

The Offender-Focused Domestic Violence Initiative (OFDVI)

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

*Leonard Matarese, Center for Public Safety
Management (CPSM)*

Sara C. McFann, Florida International University

#ICMA2018

ICMA
conference

BALTIMORE
104th Annual Conference
SEPTEMBER 23-26 **2018**



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

Population (2015):
146,791

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



Focused Deterrence

Provides an intensive **concentration of resources** on the minority group of **repeat offenders** and violent criminals, who disproportionately commit the **majority of crime**, through the use of **intelligence** gathering, along with comprehensive and transparent strategies.

Patrol Division

Criminal
Investigations
Division

Neighborhood Team
Leaders

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

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

Focused Deterrence & "Pulling Levers"

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

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

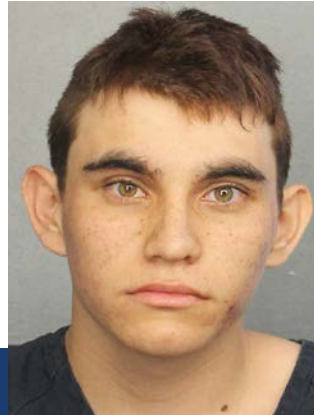
- Rebranding: Changing the image, not necessarily the content
- It is OK to rebrand for the purpose of effecting change but not for the sake of change itself.
 - Interpersonal skills
 - Verbal judo
 - De-escalation
- Paradigm Shift: Fundamentally changing basic concepts and experimental practices of 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



FBI TEN MOST WANTED FUGITIVE



4 out of 10 current FBI Most Wanted Fugitives wanted due to domestic homicide

Repeat Offender Log

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 than 5 months in 2015

HOLLYWOOD POLICE DEPARTMENT
Domestic Repeat Offender Log 2014-2015

Next incident receives a letter

A-Lister

NAME	DOB	ADDRESS OF OCC.	INC. DATE	CASE #	LKA	#INC	IPV NOTES
Abea, Jean	3/28/1997	3817 Washington St	2/6/2015		Same	3	Verbal with stepfather and mother.
Abreu, Kevin Alexander	10/9/1989	7811 Raleigh St	9/28/2015	1509-136312	Same	3	Physical with brother. Verbal with
Acevedo, Joseph		1753 Wiley St #7	1/12/2015		Same	2	Yes Verbal and physical with gf.
Acevedo, Oxiris	3/23/1976	1644 Mayo St	12/28/2015	1512-188058	Same	2	Verbal with gf.
Ackerman, Christopher	11/15/1980	1649 Dewey St #1	10/29/2015	1510-154648	Same	2	Verbal with gf.
Acosta Sotomayor, Christian	4/7/1998	1532 Plunkett St	1/25/2016	1601-016385	Same	3	Verbal with father.
Acosta, Dave	12/21/1976	5591 Sheridan St	5/28/2015		Same	5	Verbal with bf. (Rafael Garate)
Adams, Anthony	6/14/1991	1740 Funston St #11	12/23/2015	1512-185465	Same	2	Yes Verbal/physical with bf.
Ahmed, Karim	3/8/1986	5616 Wiley St	8/17/2015	1508-114649	Same	2	Verbal with mother. Hx check revealed previous battery in Dade Cty.
Akers, Krisselle	1/1/1982	820 N 24th Ave	12/21/2015	1512-184611	Same	12	Yes bf. Violated injunction.
Aladezme, David	10/6/1971	1826 Johnson St #101	12/19/2015	1512-183422	Same	2	Verbal with wife.
Alamo, Lazara	12/17/1960	820 N 24th Ave	3/7/2015			10	Verbal with both daughters. Alcohol involved. Baker acted several times.
Albury, Orlando Leslie	12/8/1987	5141 Hollywood Blvd	8/24/2015	1508-118243	Same	3	Verbal with two different gfs.
Alcantara, Michelle	5/15/1973	2311 Adams St #33	1/1/2015		Possibly same	2	Two physical assaults one with a weapon.
Aleong-Nicholas, Alexis	5/31/1995	1120 S. Federal Hwy	9/15/2015	1509-128874	132 Foster Rd, Ha	2	Yes Verbal/physical with bf. One incident occd in Hollandale.
Alexander White, Kim	8/22/1966	1927 Taylor St #11	1/13/2016	1601-010966	Same	4	Yes Physical/verbal with gf.
Alfava, Jorge		6931 Coolidge St	9/28/2015	1509-135954	Same	2	Yes Physical with gf. Only one incident in RMS hx check revealed additional incidents.
Alford, Danny	1/24/1994	6224 Rodman St	10/30/2015	1510-155123	Same	2	Verbal with mother/possibly physical with gf.
Alicea, Roberto	4/28/1942	4700 Washington St #404	1/9/2015			2	Verbal with wife.
Alize, Harry		5765 Washington St #E3	2/14/2016	1602-029204	Same	2	Verbal with wife.

