porters, waiters, delivery, clerks, collectors of laundry, clothes pressers, janitors, lawn workers, gardeners and draymen."<sup>1</sup> The eventual establishment of labor unions influenced the impact of the low-income workforce on the economy. Through the further establishment and movement of unions, Blacks, Italians and other minorities were able to better bargain for labor benefits and escapes many loan sharks who thrive upon their trade.<sup>2</sup> For more information see the Carrboro/Chapel Hill 1700s Demographics Page.

"Carrboro was one of the largest pulpwood pine mill towns. Carrboro and Chapel Hill boundaries were not clear. There were many Black businesses scattered throughout the towns. There were two funeral homes, a grill, hardware store, plumber, and shoe shop to name a few. The Barbees, Strayhorns and Clarks owned much of the land on Laurel Avenue. There were also Black farmers that harvested cotton, tobacco, corn and raised livestock. The crops along with livestock were sold along the side of the road out of wagons. Several Black grocery stores sold food, wood and coal. One of them served as a cafeteria

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<sup>1</sup> Walter Patten, "Negro Churches and Sunday Schools, Orange County, North Carolina," pp. 4, 6

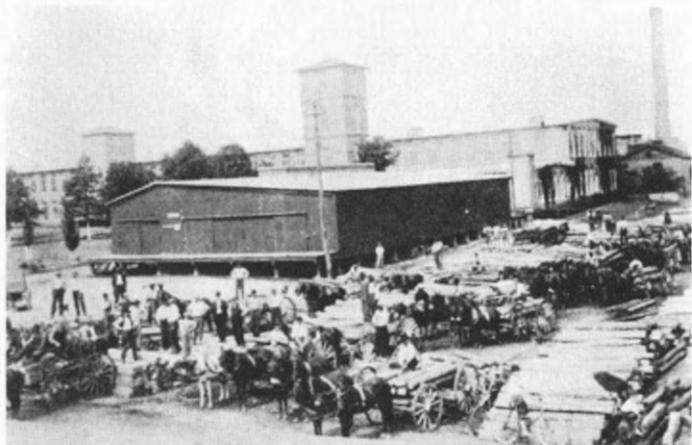
<sup>2</sup> Freeman, Charles. "Growth and Plan for a Community: A Study of Negro Life in Chapel Hill and Carrboro, NC," pp. 31

for the Orange County Training school which was a Black secondary school until the 1950's. The children would go and pick up their lunch and take it back to eat.

In 1942, the Black Navy Band broke the Navy's racial barriers. These musicians were able to enlist at general rank in 1942 instead of as cooks and porters and played daily on the UNC-Chapel Hill campus. Between 1942 and 1944 these musicians marched and played down Franklin Street to the campus, where white cadets assembled for the raising of the colors. This march to and from UNC was almost two miles one way every day except Sundays. People would go to Franklin Street to watch and listen, especially Black residents. After practicing and waiting for the cadets to get out of classes, they marched back to Hargraves Center to eat lunch because the university wouldn't let them eat at their facilities or stay on campus. The band members were deployed to Pearl Harbor once leaving Chapel Hill," recounts Braxton Foushee, Carrboro's first Black elected official.

One of the families living in the area that would become Carrboro was that of Toney and Nellie Atwater Strayhorn, both of whom had been enslaved from birth until they were made free by the Emancipation Proclamation. Dolores Hogan Clark and Lorie Clark, great- and great-great granddaughters of Mr. and Mrs. Strayhorn, represent the seventh generation in their family to own and reside in the home Toney built after purchasing land in what is now downtown Carrboro following his marriage to Nellie in the 1870s. The Strayhorns were well known for their industry and hospitality, and for Mr. Strayhorn's skills as a farmer and brick mason. Many descendants of formerly enslaved people, including those of Toney and Nellie Strayhorn, still reside in Carrboro and Chapel Hill. The work of their ancestors is reflected in the history and continues to shape the legacy of the community today. A marker erected in June 1995 on West Main Street honors formerly enslaved members of the Carrboro community and their descendants. The unveiling of the Strayhorn House Truth Plaque occurred on September 1, 2023, honoring the first Black family in Carrboro.

For the first 50 years after its incorporation, Carrboro remained a small mill town with a low, steady pace of growth. During the late 1960s, Carrboro began to become more progressive in its thinking and inclusivity. In the 1970s, that way of thinking continued and shifting politics has been somewhat attributed to an increase in the student population. Ruth West served as Carrboro's first woman Mayor elected in 1975.



Circa 1920 view of the cross tie market on East Main Street, in front of Durham Hosiery Mill No. 4. The frame cotton warehouse and the upper stories of the brick towers have been removed, and the east end of the mill has been extended with a brick addition. From copy in North Carolina Collection, UNC Library, Chapel Hill.

Today the town has a reputation as one of the most progressive communities in the South. Carrboro honors its working-class roots while reaching toward the goals of social equity, environmental harmony and fiscal responsibility.

As Carrboro's population and demographics have shifted over time, there have been many groups and individuals that have played significant roles in Carrboro's economic, cultural and political development.

Black leaders in Carrboro have included several elected officials, including Alderman Braxton Foushee, Carrboro's first Black elected official, who served from 1969 to 1981; Robert Drakeford, who served as Alderman from 1975 to 1977 and as Mayor from 1977 to 1983; Alderman Hilliard Caldwell, who served from 1981 to 1997; Alderman Henry "Hank" Anderson III, who served from 1993 to 1998; Alderman Joal Hall Broun, the first Black woman elected official, served from 1999 to 2011 and currently serves as a district court judge for Orange and Chatham Counties; Alderman Michelle Johnson, who served from 2011 to 2017; and Council Member Barbara Foushee, who has served from 2017 to 2023 and is now Carrboro's first Black Woman Mayor.

