



**PASQUOTANK
COUNTY**

PASQUOTANK PEACE INITIATIVE FINAL REPORT



Police2Peace
Pasquotank Peace Initiative
April 4, 2022

**POLICE
— 2 —
PEACE**

Acknowledgements

The Community Listening Sessions would not have been possible without the mutual support of community-based organizations, Pasquotank County and the Pasquotank County Sheriff's Office. We sincerely appreciate the faith each organization had which enabled these Sessions possible. Many thanks to the CAC Task Force, including Sparty Hammett, Keith Rivers and Major Aaron Wallio who spent countless hours helping us create and maintain an environment of trust throughout the Initiative.

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Sheriff Tommy Wooten, Chief Deputy Daniel Fogg, Major Aaron Wallio and the Pasquotank County Sheriff's Office.

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The countless community members who shared their stories and gave their time and effort so that this Report could be published.

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EXECUTIVE SUMMARY

Executive Summary

This report was developed under a contract signed September 24, 2021 between Pasquotank County and Police2Peace. The services to be provided under the contract included micro community listening sessions and Peace Officer framework in Pasquotank County for the purpose of developing a practical, lasting framework for inclusive community engagement that reimagines public safety in Pasquotank County paying particular attention to communities of color and other historically underrepresented groups. During the sessions, Police2Peace collected input in which these themes were identified:

1. Lack of compassion
2. Lack of communication
3. Lack of effective leadership
4. Erosion of public trust
5. Larger context of Pasquotank County

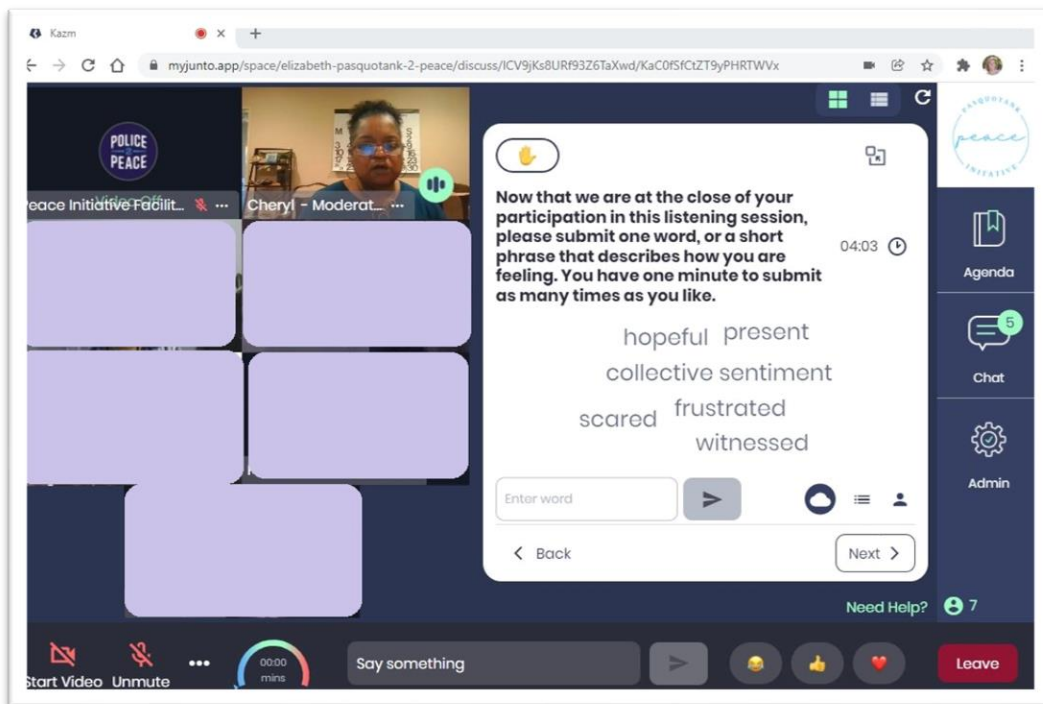
Based on the input and themes uncovered, Police2Peace makes several recommendations in this Report that focus on and suggest the value of:

1. Performing a review and update of the Sheriff's Office policies and training and engage community members in the process.
2. Sheriff's Office engaging with community members by participating with the community and seeking other ways to communicate.
3. Employing the CAC to develop a set of Police and Community Trust (PACT) Agreements
4. Continuing listening opportunities with the community and allocate local resources to implementation of the Listening Sessions and the resulting recommendations.
5. Creating constructive and collaborative spaces designed specifically to talk about race and other divides.

The balance of this Report elaborates on these findings and recommendations.