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

A-Listers

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

Committing prohibited behavior or getting a new charge moves offender up a level

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

Types of Notification

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

Notification

“D” List Letter with Brochure for legitimacy



**Explains
the program
Defines
the crime
Warns
of consequences
Offers
help**

“C” List Letter and further explanation of assistance





CITY of HOLLYWOOD, FLORIDA



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.

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

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).

every legal means necessary.

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

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.

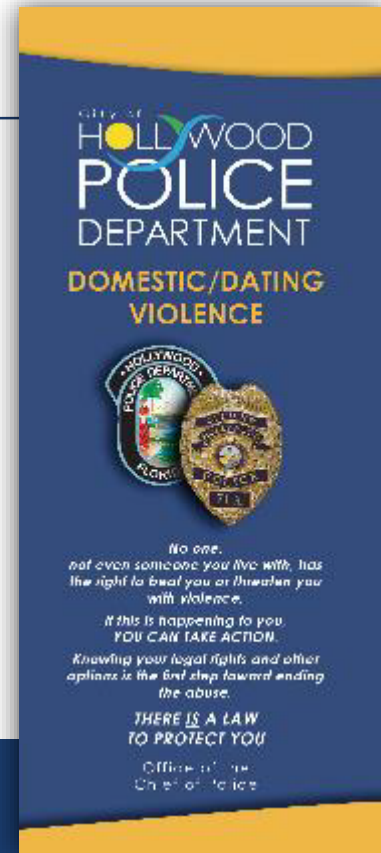
Domestic Violence Unit
Hollywood Police Department

Our Mission: We are dedicated to providing municipal services for our diverse community in an atmosphere of cooperation, courtesy and respect. We do this by ensuring all who live, work and play in the City of Hollywood enjoy a high quality of life.

"An Equal Opportunity and Service Provider Agency"

