Upstream Violence Prevention: The Role of Extreme Risk Protection Orders in Mitigating Gun Violence

Co-hosted by FTAP and AEquitas IPS







Presented by members of the Domestic Violence Firearms Enforcement Unit of the King County, WA Prosecuting Attorney's Office and researchers from the Johns Hopkins Center for Gun Violence Solutions

Disclaimers:

- ► This project was supported by 2016-TA-AX-K043 awarded by the Office on Violence Against Women, U.S. Department of Justice. The opinions, findings, conclusions, and recommendations expressed in this document are those of the authors and do not necessarily reflect the views of the U.S. Department of Justice, Office on Violence Against Women.
- ► This project was also supported by Grant No. 2020-YX-BX-K001 awarded by the Bureau of Justice Assistance. The Bureau of Justice Assistance is a component of the Department of Justice's Office of Justice Programs, which also includes the Bureau of Justice Statistics, the National Institute of Justice, the Office of Juvenile Justice and Delinquency Prevention, the Office for Victims of Crime, and the SMART Office. Points of view or opinions in this document are those of the author and do not necessarily represent the official position or policies of the U.S. Department of Justice.

Learning Objectives

As a result of this presentation, participants will be better able to:

- ► Understand the purpose and scope of extreme risk protective orders
- Incorporate extreme risk protective orders into existing protective order practice

Extreme Risk Protection Orders (ERPO)

- Dr. Shannon Frattaroli, PhD, MPH
- Lisa Geller, MPH



Agenda

- Overview of ERPOs
- Discussion of ERPO research
- Implementation Strategies
- Q&A





Overview of ERPOs - 1

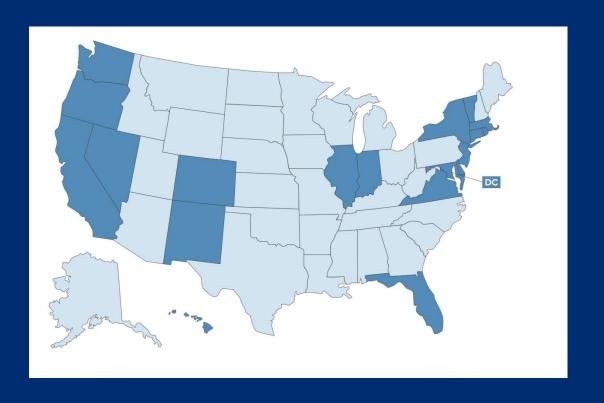
- ERPOs are civil orders modeled off of domestic violence protection orders
- ERPO petitioners always include law enforcement, can include others such as family/household members, intimate partners, and healthcare providers
- ERPOs solely address access to firearms
- There are usually two types of ERPOs:
 - Ex parte, or temporary orders, that usually last up to two weeks
 - Final orders that usually last up to a year





Overview of ERPOs - 2

- California passed the first modern-day extreme risk law (called a gun violence restraining order or GVRO) in 2014
- As of September
 2022, 19 states and
 DC have extreme risk
 laws





Overview of ERPOs - 3

When deciding whether to issue an ERPO, courts should consider evidence-based criteria, **not a mental health diagnosis**, and whether the risk of violence is imminent. The evidence a judge may consider when issuing an order for firearm removal varies among states. It generally includes, but is not limited to:

- Recent acts or threats of violence towards self or others.
- History of threatening or dangerous behavior.
- History of, or current, risky alcohol or controlled substance use.
- Recent violation of a domestic violence protective order.
- Unlawful or reckless use, display, or brandishing of a firearm.
- Cruelty to animals.



Who is an Extreme Risk Protective Order filed against?

A person who poses an immediate and present danger of causing personal injury to self or others by having firearms. The person who is alleged to be a danger is called the respondent.

5. Relevant evidence

Factors demonstrating possible risk include:

- alarming behavior and statements;
- unlawful firearm possession;
- reckless or negligent firearm use;
- violence or threats of violence to self or others;
- violating peace or protective orders;
- drug and/or alcohol abuse; and/or
- information contained in health records.

An Extreme Risk Protective Order can be filed against a minor.

Maryland District Court ERPO information.
Available: https://mdcourts.gov/district/ERPO

nc	onstrates the Respondent:
	was involved in a recent act or threat of violence against themselves or others;
	engaged in an act or threat of violence, including but not limited to acts or threats of violence against themselves, within the past 12 months;
	may be seriously mentally ill or may have recurring mental health issues;
	has violated a risk protection order or no contact order issued under section(s) 741.30, 784.046, or 784.0485, Florida Statutes;
	is the subject of a previous or existing risk protection order;
	has violated a previous or existing risk protection order;
	has been convicted of, had adjudication withheld on, or pled <i>nolo contendere</i> in Florida or in any other state to a crime that constitutes domestic violence as defined in s. 741.28, Florida Statutes;
	has used, or threatened to use, against themselves or others, any weapons;
	has unlawfully or recklessly used, displayed, or brandished a firearm;
	has used, or threatened to use on a recurring basis, physical force against another person or has stalked another person;
	has been arrested for, convicted of, had adjudication withheld, or pled <i>nolo</i> contendere to a crime involving violence or a threat of violence in Florida or in any other state;
į	has abused or is abusing controlled substances or alcohol;
	has recently acquired firearms or ammunition;
	is required to possess firearm(s) and/or ammunition in the scope and duties of their occupation;
	has been the subject of proceedings under the Baker Act or Marchman Act;
	other (Additional relevant information may be included as attached exhibits. This may include reports or conclusions from a threat assessment team.).