Carrboro has had two Black people serve in the role of Town Manager. Richard Knight Jr, who was the first Black person to serve as Town Manager from 1976 to 1980 and later became the first Black City Manager of the City of Dallas, Texas; and Richard J. White, III, who served as Town Manager from 2021 to 2023. The Henry Anderson III Park was named in honor of the late Alderman Hank Anderson; Baldwin Park was named for Henry W. Baldwin, a local Black community member who gifted land in the historic Lloyd/Broad neighborhood to the Town for a park; and Dr. Martin Luther King, Jr Park, which opened in 2020, named after one of the most prominent leaders in the civil rights movement, features murals and plaques that honor his life and legacy.



The Town of Carrboro has a proud history of advancing the rights of LGBTQ people, including adding sexual orientation to the list of protected categories in the Town's equal employment opportunity policy in 1990; being the first municipality in the state to create a domestic partner registry in 1994; being among the first to support civil marriage for same-sex couples and inclusion of LGBTQ families in comprehensive immigration reform; being one of several local governments to oppose the North Carolina General Assembly's discriminatory Senate Bill 2 in 2015; being the first to call for repeal of the discriminatory House Bill 2 in 2016; and being among the first with the towns of Hillsborough, Chapel Hill and Orange County to adopt a local ordinance in 2021 prohibiting discrimination in public accommodations and employment.

Carrboro was the first municipality in North Carolina to elect a gay mayor, Mike Nelson, in 1995 and later, the first to elect a lesbian mayor, Lydia Lavelle in 2013; the first to elect a second gay mayor, Damon Seils in 2021; and the first to elect an openly gay Latino council member, Eliazar Posada, in 2022. Catherine Fray was elected to the Town Council in 2023. They are the first nonbinary person to be elected to office in the state of North Carolina.

John Herrera, elected as a Carrboro Board of Alderman in 2001 and re-elected in 2005, was the first-generation Latino immigrant to be elected to municipal office in North Carolina. Herrera co-founded La Fiesta del Pueblo, the Triangle's largest Latinx cultural festival, which started in Carrboro but has since moved to Raleigh to accommodate the 20,000 annual participants. The Latino and Hispanic economic power strengthened in 2009 with the opening of the Latino Credit Union in Carrboro. According to the U.S. Census, people of Latino and Hispanic descent made-up 13.8 percent of Carrboro in 2010. Eliazar Posada became the first openly gay Latino to serve in public office in North Carolina after winning a special election on May 17, 2022. On November 7, 2023, he was elected to his first full term on the Council. After winning his election in 2009, Sammy Slade filled John Herrera's vacant seat. With 14 years in office, Sammy Slade was the longest serving Latino elected official in North Carolina's history.

The Town of Carrboro has long shown support for immigrants and immigrant communities by calling for comprehensive reform of immigration law and policy; working to defeat wage theft and supporting training and outreach programs for immigrant workers. In addition, the Town has supported the federal Uniting American Families Act. The Town Council has declared Carrboro to be a welcoming community for people seeking refuge from violence in their home countries. It has urged the federal government to ensure that those seeking safety in the United States receive due process and legal representation. The Town has provided funds to local organizations to assist Carrboro residents with costs related to the rescission of the Deferred Action for Childhood Arrivals (DACA) program and to support community building and resilience during the COVID-19 public health emergency. The Council has called for an extension of the Temporary Protected Status program and urged the US Department of Homeland Security to support refugees and other immigrants fleeing war, violence and natural disasters.

Carrboro is home to nonprofit organizations like El Centro Hispano, the Refugee Community Partnership and the Refugee Support Center. These organizations support immigrants, migrants and refugees



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through community building and organizing, language access, legal assistance, after-school programs, job training, distribution of food and essential goods and more. The first Myanmar refugees came to the area in the early 2000s to take up housekeeping jobs at the University of North Carolina, which required no English and provided good benefits. Since then, the presence of community and family networks has attracted more arrivals. The U.S. had resettled refugees from Burma around 2006, fleeing them from the world's longest civil war.

About 1,000 of them now call Orange County home. Missing the open spaces of their native land, a few of these refugees began growing vegetables at a community garden in Carrboro. Soon thereafter, more farmers joined them in the garden, and Transplanting Traditions was born.

In 2011, Transplanting Traditions moved to its current location off Jones Ferry Road, part of Triangle Land Conservancy's Irvin Nature Preserve.

## **Background of Race and Equity Work**

*The Town used the GARE Model of Change to start the journey, lay the foundation and sustain the work.*

Why do we focus on race? Here is an excerpt from OneOrange Racial Equity Framework acknowledging and describing systemic racism. “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.”

### **Why Race and Equity Work Benefits Carrboro**

- Focuses on inequities that exist in our community.
- Builds bridges of meaningful connectivity and resources and not walls of separation.
- Works to close disparity gaps between individuals and groups.
- Involves impacted communities to help solve issues.
- Improves community resilience.
- Creates a sense of belonging.
- Fosters collaboration between stakeholders.
- Removes barriers to opportunities and resources.
- Eliminates failing systems and creates services that benefit all.
- Turns transactional partnerships into transformational partnerships.
- Achieves equity by addressing historical and ongoing disparities, advancing inclusion, belonging, and confronting biased attitudes and practices.