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*

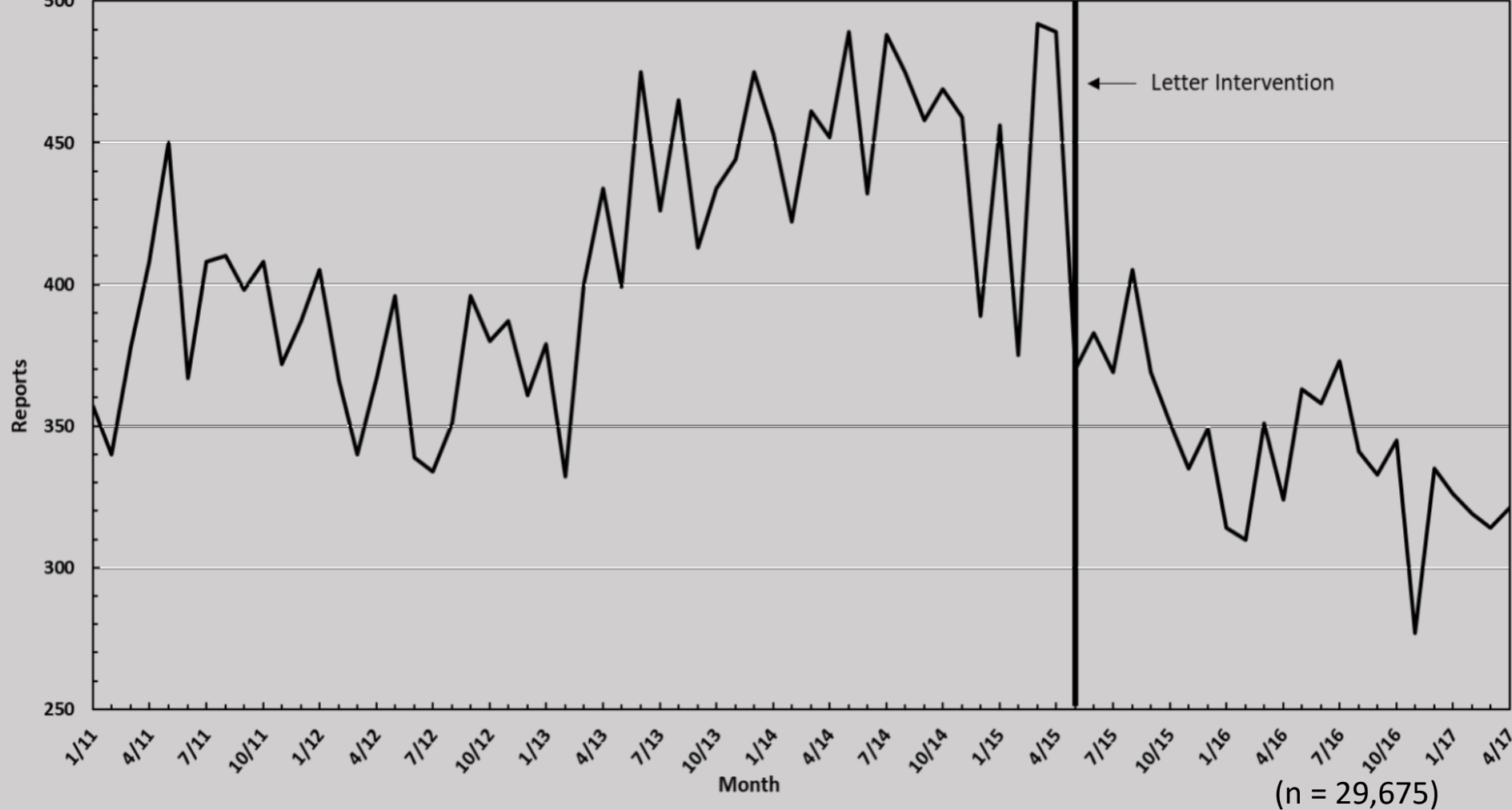


Figure 1: Monthly Reports for Domestic Offenses in Hollywood, FL (January 2011 – April 2017)

(n = 29,675)

