



## PREVENTION SUBCOMMITTEE

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**Mission Statement:** *The purpose of the Orange County Citizens Public Safety Task Force Prevention Committee is to research and recommend programs and policies for Orange County government to implement in order to reduce the incidence of gun violence and violent crime in Orange County.*

**Focus:** Data demonstrates that certain demographic groups in Orange County are more affected by violence than others. Therefore, the focus of the Prevention Committee's recommendations will be on at-risk (hereinafter referred to as at-promise) youth primarily between the ages of 13 and 25 residing in the following zip codes where the incidence of violent crime is highest (hereinafter referred to as the "target zip codes:" 32703, 32801, 32805, 32808, 32810, 32811, 32818, 32822 and 32839).

### Objectives:

- Respond to the causal factors with recommendations around prevention for implementation
- Review gunshot incidents, violent offenses, homicide and trauma. (Victims, perpetrators, etc.)
- Review Causal Factors: Poverty, housing, family, trauma and education
- Review existing outreach programs and levels of effectiveness

### Major Themes:

- Addressing Poverty and Family Economic Insecurity
- Ensuring Access to Effective Youth and Parenting Programs
- Reforming the Criminal Justice System
- Reducing Access to Guns
- Increasing Community Awareness of Issues/Programs
- Improving Overall Neighborhood Conditions

The Committee's recommendations are based on supporting data, including but not limited to, annual reports, Department of Juvenile Justice information, third party studies and arrest statistics. Likewise, the Committee recommends the implementation of these recommendations be based on an ongoing review of updated data and best practices.

Based on the above, the Committee generated the following seven recommendations, prioritized from #1 to #7:



# Orange County Citizens Safety Task Force Recommendations



- #1. Use a racial equity lens and trauma-informed approach to implement all Task Force recommendations.
- #2. Expand/enhance access to effective youth, and parenting, mental and behavioral health programs in the target zip codes.
- #3. Transform the criminal justice system to reduce disproportionate arrests and incarceration of Black youth.
- #4. Support economic development, reduce poverty and address family economic insecurity in the target zip codes.
- #5. Reduce access to illegal firearms.
- #6. Develop and implement a comprehensive plan to improve neighborhood livability in the target zip codes.
- #7. Communicate key issues and programs to the community.

The recommendations are described in detail below:

## ***Recommendation #1: Use a Racial Equity Lens and Trauma Informed Approach to Implement All Safety Task Force Recommendations***

**Context**<sup>1 2 3 4 5 6 7</sup>: The Prevention Committee employed a racial equity lens as part of its analysis and recommends the County continue to do so as it implements our recommendations in the months and years ahead. We considered the impact of the nation’s long legacy of racist policies, such as Jim Crow laws, the 1934 National Housing Act, the 1935 Social Security Act, subprime loans, the “War on Drugs,” voting restrictions, employment discrimination and more, much of which is still in place today. These policies created and have sustained a racial wealth gap predominantly confined to low-income communities of color, as well as disproportionate incarceration rates.

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<sup>1</sup> <https://d1w64so4kzmym9.cloudfront.net/institute/simulation/Racial-Wealth-Gap-Policy-Packet.pdf>

<sup>2</sup> <https://www.history.com/topics/early-20th-century-us/jim-crow-laws>

<sup>3</sup> Poverty as an Adverse Childhood Experience ( <https://www.ncmedicaljournal.com/content/79/2/124> ) Michelle Hughes, Whitney Tucker, North Carolina Medical Journal Mar 2018, 79 (2) 124-126; DOI: 10.18043/ncm.79.2.124

<sup>4</sup> Bernard, D.L., Calhoun, C.D., Banks, D.E. et al. Making the “C-ACE” for a Culturally-Informed Adverse Childhood Experiences Framework to Understand the Pervasive Mental Health Impact of Racism on Black Youth. Journ Child Adol Trauma (2020). <https://doi.org/10.1007/s40653-020-00319-9>

<sup>5</sup> Boxer P, Middlemass K, Delorenzo T. Exposure to Violent Crime During Incarceration: Effects on Psychological Adjustment Following Release. Criminal Justice and Behavior. 2009;36(8):793-807. <https://journals.sagepub.com/doi/10.1177/0093854809336453>

<sup>6</sup> Adolescent Violence Perpetration: Associations With Multiple Types of Adverse Childhood Experiences, <https://pediatrics.aappublications.org/content/125/4/e778.short>

<sup>7</sup> Naomi N. Duke, Sandra L. Pettingell, Barbara J. McMorris, Iris W. Borowsky, Pediatrics Apr 2010, 125 (4) e778-e786; <https://pediatrics.aappublications.org/content/125/4/e778.short>



Poverty, racism and incarceration each creates trauma for those who experience them. When one is exposed to prolonged trauma or “toxic stress,” it creates negative outcomes for that individual and his or her family. Children are especially susceptible to “toxic stress,” often referred to as Adverse Childhood Experiences (ACEs). A typical effect of ACEs is a pattern of higher risk behaviors as a means of survival which, at times, lead to illegal activity, incarceration, and if systems of prevention and intervention are inadequate, ongoing involvement with the criminal justice system, which has proven to increase the rate of violent crime.

### Short-Term Action(s):

- A. Use a racial equity lens to devise and implement all Task Force recommendations, to include the following, while also requiring consultation with a racial equity practitioner:
  - Start with asking the question: How is this eliminating racism?
  - Center the voices (needs, leadership, and power) of Black, Indigenous and People of Color (BIPOC).
  - Seek out BIPOC-led data.
  - Actions must be proportional to historical trauma.
  - Design regular time and space for reflection on how using a racial equity lens in identifying and dismantling racism. This is not racial bias training.
- B. Use a trauma-informed approach to implement Task Force recommendations, including the following, while also require consultation with a trauma-informed care practitioner:
  - Prioritize organizational culture change toward becoming trauma-informed.
  - Incorporate ongoing trauma-informed training at all levels of implementation.
  - Center the voices and experiences of those most affected by gun violence and community violence.
  - Promote self-care across implementation to avoid burnout.
  - Screen all participants for trauma and its symptoms.
  - Deliver trauma-healing services to all participants who have experienced trauma.
  - Invest in an effective system of behavioral and mental health/trauma-informed services specifically aimed at serving at-risk/at-promise youth in the target zip codes.

### Long-Term/Ongoing Action(s):

N/A

### Community Stakeholders:

Includes, but is not limited to, the following as determined within the context of each recommendation: Residents, media, businesses, corporations, houses of worship, civic organizations, government entities, non-governmental organizations, victims of crime, family members of the incarcerated, health professionals, charities, social service providers, community advocates, not-for-profit and for-profit community organizations, youth-led organizations, elected officials, public school system, private and charter schools, and institutions of higher learning.



## ***Recommendation #2: Expand/Enhance Access To Effective Youth, and Parenting, Mental and Behavioral Health Programs***

**Context:** Children and youth exposed to chronic trauma can experience inhibited brain development, producing a lasting impact on life outcomes. Likely a result of such exposure, numerous skill deficits have been noted among children and youth who live in neighborhoods with high rates of poverty and crime. As suggested by research, many children experience problems with violence and aggression because they lack nonviolent conflict-resolution skills. Much of this violence and aggression is further exacerbated by emotional overload from exposure to violence. Children and youth exposed to violence experience significant stress and often struggle to identify and regulate their emotions due to developmental impacts from their frequent exposure to trauma. Their emotions are often internalized and can later erupt in aggression and violence. (<https://www.cwla.org/the-impact-of-gun-violence-on-children-families-communities/>)

### **Short-Term Action(s):**

- A. Allocate funding to programs operated by “Credible Messengers” in the target zip codes. “Credible Messengers” are defined herein as organizations, including small scale, and individuals who have longstanding trusted relationships with at-risk youth in the target zip codes and a legacy of effectively encouraging and supporting youth on the path to successful adulthood. Credible messengers are neighborhood leaders, experienced youth advocates and individuals with relevant life experiences whose role is to help youth transform attitudes and behaviors around violence. They serve young people whose needs go far beyond the traditional mentoring approach of companionship, confidence-building and typical academic, social or career guidance. They are able to connect with the most challenging young people because they come from the same communities; some (but not all) of them are formerly incarcerated or were involved in the justice system and have turned their lives around. They demonstrate integrity and transformation and are skilled and trained in mentoring young people.

Invest in the types of programs that connect youth to these prosocial caring adults on an ongoing basis, engaging youth in life skills and leadership training; arts, technology, educational enrichment activities; community service projects; youth events; employment; and academic success. Known as “Positive Youth Development,” these programs offer youth mentorship, conflict resolution skill-building, life skills training, jobs and job skill training, and support for academic success.