Discussion

This report reflects a collaboration among community groups, Pasquotank County, the Pasquotank County Sheriff's Office and Police2Peace, who came together to create an opportunity for honest dialogue around issues of public safety and community engagement. During the months of October 2021 through January 2022, these collaborators hosted a series of Community Listening Sessions designed to allow community members to share, first-hand, their experiences of community engagement, police interaction and hopes for reimagining what kind of Pasquotank County we want to have.



These Listening Sessions demonstrated a sincere desire among community participants to develop better communication and understanding between those who administer public safety in Pasquotank County (including law enforcement and civic leadership) and community members in general, and particularly community members of color.

Developed in close coordination with the members of the Citizens Advisory Council ("CAC") Task Force, the Listening Sessions were constructive and collaborative spaces in which community members were actively engaging in dialogue with one another and in finding solutions to issues of public safety and quality of life in their neighborhoods.

DISCUSSION

A Time for Discussion and Healing

The April 2021 shooting of Andrew Brown Jr. sparked months of community protests in Elizabeth City, and dissatisfaction with the response of Pasquotank County and its Sheriff's Office to this shooting was high among some community members. This dissatisfaction and mistrust were exacerbated in the months following the shooting – shortly after the shooting, the district attorney decided not to charge the deputies involved, calling the shooting "justified." Since then, videos of the shooting have not been shared with the general public, as North Carolina law requires a judge to give a court order to release body camera footage to the public. In October 2021, Senior Resident Superior Court Judge Jerry Tillett dismissed a renewed request from more than 20 media organizations to get and share the videos with the public. In addition, the County and the Sheriff's Office have made substantial efforts to obtain the bodycam footage, including repeated requests for the videos as well as filing a civil complaint to obtain them in September, which complaint is pending. Since April 2021, numerous public comment sessions have been held during County meetings. Many community members expressed anger toward the Board of Commissioners and Sheriff's Office regarding the officer involved shooting of Andrew Brown Jr., while some more recently have expressed support.

Public safety requires co-production between a localities' leadership, law enforcement offices, and the entire community – however, the ability to collaboratively imagine and develop that public safety is entirely dependent on public trust and confidence in the County and the Sheriff's Office. Therefore, a comprehensive approach to restoring public trust and confidence in the County and Sheriff's Office was necessary for public safety.



Police2Peace sought to channel the energy and civic engagement of the aforementioned public comment sessions into a county-wide, extensive, grassroots, and professionally facilitated process for bringing an inclusive range of lived experience and expertise to reimagine community safety together. This initiative directly engages the lived experiences and expertise of community members and a range of stakeholder groups, in order to develop a shared definition of public safety and a set of community-sourced recommendations for fostering that public safety. This mobilization of stakeholder groups throughout Pasquotank County using direct engagement could then become a governance tool for informing public safety that addresses the needs of typically under-considered groups at the neighborhood and/or precinct level. These community conversations, combined with elements of the Peace Officer framework for the Sheriff's Office, can result in the relationship between the department and this county's community growing and prospering.

The Pasquotank County Peace Initiative

The "**Pasquotank County Peace Initiative**" sought to collect and constructively channel community feedback from Pasquotank County community members about how they envision public safety, and about how they would like to improve policing. Police2Peace conducted 15 "micro-community listening sessions" for as many individual neighborhoods and stakeholder groups in Pasquotank County as possible. In addition, two dozen individual interviews were held. These small conversations, facilitated by professional mediators, allowed community members to speak openly and honestly about their perspectives on policing. Police2Peace synthesizes the main themes and recommendations that arose during these conversations in the below report, in order to inform Pasquotank leadership about possible future innovations and actions to improve public safety.

Vision and Mission

The vision for the Pasquotank County Peace Initiative was to bring an inclusive range of lived experience and expertise to inform public safety and policing approaches at the neighborhood and/or precinct level for Pasquotank County. The mission of the Pasquotank County Peace Initiative was to show how peace is possible in Pasquotank County. The goal was to develop a practical, lasting framework for inclusive community engagement that reimagines public safety in Pasquotank County paying particular attention to communities of color and other historically underrepresented groups.

Methodology

Unlike traditional public comment sessions, Police2Peace actively sought out stakeholders from a range of different perspectives – participants were actively recruited by local grassroots leaders. For

example, the Initiative recruited participants from 8 different service organizations, about 10 identity groups, 8 faith-based organizations and the two educational institutions, the middle school and high school. In total, about 175 community members were engaged. This grassroots recruitment reduced suspicion of the process, stimulated broader engagement among communities of color and other historically underrepresented groups, and kept the process positive in tone. This active recruitment also allowed Police2Peace to reach participants who may not have otherwise had the privilege of or been motivated to speak their views on the record during past County meetings.

Further, the Initiative was designed to result in community-informed and community-led safety ideas. Community members were invited to be honest about their perspectives, to actively agree or disagree with each other, and to come up with ideas and recommendations for the future. A facilitator was present to hold this process, and a notetaker took notes on the conversations. The Initiative was thus an opportunity for Pasquotank County community members to come together for a common purpose: peace.

