

Report of the Durham Racial Equity Task Force: An Urgent and Loving Call to Action

Executive Summary

In a city born during Reconstruction and reared under Jim Crow, shocking inequities between white people and people of color are still evident in 21st century Durham. If we reject the notion that these disparities are normal, due to differences in capability or culture, it is imperative that we take significant strides to undo the negative legacies that haunt our local and national history. We need to be not merely anti-racist in thought, but actively and continuously anti-racist in deed.

At the request of Mayor Pro Tempore Jillian Johnson, the city of Durham formed its first racial equity task force in October 2018, and appointed 17 volunteer members from across the city of Durham.

The Durham Racial Equity Task Force (RETF) has spent the last 21 months developing trust, openness, and honest internal relationships that the work of racial equity demands and deserves. We began our first conversations about how each of us understood racial equity, and came to a consensus on how we would use the term and apply this to our work as a group. From these conversations grew the development of six subcommittees to address specific areas of programming within the city of Durham: Wealth & Economy, Criminal Legal System, Health and Environmental Justice, Housing, Education, and Public History.

We recognize the intimate interconnections of these areas and assume that we need to act simultaneously on multiple fronts. We have been able to dig deeply and feel confident in making specific policy recommendations on some issues. In other equally important areas, we have identified crucial issues that need to be addressed even as we are not yet ready to make specific proposals. We see our efforts as seeding further, ongoing work.

We entered into this work with some lived experiences and expertise in this arena. However, we were educated by the many others who helped deepen and expand our views. We have come to lean on the expertise of our community.

Our work concludes with a detailed report, which is to be presented to the Durham City Council on July 22, 2020. This report seeks to address, develop, and implement policies and actions to ensure a more equitable Durham community.

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Racial equity work in the city of Durham must be permanent, appropriately funded, and institutionally supported by the city, county, and all community stakeholders. RETF is concerned about issues of accountability and long-term sustainability in carrying out this work. Dealing with racial inequity is not the mission of one city council or one mayor. The work is ongoing and long-term. Anti-racism practices and racial equity benefit all residents of Durham. We as a community should be intentional about equity in every aspect of our lived experience to dismantle systemic racism.

The Durham Racial Equity Task Force has dedicated itself to the work, putting in countless hours as we tried to both understand the scope and depth of racial inequity in our city and figure

out how to overcome it. But this is the work of the whole community and not just elected officials. Our document is intended not to be read-only, but as a spur to action.

We call on you, as individuals, neighborhoods, institutions, and communities, to become active participants in the struggle to end racism. With the development and sustained implementation of racially equitable policies, we look to becoming the city we know we can be; where all residents are truly free. Finally, we thank the people from across Durham; the community members who attended meetings and provided input; local resources who shared their years of expertise and helped us in our thinking and in our own growth.

Report of the Durham Racial Equity Task Force: An Urgent and Loving Call to Action

The Data, the Stories, the [Receipts](#): Centering Racial Equity in Durham

In a city born during Reconstruction and reared under Jim Crow, shocking inequities between white people and people of color are still evident in 21st-century Durham. If we reject the notion that these disparities are normal, due to differences in capability or culture, it is imperative that we take significant strides to undo the negative legacies that haunt our local and national history. We need to be not merely [anti-racist](#) in thought, but actively and continuously anti-racist in deed.

Narrative is the story we tell that imbues our culture and the values we uphold. The narrative in Durham has been one that is celebratory of innovation and entrepreneurship, of racial harmony after the civil war, and as of late, a politically progressive boom town and a safe hub for burgeoning technology companies.

This narrative has gaping holes. It does little to explain the dynamics that [race](#) and power played in the creation of the narrative, and thus cannot make sense of the ongoing [racial inequities](#) we see in our midst.

In every area that can be quantified in Durham, there are vast racial disparities. White children disproportionately outperform Black and [Latin\(a\)\(o\)\(x\)](#) children in our school system but these children (and their parents) are consistently blamed for performing poorly. Black people are incarcerated at an alarmingly higher rate than whites. Historically, Black neighborhoods in Durham have systematically been ignored and neglected. Even the life expectancy in Durham is lower for Black people than for white people.

We need a narrative shift to accurately understand why disparities persist. There are important messages that have been internalized that need to be rewritten. A new story about our city's history, one that is inclusive and takes an unflinching look at all of our history, needs to be told to get at deeper truths so that new policies can be implemented for the betterment of all people in our city.

If we want to have a tale of one city, a Durham for all of us, then it is high time to seriously address problems of [racial inequity](#). Inequity negatively affects people of color most profoundly, but it undermines [community](#) life for everyone. [As numerous studies show](#), unequal societies are not only unjust, but they are also less safe, healthy, and happy, while more fearful. At the national level, too many of our political leaders see [white nationalism](#) as both an electoral strategy and an activator of a volatile base. The dangers of [racist](#) polarization are alarmingly clear. We must show that there is a better way. We need a power shift even more than we need a culture shift.

At the request of Mayor Pro Tempore Jillian Johnson, the city of Durham formed its first [racial equity](#) task force in October 2018, and appointed 17 volunteer members from across the city of Durham to constitute the Durham City Racial Equity Task Force (RETF). We have spent the last 21 months trying to rise to the challenge assigned us. Our task force is made up of residents of Durham. We are parents, grandparents, and caregivers. We are teachers and activists and business owners. Like many of you, we are invested in our city's future as a safe and nurturing place to live, work, and play for all. The RETF members are: Emily Coward, David Dixon, Kaaren Haldeman (vice-chair), Tia Hall, Vanessa Hines, Cory Hogans, Jovonia Lewis, Jessica Luginbuhl, Howard Machtinger, Dan McKinney, Katie Mgongolwa, Jamal Moss, Ana Núñez, Elaine O'Neal (chair), Cecilia Polanco, Camryn Smith, and James Tabron.

As a volunteer task force, RETF understands we cannot undo such a deeply ingrained system of racial inequity in one fell swoop. But we insist on the urgency of beginning the work of systemic change on inter-related issues such as the [criminal legal system](#), education, housing, health and environment, wealth and economy, as well as [public history](#). To illustrate the intersection of inequities and policy considerations that underscore city, county, and school governing policies, we cite the following examples that flow from the work of our subcommittees:

- If a student's family is evicted and has to change schools, academic achievement will inevitably suffer.
- If a family is priced out of its home due to [gentrification](#) in a neighborhood, their main source of wealth will likely vanish.
- If a young person is incarcerated before given a chance to prove guilt or innocence, because they cannot make bail, they may lose a semester or more of school or even their job.
- If an SRO ([School Resource Officer](#)) has the authority to mandate a student to the criminal legal system for typical developmental childhood behaviors, research has shown that contact within the justice system leads to greater likelihood of negative life consequences, perpetuating the [school-to-prison](#) pipeline.
- If a student doesn't graduate high school or get a chance at post-secondary education, economic prospects have likely been diminished.

These examples may be obvious, but policy makers do not usually take these intimate interconnections into real consideration.

RETF's policy proposals assume therefore that we need to act simultaneously on multiple fronts. We have been able to dig deeply and feel confident in making specific policy recommendations on some issues. In other equally important areas, we have identified crucial issues that need to be addressed even as we are not yet ready to make specific proposals. We see our efforts as seeding further, ongoing work.

RETF is concerned about issues of accountability and long-term sustainability. Dealing with racial inequity is not the work of one city council or one mayor; the work is ongoing. We are gratified by the creation of the [Department of Equity and Inclusion](#) and its Racial Equity Division, as well as the hiring of Durham's first Racial Equity Officer. Along with this, we see the need to develop consistent [community engagement](#) with the people of Durham, particularly those [marginalized](#) politically and economically. Real progress can only be made through the work of a vocal and empowered community. We made sincere efforts to reach out to the community or, more accurately, the communities, in Durham for feedback. As a volunteer group with the mission of developing policy initiatives and with limited capacity, we recognize the shortcomings of our efforts. [In February, 2020, when we presented preliminary recommendations](#) to parts of

the Durham community, we consistently encountered distrust of city and county efforts to deal with issues of racial equity. Creating consistent community engagement is a difficult but necessary task if we are to have real democracy. In general, RETF believes that those closest to the pain should be closest to the power. We are calling on the city to develop more creative and sustainable strategies and structures for community engagement and empowerment.

RETF also recognizes the limited power of the city over many of these issues. State and federal government not only have more power and capacity, but also place limitations on city capacity to remedy long-term institutional inequities. We therefore both advocate policies that the city can practically undertake and others which we urge the city to advocate vigorously for at both the state and federal levels.

RETF began our work in November of 2018 with a mandate that was extended until July 2020. We are a volunteer group of people who were, for the most part, strangers. We met both as a unified group and separated into subcommittees to focus on specific areas: Wealth and Economy, Criminal Legal, Health and [Environmental Justice](#), Housing, Education, and Public History. Our work was largely developed before the COVID-19 pandemic, which has further exposed the depth of inequality in our city and nation, while adding to the urgency of anti-racist work. We have attempted to incorporate this experience into our recommendations, but we realize that our understanding remains incomplete as the pandemic and its consequences develop in real time. The pandemic does underscore how serious our problems are and the necessity to up our efforts in changing the realities of racial inequities. More on our process as a group can be seen in the Appendix: "How We Did It."

In the midst of the pandemic, tens of thousands of Americans have taken to the streets in powerful protests of the [structural racism](#) which permeates our society. RETF is gratified by and support the demonstrations by an energized public which is passionately and effectively calling for a new anti-racist direction in our society and culture. We offer this report in solidarity with this movement.

A Note about Language: Since race is a social construction, not a biological reality, its definition changes over time; as do the words that are used to identify races. Even how people self-identify is contextual and contested. What should people be called whose lineage can be traced to Mexico, Central and South America, and the Caribbean? Latinx has attained a certain popularity as it is gender neutral, but others prefer Latino/a, Hispanic, or Brown. There is, as yet, no agreed upon consensus. Reflecting the recognition that there is no "one-size-fits-all" terminology to describe the complex human experiences of racial or ethnic identity, after much discussion, we found ourselves unable to settle on one set of terms for use throughout the report. Therefore, we use a variety of words to describe human groups and identities. In this case we generally use Latin(a)(o)(x), but sometimes use other terms. RETF invites a fuller discussion of this question.

RETF also adopted the convention of capitalizing Black but not white. We also sometimes use [BIPOC](#) (Black, Indigenous, People of Color) as an umbrella term when we are referring to people of color as a whole. RETF recognizes that navigating language is akin to crossing a minefield and is open to challenge on these and other linguistic choices, but we strongly believe that disagreement over language should not keep us from dealing with the lived reality of racial inequity.

We begin the rest of our report with what we call “**The Water We Swim In & Naming Whiteness**” to set the context for our work. “**Let The Record Show**” pulls together data collection needs from our subcommittees and calls for gathering relevant data from a variety of sources, especially in communities that have been historically marginalized. Before we get to our recommendations, we admit to the inevitable **limitations** of our group work. “**This is How We Do It**” is the heart of the report in which we list and explain our subcommittee recommendations, starting with Wealth and Economy. We define a rubric for developing city policies, including our recommendations, using a racial equity lens in “**What’s in the Toolkit**”. Finally we conclude with “**Re-imagining, Re-aligning, and Sustaining an Equitable Infrastructure**,” focusing on sustainability and emphasizing that our work is a starting point rather than as the final word. Also included are a Glossary of terms we have used, a list of people with whom we’ve met, and appendices.

Tell it like it is: The Water We Swim In & Naming Whiteness

Durham, we must come to terms with who we are. This may not be a comfortable process, but it can be a liberating one, especially for white people. If we are to authentically engage in anti-racist work, we must name [‘whiteness’](#) in every system.

Where are the robes? In 1925, the Ku Klux Klan marched down Pennsylvania Avenue in Washington, DC. Approximately 40,000 klansmen marched. According to newspaper accounts:

“...at that time the Klan boasted a national dues-paying membership of nearly 5 million men and 500,000 women...”

“You had many members of the KKK who were politicians — senators, congressmen, statehouse representatives,” ... “and that only encouraged the members to appear publicly without their hoods.”

When one views pictures of [various lynchings](#), crowds of white people stood around and laughed as they collected body parts of persons that had been burned and/or lynched. [Carrying out and witnessing these atrocities demonstrates a troubling loss of humanity](#). It is especially disturbing to know that children were thereby initiated into [white supremacy](#). Some of their children and grandchildren are still living, possibly even here in Durham, NC. The individuals in those photographs have never been made publicly known. They disappeared, along with their robes, into Americana, but the mindset of not seeing the humanity of people of color continues to shape policies, our culture and our lives.

This is why we must name that our criminal legal system is working as it was designed: to protect white people by controlling people of color. We must name that our housing system is working as it was designed: to create and maintain private white land by controlling the access people of color have to such land. We must name that our economic system is working as it was designed: to build and sustain wealth for a select group of white people by ensuring that people of color and poor whites lack access to build and sustain wealth. We must name that our healthcare and biomedical systems are working as they were designed: to privilege the health of white bodies at the expense of the bodies of people of color. We must name that our education

system is working as it was designed: to indoctrinate all students with the internalized belief that the white race is superior.

We have defined 'whiteness' as those often unstated beliefs, behaviors, norms, principles, policies, and structures that embody all of our systems and are designed to serve the needs and goals of white people by oppressing people of color. We invite all readers, especially our white readers, to resist dismantling the above paragraph because it's not comprehensive enough, it doesn't reflect your lived experiences, or because you can think of other reasons why these systems exist. If the above paragraph engenders discomfort in you, so be it. Sit with that. If you can think of other reasons why these systems exist, so be it. Those reasons and the ones stated above can both be true. If we are to dismantle [racism](#), we must begin to look at how our systems are designed to advantage white people rather than merely focusing on how our systems have failed people of color.

The deep divisions that are seen today are not very different from those in 1925. Most of the statistics for BIPOC, in any arena, lead to the realization that real change has not occurred. Black Americans are still enslaved, now in what is called prison, and slaves are now called inmates, felons, or defendants. In other words, the terms have changed, but the outcomes and inequities have not.

In disproportionately higher rates, Black people:

- still live in substandard housing
- still have less wealth
- are still being killed by the police.

In the COVID reality, [Black people are dying at alarmingly higher rates](#) and [Latin\(a\)\(o\)\(x\)s are dying at even higher rates in Durham, NC.](#)

It is time to recognize the stagnation of the poisoned water we all swim in and deal with the reality of the bloodshed that taints the sea.

[Many white people committed crimes against Black people](#), and they have never been held accountable. That hidden history lies within families of white Americans. If we are to clean the water, those people who wore (or wear) the robes need to be made visible. Only white America can begin the process of cleaning the water. It starts with the " [Invisible Empire](#)" being exposed again. Just like in 1925, it is time now to show faces. We must begin to clean the water by acknowledging that the water can only be cleansed if the toxic ingredients can be identified.

To name this is to engender white discomfort. White discomfort is powerful; it can lead white people to disrupt anti-racist work or to become participants in this work. We are calling on white Durhamites to embrace this discomfort and actively learn from seasoned white anti-racists how to live racially-just lives and how to do this work without causing more harm.

