

# CITY MANAGER'S WEEKLY REPORT

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CITY OF  
**Raleigh**  
MANAGER'S  
OFFICE

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## IN THIS ISSUE

City of Greensboro Discontinues Curbside Glass Recycling  
Downtown Solid Waste Disposal Pilot Project - "Dump the Cart"  
Rating Agency Results for General Obligation and Revenue Bonds  
Community Engagement Consultant Services  
Anderson Heights Historic Neighborhood Study  
Weekly Digest of Special Events

### Council Follow Up

Human Relations Work Plan and Police Review Board Models  
Police Training - Mental Health-Related Training (Council Member Stewart)

### City Offices Closed in Observance of Memorial Day

City offices will be **closed** on **Monday, May 27** in observance of the **Memorial Day** holiday.

## INFORMATION:

### City of Greensboro Discontinues Curbside Glass Recycling

Staff Resource: Stan Joseph, Solid Waste Services, 996-6880, [stan.joseph@raleighnc.gov](mailto:stan.joseph@raleighnc.gov)

The city of Greensboro is responding to increased recycling costs by discontinuing its glass recycling program. The Greensboro City Council voted earlier this week to remove glass from the list of curbside recyclable materials, starting July 1, and will instead dispose of glass in landfills. Residents that desire to recycle glass will be required to transport materials to one of two drop off locations currently utilized by restaurants and bars. Greensboro estimates that glass represents 25% of its recycling stream and the policy change will reduce the recycling budget by about 25%.

Unlike Raleigh, the Greensboro curbside recycling program does not accept cartons, shredded paper and textiles, which are currently accepted in Raleigh.

(No attachment)

**Downtown Solid Waste Disposal Pilot Project - “Dump the Cart”**

Staff Resource: Jen Baker, RDOT, 996-4255, [jen.baker@raleighnc.gov](mailto:jen.baker@raleighnc.gov)

The 95-gallon green trash and blue recycling rolling carts that constantly line sidewalks in downtown streets, constructed without alleys, have long been an issue for pedestrians. The containers restrict access, are smelly and unsightly, and were the #1 issue identified in a 2018 downtown cleanliness survey.

On May 28, staff will begin installing an underground waste collection system in a pilot project that includes six new high-capacity containers manufactured by Molok North America to collect trash, mixed recycling and cardboard at the corner of Wilmington and Hargett Streets. The installation will turn a no-parking zone into the first municipal installation of its kind in the United States.

Solid Waste Services will monitor fullness levels and handle collections, using a retrofitted knuckleboom truck with hook as a cost-effective “crane” to manage the large containers. Funding for the project is from the Sustainability Fund, created by City Council to fund innovation and sustainability in City projects. The innovation funding was utilized to purchase the containers and to modify the collection truck. The pilot project falls under the Strategic Plan Growth & Natural Resources Objective 3: *Optimize public infrastructure projects to address community resiliency, sustainability, and efficiency.*

Included with the *Weekly Report* materials is an educational campaign flyer; to see the collection system in action, watch the video posted at this [link](#).

(Attachment)

**Rating Agency Results for General Obligation and Revenue Bonds**

Staff Resource: Allison Bradsher, Finance, 996-4970, [allison.bradsher@raleighnc.gov](mailto:allison.bradsher@raleighnc.gov)

Rating agencies annually review and periodically issue reports that serve to provide the bond market with updated credit information for US municipalities. This week the results of two such reviews were released by Moody's Investor Service for both the City General Obligation Bond rating and the Combined Enterprise System (Water and Wastewater) Revenue Bond rating. Moody's once again affirmed a Aaa rating for both the General Obligation Bonds and the Revenue Bonds and stated that both have a 'stable' rating outlook.

The reports highlight the City's solid financial position, robust economy, and manageable debt portfolio. Maintaining the highest possible credit rating ensures that the City borrows at the lowest interest rates and has access to markets during downturns in the economy. Included with the *Weekly Report* materials are excerpts from the published reports issued by Moody's.

(Attachments)

**Community Engagement Consultant Services**

Staff Resource: Kristin Williams, City Planning, 996-2494, [kristin.williams@raleighnc.gov](mailto:kristin.williams@raleighnc.gov)

As reviewed for Council in *Weekly Report 2019-18* (May 10, 2019), on March 26 City Planning initiated a Request for Qualifications (RFQ) procurement process for consulting services to aid in public engagement. The intent of this contract is to evaluate and improve on current community engagement strategies used for planning projects. The selected consultants will create a *Public Engagement Manual* for staff use and will train staff on new engagement practices.

The RFQ closed April 25 with a total of 11 submittals. An interdepartmental committee reviewed the submittals, scored each team on the strength of the proposal, and conducted follow-up email interviews with the top three firms. The review committee has identified the top candidates and is prepared to begin negotiations with the top firm. Because this contract is less than \$150,000, authorization to proceed is administrative in nature; given a desire to route the contract by the end of fiscal year 2019 staff is prepared to enter into negotiations with the recommended firm for community engagement services. Once negotiations have been finalized and the selected firm is under contract, staff will provide further information to Council.

*(No Attachment)*

### **Anderson Heights Historic Neighborhood Study**

*Staff Resource: Tania Tully, City Planning, 996-2674, [tania.tully@raleighnc.gov](mailto:tania.tully@raleighnc.gov)*

The Anderson Heights Historic Neighborhood Study is complete. The study concludes that the Anderson Heights study area has undergone significant change and is not a candidate for historic overlay district zoning. It also provides a thorough report on the development and architecture of the neighborhood and will serve as documentation of the city's architectural history and change, and future historians of the area will find it a valuable resource.

Last reported to City Council in November 2018, the Historic Neighborhood Study is a City initiative which began at the request of some Anderson Heights residents. After a public information session in October and direction from City Council, the architectural historians hired were instructed to proceed with the study.

Property owners and residents were informed of the results of the study and the meeting in a May 8 letter from staff. The Raleigh Historic Development Commission heard a presentation and accepted the report at its May 21 meeting. The document will be added to the RHDC library and made available to the public. The study is currently available for download on the Anderson Heights Historic Neighborhood Study [project page](#) located on the City website.

*(No Attachment)*

### **Weekly Digest of Special Events**

*Staff Resource: Derrick Remer, Special Events Office, 996-2200, [derrick.remer@raleighnc.gov](mailto:derrick.remer@raleighnc.gov)*

Included with the *Weekly Report* packet is the special events digest for the upcoming week.

*(Attachment)*

## Council Member Follow Up Items

### Follow Up from the May 14 Work Session and May 21 City Council Meeting

#### Human Relations Work Plan and Police Review Board Models

*Staff Resource: Audrea Caesar, Housing & Neighborhoods, 996-4330, [audrea.caesar@raleighnc.gov](mailto:audrea.caesar@raleighnc.gov)*

During the work session the Human Relations Commission (HRC) workplan was presented along with recommendations to enhance the four boards falling under the newly formed Human Relations Office. Included with the *Weekly Report* materials is a staff memorandum as well as various materials related to the HRC.

Also included with the materials above are various follow-up information pieces related to the overview of Police Review Board Models from Tuesday's City Council meeting.

*(Attachments)*

### Follow Up from the May 21 City Council Meeting

#### Police Training - Mental Health-Related Training (Council Member Stewart)

*Staff Resource: Chief C. Deck-Brown, Police, 996-3385, [cassandra.deck-brown@raleighnc.gov](mailto:cassandra.deck-brown@raleighnc.gov)*

During the meeting Council requested information on tool and training available to police officers when responding to calls for service and potential mental-health issues arise. Included with the *Weekly Report* materials is a memorandum in response to this request.

