NEIGHBOR INTERVIEWS

The Safety and Health Innovation Through Neighborhood Engagement (SHINE) Study

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Executive Summary

This report provides a rapid analysis of findings from an ongoing process evaluation of the Holistic Empathetic Assistance Response Team (HEART) program. The report focuses on feedback for the HEART program from the perspective of community members who have interacted with HEART ("neighbors"). Semi-structured, one-on-one, qualitative interviews were conducted with 22 participants. Interviews took place in August – September 2024.

Attitudes towards HEART: Neighbors expressed overall satisfaction with the HEART program, appreciating its polite, respectful, and helpful approach. They valued HEART's individualized attention and the tangible support it provided, despite some concerns about supply limitations and response times.

Knowledge & Awareness of HEART: Neighbors learned about HEART through community outreach and word of mouth, but awareness of the full range of services was limited. Suggestions for improvement included better visibility and communication about available services.

Calling 911 for HEART: While neighbors felt comfortable calling 911 for serious issues, many preferred direct contact with HEART to avoid police involvement. Preferences varied, with some favoring 911 for familiarity and others desiring a direct line to HEART.

HEART & the Police: Neighbors viewed HEART as more empathetic and flexible compared to the police, appreciating its ability to de-escalate situations and provide extended support. HEART's collaboration with the police was seen as enhancing overall safety and accountability.

HEART & the Community: Neighbors consistently appreciated HEART's deep understanding of community needs and its role in addressing critical issues like housing and mental health. They believed that with additional resources, HEART could significantly expand its impact on the community.

Knowledge & Awareness of HEART

Learning about the HEART Program

Neighbors learned about the HEART program through various channels: community outreach, word of mouth, HEART signs and vans, observing the HEART team in action, and local services. For instance, a couple of neighbors described discovering HEART while at Open Table Ministries. Many neighbors were introduced to HEART through word of mouth: *"I heard people, they were saying, I'm gonna call HEART or you need to call HEART for that person because that person need some help or so."* Other neighbors were brought into city hall by friends for supplies. For example, one neighbor mentioned that *"out of curiosity, I just asked him, 'What resource do you do besides the snack bags?' And, he said, 'Information. Sometimes, they help with tents, and tote bags, and stuff like that.' So, I said, "You know what? I'm gonna hang onto this resource. Maybe I might come back." And I end up coming back two months later to ask for a bag."*

Awareness of HEART

Interviews revealed that some neighbors believe that HEART is not widely known in the community. One neighbor expressed that *"I feel like it should be something bigger, like to let more people know that it's out there because I don't feel like people know."* And another neighbor saying, *"the only people that know about [HEART] are the people that need you."* There were, however many neighbors that expressed that the HEART program is *"really appreciated"* by the community.

Some neighbors also described not feeling fully aware of what services or supplies HEART offers, saying they "didn't know the full magnitude of [HEART's] services." Several neighbors thought that HEART was just a program for resources and supplies, "I don't know much about them. But, they're helpful. I come get a snack bag. I've gotten clothes... Sleeping bags. I don't know what else they do."

We also observed that many neighbors were unaware of HEART's crisis response team until they experienced a crisis. Those who interacted with HEART in non-crisis situations often did not know about this aspect of the program, with one neighbor stating, "*I didn't know they had a response team that comes out in emergency cases.*" Another neighbor explained how they first learned about the crisis response team saying: *"The day I called 911… HEART showed up. We wasn't expecting HEART to show up. I didn't even expect that they did that. I didn't know that they was going to show up. I was just expecting the police to show up, but they showed up before the police did." and "I had already known the HEART program, but I didn't know that they did that. So, this was a different aspect of what I'm learning of the different arm of HEART, that they did." However, neighbors who did encounter the crisis response team had* positive feedback, appreciating the team's prompt and helpful response. Some neighbors, though, were unsure of HEART's capabilities in handling severe emergencies, preferring to rely on the police for such situations. One neighbor explained, *"They good for giving out supplies and stuff as far as like if you're coming"* but *"in my neighborhood, if they were to call 911 – and this is nothing against HEART and the good people at HEART – it wouldn't be for HEART. It would be for the police, and for situations that is beyond HEART's control."*