## **Climate Action Commitment**

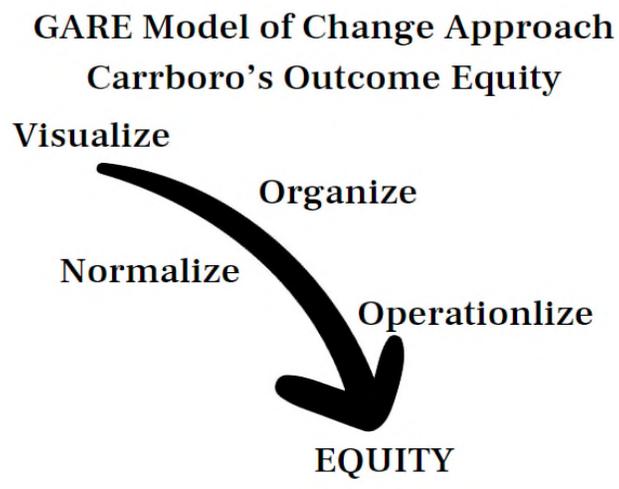
The second Carrboro core value is Climate Action. The Community Climate Action Updated Plan (CCAP) was adopted in 2020. Community Climate Action Plan. The effects on environment can disproportionately impact certain populations and neighborhoods. The intersectionality of some areas amplifies inequities. These include, unemployment, existing health disparities and pollution. The Carrboro Connects Comprehensive Plan adopted in 2022 identifies a long-range vision for Carrboro and strategies for achieving that vision centered around Race and Equity and Climate Action. These core values are foundational to Town goals and work.

## GARE Collaboration

The Town of Carrboro joined the Government Alliance on Race and Equity (GARE) in 2018. The Government Alliance on Race and Equity is a national network of governments working to achieve racial equity and advance opportunities for all. That commitment is one of the main reasons Carrboro is a member. Across the country, governmental jurisdictions are:

- Making a commitment to achieving racial equity
- Focusing on the power and influence of their own institutions, and
- Working in partnership with others

When this occurs, significant leverage and expansion opportunities emerge, setting the stage for the achievement of racial equity in our communities.



## One Orange Collaboration

The Town is also an active member of OneOrange, a countywide initiative. More and more communities in the US are committing to advancing racial equity. Orange County jurisdictions are also committed to this work. The Town and its partners adopted the OneOrange Racial Equity Framework: Catalyst for Moving Forward in 2022. It is designed with a commitment of identifying and addressing implicit biases to ensure that race no longer can be used to predict life outcomes in the Orange County Community. The framework uses five pillars – 1. training, 2. community engagement, 3. racial equity index, 4. racial equity assessment lens and 5. evaluation/accountability. Each jurisdiction uses the framework as guidance at a jurisdictional and county level.

[One-Orange-Countywide-Racial-Equity-Framework \(orangecountync.gov\).](https://www.orangecountync.gov/oneorange)

## Town Goals

- Continue leading using the GARE Model of Change Approach – visualize, normalize, organize, and operationalize.
- Educate Carrboro Town employees and residents about the importance of advancing equity. (Infrastructure, Tools and Transformational Partnerships)
- Serve as a change agent and a resource to identifying and removing structural bias and inequities in Town policies, practices, procedures, programs and services.
- Reduce racial disparities within Town government.
- Work to ensure Carrboro is a model employer and service provider by embedding racial equity in daily and long-term operations.
- Work with community and partners safety, sense of belonging and that everyone is valued.
- Help all residents live in a more just and equitable community.
- Update council agenda template to provide additional background information centering race and equity.
- Work to ensure that intentions of all departments connect with equitable impacts.

## Internal Work

### Staff Training and Continuing the Conversation opportunities

All employees complete “Advancing Racial Equity, The Role of Government” training, which is designed to serve as a foundational and strategic resource to onboard colleagues to racial equity core concepts and create shared understanding of key concepts. Other trainings and opportunities are provided for employees to normalize and operationalize the work. Continuing the Conversation opportunities allow for conversations, brainstorming and embedding the work in daily operations. These sessions are considered safe and brave spaces for employee to discuss relevant topics and build teamwork.

### Race and Equity CORE Team

The purpose of the Race and Equity CORE team is to serve as the primary team of employees from all departments and levels of the organization working with the Race and Equity staff to incorporate equity in every aspect of town governance. The focus themes include committing to equitable systems of change; training and orientating staff and other stakeholders; facilitating normalizing activities for employees and the community; and helping to coordinate and review plans, tools, and other resources. This team meets monthly.

### Departmental Work

Employees strive to collaborate, support and advance equity to better serve and uplift Carrboro. Currently departments are focusing on completing REAL evaluations, training, engaging the community, and completing pocket questions for agenda items and other projects. Departmental work is highlighted throughout this document.

## Racial Equity Assessment Lens (REAL) and Policies, Practices and Procedures (PPP)

In 2023, Town departments completed the PPP document. This living document is a list of policies, practices, procedures, services, and new projects (including Carrboro Connects projects) that encompasses a comprehensive scope of Town work, connecting departments and work teams. When the work themes were bundled, the REAL needs emerged and were placed in priority order based on community impact or the comprehensive plan timeframe. The needs will undergo an equity evaluation using the REAL tool.

Department	Racial Equity Assessment Lens (REAL)
<b>Communication &amp; Engagement</b>	<ul style="list-style-type: none"> <li>• Engagement Process Lens</li> <li>• Internal and External Communications Lens</li> <li>• Information Network Lens</li> </ul>
<b>Economic Development</b>	<ul style="list-style-type: none"> <li>• Revolving Loan Program Lens</li> <li>• Parking Lease Plan Lens</li> <li>• Economic Sustainability Goals and Strategies Lens</li> <li>• Program to Support New Businesses and Living Wage Employers Lens</li> <li>• Tourism Opportunities and Program Lens</li> </ul>
<b>Finance</b>	<ul style="list-style-type: none"> <li>• Annual Operating Budget Lens</li> <li>• Capital Improvement Plan Lens</li> <li>• Customer Service Lens</li> <li>• Grants Management Lens</li> <li>• Purchasing Procurement Lens</li> <li>• Accounts Payable Lens</li> </ul>
<b>Fire-Rescue</b>	<ul style="list-style-type: none"> <li>• Public Educational Programming Lens</li> <li>• Fire and Life Safety Engineering and Enforcement Lens</li> <li>• Training Lens</li> <li>• Emergency Management Lens</li> <li>• Emergency Operations and Response Lens</li> </ul>
<b>Housing - Community Services</b>	<ul style="list-style-type: none"> <li>• Affordable Housing Special Revenue Fund Lens</li> <li>• Joint Outside Agency Award Program Lens</li> <li>• Land Use Ordinance Provisions for Affordable Housing Lens</li> <li>• Building Partnerships with Property Managers and Business Owners Lens</li> <li>• Resident Service – Connecting to Resources Lens</li> <li>• Council and Community Updates, Engagement and Outreach Lens</li> <li>• Building and Maintaining Partnerships with Local Governments and Non-Profit Organizations Lens</li> </ul>
<b>Human Resources</b>	<ul style="list-style-type: none"> <li>• Job Recruitment and Application Process Lens</li> <li>• Internal Recruitment Lens</li> <li>• Employee FY23-24 Proposed Benefit Policy Change Lens</li> <li>• Flexible Work Policy Lens</li> <li>• Compensation Philosophy and Administrative Policies Lens</li> </ul>