*(Attachment)*



*“The trash bins for businesses on the sidewalk are unsightly and smelly. Would love to see an alternative solution to putting the trash out.”*

*–Raleigh Resident, 2018*

## Dump the Cart pilot project

Respondents to a 2018 Downtown Cleanliness Survey identified the many 95-gallon waste and recycling rolling carts stored 24/7 on sidewalks as the #1 problem. Also studied as part of the City of Raleigh's Appearance Commission's workplan in 2014, the ever-present sidewalk carts are a challenge since alleys don't exist on several of Downtown Raleigh's busiest streets.

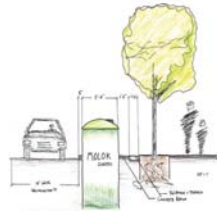
### The problem seemed unsolvable. Until now.

In late 2018 a public-private team with a renewed commitment to finding an alternative — on just one corner, to start — met to brainstorm the underlying problems and find a solution. Thanks to their enthusiasm and dedication, the City of Raleigh is launching a downtown underground waste collection pilot project on May 28.

The City's Transportation team will site six new high-capacity Molok North America containers to collect trash, mixed recycling and cardboard at the corner of Wilmington and Hargett Streets, turning a no-parking zone into the first municipal installation of its kind in the United States.

Solid Waste Services will monitor fullness levels and handle collections, using a retrofitted knuckleboom truck to manage the large containers. Molok North America is testing its new fullness indicator and notification system as part of the pilot, and the City will collect data on the surrounding “smellscape” to gauge how the pilot affects the pedestrian experience.

Each container holds approximately 20 of the 95-gallon rolling carts, providing potential cost savings and reducing environmental impacts.



The City of Raleigh's Sustainability Fund, created by City Council to encourage innovation and sustainability in City projects, provided funding to purchase the containers and retrofit the truck. A partnership between the Raleigh Arts, Transportation, and Molok North America created an opportunity to wrap the three recycling containers in artwork commissioned by three local artists: Autumn Cobeland, Lincoln Hancock and Jermaine Powell.

Any downtown business currently served by the City of Raleigh is encouraged to #DumptheCart and join the June 2019–May 2020 pilot. Waste collection fees are not affected by pilot participation.

To become a Premier Partner, email [teamdowntownraleigh@raleighnc.gov](mailto:teamdowntownraleigh@raleighnc.gov) for more information.



Premier Partners are profiled on the City of Raleigh's #DumptheCart map. <https://bit.ly/2M3eqAN>

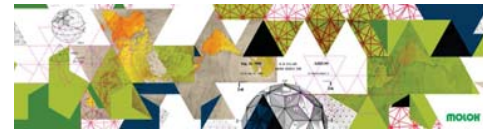
### Autumn Cobeland: North Carolina Dogwoods

As a native of Raleigh, I feel a close connection to our city and its parks. To celebrate our natural environment in North Carolina, I drew inspiration from the beauty of the Dogwood, our state flower. These beautiful, indigenous trees can be seen blooming throughout Raleigh all spring. My work incorporates watercolor and gouache to show the richness of color surrounding these lovely white blooms.



### Lincoln Hancock: Dymaxion

Through his work in art, architecture and design, Buckminster Fuller sought to reconcile our modern world with nature. He was an early environmental activist and lectured at NC State in 1949. His work sought to articulate new systems and relationships to maximize energy and material efficiency, a natural connection to the City of Raleigh's efforts with the Molok pilot. My design incorporates imagery from Fuller's patents and structures with his iconic Dymaxion map, building a unique pattern connecting with Raleigh's branding through its form and color.



### Jermaine Powell: Helping Hands

The concept of “Helping Hands” introduces an important human element, which is all of us. I've used a fun, modern design treatment to bring positive, eye-catching attention and awareness to the concept of recycling. The use of colorful, familiar shapes and symbols along with the triangular kaleidoscopic elements will hopefully appeal to a hip, youthful audience. But more importantly, I would like this design to inspire everyone to do their part by recycling.



The Dump the Cart pilot project aligns with the City of Raleigh Strategic Plan: Growth and Natural Resources, Objective 3, *Optimize public infrastructure projects to address community resiliency, sustainability, and efficiency.* City partners include Transportation, Solid Waste Service, Sustainability, and Raleigh Arts





## ISSUER COMMENT

20 May 2019

### RATING

#### General Obligation (or GO Related) <sup>1</sup>

Aaa Stable

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## City of Raleigh, NC

### Annual Comment on Raleigh

#### Issuer Profile

The City of Raleigh is the county seat of Wake County and the state capital, located in the Piedmont region of central North Carolina. The city forms one point of the Research Triangle Park, along with Chapel Hill and Durham. The county has a population of 1,023,811 and a high population density of 1,231 people per square mile. The county's median family income is \$91,701 (1st quartile) and the February 2019 unemployment rate was 3.6% (2nd quartile) <sup>2</sup>. The largest industry sectors that drive the local economy are professional/scientific/technical services, retail trade, and health services.

#### Credit Overview

The credit position for Raleigh is extremely strong, and its Aaa rating is significantly above the median rating of Aa3 for US cities. Notable credit factors include a very healthy financial position, an extensive tax base and a strong wealth and income profile. It also reflects a low debt burden and a moderate pension liability.

**Finances:** Raleigh has a robust financial position, which is consistent with the assigned rating of Aaa. The cash balance as a percent of operating revenues (52.9%) exceeds the US median, and remained stable from 2014 to 2018. Additionally, the fund balance as a percent of operating revenues (59.4%) is far superior to other Moody's-rated cities nationwide.

**Economy and Tax Base:** The economy and tax base of Raleigh are very healthy and are comparable to its Aaa rating. The total full value (\$59.2 billion) is significantly above the US median, and grew markedly from 2014 to 2018. Also, the full value per capita (\$127,369) is much stronger than the US median. Lastly, the median family income is a solid 110% of the US level.

**Debt and Pensions:** Overall, the debt and pension liabilities of the city are affordable, though they are unfavorable relative to the Aaa rating assigned. Raleigh's net direct debt to full value (0.9%) approximates the US median, and remained flat between 2014 and 2018. Also, the Moody's-adjusted net pension liability to operating revenues (1.1x) favorably is slightly lower than the US median.

**Management and Governance:** North Carolina cities have an Institutional Framework score <sup>3</sup> of Aaa, which is high compared to the nation. Institutional Framework scores measure a sector's legal ability to increase revenues and decrease expenditures. Property taxes, the sector's major revenue source, is subject to a cap which can be overridden with voter approval. However, the cap of \$15 per \$1,000 of assessed value still allows for significant revenue-raising ability. Unpredictable revenue fluctuations tend to be minor, or under 5% annually. Across the sector, fixed and mandated costs are generally less than 25% of

expenditures. North Carolina is a Right to Work state, providing significant expenditure-cutting ability. Unpredictable expenditure fluctuations tend to be minor, under 5% annually.

### Sector Trends - North Carolina Cities

North Carolina cities will generally benefit from a robust state economy, although rural areas still transitioning from a high reliance on textile, furniture and tobacco employment will lag the rest of the state. Most cities benefit from diverse economic expansion of the technology, pharmaceutical, financial and tourism sectors. Sales tax collections are increasing and an improving housing market has bolstered property tax revenues. Pensions are well funded and not expected to have an outsized negative impact on the credit quality of cities as a whole.