To support this work, continue to invest in systems of technical support and capacity building to enhance the non-profit infrastructure of small, on-the-ground organizations/individuals in



the target zip codes, such as an “incubator” wherein organizations/individuals/small businesses advise and/or manage administrative functions for small, on-the-ground organizations/individuals. Explore establishing a fiscal sponsor/administrative agent/umbrella organization/entity that can provide administrative support (e.g., free fiscal and data management services) to grassroots organizations.

- B. Allocate funding to implement research-based models in the target zip codes, proven to prevent violent crime, including the following list of practices:
- Models that identify the most lethal individuals at the center of gun violence in a community and provide them with long-term wrap-around mentoring and supportive relationships until the individuals have fully pivoted away from a life of violence and are firmly set in a productive, positive, crime-free lifestyle.
  - Models that identify small, defined geographic areas and invest in cradle-to-career programs covering all aspects of child well-being in the zone (including academic achievement, health/wellness, youth employment and family economic stabilization) for children and youth who reside there, implemented by individuals and organizations in the neighborhood with the goal of connecting a critical mass of neighborhood youth to those programs.
  - Other proven models identified by the Department of Juvenile Justice, including:
    - Graduation from High School
    - Mentoring
    - Case Management
    - Life Skills Training (LST)
    - Multidimensional Treatment Foster Care
    - Nurse-Family Partnership
  - Avoid investment in the use of practices proven to be ineffective in reducing violent crimes and its causal factors.

Ineffective Strategies:

    - Boot Camps
    - Court Supervision
    - Intensive probation
    - Intensive probation supervision
    - Intensive parole supervision
    - Regular surveillance-oriented parole
    - Deterrence
    - Scared Straight
    - Discipline



- C. Invest in an effective system of behavioral and mental health/trauma-informed services for at-promise youth in the target zip codes<sup>8</sup>, including building the capacity of youth-serving organizations to offer trauma-informed services, wherein they:
- Prioritize changing their organizational culture toward becoming trauma-informed.
  - Incorporate ongoing trauma-informed training at all levels of the organization.
  - Center the voices and experiences of those most affected by gun violence and community violence.
  - Promote self-care to avoid burnout.
  - Screen all participants for trauma and its symptoms.
  - Deliver trauma-healing services to all participants who have experienced trauma.

Invest in the organizations/programs that employ the below list of therapeutic practices, among others, in the target zip codes. These practices have been proven to reduce causal factors of violent crime, including recidivism, substance use and antisocial behavior:

- Cognitive Behavioral Therapy
- Group Counseling
- Mixed Counseling
- Functional Family Therapy

- D. Develop/implement a system that provides free transportation to programs and back home at the end of the day for youth who reside in the target zip codes to improve access to programs during after-school hours and designated hours on the weekend.
- E. Implement the following changes to the Citizens' Review Panel (CRP) Advisory Board for Human Services:
- More effectively publicize, to residents in the target zip codes, the opportunity to serve on the panel.
  - Include youth representatives on the panel.
  - Add violence prevention as a CRP focus area and require programs to provide a comprehensive plan on preventing youth violence, including how they will measure their impact on violence reduction.

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<sup>8</sup> Children and youth exposed to chronic trauma can experience inhibited brain development, producing a lasting impact on life outcomes. Likely a result of such exposure, numerous skill deficits have been noted among the children and youth who live in neighborhoods that have high rates of poverty and crime. As suggested by research, many children experience problems with violence and aggression because they lack nonviolent conflict-resolution skills. Much of this violence and aggression is further exacerbated by emotional overload from exposure to violence. Children and youth exposed to violence experience significant stress, and often struggle to identify and regulate their emotions, as a result of developmental impacts from their frequent exposure to trauma. Their emotions are often internalized and can later erupt in aggression and violence. (<https://www.cwla.org/the-impact-of-gun-violence-on-children-families-communities/>)



- F. Invest in programs that teach life skills to parents and youth, available in multiple formats (including on-demand video). Topics may include health and hygiene, teen pregnancy prevention, mental health awareness, financial literacy, domestic/dating violence awareness, know your rights/social justice, FAFSA and parenting strategies.

### Long-Term/Ongoing Action(s):

- A. Implement the following changes to the Citizens' Review Panel (CRP) Advisory Board for Human Services:
- Incorporate an evidence-based mechanism for families/at-promise youth enrolled in CRP-funded programs to provide ongoing feedback/input to the CRP regarding satisfaction with the delivery of program services. The measurement of participant satisfaction should incorporate into the larger strategy for measuring program impact, including results on performance measures (outcomes) and service provision outputs. Organizations that perform poorly on any particular part of this matrix in light of the overall goal of the program will be allowed to cure the specific area of deficiency. Should the organization not be able to cure the issue in the period provided, generate a recommendation to defund.

### Community Stakeholders:

Includes, but is not limited to, the following as determined within the context of each recommendation: Residents, media, businesses, corporations, houses of worship, civic organizations, government entities, non-governmental organizations, victims of crime, family members of the incarcerated, health professionals, charities, social service providers, community advocates, not-for-profit and for-profit community organizations, youth-led organizations, elected officials, public school system, private and charter schools, and institutions of higher learning.

### ***Recommendation #3: Transform the Criminal Justice System to Reduce Disproportionate Arrests and Incarceration of Black Youth***

**Context:** According to Criminalizing Normal Adolescent Behavior in Communities of Color<sup>9</sup> (Georgetown University, 2013), *“Over the last quarter-century, psychological research has shown that much of youth crime and delinquency is the product of normal adolescent development. Compared to adults, adolescents often make impetuous and ill-considered decisions, are susceptible to negative influences and outside pressures, and have a limited capacity to identify and weigh the short-and long-term consequences of their choices... Ironically, [this] seems to have*

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<sup>9</sup> <https://scholarship.law.georgetown.edu/cgi/viewcontent.cgi?referer=&httpsredir=1&article=2026&context=facpub>



*had little effect in reversing the pervasive over-reliance on law enforcement officials and juvenile courts when responding to typical adolescent behaviors, particularly among youth of color.”*

With regard to the latter, the Florida Department of Juvenile Justice defines Racial and Ethnic Disparity as *“the unequal treatment or disproportionately punitive responses compared to other similarly situated races and ethnicities resulting in disparate outcomes.”* Data for all Florida counties, including Orange County, is illustrated in the graph presented in Attachment A. Notably, even though Black youth make up 24.7% of the population, they comprise 60.9% of arrested youth in Orange County.

Most of the arrests are for minor crimes. The chart in Attachment B depicts the number and percentage of minor violations juveniles are charged with within the four zip codes with the highest juvenile arrest numbers in Orange County (32808, 32805, 32839 and 32811). Of these, by far, the most common charge, accounting for 42% of all charges, was for not following rules imposed by the court system: Violation of Probation and Failure to Appear in Court. The next most common reasons, which accounted for 17% of charges, were minor violations, including Resisting without Violence, Drug/Paraphernalia Possession or Sale, Criminal Mischief, Loitering, School Disruption, Disorderly Conduct, and Petit Theft, all of which are *“the product of normal adolescent behavior.”*

As stated earlier, the impacts of these arrests – financial, emotional, educational and employment – frequently derail youth from achieving long-term social and financial success.

### **Short-Term Action(s):**

- A. Develop and implement comprehensive strategies to eliminate over-policing (the disproportionate arrest and incarceration of youth/individuals) in the target zip codes by all local law enforcement agencies and regularly report results to the community. Especially analyze and develop/implement solutions that will reduce arrests for low-level offenses such as resisting without violence, marijuana possession, etc.
- B. Review all other stages of the criminal justice system after arrests are made – including incarceration, bail, prosecution, sentencing and probation – and reform them to reduce the criminalization and, correspondingly, negative consequences for at-risk/at-promise youth in the target zip codes, including:
  - Eliminate cash bail for County-level offenses. Rely, instead on a “presumption of release” that, for detention, would require the prosecutor to prove the accused person shows a clear risk of harming themselves or someone else or is at risk of fleeing, not based on the potential sentence they face. See Attachment C for more details regarding this recommendation. **(Recommended Action: Orange County will forward the**





*recommendation to the Orange County Public Safety Coordinating Council for review and consideration).*

- Increase the use of diversion programs, including, but not limited to, issuing Civil Citations in lieu of arrests.

### **Long-Term/Ongoing Action(s):**

- A. Invest in programs that prevent disproportionate arrests in the target zip codes. Create a robust incentive program among law enforcement that fosters participation in community mentoring and partnership programs with youth in the impacted zones.
- B. Analyze causes – from the perspective of affected youth and their families – to explain why there is a high level of arrests for Violation of Probation and Failure to Appear in Court. Develop/implement solutions to reduce the frequency of these arrests.