	<ul style="list-style-type: none"> <li>• Formal (External) and Informal (Internal) Compensation and Class Analyses Lens</li> <li>• Onboarding / Training/ Organizational Development Lens</li> <li>• Career Progression Planning / Succession Planning Lens</li> <li>• Employee Relations &amp; Recognition Lens</li> <li>• Employee Health Insurance: Structural Contribution Strategy Lens</li> <li>• Wellness Program / EAP Lens</li> <li>• Retirement Planning and Counseling Lens</li> <li>• Safety Programs Lens</li> </ul>
<b>IT – Information Technology</b>	<ul style="list-style-type: none"> <li>• External Townwide Services Lens</li> <li>• Administrative Directive #5 - Use of Technology Lens</li> <li>• Internal Customer Service Lens</li> <li>• Internal Replacement and Upgrades of Technological Devices Lens</li> <li>• Storage, Security and Collection of Data Lens</li> </ul>
<b>Planning, Zoning, Inspections, Climate Action, &amp; Transportation</b>	<ul style="list-style-type: none"> <li>• Text and Map Amendment Process Lens</li> <li>• RTMP Lens</li> <li>• Land Use and Permitting Process Lens</li> <li>• Building Permitting Process Lens</li> <li>• Small Area Planning Lens</li> <li>• Transportation Lens</li> <li>• Code Enforcement and Changes Lens</li> <li>• Customer Service (Internal/External) Lens</li> </ul>
<b>Police</b>	<ul style="list-style-type: none"> <li>• Traffic Stop Policy Lens</li> <li>• Suspicious Activity Policy Lens</li> <li>• Customer Service Lens</li> <li>• Personnel Training Lens</li> <li>• Community Services - Outreach and Education Lens</li> <li>• Patrol Responsiveness and Decision-Making Lens Criminal Investigations - Prioritization and Resource Allocation Lens</li> </ul>
<b>Public Works</b>	<ul style="list-style-type: none"> <li>• Public Works Community Engagement and Outreach Lens</li> <li>• Stormwater Operations and Projects Lens</li> <li>• Stormwater Revenue Lens Marketing and Selling of Plots in Cemeteries Lens Garbage, Yard Waste, Bulky Waste and Leaf Collection Lens</li> <li>• Maintenance of Town Fleet Lens</li> <li>• Engineering Services, Monitoring Construction Projects, Private Projects, and Inspection of Town Right-of-Ways (include Planning) Lens</li> <li>• Maintenance, Repair and Inspection of Streets, Sidewalks, Multi-Use Pathways, Facilities, Parks, Cemeteries and Bus Shelters Lens</li> </ul>
<b>Recreation, Parks and Cultural Resources</b>	<ul style="list-style-type: none"> <li>• Existing Park Facilities in Town, Addendum Related to Greenway Lens</li> <li>• Inventory of Programs, Activities and Special Events Lens</li> <li>• Internal and External Customer Service Lens</li> <li>• Public Art Program Lens</li> <li>• Land Acquisition, Design and Development of Town Parks and Facilities Lens</li> <li>• Registration and Reservation Process Lens</li> <li>• Fees and Charges Structure Lens</li> <li>• Marketing, Distribution, Outreach and Recruitment Lens</li> </ul>

	<ul style="list-style-type: none"> <li>• Building Community Partnerships Lens</li> <li>• Maintenance and Replacement Facility and Infrastructure Lens</li> </ul>
<b>Town Clerk</b>	<ul style="list-style-type: none"> <li>• Advisory Board and Commission Recruitment and Appointment Policy Lens</li> <li>• Rules of Procedures for Town Boards and Commissions Lens</li> <li>• Administrative Support Lens</li> <li>• Council, Employee and Community Support Lens</li> </ul>
<b>Town Manager</b>	<ul style="list-style-type: none"> <li>• Town Council Support, Policies and Strategic Direction Lens</li> <li>• Communication Process within Town Managers Officer Lens (Residents, Town Council and Staff)</li> <li>• Equitable Outcomes of Town Services - Guidance and Support Lens</li> <li>• Administrative Directives Lens</li> <li>• Equity of Taxes Lens</li> </ul>

## **Equity Pocket Questions**

Pockets Questions are used in place of a completed REAL when evaluating existing and new initiatives (process, practice, procedure, service, and new project) and completing Council Agenda Items that are not quasi-judicial. If what is being considered within an agenda item is outside the scope of a completed REAL, Pocket Questions will be provided. The answers to the questions offer a deeper awareness of other factors that should be considered in decision making. See chart below for more guidance.