EXHIBIT 1

#### Key Indicators <sup>4</sup> <sup>5</sup> Raleigh

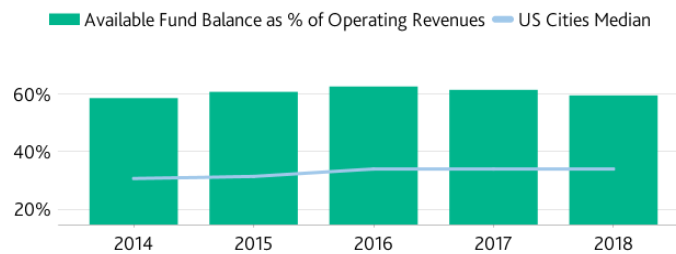
	2014	2015	2016	2017	2018	US Median	Credit Trend
<b>Economy / Tax Base</b>							
Total Full Value	\$52,697M	\$52,725M	\$53,725M	\$58,465M	\$59,195M	\$1,867M	Improved
Full Value Per Capita	\$124,496	\$121,904	\$121,737	\$127,408	\$127,369	\$89,200	Stable
Median Family Income (% of US Median)	105%	106%	110%	110%	110%	113%	Improved
<b>Finances</b>							
Available Fund Balance as % of Operating Revenues	58.5%	60.6%	62.5%	61.3%	59.4%	33.9%	Stable
Net Cash Balance as % of Operating Revenues	53.0%	55.0%	57.2%	55.9%	52.9%	36.9%	Stable
<b>Debt / Pensions</b>							
Net Direct Debt / Full Value	0.9%	1.1%	1.0%	1.0%	0.9%	1.1%	Stable
Net Direct Debt / Operating Revenues	1.25x	1.39x	1.35x	1.41x	1.22x	0.88x	Stable
Moody's-adjusted Net Pension Liability (3-yr average) to Full Value	0.6%	0.6%	0.6%	0.7%	0.8%	1.8%	Stable
Moody's-adjusted Net Pension Liability (3-yr average) to Operating Revenues	0.83x	0.80x	0.79x	0.99x	1.09x	1.51x	Stable
	2014	2015	2016	2017	2018	US Median	
<b>Debt and Financial Data</b>							
Population	423,287	432,520	441,326	458,880	464,758	N/A	
Available Fund Balance (\$000s)	\$221,961	\$242,696	\$260,384	\$267,111	\$271,709	\$7,419	
Net Cash Balance (\$000s)	\$201,115	\$220,243	\$238,484	\$243,608	\$242,160	\$8,404	
Operating Revenues (\$000s)	\$379,702	\$400,298	\$416,720	\$435,571	\$457,490	\$21,930	
Net Direct Debt (\$000s)	\$475,452	\$557,028	\$564,062	\$613,758	\$559,368	\$18,580	
Moody's Adjusted Net Pension Liability (3-yr average) (\$000s)	\$314,618	\$322,239	\$327,921	\$430,454	\$500,859	\$32,507	

Source: Moody's Investors Service

This publication does not announce a credit rating action. For any credit ratings referenced in this publication, please see the ratings tab on the issuer/entity page on [www.moodys.com](http://www.moodys.com) for the most updated credit rating action information and rating history.

## EXHIBIT 2

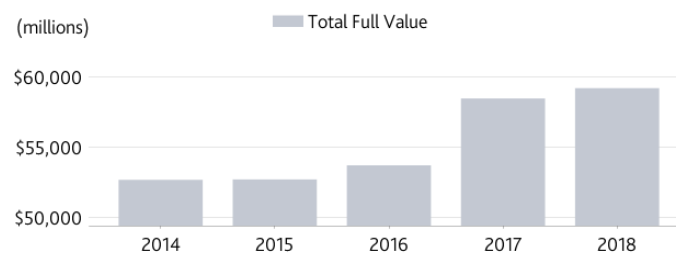
## Available fund balance as a percent of operating revenues consistent from 2014 to 2018



Source: Issuer financial statements; Moody's Investors Service

## EXHIBIT 3

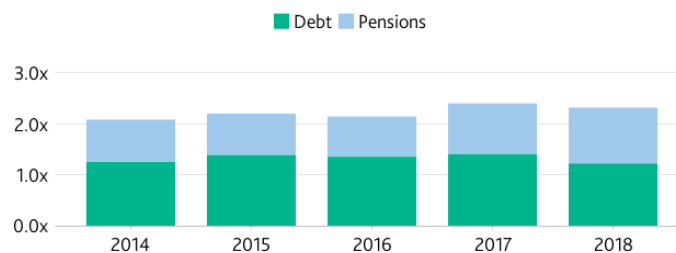
## Full value of the property tax base increased from 2014 to 2018



Source: Issuer financial statements; Government data sources; Offering statements; Moody's Investors Service

## EXHIBIT 4

## Moody's-adjusted net pension liability to operating revenues remained stable from 2014 to 2018



Source: Issuer financial statements; Government data sources; Offering statements; Moody's Investors Service

## Endnotes

- 1 The rating referenced in this report is the issuer's General Obligation (GO) rating or its highest public rating that is GO-related. A GO bond is generally backed by the full faith and credit pledge and total taxing power of the issuer. GO-related securities include general obligation limited tax, annual appropriation, lease revenue, non-ad valorem, and moral obligation debt. The referenced ratings reflect the government's underlying credit quality without regard to state guarantees, enhancement programs or bond insurance.
- 2 The demographic data presented, including population, population density, per capita personal income and unemployment rate are derived from the most recently available US government databases. Population, population density and per capita personal income come from the American Community Survey while the unemployment rate comes from the Bureau of Labor Statistics.

The largest industry sectors are derived from the Bureau of Economic Analysis. Moody's allocated the per capita personal income data and unemployment data for all counties in the US census into quartiles. The quartiles are ordered from strongest-to-weakest from a credit perspective: the highest per capita personal income quartile is first quartile, and the lowest unemployment rate is first quartile.

- 3 The institutional framework score assesses a municipality's legal ability to match revenues with expenditures based on its constitutionally and legislatively conferred powers and responsibilities. See [US Local Government General Obligation Debt \(December 2016\)](#) methodology report for more details.
- 4 For definitions of the metrics in the Key Indicators Table, [US Local Government General Obligation Methodology and Scorecard User Guide \(July 2014\)](#). Metrics represented as N/A indicate the data were not available at the time of publication.
- 5 The medians come from our most recently published local government medians report, [Medians - Property values key to stability, but pension burdens remain a challenge \(March 2018\)](#) which is available on Moodys.com. The medians presented here are based on the key metrics outlined in Moody's GO methodology and the associated scorecard.



## ISSUER COMMENT

20 May 2019

### RATING

#### Revenue <sup>1</sup>

Aaa Stable

### Contacts

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## Raleigh (City of) NC Water and Sewer Ent.

### Annual Comment on Raleigh Water & Sewer

#### Issuer Profile

Raleigh Water & Sewer provides water and wastewater service to the City of Raleigh and several expanding, affluent neighboring suburbs in Wake County, North Carolina. The county has a population of 1,023,811 and a high population density of 1,231 people per square mile. The county's median family income is \$91,701 (1st quartile) and the February 2019 unemployment rate was 3.6% (2nd quartile) <sup>2</sup>. The main source of water supply is Falls Lake. The City owns two other surface water sources: Lake Benson and Lake Wheeler, treats it at two of its facilities and distributes via a series of water mains and transmission lines. The City collects sewage via a vast network of pipelines and conveys the sewage for treatment to its three treatment plants.