Suggestions for Improvement

Overall, several neighbors felt as though HEART was not providing enough educational information in the community for people to be able to see or understand what HEART does. Many neighbors felt that HEART needs to improve its visibility and communication about available services. When asked about what the HEART program could be doing more of, one neighbor replied, *"Just advertise, just make sure that more people know about them."* Neighbors recommended updating information on available supplies, services, contact information, and hours of operation to enhance accessibility: *"If you had a list of what all [HEART] has, supply-wise and service-wise, then it may be a little easier. And even numbers or contact people."*

Attitudes towards HEART

Positives/Working Well

Most neighbors who participated expressed an overall sense of satisfaction and positive feedback about the HEART program, stating how "polite," "respectful," and "educational" the program is. When asked to describe the HEART program in their own words, one neighbor said that HEART is "there when you need them. They're not going to time out." Neighbors frequently used "helpful" to describe the HEART program: "It seems like they always want to help... they don't really get too frustrated. They seem calm about situations, and how to handle situations and how to help people in situations. So, yeah, I would describe them as helpful." Another neighbor stated, "I just know that they help people and as much as they can or give you some resources for somebody else to help you out." Several neighbors described HEART as "a team of great people that helps the community that's in need" with one explaining that, "They help a lot of things. There's a lot of different resources you can go through with the HEART program. So, that's one thing I enjoy."

HEART's Approach

Of key importance to many neighbors who participated was how HEART approaches individual neighbors and interactions. Participants described that an aspect of the HEART program that they liked was HEART's individualized approach, taking the time to specifically focus on the needs of individual people. Several participants mentioned things like, *"They was really concerned, and I liked that."* Small human gestures such as, *"They knew him by name,"* were of great impact to neighbors. When describing what they liked about the HEART program, many participants focused on how HEART made them <u>feel.</u> Several participants described feeling seen and supported by HEART responders, stating, *"They see something in me sometimes I don't see. They keep telling me I got potential."* A couple of participants described the impact that just speaking with HEART had on their lives; one neighbor shared, *"And they made like they cared. That was the main thing. They made like they really cared about what was going on with me. So, they probably saved my life."* The lack of judgment towards neighbors in interactions contributed to the feeling that HEART staff had empathy for them, *"Yes, yeah, and not be criticized, you know, not be judged, so it was really good."* HEART has resonated with and supported community members by just being available for neighbors to talk to.

Impact of HEART for Neighbors

HEART makes tangible impacts on the lives of neighbors through connecting them to resources and providing them with material supplies. HEART was frequently described by neighbors as *"a really good place to get resources."* Several Neighbors praised Care Navigation's ability to connect them to longer-term needs; one neighbor described how HEART was able to connect them to temporary housing, saying: *"[HEART] told me about Housing for New Hope program… And, they put me in contact with a person that can help me get into it. So, while I was at the shelter, I called one of the case workers for Housing for New Hope program, and that's where I began the application process. It was five months ago. And, I got approved for it last month."* Another participant spoke about her experiences with the carceral system and how HEART helped make resource connections by saying, *"And then once we found out like, no, I'm not going to prison and it's just a misdemeanor and I'll be on probation, she helped me get in school. She put me in the re-entry program, and she also helped me get into Step Up Durham."*

Nearly all neighbors were highly appreciative of HEART's provision of supplies to meet their immediate, material needs. For this reason, one participant described HEART as, *"Lifesaving. Lifesaving. 'Cause I had no clothes. I had no food. They really helped out a lot."* Another participant spoke of the importance of HEART giving them a tent for shelter, saying, *"They provided me with a tent. They provide me with a sleeping bag. Things that help make life a little more comfortable."* Meeting the survival needs of neighbors was impactful to participants, with one stating, *"They come to save a life. They come to help a life."*

Room for Improvement

Meeting Supply Needs

Participants felt that HEART should have continued to issue tents to neighbors. One participant said about the situation, "The only circumstance that I have been disappointed in is when they don't have the supplies like the tent, the sleeping bag, and those things," adding that with "A sleeping bag and a tent – I can survive anywhere." Another issue that seemed to cause frustration was the crowded atmosphere when trying to obtain supplies during the walk-in hours at DCSD. A participant expressed that it was a challenge to get the supplies they needed due to the overwhelming amount of people visiting HEART at the same time. One participant said, "If it's one-on-one, it's great. If you got a crowd, they can't put that kind of talent on everybody," adding that in that setting "[HEART staff] isn't gonna be as pleasant." However, participants recognized and understood why there were limitations in supplies HEART was able to provide to neighbors, saying things such as, "it's a business," and "this is a funded program. They only have but so much... And shit ain't free."