### **Community Stakeholders:**

Includes, but is not limited to, the following as determined within the context of each recommendation: government entities, elected officials, law enforcement agencies, non-governmental organizations, victims of crime, family members of the incarcerated, social service providers, community advocates, not-for-profit and for-profit community organizations.

### **Recommendation #4: Support Economic Development, Reduce Poverty and Address Family Economic Insecurity**

**Context:** Research indicates that investments in family economic security can assist in gun violence reduction. Focused and intentional efforts to reduce poverty in the communities most impacted by incidents of violent crime will promote economic well-being, create jobs and reduce gun violence, and in turn drive additional business growth. (<https://www.urban.org/policy-centers/justice-policy-center/projects/economic-impacts-gun-violence>)

### **Short-Term Action(s):**

- A. Develop policies/programs that encourage businesses (especially those located in the target zip codes) to offer internships, apprenticeships, mentorships and alternatives to recidivism for youth, especially formerly arrested/incarcerated youth.
- B. Develop and implement comprehensive policies/programs to help families in the target zip codes improve income, build generational wealth and overcome poverty above 200 percent of the Federal Poverty Guideline.
- C. Offer the following services to residents of the target neighborhoods:
  - Education in the areas of financial planning (e.g., money management to control income/expenses, credit education, budgeting, loans, investing, taxes, homeownership)
  - Opportunities for mentoring and ongoing support related to financial planning



- Education on careers and salaries
- D. Continue to support the Orange County HOUSING FOR ALL 10-Year Action Plan established in November 2019 and direct these efforts toward the target zip codes.

**Long-Term/Ongoing Action(s):**

- A. Invest in Black-owned business development in the target zip codes.

**Community Stakeholders:**

Includes, but is not limited to, the following as determined within the context of each recommendation: Residents, media, businesses, corporations, houses of worship, civic organizations, government entities, non-governmental organizations, victims of crime, family members of the incarcerated, health professionals, charities, social service providers, community advocates, not-for-profit and for-profit community organizations, youth-led organizations, elected officials, public school system, private and charter schools, and institutions of higher learning.

**Recommendation #5: Reduce Access to Illegal Firearms**

**Context:** To reduce violence in Orange County, we cannot ignore the problem of firearms. According to the Orange County Community Crime Survey conducted December 23, 2020 – January 31, 2021, a majority of respondents are in favor of what is now being called Common Sense Gun Legislation, which includes the implementation of policies such as comprehensive background checks, waiting periods between purchase and receipt of a firearm, preventing the sale of firearms to and getting firearms out of the hands of those who wish to inflict harm to themselves or others, and increase education for those who wish to own a gun. Many of these policies have been proven to reduce not only violent crime but also reduce the lethality of violent crime, especially when enacted alongside each other.

A noticeable group of Orange County Community Crime Survey respondents (about 20 percent) recommends some form of open or conceal carry legislation with the intent of arming law-abiding citizens to protect themselves from individuals with firearms who intend to harm. The reality is that this method's effectiveness is unclear. There are several studies that have been conducted on this method, but all have different findings. We recommend following the voice of the data along with the voice of the majority of survey respondents in recommending the list of common sense gun legislation below. (<https://johnjayrec.nyc/2020/11/09/av2020/> and <https://www.rand.org/research/gun-policy/analysis/concealed-carry/violent-crime.html>)

**Short-Term Action(s):**

- A. Conduct a comprehensive review of state and federal laws governing the sale, purchase, ownership and carry of guns. Determine the extent of state and federal preemptions so as to



identify what is within the jurisdiction of local governments that can reduce the prevalence of illegal firearms in Orange County, and implement more restrictive policy/code changes when legally feasible. For example, mandate that all gun stores and gun show expos have overnight security guards/off-duty officers to prevent break-ins.

- B. Collaborate with/support citizen groups advocating for common-sense gun legislation at the state level aimed at the following statutory changes:
- Repeal of Stand your Ground
  - Child access prevention
  - Comprehensive background checks
  - Waiting periods
  - Recording of lost/stolen firearms
  - Background checks for private transfers
  - Strongly oversee gun sellers
  - Eliminate “shall issue” to replace with “may issue”
  - Stronger penalties to those who manufacture, sell and train people to use guns
  - Prohibit sales via the Internet
  - Mental health check for all who wish to purchase guns

### **Long-term/Ongoing Action(s)**

- A. Advocate for the aforementioned statutory changes in Florida

### **Community Stakeholders:**

Includes, but is not limited to, the following as determined within the context of each recommendation: Residents, media, businesses, corporations, houses of worship, civic organizations, law enforcement agencies, government entities, non-governmental organizations, victims of crime, family members of the incarcerated, community advocates, not-for-profit and for-profit community organizations, youth-led organizations, elected officials, public school system, private and charter schools, and institutions of higher learning.

### **Recommendation #6: Improve Overall Neighborhood Conditions**

**Context:** Empirical data indicates that structural and physical improvements in neighborhoods, such as the proper design of streets and public spaces, planting of trees, improved street lighting, and so forth, encourages active guardianship of those spaces and informal social control by neighborhood residents, and can reduce opportunities for violence and lower rates of gun violence. The below list of physical improvements can also lead to reduction in stress, fear and other common nuisances among residents. <https://johnjayrec.nyc/2020/11/09/av2020/>



### Short-term Action(s):

- A. Invest in the following improvements in the target zip codes via the County's Neighborhood Services Division<sup>10</sup>:
- Add tree cover and other plants, including on the grounds of public housing.
  - Clean up debris and add greenery to vacant lots; partner with residents to improve vacant lots.
  - Monitor lead levels and reduce children's exposure, especially children under age 3.
  - Reduce the number of abandoned buildings, prevent foreclosure of homes and prevent foreclosed homes from becoming vacant.
  - Fine business owners for uncovered doors and windows in occupied buildings.
  - Close streets and create cul-de-sac streets.
  - Install surveillance cameras in public areas.
  - Increase street lighting in residential areas.
  - Increase funding for Business Improvement Districts (BIDs).
  - Reduce traffic congestion.
  - Increase the use of bulletproof glass.
  - Support activities that increase social connectedness among neighborhood residents.
  - Annex residential communities in Orange County that are smaller than one contiguous square mile into adjacent city municipalities to increase oversight, service provision and response effectiveness, or create agreements between cities and Orange County to support these areas.

### Long-term/Ongoing Actions(s):

- A. Develop and implement a comprehensive plan to improve neighborhood livability in the target zip codes.

### Community Stakeholders:

Includes, but is not limited to, the following as determined within the context of each recommendation: Residents, media, businesses, corporations, houses of worship, civic organizations, government entities, non-governmental organizations, charities, social service providers, community advocates, not-for-profit and for-profit community organizations, youth-led organizations, elected officials, public school system, private and charter schools, and institutions of higher learning.

### ***Recommendation #7: Communicate Key Issues and Programs to the Community***

**Context:** Communicating information to the public regarding the causes of violent crime and evidence-based solutions that will prevent it will help community members better understand the issue and support the solutions being recommended by the Task Force and implemented by

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<sup>10</sup> <https://newsroom.ocfl.net/2019/06/deterring-crime-through-preventative-measures-upcoming-topic-at-orange-county-community-conference/>



the County. In addition, collaboration with the community is necessary to gauge how the community will react to public messages and recommendations and can help build trust within the community and its members.

### **Short-term Action(s):**

- A. Implement targeted strategies to communicate with, and obtain input from, Orange County residents pertaining to violent crime and prevention programs. As part of this effort, plan community involvement activities such as sports and performing art activities for children/youth at community centers, workshops/educational sessions addressing violent crime, and collaborate with Orange County Public Schools to engage schools in outreach efforts.
  
- B. Respond to community concerns regarding the root causes of violent crime among children/youth and broadly communicate information regarding programs designed to prevent it:
  - Identify, publish and disseminate a report on the root causes of violent crime among children and youth (in a manner that does not promote stereotyping).
  - Compile, publish and disseminate – via a comprehensive communication and marketing campaign and in partnership with community stakeholders – information regarding effective resources and youth programs available to the community to reduce violent crime.

### **Long-term/Ongoing Action(s):**

- A. Develop and disseminate a social media campaign aimed at strengthening anti-violence social norms – especially among youth in the target zip codes – by using print-based materials, web content, broadcast media (television and radio), telephone, and face-to-face interaction with individuals and large-group forums such as public meetings.

### **Community Stakeholders:**

Includes, but is not limited to, the following as determined within the context of each recommendation: Residents, media, businesses, corporations, houses of worship, civic organizations, government entities, non-governmental organizations, victims of crime, family members of the incarcerated, health professionals, charities, social service providers, community advocates, not-for-profit and for-profit community organizations, youth-led organizations, elected officials, public school system, private and charter schools, and institutions of higher learning.