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<b>TOOL</b>	<b>PURPOSE</b>	<b>USERS</b>	<b>APPLICATION</b>
<b>Pocket Questions</b>	<b>Preliminary equity analysis in the absence of a racial equity assessment lens (REAL).</b>	<b>Decision Makers</b>	<b>When evaluating initiatives and making decisions.</b>  <b>3/7/2023 – Updated agenda cover page and pocket questions accompany items that are not quasi-judicial in the absence of the REAL.</b>
<b>The DRE (Decision Making for Racial Equity tool)</b>	<b>Help guide inward/ outward facing decision making centering race and equity.</b>	<b>Staff</b>	<b>1/2023 – Use as needed to make decisions</b>
<b>The REAL (Racial Equity Assessment Lens)</b>	<b>Evaluate existing and new initiatives centering race and equity</b>	<b>Decision Makers</b>	<b>4/2022 – Completion based on the date/priority of comprehensive plan projects/strategies or community impact.</b>

## External Work

### Community Involvement

Advancing equity is also a community priority. True progress and success will require the entire Carrboro community. Successfully advancing equity and creating a sense of belonging involves a commitment from all of us. It includes community engagement, listening sessions, building a culture of allyship, collaborative opportunities, strengthening and creating new partnerships, events, special projects, data collection, and changes in “business as usual”. We can also learn about, acknowledge, and celebrate differences by leading, supporting and participating in holidays and special cause events. Below are some of the holiday and special cause events that Carrboro recognizes:

- National Day of Racial Healing
- Martin Luther King Day
- Black History Month
- Celebrating Black People of America
- Women’s History Month
- Immigrant Heritage Month
- Juneteenth
- Pride Month
- Latin American Festival
- Hispanic Heritage Month
- Transgender Day of Remembrance
- Major local faith community holidays and event - Judaism, Islam, Christianity, Buddhism and Hinduism
- Indigenous Peoples Day
- Veteran’s Day

### Data

Data is also important to race and equity work and yet not always readily available. The Town needs to collect, track and disseminate data regarding town and county-wide disparities and demographics to inform decision making. Carrboro continues to work with OneOrange, Carolina Demography and foster other relationships that contribute to tracking and analyzing data. The Town of Carrboro has also developed data resources to assist with monitoring and evaluation impact.

For more information see the Reference page.

## **Community Safety Task Force (CSTF)**

Created on June 18, 2020, the Community Safety Task Force reviewed best practices and considered a range of issues related to the safety and well-being of Carrboro residents, including but not limited to racial disparities in law enforcement and the criminal legal system; law enforcement and court diversion and deflection programs; alternatives to relying on the Town's public safety professionals for human service and wellness needs; and coordination with the County and other jurisdictions to enhance programs and services that keep communities safe. On November 14, 2023, the CSTF presented a recommendation report to the Town Council encompassing alternative policing strategies. The report is scheduled for an upcoming Council Work session. For more information regarding the CSTF visit [Community Safety Task Force | Carrboro, NC - Official Website \(carrboronc.gov\)](https://carrboronc.gov)

## **Racial Equity Commission (REC)**

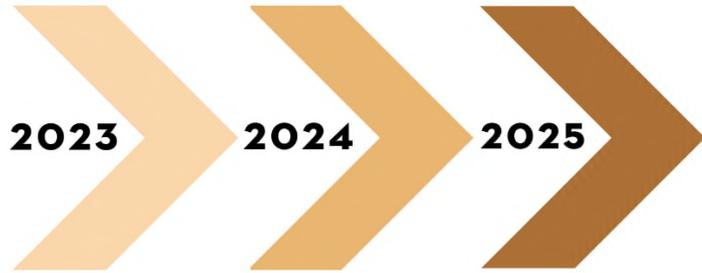
Created on January 19, 2021, the Racial Equity Commission advises the Town Council and works with the Chief Race and Equity Officer, and Town staff to educate, provide leadership, and facilitate on-going equitable engagement and opportunities within the immediate and greater Carrboro community toward the goal of creating a community of inclusiveness in which political, economic, social and cultural institutions are no longer predicated and influenced by race. For more information regarding the REC visit [Racial Equity Commission | Carrboro, NC - Official Website \(carrboronc.gov\)](https://carrboronc.gov)

## **Reparations**

In October 2022, the Town Council adopted the [Supporting Reparations for Black Carrboro Resolution](#). Elected Officials acknowledged systemic racism was created centuries ago and will take time to dismantle. This resolution is a first step in that process and the Town of Carrboro is committed and began steps toward eliminating racial bias and racial disparity, build trust in government and other institutions, and create a more just and equitable world.

The Town has taken some action in addressing the racial disparity.

- Establishing Community Safety Task Force
- Establishing Racial Equity Commission
- Providing resources, training, consulting services, meetings and co-working opportunities for BIPOC businesses
- Educating and registering voters offered at co-sponsored events
- Installing three truth plagues acknowledging history and Black resilience
- Funding for race and equity initiatives through ARPA funds
- Providing staff and community with training and opportunities to learn more about reparations and possibilities
- Creating a racial equity data dashboard



2023 Annual Objectives	Responsibility	Timeline
Presentation and adoption of the first race and equity action plan.	Race and Equity Town Council	Scheduled for 11/29/23
Unveiling of Manley McCauley, lynching marker. Partnership with Orange County Remembrance Coalition and Equity Justice Institute.	Race and Equity Partnership - EJI and OCCRC	Awaiting new unveiling ceremony date

2024 Objectives	Responsibility	Timeline
Continue annual training for all employees and foundational training for new employees.	All Employees Departments Race and Equity	Ongoing
Reach 65% completion rate of Town wide REAL evaluations - policies, practices, procedures, and services.	All Departments	End of 2024
Begin to conduct monthly departmental meetings to normalize town efforts of advancing equity and creating a sense of belonging.	All	February 2024
Develop annual race and equity goals and performance measures with departments centering internal and external impact.	All	2024-2025 Budget document
Research and advocate for Bill H.R. 40 - (117 <sup>th</sup> - Establish a Commission to Study and Develop Reparation Proposals for African Americans Act).	Race and Equity	By Spring 2024
Incorporate race and equity expectations in employee job descriptions.	Human Resources	By Spring 2024

