The Offender-Focused Domestic Violence Initiative (OFDVI)

A Focused Deterrence Program to Prevent and Reduce Domestic Violence in Hollywood, Florida

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#ICMA2018
Agenda

Overview of the domestic violence program
• Origin of “Focused Deterrence” and how it is being applied to Domestic Violence
• Hollywood’s policy change - creating effectiveness and efficiency
• Offender-based vs. Victim-based approach

Initial program effects and outcomes

Costs and benefits

What’s next?
Domestic Violence in Hollywood


Demographics: 46% white, 16% black; 33% Hispanic/ Latino

Department Size: 300 sworn members

22% of all reports were for domestics between 2011-2013

Median officer time on a domestic call is 35 minutes

Officers respond to nearly 4,700 domestic calls and make about 600 domestic arrests each year
Domestic Violence & Officer Safety

- Domestic violence makes up 20% of all reported violent victimizations in U.S.
- Nationwide, domestics are the most dangerous call for officers to handle
- Often require use of force to make arrests
Provides an intensive concentration of resources on the minority group of repeat offenders and violent criminals, who disproportionally commit the majority of crime, through the use of intelligence gathering, along with comprehensive and transparent strategies.
**Focused Deterrence & “Pulling Levers”**

**Intelligence-Led Policing**

- Proactive vs. reactive approach
- Police determine priorities based on collection and analysis of information
  - Evidence-based policing can improve information sharing, resource allocation, & decision-making
- Often used with OFDVI

**Crackdowns**

- Focuses on a specific problem
  - Drug sting, prostitution sting, DUI checkpoint
- Can be influenced by media or politics
- Offense or location-specific
- Temporary - Does not last forever

**Problem-Oriented Policing (POP)**

- Works in conjunction with SARA
  - Identify & prioritize recurring problems
  - Analyze problems using data
  - Design response strategies
  - Implement response strategies
  - Assess the success of strategies
- In-depth analysis often skipped

**Place-Based & Hotspots Policing**

- Location-based with short-term effect
  - 12 to 14 days before decay begins
- Can use civil and criminal laws
- Displacement of crime & diffusion of benefits can lead to net benefit (overall reduction in crime)
Goals & Expectations of Program

1. Reduce domestic-related homicides
2. Reduce victim injuries from domestic-related incidents
3. Reduce domestic-related incidents
4. Identify chronic domestic offenders
5. Reduce risks to officer safety
6. Send a unified governmental message to the community,
Rebranding vs. Paradigm Shift

- **Rebranding**: Changing the image, not necessarily the content
  - It is OK to rebrand for the purpose of effecting change but not for the sake of change itself.
    - Interpersonal skills
    - Verbal judo
    - De-escalation

- **Paradigm Shift**: Fundamentally changing basic concepts and experimental practices of a technique of discipline
  - The OFDVI is paradigm shift from focus on victim to offender.
    - “Offender-focused” vs. “Victim-focused”
  - Victim receives more benefits and is empowered
Domestic Violence & Hollywood PD

- Not enough attention has been paid to holding the offender accountable
  - Traditional approaches are victim-focused (onus to solve problem on victim)
  - Mandatory arrest policies are not effective at reducing violence

- 3 major components of the initiative are:
  - Capturing full record of domestic history - Hollywood completes incident report for every domestic call responded to
  - Holding the offender accountable (Swift response and Not-In-Custody arrest policy)
  - Stripping them of their anonymity and eliminating excuses (Letter delivery)
Offender Prioritization

- Few of prolific offenders account for disproportionately high amount of crime
- Frequent offenders often the most serious offenders
- Generalists rather than specialists
Offender Prioritization

Existing crime intelligence underutilized

- Patrol officers have great familiarity and knowledge of repeat/violent offenders
- Crime analysts can gather data on an offender from many different platforms

4 out of 10 current FBI Most Wanted Fugitives wanted due to domestic homicide
Tracking offenders became centerpiece of initiative

Utilizing OSSI/RMS, can account for real-time domestic aggressors and go back to any involvement they had related to a domestic dispute since our transition to the OSSI/RMS software

Accrued over 400 repeat offenders in less then 5 months in 2015
Repeat Offender Log

- Updated daily and emailed to all sworn members weekly

- Should be used as an investigative tool
  - Can be referenced when determining potential for primary aggressors in an incident

- Getting the information to the officers on the road is paramount
  - Teletype operators can query repeat offenders and alert Officers when they are out with an A – Lister (Officer must request this information)

- Records management system a weak link in the program
Domestic Violence is a commonality for perpetrators of violent behavior.

Many of the most violent criminals have been arrested or involved in incidents of Domestic Violence.