# Orange County Citizens Safety Task Force Recommendations



## ATTACHMENT A: Disproportionate Minority Contact, Orange County 2017-18

### Disproportionate Minority Contact / Racial Ethnic Disparity Benchmark Report FY 2017-18

Overview

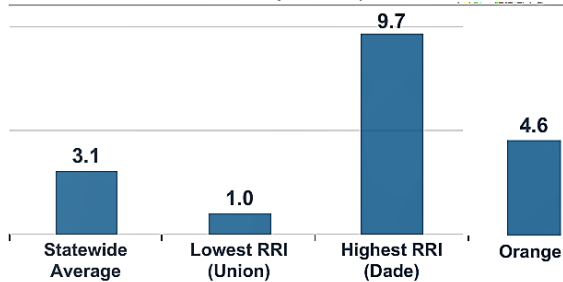
Relative Rate  
Index

Methodology

Definitions

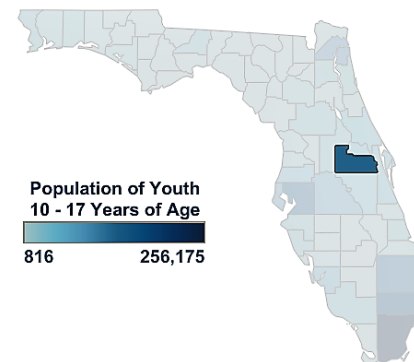
### Orange County FY 2017-18

Black Youth RRI Scores (Arrests)



Arrest RRI	Ranking
4.6	13

Click on the map to filter by county



© 2020 Mapbox © OpenStreetMap

		Black	White	Hispanic	Other
Juvenile Population (Age 10 - 17)	137,271	24.7%	32.9%	36.4%	6.0%
Juvenile Arrests	4,515	60.9%	17.8%	21.0%	
Petitions	2,133	63.9%	16.2%	19.8%	
Adjudications	1,249	63.5%	14.8%	21.6%	
Diverted	665	51.3%	21.4%	26.6%	
Probation Supervision	1,133	60.4%	16.1%	23.4%	
Residential Commitment	273	71.8%	13.2%	15.0%	
Transfer to Adult Court	75	76.0%	5.3%	18.7%	
Secure Detention	1,606	68.7%	14.8%	16.4%	

Click on the bars to filter by race/ethnicity

Data may differ slightly from the Delinquency Profile due to data extract timing



Orange County  
**Citizens Safety Task Force  
 Recommendations**



**ATTACHMENT B:**

**Orange County Juvenile Assessment Center Misdemeanor and Felony Arrests by Charge and Zip Code for the Four Zip Codes with the Highest Number of Arrests (32808, 32805, 32839, and 32811)**

***WHAT WERE JUVENILES CHARGED WITH?***

Zip Code	Total Charges Against Juveniles	Violation of Probation/ Failure to Appear	% of Total Charges	Resisting without Violence	% of Total Charges	Drug/Paraphernalia Possession or Sale	% of Total Charges	Criminal Mischief, Loitering, School Disruption, Disorderly Conduct	% of Total Charges	Petit Theft (less than \$100)	% of Total Charges	Total Minor Violations	% of All Violations
32808	2,585	1,041	40%	150	6%	71	3%	109	4%	39	2%	1,410	55%
32805	1,828	789	43%	102	6%	44	2%	161	9%	59	3%	1,155	63%
32839	1,813	825	46%	87	5%	62	3%	148	8%	51	3%	1,173	65%
32811	1,688	663	39%	98	6%	38	2%	79	5%	42	2%	920	55%
Subtotal	7,914	3,318	42%	437	6%	215	3%	497	6%	191	2%	4,658	59%



# Orange County Citizens Safety Task Force Recommendations



## ATTACHMENT C:

### RECOMMENDATIONS RELATED TO THE ELIMINATION OF CASH BAIL

**Recommendation: Ending Cash Bail** (*Recommended Action: Orange County will forward the recommendation to the Orange County Public Safety Coordinating Council for review and consideration*).

Eliminate Cash Bail for County-level offenses. Rely, instead, on a “presumption of release” that, for detention, would require the prosecutor to prove the accused person shows a clear risk of harming themselves or someone else or is at risk of fleeing, not based on the potential sentence they face.

**Context:** Cash bail as a system is built on the misconception that requiring a bail amount incentivizes people to show up for their trials. Research consistently shows this is untrue: in jurisdictions where bail reforms were implemented, rates of appearance at trial were similar to or better after cash bail was reformed/ended than before.

According to the Center for American Progress,

*“Three out of 5 people in U.S. jails today have not been convicted of a crime. This amounts to nearly half a million people sitting in jails each day, **despite the fact that they are legally innocent of the crime with which they have been charged**. Most jurisdictions in the country operate a cash bail system, in which the court determines an amount of money that a person has to pay in order to secure their release from detention. The cash amount serves as collateral to ensure that the defendant appears in court for their trial.”*

A report from The Bail Project details the financial impacts of cash bail on American taxpayers:

*“Moreover, the financial costs that this system generates are staggering. **American taxpayers pay \$14 billion each year to incarcerate people pretrial**. Meanwhile, the \$2 billion bail industry, with its well-documented predatory and exploitative practices, extracts money from precisely those communities that have the fewest resources. Factoring in the impact of pretrial detention on families, communities, and social services, **the true economic cost of this crisis has been estimated to approach \$140 billion annually.**”*

#### **Problems with cash bail:**

- Cash bail is effectively a penalty only for the poor; it criminalizes poverty. Those with means can afford to bail themselves out regardless of the charges. It disproportionately impacts poor communities and communities of color.
- People detained pretrial — often because they can’t pay bail — wait for months, even years, which has detrimental impacts on their lives, including:
  - Job loss





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- Negative impacts on families — can lose custody of children
- Loss of housing/homes
- Disconnection from communities
- **Increases likelihood of re-offense**
- Detained individuals face intense pressure to accept an unjust or wrongful conviction just so they have the ability to go home.
- For those detained inside jails, they are often faced with deplorable conditions, risks of violence (including sexual violence), and negative impacts on physical, mental and emotional health.
- Those who benefit from cash bail are benefiting at the expense of vulnerable populations.
- Cash bail is ineffective at ensuring people show up for their trials.
- **Very important:** 3/5 people in jail haven't been convicted of any crime. Nearly 70% of people in Florida haven't been convicted of any crime. The vast majority of these people have not been charged with a violent crime or will eventually be released, or have charges dropped.

### ***Why can't you just make cash bail affordable?***

In short, this has historically not worked. According to The Bail Project,

*“Legislation and court rules that have attempted to do so have proven unsuccessful and difficult to enforce. For example, in Cook County, Illinois, even when judges were required to set “affordable” bail amounts, they continued to set bail beyond what people could pay. The reality is that for most American families, any amount of bail will be a financial hardship. Four out of 10 Americans cannot cover a \$400 unplanned expense. The Bail Project routinely assists people who are detained in jail on bails of this amount or less. There is no reason to continue to rely on cash bail when it is both financially oppressive and ineffective at actually returning people to court.”*

### ***Barriers to ending cash bail***

- The myth that people won't show up to court unless they will lose bail money
- Racial bias in the decision regarding who is released while their case is pending
- Fears of public blame and media coverage of the few individuals released and rearrested
- Lack of public investment in services meant to help people in showing up for court, as well as addressing underlying causes for involvement in the criminal justice system

### ***How will ending cash bail help?***

According to the Center for American Progress,



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“In ending cash bail, jurisdictions are redesigning their pretrial systems with the goal of reducing the overuse and misuse of jails. This starts with a presumption of release, which places the burden on prosecutors to prove the need for detention and limits qualifying offenses for detention to only the most serious offenses. **Although it may seem counterintuitive, sending fewer people to jail and minimizing the use of pretrial detention shows promising results toward making communities safer while shrinking the footprint of the criminal justice system and saving taxpayer dollars.**”

### *Ending cash bail will:*

- Significantly reduce the number of people who are at risk for re-offending or having continued involvement in the criminal justice system
- Reduce the negative impacts of the criminal justice system
- Make communities safer
- Reduce the burden on taxpayers

### **Short-Term Actions**

- Partner with the Judiciary to change the administrative order (2003-39-25 “Amended Order Governing Pretrial Release, Pretrial Detention and First Appearance Proceedings in Orange County”) pertaining to cash bail.
- Educate the greater Orange County community on the context and proposed changes.

### **Long-Term/Ongoing Actions**

- Implement practices meant to support defendants’ successful appearance in court, for example, providing court date reminders, transportation vouchers, flexible scheduling and on-site child care.
- Ongoing education and communication on these changes to the cash bail system.
- Establish an Orange County department or staff person to provide a quarterly review of the effectiveness of these changes to a cross-sectoral, representative advisory committee.