#### Credit Overview

Raleigh Water & Sewer has an extremely strong credit position. Its Aaa rating far exceeds the median rating of Aa3 for water and wastewater systems nationwide. The notable credit factors include a very large system size, an above average income service area and ample liquidity. It also reflects healthy debt service coverage and an affordable debt profile.

**System Characteristics:** The system profile of Raleigh Water & Sewer is very strong, with a very healthy 38 years remaining useful life of the capital assets. The system size, measured as operating and maintenance expenses (\$104.7 million), is favorably above the US median. In addition, the median family income is a solid 110% of the US level.

**Financial Strength:** The financial position of Raleigh Water & Sewer is excellent and is favorable in relation to the assigned rating of Aaa. Both the days cash on hand (1,253 days) and the coverage of the annual debt service by net revenues (2.8x) are very strong and much higher than the US median. Additionally, the days cash on hand has increased significantly between 2014 and 2018. However, the debt to operating revenues (2.9x) is somewhat elevated and above other Moody's-rated water and wastewater systems nationwide.

**Legal Provisions:** Legal provisions, which typically include a rate covenant requiring a minimum of 1.0x coverage of debt service, are adequate for this sector. Notably, Raleigh's rate covenant requires a higher 1.2x coverage of debt service.

#### Sector Trends - North Carolina Water and Sewer

Water, sewer and storm water systems in North Carolina tend to be well-maintained and are in line with the national average with respect to asset condition, yet still need ongoing maintenance. Financial metrics are generally on par with US medians. Median debt service coverage (1.9 times) is in-line with the national median while liquidity remains substantially stronger (median 794 days cash). Utilities have an elevated median debt to operating

revenues (3.3 times). Water supply in North Carolina is relatively abundant, and few water utilities face supply constraints, with many systems having ample capacity as a legacy of the loss of water intensive industries. North Carolina utilities have unlimited rate-setting autonomy.

## EXHIBIT 1

**Key Indicators 3.4 Raleigh Water & Sewer**

Credit Metrics	2014	2015	2016	2017	2018	US Median	Credit Trend
Annual Debt Service Coverage (x)	2.31x	2.17x	2.21x	2.48x	2.78x	2.10x	Improved
Days Cash on Hand (Days)	764	885	1,088	1,228	1,253	399	Improved
Debt to Operating Revenues (x)	3.7x	3.4x	3.2x	3.2x	2.9x	2.1x	Improved
Median Family Income (% of US Median)	105%	106%	110%	110%	110%	91%	Improved
Remaining Useful Life of Capital Assets (Years)	39	39	38	39	38	27	Stable

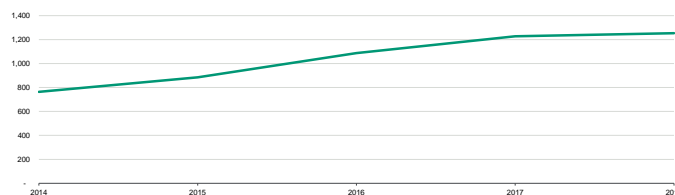
Debt and Financial Data (\$000s)	2014	2015	2016	2017	2018	US Median
Net Funded Debt	\$731,377	\$725,168	\$717,638	\$760,122	\$735,308	\$50,840
Total Revenues	\$200,705	\$214,914	\$231,247	\$242,981	\$259,702	\$28,306
Operating and Maintenance Expenses	\$90,589	\$97,077	\$99,311	\$100,622	\$104,712	\$15,859
Net Revenues	\$110,117	\$117,837	\$131,936	\$142,359	\$154,990	\$11,890
Debt Service	\$47,673	\$54,339	\$59,602	\$57,365	\$55,716	\$5,160

Governance/Legal Provisions	Score
Rate Management	Aaa
Regulatory Compliance and Capital Planning	Aaa
Rate Covenant	A
Debt Service Reserve Requirement	Baa and Below

Source: Moody's Investors Service

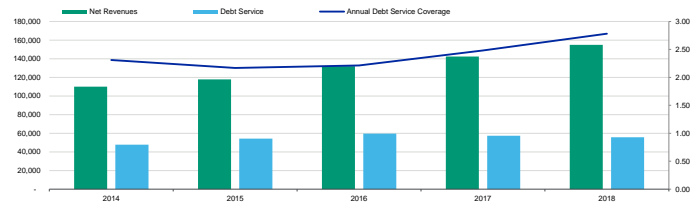
## EXHIBIT 2

**Days cash on hand has increased from 2014 to 2018**

Source: Moody's Investors Service

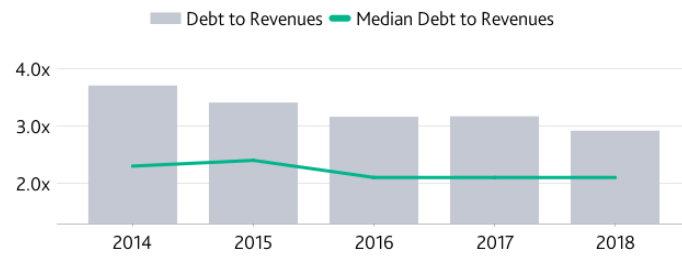
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## EXHIBIT 3

**Debt service coverage increased from 2014 to 2018**

Source: Moody's Investors Service

## EXHIBIT 4

**Debt to operating revenues decreased from 2014 to 2018**

Source: Moody's Investors Service

## Endnotes

- 1 The rating referenced in this report is the rating of the senior most lien on the relevant pledged revenues. Some utilities have bonds separately secured by distinct revenue sources. For these utilities, the rating referenced in this report is the senior most rating only on the relevant revenue pledge (e.g., water); the utility could have a higher rating on a different type of revenue bond (e.g., sewer).
- 2 The demographic data presented, including population, population density, per capita personal income and unemployment rate are derived from the most recently available US government databases. Population, population density and per capita personal income come from the American Community Survey while the unemployment rate comes from the Bureau of Labor Statistics.  
  
The largest industry sectors are derived from the Bureau of Economic Analysis. Moody's allocated the per capita personal income data and unemployment data for all counties in the US census into quartiles. The quartiles are ordered from strongest-to-weakest from a credit perspective: the highest per capita personal income quartile is first quartile, and the lowest unemployment rate is first quartile.
- 3 Moody's calculations of various statistics can be different than calculations reported in audited financial statements or offering documents. Moody's makes standard adjustments to reported financial data, to facilitate comparisons across issuers. For definitions of the metrics in the Key Indicators Table, see our [US Municipal Utility Revenue Debt](#) methodology.
- 4 The medians come from our most recently published report, [Medians - Solid financial metrics, ability to raise rates underpin stable sector](#).

## Special Events Weekly Digest

Friday, May 24 – Thursday, May 30

City of Raleigh Special Events Office  
[speialevents@raleighnc.gov](mailto:speialevents@raleighnc.gov) | (919) 996-2200 | [www.raleighnc.gov/speialevents](http://www.raleighnc.gov/speialevents)

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### ***Permitted Special Events***

#### **NC Sugar Rush**

City Market

Sunday, May 26

Event Time: 1:00pm - 5:00pm

Associated Road Closures: Parham Street and Blake Street between E. Martin Street and Wolfe Street will be closed from 10:00am until 6:00pm and E. Martin Street between S. Blount Street and S. Person Street will be closed from 11:00am until 6:00pm.

#### **Market Hall Wedding**

City Market

Sunday, May 26

Event Time: 5:00pm - 11:00pm

Associated Road Closures: Blake Street between E. Davie Street and Wolfe Street and Wolfe Street between Parham Street and S. Blount Street will be closed from 2:00pm until 6:00pm. Wolfe Street between Blake Street and Parham Street will be closed from 2:00pm until 11:30pm.