Make policies, practices, procedures and service delivery updates based on findings from the REAL.	All Departments	Ongoing
Work with local historians and engage BIPOC communities in discussions on how reparations can impact lives.	Race and Equity Racial Equity Commission	By Spring 2024
Research reparations initiatives in other municipalities and the federal level.	Race and Equity	By Summer 2024
Conduct second Town Council Work session on reparations in Carrboro to provide guidance to staff.	Race and Equity Town Council	By Fall 2024
Complete the OneOrange Racialized History Project with County partners.	OneOrange Team Leads	End 2024
Present race and equity updates and accomplishments to the Town Council.	Race and Equity	End 2024

<b>2025 Objectives</b>	<b>Responsibility</b>	<b>Timeline</b>
Continue annual training for all employees and foundational training to new employees.	All Employees Departments Race and Equity	Ongoing
Reach 100% completion rate of Town wide REAL evaluations - policies, practices, procedures, and services.	Departments	By Summer 2025
Identify action items.  Presentation and adoption of updated action plan based on ongoing work, data, and REAL findings for 2026 and beyond.	Race and Equity Departments	End of 2025

Legend of color: White-All departments, Orange-Human Resources, Beige-Race and Equity

## **Annual Reporting**

The Race and Equity team will work in collaboration with departments to report race and equity initiatives each year. Some performance measures were identified and based on prioritizing the work. (Excerpt from current budget document.)

<b>Current Performance Measures</b>	<b>FY 2022-2023 actual</b>
% of employees that completed foundational equity training	95%
Percentage of completed policies, procedures evaluated by the racial equity assessment lens	23%
% of BIPOC employees hired	27%
% of BIPOC advisory board/commission members	33%
% increase in affordable homeownership units	0%
% increase of known BIPOC businesses	4.7%

## Chronology of the Work

### 2019

- Race and Equity Officer duties assigned to Recreation, Parks and Cultural Resources Director position.
- Creation of internal CORE Team.
- Established vision/partnership with county jurisdictions to form – OneOrange.
- Unveiling of “truth plaque” at Town Hall. The truth plaque includes the early history of Carrboro around the turn of the 20th century and talks about the town’s namesake, Julian S. Carr. The goal of this truth plaque and others is to recognize Carrboro’s history, uplift the truth and acknowledge an unjust past.
- Conducted first Employee Racial Equity Survey. The survey responses will help guide and shape the next steps of our inward and outward facing equity work.
- CORE Team participated in a yearlong learning cohort with eight other jurisdictions in North Carolina.

### 2020

- Town’s race & equity vision statement and logo developed.
- Town Council prioritized needs in the community because of the disproportionately effects of COVID on Blacks, Latinos and other underserved and marginalized communities focusing on housing, public health, outreach, education and engagement, efforts of county recovery plan, non-profit partnerships, and emergency loans for minority businesses.
- Offered Advancing Racial Equity the Role of Government training to all employees. Some CORE team members trained with GARE staff and served as training facilitators.
- Hosted BIPOC business roundtables, consulting, and other resources.
- Town Council adopts Supporting Reparations for Black Carrboro Resolution.
- Town Council adopts Inclusive Carrboro Communication & Engagement Plan.
- Black Lives Matter Murals | Carrboro, NC - Official Website (townofcarrboro.org)

### 2021

- The Carrboro Town Council unanimously approved an ordinance to expand anti-discrimination protections for members of the LGBTQ community.
- Continuation of staff training and offered to Advisory Board and Commission members.
- Creation of Racial Equity Commission.
- Creation of Community Safety Task Force.
- Conducted second Racial Equity Employee Survey.
- Continued to normalize this work by providing Continuing the Conversation sessions, resources and materials for employees.

- Unveiling of the second truth plaque, the site of the former Freedmen’s School on East Main Street which served as a local school created for the areas black community that opened following the Civil War and stood from 1866 to 1917.
- Launched online BIPOC Business Resource Center and Business listing.

## 2022

- Ongoing training of staff.
- Mayor Damon Seils proclaims National Day of Racial Healing in Carrboro.
- Town Council adopts One Orange Racial Equity Framework.
- Planning Department creates a web map with demographic information used for the REAL (Racial Equity Assessment Lens) evaluation process and other needs.
- Town departments began use of the Racial Equity Assessment Lens, (the REAL) to evaluate policies, practices, procedures, and services.
- Carrboro Town Council adopts Carrboro Connects 2022-2042 Comprehensive Plan.
- Communication & Engagement partnered with Public Works to expand the non-digital outreach. Constructed new Town Information Centers (kiosks).
- The Town of Carrboro hosts local history scholars and community leaders to view Fred Morsell’s 1994 re-enactment of one of the last great speeches by Frederick Douglass entitled “The Lessons of the Hour” as part of its Black History Month program series.
- Recreation, Parks, and Cultural Resources expanded the Summer Fun on Wheels Program to utilize the recreational mobile play unit to integrate family activities into neighborhoods.
- Town Manager’s appointment of Carrboro’s first Chief Race and Equity Officer.
- Racial equity analysis was placed within the budget process and the ARPA funding program.
- Recreation, Parks, and Cultural Resources worked with registration/reservation software vendor to incorporate ethnicity fields to begin tracking and evaluating participation data.
- Planning Department incorporated equity when planning and implementing transportation demand management and climate action outreach events such as Lighten Up and Solarize Outreach.
- The Town of Carrboro partnered with the Business Accelerator Group (BAG) and the Durham Tech Small Business Center to host a business accelerator program over five Saturdays. The training for local entrepreneurs concludes with a celebration for 13 graduates, of which, seven were BIPOC businesses.
- The Town of Carrboro conducted extensive surveys, including statistically valid surveying with the ETC Institute, to receive input on ARPA funding priorities. Town staff also worked with the Refugee Community Partnership to increase survey responses from immigrants and refugees in Carrboro. To reach underserved areas of our community, the Town reached out to 1,800 residents within Carrboro’s Qualified Census Tract with a postcard invitation to participate.
- Offered the foundational training, Advancing Racial Equity, The Role of Government to jurisdictional Elected Officials in Orange County, NC.
- Carrboro In Motion/Comunidad en Movimiento launched to increase neighbor-to-neighbor participation and engagement with a focus on underserved neighbors.