If we are to move forward with an ethical sense of accountability, we cannot and must not address race-based problems and harms with race-neutral solutions. Race-neutral solutions perpetuate and exacerbate the privileging of white America to the detriment of BIPOC. By not recognizing the roles white people play and the privileges white people receive from these racialized patterns and policies, white society remains complacent with blaming BIPOC for their disparate outcomes in all the arenas mentioned above. The waters will remain toxic and

poisonous until there is a filtration process that boldly, honestly, and committedly eliminates racism in all of its malevolence and dishonesty.

Our history is powerful, and we will not fully understand how to address racial inequities unless we have a more authentic understanding of our historical narratives that have shaped who we are, how we think about our place in this city, and how we interpret our systemic outcomes.

That water is what we swim in today.

Let the Record Show: Stories, Data, Transparency, and Accountability

You can't fix what you don't measure.

We need a baseline of data that informs us about exactly where we stand. Some of the relevant data already exists, but is not pulled together comprehensively, or made readily available to all Durham residents by the City and County of Durham. Priority should be data collection geared to a greater understanding of the intersections of race, disability, and gender experiences and offered in graphic and other alternative forms of data presentation and dissemination.

Baseline data will also allow us to evaluate efforts to address racial inequity. Here are the kinds of data needed; these data requests are repeated and enhanced in each set of recommendations, but it may be useful to present them in one place:

- **Wealth/Economy:**

- Racial wealth gap data
- Businesses ownership by race, ethnicity, and gender in each community
- Current city contracts for development
- The racial distribution of positions in the city workforce
- Availability of credit in Black and Latin(o)(x) communities
- Barriers to business ownership and wealth generation for Black and Latin(a)/(o)/(x) residents

- **Criminal Legal System:**

- Racial composition of those incarcerated in the Durham County Detention Center and their average stays.
- Breakdown by race, gender, and ethnicity of who is arrested and for what crimes, including: misdemeanors, drug charges, traffic stops, and use of force incidents
- Accounts of over-policing by directly impacted people
- A separate database, documenting police officer misconduct managed by an independent entity. Ideally, disciplinary and personnel records of law enforcement would also be available via [Freedom of Information Act](#) requests from the public
- Jury pools: the collection and inclusion of race and ethnicity data sent to Durham County from the Department of Motor Vehicles. Durham County will then be able

to continually monitor whether our jury pools are racially and ethnically representative;

- Data that reflects the use of peremptory strikes during jury selection

- **Health & Environmental Justice:**

- Prioritize building trust and rapport with communities through the processes of qualitative work
- Collect [qualitative](#) and [quantitative data](#) to understand and address health, wellness and environmental justice issues impacted by racial inequity.
- Hire community members as consultants and other study support to help in the design, data collection, analysis, presentation, and distribution of qualitative data.
- Include hiring of local storytellers and community members in data collection and other aspects of qualitative study.
- Prioritize these experiences in Black and Latin(o)(x) communities at individual and community levels:
 - Experiences of police brutality
 - Gun violence prevention, and community and individual safety
 - Access to safe spaces
 - Experiences in health care, including access to services, including mental wellness services
 - Experiences with COVID-19
 - Community solutions to the above, and other issues that emerge from community conversations
- Map data that includes physical locations of health centers in relation to the neighborhood in order to investigate access.
- Map areas deemed [food deserts](#) or areas deemed [food swamps](#) (oversaturation of fast food) which define an 'apartheid' food system.
- Prioritize studies of air quality and use existing reports to address environmental hazards.,
- Improve and monitor data to ensure air, water, and soil quality in low-income communities are improved and equitable. Specifically address McDougald Terrace carbon monoxide poisoning.

- **Housing:**

- Track the race, ethnicity, and gender of those facing [eviction](#).
- Make data easily accessible around housing and development such as who is buying homes.
- Track and publicize developers. We recommend tracking and publicizing this for the purpose of public awareness.
- Historically trace the effect on housing prices and rents.
- City track residents of the Durham Housing Authority who are relocated for renovations or redevelopment: Where are they housed? How many return to their community after renovations? Where do those who do not return end up?

- **Education:**

- Number of students who are considered "[transient](#)" due to the housing crisis.

- Percent of high school graduates and attendees to post-secondary education.
 - Data disaggregated by race, gender, and school of who is in the AIG, honors, AP and IB courses
 - Evaluation of language access in schools
 - Progress in closing achievement gaps, also known as [opportunity gaps](#)
 - Number of students referred to the criminal legal system over the past 10 years; number of discipline referrals overall.
 - More data overall on School Resource Officers (SROs) and the school-to-prison pipeline:
 - How are SROs' performance evaluated?
 - Which schools have the greatest number of incidents involving SROs?
 - What are the nature of the incidents that triggered referrals?
 - What is the specific division of responsibilities of teachers, principals, and SROs?
 - Does each school have a detailed graduated response framework?
 - Which teachers have patterns of referrals for discipline?
 - Which students are involved?
 - What happens to students who face disciplinary consequences? (outcomes)
 - What training opportunities are available to teachers for classroom management, and what impact does that have?
 - Which schools have:
 - more referrals for discipline
 - size
 - demographics
 - resources
 - greatest number of incidents involving SROs?
- **Public History:**
 - Take stock of how story-gathering and storytelling has been [Institutionalized](#)
 - Survey existing monuments and other historic markers
 - In the spirit of continuing the research done by the Sesquicentennial Honors Commission and the [City-County Committee on Confederate Monuments](#), gather more qualitative data on what Durham residents want to see in terms of new monuments/storytelling and provide insight regarding how to address existing ones
 - Survey places where Durham's history is stored and shared
 - Are these permanent establishments?
 - Are they accessible to everyone?
 - What is the inside/outside ratio? (i.e. Does one have to enter a building to learn about Durham history?)
 - **Other Accessible Community Resources:**
 - Comprehensive and accessible list of resources available to help with housing, business, employment, legal, health and mental health, and environmental concerns.

Limitations of Our Work

Along with each set of the following recommendations, we have listed important issues that we did not address. This does not mean that they are unimportant or unsolvable, only that we did not feel qualified to properly address them.

More broadly, the limitations of our work stem from the depth of the issues we have tried to engage. Racial inequity is deeply embedded in our history, culture, and institutions. Many dedicated people have devoted their careers and their lives to try to understand any one of the issues we have tried to tackle in a mere 21 months. We also recognize that we have had the privilege to be able to devote time and energy to this work. This is a privilege rarely granted to those most directly impacted by racial inequities. If the city truly desires the participation of community representatives, it should provide a stipend as well as parking or various transportation vouchers (bus, bike, scooter etc.).

We have tried hard to hear the perspective of those most directly impacted, and we understand that their voices need to be centered in the work of achieving racial equity. However, we did not delve into [the experiences](#) of [indigenous people](#) or Asian Americans. We also have not sufficiently explored the intersections between racial and other identities: gender, class, and disability, to name a few. Finally, we are creatures of our historical moment and thus limited in our perspective in a period where the issue of racial justice is very much in play. There is much for all of us to learn as we try to rise to the occasion.

What follows is a list of recommendations for initiatives, programs and policies we envision for future Durham. This list is not exhaustive and only captures a small glimpse of the changes we as a community hope to see. While we sometimes list community organizations to use as resources, these are only suggestions and ask that people learn about these organizations and determine how they fit within their personal lives. They are not endorsements, but specific examples of work going on in Durham.

RETF's goal is to ensure that no one is left behind as Durham grows and all voices are heard, respected, and held accountable in our equitable community.

Our Recommendations

This Is How We Do It: Making the Vision a Reality

Wealth & Economy

INTRODUCTION

Deep commitment to racial equity requires significant and long-term reallocation of resources. Centuries of [white supremacy](#), systemic racism, and segregationist policies have resulted in an enormous and still-growing [racial wealth gap](#) that contributes to the perpetuation of racialized outcomes in education, housing, health, employment, and other quality of life indicators. This reality is not unique to Durham, but here it is exacerbated by rapid economic development and gentrification that further marginalizes, displaces, and impoverishes Durham's communities of color.

The downtown development plan, including American Tobacco Campus, directly resulted in the re-segregation of downtown Durham and environs. While the City applied equality to the plan, it did not apply equity to ensure the growth and success of Black businesses. This is a re-traumatization of the experience of [Hayti](#) and a failing that the City needs to immediately address.

The racialized impact of the Covid-19 pandemic only heightens these systemic inequities. RETF calls upon major institutions in the City of Durham and Durham County, including city and county governments, banking institutions, philanthropic institutions, and Duke University, to invest and reallocate resources to communities of color in order to build an inclusive economy where we all thrive.

We envision a bold city and county racial equity development fund that is sustainable, accountable to community oversight, and ambitious enough to effectively address racial inequities in areas of housing, economy, criminal legal, healthcare, education, and public history. This bold plan must meet the challenge of the racial wealth gap. Other cities have gestured in this direction, including [Sacramento](#); while we do not endorse any of these plans, they do offer some precedent for what we are proposing.

RECOMMENDATIONS

The following are three of several interrelated recommendations the Wealth and Economy Committee believes could help address the racial wealth gap in Durham and beyond:

- **We recognize a need for the city to proactively address the city's growing racial wealth gap. To this end, we recommend that the city engage with local partners to create a Racial Equity Fund.** Communities of color will work in inclusive partnership with municipal leadership within all aspects of a project, including the development of fund priorities, decisions about fund distributions, and creating and maintaining community accountability mechanisms, to undertake projects aimed at closing the racial wealth gap.
- This Racial Equity Fund must be sustainable and of such a scale as to enable the creation of wealth in communities of color over time in the broadest possible way. The fund would serve as the centerpiece of a massive, interconnected, and ongoing racial equity effort that touches all aspects of Durham life, including education, housing, health, environment, and criminal legal.

- **We would like to see our city leadership take an active role in helping push forward national policies aimed at ending the racial wealth gap, including a national [reparations](#) program, [guaranteed basic income](#), and raising the [minimum wage](#).** We note with interest the [Asheville plan](#) to develop a local reparations program, and encourage city and county leaders to engage the broader Durham community around the need for such reckonings [locally](#).
- **We envision city and county leaders establishing a municipal jobs guarantee to end working poverty in Durham, much in line with the proposed [Federal Jobs Guarantee Development Act](#).** Along with the jobs guarantee, the city/county must invest in apprenticeship programs aimed at creating pipelines for leadership and entrepreneurship in communities of color.

LIMITATIONS

- We recognize that there may be challenges to the implementation of these recommendations. Many of the questions stem from the source of revenue for such recommendations. We believe that our elected officials should treat these projects as a high priority in city and county planning and budgeting, and address challenges to implementation in consultation with local communities of color and local experts on addressing the racial wealth gap.
- Questions also arise around understanding the vocabulary and concepts of systemic racism surrounding the need to focus on education, conversation, and reconciliation.
- Still, further questions flow from specifying exactly what accountability structures would need to be in place for a racial equity fund to be managed, implemented, and evaluated.
- We also did not fully investigate, but want to draw attention to, the situation of city workers--mostly Black and people of color--who have been 'essential' workers in the wake of COVID-19 and did not receive promised wage raises in this year's city budget. We urge a thorough review of their wages and work climate.
- There exists a plethora of unearthed ideas that are worth consideration and vetting to reduce the likelihood of our local economy to predict outcomes solely based on race. Some ideas include the creation of "resiliency funds", which are alternative forms of credit/loan opportunities through a municipal banking service. Another idea is the development of programming neighborhood grants to help refurbish homes in traditionally [underserved communities](#), and the investment of supporting the development of community ownership models.

SUMMARY

RETF believes this work calls for a bold economic plan that will meet the challenge of the long-standing racial inequities starkly notable in the racial wealth gap. If you believe in the necessity of genuine anti-racist action, then we urge you to **Put Your Money Where Your Mouth Is**. The first step towards progress would be institutionalizing a city/county racial equity commission. The current Durham Racial Equity Task Force could evolve into such a commission to support accountability measures for the implementation of the Racial Equity Fund and related projects. This commission could be aided by a stipend-supported think tank of local government experts, area specific researchers, and education specialists to report on Racial Equity Fund deployment.

Criminal Legal System

INTRODUCTION

The uprisings of 2020 calls for a fundamental reassessment and transformation of our criminal legal system and other issues of racial inequity. While the conversation regarding our criminal legal system has been brewing in Durham for years, we believe more substantive action is needed now. We are offering a minimal set of recommendations, whose institution would mark a beginning. But beyond recommendations, we need our community to come together for an in-depth discussion of how to stop the ongoing criminalization of Black and Latin(a)(o)(x) people as we ensure safety for all.

RECOMMENDATIONS

- **We recommend that the City and County, along with community partners, work to implement policies that result in the [decriminalization](#) of substance use/abuse, mental illness; and poverty in Durham.**

We believe steps towards decriminalization can take place by the following actions:

- The elimination of barriers to housing in order to allow [justice involved](#) persons with criminal convictions to apply for and retain housing including, but not limited to, public housing.
 - The elimination of traffic stops based solely on equipment infractions by the Durham Police Department and Durham Sheriff's Office.
 - Access to [court diversion programs](#) that do not require a financial commitment from those seeking to use the programs.
 - Investing in more mental health and substance abuse treatment providers in our court system, city, and county.
 - Investing in mental health services, improving living conditions, and access to medications at the Durham County Jail.
 - Decriminalization cannabis possession for personal use.
- **We envision a Durham where jury pools are representative of our community.**
We can accomplish this by:
 - The collection and inclusion of race and ethnicity data sent to Durham County from the Department of Motor Vehicles. Durham County will then be able to continually monitor whether our jury pools are racially and ethnically representative.
 - Expand the [source lists](#) where prospective jurors are pulled. North Carolina General Statute § 9-2 allows the [jury commission](#) to use other lists besides drivers and voters. Some examples of other lists we can use are: Non-driver identifications, newly naturalized citizens, unemployment insurance recipients, tax filers, and persons receiving public assistance.
 - Update source lists more frequently. Upon a written request from the Senior Resident Superior Court Judge, a new master list may be prepared every year, instead of every two years. More frequent jury list updates should increase the diversity of the jury pool.