### ***Other Upcoming Events***

#### **Animazement**

Friday, May 24 – Sunday, May 26

Raleigh Convention Center

#### **Explore Dix Park: Guided Walking Tour**

Saturday, May 25

Kirby Building at Dorothea Dix Park

#### **Carolina Fear Fest**

Saturday, May 25 – Sunday, May 26

NC State Fairgrounds

#### **Paul McCartney**

Monday, May 27

PNC Arena

### ***Public Resources***

**Event Feedback Form:** Tell us what you think about Raleigh events! We welcome citizen and participant feedback and encourage you to provide comments or concerns about any events regulated by the Special Events Office. We will use this helpful information in future planning.

**Temporary Road Closures:** A resource providing current information on street closures in Raleigh.

**Online Events Calendar:** View all currently scheduled events that are regulated by the City of Raleigh Special Events Office.

# Council Member Follow Up





Raleigh

## MEMO

TO: Ruffin Hall, City Manager

FROM: Dr. Audrea Caesar, Executive Director Human Relations

DEPARTMENT: Housing and Neighborhoods

DATE: May 24, 2018

SUBJECT: Follow Up to HRC Update

During the work session on May 14, 2019, the Human Relations Commission (HRC) workplan was presented along with recommendations to enhance the four boards falling under the newly formed Human Relations Office:

- Substance Use Advisory Commission (SUAC)
- Mayor's Committee for Persons with Disabilities (MCPWD)
- Fair Housing Hearing Board (FHFB)
- Human Relations Commission (HRC)

The newly created Human Relations Office currently has three staff: An Executive Director, Community Relations Analyst and an Administrative Technician. The Mission of HRC is: *"promoting human dignity, equal opportunity, mutual respect and harmony"*.

### **Workplan**

The 2018-2019 Commission focus areas were on (1) Transgender youth and (2) Immigrants. In addition, the commission has worked on annual programming such as:

- Mayor's Unity Day Celebration
- The Human Relations Awards Celebration
- Community Dialogues
- Administration of Human Services Grants

### **Observations**

Opportunities to enhance the work of HRC were presented by the Executive Director:

- Create a new HRC by merging boards such that HRC is the umbrella and the other boards are the arms.
- Add Guiding Principles to provide focus and direction
- Add Mental Health Focus Committee
- Execute current Fair Housing Ordinance to allow dispute resolution and hearing powers
- Review and update out of date ordinances

Municipal Building  
222 West Hargett Street  
Raleigh, North Carolina 27601

One Exchange Plaza  
1 Exchange Plaza, Suite 1020  
Raleigh, North Carolina 27601

City of Raleigh  
Post Office Box 590 • Raleigh  
North Carolina 27602-0590  
(Mailing Address)

- Increase staffing for HRC
- Utilize a Collective Impact Model - Convene a stakeholder committee of corporations, non-profits and other government entities interested in Human Relations work.
- Boards should be reflective of the community demographics
- Need Youth/Young Adult Focus

In response to the emails sent by the Human Relations Commission Chair on Wednesday May 22, 2019, I offer the following:

On January 31, 2019, HRC's Police Review Board recommendations were sent forward to be placed on Council's agenda. Several months prior, staff had been preparing to present the report in February however, due to the sensitive nature of the police involved shooting on January 9 (Officer Ainsworth), the report was tabled temporarily. As a result, the Human Relations Chair Chris Moutos forwarded the recommendation and presentation to City Council on February 15, 2019. Additionally, the recommendation was forwarded to as requested last week.

On May 21, 2019 an overview of Police Review Board Models was presented to council. Based on research, there were three options for Raleigh:

1. Police Oversight Board – Full Enforcement Power, Investigatory & Disciplinary Action (Recommended by PACT & HRC)
2. Police Review Board – Case Reviews & Advisory
3. Office of Citizen Advocacy – Internal Office to facilitate investigations

**Three possible next steps were provided:**

1. Explore Hybrid between internal Office of Citizen Advocacy and a 3-5-person community board
2. Enhanced Internal Affairs Process
3. Community Engagement Process to obtain resident feedback





Department of Housing &  
Neighborhoods

# Human Relations Commission Assessment & Recommendations



## Introduction

As the first Executive Director of Human relations, it was important to start with an initial assessment of the operations of each board under my purview:

-  Substance Use Advisory Commission (SUAC)
-  Mayor's Committee for Persons with Disabilities (MCPWD)
-  Fair Housing Hearing Board (FHHB)
-  Human Relations Commission (HRC)



# Mission



“Promoting human dignity, equal opportunity, mutual respect and harmony”



# Purpose

- Establish a baseline for measuring effectiveness in how we advise City Council.
- Engage the community and promote harmony within the City of Raleigh.
- This report will list observations and provide recommendations to City Council on best options to move forward.



# Methodology

This assessment began January 14, 2019 and concluded May 1, 2019.



## Four (4) Independent Boards with different bylaws and ordinances

### Current Structure

Human Relations Commission

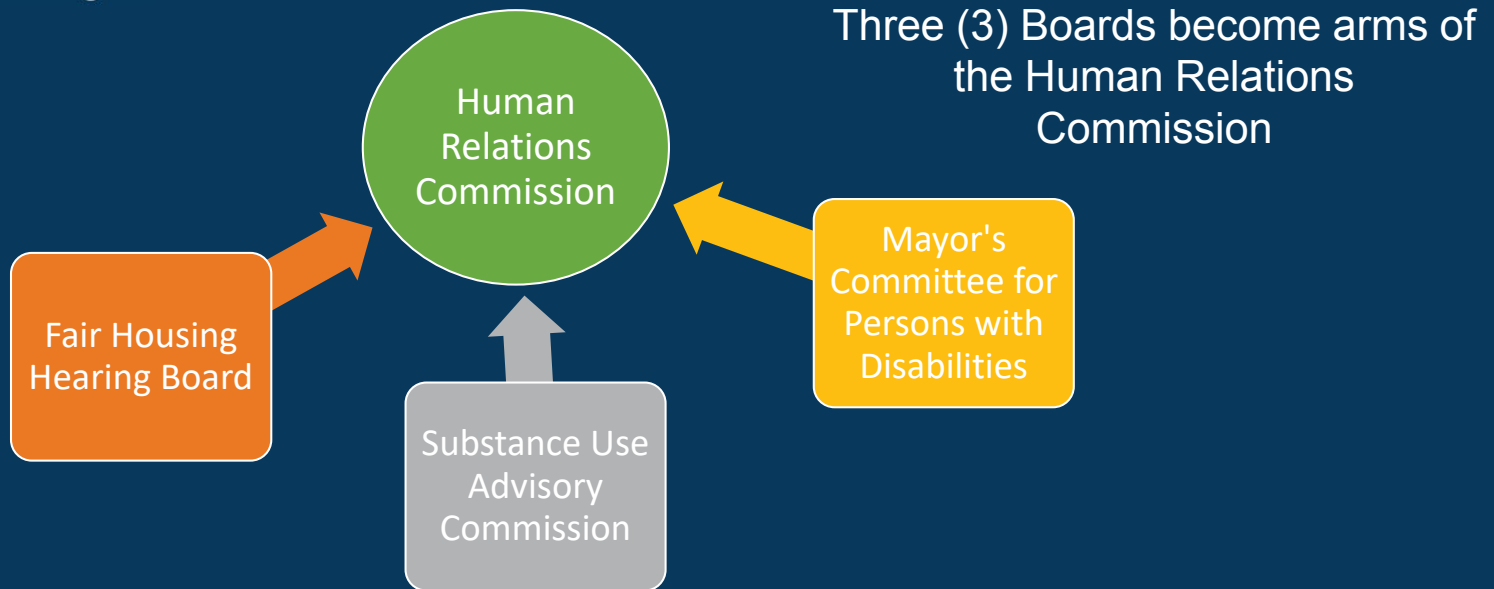
Substance Use Advisory Commission

Fair Housing Hearing Board

Mayor's Committee for Persons with Disabilities



# Proposed Structure



# Proposed Next Steps

- The next several slides outline opportunities to help increase HRC board effectiveness and to clarify the relationship between City Council and the boards that fall under HRC.
- It is important to note that even with implementation of these strategies progress will happen over time.