Response Times & Geography

Some participants expressed the perception that HEART's response times across the city are not uniform, making statements such as, *"I seen HEART come out every now and then to the area. But like I say, by the time they try to reach out, a lot of times, it be too late. They be dead."* A couple of participants also perceived that there is a staffing shortage for HEART: , *"Yeah, I mean, more HEART ... I know ya'll can't have but so many people... sometime ya'll don't have nobody available."* Another participant described that even if a call is eligible for HEART, or HEART is dispatched, the police "ends up getting there [first] sometimes." However, participants described some awareness of these as city-level issues that may be beyond the control of DCSD as an organization.

HEART in City Hall Building

A few participants expressed concern that HEART's location in the City Hall building may pose a barrier for some community members. Community members may be reluctant to visit HEART because it is located in a government building: *"because this is City Hall. You got people homeless... You got people with different situations, you know?"* Another participant described that, *"And when I think of City Hall, I think of a government structure... They're in the government setting that you probably wouldn't get a lot of the community in here."*

Several participants suggested that HEART's office should exist independently, outside of City Hall, with the goal of facilitating easier access to HEART for neighbors. As one neighbor shared, *"I feel like yeah, they need a building, their own building. I think it would help them be able to take care of more people, because it's people that they genuinely here want to help..."*

Connecting Neighbors Directly to Resources

Participants expressed frustrations that HEART cannot always make direct, timely, or successful referrals for neighbors to community services. HEART was accurately described by one participant as a *"middle-ground connection to other resources. They're a connection to somewhere to get to another program to help you move in somewhere."* However, participants expressed frustration with being sent to organizations without availability or capacity to help them. One participant described the challenging process of being referred by HEART to other services as getting *"looped around"*: *"You get the 360-degree circle. When you get the resource at HEART, and you call the one that you got resourced to, and they're giving you another number to call. And then, that number give you another number to call. And by the time you get around to it, you done gave up because it's the loop around. So, you're back asking for the same resources."*

One participant suggested that HEART should have *"more access"* and *"some leeway"* with service providers or organizations when referring neighbors, meaning that HEART should have smoother communication systems about referrals with external organizations, or that neighbors referred by HEART should have some kind of priority.

Easing into Expansion

Nearly all participants were eager for HEART to expand to operate 24/7 and to be able to respond to all eligible calls. However, participants also suggested that HEART's expansion should be done so efficiently and with caution stating, *"So, therefore I do support the 24-hour vision, but to focus on it [the] right away..."* Another participant described that they want HEART to set priorities for expansion, stating that they *"should focus on the manpower and the projects that you're trying to work on right now... because once you get the projects you have now successfully done, then that gives you more reason to expand."* Additionally, a couple of participants were mindful of the emotional toll of being a responder for HEART, and did not want HEART to expand at the expense of responder wellbeing.

Calling 911 for HEART

General Perceptions & Experiences with 911

Comfort with Calling 911

Neighbors generally felt comfortable calling 911 for serious issues they couldn't handle themselves, with one neighbor saying they'd call 911 if *"I really need them"* or *"if it's something I can't handle, or somebody in the area can't handle."* Some neighbors indicated that they would typically call 911 for medical or non-police reasons. For example, a neighbor stated that *"If somebody else is hurt or something wrong, if something [is] wrong with me, that's the only time I'll call. I'm not just calling for anything else."*

Avoiding 911

Many neighbors described avoided calling 911 due to distrust of the police. Reasons included fear of police involvement, past negative experiences, and concerns about police handling mental health crises. One neighbor expressed that *"A lot of my family or friends…they are not really a police caller."* Another neighbor stated that they wanted to avoid the police responding to a call *"because if the police responds first, they're not trained like HEART to deal with that person if there's a mental patient. Guess what they're going to do? Lock him up, or put him in a chokehold, or kill him, or something like that because they don't know what's going on with him."* This sentiment was repeated by other neighbors with one claiming that "911 is putting people's lives at risk." Another neighbor briefly explained that *"I would rather keep a badge out of my situations."*