- Recreation, Parks, and Cultural Resources created departmental resource file including equity related videos and documents to help inform the work.
- Housing and Community Services worked collaboratively with Orange County to translate Emergency housing assistance flyer and other resources in multiply languages.
- The Financial Assistance Membership process for RPCR programs was streamlined for applicants who reside in public housing.
- Foster relationships with BIPOC owned vendors to provide services during Town events.
- Began partnering with the Orange County Community Remembrance Coalition in hosting Black History Month programming.
- The Town of Carrboro received a score of 100 in the 2022 Municipal Equality Index (MEI). The index examines how inclusive municipal laws, policies, and services are of LGBTQ+ people who live and work there. Cities are rated based on non-discrimination laws, the municipality as an employer, municipal services, law enforcement and leadership on LGBTQ+ equality.
- Carrboro Town Council approved a \$6.7 million spending plan for American Rescue Plan Act funds including affordable housing, infrastructure, and bike-ped and parks projects, grants to local small businesses and training for minority businesses and entrepreneurs, and investments to create new units of affordable housing and home energy efficiency renovations.

## 2023

- All staff completed Decision Making for Racial Equity (DRE) training offered by RACE FORWARD/GARE.
- Incorporated Race and Equity orientation in the onboarding process of new staff.
- Town Council adopts updated Racial Equity Commission charge to reflect specific goals and objectives identified by members.
- Town Council adopted BLACK HISTORY MONTH PROCLAMATION 2023.
- Town Council adopted RESOLUTION IN SOLIDARITY WITH CARRBORO'S LGBTQ+ COMMUNITY.
- Hiring of Carrboro's first Race and Equity Manager.
- The REAL or Equity Pocket Questions accompany Council Agenda Items to help provide a deeper aware guidance in decision making and centering equity.
- Town Council adopts the use of three tools in town governance - REAL evaluation, Equity Pocket Questions and Decision Making for Racial Equity tool.
- The Town of Carrboro hosted "The Black Resistance" history lecture by Dr. Freddie Parker of NCCU. The focus of the lecture was the Freedmen's Conventions of 1865 and 1866, the first of their kind in North Carolina. The lecture was part of the Town's Black History Month program series.
- Updated the [Town Brand Guidelines](#) to include Town Values Logos and marketing logos in various languages to connect with multilingual audiences.
- Town partnered with UNC-Chapel Hill's [Building Integrated Communities Initiative](#) to strengthen communication and interpretation services for all residents.
- Town Council adopted PRIDE MONTH PROCLAMATION 2023.

- The Town Council renewed its support for the Temporary Protected Status program for Guatemala and urged the Department of Homeland Security to designate Guatemala as a Temporary Protected Status country.
- One Orange Racial Equity Framework includes updated Racial Equity Assessment Lens.
- The Towns of Carrboro and Chapel Hill co-hosted “Small Town Pride,” a series of celebrations that include, in Carrboro, Orgulla Latinx Pride and culminating in a Pride Food Truck Rodeo & Dance Party.
- Conducted third Racial Equity Employee Survey.
- Unveiling of 3<sup>rd</sup> truth plaque - Strayhorn House - 109 Jones Ferry Road – 1879 Past and Present, first Black family in Carrboro.
- Incorporated equity competencies in updated Employee Performance Evaluation tool.
- The Town of Carrboro’s Community Safety Task Force partnered with IFC on conducting phone banking conversations, community canvassing and a listening Sessions at the Jackson Center to receive community input on feeling safe and policing.
- Town Council adopted HISPANIC MONTH PROCLAMATION 2023.
- OneOrange created a Racial Equity Index dashboard that shows at-a-glance views of racial data within Orange County. Orange County and the Towns of Carrboro, Chapel Hill, and Hillsborough will use the dashboard to increase equity in their communities, provide awareness and track disparity. It will also inform strategies, grant applications, or service provision.
- Reached 25% completion rate of Town wide REAL evaluations – policies, practices, procedures, and services.
- Incorporated additional community engagement elements in the Town’s Engagement Plan.
- Began working with the consultant on the disparity study that will inform changes to the Town’s procurement policies.
- The Community Safety Task Force presented a recommendation report to the Town Council about Carrboro safety and alternatives to policing.

## Carrboro/Chapel Hill 1700s Demographics

UNC was built in 1789.

4 in 10 Chapel Hillians were enslaved around the start of the Civil War, and about half the town was Black, according to Yonni Chapman’s doctoral dissertation, “Black Freedom and the University of North Carolina, 1793-1860.”<sup>3</sup>

“It has been only since the outbreak of the war that Negroes have found appreciable employment in Carrboro. The mills used to hire only about a dozen Negroes in the warehouses and for drudgery jobs. The munitions plant now pays a maximum of some \$35.00 a week for Negro men.” That suggests that Black people would not have been able to find much work in Carrboro before WWII.<sup>4</sup>

Town	Year	Total Population	White	Black
Chapel Hill	1869		937	483
Chapel Hill	1924 (November)	2146	1411	735
Chapel Hill	1930	2699		256
Chapel Hill	1940	3654		1124
Carrboro	1940	1455		437

\*Growth and Plan for Community

Most of the Black population of Chapel Hill and Carrboro is native to Orange County. Population growth has been steady and moderate and is, for the most part, the result of natural increase plus the moving in of servants with white families.<sup>5</sup>

### Orange County Population 1790 to 1900

1790	1800	1810	1820	1830	1840	1850	1860	1870	1880	1890	1900
12216	16362	20135	23492	23908	24356	17055	16947	17507	23698	14948	14690

\*Bulletin 39.<sup>6</sup>

The census did not contain this level of detail until more recently, so the best you’ll find there are names, ages, gender, and racial identities (and that last is only available from 1870 on).