Florida risk protection order petition. Available: https://www.flcourts.org/content/download/428513/file/petition-for-risk-protection-order.pdf



ERPO Research



ERPO Use in Select States: Some Numbers

California (January 1, 2016, to December 31, 2019)

1,094 respondents to GVROs, 725 orders served

Washington state (December 8, 2016 - May 10, 2019)

238 orders filed

Colorado (January 2020 - December 2020)

66 temporary orders, 49 364-day orders

Virginia (July 2020 - June 2021)

129 emergency risk orders, 73 final orders

Maryland (October 2018-September 2021)

Approximately 1500 orders files

Reminder: State ERPO Laws are Similar, Not the Same

One nuance to note among the 19 states and DC

Authorized petitioners:

Law enforcement

Family and partners

Household members

Clinicians

School administrators

Employers and coworkers



Promising Evidence: ERPO and Suicide

Hypothesis Testing: Do ERPO laws result in less gun violence?

- Few studies based on CT and IN
- ► Promising evidence suggesting some suicide deaths prevented

Descriptive: How are ERPO laws being implemented?

- ► Increasing number of studies on CA, CO, CT, MD, OR, WA
- ► Great variation among and within states with regard to uptake
- ► Petitioners are almost always law enforcement (except for MD)
- ► ERPO is used in response to threats of self harm and/or violence against others
- ► Evidence of ERPO being used in response to mass shooting threats

Coming Soon: 6 State analysis of ERPO petitions

A Comment on ERPO Petition Content...



Equity Considerations: An Ongoing Discussion; Emerging Evidence



Preventive Medicine

Extreme risk protection orders, race/ethnicity, and equity: Evidence from California

V.A. Pear a,b,*,1, J.P. Schleimer a,b,1, A.J. Aubel a,b, S. Buggs a,b, C.E. Knoepke c,d, R. Pallin a,b, A.B. Shev a,b, E. Tomsich a,b, G.J. Wintemute a,b, N. Kravitz-Wirtz a,b

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⁴ Adult and Child Center for Outcomes Research and Deltvery Science, University of Colorado School of Medicine, Aurora, CO, USA

Extreme risk protection orders (EEPOs) provide a civil mechanism to temporarily remove firearm access from individuals as high risk of haming themselves or others. Evidence and theory suggest that EEPOs can prevent fearmen related haming, but the pulcy is impact, and the provided of the contract of th breating and region representations in conformal reasonable regions are developed to the development of the property of the pr

nonfatal injuries in the United States in 2020, (Web-based injury statis-tics query and reporting system, 2005) The social construction of racial to examine firearm violence prevention policies and their use through a hierarchies as a tool for oppression has created stark racial/ethnic in-equities in the burden of firearm-related harm. Black boys and men are >10 times as likely to die by firearm homicide as their white peers.(Webbased injury statistics query and reporting system, 2005) and suicide rates are increasing more rapidly among Black youth than among other the population of new firearm owners, along with pandemic-related individuals at high risk of harming themselves or others with a firearm.

tions for safety have contributed to increased firearm violence risk, with Firearm violence resulted in nearly 45,000 deaths and many more onfatal injuries in the United States in 2020. (Web-based injury statis-

racial equity lens.

Extreme risk protection orders (ERPOs)—called gun violence restraining orders (GVROs) in California or, colloquially, "red flag" young people.(Bray et al., 2021; Lindsey et al., 2019) The spike in firearm purchasing during the coronavirus pandemic, which diversified civil restraining orders that temporarily prevent firearm access from

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 O Gert authors

ERPO in Clinical Settings



Clinicians as ERPO Petitioners - 1

Maryland: Medical Professionals

physician, psychologist, clinical social worker, licensed clinical professional counselor, clinical nurse specialist in psychiatric and mental health nursing, psychiatric nurse practitioner, licensed clinical marriage or family therapist, or health officer or designee of a health officer who has examined the individual

District of Columbia: Mental Health Professionals

physician; psychologist; licensed social worker; professional marriage, family, or child counselor; rape crisis or sexual abuse counselor who is supervised by one of the authorized clinicians; licensed professional psychiatric nurse

Hawaii: Medical Professionals

> physician, psychologist, advanced practice registered nurse

Clinicians as ERPO Petitioners - 2

Connecticut: Medical Professionals

physician, physician assistant, advance practice registered nurse, psychologist, clinical social worker

New York

physician, psychologist, registered nurse, certified clinical nurse specialist, certified nurse practitioner, registered professional nurse, licensed clinical social worker, licensed clinical marriage and family therapist, licensed master social worker or licensed mental health counselor who has treated the respondent in the 6 months immediately preceding the ERPO petition

Survey Findings: One Hospital in Maryland

- ➤ 92 responded of 353 invited (26% response rate)
- ➤ One respondent reported filing an ERPO
- ► Low knowledge of ERPO
- ► Frequent encounters with potentially eligible patients
- ► More than half expressed a willingness to use ERPO