- Follow up with non-responders and undeliverables by re-mailing summonses.
 - Ensure summonses are mailed to the correct address by using the [National Change of Address database](#). The jury commission can also eliminate duplicate names appearing on multiple source lists by working to identify which source list is updated most frequently and selecting that address.
- **We want our City and County to engage with and support programs that are an alternative to incarceration.**
 - Innovative programs like [Common Justice](#) offer an alternative to the punishment/incarceration model, while taking seriously the harm done to victims of violence and their communities. By offering real support to those harmed and involving them in a [restorative justice process](#), Common Justice has developed an effective program of real accountability for those committing harm, successfully reducing antisocial behavior, while avoiding incarceration.
 - Fully fund programs like the suggested [Community Safety and Wellness Task Force](#), which should be community-led, in an effort to reduce dependency on policing and incarceration overall.
 - **We recommend that our law enforcement agencies engage in or partner with institutions to collect accessible data on race, gender and ethnicity.**
This data should include: traffic stops, arrests, and use of force incidents.
 - This data should be available to the public.
 - We also recommend a separate database, documenting police officer misconduct managed by an independent entity. Ideally, disciplinary and personnel records of law enforcement would also be available via [Freedom of Information Act](#) requests from the public.
 - **We recommend a new community-based review board with subpoena power to examine misconduct among officers and enforce accountability.** The Board should reflect Durham's demographics and we request at least one member of this board to be a Durham youth (age 14–24). We acknowledge that there are existing review boards with limited function and power.
 - **We recommend that Durham Police Department and Durham Sheriff's Office continue supporting victims of crimes, including victims of human trafficking, regardless of their immigration status.** This includes crafting policies with directly impacted community members.

LIMITATIONS

As a subcommittee we have spent the last 21 months listening to community members and leaders, including elected officials. Acknowledging that the criminal legal system covers a great breadth of issues, we focused on matters where we saw high levels of racial disparity. Due to time constraints, there are multiple areas of our criminal legal system that have not been addressed in these recommendations. However, we hope a permanent Racial Equity Task Force can continue to explore areas that need attention and move this work forward.

The following are areas/issues that need our attention:

- Hear more voices from the Latin(o)(x) Community
- Gun related violence in Durham
- Over-policing of certain neighborhoods
- Re-Entry issues
- Raise the Age: Community engagement and education campaign
- Data driven prosecution resources
- Durham County Jail: Access and cost of goods & services
- Bond guidelines
- Impact of ICE on Durham families
- The changing roles of School Resource Officers in our schools
- Banning of no-knock warrants
- Looking at “demilitarizing” our law enforcement agencies & ending qualified immunity

SUMMARY

These recommendations are a springboard to a much larger conversation about the role of the criminal legal system in Durham. The current calls for Defunding the Police show how necessary and important this conversation is. We hope the work of this task force leads to the reassessment of budget priorities for making communities safe; we have invested too much in a criminalization model for public safety, instead of investing in housing, jobs, health care, education for Black and Brown communities, and fighting structural inequality. Budgets are moral documents, reflecting priorities and values. We thank our Durham community for sharing their knowledge, feedback, stories, and ideas with us.

Health and Environmental Justice

INTRODUCTION

The Health and Environmental Justice subcommittee was formed to meaningfully address the impacts of experiences of institutional and structural racism on the health and well-being of Black, Latin(o)(a)(x), BIPOC people of Durham. There is overwhelming research and evidence for growing and persistent [health disparities](#) and inequities and the roles of social determinants of health and the impact of systemic racism on Black and Latin(a)(o)(x) people in the United States. The Durham Racial Equity Task Force (RETF) is not a research body, however we believe myriad recognized work already exists in order to act now. As our team reviewed the strategic plan for the City, we found no section devoted specifically to the health of our residents, rather the theme of a “healthy workforce” was present throughout the plan. This subcommittee’s aim is to focus on the health of Black and Latin(a)(o)(x) residents and offer recommendations to improve and elevate the health of these communities from a racial equity perspective. We recognize that health is more than healthcare and rather encompasses all social determinants.

For the purposes of this report, we define “health” holistically as an overall process of physical, mental, and emotional healing leading to well-being. We use a [trauma-informed](#) perspective to understand the impacts of centuries of racism and the institutions rooted in white supremacy, that continue to negatively impact BIPOC communities. For example, we recognize that Durham’s [confederate monuments](#) have traumatized and re-traumatized Black residents, while standing as reminders of white supremacist ideology. We lift up the [history of a thriving Black Hayti community devastated by Hwy 147](#) and the deep tremors still felt from that seismic tragedy in Black Durhamites’ lives. We recognize the “revolutionary act of breathing” for Black residents whose bodies have been impacted by centuries of violence and denial of their fullest lives.

We define “environmental justice” as an ongoing process of understanding and addressing the myriad experiences of racist environmental policies and practices that prevent Black and Latinx people from living, working, playing, creating, and experiencing their healthiest lives. While we were drafting these recommendations, the people of McDougald Terrace were suffering from toxic carbon monoxide gas, resulting in sicknesses, displacement, and death. This is more than just disruption of everyday life, but overtly traumatizing. The impact on these families is ongoing.

It is well known that BIPOC communities suffer disproportionately when compared with white people across several health experiences, and this is born out in the most recent data (2018) [in Durham](#). Among African and Black Americans this includes: low birth weight, maternal and infant mortality, gun injury and gun homicide, heart disease, diabetes, chronic pain, mental health, and experiences of higher overall morbidity and mortality. At this moment, the [rising number of COVID19](#) cases is [disproportionate in Black and Latin\(o\)\(x\) communities](#) (61% Latin(a)(o)(x) in July 2020 while they are only 14% of the population).

As we are writing this report, our city and our country have erupted with protests calling for a radical reckoning with our racist past and the institutions that have not only supported it, but nurtured it. The task force strongly recommends that the City of Durham join with Durham County in [declaring racism a public health crisis](#) and provide financial and other resources to address racism as a communicable disease. When we say, “Black Lives Matter,” we articulate

the fullness of Black lives, declaring a right to be healthy, productive, creative, and ultimately free.

RECOMMENDATIONS

- **We recommend the City of Durham adopt definitions of Health, Anti-racism and Environment that focus on well-being, our built and natural community spaces, and environmental justice.** We suggest that low-income and minoritized communities be the priority in racial equity initiatives. We recommend the intentional allocation of resources from a racial equity fund, in addition to other sources, to address health and environmental equities and racial healing/reconciliation.
 - Declare racism a public health crisis. Funds should be allocated for projects, initiatives, and policies that focus on healing and reconciliation for Black and Latin(o)(x) neighborhoods. This can include, but not limited to, releasing an updated strategic plan that intentionally includes goals and objectives that focus on anti-racist strategies to eradicate structural and institutional racism in the City of Durham.
 - Reinvigorate projects that put the control of power back into the hands of the community members for neighborhood restoration projects. Invest in more equitable ways of interaction that ensure community members can fully participate in discussions and urban design decision making. This can include, but not limited to, allocating equity funds to the Neighborhood Improvement Services department so they can work in conjunction with the Equity and Inclusion department to enhance community engagement.
 - Ensure that the quality of water, air, and overall environment meets the highest standards in every zip code. Commit funds to ensure the underserved neighborhoods heal from natural disasters, environmental concerns like fallen trees, and environmental pollutants such as lead paint and cement dust. Resources and funds should be prioritized to Black and Latin(a)(o)(x) families and other communities that have historically been excluded and marginalized.
 - Repair damaged City infrastructure such as street lights and potholes in underserved communities. Create a plan that shifts the responsibility of fixing infrastructure from community members to the City. Using community member input, focus on quality improvement measurements that guarantee that metrics such as street light function and road utility are equitably met in each zip code and district.
 - Improve, expand, and beautify parks and open spaces in underserved areas. Prioritize the increase of green infrastructure in Black and underserved communities in Durham by reducing regulatory barriers.
- **We recommend the City of Durham understand community trauma in historical context.** Historically, communities of color have been traumatized by the effects of poverty, increasing gun violence, and lack of employment. We recommend that the City of Durham address racist policies and practices that have consequences affecting one's social and emotional health for communities of color. We recommend that the City of Durham fund training in trauma-informed perspectives and use trauma-informed practices to address racial inequity. In order to support community-based intervention, we recommend that the City expand the community health worker model, and increase community member representation in the emergency response services.

- Invest in community-based mental health interventions and mental wellness through yoga classes, mental health education in schools, meditation centers, establishing neighborhood therapeutic spas and places to experience deep relaxation. Invest in recreational spaces and activities to support social, emotional, and mental health. Invest in healing circles and healing zones within communities.
 - Restore hope and prepare an opportunity for healing for Durham residents when harm has occurred through public acknowledgment of policy and practices for those who have fallen prey to discriminatory practices and address the psychosocial harm.
 - Train all City first responders annually in racial equity practices that bring to light individual and collective trauma-informed perspectives and trauma-informed practices for better customer service and outcomes. Value and validate each person's individual experience as unique and resultant from systemic inequities and pressures while supporting their need with assistance and next steps.
 - Expand the community health workers model and train community members as outreach workers providing culturally relevant education, resources and information to communities with the greatest disparities.
 - Allocate funds to Neighborhood Improvement Services to employ community members and community churches to support and address social and mental wellness in the communities.
 - Prioritize funding and collaboration for health issues that disproportionately affect Black and Latin(o)(x) communities (e.g., Black maternal health and births, diabetes, and heart disease).
 - Include more voices from youth groups, [LGBTQIA+](#), and [disabled](#) citizens in City discussions and decision making. Their input is important in operationalizing programs, initiatives, and policies that are inclusive of minoritized communities to prevent harm and trauma. This can include, but not limited to, allocating funds to the Equity and Inclusion department to provide space and resources for these populations to be heard.
 - Use the appropriate language for marginalized populations, such as the transgender and disability communities, to avoid harm and distrust. Use language that is inclusive and rooted in respect.
- **We recommend the City of Durham collect qualitative and quantitative data to understand and address health and environmental issues impacted by racial inequity to help improve the overall physical and mental wellness of our residents in Durham including:**
 - Prioritize studies and work that meaningfully combine qualitative and quantitative data in addressing health and wellness, and environmental justice in Durham
 - Prioritize building trust and rapport with communities through the processes of qualitative work.
 - Hire community members as consultants or other study support to help in the design, data collection, analysis, presentation, and distribution of qualitative data.
 - Support qualitative data collection that prioritizes deep community engagement, including in-depth interviews and life and oral histories, in the planning, design, collection, analyses, and presentation phases. Include hiring of local storytellers and community members in data collection and other aspects of qualitative study. Prioritize these experiences in Black and Latin(o)(x) communities at individual and community levels:

- Experiences of police brutality
 - Gun violence prevention, and community and individual safety
 - Access to safe spaces
 - Experiences in health care, including access to services, including mental wellness services
 - Experiences with COVID19
 - Community solutions to the above, and other issues that emerge from community conversations
 - Map data that includes physical locations of health centers in relation to the neighborhood in order to investigate access.
 - Prioritize graphics and other alternative forms of data presentation and dissemination.
 - Prioritize a greater understanding of the intersections of race, disability, and gender experiences.
 - Explore these intersections and work to understand the fullness of these experiences as part of in-depth qualitative study.
 - Support community-based solutions to health and environmental issues identified by disability, transgender, and other minoritized identities and experiences in Black and Latin(o)(x) communities.
 - Prioritize studies of air quality and use existing reports to address environmental hazards in an effort to improve overall environmental health. Improve and monitor data to ensure air, water, and soil quality in low-income communities are improved and equitable.
 - Use both quantitative and qualitative methods to understand the experiences of residents of McDougald Terrace.
 - Support [community-rooted organizations](#) that directly organize neighbors to address environmental injustice and consult with neighboring municipalities and towns that share our local histories of racial injustice. (see historical struggle of [Rogers-Eubanks Rd. in Chapel Hill](#))
- **We recommend the City of Durham improve healthy food availability and access.** We recommend subsidizing safe and organic food in food deserts. We recommend that the city map food deserts, food swamps, and monitor food disparities and that the City engage with local Black and Latin(a)(o)(x) owned farms, restaurants, and other organizations to supply healthy food to these communities:
 - Ensure access without barriers and with support to health services, nutritional sufficiency, education resources on good health, and behavioral changes with community health support groups.
 - Recommend and promote affordable options in low-income areas such as cafeteria-style restaurants.
 - Prioritize contracts and supports for community grocery stores to be built in low-income communities who ensure organic and live food.
 - Prioritize contracts and services with Black and Latin(a)(o)(x) owned farms.
 - Advocate for City role in providing nutritious meals for Durham Public Schools.
 - Create urban gardens that allow families to have a neighborhood source of organic food.
- **We recommend that the City of Durham create a City/County Health Alliance and integrate health outcomes into City planning decisions:**

- Fund projects and initiatives from the Equity and Inclusion Department that build a bridge between the City and the County public health departments. These projects would ensure that the health needs of Black and Latin(o)(x) communities are being brought to attention and prioritized by the Durham County Department of Public Health and City Council.
- Create a national health crisis response team driven by principles of racial equity that focuses on ensuring that all City/County community outreach is equitable and just for Black, BIPOC and Latin(o)(x) families. For example, particular attention should be paid to these communities during the SARS-CoV-2 or COVID-19 pandemic. The City and the county health department should work in conjunction with community organizations to implement programs to improve the health and wellbeing of these families during times of acute crisis and trauma.
- Provide funds to support the Partnership for a Healthy Durham and its community outreach efforts. This can include but is not limited to financially supporting community workers who can serve as sources for community input and engagement.
- Create a bridge between Durham's Equity and Inclusion Department and the Development Services Center, housed in the City/County planning department, to establish the protocols and infrastructure needed to implement racial equity assessments of proposed City/County and open space projects.

LIMITATIONS

- **The Inclusion of Youth Groups, LGBTQIA+, and Residents with Disabilities in Discussions**
 - We had a limited understanding of the [intersectional](#) lived experiences of BIPOC people, including but not limited to experiences of race, gender, sexuality, socioeconomic status, age, physical/mental abilities, citizenship status, and criminal record.
- **Scope of Community Engagement**
 - There was not an official process or existing infrastructure that was designed to help RETF interact with the wider Durham community. This, along with limited time and resources, made it difficult to interact with the full Durham community, including indigenous populations, whom we know have historically been harmed by the health, environmental, and public health systems.
- **COVID-19 Pandemic**
 - The SARS-CoV-2 virus put the task force in an unprecedented situation that complicated our mission and end product.
- **The City/County Relationship**
 - Our recommendations are limited due to the power dynamic between the city and county governments.

SUMMARY

Wellbeing is both a function of external opportunities impacted by structural inequities and confounding effects of one's ability to hope for a more equitable, fair society. Writers Nicholas Kristof and Sheryl WuDun and Paul Tough accurately point out how environmental stressors threaten brain development by creating high and consistent doses of cortisol in the body. The City of Durham must focus on the root causes of environmental stressors and their impact on

the individual and community well-being in order to uproot the disparities that exist. It is imperative that individuals and communities are restored back to optimal health with a microscopic focus on environmental and health justice. As “Let the Record Show” states, the “overarching impact of all of this tracked inequity impacts the quality of life of Durham residents, to the detriment of people of color; hence, focusing on equity helps to improve Durham quality of life.” Durham residents deserve to do more than live and survive. We all should be able to live in a healthy, anti-racist environment with available health and wellness resources to live in respect and dignity and be able to thrive.