Theory of Change

The theory of change used as a frame for the recommendations included in this report is based on James Lange's theory of emotion. Lange stated that emotional behavior precedes emotional experience (James, 1890). Essentially, behavior drives emotional experience, if you smile you will become happy, if you cry you will become sad. This also applies at a community and organizational level when thinking about the change process and impacting culture. See appendix for more on the Theory of Change.

Creating an Inclusive Space

Although the Community Listening Sessions brought together a broad section of communities of color, the larger community and the county government, we were not able to bring all community voices to the listening sessions. Several different types of stakeholder groups were invited to participate in the community listening sessions: Community members, business leaders, local government officials, educators, nongovernment organizations such as nonprofits, the media and religious leaders. In all, 175 stakeholders were engaged through in-person meetings, phone interviews, emails and small group sessions. Most of those we reached out to were able to contribute to this effort in some way and we are grateful and appreciative of all their help.

DISCUSSION

Limitations

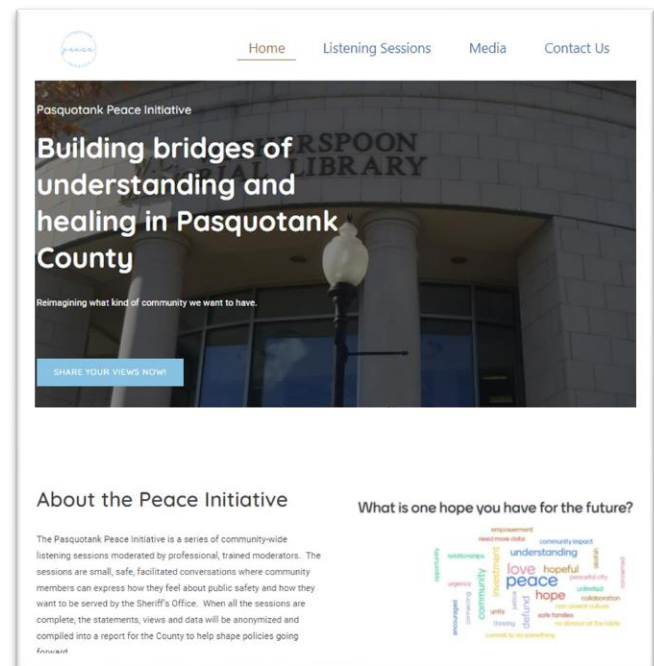
Local educators were not able to be engaged in time for the findings of this Report to be finalized. Relatedly, the youth ages 13 through 18 were not able to be engaged, as it was hoped that educators would assist with outreach to this group. Their participation would ensure a greater likelihood the findings and recommendations serve the entire community, from the very young to the elderly.

As a result, the themes from these conversations are reflective of a significant subsection of the Pasquotank County population. More conversations and engagement would likely both generate similar and new themes.

Why Would This Be Different?

Several of the participants in the listening sessions commented they have participated in community meetings with Pasquotank County over the last year since the shooting. In their experience, most of these meetings ended with people feeling angrier or more frustrated when the meeting was over than when it began. Public meetings spearheaded by government officials are not necessarily set up for person-to-person interaction and exchange. Town hall gatherings, public

presentations in the aftermath of tragedy, or other public meetings often result in tense public comment, predetermined statements, or stony-faced silence. Intentionally designed and facilitated community dialogues provide a departure from these usual forms of civic engagement. By creating group agreements, encouraging respectful disagreement, and recruiting people from a range of lived experiences, Police2Peace created a safe and unique opportunity for free expression and trust-building.



Clearly, effective community dialogue must not be dominated by one point of view. The goal of the community listening sessions was to create a space where the community and public officials felt safe to share their experiences and to hear the effect of those experiences on others' lives. This meant that both Pasquotank County and community members needed to commit to try to trust one another. There are several reasons these community listening sessions were successful when past efforts may have had less impact on building cohesion in the community.

First, and possibly most critically, the Community Listening Sessions were not held immediately in the aftermath of the crisis sparked by the shooting. While numerous actions by the county were crucial to take at that time, holding these listening sessions then may have produced a result that was not indicative of how community members felt broadly about public safety. As a result, when these sessions were held, they focused on issues of public safety broadly and how the community wanted to be policed, not solely the actions of a few individual officers in relation to one individual. We believe these recommendations are more likely to result in long-term solutions to this vital community issue because they are not overly tempered by the emotions and details of an individual incident.