### **Community Stakeholders:**

- Orange County residents, especially those with lived experience in the criminal justice system
- Community Advocates
- Orange County Government, likely Corrections Staff
- Judiciary
- Bond Association
- Orange County Clerk of Courts



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- The State Attorney's Office
- The Public Defender's Office
- All Law Enforcement Agencies in Orange County

## Resources:

- <https://www.americanprogress.org/issues/criminal-justice/reports/2020/03/16/481543/ending-cash-bail/>
- <https://bailproject.org/after-cash-bail/>



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## INTERVENTION SUBCOMMITTEE

**Members:** Bishop Kelvin Cobaris & Samantha Love (Co-Chairs | Rachel Allen | Rolando Bailey | Charles Brown | Cory Austin Jackson | Miles Mulrain, Jr. | Ruben Saldana

The Intervention Subcommittee has reviewed many existing programs and program philosophies. During our work, we heard numerous presentations, including youth crime in Orange County (Chief Alderman, Department of Juvenile Justice); reducing gun violence (Dr. Cediell, LIVE FREE); substance use/mental health (Dr. Toal, Aspire); children's services that are currently provided in Orange County (Angela Chestang, Citizen Commission for Children); at-risk behaviors (Dr. Randy Nelson, Fore Front LLC); Adverse Childhood Experiences and Trauma-Informed Care (Ann Pimentel, Children's Advocacy Center); creation and implementation of credible messengers (Clinton Lacey, Credible Messengers Washington DC); Enough is Enough (Co-Chair Kelvin Cobaris and Co-Chair Rod Love); the SAE Something (Co-Chair Samantha Love); a program on reducing gun violence (Daniel Demontagnac); and a program on Restorative Justice (Linda Coffin, Moms Demand Action).

**Focus:** To promote interagency cooperation and coordination among service providers in Orange County to reduce gun violence and violent crimes pertaining to youth. The Intervention Subcommittee recommends that prevention programs are placed in communities where the data indicates these services should be. There should be several different service providers to include grassroots organizations familiar with the community. The service delivery suggested should include the use of Credible Messengers, trauma-informed care approach, family engagement, religious associations, mentors and community involvement.

**Goal:** Identify program models that will redirect the unlawful activities of youthful offenders that present a significant risk to our community. In order for the programs to be successful, a minimum of five benchmarks must be set to include: reduce gun violence and violent crimes, reduce recidivism, maintain family stability, increase youth gaining employment and improve youth graduation rates from high school or the equivalent. For these goals to be achievable, it is important to include many service components in the programs. These include increasing after-school activities, increasing places for positive social interactions, including the stakeholders in the execution of service, and using successful models of existing, previous and new programs.

**Objectives:** Review existing programs and services in the community. Review intervention strategies that deter the possession, carrying and use of illegal firearms. Identify strategies that will mobilize the community and enhance engagement.



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## Major Themes:

- A comprehensive community approach shows that one program alone cannot do the work. It is essential that all relevant stakeholders are included in service delivery. A collaborative, problem-solving approach must be taken. By doing this, we need to reduce risks and increase resilience in individuals, communities and families. Having a trauma-centered connection to services is critical. This way, we can create and address safety plans and measures.
- A system change is needed for these recommendations to be effective. The change includes more than one service provider. Several strategies and approaches must be used for the goals to be achieved. Community models involve a collaborative problem-solving way to safeguard the community instead of arrest. These services should provide a holistic approach to service delivery.
- Training and continuing education are important. This is usually the first thing to be eliminated from any budget. Train the school system, the program providers and the faith leaders consistently on ACEs, trauma-informed care, anger management, at-risk behaviors, preventive methods and life skills.
- Collaborate with social service programs that concentrate on mental health/ counseling.
- Credible messengers are used in several capacities. These individuals understand and can empathize with the youth and their families. Setting a culture that gun violence and violent crimes are prohibited is key. Credible messengers will perform in the manner of a mentor or family coach. This role can have a major influence on crime reduction.
- Door-to-door service delivery is important because many of these families do not have access to services. The implementation of individual interventions focused on youth education and employment will help build healthy, strong families. A preventative infrastructure working directly with the communities impacted the hardest will provide a service array that can promote healthy living. These services should be specific to each community and include mental health and substance use services, life skills services and non-traditional arts.
- Assessing the system and creating options for change to include a Neighborhood Accountability Board, more diversion programs and more chances at receiving a civil citation.
- Increase the community's knowledge of available services by creating a social media platform and using billboards.
- Adjust zoning limits for liquor stores to reduce the number of stores in a specific area.
- Assist families with finding stable housing to reduce homelessness by working closely with the school system to assist with current homeless student populations.



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- Increase awareness of efforts to prevent gun violence by having community roundtables with stakeholders. These discussions need to take place in the community where the criminal act has taken place.

**Recommendation #1:** *Develop a detailed plan that addresses generations of neglect and poverty by formulating a 10-year vision with a systemic focus that reviews the structural changes that provide a healthy community where everyone thrives.*

**Context:** A healthy community is where all residents have equal access to education, safe and affordable housing, reliable transportation, recreational activities, medical health, behavioral health, mental health services and employment. A community that supports social harmony has less environmental constraints.

#### **Short-Term Goal(s):**

- Provide clean and safe environments that meet everyone’s basic needs.
- Enhance the family support system from prenatal care, respectable childcare and early childhood education.

#### **Long-Term Goal(s):**

- Have community-centralized support services that provide services to everyone.

#### **Community Stakeholders:**

- Includes, but is not limited to, the following as determined within the context of each recommendation: Residents, media, businesses, corporations, houses of worship, civic organizations, government entities, non-governmental organizations, victims of crime, family members of the incarcerated, health professionals, mental health professionals, law enforcement agencies, charities, social service providers, community advocates, not-for-profit and for-profit community organizations, youth-led organizations, elected officials, public school system, private and charters schools, and institutions of higher learning.

**Recommendation #2:** *Increase the use of grassroots organizations in the community and allocate funding.*

**Context:** Grassroots organizations are critical to the fabric of the community. They are familiar, vested and trusted. Larger, more established programs are also welcomed. It is critical to have a diverse service model so that a vast modality of services can be provided. Supporting grassroots



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organizations also helps improve the economic development of the area by providing employment opportunities.

### **Short-Term Goal(s):**

- Fund community-specific programs that have the most credibility in the community. These programs are vested and trusted in the community.
- Provide training on how to apply for and maintain a variety of funding. The training will include technical assistance, resources and tools to sustain funding.

### **Long-Term Goal(s):**

- Generate a process to fund sub-recipients who might not meet the minimum requirements to obtain County funding.

### **Community Stakeholders:**

- Includes, but is not limited to, the following as determined within the context of each recommendation: Residents, media, businesses, corporations, houses of worship, civic organizations, government entities, non-governmental organizations, victims of crime, family members of the incarcerated, health professionals, mental health professionals, law enforcement agencies, charities, social service providers, community advocates, not-for-profit and for-profit community organizations, youth-led organizations, elected officials, public school system, private and charter schools, and institutions of higher learning.

### **Recommendation #3: *Develop a Neighborhood Accountability Board and increase the use of diversion services.***

**Context:** Partner with the schools and the community to highlight youth and young adults to address violence within their community. It is important to include youth from the community who are a positive influence. The use of diversion programs helps eliminate youth from having a criminal record.

### **Short-Term Goal(s):**

- Increase the use of Civil Citations and other diversion services.

### **Long-Term Goal(s):**

- Create a liaison position that will assist with the coordination of services. This position will go door to door and ensure the community has the services needed.



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## **Recommendation #4: *Define, develop and fund a credible messenger's program.***

**Context:** According to the Credible Messenger Justice Center, a credible messenger is a mentor who has been involved in the justice system and has now changed his or her life. These credible messengers have similar life experiences and want to mentor and guide young people in a positive way. Credible messengers speak the same language and connect with youth on a different level. As they create trust and form relationships, the young people are provided with a positive example of how to be successful in society.

Include credible messengers (peer coaches) to work with Juvenile Probation Officers, families, case workers and mentors to build trust and relationships with youthful offenders.

### **Short-Term Goal(s):**

- Develop a credible messenger's program demonstrated off the current operating model.
- Enhance the program model to include several key components, such as non-traditional arts.

### **Long-Term Goal(s):**

- Continue to expand and develop the model to better support the credible messengers movement.

### **Community Stakeholders:**

- Includes, but is not limited to, the following as determined within the context of each recommendation: Residents, media, businesses, corporations, houses of worship, civic organizations, government entities, non-governmental organizations, victims of crime, family members of the incarcerated, health professionals, mental health professionals, law enforcement agencies, charities, social service providers, community advocates, not-for-profit and for-profit community organizations, youth-led organizations, elected officials, public school system, private and charters schools, and institutions of higher learning.