Housing

INTRODUCTION

It should be obvious to all concerned that the lack of decent, safe, and [affordable housing](#) is a national and a local crisis of great proportion that has been building over time. We can trace this trend, beginning with the denial of 40 acres and a mule, to the survivors of American slavery and carried on through the period of Jim Crow via segregation. Racism in government housing policies, real estate, and mortgage industries have been magnified through [redlining](#)--which, while illegal since 1968, remains in practice. This has been compounded by [urban renewal](#), which in the [Hayti neighborhood of Durham](#), led to the displacement of 4000 families and 500 businesses. Most recently, the 2008 Great Recession and its consequent indiscriminate gentrification, along with the continuing decline in support of public housing have deepened the housing crisis particularly in BIPOC communities. The COVID-19 has only compounded this ongoing crisis.

Policies that have been pursued so far—[rezoning](#), [public/private partnerships](#), [housing vouchers](#), and so on—have not managed to turn this worsening crisis around. Federal and State governments are at best, missing in action. One notable recent example includes a [carbon monoxide crisis in 40% of apartments in McDougald Terrace-a Durham public housing community](#). We therefore think that the city needs to develop a wider and more ambitious lens on how to move forward, even as the feds and the state control most of the levers of power. One indication of the failure of imagination was the decision to place public housing residents of McDougald Terrace, plagued by carbon monoxide, into the few hotels that would take them when there was other better housing available.

There are models of housing around the world that are worth investigating: Vienna, Finland, Sweden, and Singapore, are beyond the task force's scope and capacity. Our real estate market has not shown the capacity or the will to provide ample or safe affordable housing. These recommendations fall far short of what is needed to make a dent in the crisis, but they represent a first step in changing direction. Our first principle is to keep people in their homes, both renters and owners. This is both the right thing to do and also the economically sensible course in the medium and long run for our city. There is serious economic cost in dealing with the consequences of eviction and foreclosure. As the virus continues to bedevil us, this means an extended moratorium on evictions. It also means providing funds for rentals and mortgages that are coming due.

Our policy recommendations focus on minimizing harm as we begin the meaningful work of seriously tackling the problem. We understand the limitations on city power and financial capacity, so we also advocate that the city work in league with other anti-racist forces around the state and nation to actually do the work.

RECOMMENDATIONS

- We recommend the City partner with the Durham Housing Authority to ensure that public housing will be safe, livable, humane, well maintained, and sensitive to environmental impact.

- We recommend that the City and the Durham Housing Authority develop and implement new public housing and eviction policies that:

- Provide mortgage and public rent relief

The vast majority of eviction filings are for nonpayment of rent, particularly in public housing. Increasing rent support for public housing tenants and publicizing this support would decrease the number of summary ejectment cases filed and writs executed.

- Create a universal right to counsel for those facing eviction by allocating more money to Legal Aid's Eviction Diversion Program.

- Durham's City Council has approved \$500,000 in funding for the Eviction Diversion program in June 2020. This pays the salary for two paralegals, eight attorneys, and one community resource coordinator. This funding will represent approximately 10% of those who receive an eviction filing in Durham at this level of funding. With \$200,000 and other matching funds, the Eviction Diversion Program represented about 5%. Ideally, and with more funding, it would move toward a universal right to counsel in eviction cases. [New York](#), [San Francisco](#), and other cities have adopted a universal right to counsel, which saves cities significant costs over time in health care and homeless services, more than paying for itself.

- Develop a strategy that would allow the Durham Housing Authority to refrain from filing evictions after the 14-day notice period and instead implement a non-punitive measure.

Many evictions, including most public housing evictions for non-payment of rent, resolve themselves when the client is able to pay. Additional rental assistance, case management, and, where appropriate, financial counseling or mental health services, often resolve the underlying problem without the need for a lawsuit in court. In many cases, all that is needed is additional time for the tenant to come up with the money.

- [Ban the box](#) (questions about criminal system history) for potential renters in Durham.

- The City and County should track the race and gender of those facing eviction.

Many organizations in Durham have been working to better understand the racial and gender outcomes of those facing eviction in Durham. These organizations include: [DataWorks](#), DurhamCAN, Legal Aid, and the Human Relations Commission. Based on the work of these groups, it appears that the majority of those facing evictions are Black and Latin(a)(o)(x) and typically female—in other words, there appears to be a pattern of racial and gender discrimination, which is prohibited under the [Fair Housing Act](#).

While these groups have worked hard to gather this information, there is still much data that is not being tracked by any government agency. This lack of robust tracking means that racial and gender discrimination remains hidden from our elected officials and from the eyes of much of the public.

It is imperative that the City and County of Durham ensure that public and private renters within their jurisdiction, are not discriminating against their citizens. The City and County must develop a system to track the race and gender of those being evicted and should publish that data for transparency and accountability.

- Recommendations on housing and wealth building:

- We recommend that all housing strategies contain a larger wealth building strategy. (For more information about wealth building, please see the above Recommendations on Wealth and Economy.)

We envision a Durham where communities that are most often disconnected from the city's growing prosperity are supported in their initiatives to build self-sustaining wealth. Historically and currently, one of the primary ways to build wealth in this country is through homeownership. The Affordable Housing Bond allocates some money to home ownership for 400 first-time homeowners. This money will cover the costs of the down payment for first-time homeowners.

We recommend that the City expand on the foundation of the housing bond and create a long-term, strategic plan to increase the access of homeownership for community members who have historically only had access to rentals.

- Recommendations on data collection and publication:

- We recommend that the City track and publicize developers who are buying up homes. We recommend tracking and publicizing this for the purpose of public awareness.
- We recommend that the City track residents of the Durham Housing Authority who are relocated for renovations or redevelopment: Where are they housed? How many return to their community after renovations? Where do those who do not return end up?
- In general, we recommend that the City make easily accessible data around housing and development.

LIMITATIONS

- The real estate market is largely privatized and has so far proven unable to provide the needed affordable housing. We have not proposed an alternative to the current housing

market, but we recognize the need for one. As noted above, there are international models.

- We did not address the need to keep developers accountable to develop according to the needs of the community.
- Each community has different housing needs and we were only able to reach out to a few communities. More needs to be done to address these needs.
- At this point, the city can only raise funds from sales taxes and property taxes. The city is at its maximum, according to state law, on sales tax (a regressive tax in any case) and the state does not allow for city income taxes. The need for revenue from property taxes functions as an incentive for gentrification.
- We were unable to address the barriers associated with [Section 8](#) vouchers.

SUMMARY

We can only reiterate that there is a housing crisis in Durham; a crisis that cannot be dealt with by a quick fix or one bond issue. We call for innovative and serious action by the city, state, and federal governments in concert with communities most impacted.

EDUCATION

INTRODUCTION

Fundamentally, equity means giving each student exactly what they need, when they need it. True educational equity is about providing learning environments where ALL students feel a sense of belonging and purpose in school. All students should be able to see themselves represented in the curriculum and in the people around them, and they should be able to engage in meaningful work that is relevant to their communities, their aspirations, and humanity.

The racial disparities in our schools show clearly that Black, Latin(a)(o)(x), Indigenous, and other students of color don't get nearly enough quality teachers; rigorous coursework; or aligned and culturally relevant textbooks, assignments and materials, extracurricular options, counselors, social workers, and school nurses. These students are, however, bombarded with an abundance of armed guards, oppressive and restrictive dress codes, unfair behavior management policies, suspensions/[expulsions](#), low expectations, and racism. These messages, both implicit and explicit, communicate to students of color that they don't belong and are not valued. Let us shift the onus of change away from students of color and place it firmly where it belongs: the systems and policies that deprive students and their families of access, opportunities, and dignity, while creating advantage for white students and their families. We recommend identifying and addressing racism and white supremacy within our schools and childcare centers. We must invest in creating culturally responsive/sustaining places of education.

We understand that schools need funding to achieve many of these outcomes, and urge the City and County, as well as state and federal leaders, to fully support and fund our public schools. These recommendations are based in belief that we must, as a community, work together for our schools and our children.

RECOMMENDATIONS:

- **We recommend supporting the whole child by providing more comprehensive, holistic services to prevent gaps in the social safety net for our community.** This includes increased early childhood intervention and support; and taking the steps to create healthy, healing schools and childcare centers reflective of the families they serve, which includes increasing, and appropriately compensating, the number of culturally responsive counselors/social workers/nurses to meet the state benchmark for number.
 - We view comprehensive services to support the whole child to include the following:
 - Universal, quality Pre-K to all families
 - Living wage salaries to Pre-K teachers (including assistants)
 - Pre-K in every elementary school
 - Before and aftercare available for all families
 - Transportation/buses available for all families

We ask the City to consider models for neighborhoods across Durham. Any model adopted needs to be tailored and restructured by the community in which it is placed. It

is also necessary for these programs to be accountable to the community which they represent and accountable to equitable principles and practices.

Additionally, we believe prioritizing wellness in schools will create healthy and healing environments for students

- Providing resources to address the health issues (e.g., dental, vision, and hearing issues) in addition to hosting screenings students can opt-in to for such issues.
- Schools reflect the families they serve. This includes:
- Addressing language justice/communication problems by centering those marginalized by language barriers
 - Hiring and retaining staff of color, particularly more Latin(a)(o)(x) staff
 - [Language access services](#) that are utilized consistently in every school communication
 - System design with refugee students and families in mind
- Salaries/bonus structure for administrators should be based on whole child wellness, not on scores and testing.
- Prioritizing teacher wellness, as we believe healing is connected to bias reduction
- Creating intra-school community wellness groups to address harm being done by teachers/admin/[SROs](#).
- All schools and educators should be [trauma-informed](#), and trauma-informed training must be culturally relevant.
 - Connect to larger community healing, possibly with models such as Trauma-Informed Community Building and Engagement model.

We want to lift up work that celebrates and affirms Black children in Durham and recommend that Durham Public Schools (DPS) consider adopting transformative accountability structures by using tools like the Climate Survey from [Village of Wisdom](#). [Parents of African American Children](#) (PAAC) similarly has increased Black parent leadership and advocacy for accountability from the district.

- We recommend DPS consider the work of the [California surgeon general](#), who recommends trauma screening for all students. We recommend DPS consider [Project 180](#) as a potential model for trauma-informed staff, with the understanding that any model used must be modified by people in the schools for which it will be applied, including students when applicable.
 - We envision a Durham that stops criminalizing our children/students. Policy, cultural, financial, and community changes must be made to interrupt the school-to-prison pipeline in Durham.
- **We believe a critical step to disrupting the school-to-prison pipeline includes increasing actions to address discipline disparities in the classroom.**
 - Reduce the school-to-prison pipeline by increasing educators' classroom management toolkits (concrete new and ongoing strategies). Accountability for

this means holding educators accountable for biases, which can be noted in aforementioned data collection.

- Intensive training for new teachers to give them the skills needed to navigate their classroom.
- Implement (in all schools) restorative practices within a framework of implicit bias training and situate within racial equity.
- Create accountability coalition including parents, students, etc., to ensure the [Restorative Practice Centers](#) (RPC) are restorative in practice as well as name.
- Ensure consistent, continued training on equity issues for all school stakeholders, including substitute teachers.
- **We believe that extensive training is needed to make a cultural shift**, and practices like impactful mentoring programs may go a long way in helping increase retention of classroom teachers. We see the need for accountability, which should include measurable benchmarks that show change is occurring. For example, RPCs must help reduce [out of school suspensions](#) and [in-school suspension \(ISS\)](#). Transparency is critical; we suggest considering possible models of accountability coalitions that include key stakeholders such as [California's Local Control and Accountability Plan](#) or [RPC in Pittsburgh](#). Interrupting racial disparities in discipline means addressing the system, and the city has a role to play here as this requires a larger push to help the general public understand how children are being treated at school and make this shift.
- **We believe that achieving equitable schools will require us to create a community-informed solution to policing in our schools.** We believe this solution will be based on best practices according to research and experts, the lived experiences of students (particularly BIPOC students), and community conversation that allows us to reach consensus. We recommend the following:
 - Fund counselors, social workers, nurses to meet nationally recommended ratios before providing funding for SROs. Emphasis on hiring Black/Latin(a)(o)(x) counselors/social workers, including Spanish-speaking ones.
 - Institutionalize the policy where SROs do not have a role in channeling people into the criminal legal system.
 - Invest in interventions that prevent student interactions with the school-to-prison pipeline. This might include hiring additional people for the Equity department, training on recognizing trauma, de-escalation training, and community healing practices.
 - Create a decision on the use of police in schools based on research/best practices, student voices, and community input.
 - Explore further ways to utilize [Community Schools](#) coordinators in schools to address “whole child” needs (i.e., [wraparound services](#)).
 - Create structure to include benchmarks to address data collection; reducing racial bias must be included as an outcome and exhibited by data. Track success.
 - Address concrete strengths and issues in the current Memorandum of Understanding ([MOU](#)) between [DPS and Durham County Sheriff's Department](#), including improving transparency while creating the Memorandum, operationalizing accountability (including beginning true data collection), prioritizing stakeholder (students, families, etc.) input, and initiating oversight. The MOU should be available online through both DPS, County Commission, School Board, and the Sheriff's office; it should be available in multiple languages, including Spanish.

Additionally, data collection is a critical component to address SRO issues and discipline disparities that contribute to unjust schools. This includes tracking interactions with SROs--with whom are they interacting and why; and what outcomes and interventions are possible. We offer for consideration the School Justice Partnership (SJP) toolkit and [Youth Justice Project recommendations](#) .We need community input, especially from students, and we need to share best practices demonstrated by research and data, such as the [Brookings Institute](#)

- **We recommend identifying and addressing racism and white culture within our schools and childcare centers.** We must invest in creating culturally responsive/sustaining places of education. The lives and contributions of [BIPOC](#) are fundamental to any understanding of US or World History. We therefore recommend that the school district re-examine how it honors the lives of BIPOC in our education system in elementary, middle, and high school curricula-- not simply in token ways, but directly, in order to critically challenge how our nation's (and Durham's) history is framed.

We call for DPS to prioritize four key strategic areas:

- **Equity/Anti-Racist Leadership**
 - Continue to establish, support, and sustain equity leadership teams at each school and at the district levels.
 - Initiate and sustain school, district, and regional dialogue on issues of race and achievement.
 - Allocate resources based, in part, on critical factors of academic need, achievement data, mobility, and economic status.
 - Conduct a “third-party, holistic review” of curriculum, hiring and student body administrations.
 - Examine school and district policies, practices and structures for racial bias, and where found, eliminate it.
 - Engage multiple cultural perspectives as an essential component of decision-making at the school and district levels.
 - Hold regular implicit bias and racial equity training for district faculty and staff.
 - Create awareness and understanding among all staff of institutionalized racism and other biases that serve as barriers to achievement for students of color.
- **Cultural Competence**
 - Facilitate in-class conversations about race, [white privilege](#), and how white people can be supportive of anti-racism
 - Expand, strengthen, and align cultural competence performance standards to include administrators, certified, and non-certified staff.
 - Identify and affirm staff who are especially effective at working with and increasing the achievement of students of color, and provide opportunities for other staff to learn from them.
 - Increase on a yearly basis, the number and percentage of skilled staff who reflect the racial makeup of the student population.
 - Expand curricula with articles, books, documentaries, and podcasts which are centered on anti-racism and racial justice and are authored by BIPOC.