	Decreased as to No. 10/2					
	Respondents, No. (%)					
Question	Emergency Medicine (n = 26)	Pediatrics (n = 16)	Psychiatry (n = 50)	Total (N = 92)		
How familiar are you with ERPOs?						
Very familiar	2 (7.7)	0	2 (4.0)	4 (4.3)		
Somewhat familiar	1 (3.8)	0	5 (10.0)	6 (6.5)		
A little familiar	3 (11.5)	3 (18.8)	10 (20.0)	16 (17.4)		
Not at all familiar	20 (76.9)	13 (81.3)	33 (66.0)	66 (71.7)		
How often do you estimate you encounter a patient at extreme risk of violence or suicide who you would consider for an ERPO?						
Daily	3 (11.5)	0	0	3 (3.3)		
Weekly	9 (34.6)	0	2 (4.0)	11 (12.0)		
Monthly	6 (23.1)	2 (12.5)	10 (20.0)	18 (19.6)		
A few times per year	8 (30.8)	11 (68.8)	34 (68.0)	53 (57.6)		
Never	0	3 (18.8)	4 (8.0)	7 (7.6)		
How likely would you be to file a petition against a patient at extreme risk of violence or suicide?						
Very likely	4 (15.4)	1 (6.3)	10 (20.0)	15 (16.3)		
Somewhat likely	13 (50.0)	6 (37.5)	21 (42.0)	40 (43.5)		
Somewhat unlikely	5 (19.2)	6 (37.5)	14 (28.0)	25 (27.2)		
Very unlikely	4 (15.4)	3 (18.8)	5 (10.0)	12 (13.0)		

Survey Findings: One Hospital in Maryland

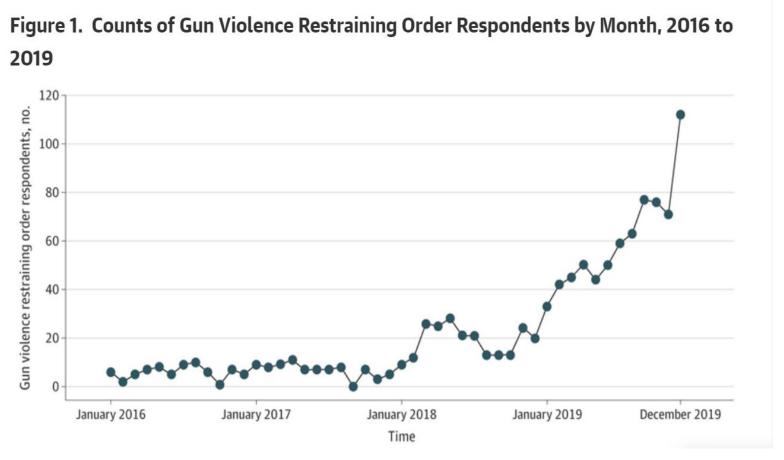
	Respondents, No. (%)				
Question	Emergency Medicine (n = 26)	Pediatrics (n = 16)	Psychiatry (n = 50)	Total (N = 92)	
What barrier(s) prevent you from being able to file an ERPO petition? Check all that apply. ^a					
Not enough time to complete paperwork	20 (76.9)	11 (68.8)	26 (53.1)	57 (62.6)	
Not enough time to attend hearing at courthouse	23 (88.5)	11 (68.8)	30 (61.2)	64 (70.3)	
Not a billable service	3 (11.5)	1 (6.3)	6 (12.2)	9 (9.9)	
It may negatively affect my relationship with the patient	3 (11.5)	7 (43.8)	26 (53.1)	36 (39.6)	
I don't think clinical providers should file ERPO petitions	1 (3.8)	3 (18.8)	2 (4.1)	6 (6.6)	
Other	9 (34.6)	6 (37.5)	17 (34.7)	32 (35.2)	
What tool(s) would help you file an ERPO petition? Check all that apply.					
Training on ERPO	22 (84.6)	16 (100.0)	41 (82.0)	79 (85.9)	
Consultation with legal expert	19 (73.1)	10 (62.5)	30 (60.0)	59 (64.1)	
A trained coordinator to complete and follow through the petition	25 (96.2)	15 (93.8)	40 (80.0)	80 (87.0)	
Remote court hearings (ie, can join by phone)	21 (80.8)	8 (50.0)	39 (78.0)	68 (73.9)	
Other	3 (11.5)	1 (6.3)	2 (4.0)	6 (6.5)	

- ► Time cited as the major barrier to ERPO use; some concerns about impact on relationship with patients
- ➤ Strategies for addressing barriers identified
 - ► A designated clinical coordinator to file petitions and testify in court
 - ► ERPO training
 - ► Legal consult
 - ► Remote testimony option

Implementation Matters!



Increased use of Extreme Risk Laws in California



Pallin R, Schleimer JP, Pear VA, Wintemute GJ. Assessment of Extreme Risk Protection Order Use in California From 2016 to 2019. JAMA Netw Open. 2020;3(6):e207735. doi:10.1001/jamanetworkopen.2020.7735

Reflections on the ERPO Experience to Date

- ► Among the states
 - ► Great variation among and within the states with regard to uptake
 - ► Petitioners are almost always law enforcement (except in Maryland); clinicians are rarely petitioners but do initiate LE contact that leads to ERPO
 - ▶ Descriptive studies to date Evidence of ERPO being used in response to mass shooting threats, suicide, and interpersonal violence
 - ► Implementation tends to be at the local level, associated with champions who build the infrastructure
 - ► Implementation models are present in localities across the states
 - Opportunity with the Bipartisan Community Safety Law