Counties	Total	Native	Foreign	White	Black
Chapel Hill	2799	2792	7	1684	1115
Hillsborough	3624	3621	3	1995	1629

1870 Census<sup>7</sup>

<sup>3</sup> <https://jacksoncenter.info/2018/09/05/when-the-confederacy-lost-chapel-hill/>

<sup>4</sup> Freeman, Charles. pp. 22

<sup>5</sup> Freeman, Charles. pp. 5

<sup>6</sup> <https://www2.census.gov/library/publications/decennial/1900/bulletins/demographic/39-population-nc.pdf>

<sup>7</sup> <https://www2.census.gov/library/publications/decennial/1870/population/1870a-22.pdf>

## List of Key Terms

**Belonging** – The sense of connection to our community. An individual’s participation and belief in our community.

**BIPOC** - Acronym that refers to Black, Indigenous, and other People of Color.

**Equity** – Fair and just treatment for all based on assessing disparities in policies, practices, services, resources, and representation. Outcomes for all groups improve. Informed by data, expertise, community engagement, lived experiences, stories, and connections.

**GARE** – A national network of governments working to achieve racial equity and advance opportunities for all. The Town of Carrboro joined GARE along with many municipalities across the country to help guide us through the process of dismantling structural racial inequity and creating equitable outcomes for all.

**Inclusion** – Bringing together historically excluded individuals and/or groups into processes, practices, services, decisions, and policy making.

**Pocket questions** – A set of questions that are used in place of a completed racial equity assessment lens. The name is derived from being compact and handy to use.

**Racial Equity** – Race cannot be used to predict individual or group treatment and outcomes.

**Reparations** – Making significant progress toward repairing the damage caused by public and private systemic racism, boosting economic mobility and opportunity, and creating generational wealth in the Black community.

**Transactional partnership** – Focus on the transaction. A methodical exchange of resources within existing structure or system based on mutual benefit and need.

**Transformational partnership** – Focus on developing an understanding and meaningful connection while exchanging resources. Restructuring of a system within an existing structure can take place. The ability to focus and develop a bond beyond the transaction which focuses on trust, transparency, communication, decision-making and accountability.

A motion was made by Council Member Posada, seconded by Council Member Nowell to approve the following resolution with the amendment that the Race and Equity office include a statement recognizing the economic contribution of Blacks and poor whites for the 100 years between the 1880s- 1980s.

**RESOLUTION ADOPTING THE CARRBORO RACE & EQUITY ACTION PLAN (REAP), WEAVING EQUITY IN TOWN GOVERNANCE**

**WHEREAS**, the Town of Carrboro is dedicated to advancing race and equity initiatives; and

**WHEREAS**, the Town Council adopted the One Orange Racial Equity Framework on February 1, 2022; and

**WHEREAS**, the Town Council continues to support the race and equity vision statement: “The Town of Carrboro envisions being a community where race does not determine outcomes, and all have equitable opportunities and resources. We envision a time when participation in community events, programs and advisory boards represent community demographics. All will feel safe, secure, and know their voice is valued. We strive to be an inclusive and open-minded organization that has a culture created by its diverse staff, which serves the public through a social (racial) justice lens”, presented on February 4, 2020; and

**WHEREAS**, the Town Council directs the town manager to ensure that all departments identify and dismantle all structural biases and inequities in town policies, practices, procedures, services and projects by using the REAL tool and other resources; and

**WHEREAS**, the action plan is a blueprint that connects the town’s race and equity journey, from 2018-2025 encompassing the completed work to date, providing guidance and shaping what is to come; and

**WHEREAS**, the Town Council acknowledges the intersectionality of the core values of Race and Equity and Climate Action as key to Carrboro’s resiliency and sustainability; and

**WHEREAS**, the race and equity action plan (REAP) is being considered for adoption.

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

**RESOLVES:**

Section 1. The action plan is hereby adopted.

Section 2. This resolution shall become effective upon adoption.

This the 29<sup>th</sup> day of November 2023.

**The motion carried unanimously.**

## References

### Excerpts and more history from the following:

[History of Carrboro | Carrboro, NC - Official Website \(townofcarrboro.org\)](#)

[Black History in Carrboro | Carrboro, NC - Official Website \(townofcarrboro.org\)](#)

[Black History Month Proclamation](#)

[Resolution in Solidarity with The Carrboro LGBTQ Community 2023](#)

[Pride Month Proclamation](#)

[Hispanic Heritage Month Proclamation \(carrboronc.gov\)](#)

[Carrboro Connects Comprehensive Plan \(pages 18-23\)](#)

### Town Resources for Data:

[Carrboro Demographics Page](#)

[Racial Equity Index for Orange County](#)

<https://tocgis.ci.carrboro.nc.us/Carrboro/Demographics/>

### Carrboro/Chapel Hill 1700s Demographics Data:

*Kinship and Neighborhood in a Southern Community: Orange County, North Carolina, 1949-1881.* Some good info there about the economic engines across the county.

*The Oral History of James Nunn.* Mr. Nunn lived from 1882-1975. Before he died, he sat for a series of long conversations with W. Wilder Towle.

<https://chapelhillhistoricalsociety.org/>.

[Bulletin 39. Population of North Carolina by Counties and Minor Civil Divisions](#)

[Freeman, Charles. "Growth and Plan for a Community: A Study of Negro Life in Chapel Hill and Carrboro, NC"](#)

### Here are other resources that can be used to access data:

[American Community Survey \(ACS\) \(census.gov\)](#)

[Census.gov](#)

[2020 Census: Racial and Ethnic Diversity Index by State](#)

**Plan adopted – 11.29.2023      Distribution – 03.22.2024**