Instead of calling 911, neighbors often relied on themselves, family, or community members to handle or settle things themselves. One neighbor noted, *"There's always been guys or just people in general, in my neighborhood, that has been willing to help certain folks that are part of the community."*

Preferences for Contacting HEART

Through 911

Some neighbors preferred reaching HEART through 911, appreciating the familiarity and quick response. About calling 911 to access HEART, one participant stated, "I feel good about that" and another neighbor expressed that it was not a concern replying, "In fact, that would be the first place I would go." Another valued the dispatcher support because they, "stay there with you and talk to you, and stuff like that" and, "they would say, 'Somebody's on the way. They're on the way." Another neighbor appreciated the speed of 911 responses and the familiarity of the number stating, "Again, my own personal experience with 911 all over the country – 911 is a fast response circumstance, so I would go 911 because that's what I was taught when I was a child. My mother taught me to call – if there's ever a problem, call 911."

Outside of 911

Many neighbors favored a direct line to HEART for non-emergencies to avoid police involvement. One neighbor explained that they preferred a different number to contact HEART, specifically for non-emergencies, "Because I don't want the police in my business. So, I think it'd just be better to have another number to call because it's not an emergency. If it's not an emergency, I think it should be another number that you call, yeah." Another neighbor agreed, stating that "I feel like a separate line to access HEART would be good, because sometimes it's not a full emergency, and that kind of frees up the line for real, true emergencies in that aspect. It might be an emergency on an aspect that you feel like you need some support right now, you need some help right now."

Another neighbor expressed that calling HEART directly would *"be cool"* explaining that, *"First responders who have a good review and reputation for actually helping out the communities, I would have no problems calling. I would definitely have no problem with calling, because like I said, nine times out of ten, it's going to be somebody in [the HEART team] that I know, or in that program that I know. So, it would definitely bring more comfortability to not just myself but the other individuals in my community and communities like ours."* The neighbor felt that police responses usually caused tension and that they would *"like a HEART team that would come and not make the situation seem so tense. Yeah, I wouldn't mind calling someone else besides the police."* Another participant mentioned that 911 is not always the best way to get in touch with HEART saying, *"Cause sometimes, it takes a while for the 9-1-1 dispatcher to get in contact with the HEART program. So, for the HEART program to have their own personal number where people can contact them on a personal level, I think it's a good idea."*

However, some participants voiced concerns about using a new number to reach HEART. For example, as one neighbor expressed, *"My only concern would be knowing that number. The reality – I think there is not a person on earth that does not know 911 is a help."* Another neighbor was concerned that the response time when contacting HEART directly would be too slow explaining, *"I don't feel comfortable calling [a non-911 phone number]. They're gonna put me on a answering machine. I might need them right then and there. I might need HEART then and there. Sometimes, I do."*

No Preference

A few neighbors had no preference between 911 and a direct line, as long as they could reach HEART. As a neighbor said, "No. I don't [see any advantages or disadvantages to 911 or an alternative number]. It's gone save my life. They might get here before 911. They might answer before 911." Another stated, "911 is always damn busy. So the more numbers, the more people you can call, the better." One neighbor said that their preference would depend on the circumstances explaining, "I don't know. Depending on how 911 will react to me asking for HEART to be on the scene first. If they would have a problem with me telling them to have HEART on the scene first as opposed to a police officer, I would probably rather use the other number at HEART, calling 911 once they get on the scene."

HEART & the Police

HEART's Unique Capabilities

Several neighbors described that HEART has greater flexibility to help in ways that the police cannot, such as transportation and extended support. For example, one neighbor described, "… If the girl wanted to, the HEART team was available to take her downtown, press charges, and bring her back; and that's something that the police is not going to do. They don't have that service. So, it was like wherever the police left off, they will pick up, to make sure that the person is safe, and that solution and justice was served."

Neighbors also noted that HEART dedicates more time and energy to individual cases, with one neighbor stating that HEART, "Helps out more than regular [first responders]. They do more. They assist you with more. They help you more, and they actually – what do you call? – like, just hands-on, you know." Additionally, neighbors felt that HEART helps divert individuals from the criminal legal system by providing immediate support and resources. A neighbor shared that HEART was able to assist them with housing and supplies, preventing potential arrest: "I'm glad they was there to help me instead of me going to jail, or I'd just be sitting out there with all my stuff because I had nowhere else to go."