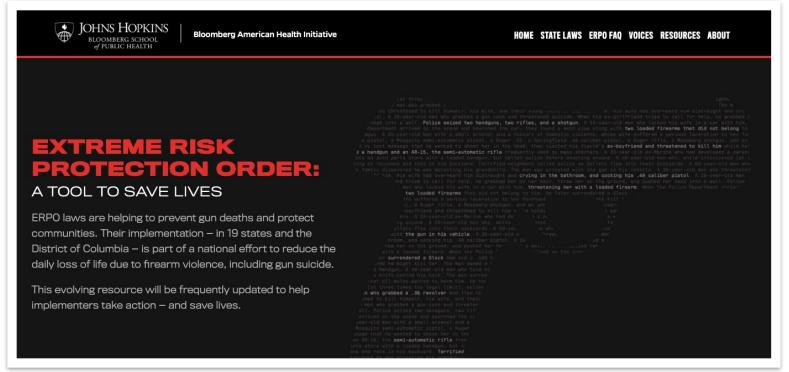
ERPO Implementation

Successful ERPO implementation must include...

- 1. Awareness
- 2. Outreach Efforts
- 3. Training
- 4. Compliance and Enforcement
- 5. Working Groups
- 6. Enforcement Units
- 7. Funding
- 8. Evaluation
- 9. Data sharing



Additional Information



Search: Implement ERPO AND Bloomberg American Health Initiative

The Regional DV Firearms Enforcement Unit



Introductions

Regional Domestic Violence Firearms Enforcement Unit

- Alyssa Shaw (she/her), MSW, Extreme Risk Protection Order Advocate
 - Seattle City Attorney's Office
- Kimberly Wyatt (she/her), JD, Senior Deputy Prosecuting Attorney
 - King County Prosecuting Attorney's Office
- Shaya Calvo (he/him), JD, Senior Deputy Prosecuting Attorney
 - King County Prosecuting Attorney's Office

Regional **Domestic Violence Firearms Enforcement** Unit

- Collaboration with 4 main partners:
 - King County Prosecuting Attorney's Office
 - Seattle City Attorney's Office
 - King County Sheriff's Office
 - Seattle Police Department

Goal: Prevention and Harm Reduction

Homicide

Suicide

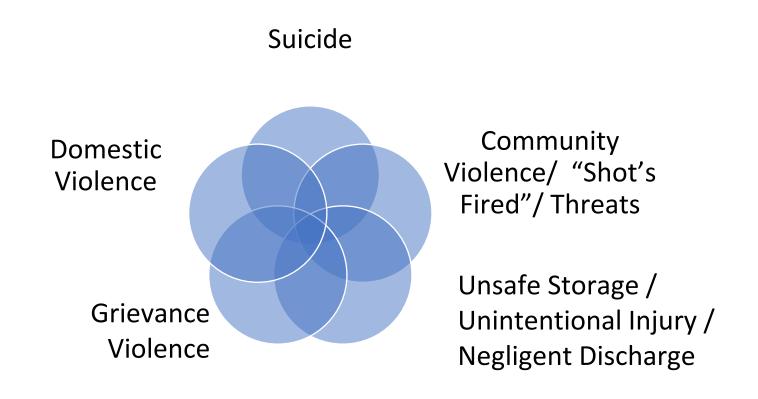
Officer Fatalities

Community
Violence / Mass
Shootings

Mission

 To reduce gun violence and increase victim and community safety through regional collaboration and proactive enforcement of firearms laws.