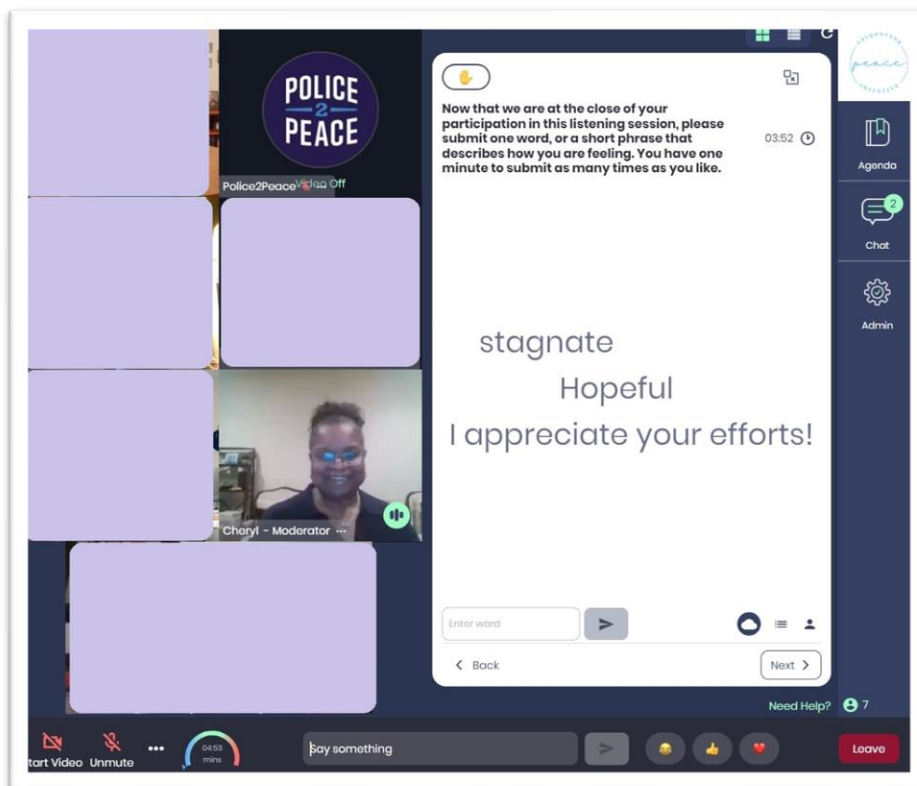
Secondly, there was widespread support for the listening sessions at many levels. The sessions were led and facilitated by professional, impartial moderators with a history of working on racial, social and economic justice issues in communities, in particular communities of color. Several community organizers collaborated to bring in a broader point of view. County Manager Sparty Hammett's unequivocal support of this community-led effort gave it the momentum and credibility to bring all of the parties to the table, including County officials, the Sheriff's Office and community stakeholder groups. The support of Sheriff Tommy Wooten sent a clear message to the community and the Sheriff's Office that these sessions were a priority, demonstrated by his multiple public statements made in support of the initiative and his advocacy with the county commission. Local media also publicized the sessions and raised awareness about the process. Everyone entered the listening sessions wanting them to work and recognizing that all of the community, the County and the Sheriff's Office win if the process is successful.

Finally, the goals of the Community Listening Sessions were clearly stated at the beginning of each session. Participants were asked to agree to develop the ground rules on how they would treat each other during the sessions. This created shared agreements by all of the participants. The first listening session revealed that, while hopes were high, memories of the shooting and its aftermath lingered. Both the community and local officials were skeptical, particularly at the outset of the sessions. As the in-person sessions gravitated into virtual sessions later on, people began to relax and really listen

to each other. There was a stark change in facial expressions across the board of those who had been silent leaning into the conversations to hear better. As these small group discussions continued, communication blossomed. In the end, it was a challenge to end the virtual sessions once the time was up, with most one-hour sessions extending for 90 minutes or more. It was clear that holding constructive and collaborative spaces in which community members were actively engaging in dialogue with one another and in finding solutions to issues of public safety and quality of life in their neighborhoods was long overdue. These sessions worked because they gave a space for emotions to be shared while focusing on problem-solving. Deeper levels of trust between community members, local officials and the Sheriff's Office became possible as a result. The County no longer feared that the sessions would become a "gotcha" attack on them, and community members and organizations came to trust the sincerity of moderators who facilitated the sessions.

The Community Listening Session Process

Both in-person and virtual community listening sessions were held. In-person sessions were held in Elizabeth City in November 2021, and virtual sessions began in December 2021 and occurred through February 2022. In all, a total of 15 community listening sessions were held, and 24 individual interviews were conducted.