## Addition of Guiding Principles

Guiding Principles	Prevention Quality of Life	Equity Harmony
Focus Areas	Community Health	Human Rights
Descriptors	Substance Use Mental Health Holistic Well-being Chronic Disease Prevention Safety Youth	ADA, Race, Color, Age, Sex Language National Origin Health Disparities Fair Housing Religion Sexual Orientation
Functions	Education & Training Building Partnerships Community Engagement Advisor to City Council Enforcement Research Convener Awards and Recognition	Education & Training Building Partnerships Community Engagement Advisor to City Council Enforcement Research Convener Awards and Recognition



## Fair Housing Hearing Board

- 🏠 Launching a Testing Program
- 🏠 Execution of existing Fair Housing Ordinance to allow for hearing cases and dispute resolution.
- 🏠 Fair Housing Assistance Program (FHAP) Designation
- 🏠 If no change in functions, consider renaming to Fair Housing Board to focus on education & outreach.



## Board Size

### Additional Seats:

- Two (2) to Fair Housing Hearing Board
- Three (3) to the Human Relations Commission

Board/Commissions	# of Seats	Proposed # of Seats
Substance Use Advisory Commission	9	9
Mayor's Committee for Persons with Disabilities	Unlimited	Unlimited
Fair Housing Hearing Board	5	7
Human Relations Commission	14	17



## Staff

A Senior Community Relations Analyst position has been included in the proposed budget for next year. Funding this request will bring Raleigh's total to four (4) staff.

City	# Commission Members	# Paid Staff Support
Raleigh	13	3
Greensboro	8	4
Durham	17	5
Winston Salem	13	5
Fayetteville	11	5
Asheville	15	0
Charlotte	45	15



# Advisory vs. Advocacy

## What is Advocacy?

Advocacy is defined as public support for or recommendation of a particular cause or policy.  
synonyms: support for, argument for, arguing for, calling for, pushing for, pressing for;

Sources: Merriam Webster, Google



# Advisory vs. Advocacy

Boards and Commission members would benefit greatly from role clarification and on how council defines what it means to be an advisory board.

- Over a five-year period, on average, each of the four boards went before City Council only once, to submit a workplan and to report out on last year's workplan.
- The ordinances that are currently being utilized are outdated and in some cases, irreverent to current practice.



# Advisory Boards

The aim should be:

- To keep council informed on emerging issues within the community.
- Educate the community with outreach.
- Convene a stakeholder group with a Human Rights focus consisting of partnerships with non-profits, corporations, and other government organizations.
- Identify opportunities for policy and governing improvements.



# Youth Representation

Currently, none of the four boards in this report have youth representation and/or outreach programs geared toward youth or young adults.





# Nominations & Appointments

- Inclusive Representation
- Skill Set Consideration
- Specific Qualifications
- Term Limits
- Mayor's Committee for Persons with Disabilities - Membership does not require nominations from the Mayor or City Council. Interested parties must show an interest and attend 3 meetings in order to join the committee



# Training and Orientation

- Streamline the training process
- Staff liaisons to orient new board members to the city's practices as well as the workplan and operations of the board.
- Position description development
- Standard Operating Procedure (SOP) manual for each board.



## Overall Recommendations

- Create a new HRC by merging boards
- Add Guiding Principles
- Add Mental Health Focus Committee
- Execute current Fair Housing Ordinance to allow dispute resolution and hearing powers
- Review and update out of date ordinances
- Increase staffing for HRC



## Overall Recommendations cont.

- Convene a stakeholder committee of corporations, non-profits and other government entities interested in Human Relations work.
- Boards should be reflective of the community demographics
- Need Youth/Young Adult Focus





# Police Review Board Models









## Police Review Boards in NC

Most of the larger cities in North Carolina have some form of a Police Review Board.







## Citizens Review Board

-  Reviews appeals by citizens who file complaints on dispositions imposed by the Chief of Police or his designee.
-  Serves in an advisory role to the Chief of Police, City Manager, and the City Council.
-  Makes periodic reports
-  11 members
-  3 Years Terms (2 Term Max)
-  Staff Resources: 2



## Police Review Board

-  Serves a fact finding body for unresolved citizen complaints against employees of the police department.
-  11 members
-  3 Years Terms
-  The Mayor recommends appointees, and all appointments are made by City Council





Raleigh




## Police Review Board

-  Hears appeals of complaints concerning actions taken by Durham police officers following the Department's Professional Standards Division investigation.
-  Determines if the investigation was conducted in an appropriate manner
-  9 Members appointed by City Manager
-  Confirmed by City Council
-  4 year staggered terms



Raleigh

## Police Community Review Board

-  The Police Community Review Board (PCRB) is comprised of volunteer members
-  Appointed by City Council and the chair of the Human Relations Commission
-  Tasked with reviewing and assessing the findings of the Greensboro Police Department's Professional Standards Division.

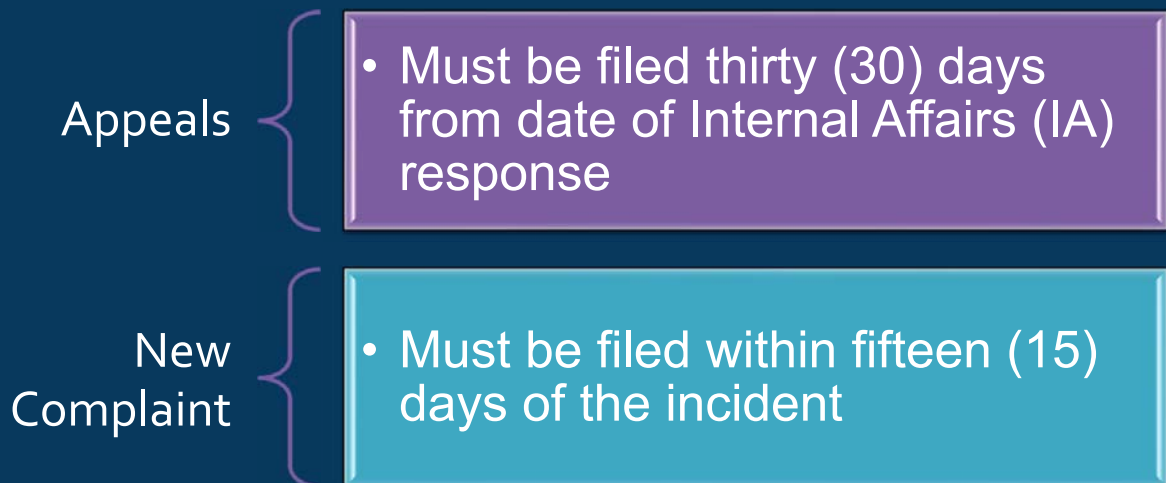




## Three Options for Raleigh



## Complaint Initiation





# Police Oversight Board (POB)

## Investigatory Power & Disciplinary Action

- Conduct Investigations of Citizen Complaints and Internal Affairs Appeals
- Take testimony under oath
- Investigate the effectiveness of Raleigh Police Department practices, policies and procedures
- Weigh in on and recommend disciplinary action
- Subpoena power



# Police Review Board (PRB)

## Case Review & Recommendations

- Review evidence presented
- Recommends case action to the Raleigh Chief of Police and City Manager.
- On an annual basis present a report to City Council outlining the trends and actions taken by the board.
- Community Engagement





Raleigh

## Board Decision Making

- Board Consensus is preferred, however if the group does not reach consensus, **majority vote with 80% agreement** will be initiated.
- Recommendations will be presented to the Raleigh Chief of Police, City Manager and presented during public meetings.
- **Level One Recommendations** – Complaint is Substantiated, Unsubstantiated, Policy Failure, or Not Enough Information to assess.
- **Level Two Recommendations** – If an allegation is substantiated or there is action to be taken by the police department.