HEART Compared to Police

Many neighbors viewed HEART as a supplement to the police rather than a replacement, recognizing the necessity of police in certain situations. We found that neighbors' preferences for HEART and/or police to respond to certain call types were frequently in alignment with the HEART program's selection of eligible call types, where neighbors agreed that police should be included in higher acuity safety calls.

Several neighbors perceived HEART as more empathetic and committed to their roles, and thus, more attentive and capable of de-escalating situations compared to police. Neighbors described appreciating that on calls, HEART is better able to ask questions and listen to all sides, before making assumptions or taking action. One neighbor remarked, *"Because the [police], they don't do none of that. They don't talk to you. They don't ask all those questions. They just come in there. Most of the time, most of them don't even want to be there. They look like they don't even want to do their job. They come in there. 'Where is she at?'"*

A couple of neighbors felt that HEART responders genuinely care about their jobs, unlike some police officers. Interestingly, one participant felt that if the police were doing their actual jobs, a program like HEART might not need to exist: *"Even for a program HEART, I sit back and wonder like, "Where did you all come from?" I don't really see them doing anything else that you need to pick up and dial 911 for... I feel like most of it should be the police. [Police] should*

already be applying what the HEART team is applying. And I mean this in the most respectful way. There should not be a HEART, because the police should already be doing what HEART is doing."

Challenges with Traditional Policing

A couple of neighbors shared previous negative personal experiences with the police, which influenced their preference for HEART. One neighbor recounted interactions involving their daughter before HEART's involvement: *"When police would respond, they didn't really make it any better... To [the police] it's just, 'You're crazy. Let's go ahead and admit you [to the hospital] real quick.' So, you know, [my daughter] has been admitted a few times because of those things.*" They continued, *"And it was like the more interactions that we had with the police, I feel like the worse it got because to her, it was like, 'Oh, you don't love me. You want to give me up, and that's why you call the police.' So, that was something that I had to learn... the HEART is what helped us to understand that that was a thing."*

Several neighbors also highlighted issues related to the history of policing, racism, and ableism. One neighbor noted, *"HEART does reach out to all ethnic backgrounds."* Another neighbor expressed a desire for HEART to be the first to arrive on the scene in Black neighborhoods for their protection: *"When police respond to mental health crises, especially with Black people, it winds up that person is hurt opposed to helped"* and *"are unalived by police officers who do not understand they had a mental health problem."* Additionally, when police do respond, some neighbors preferred it to be Crisis Intervention Team (CIT) units, indicating awareness among participants that some officers are trained in mental health response. Interestingly, one neighbor felt that a particular police officer should be part of the HEART team due to their exceptional behavior: *"So, he was able to get her to calm down, and I mean, I kind of felt like he should be a part of the HEART team. Like he does not belong in the police force at all. He was amazing."*

HEART's Impact on Police

A couple of neighbors perceived that HEART acts as a watchdog for police, ensuring better behavior and accountability. One neighbor mentioned that HEART's independence from the police department is beneficial in terms of power and authority. They stated, *"[HEART is] not associated with [the police] on a level of pay rate. HEART don't get paid by the police. So, you know what I'm saying? They not about to act out in front of them."* Another neighbor noted that the presence of the HEART team influences police to act more respectfully and professionally: *"[Police] were calm. They were nicer. They were more respectful. And I think part of the reason is because of the HEART team, because had the HEART team... that can literally, talk about what the police did, and what they see them, and how they see them interact with* the people, [police are] going to be on their best behavior. Let's just be honest. Police is not going to show their behinds, their narrow behinds to no people with other people standing there that could be a witness to it. You understand what I'm saying?"

A couple of neighbors also observed that HEART has positively influenced police behavior, with some police demonstrating greater empathy and compassion after the introduction of HEART in Durham. One neighbor shared, "And I think with them having programs like the HEART team, being the first responder, and seeing how they react with us and having them on their team, [police] are kind of like, 'We're not going to respond that way. This is what we can do, and what would you [like] to be done?' [Police] ask us. And then, it's like, 'Well, what do you think we need to do to make the situation better right now? What could we do to make the situation right? This is what we're allowed to do.' ... And by [police] doing that, that makes the whole situation easier, because a lot of times, it just calms everything down."