While the formats of the various sessions differ, the spirit of the questions remained the same. Below is the agenda from the virtual sessions:

1. Shared Agreements

2. Word cloud: One word which describes your observations, ideas, beliefs and frustrations about community safety and policing in your neighborhood

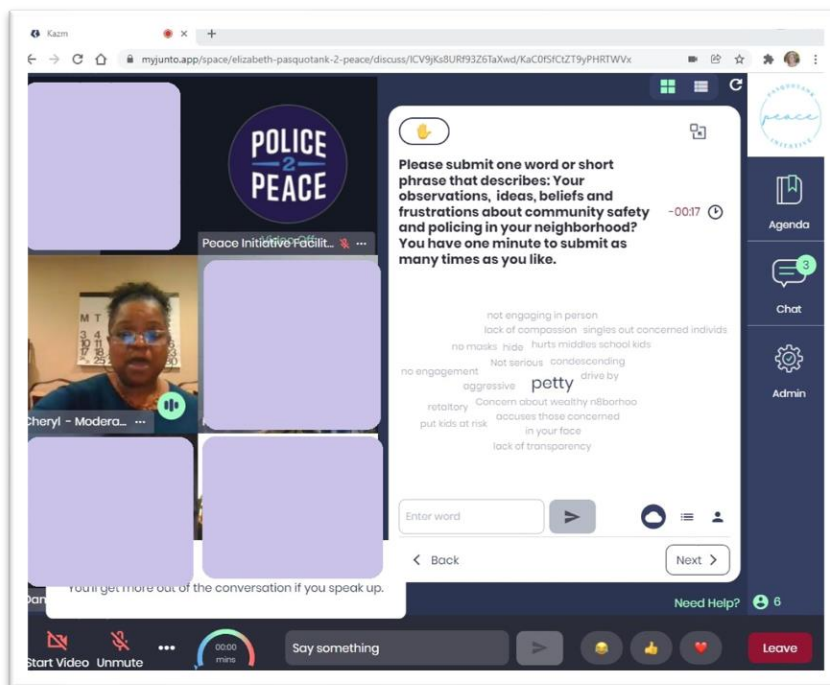
3. Small Group Discussion questions:

- When you think about the major problems/issues within the Pasquotank County community, what is the heart of the issue for you?
- How would you describe the issues affecting trust/collaboration with the Sheriff's Office?
- What are the roadblocks to progress or building trust between your community and the Sheriff's Office?
- Instead of focusing on the past, what would you like to see happen in the future?
- How would you describe what community safety looks like?
- Do you think it would be valuable and/or useful to continue this conversation?
- Who else should be invited to participate in future conversations?
- Recap of discussion
- Word cloud: Now that we are at the close of your participation in this listening session, please submit one word, or a short phrase that describes how you are feeling.

The below sections detail the major themes that arose during the conversations, and include both community-sourced and Police2Peace recommendations for how to move forward. These recommendations reflect best practices contained in the President's Task Force on 21st Century Policing. Using this as a guide, we tailored our findings to address the challenges being experienced in the community.

Findings and Recommendations

Participants came from a range of perspectives and experiences, and were asked to share how they see the state of public safety in Pasquotank County throughout the 15 community conversations and 24 interviews. The below themes are not exhaustive, but rather represent the major trends and perspectives raised during these conversations.



For example, participants expressed frustration at what they described as a lack of compassion, primarily on the part of the Sheriff's Office. Many community members shared that they believed the Sheriff's Office did not understand or appreciate how its actions (both in the aftermath of the shooting of Andrew Brown, Jr., and in general) would affect them. As these conversations continued, we discovered that breakdowns in communication between community members and government offices (including the Sheriff's Office) exacerbated

this perceived lack of compassion. The conversations also revealed community members' desires for more decisive, compassionate, and responsive leadership from government officials (in the aftermath of the shooting of Andrew Brown, Jr. and in general). These perceptions applied both to the Sheriff's Office and the government in general, meaning the perceptions were often not specifically attributable to Elizabeth City or Pasquotank County.

FINDINGS AND RECOMMENDATIONS

Community members often referenced the larger context of public safety – including increased gun violence and weapons-related incidents in the local middle and high schools– and the pre-existing racial, socioeconomic, and ideological divides in Pasquotank County, during these conversations. These many factors coalesced to erode public trust in the government and Sheriff’s Office. The shooting of Andrew Brown Jr. was thus a spark that ignited community dissatisfaction with public safety, but the resulting need to rebuild trust will involve a more robust and all-encompassing effort.

The Community Listening Session process produced dozens of recommendations of varying degrees of practicality and workability. After reviewing them all, we concluded that this following list of a select group of recommendations will highlight the community engagement developed through these sessions and that can best move the community forward at this time. In these recommendations, we drew on an extensive review of best practices around the country (see Best Practices). We also remained committed to the premise that all of the local government, the Sheriff’s Office and the community must take responsibility and work together to rebuild public trust. The recommendations listed below reflect that joint responsibility and accountability.