- Establish district-wide expectations for cultural competence staff development, aligned with student achievement data.
 - Create processes and accountability measures for setting and reporting progress on individual and systemic goals for cultural competence staff development.
 - Establish, support, and sustain equity-focused research by teachers, administrators, and students at each school.
 - **Student-Centered Learning & Teaching**
 - Establish literacy as a primary focus for eliminating the racial achievement gap, also known as the [opportunity gap](#).
 - Develop a plan for implementing culturally responsive, standards-based curriculum, instruction, and assessment practices.
 - Hold high expectations for every student and actively assist each one to reach high academic standards.
 - Develop and implement an academic support plan (K-12) that prepares under-achieving students for college eligibility and success.
 - Implement and support academic programs that accelerate students who have not shown proficiency on State standards testing into more rigorous curriculum and courses, including honors, advanced placement, and international baccalaureate opportunities.
 - Adopt and promote a learning culture where every student's achievement is the most important priority, and staff, students, and parents are co-responsible and accountable for that success.
 - **Family and Community Engagement**
 - Invite speakers to address the student body on racial justice and [white privilege](#).
 - Engage families of color in dialogue and the creation of strategies to bridge the cultural gap between schools and parents/communities.
 - Adopt and promote a district-wide culture that engages families and communities of color as essential partners in district and school planning and decision-making processes.
 - Require classes to take field trips to places that can teach students about BIPOC experiences in Durham, North Carolina, and the United States at large.
 - Engage the business and government communities as partners in supporting and promoting the communities' interest in student achievement and equity goals.
- **We recommend training our youth for careers and economic sustainability.** This includes increased funding and support for the skills trade and Work-Based Learning programs, as well as alternative education programs that offer high school equivalency options for all in Durham, including those currently in the Durham County Jail.
 - Durham Public Schools has initiated two career training programs: (1) WayMakers, which is a skills trade program housed at Southern High School and (2) the Work-Based Learning 3-2-1 Program, which is a career awareness, exposure, and experience program initiated at all DPS high schools. While we believe these programs are important, they have the potential to reinforce racial stereotypes or to become barriers for some students.

Vocational-based programs have historically sometimes reinforced racial hierarchies and steered BIPOC into limited career options while setting up white students to complete a 4-year postsecondary degree. This is not a comment directed at these programs but a caution.

The Work-Based Learning Program adds additional workload to students. In a system where some students already struggle to complete their regular courses and school requirements, to add mandatory work-based learning requirements might become a new barrier which may keep them from completing school.

To mitigate these racially inequitable outcomes, we recommend the following:

- The County should increase its funding for these two initiatives so that they can thrive
- Because these programs would be an essential component in any economic development plan, the City should also allocate funds to these programs.
- Any increase in budget to the Work-Based Learning 3-2-1 Program or the WayMakers Program should be matched with a budget increase to create a district wide culturally responsive curriculum. The development and implementation of culturally responsive curriculums have been shown to increase the graduation rates of students of color. This would help mitigate the chances of tracking students into low-wage, manual labor jobs.

- **Disconnected Youth**

It is estimated that Durham currently has the capacity to serve 150–200 disconnected youth each year but it is estimated that 500 youth annually are pushed or pulled out of school and are unemployed. These numbers indicate that Durham is only able to serve a fraction of the youth who become disconnected each year and are unable to make a dent in the overall number of disconnected youth. Due to COVID, these estimates of disconnected youth and those served are in reality far too low.

- We recommend that the City and the County invest in preventative measures to ensure students are not pushed or pulled out of school. To determine what these measures should be, the City and County should work closely with the communities, *centering student voices, experiences, and proposals for solutions*.
- We recommend that the City and the County invest sufficient funds to those institutions identified by disconnected youth as impactful. These funds must ensure that these institutions are fully staffed—as determined by the institution itself—so as to meet the needs of this ever-growing population of youth.

LIMITATIONS

The following is a list of important matters relating to our schools that the RETF did not sufficiently explore:

- Language access for non-Native English speakers
- Protection for non-documented students
- De-tracking and/or access to gifted, honors, and AP courses for students of color
- Increasing the number of teachers and administrators of color, especially Latin(a)(o)(x)
- Evaluating particular restorative justice programs

- Evaluation of after school programs, including ensuring adequate pay and benefits for workers in these programs
- Development of supports for all parents, offering support for children from newborn age until young adulthood
- Development of programs to specifically prepare students for computer and technical jobs
- Exploring the financial challenges of underfunded public schools as a result of funding received by charter schools.

SUMMARY

As a task force, we understand that DPS is the responsibility of the County and the School Board. It is our collective responsibility to deal with education in our mandate to develop policies to overcome racial inequities. We recognize and honor the anti-racist efforts of those inside and outside DPS, but racial gaps in educational success show insufficient signs of improvement. We want to build upon and expand current efforts because we believe that a more systematic approach supported by greater resources is necessary to make real progress.

We also believe that it is crucial to interrupt the school-to-prison pipeline, a system that is borne from a failure to help students and instead punishes and marginalizes them. We see a crucial role for students, parents, and community in figuring out how to make schools both safe and welcoming.

Schools and education must be actively and intentionally anti-racist as part of the struggle to create a just society with an engaged and empowered citizenry. This is an urgent and critical matter, and as COVID makes visible our nation's vast structural inequalities, we must not look away.

Public History

INTRODUCTION

The Public History Subcommittee was the last of the subcommittees to be created by the Durham Racial Equity Task Force (RETF). Originally, it was housed under the Education Subcommittee, as we saw public history as a way to “re-educate the public,” but as the issues within the Education Subcommittee took on more shape and form, it became clear that there needed to be a specific subcommittee entirely devoted to the work of public history. Public history is loosely defined as a practice of making history accessible and useful for the public. We see public history as an integral part to becoming a racially equitable city by way of widening the story being told, expanding who gets to tell their story, and where in our city those stories are told. Our role in this subcommittee was to think through the way that the stories we tell in our public spaces shape what we see as important in our city. We aim to make the invisible visible so that change can occur. Ultimately, we believe the following recommendations can help shape a better-informed Durham; one that speaks honestly about its history and considers our past when making decisions about our future.

- **We recommend that the City of Durham institutionalize story gathering and storytelling efforts regarding the variety of stories in Durham’s unique history, and house these stories in a permanent and accessible venue.** To that end, we recommend the following:
 - The City creates a full-fledged, state of the art Museum of Durham History facility in addition to the current history hub, which can utilize both indoor and outdoor space for permanent exhibits. We are deeply grateful for the work that has been done to make the current Museum of Durham History Hub a reality, and envision a place with more space and more resources to continue to tell Durham’s story in a dynamic and multifaceted way.
 - The funding for a full-scale Museum of Durham History must come with a commitment from the museum to adopt a racial equity process/ protocol like a Racial Equity Checklist (See: What’s in The Toolkit? Building Blocks for Racial Equity)
 - The City creates a mobile component to the current Museum of Durham History Hub to share stories around the city and in Durham schools.
 - Permanent exhibits in the Durham County Libraries that tell the stories of the neighborhoods in which they are located.
- **In order to further institutionalize story gathering/telling, we recommend the following:**
 - The creation of a History and Story-gathering Commission, equipped with adequate financial resources, and composed of representatives from existing story gathering and storytelling groups such as North Carolina Central’s History Department, Blackspace, Bull City 150, DurhamCares, Whistlestop tours, and others, to gather histories from Durham’s communities.

- An online repository for the gathered stories is created, that can be accessed from anywhere. We want to lift up the work that NCCU's history department has done with the collection of many oral histories from Black residents in Durham and recommend that a city funded partnership is formed under their lead, with the Durham County Library, the history departments of Duke University, Durham Tech and the Museum of Durham History to house such a repository.
- We believe it is also necessary to provide adequate translation into the most spoken languages in the City as well as making it accessible via braille, and audio recording.
- We invite the City to hire community members as consultants to investigate how to make this as accessible as possible.

We recommend the city formally acknowledge, and apologize for the city's historical compliance in [redlining](#), [discrimination in housing covenants](#), [urban renewal projects](#) and the neglecting of historically Black [cemeteries](#).

- We recommend the city acknowledge the devastation that the creation of HWY 147 caused to Black neighborhoods and businesses through the unkept promises made to Black homeowners and [businesses](#).
 - Subsequently, we recommend the city make a commitment to the health and wellbeing of [historically Black neighborhoods](#) in ways highlighted throughout our [report](#).
- We recommend General Services continue to maintain Geer cemetery, and in order to help ensure Geer cemetery is properly maintained, we recommend the City conduct an archeological survey of Geer cemetery grounds in conjunction with [the community members](#) who have been responsible for its upkeep in recent years.
 - We recommend the creation of a Cemetery Advisory Board in conjunction with Friends of Geer Cemetery to help oversee Geer Cemetery, Beachwood and Maplewood.
 - We recommend a historical marker be placed at the sites of Hickstown Cemetery, Violet Park, Fitzgerald Cemetery and Geer Cemetery, denoting information about the cemetery, and the date the interred were moved to Beechwood cemetery.
 - We recommend the City formally apologize for neglecting Geer Cemetery for several decades, before and after many who were interred were moved to Beechwood cemetery.

We recommend the city fund public art projects, such as murals, sculptures, and spaces of remembering, that explicitly honor Durham's history (with special attention to those who are currently [missing from our public spaces](#) as noted in the Report of the City-County Committee on Confederate Monuments and Memorials and those shortlisted on the [Durham Sesquicentennial Honors Commission Report](#)), prioritizing the hiring of local BIPOC artists for their creation and implementation.

- We recommend these projects be accomplished in collaboration with the art and/or history departments of North Carolina Central, Duke University, Durham Tech and local high schools.
 - These public art projects should acknowledge the artist/maker, offer information about the artist, subject, and history of the project.

LIMITATIONS

The task force acknowledges its limitations in addressing all histories that infuse our city and its people. Groups including but not limited to: Native American/Indigenous on whose land we presently reside, Hispanic, Latin(a)(o)(x), Jewish, Muslim, LGBTQIA+, and people with disabilities have not been fully represented in these recommendations. We recommend that next phases of the task force engage these groups and develop public history plans and policies that reflect these intersectional identities. We have been limited as a group to respond deeply in this moment as Black-led protests and the stories of Black Lives Matter are emerging nearly every day across our city and the country. We include these experiences in our recommendations for publicly telling the powerful stories of our moment.

Finally, there must be honest discussion, real reckoning and accountability from Durham institutions, such as Duke University and Duke Health, as to their involvement with Jim Crow and racial inequity in the workplace.

SUMMARY

Durham is a rich tapestry of stories, yet over time many of its stories have not been visible to everyone. In order to honor all that has transpired in Durham, we find it important that the City provide both a container to ethically hold that history, and fund artists to tell that history in our public spaces. The Racial Equity Task Force acknowledges that part of our growth as a community is a need for truth telling. Such a reckoning requires apologies so that healing may take place. Public space and access to public space is very much an equity issue. Public art that tells our collective Durham story is yet another way to uplift and invite the community to engage in this process.

As the activist Janelle Treibitz reminds us, "It will be artists who paint the picture of a new normal that will allow us to wake up to a better version of ourselves and our communities, where justice and compassion are a reality, where we value each other and build a social safety net that holds us all, and where we live in regenerative relationships with each other and with the Earth." We are hopeful that the next iteration of the Racial Equity Task Force will take into account the movement we find ourselves in and recommend how art can be used to communicate the stories of the movement and the impacts of Covid-19 on our communities.

What's in the Toolkit: Building Blocks for Racial Equity

In order to fully integrate racial equity into city policy, we need a system of comprehensive racial equity assessments and a racial equity checklist and racial impact tool for city and county use. We need consistent means to make and assess policy with explicit attention to racial equity. This requires:

1. A racial equity checklist for policies that are designed to directly remedy racial inequities. We recommend that the City use this checklist as a rubric for our suggested remedies and for future policies.
2. A racial impact tool for overall city policy. We recognize that all city policy, whether directly designed to remedy racial inequities or not, have powerful racial impacts that need to follow the suggested protocol of our racial impact tool.

Racial Equity Checklist:

For each city policy designed to remedy racial inequity, at a minimum the following questions need to be addressed:

1. Who are the intended beneficiaries of the policy?
2. How is real community engagement promoted at all stages of project development?
3. What are the key expected outcomes? What are the markers of success? What will be the response if markers are not met? How are unintended consequences to be taken into account?
4. What are the structures and mechanisms of evaluation and accountability? These need to be ongoing and not just at the end.
5. How will the policy be sustained over time? How will continued funding be ensured?

Racial Impact Tool:

For all major city policies, the following need to be addressed:

1. The policy must have a clear statement of purpose.
2. There must be serious consideration of who is affected by the policy; who are the key stakeholders; who will benefit; who will bear the burden; and whose opportunity is advanced and whose is limited.
3. Ensure that affected communities are involved from the beginning and in an ongoing fashion. Recognition of diverse, community-rooted leadership and voices is necessary. This calls for understanding models of leadership that are not rooted in white supremacy. The richness of community voices needs to be honored and lifted up. Ask how does one connect to each community and how are disagreements in the community negotiated.
4. Consider the effects of a policy on health, environment, housing, property values, local businesses, language access, transportation, and [food access](#).
5. Every policy recommended must include possible alternatives, including a no action alternative.
6. Ensure city and county accountability to relevant communities throughout the process.

RETF recommends that each city department should be required to use the racial impact tool in making decisions relevant to policies concerning promotions, decision making, and input from city personnel. A dedicated office is required to incorporate these tools internally and for initiatives directly affecting the community.

We want to emphasize that to attain a standard of racial equity, a process must be developed to vet proposals before they are introduced as finished products to the community. Initiatives including but not limited to the Beltline project; police policies; housing policies; and in-depth and diverse community engagement should be driven by principles of racial equity laid out in this report. **The community must be engaged in the review of current policies; the creation of new policies; and during the processes of implementation and evaluation.**

Finally, when issues of racist treatment are raised in governmental bodies; to the extent possible under the law, we need a standard and open process in which these issues are resolved. They should not be 'taken care of' behind closed doors. Transparency is paramount if we are to make real progress towards racial equity.

Not A Conclusion, But a Beginning Re-imagining, Re-aligning, and Sustaining an Equitable Infrastructure

How can we re-imagine an equitable future in Durham that is sustained and permanent? Without intentional integration of racial equity in policy development and operations, racial inequities persist; Racial equity must be explicitly integrated into decision making. Structure must be established in order to institutionalize racial equity work.

Our recommendations are a beginning. If they fall short of the need and of the moment, we welcome new and better ideas. If the financial resources appear unavailable, then we urge the City to find the political will to find the necessary funds. Equity requires resources. The City must understand that the struggle to end racial inequity is difficult, protracted, and requires vision, courage, and persistence. We should not waste this moment of high public awareness and openness to anti-racist ideas. If the City is to build trust in the communities most affected by institutional racism, it must demonstrate accountability to these very communities.

It is our belief as a task force that to operationalize and institutionalize racial equity work in the city of Durham, we must create an infrastructure that supports it. In order to create sustainability, we need structures that will last beyond one political administration. This will require re-imagining the foundational pieces in order to build an equitable infrastructure. We look at ways to remove barriers and make Durham more equitable: from our criminal legal system, education system, housing system, economy, and to our health systems.