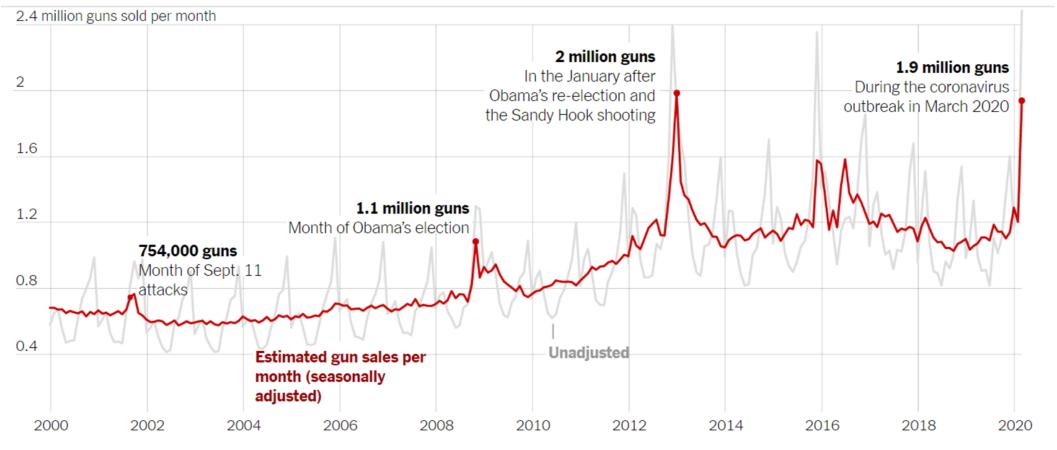
Intersectionality of Firearm Violence



COVID-19 and Guns

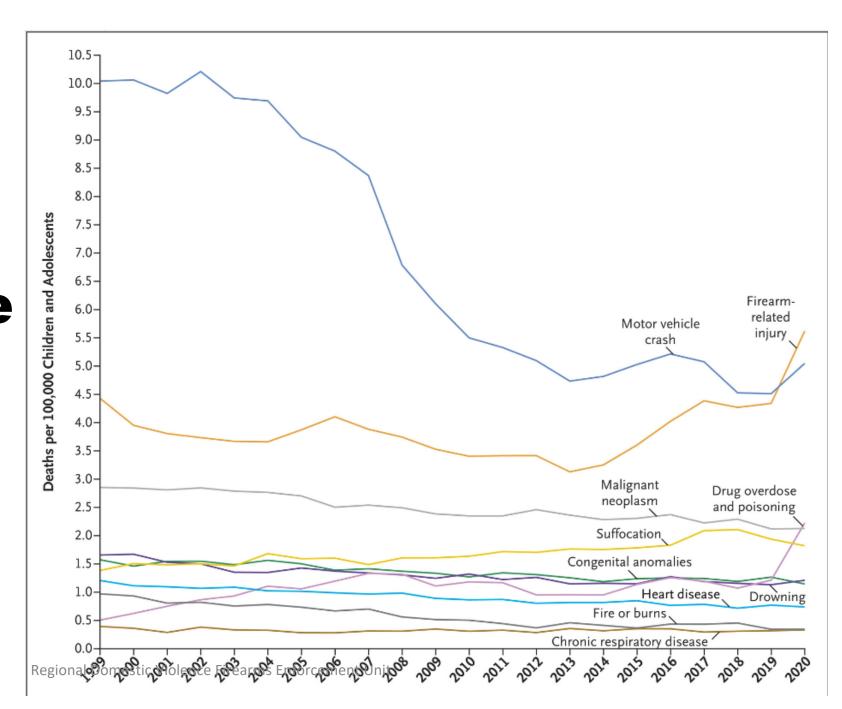


SUBSCRIBE



Americans bought about two million guns in March, according to a New York Times analysis of federal data. It was the second-busiest

CDC data shows firearms the leading cause of death for children for the first time in 2020



Parkland, Florida



Extreme Risk Protection Order

A civil court order that temporarily prevents individuals who are at a high risk of harming themselves or others from accessing firearms & concealed pistol license (CPL)

Preventing Future Gun Violence

ERPO is a tool to allow families and law enforcement to prevent harm, rather than wait until a crisis escalates to a tragedy

Extreme Risk Protection Order (ERPO)



Enacted by citizen's initiative, December 2016, RCW 7.105



4th State to have an ERPO law

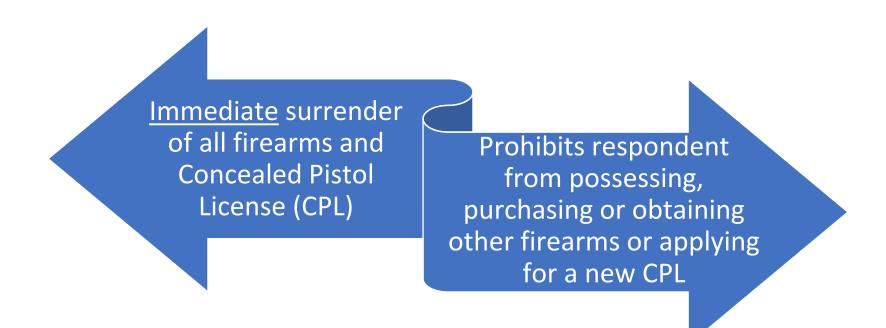


Only a handful of ERPOs filed statewide (from 2016-2018)



Temporary ERPO — up to 14 days and the full ERPO 1 year (renewable)

ERPOs Offer <u>Two</u> Prongs of Relief



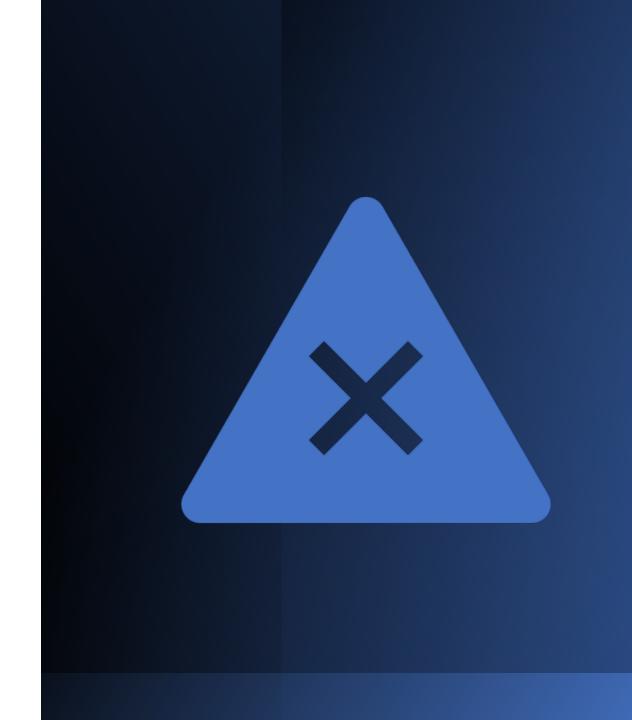
Who May File for an ERPO

Law Enforcement

or

- Family or household member
 - Persons related by blood, marriage or adoption to the respondent
 - Dating partners of the respondent
 - Child in common with the respondent
 - Roommate within the last year
 - Biological or legal parent-child relationship (stepparents/ grandparents/ grandchildren
 - Legal guardians