Finally, community members shared many ideas for ways to improve public safety and rebuild trust with government and public safety leaders. They expressed appreciation for the opportunity to share their opinions openly and honestly with the Peace Initiative, yet also emphasized their desire for concrete follow-up and action steps as a result of their participation. Pasquotank County leaders therefore have an opportunity to rebuild trust with their constituents by directly responding to these perceptions and recommendations.



“At protests, police were there to police us, not protect us.”

Lack of Compassion

Participants in sessions expressed feeling a lack of compassion from the Sheriff’s Office, County leaders and community members. Community members also expressed frustration about various actions leaders took in the aftermath of the Andrew Brown, Jr. shooting that they deemed insensitive or misaligned from their needs at that moment. For example, some community members expressed opinions that the press conference following the shooting may not have been as solemn as they would have liked, and that the later incidents like the Christmas parade float and reports that the deputy who shot Andrew Brown Jr. may have been considered for promotion seemed lacking in compassion for the community.



Recommendation: Perform a review and update of the Sheriff's Office policies and training and engage community members in the process.

Police2Peace recommendations:

1. Engage Police2Peace partner organization Con10gency to train deputies in the C.A.L.M approach to de-escalation, so that when deputies have a professional and moral obligation to arrest someone, they can take the person into custody as peacefully and safely as possible.
2. Utilize Police2Peace partner-organization Atlas Bodycam System footage management tool with the existing body camera system to generate prescription fixes for future officer performance errors which the Sheriff's Office can use to pinpoint using training to correct, so that future incidents are reduced or eliminated entirely.
3. Review implicit bias training options for command staff, supervisors and deputies to facilitate a movement toward diminishing bias, with the understanding that this can further community relationships. This can be done by conducting self-evaluation for implicit bias utilizing the Implicit Association Test (IAT), and for command staff and supervisors, formal implicit bias training programs are available.
4. The Sheriff's Office should hold community meetings to share what the role of the Sheriff is, the policies of the Office, and explain the implications of those policies for community safety.
5. Elizabeth City Pasquotank School District in conjunction with the Sheriff's Office should perform a review of school policies and practices for both middle and high schools, and promote early intervention strategies that minimize the involvement of youth in the criminal justice system.

Community ideas:

1. Open up a local facility where the homeless can shower and go during bad weather.

Lack of Communication

Participants reported feeling a lack of communication on the part of County leadership. Participant examples of this theme included that the Sheriff was perceived to be absent from public light after the shooting, which gave room for the community to develop its own scenarios about why this absence was occurring.

Examples of comments include that the Sheriff used to come out and speak with the people and that all changed after the shooting and that the Sheriff no longer, “comes out in public much.” And some confusion remains about why the Sheriff’s Office has not released the bodycam footage of the shooting nearly one year later, along with questions about the Sheriff’s Office policy of not shooting at moving vehicles that didn't seem to be followed by the deputies during the shooting. Community questions also remain around the presence of the Confederate monument, which has not yet been scheduled for its move due to the existing court order preventing the relocation of the statue.

“I want to see the tapes (of the shooting) revealed so that I can know whether Andrew was in the wrong, but because no one is showing me this, I conclude that the Sheriff’s Office has something to hide. But I would be satisfied if I saw the tapes myself.”

Andrew Brown Jr.



Recommendation: Sheriff's Office engage with community members by participating with the community and seeking other ways to communicate.

Police2Peace recommendations:

1. CAC should provide regular, public updates on its work, progress in meetings and/or a website so that regular communication occurs between it and community members, and actively engage community members to ensure crime-reducing approaches mitigate unintended consequences and harm to the community.
2. The Sheriff's Office should issue a monthly newsletter, update on a panel on the website, make regular social media posts or appear on a local radio show to provide updates on work it is doing in the community.
3. The Sheriff's Office should review the complaint process so that it provides complainants with a response disposition/findings, concentrating on what response community members receive after filing a complaint. If this is already being done, then taking follow on steps such as: making a personal phone call to the community members X days after the complaint to give them a status; sending an email to the community member with the status; and sending a notification of some kind that it has been resolved, if it has. Further consider implementing a process of sheriff/community mediation, whereby community members have the opportunity to meet with the named officer and have the specifics of their complaint addressed through a guided mediated session with a professional, locally sourced mediator.
4. County or Sheriff's Office should introduce a community feedback loop in the form of a specially branded website designed to collect feedback that is channeled directly to the Sheriff's Office or designates for a response.

Community idea: Monthly citizen meetings or get-togethers with the Sheriff's Office.

“The City Council and County Commissioners need to work together.”

Lack of Effective Leadership

Some community members expressed frustration with what they perceived as a lack of effective leadership in the aftermath of the shooting. This perception was reported both as related to the Sheriff’s Office and the local government response after the shooting. Comments included that the curfew imposed by the Elizabeth City Mayor after the shooting divided the community during a time of crisis, and public officials seemed to be afraid to make public statements out of concern they may be misinterpreted. Perceptions that a promise made to the community was broken were captured in the statements which community members said about a shooting incident occurring in Pasquotank like they had seen in other cities around the nation, and that if one happened “here” it would be handled differently.