## **Recommendation #5: *Coordinate with mental health providers to increase the number of providers in the areas identified and require the agencies to increase their hours of operation.***

**Context:** Increase mental health services in these high-risk zip codes. It is crucial to have these services provided during varied hours so community members can access them according to their





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needs. Expand the training curriculum and provide ongoing and consistent training to everyone associated with these services.

### **Short-Term Goal(s):**

- Teach and educate families and youth on life-skills programs.
- Develop an on-line directory of resources for prevention programs.
- Collaborate with the agency providers to develop a video on how to recruit, retain and develop agencies that want to provide similar services.

### **Long-Term Goal(s):**

- Increase the number of service providers in the community.

### **Community Stakeholders:**

- Includes, but is not limited to, the following as determined within the context of each recommendation: Residents, media, businesses, corporations, houses of worship, civic organizations, government entities, non-governmental organizations, victims of crime, family members of the incarcerated, health professionals, mental health professionals, law enforcement agencies, charities, social service providers, community advocates, not-for-profit and for-profit community organizations, youth-led organizations, elected officials, public school system, private and charter schools, and institutions of higher learning.

### **Recommendation #6: *Provide safe and reliable areas for youth to congregate.***

**Context:** Open up community centers to community-based and grassroots organizations. Currently, the community centers cannot be used by anyone who does not meet the background requirements. These limitations are placing hardships on where positive and productive events can take place. This can include smaller agencies subcontracting with larger agencies to provide a more specific service.

### **Short-Term Goal(s):**

- Create programs in the community centers that will attract youth.
- Create additional mentorship programs and attach them to the schools, community centers and places of worship.
- Provide employability and life-skills training.

### **Long-Term Goal(s):**



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- Develop more community centers throughout the County.
- Use current building space unoccupied in the high-risk zip code areas and provide services.

### **Community Stakeholders:**

- Includes, but is not limited to, the following as determined within the context of each recommendation: Residents, media, businesses, corporations, houses of worship, civic organizations, government entities, non-governmental organizations, victims of crime, family members of the incarcerated, health professionals, mental health professionals, law enforcement agencies, charities, social service providers, community advocates, not-for-profit and for-profit community organizations, youth-led organizations, elected officials, public school system, private and charter schools, and institutions of higher learning.

### **Recommendation #7: *Create a realistic channel for communication with the community and youth.***

**Context:** Social media, billboards and the radio provide different avenues to communicate with the community about available services, events and opportunities.

### **Short-Term Goal(s):**

- Create a social media platform to communicate important information with the community.
- Create a user-friendly website that provides resources in the community and continue to update it frequently.

### **Long-Term Goal(s):**

- Utilize billboards for enhanced communication.
- Work with youth to create and implement a social media communication channel for peers.

### **Community Stakeholders:**

- Includes, but is not limited to, the following as determined within the context of each recommendation: Residents, media, businesses, corporations, houses of worship, civic organizations, government entities, non-governmental organizations, victims of crime, family members of the incarcerated, health professionals, mental health professionals, law enforcement agencies, charities, social service providers, community advocates, not-



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for-profit and for-profit community organizations, youth-led organizations, elected officials, public school system, private and charter schools, and institutions of higher learning.

## ENFORCEMENT SUBCOMMITTEE

**Members:** Patricia Rumph (Chair) | Sheriff John Mina | Chief Mike McKinley | Chief Orlando Rolon | Nancy Oesch | Ricky Ly | Fernando Cuevas, III | Alondra Gittelson | *Major Carlos Torres, representing Sheriff Mina* | *Deputy Chief Jerome Miller representing Chief McKinley* | *Captain Richard Lane representing Chief Rolon*

The Enforcement Subcommittee efforts focused on identifying enforcement strategies consisting of best practices to reduce violence and gun violence in Orange County. The subcommittee elicited data and statistics from various sources, reviewed articles encompassing evidence-based practices and listened to several subject matter experts who provided substantive information to assist in making recommendations.

**Focus:** Data Review & Evidence-Based Enforcement Strategies to Reduce Gun Violence

### Subcommittee Objectives:

- Review state/local data on gun violence and violent crimes.
- Research evidence-based (enforcement) programs and best practices that prevent and reduce gun violence and violent crime.
- Review intervention (enforcement) strategies that deter the possession, carrying and use of illegal firearms.

### Themes:

- Collaborative Criminal Justice System Focus (Law Enforcement, Corrections, Courts and Prosecution)
- Targeting Enforcement Efforts
  - Those likely to illegally possess guns and/or engage in gun violence (gangs and drugs)
  - Small group of repeat offenders contributing to most crime
- Legislative Advocacy
- Community Engagement

The following conclusions and recommendations were comprised from the subcommittee's efforts:



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## **Conclusions:**

- In order to effectively address violent crime and gun violence, it will require a systems approach encompassing coordinated efforts involving corrections, law enforcement, courts and prosecution.
- Data indicates higher levels of gun violence concentrated in certain zip codes within Orange County.
- There are a small number of individuals in the County and municipalities responsible for a large portion of the crimes occurring in their respective communities.
- Legislative advocacy is needed due to current statutes and legal sanctions to deter violence, gun violations or gun violence.
- There is a strong correlation between gangs, drugs, guns, violence and gun violence.
- While emphasis is on preventing gun violence, when it does occur, community involvement is crucial to law enforcement's efforts to solve crimes.
- Some residents within communities adversely impacted by gun violence do not cooperate with law enforcement due to lack of trust. This is particularly evident in communities of color.
- Proactive enforcement measures must be accompanied by investing in the impacted communities to ensure long-term efficacy of enforcement efforts.
- Community-Oriented Policing is an effective evidenced-based practice that can engender community trust in law enforcement and reduce crime in communities.
- The process of acquiring and maintaining community trust is an ongoing process requiring law enforcement's commitment and leveraging partnerships with trusted leaders such as clergy and other community leaders.
- Enforcement efforts to prevent gun violence should encompass initiatives addressing both adults and juveniles.

***Recommendation #1: Establish and maintain quarterly scheduled community public safety forums between law enforcement and community stakeholders over the next 12 months to review relevant data, solicit community input, and discuss and develop strategies to reduce gun/violent crimes.***

**Context:** It is the intent to implement the public safety forums with community-based agencies and councils along with law enforcement within their respective jurisdictions in an effort to continuously build community trust to prevent and solve gun/violent crimes.

## **Short-Term Action(s):**

- Each law enforcement agency should identify agency members to participate and collaborate to develop the public safety forums in conjunction with designated community ambassadors.



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- Engage community stakeholders in working collaboratively with law enforcement to coordinate and participate in the public safety community forums.
- Contract with community ambassadors/groups to facilitate public safety forums per the scope of work and deliverables.

### Long-Term/Ongoing Action(s):

- Law enforcement agency will maintain ongoing public safety forums in partnership with community members and community stakeholders.
- Engage community stakeholders to work collaboratively with law enforcement to coordinate and participate in the public safety community forums.

***Recommendation #2: Increase the community and law enforcement use of evidence-based practices and non-traditional approaches of community policing and engagement to further build public trust in communities historically distrustful of law enforcement and disproportionately impacted by gun/violent crimes.***

**Context:** The effective use of community policing can foster open lines of communication, resulting in shared efforts at addressing gun/violent crimes by leveraging non-enforcement engagement opportunities to interact with the residents and other community stakeholders.

### Short-Term Action(s):

- Law enforcement agencies continue to review and enhance community-policing strategies.
- Law enforcement agencies continue to educate and engage community stakeholders.

### Long-Term/Ongoing Action(s):

- Law enforcement agencies provide ongoing continuous training of staff on evidence-based practices and non-traditional approaches that supports public safety engagement.
- Law enforcement maintains ongoing education and engagement with community stakeholders on crime awareness and prevention.

***Recommendation #3: Implement public safety workshops with law enforcement agencies and community stakeholders through an independent third-party facilitator.***

**Context:** The intent of the public safety workshops is to establish and ensure ongoing coordination and facilitation of training for members of the community and law enforcement with an emphasis on understanding the unique needs of communities, the role of law



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enforcement, and how they can work together to reduce gun/violent crimes and enhance public safety.

**Short-Term Action(s):**

- Community ambassadors will work with community stakeholders and law enforcement to coordinate and implement public safety workshops in the community.
- Contract with a third-party facilitator to conduct public safety workshops.

**Long-Term/Ongoing Action(s):**

- Community ambassadors work with community stakeholders and law enforcement to coordinate and maintain ongoing public safety workshops in the community.