Raleigh

## Office of Citizen Advocacy

- Internal Office housed in Human Relations
- Residents may initiate an appeal or new complaint.
- Investigations will be conducted by internal Ombudsman and legal staff.
- Ombudsman will share findings with Chief of Police and City Manager along with a technical assistance report to identify opportunities for improvement.



## Significant Points to Consider

- ✓ To have disciplinary authority granted to a body outside the city, would lead to a repeal of the civil service commission's ability to govern matters of public safety
- ✓ Full enforcement option requires a local act which would need a bill sponsor to sign off on it
- ✓ Lack of confidentiality of case materials
- ✓ Limited access to investigation materials (will not be able to get Body Worn Camera footage).



## Significant Points to Consider

- ✓ NC Statute prevents the release of employee personnel data
- ✓ Coordinated discipline would be difficult to achieve
- ✓ Limited access to investigation materials because the law doesn't currently allow it.
- ✓ Staff would have limited access to investigative materials because of ongoing internal affairs Investigations



# PROS

## Boards

- ✓ Responds to the community's request for a Review Board
- ✓ Provides an alternative to Internal Affairs within the Police Department

## Office of Citizen Advocacy

- ✓ Full Scale Customer Service with timely Follow Up
- ✓ Coordinated Process with Internal Affairs
- ✓ Track Data and Release Information via website and HRC Meetings
- ✓ Police Technical Assistance



# CONS

## Boards

- ✓ Must be approved by NC General Assembly.
- ✓ Strains the relationship between Police and Community
- ✓ Final case dispositions and disciplinary decisions rest with the Board.
- ✓ Board Members must have some level of expertise in Law, Police/Community Relations or related experience and education.
- ✓ Cost of additional staff resources required
- ✓ Case Studies suggest that full review boards are ineffective overall.



## CONS

### Office of Citizen Advocacy

- ✓ Does not provide resident engagement in the review process.
- ✓ Internal processes tend to lack the transparency that the community desires.
- ✓ Cost of additional staff resources and Slower start up time due to hiring, and training new staff
- ✓ Coordination of roles and responsibilities with staff and police department

## Appointments & Qualifications





# Board Appointments

Ten (10) Total Board Seats

- Seven (7) City Council Appointments
- One (1) Mayoral Appointee
- One (1) City Manager Appointee
- One (1) Chief of Police Appointee



# Terms

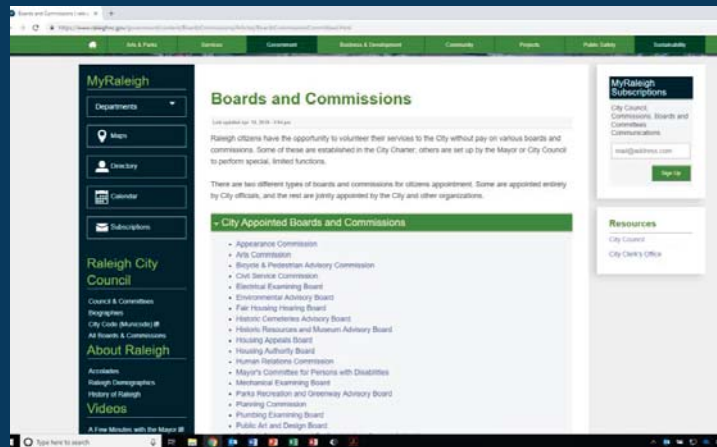


Appointees will serve a three (3) year term with a maximum of 2 terms (6 years). Terms will be staggered.



# Application Process

Anyone wishing to apply may visit the Boards and Commissions page on the Raleigh website to complete the Interest Form.



# Training

Appointed individuals must complete: Citizens Police Academy, Legal Training, and Board Orientation. Training should be completed every 2 years.





## Qualifications

21 Years of  
Age

Registered  
Voter

Current on  
City Taxes

Background  
Check



## Disqualifications

- Current and former City of Raleigh employees are not eligible to serve.
- Family members of current and former Raleigh Police Officers are not eligible to serve.
- Family member is defined as spouse, child, parent, or sibling.
- Previous Felony Convictions



# Next Steps

## Three Possible Options

- Explore Hybrid between internal Office of Citizen Advocacy and a 3-5 person community board
- Enhanced Internal Affairs Process
- Community Engagement Process to obtain resident feedback





## CITY OF RALEIGH'S HUMAN RELATIONS COMMISSION

### 2018-2019 COMMISSION MEMBERS

Chris Moutos  
*Chair*

Emily Kissee  
*Vice Chair*

Melissa Florer-Bixler  
*Secretary*

WRenia Bratts-Brown

Tanzeel Chohan

Duane Hall

Eric Handy

Keith Karlsson

Mary Lucas

Taty Padilla

James Purington

Mary Thompson

February 19, 2019

### Recommendation to the Raleigh City Council Regarding Creation of a Civilian Police Review Board

At its meeting on December 13, 2018, the Raleigh Human Relations Commission unanimously adopted the following recommendation to the City Council:

“The Raleigh Human Relations Commission recommends that the Raleigh City Council authorize the creation of a Civilian Police Review Board.”

### Why We Need A Civilian Police Review Board

1. Complaints against the police are investigated by the police.
  - a. Internal Affairs investigates complaints.
  - b. At most, a citizen learns whether a complaint was substantiated or not substantiated.
  - c. Any discipline is hidden as a personnel record.
  - d. Information about numbers and resolutions of complaints is not accessible.
  - e. Citizens lack confidence in police handling of complaints and are reluctant to file complaints.

2. Biased policing.
  - a. Minorities are more likely to be stopped by police.
  - b. Minorities are more likely to be searched after being stopped.
  - c. Low-level marijuana offenses are more vigorously enforced in minority areas.
  - d. Residents of minority areas are more likely to be charged with only resist/delay/obstruct when there is no other crime.
3. Police use of excessive force.
  - a. Shooting of suspects.
  - b. Use of dogs.
  - c. Need for crisis intervention training for all officers, particularly for dealing with citizens with possible mental health issues.
4. The Police Department is not representative of the demographics of Raleigh.
  - a. The police department is overwhelmingly white and male.

### Requirements For An Effective Civilian Police Review Board

1. Investigatory Power
  - a. The Review Board needs broad authority to conduct investigations of citizen complaints, independent of the Police Department.
  - b. The Board needs the authority to conduct investigations of Police Department policies, procedures, and practices.
  - c. The Board needs access to officers' personnel files.
  - d. The Board needs to take testimony under oath.
  - e. The Board needs subpoena power.
2. Disciplinary Power
  - a. The Board needs to be able to determine or influence disciplinary decisions.
3. Membership

- a. The Board should be made up of citizen representatives, not members of law enforcement.