Laws Do Not Implement Themselves



Need for ERPO Education

- Increase public awareness of ERPO as a tool
 - Families
 - Law enforcement



Early Challenges

Education and Training

Standing for Prosecutors

Data/Stats

Search warrant templates



AUG 2 4 2018

SUPERIOR COURT CLERK
BY Dawn Tubbs
DEPUTY

SUPERIOR COURT OF WASHINGTON FOR KING COUNTY

IN RE THE MATTER OF:

AMICUS APPEARANCE OF THE KING
COUNTY PROSECUTING ATTORNEY'S
OFFICE IN FIREARM PROTECTION ORDER
MATTERS

No. 18.2-12050-1 SEA

MOTION FOR GENERAL ORDER TO APPEAR AS AMICUS CURIAE AT FIREARM COMPLIANCE REVIEW CALENDAR AND EXTREME RISK PROTECTION ORDER CALENDAR

. MOTION

The King County Prosecutor's Office ("KCPAO") hereby moves for a general order permitting the prosecutor's office to participate as amicus curiae (1) at the firearms compliance review calendar, and (2) at the extreme risk protection order calendar. As amicus, KCPAO will endeavor to provide the court with relevant factual information and its legal analysis regarding 1) compliance review hearings under RCW Ch. 9.41, and 2) Extreme Risk Protection Order matters.

II. <u>INTEREST OF KCPAO</u>

Under RCW 36.27.020(11), county prosecutors have a duty to "[s]eek to reform and Regional Domestic Violence Firearms Enforcement Unit improve the administration of criminal justice and stimulate efforts to remedy inadequacies or

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ERPO Case Types

- Threats of self-harm
- Threats to others
- Threats to self and others

Different Uses of ERPO

- Cases of suicidal ideation- self-harm
- Crisis related behaviors
- Threats to others
 - Grievance violence
 - Workplace threats
 - School threats
 - Threats of mass violence

Case Examples: Threats to Others

- Law enforcement filed an ERPO in conjunction with a criminal case on an individual who identified as a sovereign citizen, made comments to law enforcement about wanting to shoot innocent people and kill law enforcement.
- Law enforcement filed an ERPO against an airport employee who made threats to have a massacre at the airport and to shut the airport down.

Washington state home to one of the largest cells of notorious white supremacist groups

Seattle Times

Atomwaffen Division



Seattle Police v. Kaleb Cole



Law enforcement officials say they obtained this image from Kaleb Cole's cell phone. Cole appears on the left. Police say he is a self-proclaimed member of a neo-Nazi group called Atomwaffen Division.

Regional Domestic Violence Firearms Enforcement Unit

Guns recovered during service of the Temporary ERPO Order



"One ticket for Joker please"



Case Examples: Threats to Others

Threats to the workplace:

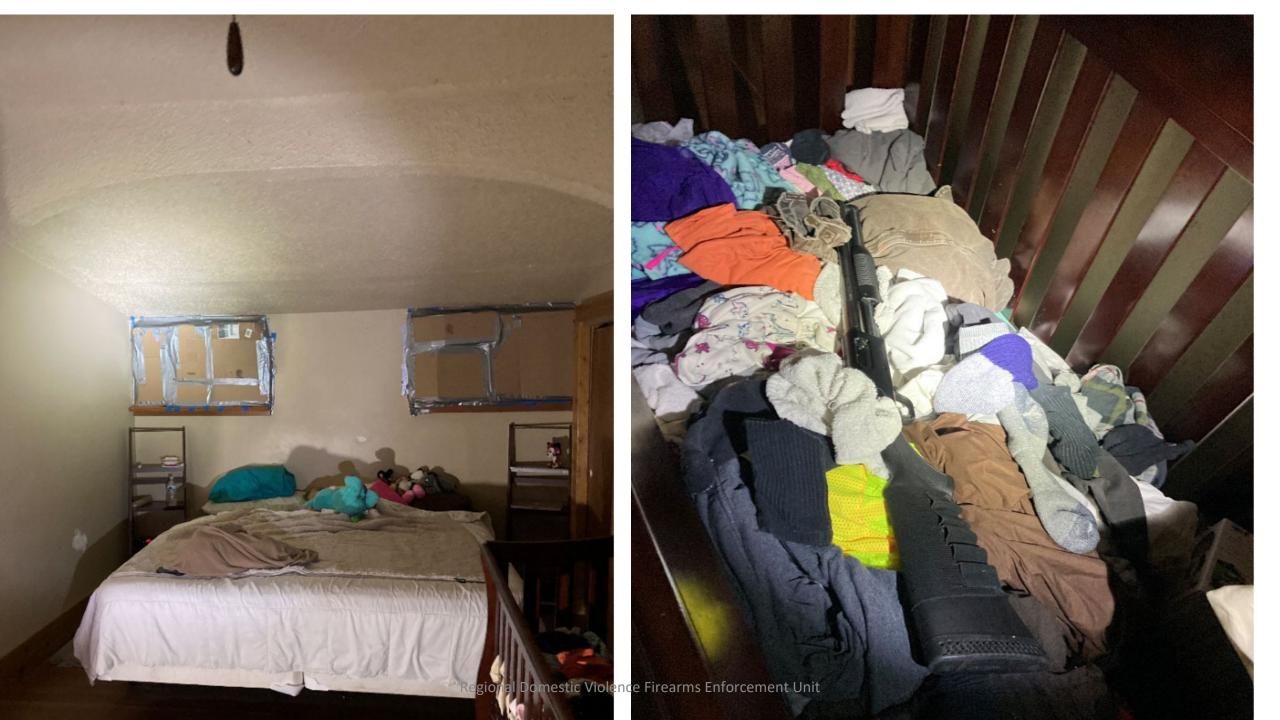
- Respondent was in the process of termination from his employer. He posted online threats to kill his supervisors. ERPO used to intercept his pending firearm sale.
- Law enforcement filed an ERPO against a respondent who was employed at Amazon Fresh. He was making references to a mass shooting, had access to firearms, and made references to domestic terrorism.