**Recommendation #4: Increase community awareness of Orange County Sheriff’s Office Behavioral Response Unit and Orlando Police Department’s Community Response Teams mental health programs that provide a joint response to calls that involve a mental health crisis.**

**Context:** The intent is to ensure the use of therapeutic interventions as alternatives to incarceration. This initiative is targeted to reduce the overutilization of incarceration for individuals in a mental health crisis. Implementation of these strategies is intended to create a safer community by providing needed assistance to those experiencing mental health crises, thus reducing the probability of engaging in gun/violent crimes.

**Short-Term Action(s):**

- Law enforcement will implement and maintain a research study to evaluate effectiveness.
- Law enforcement will initiate communication with community stakeholders to review and provide feedback regarding the programs.

**Long-Term/Ongoing Action(s):**

- Monitor and maintain pertinent research data after 12 months of implementation and periodically after that to evaluate the effectiveness of the programs.
- Law enforcement will maintain ongoing communication with community stakeholders for review and provide feedback regarding the programs. Law enforcement continues to work collaboratively with institutions of higher learning on research initiatives to evaluate, monitor and report the effectiveness of the programs.

**Community Stakeholders:** Includes, but is not limited to, the following as determined within the context of each recommendation: Residents, media, businesses, corporations, houses of



# Orange County Citizens Safety Task Force Recommendations



worship, civic organizations, government entities, non-governmental organizations, victims of crime, family members of the incarcerated, health professionals, charities, social service providers, community advocates, not-for-profit and for-profit community organizations, youth-led organizations, elected officials, Orange County Public School System, and institutions of higher learning.

**Role of Community Ambassador/Organization:** Community Ambassador/organization actively engages the community and takes the lead role in creating and maintaining accurate information that assists in achieving the goal of reducing gun/violent crime. They will also take the lead role in coordinating community town halls, act as liaisons between their communities and other entities, and assist in identifying challenges and opportunities to collaborate with law enforcement and community stakeholders.

**Terms:** A community ambassador shall serve a 36-month staggered contractual term based on Orange County Government's policy guidelines.

**Compensation:** Community ambassadors/organizations will be compensated in accordance with Orange County Government's policy guidelines.

**Diversity:** The community ambassadors/organizations shall be drawn from diverse racial, ethnic, religious, age, sexual orientation, socioeconomic and geographic backgrounds reflecting the diversity of the communities they serve.

**Requirements:**

- High School Diploma. Associates/Bachelor's Degree preferred
- Proven experience working in the community with community-based organizations, houses of worship, community councils, residents, etc.
- Excellent interpersonal communication skills
- Excellent written and oral communication skills
- Must have reliable transportation
- An ability and commitment to foster collaborative approaches to address the needs of the communities they serve.

**Role of Third-Party Facilitator:** Person, company or organization that assists in providing meaningful connection and collaboration between law enforcement and the community. The intent of the facilitator is to strengthen the relationship between law enforcement and the communities they serve, especially in communities that have a historical fear and distrust of law enforcement.



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**Terms:** Terms of service will be based on Orange County Government's policy guidelines regarding contractual agreements.

**Compensation:** Third-Party Facilitators will be compensated in accordance with Orange County Government's policy guidelines and contractual agreements.

## **Requirements:**

- Documented history of facilitating training between law enforcement and community members.
- Documented experience working with communities and law enforcement to identify, prevent and assist in developing solutions by leveraging information, skill-building techniques and best practices.
- Documented experience researching, training and developing strategies to strengthen relationships between law enforcement and the communities they serve.
- Documented experience creating and leveraging collaborative partnerships with national, state and local law enforcement organizations to support initiatives that foster enhanced relationships between law enforcement and the community.

## **PROSECUTION SUBCOMMITTEE**

**Members:** Patricia Brigham & Bishop Derrick McRae (Co-Chairs) | Jonathan Cox | Roger Handberg  
Adam Hartnett | Subhash Kateel | Michael Scott | State Attorney Monique Worrell

The goal of Orange County Citizens Safety Task Force is to identify solutions and strategies to prevent and reduce gun violence and violent crime in the community. With this charge, the Prosecution Subcommittee focused its efforts on reviewing current prosecution practices, policies and procedures with the goal of ensuring current legislation, policies and procedures are followed, and developing recommendations that provide enhancements aimed at addressing gun violence and violent crimes.

**Goal:** Enhance Prosecution of Gun Violence and Violent Crimes

## **Objectives:**

- Educate the community on the role of the courts and prosecutors
- Increase effectiveness of gun violence and violent crimes prosecution
- Identify strategies to build community trust and confidence
- Develop strategies to educate law enforcement and the community on existing safety allowances for victims





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## Themes:

- State Attorney's Office – Geographic Stewardship
- Pretrial Diversion Programs for Youth
- Common Sense Gun Legislation
- Risk Protection Orders
- Pretrial Release
- Bond/Bail Considerations

### **Recommendation #1: Implement Geographic Stewards Programs in the community**

Implement a community prosecution model by which prosecutors from the State Attorney's Office and U.S. Attorney's Office will partner with the community and law enforcement to focus on reducing the incidence of crime and improving the quality of life for residents. The designated prosecutors will be called "Geographic Stewards."

**Context:** The concept of community prosecution is well-established. For many years, the U.S. Attorney's Office in Washington, D.C. has used community prosecution as one of its approaches to reducing crime and improving the quality of life of its residents. Here is an excerpt from their website that summarizes the program:

*For years, experts in law enforcement have recognized the benefits of "community policing" in reducing the incidence of crime and improving the quality of life for residents. Community Prosecution, as an approach to law enforcement, has several similar objectives: to implement a proactive, problem-solving approach to crime; to create new and lasting partnerships with the community in order to improve quality of life; to improve the Office's relationship and partnership with law enforcement and public and private agencies; and, as a result of these new partnerships, to enhance the Office prosecutorial function. Prosecutors have recognized the important position their Office can have in complementing police partnerships with the community in order to better address the needs of the community.*

Community prosecution should be established in accordance with what will work most effectively and what will be best received by the community. Here are some common components of community prosecution programs:

- Prosecutors are assigned to a specific geographic area with a preference for selecting prosecutors who live in the relevant geographic area.
- The prosecutors, or Geographic Stewards, review cases for that geographic area, either



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beforehand if possible or afterwards. The Geographic Stewards either will handle the cases themselves or will communicate with the prosecutors who are handling the cases to ensure that relevant information is shared.

- The Geographic Stewards will regularly meet with law enforcement to discuss their cases directly with them and to learn more about the needs of the community.
- The Geographic Stewards will meet with members of the community, community organizations, and community leaders on a regular basis to learn about the needs of the community and to get their feedback on issues of crime and quality of life. These meetings can, and should, take place at as many different locations as possible, including places of worship, businesses, neighborhood association meetings, etc.

By taking these steps, the Geographic Stewards will become, as the name suggests, stewards of the community. They will learn the issues faced by the community and law enforcement, and they will be familiar with the facts of the cases that are charged. As a result of developing such a familiarity with the area, its residents, the needs of the community, and the cases being charged in the area, the Geographic Stewards will be better able to make prosecution/non-prosecution decisions.

This approach should yield many benefits. The Geographic Stewards will be better able to assist law enforcement in addressing crime and quality of life issues in the community. They will know which issues should be the focus of prosecution efforts. By working closely with law enforcement and the community, the Geographic Stewards will know the facts of the cases that are being considered for prosecution, which should expedite charging/non-charging and plea decisions. By connecting with the community and law enforcement, the Geographic Stewards will be able to stay abreast of the problems occurring there and to better address concerns of the citizens. All of this will hopefully increase the community's level of trust in the prosecutions that are being brought.