Recommendation: Employ the CAC to develop a set of Police and Community Trust (PACT) Agreements.

Police2Peace recommendations:

In a post-Ferguson/Floyd era necessitating greater cooperation between the community and law enforcement, creating a PACT would have the effect of increasing the skills and abilities of both law enforcement and local community partners alike to diminish biases, gain an understanding of the various factors driving tensions (including historical context and changing neighborhood conditions), formalizing understandings through “Living Agreements,” and creating outlets to resolve differences or disputes through community mediation. Developing a jointly crafted community safety plan would start as a collaboration of the CAC and the community and focus on the specific needs as identified by that community coupled with the expertise offered by law enforcement. Once an agreement is drafted, then periodic check-ins and updates should be scheduled. If there is a breakdown in any parts of the agreement, mediation should be used to gain clarity and understanding.

Community ideas:

1. Bring back the community watch groups who were in place years ago. We would like to see that again.
2. Have the CAC review the role of the SROs which are in the schools and seek parental input.

“Shootings every day here and people don’t talk to police anymore.”

Erosion of Public Trust

Participants expressed feeling a loss of trust in public institutions, both as a result of the shooting and its aftermath and the gun violence and weapons-related incidents with school children which occurred later on. There were many reasons for this erosion of public trust including that when a police-involved shooting occurred in Pasquotank; the local government and Sheriff’s Office didn’t respond differently or better than other cities responded; and that communication by the local government and the Sheriff’s Office was lacking around the time of the shooting and afterwards. All of this contributed to perceptions that the local government and the Sheriff’s Office were not responsive to the needs of the community.

Recommendation: Continue listening opportunities with the community and allocate local resources to implementation of the Listening Sessions and the resulting recommendations.

Police2Peace recommendations:

1. Implement the Peace Officer Framework within the Sheriff’s Office to include placing decals on new patrol vehicles beginning in July 2022, and undertaking uniform patches with PEACE OFFICER markings on them.

2. Continue to hold dialogues with people of diverse backgrounds - including people with racial, socioeconomic, age, and professional diversity. Recruit educators and young people to participate.
3. Leave Pasquotank Peace Initiative website up to become a community forum managed by the CAC.
4. Leave the conversation platform up for 6 months to become a community led outlet for continued conversations.
5. Continue to administer the community surveys in order to gauge community members feelings about the current state of public safety, give community members the opportunity to fully share their perspectives, and gauge community members' overall level of satisfaction with the County all of which may inform future actions which the CAC may take.
6. Publicize the terms of the CAC and how it plans to meet the community's needs, including making a short documentary video about its work and the community.

Community ideas:

Sheriff's deputies say 'hello' in the store to break down the barriers.

Larger Context of Pasquotank County

“Diversity may be based on color and gender, but divides exist between economic classes.”

Community members acknowledged that Pasquotank County is racially and socioeconomically segregated/ divided. They described that oftentimes Black and white community members live in separate neighborhoods, have few opportunities to interact, do not frequent the same public places and don't socialize. Comments include that divides along racial lines go deeper than the shooting and extend back longer than the tenure of the Sheriff, that the shooting brought deep-seated racial divides to the surface, and feelings that the community dynamic is “whites to whites, black to blacks”.

Recommendation: Create constructive and collaborative spaces designed specifically to talk about race and other divides.

Police2Peace recommendations:

1. Hold conversations at the library or a safe public space which are periodic and ongoing such as the organization by the County of a book/movie club that takes in content and then discusses it. This would facilitate both education and discussion about difficult topics and perspectives without having to represent them. This could also be blended with the first suggestion.
2. Create opportunities with the youth so they have activities to engage them.
3. The CAC should establish itself as actively engaged with the community so that public safety responses to issues seem more actively addressed.

Community idea:

Resume or establish youth and community centers, teen dances on weekends, group instruction like teaching youth how to cook.

FINDINGS AND RECOMMENDATIONS

Select Quotes from Sessions

“We all want the same things, we just don’t know how to go about it.”

“This initiative is a breath of fresh air... a light (and not a train) at the end of the tunnel.”

“The way things have gone on in this country, 8-10 years bottled up until the top exploded off.”

“We want our community to regain that trust.”

“I need to be friendly, if we’re going to be in the same room, on a personal individual level, if we can't do that ... “

“The media is going to make this George Floyd, and it’s not.”

“If they are serious about this, there is still an opportunity for them to listen.”

Select Quotes from Sessions, cont'd

“Whole point of the protests was so we could open up the world to have these conversations.”

“Why are we not communicating with people different from ourselves?”