Case Examples: ERPO and Threats of Self-Harm

- Parents called 911 when their adult son put a firearm to his head and threatened to kill himself. Law enforcement responded and secured the firearms in the home.
- Family member reached out to our unit with concerns that their loved one was in the process of buying a firearm with the intent to kill themselves. Law enforcement filed an ERPO and were able to intercept the pending firearm sale.
- Young woman tried to take her life by slitting her wrists. Police arrived, helped remove bleeding woman from her house and transported her to hospital. Once police left residence, they realized the woman had a firearm. Firearm was removed and ERPO was used to keep it from woman who was in crisis. In Court woman's father thanked police, prosecutor and judge for saving his daughter's life.

Case Examples: ERPO and Crisis Behaviors

- Neighbors called 911 after they observe an individual that displayed dozens of firearms on his front lawn with firearm clips and ammunition. The firearms were displayed near a busy sidewalk where children were playing nearby.
- Respondent was experiencing paranoid and delusional behaviors. He believed that someone was breaking into the home. He discharged multiple rounds into the home- including shooting at the door.



Secret Service report "Averting Targeted School Violence" (2021)

- 96% of school violence perpetrators use firearms
 - 70% of these, the plotter had access to a family member's firearm in their home
 - 63% their access to a firearm was unimpeded
- 94% of attackers shared their intentions about carrying out the attack
 - 69% of those expressed intentions to friends, classmates, peers
 - classmates, peers
 19% expressed intention to adults (school employees, family, and other trusted adults)
 - 13% expressed to unknown recipient including online
- Threats indicating an intent to attack- 95% engaged in communications about plans to attack the school

School Threats and ERPO

Juvenile ERPO — to address access to firearms in the home

School Safety Summit

 Educate school officials on ERPO and firearms safe storage

Threat assessment

Points of contact

Family Resources





ADVOCACY REFERRALS

ERPO Advocate to Help **Families**

Alyssa Shaw: Alyssa.Shaw@seattle.gov

206-263-9696 (office) 707-681-5872 (cell)

ERPO@kingcounty.gov

Advocate can talk with families in crisis to see if an ERPO is an option

- Guide in the petitioning process for families
- Provide resources if needed

Practical Steps for a Case

- Review DVPO or ERPO petition (civil order), police report (criminal case)
- Run Washington state criminal history check
- Background information
 - Department of License- firearm purchase history (handguns and semi-automatic firearms)
 - **Firearm purchase history is not completely comprehensive and currently experiencing a backlog
 - Hunting and Fishing License
 - Previous protective orders/criminal case information regarding firearms
- Firearm interview
- Staff case with prosecutor
- Refer information to law enforcement for follow up/ service of order/ surrender of firearms
- Present relevant information to the court

Firearm Interview

Background Notes

Has the respondent ever threatened you with a firearm? How was the threat communicated – was it in person, via text, or via social media?

How long have you known/lived with the respondent? How familiar are you with the respondent's habits with regards to their firearm(s)?

Where do you believe the firearms are now?

When was the last time you saw the firearm(s) personally? Please describe:

To the best of your knowledge, how many/what types of firearm(s) do you think the respondent has access to? Do you know how/when they were purchased?

Who else could verify the location of the firearm(s)? [Name, Phone, Address, Relationship]

Does the respondent keep their firearm(s) in their car? Can you describe their car? License plate #?

Are you concerned that there are firearm(s) at the residence where the respondent is currently living? Do you know the name(s)/DOBs of the person/people with whom the respondent is residing?

Has the respondent ever pawned their firearm(s)? If so, do you know which pawn shop?

Is the respondent current or former military? If so, which branch? Who is their commanding officer?

Does the respondent hunt? When was the last time you know they went hunting?

Does the respondent go to shooting ranges? Target practice? Do you ever hear the respondent talk about these? If so, where and when?

Regional Domestic Violence Firearms Enforcement Unit

Does the respondent know how to make explosives? Do they have bomb-making material?

Are you aware of any photos on social media or other recent photos of the respondent with guns?

If yes, what is the respondent's Facebook username, twitter handle, etc. ... do you have photos or screenshots you could provide?

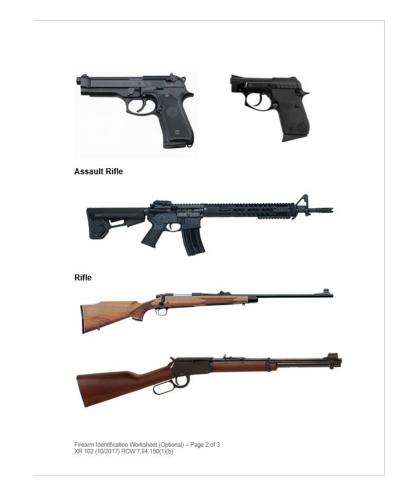
Do you have any concerns about the respondent's affiliation with any specific groups?