According to a 2014 study in *American Law and Economics Review*, "community prosecution appears to reduce certain categories of crime: murder, rape and aggravated assault." Thomas J. Miles, "Does the "Community Prosecution Strategy Reduce Crime? A Test of Chicago's Experience," 16 *American Law and Economics Review* 117, 120 (Spring 2014). The article further stated:

*Estimated declines for burglary and motor vehicle theft are socially meaningful but at the cusp of statistical significance. Other observed reductions, such as for robbery and disorderly conduct, are too imprecisely estimated to support firm statistical inferences. The impacts also vary widely by office, suggesting that community prosecution's effectiveness may depend on the manner of implementation.*



# Orange County Citizens Safety Task Force Recommendations



## Short-Term Action(s):

The following are the short-term steps to implement the “Geographic Stewards” program:

- In consultation with the community and law enforcement, an area is selected.
- State and federal prosecution offices commit to assign an appropriate number of prosecutors to the area to serve as Geographic Stewards, with a preference for prosecutors who live in the area. Prosecutors selected for this assignment will receive training specifically on the availability of alternatives to prosecution (such as pretrial diversion) and the process by which individuals can have their civil rights restored or their records sealed and expunged.
- The relevant law enforcement agencies will provide data to the prosecutors as to the average number and types of cases. Based on that, and after discussing the matter with members of the community and law enforcement, the Geographic Stewards will decide whether to review all cases for the area or a subset of cases.
- Once that decision is made, the Geographic Stewards will review the cases for the geographic area that are pending. The Geographic Stewards also will start reviewing the cases for the geographic area that are brought on a going-forward basis. For any violent crime or firearm case that should be prosecuted, the state and federal prosecutors will decide whether prosecution should be conducted in state or federal court.
- The Geographic Stewards will meet on a regular basis with members of the relevant law enforcement agencies who work in the area.
- The Geographic Stewards will meet on a regular basis with members of the community, community organizations and community leaders.
- As part of their outreach efforts, the Geographic Stewards will assemble a Council of Faith and Humanistic Leaders to participate in regularly scheduled meetings with prosecutors. The goal of this effort will be to formalize a relationship between faith and humanistic leaders and prosecutors that will promote trust, mutual respect and two-way dialogue. The program will be open to all faith-based leaders in the community (even outside the selected area). At the meetings, prosecutors and others will make presentations to the faith leaders about various topics geared towards fostering dialogue between the community, faith leaders and prosecutors. Members of the Council of Faith and Humanistic Leaders also can make presentations to the prosecutors and other members of the group. Some possible presentation topics that can be considered may include (in no particular order):
  - The processes by which individuals can seek expungement and sealing of criminal records, and the restoration of civil rights
  - The legal reasons why witness testimony is needed in criminal cases, and the availability of different resources to assist witnesses
  - Use of force policies and applicable standards, and the investigation of use of force incidents



# Orange County Citizens Safety Task Force Recommendations



- A comparison of state and federal prosecution
- The clergy-penitent privilege in state and federal courts
- Protecting places of worship
- An overview of federal civil rights enforcement
- Victim rights

### **Long-Term/Ongoing Action(s):**

The effectiveness of the program will be evaluated after six months. This evaluation will involve feedback from the assigned prosecutors, members of the community and law enforcement, as well as a review of statistics regarding prosecutions and crime rates in the area. If the program is found to be of benefit, consideration will be given to expanding it to other geographic areas. After the first six months, the program will be evaluated every year, with the goal of modifying the program, as needed, to increase its effectiveness.

### **Recommendation #2: Implement Civil Citation Diversion programs**

In collaboration with the 9<sup>th</sup> Judicial Circuit State Attorney's office, the Orange County Sheriff's Office, each municipal police department within Orange County Florida, and key stake holders, a committee will be formed to develop, implement and oversee a "Civil Citation Diversion Program." Law enforcement officers initiate diversion at the initial point of contact by issuing Civil Citations. The conglomerate will define types of offenses eligible for the program. The goal of the program is to divert juvenile and adult first-time (primarily) offenders from the judicial system and provide redirection to a crime-free lifestyle.

**Context:** Florida State Statutes 958.04 Judicial disposition of youthful offenders define youthful offender as an individual 24 years of age or younger. The Citizens Safety Task Force convened because of gun violence perpetuated in large part by the actions of individuals in the aforementioned age demographic.

It is widely understood that youth and young adults are more likely to succeed when provided with the adequate levels of support unique to their specific circumstances. The likelihood of success is increased exponentially when multiple aspects of that support are provided by individuals who are culturally competent and have similar "lived experiences" as the individuals they are serving.

### **Program Objectives:**

1. Identify gateway crimes and provide opportunity for interception
2. Increase and improve collaboration between law enforcement, community-based organizations and other youth-serving agencies
3. Reduce the overall number of youth arrests, referrals to probation and petitions filed



# Orange County Citizens Safety Task Force Recommendations



4. Reduce racial and ethnic disparities in youth arrests, referrals to probation and petitions filed
5. Increase the number of youth who are connected to services that address their underlying needs without acquiring an arrest/criminal record
6. Improving health, academic, economic and other outcomes for youth

## Short-Term Action(s):

- Formulate an advisory/steering committee comprised of, but not limited to, community stakeholders, local, county, and/or municipal government department representatives who will provide oversight of the development, implementation and coordination of the program between law enforcement agencies. This committee will meet regularly to review program efficacy specifically to review demographics, completion ratios and recidivism. This committee will be responsible for data collection, evaluation and dissemination.
- Identify existing local, county and municipal government departments and or positions that will be critical for planning, implementation and monitoring progress.
- Define the eligibility criteria specific to age and other factors, such as criminal history and mental health, where applicable.
- Identify two to three law enforcement agencies who will participate in the initial pilot.
- Develop an evidence-based standardized process for the recurrent training of law enforcement and community stakeholders. Training should be facilitated by qualified non-law enforcement entities selected with community input where appropriate. Training should include de-escalation, cultural sensitivity and mental health/emotional training. Documentation of officer training should be provided regularly and upon request.
- Provide bi-annual reports of all training officers receive. This report shall be formatted with how much tactical training officers receive in comparison to non-tactical training such as de-escalation, sensitivity and social emotional training.
- Develop a standardized referral form for all law enforcement agencies to use. The form will outline specific charges and charge types eligible for diversion. Prescribed treatment plans will be determined based on the individual, charges, educational history, etc. Example: Offender charged with theft would be assigned fines, impulse control, restitution and an apology letter.
- Issue policy mandates that promote and encourage the utilization of the civil citations for all law enforcement agencies.
- Develop a marketing campaign to inform and educate the community members and stakeholders about the program.



# Orange County Citizens Safety Task Force Recommendations



- Create and maintain a list of approved service providers to include mental health and substance abuse treatment, mentoring programs, social emotional learning, financial literacy and life skills.
- Identify community-based organizations, places of worship, nonprofits and schools that will aid in the offender completing diversion-related tasks and that will ensure a continuum of care is provided.

### **Long-Term/Ongoing Action(s):**

The effectiveness of the program will be evaluated and reported in phases: three months (deployment and training efficacy), six months (initial data collection, standardization), nine months (secondary data collection, initial evaluation), 12 months (final data collection for pilot phase, final evaluation). All agencies involved, offenders, their family member(s) (parent(s) if minor) and judiciary will provide feedback on the program. Feedback will be collected through electronic surveys, interviews and data collection from evaluation points to evaluate the following:

- Reduction of youthful offender arrests, referrals to juvenile or adult probation
- Increase in law enforcement and community partner collaborative projects
- Increase in referral/linkage to community-based organizations for social services, inclusive of academic, mental and physical health and economic assistances, and inclusive of job placement



# Orange County Citizens Safety Task Force Recommendations



## **Prevention Subcommittee**

- *Use a Racial Equity Lens and Trauma Informed Approach to Implement All Safety Task Force Recommendations.*
- *Expand/Enhance Access To Effective Youth, and Parenting, Mental and Behavioral Health Programs.*
- *Transform the Criminal Justice System to Reduce Disproportionate Arrests and Incarceration of Black Youth.*
- *Support Economic Development, Reduce Poverty and Address Family Economic Insecurity.*
- *Reduce Access to Illegal Firearms.*
- *Improve Overall Neighborhood Conditions.*
- *Communicate Key Issues and Programs to the Community.*

## **Intervention Subcommittee**

- *Develop a detailed plan that addresses generations of neglect and poverty by formulating a 10-year vision with a systemic focus that reviews the structural changes that provide a healthy community where everyone thrives.*
- *Increase the use of grassroots organizations in the community and allocate funding.*
- *Develop a Neighborhood Accountability Board and increase the use of diversion services.*
- *Define, develop and fund a credible messenger's program.*
- *Coordinate with mental health providers to increase the number of providers in the areas identified and require the agencies to increase their hours of operation.*
- *Provide safe and reliable areas for youth to congregate.*
- *Create a realistic channel for communication with the community and youth.*

## **Enforcement Subcommittee**

- *Establish and maintain quarterly scheduled community public safety forums between law enforcement and community stakeholders over the next 12 months to review relevant data, solicit community input, and discuss and develop strategies to reduce gun/violent crimes.*
- *Increase the community and law enforcement use of evidence-based practices and non-traditional approaches of community policing and engagement to further build public trust in communities historically distrustful of law enforcement and disproportionately impacted by gun/violent crimes.*
- *Implement public safety workshops with law enforcement agencies and community stakeholders through an independent third-party facilitator.*
- *Increase community awareness of Orange County Sheriff's Office Behavioral Response Unit and Orlando Police Department's Community Response Teams mental health programs that provide a joint response to calls that involve a mental health crisis.*

## **Prosecution Subcommittee**

- *Implement Geographic Stewards Programs in the Community.*
- *Implement Civil Citation Diversion Programs.*