In practice, this looks like creating a permanent city and county commission for future work in racial equity, and addressing accountability for future work in racial equity. Additionally, this means providing Racial Equity Training for everyone (city and county employees), specific to people's workplace. It means the hiring of more school counselors and nurses, changing school discipline policies, reducing over-policing of our communities while ensuring safety, and supporting the social safety net. We see: a citizen advisory board as an accountability structure

that would center community members' voices; revising and reviewing the ways that city contracts are given; and a more robust [re-entry program](#). An equitable Durham would integrate racial equity in the employment process, as well as promotion and retention. We want a racially inclusive affordable housing process that keeps people in their homes and addresses evictions, and looks at revising programs to be more equitable. We envision an economic plan bold enough to meaningfully tackle the racial wealth gap.

We, as a volunteer group of Durham citizens, have dedicated ourselves to the work over the last 21 months, putting in countless hours as we tried to both understand the scope and depth of racial inequity in our city and figure out how to overcome it. But this is the work of the whole community and not just elected officials. Our document is intended not to be read-only, but as a spur to action. We have listed a number of groups in Durham doing anti-racist work (See Community Organizations Appendix). We call on you, as individuals, neighborhoods, institutions, and communities, to support them, join them, and become active participants in the struggle to end racism.

Our goal is to be part of an authentic, sustained, transparent, and encompassing process to make real change that will impact the lives of all Durhamites for generations to come. The richness of Durham's history in the struggle for racial justice has been documented by homegrown oral historians, family storytellers, academics, authors, and even Hollywood movie producers. We stand now at a vital and pivotal moment in our history when we are compelled as a city and as neighbors to build a collective conscience together and create the just city that lies ahead; when we must lift every voice and sing. The present situation cannot stand; We can and must do better. The future of our nation, our state, and our city is at stake.

Acknowledgments

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We could not have completed our community engagement calendar without the excellent assistance of Neighborhood Improvement Services staff, including Constance Stancil, Lynwood Best, Laura Biediger, Pamela Pagan, Tannu Gupta, Alexis John, Carmen Ortiz, Cheryl McDonald, Faith Gardner, and James Davis. We would like to thank Kristen Dismukes, a Durham resident who volunteered hours of her expertise in writing this final report.

And finally, we thank the people from across Durham; the community members who attended meetings and provided input; local resources who shared their years of expertise--with special thanks to Dr. Henry McKoy, who spent hours with our team sharing his deep knowledge of racial inequity in our city. You have all helped us in our thinking and in our own growth throughout the last 21 months. This work is for you, and we hope you will continue to help our city create the way forward.

Glossary

A note on this glossary: We hope this glossary is a service to our readers, both for those steeped in racial equity and anti-racist language and terminology, and for those who are not. We believe language is powerful. When we talk about people and systems, we make choices about language that might be dehumanizing, stigmatizing--or not. This glossary (and report) strives to intentionally use words that respect the dignity of all people. Many of these definitions came from sources outside of our task force and we have provided links to those sources. For those terms sourced “RETF”, those are definitions that we created with the help of our collective knowledge and experience when definitions from other sources were inefficient. This report (and the work done therein) presents a responsibility and an opportunity to influence how the City of Durham—and the public—thinks and talks about the people and systems that we live with. (Source: [Urban Institute’s Justice Policy Center](#))

Definitions:

Anti-racist: An anti-racist is someone who is supporting an antiracist policy through their actions or expressing antiracist ideas. This includes the expression or ideas that racial groups are equals and do not need developing, and supporting policies that reduce racial inequity. (Source: [Ibram X Kendi, How to be an Antiracist, Random House, 2019](#))

Ban the box: The campaign challenges the stereotypes of people with conviction histories by asking employers to choose their best candidates based on job skills and qualifications, *not* past convictions.

Ban the Box is a movement to end the discrimination faced by millions of people in the U.S. — people who are returning to their communities from prison or jail and trying to put their lives back together. It is a campaign to win full restoration of our human and civil rights.

Ban the Box is a campaign to end structural discrimination — discrimination directed against everyone who has a past conviction, without consideration for individual circumstances. Ban the Box got its name from that box that appears on most employment forms, as well as applications for housing, college, public benefits, and the right to serve on a jury – the box that reads: “Have you ever been convicted of a felony?” While the wording may change slightly from application to application, the result is the same: it puts up a barrier for people who want to work, educate themselves, provide for their families, and lead healthy, productive lives.

(Sources: <https://bantheboxcampaign.org>, [All of Us or None](#))

BIPOC: Acronym for Black, Indigenous, People of Color (Source: [Webster Dictionary: Blog](#))

Criminal legal system/criminal “justice”system: This is the set of legal and social institutions that enforce the law. In the United States, there are separate federal, state, tribal, and military criminal justice systems, and each state has separate systems for adults and juveniles. The term “criminal justice system” has been described as inaccurate given the deep structural flaws in the system fueled by racialized policing, criminalization, prosecution, and mass incarceration leaving very little room for justice. The term criminal legal system provides a more accurate description for its current state.

(Source: [Law.Jrank.org](#))

Community: a unified body of individuals: such as:

- a: the people with common interests living in a particular area
- b: a group of people with a common characteristic or interest living together within a larger society
- c: a body of persons or nations having a common history or common social, economic,
- d: a group linked by a common policy
- e: State, Commonwealth

(Source: [Webster Dictionary](#))

Community Engagement: Community Engagement is...the process of working collaboratively with and through groups of people affiliated by geographic proximity, special interest, or similar situations to address issues affecting the well-being of those people. It is a powerful vehicle for bringing about environmental and behavioral changes that will improve the health of the community and its members. It often involves partnerships and coalitions that help mobilize resources and influence systems, change relationships among partners, and serve as catalysts for changing policies, programs, and practices (Source: [CDC](#)).

Community Rooted Organizations: Formal and informal groups that are owned, run, and operated by the people that live and work within their own communities. These organizations are not only run by the most impacted within the community context but they are directly accountable to their neighbors and members. They can operate as a non-profit, for-profit, faith community or other organized formal or informal community group. The main identifier is that the Board, staff, and mission and vision were created and owned by those living within the community they are focusing their work or have been directly impacted by the area or context in which they serve.

(Source: Smith, et. al. [Camryn Smith](#) & [Danielle Spurlock](#) & [Aliyah Abdur-Rahman](#) & [Kay Jowers](#), Community-Rooted Organizations: Enhanced Accountability and Capacity Building for Community Development; 10 July 2020)

Court diversion programs: Diversion programs are an attempt to minimize unnecessary involvement in the criminal legal system, based on the recognition that the criminalization of systemic problems including poverty, mental illness, and substance abuse feeds mass incarceration and destroys lives. Diversion programs create alternative-system responses independent of the justice system and recognize that many offenses are best handled outside the criminal system with a public health approach, which in turn ameliorates the problem of overburdened courts and overcrowded jails.

(Sources: [The National Criminal Justice Reference Service](#); [Lead National Support Bureau](#))

Decriminalize: Typically, decriminalization means no arrest, prison time, or criminal record for offense. There are variations depending on offense, number of offenses, state, etc.

(Source: [NORML](#))

Disabled: People with disabilities

(Source: <https://adata.org/factsheet/ADANN-writing>)

Environmental justice: Environmental justice is the fair treatment and meaningful involvement of all people regardless of race, color, national origin, or income, with respect to the development, implementation, and enforcement of environmental laws, regulations, and policies. This goal will be achieved when everyone enjoys the same degree of protection from environmental and health hazards, and equal access to the decision-making process to have a healthy environment in which to live, learn, and work.

(Source: [The US Environmental Protection Agency](#))

Eviction: An eviction is a legal process in which a landlord removes a tenant from a rental property.

(Source: [The Balance](#))

Expulsion: Permanent exclusion of a student from registering, enrolling or attending any Durham Public School. This exclusion also includes riding in a school-owned or operated vehicle and prohibits the student from participating in school activities or entering any school property.

(Source: RETF)

Federal jobs guarantee: The premise is that everyone should be entitled to a good job, one that pays at least \$15 an hour and comes with benefits such as health care, family leave policies and child care.

The program would be administered at a local level, with federal funding, and jobs would be fitted to people, not the other way around. (Source: [What Is A Federal Jobs Guarantee?](#))

Food access: Food access includes accessibility to sources of healthy food (measured by distance to a store or by the number of stores in an area), individual resources that may affect accessibility (such as family income or vehicle availability), and neighborhood-level indicators of resources (such as the average income of the neighborhood and the availability of public transportation).

(Source: [USDA](#))

Food deserts: Food apartheid and food oppression might be more accurate to describe the factors such as racism, cost of living, people being time poor and cash poor, cultural differences in the appropriateness of available foods, the ability of people to grow their own foods, etc. as opposed to the definition offered by the USDA which is mostly about proximity to food providers. (Source: <https://foodispower.org/access-health/food-deserts/>)

Food swamps: Areas with a high-density of establishments selling high-calorie fast food and junk food, relative to healthier food options. An oversaturation of fast food.

(Source: NIH [Food Swamps Predict Obesity Rates Better Than Food Deserts in the United States](#))

Freedom of Information Act: The basic function of the Freedom of Information Act is to ensure informed citizens, vital to the functioning of a democratic society.

(Source: [FOIA.gov - Freedom of Information Act](#))

Guaranteed basic income: Also known as universal basic income: a fixed income that every adult—regardless of wealth or employment status—automatically receives from the government. Payments are generally the same size and automatic. Depending on who designs a given system, they might replace all existing governmental assistance programs or complement them, as a wider safety net.

(Source: [The New Yorker](#))

Gentrification: Gentrification is a general term for the arrival of wealthier, mostly white, people in an existing urban, mostly BIPOC, district that has experienced years of divestment, a related increase in rents and property values, and changes in the district's character and culture, often leading to the displacement of poor communities by wealthier outsiders.

There is intentionality to create neighborhoods that are low-property value and there is intentionality in the revitalization of these neighborhoods so that white "wealthy" people move in.

(Source: RETF, [PBS](#))

Health disparities: Health disparities are preventable differences in the burden of disease, injury, violence, or opportunities to achieve optimal health that are experienced by socially disadvantaged populations, marginalized by race or ethnicity, gender, education or income, disability, geographic location (e.g., rural or urban), or sexual orientation. Health disparities are inequitable and are directly related to the historical and current unequal distribution of social, political, economic, and environmental resources. Health disparities result from multiple factors, including poverty, inadequate access to health care, educational inequities, and more.

(Source: [CDC](#))

Housing vouchers: Housing choice vouchers allow very low-income families to choose and lease or purchase safe, decent, and affordable privately-owned rental housing.

(Source: [About the Housing Choice Vouchers Program - HUD | HUD.gov / US Department of Housing and Urban Development](#))

Infrastructure:

1: the system of public works of a country, state, or region

also: the resources (such as personnel, buildings, or equipment) required for an activity

2: the underlying foundation or basic framework (as of a system or organization)

3: the permanent installations required for military purposes

(Source: [Webster Dictionary](#))

Intersectionality:

1- Exposing [one's] multiple identities can help clarify the ways in which a person can simultaneously experience privilege and oppression. For example, a Black woman in America does not experience gender inequalities in exactly the same way as a white woman, nor racial oppression identical to that experienced by a Black man. Each race and gender intersection produces a qualitatively distinct life.

2- Per Kimberlé Williams Crenshaw, "Intersectionality is simply a prism to see the interactive effects of various forms of discrimination and disempowerment. It looks at the way that racism, many times, interacts with patriarchy, heterosexism, classism, xenophobia — seeing that the overlapping vulnerabilities created by these systems actually create specific kinds of challenges. (Note: lived experiences that intersect are also sources of celebration. Thus, "overlapping vulnerabilities" can be reframed and otherwise experienced as spaces of triumph.) "Intersectionality 102," then, is to say that these distinct problems create challenges for movements that are only organized around these problems as separate and individual. So, when racial justice doesn't have a critique of patriarchy and homophobia, the particular way that racism is experienced and exacerbated by heterosexism, classism etc., falls outside of our political organizing. It means that significant numbers of people in our communities aren't being served by social justice frames because they don't address the particular ways that they're experiencing discrimination." (Sources: [Intergroup Resources](#) and [Kimberlé Williams Crenshaw](#))

Institutionalized:

- 1a: created and controlled by an established organization
- b: established as a common and accepted part of a system or culture
- 2a: placed in the care of a specialized institution

(Source: [Webster Dictionary](#))

Invisible Empire: Another name for the Ku Klux Klan (Source: RETF)

ISS: In School Suspension: Disciplinary action where students remain within the school for the allotted time of punishment. Students are removed from their classroom learning environments and placed into a punitive environment where the primary purpose is not for learning.

(Source: [Durham Public School Student Handbook](#))

Jury Commission: The Jury Commission is responsible for the compilation of jury lists and the selection of jurors for the courts.

(Source: Durham County Website)

Justice involved: People who have become involved with the criminal justice system.

Alternative language includes inmate, incarcerated person, criminal, convict, offender, etc.

However, justice-involved is the preferred terminology in that it is less dehumanizing, more affirming, and considers the whole person, along with language like “people in prison,” “people on parole or probation,” “formerly-incarcerated people,” or “people with criminal records.”

Justice-involved, as well as these terms, describes a condition rather than defining a person.

(Source: [Urban Institute’s Justice Policy Center, All of Us or None](#))

Language access services: Services that agencies use to bridge the communication barrier with people who cannot speak, understand, read, or write fluently in the host-country language (in Durham’s case, English).

(Source: [Migration Policy Institute](#))

Latin(a)(o)(x): A label that has become popular in the United States within the last few years, however, there is still a lot of debate about the term and its use among Latin people. It was originally used to shed light on the experience of people from the LGBTQIA+ community who do not feel like their lived experience is reflected by the terms Latino/a either because they are gender non-conforming or gender fluid. Lately, the term is being used by those who do not identify as LGBTQIA+ but prefer a gender neutral label. Latinx is said to describe both the experience of a community that has historically been marginalized and it describes a generation of people who want more inclusive language. Although the term is now widely used to describe the Latin community on social media and by news outlets, there is some push back from people of Latin descent who do not believe the label is needed while others argue the term erases the experience of others.