“The police didn’t sign up for everything they are faced with.”

“Nothing is ever going to change”

“We cannot move forward as long as those officers are still there.”

“Seeing that monument is like a slap in the face.”

Select Quotes from Sessions, cont'd

"People are tired of protesters; protesters are tired of protesting."

"Do not talk about peace while you are still suppressing people."

"They need to get rid of the guy who killed Andrew Brown. There is no program that will fix this wrong."

"Since the Andrew Brown situation, the integrity of the justice system in Elizabeth City is at stake."

"A lot of us were forced to look at things about us. Whether in trouble, blacks have a different experience."

"If the Sheriff is unsympathetic to the community, you have no hope of police departments [deputies] helping."

FINDINGS AND RECOMMENDATIONS

Select Quotes from Sessions, cont'd

"If you want to mend relationships, you have to show the community."

"When people see things like this happen, they begin to feel they have no value."

"Discussions have happened and things go back to the same place. Plenty of talks without progress."

"People in law enforcement need to be models for the community."

"Communicate and meet law enforcement half-way. We have a responsibility as citizens to attempt to obey the laws."

"Have to try to come together and act to change."

"I love our community so much. We can heal it."

CONCLUSION

Conclusion

This report and the work of the Pasquotank Peace Initiative were not intended to be an academic study, but rather to deliver a slice of communities' voices on public safety and how they want to be served by local police agencies. In holding these sessions, Police2Peace collected community member's views so that they could be included here. Next steps have been recommended for leaders to put into action as well as inform policy and procedures going forward. Putting the recommendations best suited to the community and most likely to bring about change are the way to tangibly connect the findings in this report to peace in the community. Police2Peace remains committed to assist the County, the Sheriff's Office, the CAC and the community in putting the selected recommendations into place.



Example of Post Session Survey Results

APPENDIX

Best Practices

Below is a collection of best practices and guidance from law enforcement practitioners in the field on three critical areas in modern policing as they may apply to Pasquotank County, the Sheriff's Office and the community. They reflect the [President's Task Force on 21st Century Policing](#), and have been tailored for Pasquotank County:

1. County government

Create listening opportunities with the community.

Allocate government resources to implementation.

Conduct community surveys on attitudes toward policing, and publish the results.

Define the terms of civilian oversight to meet the community's needs.

Recognize and address holistically the root causes of community division and dissatisfaction with local government and the police.

2. Sheriff's Office

Review and update policies, training, and data collection on use of force, and engage community members and police labor unions in the process.

Increase transparency of data, policies and procedures.

Call on the North Carolina Sheriffs Education and Training Standards Commission and the Criminal Justice Education & Training Standards Commission to implement all levels of training.

Examine hiring practices and ways to involve the community in recruiting.

Ensure officers have access to the tools they need to keep them safe.

Adopt policies, and create organizational alignment around these policies which:

1. Requires De-Escalation
2. Has Use of Force Policy
3. Bans Chokeholds and Strangle holds
4. Requires Warning Before Shooting
5. Restricts Shooting at Moving Vehicles
6. Requires Exhausting All Other Means Before Shooting
7. Requires a Duty to Intervene
8. Requires Comprehensive Reporting
9. Issue an organizational statement affirming the sanctity of human life

3. Community

Engage with local law enforcement; participate in meetings, surveys and other activities.

Participate in problem-solving efforts to reduce crime and improve quality of life.

Work with local law enforcement to ensure crime-reducing resources and tactics are being deployed that mitigate unintended consequences.

Call on state legislators to ensure that the legal framework does not impede accountability for law enforcement.

Review school policies and practices, and advocate for early intervention strategies that minimize the involvement of youth in the criminal justice system.

Theory of Change

The theory of change used as a frame for Police2Peace's recommendations is based on James Lange's theory of emotion. Lange stated that emotional behavior precedes emotional experience (James, 1890). Essentially, behavior drives emotional experience, if you smile you will become happy, if you cry you will become sad. This also applies at a community and organizational level when thinking about the change process and impacting culture. According to Schein, culture can be seen as "the way we do things" and is comprised of artifacts, espoused beliefs, and assumptions (Schein, 2004). Artifacts are the things that are seen, espoused beliefs are the things that are said, and assumptions are unstated values that influence behavior. While each of these elements is central to defining culture, they are buttressed by values, attitudes, and behavior. When seeking to shift culture, moving from hardest to change to easiest, the order would start with values, followed by attitudes, and then behavior (Burke, 2014). The easiest to change then is behavior, and as Lange's theory posits, an emotional experience will follow. As such, our recommendations are positioned as experiential actions that seek to change behavior. Through this change, new ways of thinking, doing, and feeling can be developed and adopted as habits. As an outgrowth, additional insights and relationships can emerge that might find unity in shared values and common goals.