Has the respondent recently been suicidal? Are there any other mental health concerns? Has the respondent ever been on a mental health hold?

What is the respondent's attitude toward law enforcement?

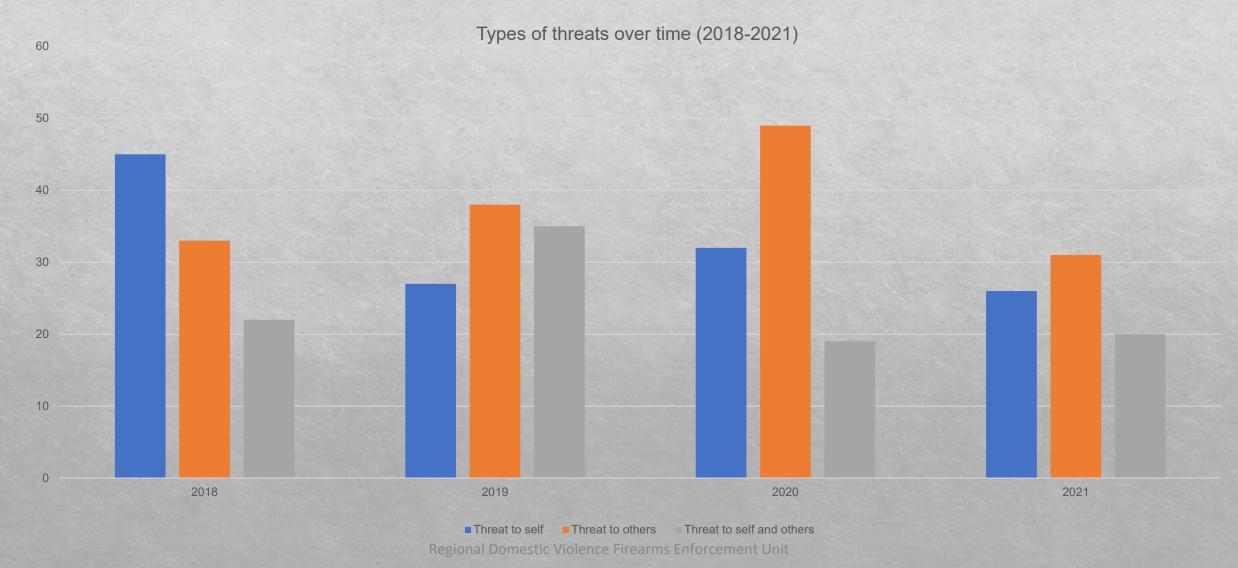
Firearms Identification Worksheet



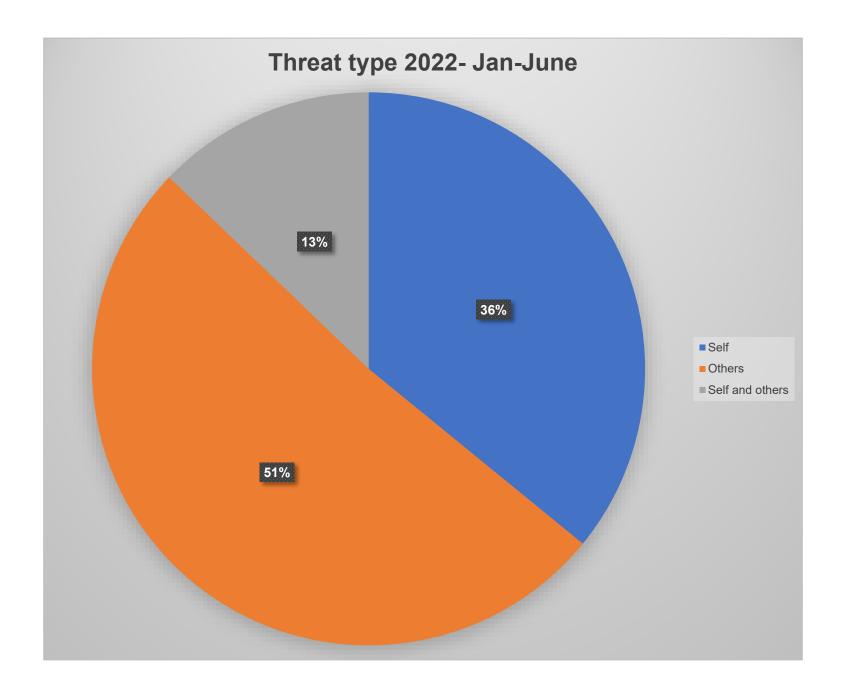




Types of Threats



2022 ERPO Case Types



Online Resources

• www.protectionorder.org

Law enforcement training

Model Policy (guidelines for law enforcement)

A Few Practice Tips

Dedicated ERPO email

- ERPO@kingcounty.gov
- SeaKing@kingcounty.gov

Prosecutors available 24/7

Keep data and stats

ERPO advocate for families and training

Collaborate with public health/ researchers to study ERPOs

Legislative fixes

Emerging Issues

Sealing of ERPOs

Ghost guns/ 3D printing firearms

Using ERPOs as a gap filler criminal cases

Going Forward

- ► Understand the purpose and scope of extreme risk protective orders
- ► Incorporate extreme risk protective orders into existing protective order practice

CONTACT INFORMATION

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Thank you!