Existing Domestic Violence Statutes can be used not only to help the Victim, but to remove violent criminals from society that are committing a multitude of other crimes.
### Criteria for Levels

<table>
<thead>
<tr>
<th>D List</th>
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<tbody>
<tr>
<td>No previous charges for DV</td>
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<td>Repeat call involving the same aggressor</td>
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<td>Situation cannot be resolved by the first responding officer</td>
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<td>Officer believes the potential exists for violence</td>
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<td>Validated domestic relationship</td>
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<table>
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<tr>
<th>C List</th>
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<tbody>
<tr>
<td>1st charge for DV related offense</td>
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<th>B List</th>
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<tr>
<td>2nd charge of DV related offense</td>
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<tr>
<td>or</td>
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<tr>
<td>Violation of prohibited behavior for which offender received notice as C list offender (violating pretrial conditions, contacting victim, etc.)</td>
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<th>A List</th>
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<tr>
<td>3 or more DV charges</td>
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<tr>
<td>Offender has violent record including DV</td>
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<td>Violation of 50B protective order</td>
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<td>Used weapon in DV</td>
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<td>Convicted felon</td>
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### Types of Notification

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<tr>
<td>Receives letter from police putting aggressor on official notice</td>
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<td>At the scene or a call, by mail, or during a follow-up visit</td>
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<th>C List</th>
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<tbody>
<tr>
<td>Face-to-face deterrent message from Violent Crime Detective</td>
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<tr>
<td>At the time of arrest, before pretrial release, probation visit, or follow-up visit by detective</td>
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<table>
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<th>B List</th>
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<tbody>
<tr>
<td>Law enforcement and community message face-to-face</td>
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<tr>
<td>Offenders called to a notification perhaps quarterly or more frequently</td>
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<th>A List</th>
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<tbody>
<tr>
<td>Notified by Violent Crime Detective</td>
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<td>At time of arrest or indictment</td>
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“D” List Letter with Brochure for legitimacy

“C” List Letter and further explanation of assistance

Explains the program
Defines the crime
 Warns of consequences
 Offers help
I am writing to let you know that members of the Hollywood Police Department are taking a new focused approach in preventing future acts of domestic violence. Because of the domestic related call involving you on (Incident date), this letter is your official notice that your name has been added to a watch list. The watch list will be reviewed daily by detectives assigned to the Hollywood Police Domestic Violence Unit, who will be looking for any additional complaints.

Domestic violence related crimes include threats, trespassing, damage to property, simple assaults, simple battery, harassment, stalking, sexual battery, aggravated assault, aggravated battery and all violations of court ordered injunctions related to you as a respondent (to include pretrial/post bond release agreements).

Consider this letter as notice of our commitment to identifying and apprehending those who engage in and are responsible for acts of domestic violence. You need to be aware that it is our policy that an officer will make an arrest whenever probable cause exists. We consider this fair warning so you can avoid criminal charges, court appearances and possible imprisonment.

The Hollywood Police Department does understand that numerous circumstances outside the
Law Enforcement Legitimacy

- Model focuses attention on the offender exclusively from a law enforcement position creating a high level standard of non-acceptance related to domestic violence.

- Informational brochure explains program concepts and offers assistance programs at the offender level.
  - Delivered with all “D” and “C” list letters

- Focused deterrence framework can help improve legitimacy and community perceptions of police
Victims Advocate

• Not diminishing the role of the Victim Advocates.

• When the offender was told that the Police and the State were the entities pursuing the case and victim had been removed from the legal process, the Domestic Violence/Family Assistance Center in High Point, NC saw a rise in victims seeking and utilizing the services offered.

• High Point PD found when holding the offender accountable two (2) immediate benefits were noticed for the victim.
  • Victims said their partner / the offender was less likely to attempt to disrupt their participation in the victim programs.
  • The programs were taken much more seriously by the victims.
Results

In the first 2 years of the program, we saw the following outcomes:

Statistically significant* decrease in the number of monthly domestic reports, when controlling for domestic arrests

Average number of monthly reports decreased by 16.78%

Average number of monthly arrests increased by 32.34%

*Reports pre-intervention monthly mean = 412.31; post-intervention mean = 343.13 (-16.78%)  
May 2015 – April 2017
Figure 1: Monthly Reports for Domestic Offenses in Hollywood, FL (January 2011 – April 2017)

Letter Intervention
Figure 2: Monthly Arrests for Domestic Offenses in Hollywood, FL (January 2011 – April 2017)  (n = 3,891)
Costs & Benefits

• *Do the benefits of the program outweigh the costs?*

• Domestic Violence calls for service require significant resources (i.e. follow up investigation, post-arrest prosecutorial efforts to combat the ongoing problem domestic violence, victim services, etc.)

• Potential cost savings for reduction in domestic violence
  • Workload for detectives
  • Reducing number of offenders that pass through justice system
  • Preventing injuries and homicides

• Reducing safety risks for officers
## Man-Hours Savings

Example of potential savings for officer time spent on domestic calls

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<tr>
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<th>Before OFDVI</th>
<th>3rd Year of OFDVI</th>
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<tr>
<td>Median Time on Call (min)</td>
<td>37</td>
<td>31</td>
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<tr>
<td>Average # Calls/Year</td>
<td>4,944</td>
<td>3,734</td>
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<tr>
<td>Annual Man-Hours</td>
<td>3,050</td>
<td>1,929</td>
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<tr>
<td>Man-Hours Difference</td>
<td></td>
<td>- 1,121 x 2 Officers</td>
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- One officer works approximately 1,960 hours per year
- 2,242 hours is more than one officer’s total annual workload (114%)
What’s Next?

• Hollywood is currently transitioning other units into the Offender-Focused framework, with a goal of applying it throughout the department for diverse crime types

• Comprehensive evaluation study forthcoming over the next 2 years
  • Full cost-benefit analysis
  • Program effects
  • Identification of elements that are effective and those that can be improved
  • Process evaluation

• Adoption of intervention framework by other departments
References