(Source: RETF)

LGBTQIA+: Acronym for Lesbian, Gay, Bisexual, Transgender, Queer, Intersex and Asexual communities

(Source: <https://lgbtqia.ucdavis.edu/educated/glossary>)

Marginalized: To relegate to an unimportant or powerless position within a society or group

(Source: [Webster Dictionary](#))

Minimum wage: The minimum amount of financial compensation that an employer is required to pay wage earners for the work performed during a given period. The purpose of minimum wage is to protect workers against unfairly low pay. In North Carolina, as of 7/5/2020, the minimum wage is \$7.25, which is also the federal minimum wage. The minimum wage is tied to federal poverty thresholds, and is different from a living wage, which is the minimum one needs to get by. The Living Wage calculator stipulates that the living wage in Durham is \$16.25. (Sources: [International Labour Organization](#), [City of Durham](#), [The New York Times](#))

MOU: Memoranda of understanding (MOUs) that explicitly articulates the role of law enforcement and school resource officers in schools. (Source: [US Department of Education](#) and [US Department of Justice](#))

Opportunity gap: “Opportunity gap” describes how the conditions and obstacles that students face throughout their educational careers is due to an inequitable system that is not providing the opportunities for all kids to thrive and succeed. This term is used in place of “achievement gap”. (Source: [WBUR](#), [Teach for America](#))

Out of school suspension: Disciplinary action where students must “serve their time” off of the school’s campus. Off campus can entail specialty schools or remaining at home. **From the DPS handbook** Exclusion from the school to which the student was assigned at the time of the disciplinary action and from participation in school activities or events for a period in excess of ten days but not to exceed the remainder of the school year, except that if the offense leading to the long-term suspension occurs in the final quarter of the school year, the exclusion may extend to the end of the first semester of the following school year. (Source: DPS handbook)

Public History: Previously called Applied History, Public History is the discipline of putting history to work, or allowing history to be accessible for public consumption, specifically and especially outside of academia. (Loosely inspired by the [National Council on Public History](#)’s definition of the term)

Public/private partnerships: involve collaboration between a government agency and a private-sector company that can be used to finance, build, and operate projects, such as public transportation networks, parks, and convention centers.

Qualitative data: Non-numerical data that includes a wide range of types of data collection and recording, e.g., survey; interview; focus group; oral history; life history; ethnography; observation, etc. Qualitative data sources include oral (e.g., speaking; American Sign Language); and other forms of communication (e.g., art; music; writing). (Source: RETF)

Quantitative data: Numerical data that can include statistics and other representations of quantity. (Source: RETF)

Race: While race is not a biological fact, it carries cultural significance to those who identify accordingly. Experiences of what we call race in America differ widely. Race as a term and its significance differ markedly across cultures. The term "race" in this report refers to a U.S. construction of the term, its history and its use, understanding that it changes over time. (RETF)

Racism: Racism = race prejudice + social and institutional power
Racism = a system of advantage based on race

Racism = a system of oppression based on race

Racism = a white supremacy system

Racism is different from racial prejudice, hatred, or discrimination. Racism involves one group having the power to carry out systematic discrimination through the institutional policies and practices of the society and by shaping the cultural beliefs and values that support those racist policies and practices.

- Also note: The way in which racial categorizations are enforced (the shape of racism) has also changed over time. For example, the racial designation of Asian American and Pacific Islander changed four times in the 19th century. That is, they were defined at times as white and at other times as not white. Asian Americans and Pacific Islanders, as designated groups, have been used by whites at different times in history to compete with African American labor. (Source: [Dismantling Racism Works web workbook](#))

Racial Equity:

- The RETF defines racial equity as working in community with the goal to create a city in which our residents' experiences and outcomes with Durham's political, economic, social, and cultural institutions are no longer predicted by race.
- Racial equity is the condition that would be achieved if one's racial identity no longer predicted, in a statistical sense, how one fares. When we use the term, we are thinking about racial equity as one part of racial justice, and thus we also include work to address root causes of inequities (i.e. white supremacy) not just their manifestation. This includes elimination of policies, practices, attitudes and cultural messages that reinforce differential outcomes by race or fail to eliminate them.

(Source: [Center for Assessment and Policy Development](#))

Racial inequity: Racial inequity is when two or more racial groups are not standing on approximately equal footing, and specifically for our purposes we are interested in the inequities between white people and BIPOC. Such as the percentages of each ethnic group in terms of dropout rates, single family home ownership, access to healthcare, etc.

(Source: [Ibram X Kendi, How to be an Antiracist, Random House, 2019](#))

Racial wealth gap: The wealth gap measures the difference between the median wealth of blacks versus the median wealth of whites.

(Source: [The Racial Wealth Gap: Asset Types Held by Race](#))

Racist: One who is supporting a racist policy through their actions or interaction or expressing a racist idea.

(Source: [Ibram X Kendi, How to be an Antiracist, Random House, 2019](#))

Receipts: The ability to prove or validate an actual event took place. Holding someone accountable with a demand for evidence. (Source: <https://www.eonline.com/news/789906/the-oral-history-of-memes-where-did-quot-show-me-the-receipts-quot-come-from>)

Redlining: The practice of mortgage lenders of drawing red lines around portions of a map to indicate areas or neighborhoods in which they do not want to make loans. Redlining on a racial basis has been held by the courts to be an illegal practice. (Source: https://www.federalreserve.gov/boarddocs/supmanual/cch/fair_lend_fhact.pdf)

Re-entry program: Programs designed for people leaving jail or prison, which includes supporting these individuals as they work to rebuild their lives and reintegrate into their communities. These supports include a coalition of resources from government, nonprofit, and business communities to address key reentry issues. The goal of successful reentry is to support individuals before they leave incarceration so they have the support and tools they need to continue to build successful lives and remain productive members of their communities. Comprehensive reentry efforts reduce recidivism rates, enhance public safety, and strengthen our local communities. In Durham, this program works in partnership with the Durham Police Department, Community Corrections, the Parole Commission, and the Religious Coalition for a Non-Violent Durham. Services include education, employment support, and case management. (Source: [NC Department of Public Safety](#), [Durham County government](#))

Reparations:

- States have a legal duty to acknowledge and address widespread or systematic human rights violations, in cases where the state caused the violations or did not seriously try to prevent them. Reparations initiatives seek to address the harms caused by these violations. They can take the form of compensating for the losses suffered, which helps overcome some of the consequences of abuse. They can also be future oriented—providing rehabilitation and a better life to victims—and help to change the underlying causes of abuse. Reparations publicly affirm that victims are rights-holders entitled to redress.

(Source: [International Center for Transitional Justice](#))

- A reparations program should accomplish three ends. One is *acknowledgement*. A second is *restitution*. And the third is *closure*. There is actually an acronym for those objectives - ARC.
 - *Acknowledgement* involves the recognition on the part of the beneficiaries of the social injustice that's in question; an acknowledgement on the part of the beneficiaries of that social injustice that there has been a wrong committed and that there must be some form of repair to be provided to the folks who are the victims of that injustice. *Restitution* constitutes the actual program that's enacted to undertake that form of repair. *Closure* constitutes the acknowledgement on the part of the victimized community that they have received a satisfactory act of compensation from the victimizers, and that they have no reason to request anything that's specifically for their group in the future, unless there's a new wave of injustices. (Drs. Darity & Mullen in *From Here to Equality*)

Restorative Justice: Restorative Justice is a theory of justice that emphasizes repairing the harm caused by crime and conflict. It places decisions in the hands of those who have been most affected by wrongdoing, and gives equal concern to the victim, the offender, and the

surrounding community. Restorative responses are meant to repair harm, heal broken relationships, and address the underlying reasons for the offense. Restorative Justice emphasizes individual and collective accountability. Crime and conflict generate opportunities to build community and increase grassroots power when restorative practices are employed.

(Source: [The Movement for Black Lives](#))

RPC: Restorative Practice Centers- Replacing ISS with restorative practices.

Per the DPS student handbook: A student will receive and be provided with support to complete classwork, have the opportunity to reflect on his/her conduct, learn prosocial behavior and re-enter the classroom upon completion of assignment to the Center.

(Source: [2018-19 Student/Family](#), page 46.)

Principals should not refer to law enforcement any routine school disciplinary matters, such as tardies, loitering, noncompliance, the use of inappropriate language, dress code violations, minor classroom disruptions, and disrespectful behaviors.

Rezoning: the action or process of assigning land or property to a different category of restrictions on use and development.

(Source: Wikipedia)

School Resource Officer (SROs): School-based law enforcement officers that are part of a school-law enforcement partnership meant to 'maintain safe, secure, and orderly learning environments', according to the North Carolina Department of Public Instruction. NC DPI expects SROs to perform three roles: law enforcement officer, law-related counselor, and law-related education teacher. In Durham, these officers are part of the Sheriff's Department, not the Police Department.

(Source: [US Department of Education + US Department of Justice, NC DPI](#))

School-to-prison pipeline: National trend wherein children are funneled out of public schools and into the juvenile and criminal justice systems. A process where students' behaviors are deemed criminal by school policy and the students are then put in contact with law enforcement.

(School Resource Officers) (Source: [School-to-Prison Pipeline](#).)

Section 8: Section is a form of the housing choice vouchers.

(Source: [About the Housing Choice Vouchers Program - HUD | HUD.gov / US Department of Housing and Urban Development](#))

Source List: A list of the jury eligible population, geographically and demographically representative of the community, and accurate with respect to the source names and addresses of potential jurors.

(Source: Jurytoolbox.org)

Structural Racism:

1. The normalization and legitimization of an array of dynamics – historical, cultural, institutional and interpersonal – that routinely advantage Whites while producing cumulative and chronic adverse outcomes for people of color. Structural racism encompasses the entire system of White domination, diffused and infused in all aspects

of society including its history, culture, politics, economics and entire social fabric. Structural racism is more difficult to locate in a particular institution because it involves the reinforcing effects of multiple institutions and cultural norms, past and present, continually reproducing old and producing new forms of racism. Structural racism is the most profound and pervasive form of racism – all other forms of racism emerge from structural racism.

a. For example, we can see structural racism in the many institutional, cultural and structural factors that contribute to lower life expectancy for African American and Native American men, compared to white men. These include higher exposure to environmental toxins, dangerous jobs and unhealthy housing stock, higher exposure to and more lethal consequences for reacting to violence, stress and racism, lower rates of health care coverage, access and quality of care and systematic refusal by the nation to fix these things.

(Source: [Structural Racism for the Race and Public Policy Conference, Keith Lawrence, Aspen Institute on Community Change and Terry Keleher, Applied Research Center. Flipping the Script: White Privilege and Community Building. Maggie Potapchuk, Sally Leiderman, Donna Bivens and Barbara Major. 2005.](#))

Transient students: Any learners who change schools multiple times (often 6 or more times) in their K-12 careers. This includes children of migrant workers, children experiencing homelessness, children in foster care, children living in high poverty, and others. High mobility often requires special supports.

(Source: [National Institute for Urban School Improvement](#))

Trauma-informed: Having knowledge of impact and far reaching effects of trauma on individuals and communities

(Source: [SAMHSA](#) and [TIO](#))

Under-served community: Community with inadequate access to necessary services

(Source: RETF)

Urban renewal: The serial displacement of mostly Black neighborhoods to make way for highways, commercial construction, or new housing construction

(Source: <https://dsl.richmond.edu/panorama/renewal/#view=0/0/1&viz=cartogram>)

Whiteness:

1. Whiteness: those often unstated beliefs, behaviors, norms, principles, policies, and structures that embody all of our systems and are designed to serve the needs and goals of white people by oppressing people of color.
2. The term white, referring to people, was created by Virginia slave owners and colonial rules in the 17th century. It replaced terms like Christian and Englishman to distinguish European colonists from Africans and indigenous peoples. European colonial powers established whiteness as a legal concept after Bacon's Rebellion in 1676, during which indentured servants of European and African descent had united against the colonial elite. The legal distinction of white separated the servant class on the basis of skin color and continental origin. The creation of 'whiteness' meant giving privileges to some, while denying them to others with the justification of biological and social inferiority.
3. Whiteness itself refers to the specific dimensions of racism that serve to elevate white people over people of color. This definition counters the dominant representation of racism in mainstream education as isolated in discrete behaviors that some individuals

may or may not demonstrate, and goes beyond naming specific privileges (McIntosh, 1988). Whites are theorized as actively shaped, affected, defined, and elevated through their racialization and the individual and collective consciousness formed within it (Whiteness is thus conceptualized as a constellation of processes and practices rather than as a discrete entity (i.e. skin color alone). Whiteness is dynamic, relational, and operating at all times and on myriad levels. These processes and practices include basic rights, values, beliefs, perspectives and experiences purported to be commonly shared by all but which are actually only consistently afforded to white people.

(Source: [Race: The Power of an Illusion, PBS](#); [White Fragility, Robin DiAngelo, RETF](#))

White nationalism: White nationalist groups support white supremacist or white separatist ideologies, often focusing on believing that white people are superior to nonwhite people. Groups like the Ku Klux Klan, neo-Confederate, neo-Nazi, racist skinhead and Christian Identity could be described as white nationalist.

(Source: [Southern Poverty Law Center](#))

White privilege: Refers to the unquestioned and unearned set of advantages, entitlements, benefits and choices bestowed on people solely because they are white. Generally white people who experience such privilege do so without being conscious of it.

1. *Structural White Privilege:* A system of white domination that creates and maintains belief systems that make current racial advantages and disadvantages seem normal. The system includes powerful incentives for maintaining white privilege and its consequences, and powerful negative consequences for trying to interrupt white privilege or reduce its consequences in meaningful ways. The system includes internal and external manifestations at the individual, interpersonal, cultural and institutional levels.
- The accumulated and interrelated advantages and disadvantages of white privilege that are reflected in racial/ethnic inequities in life-expectancy and other health outcomes, income and wealth and other outcomes, in part through different access to opportunities and resources. These differences are maintained in part by denying that these advantages and disadvantages exist at the structural, institutional, cultural, interpersonal and individual levels and by refusing to redress them or eliminate the systems, policies, practices, cultural norms and other behaviors and assumptions that maintain them.
- *Interpersonal White Privilege:* Behavior between people that consciously or unconsciously reflects white superiority or entitlement.
- *Cultural White Privilege:* A set of dominant cultural assumptions about what is good, normal or appropriate that reflects Western European white world views and dismisses or demonizes other world views.
- *Institutional White Privilege:* Policies, practices and behaviors of institutions -- such as schools, banks, non-profits or the Supreme Court -- that have the effect of maintaining or increasing accumulated advantages for those groups currently defined as white, and maintaining or increasing disadvantages for those racial or ethnic groups not defined as white. The ability of institutions to survive and thrive even when their policies, practices and behaviors maintain, expand or fail to redress accumulated disadvantages and/or inequitable outcomes for people of color.

While racism provides systemic advantages to white people, it does not provide *all* white people with *full, unlimited* access to this advantage. Statistically we know that many white people lack

access to health care, quality education, home ownership, legal support, and wealth building opportunities. The reasons for this disparity in white outcomes in systems that were designed to advantage white people are complex and beyond the scope of this report.

(Sources: [*White Privilege and Male Privilege: A Personal Account of Coming to See Correspondences Through Work in Women Studies*](#). Peggy McIntosh. 1988. [*Transforming White Privilege: A 21st Century Leadership Capacity*](#), CAPD, MP Associates, World Trust Educational Services, 2012, Working to Extend Anti-Racist Education (we are)).