Collaboration with Police

Many neighbors appreciated the partnership between HEART and police, especially through 911/dispatch connections: *"I like that, with them having connections with the police department, and then working close with the police department."* HEART and police can call each other for backup, which some neighbors believed to enhance overall safety and diversion from the criminal legal system. Police can call HEART for back-up when, *"they don't wanna just lock up somebody that's in crisis or just needing some help."* When asked if it was important for HEART to stay connected to other responders through 911, a neighbor responded with, *"you never know what's on the backside of things… You want also HEART to feel safe as well."*

Some neighbors described feeling a greater sense of safety with police when HEART also responded, and encouraged that practice, saying that in certain situations *"it should be mandatory that… HEART members go with the police."* A couple of neighbors observed that HEART advocates for neighbors in interactions with police, improving communication and outcomes. A neighbor shared about a situation where HEART helped explain a situation to the police, *"Next thing you know, the police show up. You know what I'm saying? And now, we're explaining it to the police. But what [HEART] did was they helped us explain it to the police from their understanding of what we explained to them. So, it wasn't we constantly repeating ourselves over again."* Ultimately, that same participant reflected that HEART's presence led to more successful interaction: *"To be honest with you, that was the most successful experience I've ever had with the police. So, I don't think anything went wrong with the situation, because [HEART] stayed all the way to the end…. They stayed as long as the police stayed, until the situation was over with."*

HEART & the Community

Appreciation for HEART

Neighbors consistently viewed the HEART program as a strong and necessary community service. They appreciate the program's deep understanding of the community and its needs. One neighbor mentioned, *"The HEART have dealt with this community for a while, so they know who is who. What they do, what they're capable of, and what's going on with it."* Another added, *"HEART is very important to the community."* The sentiment was echoed by others who described it as *"a strong community service"* and expressed their appreciation by saying, *"I like the HEART program. They do a lot of things for the community."*

Community Issues & HEART's Potential Role

Neighbors identified several pressing issues within the community, including housing and homelessness, mental illness, substance use and overdose, violence, and jobs and unemployment. These issues were viewed as critical areas where the HEART program could make a significant impact. Several neighbors expressed a strong belief that the HEART program could play a significant role in addressing these community issues if provided with adequate resources. One neighbor remarked, *"But if they had the funding, HEART would do so much more for this. Oh my gosh. They would take off and run. And I feel like they have the right people. They have the compassion. They have the ideas. They have the capacity to be able to do that. And they just need the funding."* Another emphasized the potential impact of increased funding for HEART, stating, *"If they had the funding and had the building capacity, imagine, we would not have the homeless out here in the streets. It would not be this hard."*

As an example of HEART's ability to effectively address a community issue, a neighbor praised the organization of the warming tents by HEART, noting, *"The way I seen them run those tent communities and have everything organized, it was very polite, very on point about everything. They had security. They had people on guard. They had a system set up. There was rules and regulations put in placement so people did not get out of line. There was – you know what I'm saying? – bathrooms. Everything was set up ahead of time."*

Suggested Solutions

Neighbors suggested several ways in which HEART could contribute to solving community issues, namely, housing, mental health, and unemployment. For housing solutions, neighbors proposed ideas for HEART to utilize old apartment buildings or hotels to provide housing for the homeless. For mental health solutions, neighbors emphasized the need for mental health teams to support unhoused neighbors. One neighbor suggested having med techs on vans to distribute medicine, and another suggested that longer-term therapy services following HEART's model be offered. Regarding jobs and unemployment, neighbors suggested employing community members to work with HEART.

Community's Desire for HEART's Involvement

While many of these solutions may not fall within the current scope of the HEART program, they demonstrate the community's desire for HEART to be involved in addressing these issues. One neighbor noted, *"They need more of those type of agencies. It's just hard because the homeless outnumber them. You know what I'm saying? Like this program here, the HEART program. I know they have but so much they can do for all these people that's homeless. There really is. But at least the people know now if the word gets out more, when they see them, that they can get some type of assistance. That's a good thing." Overall, the community views HEART as a crucial and effective program that, with additional resources, could significantly expand its impact and address broader community issues.*