#### 4. Funding and Staff

- a. The Board needs adequate funding and staff to carry out its mission.

### **Proposed Ordinance**

#### Purpose.

The purpose of the Civilian Police Review Board is to provide for citizen participation in setting and reviewing Police Department policies, practices, and procedures and to provide a means for prompt, impartial, and fair investigation of complaints brought by individuals against the Police Department.

#### Membership.

The Civilian Police Review Board shall consist of nine citizens of Raleigh appointed by the City Council. No officer or employee of the City shall be appointed to the Board.

#### Meetings.

The Board shall meet regularly, at least monthly, at a time that is convenient for members of the community to attend.

#### Powers and Duties.

The Board shall have the following powers and duties:

- A. To advise and make recommendations to the public, the City Council, and the City Manager.
- B. To review and make recommendations concerning all written and unwritten policies, practices, and procedures of the Police Department, including but not limited to:
  - a. Hiring and training.
  - b. Use of weapons and equipment.
  - c. Police relationship with minority communities.
  - d. Priorities for policing and patrolling.
  - e. Treatment of rape victims.

- f. Budget development.

- g. Other concerns as specified by the City Council.

- C. To receive complaints against the Police Department and any of its officers and employees, and to investigate such complaints, and to make recommendations regarding disciplinary action, and regarding departmental policies and procedures, to the City Council and City Manager.
- D. Consistent with the City Charter and to the extent permissible by law, to exercise the power of subpoena. Subpoena power for the Board shall be added to the City's legislative priority agenda.
- E. To take testimony under oath.

#### Individual Complaint.

Any person who has filed a complaint with the Police Department and is not satisfied with the resolution of that complaint may file an appeal with the Board.

Any person affected by alleged Police Department misconduct may file a complaint directly with the Board.

Complaints may be filed in person, by mail, or online.

#### Policy Complaint.

Any member of the community who has a concern about police procedure(s) or practice(s) may file a policy complaint with the Board.

#### Police Department Inspector General.

The position of Police Department Inspector General shall be created, with appropriate funding and staff, reporting directly to the City Manager. The Inspector General's office shall provide staff support to the Board and assist the Board in its investigations. The Inspector General shall be authorized to review Police Department personnel files.

# Raleigh Human Relations Commission Recommendation to City Council On Civilian Police Review Board

February 19, 2019

## RHRC Recommendation

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## Why We Need A Civilian Police Review Board

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## Why We Need A Civilian Police Review Board

3. Police use of excessive force.
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### 3. Membership

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## Proposed Ordinance

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## Proposed Ordinance

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Raleigh

## MEMO

TO: Ruffin Hall, City Manager  
Marchell Adams David, Asst. City Manager

FROM: Cassandra Deck-Brown, Chief

DEPARTMENT: Police

DATE: May 24, 2019

SUBJECT: Mental Health-Related Training

The Raleigh Police Department (RPD) complies with all Basic and In-Service Training requirements as mandated by the North Carolina Criminal Justice Education and Training Standards Commission. In addition, RPD is accredited by the Commission on Accreditation for Law Enforcement Agencies (CALEA) and must comply with all training standards that are set-forth by CALEA.

Additionally, through International Association of Chiefs of Police, the Raleigh Police Department has been recognized as a member of the One Mind Campaign. The One Mind Campaign seeks to ensure successful interactions between police officers and persons affected by mental illness. The initiative focuses on uniting local communities, public safety organizations, and mental health organizations so that the three become "of one mind."

These practices include: establishing a clearly defined and sustainable partnership with a community mental health organization, developing a model policy to implement police response to persons affected by mental illness, training and certifying sworn officers and selected non-sworn staff in mental health first aid training or other equivalent mental health awareness course, and providing crisis intervention team training. We received this recognition in 2018.

As mentioned in the past, RPD's mental health training is multi-faceted, continuous and beyond any one single topic regarding mental illness. Listed below is a summary of our most recent training course that specifically relate to mental illness training:

### **Basic Academy/Entry Level Training:**

The North Carolina Justice Academy implemented a revised lesson plan which increased the number of classroom hours from eight (8) to twenty-four (24) hours for Basic Law Enforcement Training in January 2018.

Our three most recent academy classes have also completed Crisis Intervention Team (CIT) Training (40 hours) prior to or shortly following their Field Training period.

### **Crisis Intervention Team (CIT) Training:**

According to our most recent count, approximately 389 current officers are certified as CIT Officers.

Municipal Building  
222 West Hargett Street  
Raleigh, North Carolina 27601

One Exchange Plaza  
1 Exchange Plaza, Suite 1020  
Raleigh, North Carolina 27601

City of Raleigh  
Post Office Box 590 • Raleigh  
North Carolina 27602-0590  
(Mailing Address)

### **Veterans Crisis Intervention Training (CIT):**

Veterans CIT teaches military veterans first responders, who are also CIT trained, how to effectively and peacefully resolve incidents involving a veteran in crisis. Approximately 40 officers have completed this 16-hour training course and 8 additional officers are scheduled to attend in the upcoming session.

### **Mental Health/First Aid:**

In 2017, all sworn and civilian personnel, who were not certified as CIT Officers, completed an eight (8) hour course and received a Mental Health/First Aid certification. This certification is valid for a two year period.

### **Resilience: Adverse Childhood Experience (ACEs):**

In 2017, all sworn employees and specialized civilian positions viewed the 1 ½ hour screening of Resilience: Adverse Childhood Experiences.

Listed below are training topics that were covered during our annual In-Service Training since 2006:

2019	Individual Wellness: Coping with Stress and PTSD (2 hours)
2018	Communication Skills with Persons in Crisis/De-escalation Techniques (4 hours)
2017	Protecting our Officers: Suicide Prevention for Law Enforcement (2 hours)
2016	Critical Incident Stress Debriefing (2 hours)
2015	Mental Illness Awareness/Dr. Julianne Erickson, RPD Psychologist (2 hours)
2013	Responding to Individuals with Mental Illness (2 hours)
2012	Awareness of Issues Surrounding Returning Military Personnel (2 hours)
2010	Suicide by Cop and Force Options (2 hours)
2008	Emotional Survival for Law Enforcement Officers (8 hours)
2007	Interacting with Special Populations (4 hours)
2006	CIT Overview (1 hour)

More than 20 years ago, the RPD adopted and implemented Department Operating Instruction (DOI) 1109-12 that specifically addresses police response to persons affected by mental illness. Included with this DOI is a training component for officers and civilian employees who, during the course of performing their duties, may have to assist or deal with persons who are mentally ill or developmentally disabled.

Alliance Behavioral Healthcare has trained all Raleigh Police Department employees - sworn and non-sworn – in techniques that help them recognize and respond appropriately to people in behavioral health crisis. In 2017, all sworn officers and civilian employees completed an eight-hour, evidence-based Mental Health First Aid training.

In recognizing the impact of traumatic situations, the Raleigh Police Department originally sought a grant for a position for a Trauma Counselor that was later fully funded by the department. The Trauma Counselor, whose primary role is to assist as needed through community engagement as a source of outreach to residents who have experienced secondary trauma. The Trauma Counselor has served as a resource to the community in offering basic counseling services while bridging long-term needs of the community to those available mental health service providers.

Just as a side note, the Raleigh Police Department has partnered with the Special Olympics of North Carolina for over 20 years. In our efforts to raise funds for athletes with intellectual disabilities, the Raleigh Police Department participates in the Torch Run activities to include the ranking in the top 6 positions over the last three years for fund raising.