White supremacy: The idea (ideology) that white people and the ideas, thoughts, beliefs, and actions of white people are superior to People of Color and their ideas, thoughts, beliefs, and actions. While most people associate white supremacy with extremist groups like the Ku Klux Klan and the neo-Nazis, white supremacy is ever present in our institutional and cultural assumptions that assign value, morality, goodness, and humanity to the white group while casting people and communities of color as worthless (worth less), immoral, bad, and inhuman and "undeserving." Drawing from critical race theory, the term "white supremacy" also refers to a political or socio-economic system where white people enjoy structural advantage and rights that other racial and ethnic groups do not, both at a collective and an individual level.

(Source: [Dismantling Racism Works web workbook](#))

- **White Supremacy Culture:** White Supremacy Culture refers to the dominant, unquestioned standards of behavior and ways of functioning embodied by the vast majority of institutions in the United States. These standards may be seen as mainstream, dominant cultural practices; they have evolved from the United States' history of white supremacy. Because it is so normalized it can be hard to see, which only adds to its powerful hold. In many ways, it is indistinguishable from what we might call U.S. culture or norms – a focus on individuals over groups, for example, or an emphasis on the written word as a form of professional communication. But it operates in even more subtle ways, by actually defining what “normal” is – and likewise, what “professional,” “effective,” or even “good” is. In turn, white culture also defines what is not good, “at risk,” or “unsustainable.” White culture values some ways – ways that are more familiar and come more naturally to those from a white, western tradition – of thinking, behaving, deciding, and knowing, while devaluing or rendering invisible other ways. And it does this without ever having to explicitly say so...
 1. White supremacy culture is an artificial, historically constructed culture which expresses, justifies and binds together the United States white supremacy system. It is the glue that binds together white-controlled institutions into systems and white-controlled systems into the global white supremacy system.

(Sources: ["Paying Attention to White Culture and Privilege: A Missing Link to Advancing Racial Equity,"](#) by Gita Gulati-Partee and Maggie Potapchuk, *The Foundation Review*, Vol. 6: Issue 1 (2014). Sharon Martinas and the [Challenging White Supremacy Workshop](#))

Wrap-around services: Wrap-around services in schools are designed to give a child the support they need throughout the school day, whether the support is academic, social or behavioral. In most cases, what separates wrap-around from other support systems is its comprehensive approach

(Source: <https://evolvreatment.com/blog/wraparound-services-in-schools/#:~:text=Wraparound%20services%20in%20schools%20are,systems%20is%20its%20c omprehensive%20approach.>)

Appendix

“How We Did It” --Notes on Process

At the request of Mayor Pro Tem Jillian Johnson, the City of Durham formed its first Racial Equity Task Force and appointed 17 members from across the city of Durham in October of 2018. All members completed racial equity training either prior to or soon after appointment. The Mayor Pro Tem serves as a liaison to the Durham City Council.

Our team has spent the last 21 months developing the trusting relationships that the work of racial equity demands and deserves. Creating safe spaces for dialogue about race, racism, white supremacy and racial equity is deep, thoughtful, and sensitive work rooted in empathy. This process takes time, commitment, and trusting relationships. Below is a story of our process as a task force and one that we hope will guide the next group of Durham residents in their own work, and the people who will come after them.

We began the first of our monthly, all-member meetings on November 7, 2018. Elaine O’Neal was appointed chair by Mayor Steve Schewel; Kaaren Haldeman was proposed vice-chair and voted-in by the larger task force. We assigned, on a volunteer basis, a number of co-secretaries. Also, in that first meeting, the group--some of whom had never met--spent time learning about each other and began the process of understanding and building trust in one another. We began our first conversations about how each of us understood racial equity, and how we might come to a consensus on how we would use the term and the understanding as a group. This was and is not a simple task, and we continue to grapple with it as we put together our recommendations for the City. While we may continue to struggle with an agreed and full definition, we have spent our time together in conversation with one another; incorporating input from Durham and beyond; embracing the tensions we may experience; and ultimately developing and enhancing the richness of our understandings of what we mean by racial equity.

We collaboratively developed five initial areas in which to address racial inequity in Durham and established the original five subcommittees with the understanding that each intersected the others: Housing; Wealth and Economy; Health and Environment; Criminal Legal; and Education. The Public History subcommittee was formed in April, 2019 and the Health and Environment subcommittee was later renamed Health and Environmental Justice. Task force members signed up for the committee(s) of their choosing, and chairs were selected.

Other early elements of collaborative work included the creation of a listserv and cloud-based drive for sharing resources and minutes and that served as spaces for internal communications, and attending subcommittee meetings in addition to the scheduled monthly meetings for the full task force. Subcommittees also spent time visiting community spaces, inviting speakers, and attending other meetings that informed their work (see Appendix: Community Engagement).

In March of 2019, we sought guidance from leaders in other cities--Baltimore and Charlottesville--to understand how the work of racial equity had been operationalized at the municipal level in other cities that were our regional neighbors. It was after these discussions that we recognized that this task force, and what we were setting out to do, was unique in its organization, scope, and mission.

We continued to discuss the complex and overwhelming task ahead of us and decided as a group to ask for help in guiding our conversations in fulfilling our mission. We asked the City Council for funding so that we could employ a group facilitator to help us discern how we might move forward. We met with the facilitator twice, once for a day-long session in April 2019 and later for an evening session in September 2019.

Following our first retreat, we synthesized a great deal of our work up to that point, co-created a timeline of our activities (see Appendix: Community Engagement), and developed a preliminary report that we presented to City Council on May 23, 2019. Critical exercises in this and the following retreat, and interspersed in meetings during our tenure, included: recognizing the toll that this work can take on those who are doing it; taking time to sit back and take stock of what we had accomplished; and being proud of our work, while knowing it will always feel incomplete. Co-creating the initial timeline of our activities was uplifting to our group who had worked so intensely together for several months.

Following that preliminary report, we began to recognize that we had too much work left to do to make the original deadline of the task force (October 2019). We requested and were granted a six-month extension from the City Council in August 2019 with a new deadline of April 30, 2020.

The work of the retreats helped shape the themes we felt were necessary to be addressed. That work is now incorporated into this report and linked to the recommendations we have put forward. In October 2019, the task force began focusing specifically on those recommendations about which we felt most strongly, significantly paring down our original lists. Subcommittees met and developed a draft of recommendations for the full task force to discuss and debate. We finalized those recommendations in December 2019.

It's important to note that from the beginning of our time together in November of 2018, there was a shared understanding of the central role community voices would play in our process, including shaping our thoughts around recommendations and holding us accountable as fellow Durham residents in service to our city. We met with community leaders and groups to deepen our understanding of the issues and learn about ongoing community initiatives. While subcommittees reached out as best we could, given our own capacity, we recognize that we fell short of our hopes but have accepted that we have done the best we were able to do with limited time and resources.

It was not a stated part of our mission from the City, but an agreed upon understanding by the task force that we would include a component of community engagement to hear feedback on our recommendations before finalizing our report. In December of 2019, we turned our attention to these presentations in our remaining time. The task force decided to build a [website](#) with the help of a community volunteer to house the recommendations and offer space for people across Durham to read what we had put together and offer their thoughts and suggestions. The City translated our recommendations into Spanish. We then began to formulate a plan with the help of the City's Neighborhood Improvement Services (NIS) in carrying out the necessary work of engaging the community to the best of our ability. Our chair and vice-chair met with the NIS team as well as the chairs of each of the city's active Partners Against Crime (PAC) organizations, including PACs 1, 2, 3 and 4, to help plan the next two months of community engagement. It was critical that we first consider the calendars of each of the organizations and ask whether we could be added to their existing agendas.

The task force brainstormed all of the communities we wanted to reach, and NIS helped to create a manageable list that would touch those communities and community groups. We were able to schedule a total of nine meetings in February and March.

Racial Equity Task Force Outreach Table-February-March 2020

Date	Time	Location
Tuesday Feb. 4, 2020	7:00 pm	Human Relations Commission; NIS Main Conference Room
Saturday Feb. 8, 2020	10:00 am	PAC 3; Lyon Park Recreation Center
Saturday Feb. 8, 2020	10:00 am	PAC 4; Campus Hill Recreation Center
Monday Feb. 10, 2020	6:00 pm	Joint Durham Youth Commission and Youth Network committee meeting; W.G. Pearson Center
Thursday Feb. 13, 2020	7:00 pm	Mayor's Hispanic Committee; NIS Main Conference Room
Tuesday Feb. 25, 2020	7:00 pm	Inter-neighborhood Council; NIS Main Conference Room
Thursday Feb. 27, 2020	6:00 pm	Bilingual community meeting; NIS Main Conference Room
Monday March 9, 2020	6:00 pm	PAC 2; DPS Staff Development Center
Saturday March 21, 2020	9:30 am	PAC 1; Holton Career and Resource Center

The team at NIS printed paper surveys as well as large sheets of poster-paper with our recommendations (in English and Spanish), supplied us with post-its and stickers, and sent one person to each of the meetings. Their support was critical to completing this work. Task force members signed up to attend at least one meeting. We began collecting feedback from each of the meetings and the website, and continued our monthly and subcommittee meetings through March 9, 2020. After one of our early meetings, a community volunteer offered her technical writing services to help with the construction of the report to the city, and in May the group voted to accept her help.

It bears mentioning here that RETF would have benefited greatly from more resources from the City. Doing this critical work has been made possible because of our own abilities to attend meetings during the week and weekends, at different times of day and evening, and having our own reliable transportation and partners to help with child care. Simple but important funds for staff support, parking, transportation, meals and a stipend would invite more people to this work who come from Durham neighborhoods most impacted by the injustices we are working to address. In the new era of virtual work, and in preparation for what may lie ahead, critical

support for task force members includes equipment (e.g., access to a computer), reliable internet and professional subscriptions to Zoom™ or other collaborative working accounts.

COVID19 put the brakes on our work-as it did across the city, our country and the globe. As a result, we were unable to meet directly with PAC 1 who had rescheduled our earlier meeting due to conflicts. We sent information to each community meeting contact with our web address and an invitation to provide feedback online. Our monthly meetings were on-hold through March and April while the City worked to provide access to online meeting platforms that we began using in May.

As stated above and elsewhere in this report, we were initially disrupted by COVID19; soon after, the protests across the country challenged and laid bare the consequences of racial injustice. Our task force responded with an urgency to move forward with writing our report and in May began meeting weekly. We cannot emphasize enough the importance of building the trusting relationships that serve as foundation for the work of racial equity. While our team lost valuable time together that we had imagined would be part of these last phases of our work, we were able to re-connect online, check in on one another, and continue the work while understanding we were all experiencing the traumas of the new conditions of our world in our own ways.

Finally, the writing process has been collaborative and intensive. Task force members have written and reviewed different portions of the report, offering comments and suggestions. There have been myriad conversations, revisions, and moving parts that have finally coalesced into a coherent story that you are reading now. We have been grateful beyond words for the opportunity to serve the people of Durham in this way at this time in this moment. This has been our labor of love; and this story and all of the work within stand as our love letter to you.

Appendix

Community Engagement List

Task force as a whole

- Joanne Pierce, General Manager of Health & Well-being For All, Durham County.
- Dr. Henry McKoy, Faculty Member AND Director of Entrepreneurship, School of Business; Managing Director of the Eagle Angel Network, NCCU
- Met with Dr. West Bellamy, former Vice-Mayor of Charlottesville, VA / VSU Political Science Dept. Chairman regarding equity in Charlottesville; and Brandon Scott, president of Baltimore City Council
- Partners Against Crime (PAC) Meetings (PAC's 1, 3, 4 & 5; Our meeting with PAC 2 was cancelled because of COVID-19.) PAC's are community-based volunteer organizations each organized around the Durham Police Department's 5 police districts and promotes and executes safety strategies developed in partnership with DPD to prevent crime at the neighborhood level
- Human Relations Commission, provides forums, workshops, conferences, 1-on-1 interventions, and other activities to improve human relations among the people of Durham
- Mayor's Hispanic Committee, group that works to improve the opportunities and quality of life of Hispanic/Latin(a)(o)(x) people in the City of Durham through civic engagement by promoting the interests and needs of the Community at large
- Inter-Neighborhood Council, a coalition of Durham's neighborhood and homeowner's associations.
- Durham Youth Commission (City-County Office on Youth)/Youth Network (Made in Durham), joint meeting

Housing

- Met with Peter Gilbert and Emerson Goldstein of the Eviction Diversion Program
- Met with community members from Walltown Community Association
- Met with Dr. McKoy, Dr. Spurlock, and Mr. Farad Ali to discuss the Affordable Housing Bond
- Met with The Affordable Housing Coalition
- Met with John Killeen of Dataworks, NC

Wealth and Economy

- Met with Mayor of Durham, Steve Schewel
- Met with Professor William A. Darity-Samuel DuBois Cook Distinguished Professor of Public Policy and Kirsten Mullen-Folklorist, founder of Artefactual, an arts-consulting practice, and Carolina Circuit Writers, a literary consortium that brings expressive writers of color to the Carolinas
- Met with Dr. Henry McKoy (twice)- Faculty Member and Director of Entrepreneurship, School of Business; Managing Director of the Eagle Angel Network, NCCU
- Invited visitor from Durham Living Wage

Health and Environment

- Global health initiative community meeting with Duke
- Partnership for a Health Durham Quarterly Meeting

Criminal Justice

- Met with Dr. Kelvin Bullock of DPS Equity Affairs Office
- Met with Fatimah Salleh
- Met with Andrea “Muffin” Hudson about jail host release issues
- Met with Durham County Sheriff’s Office
- Met with Durham County District Attorney Satana Deberry
- Met with Professor Nina Chernoff, City New York University

Education Subcommittee

- Met with HRC (Human Relations Commission)
- Met with Dr. Kelvin Bullock of DPS Equity Affairs Office
- Met with youth from El Centro Hispano
- Met with Fatimah Salleh
- Met with Governor Cooper’s Education Task Force
- Townhall SRO’s with Youth Justice Project
- Pre-K discussion with Alex Livis-Dlott
- Met with DPS students Hannah and Michael about tracking inequities
- Tour of DPS restorative practice--Dr. Kelvin Bullock
- Met with James Futrell of DPS Student Support Services

Public History

- Talked with Debra from Friends of Geer Cemetery
- Met with Tom Miller and Nick Levy from Friends of Geer Cemetery
- Email conversation with Dr. Charles Johnson, Chair of Public History at North Carolina University Central

Other resources

[Communities In Partnership](#)

[OAR Durham](#)

[We Are](#)

[Whistle Stop Tours](#)

[Village of Wisdom - Black Genius](#)

[The Beautiful Project](#)

[SURJ Showing Up for Racial Justice](#)

[SpiritHouse Inc](#)

[Bull City 150](#)

[NC Bail Fund](#) (led by Andrea (Muffin) Hudson)

[BYP100](#)

[United For a Fair Economy](#)

[SONG \(Southerners On New Ground\)](#)
[Partnership for a Healthy Durham](#)
[ReCity and their partners](#)
[William A. Darity and Kirsten Mullen](#)
[Dr. Henry Mckoy, North Carolina Central University](#)
[Racial Equity Institute](#)
[Northstar Church of the Arts](#)
[Durham Youth Commission, City/County Office on Youth](#)
[Youth Network, Made in Durham](#)