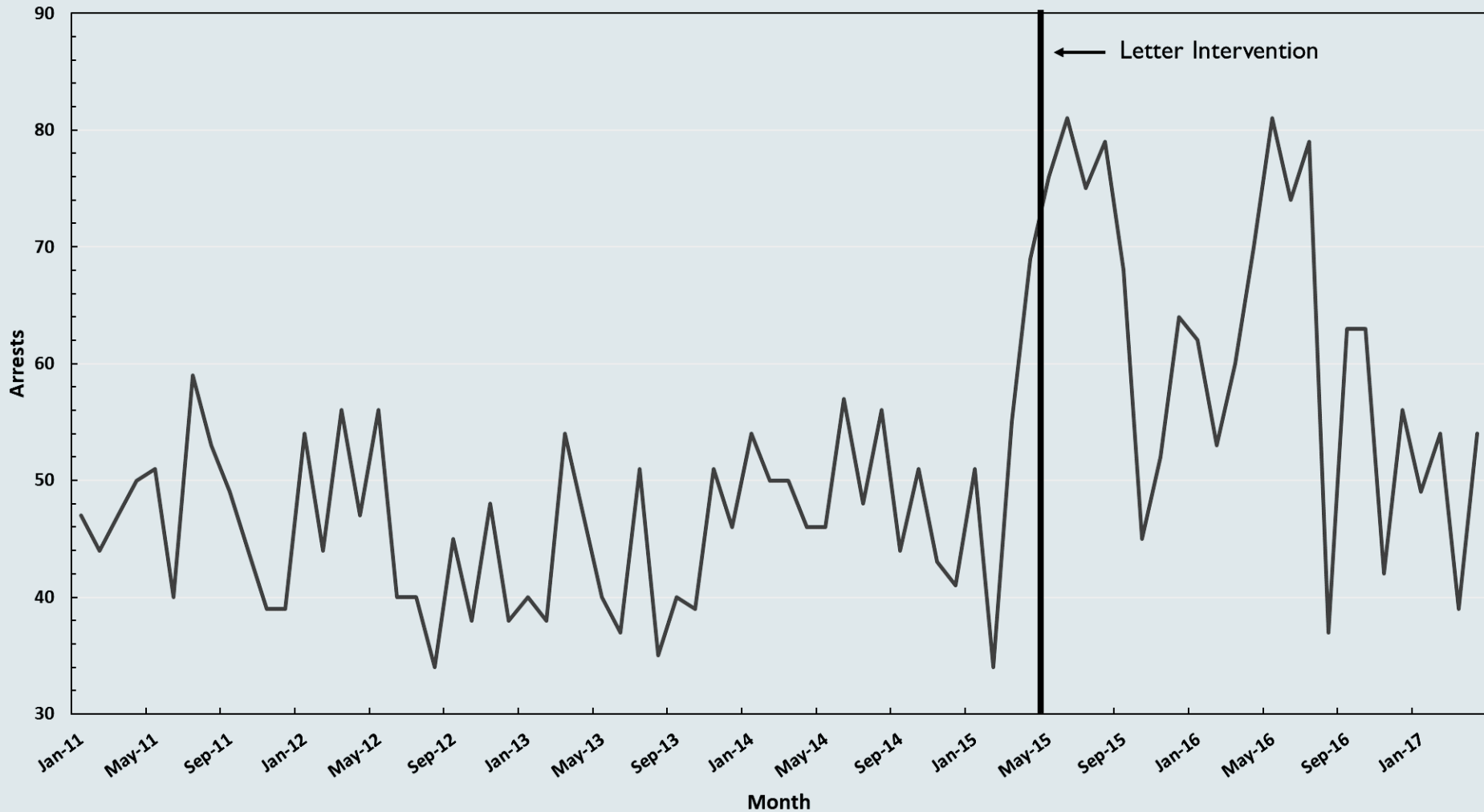


Figure 2: Monthly Arrests for Domestic Offenses in Hollywood, FL (January 2011 – April 2017) (n = 3,891)

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

	Before OFDVI	3 rd Year of OFDVI
Median Time on Call (min)	37	31
Average # Calls/Year	4,944	3,734
Annual Man-Hours	3,050	1,929
Man-Hours Difference		- 1,121 x 2 Officers

- 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

- Breul, N. & Keith, M. (2015). Deadly Calls and Fatal Encounters: Analysis of U.S. law enforcement line of duty deaths when officers responded to dispatched
- Farrington, D. P. (1992). Criminal career research in the United Kingdom. *The British Journal of Criminology*, 32(4), 521-536.
- Hunt, P., Parast, L., & Weinberger, G. (2017). Can an Informative Letter Reduce Gun Crime and Be Cost-Effective? A Study of Los Angeles. Santa Monica, CA: RAND Corporation, 2017. https://www.rand.org/pubs/research_reports/RR1934.html.
- Kennedy D. M. (1997) Pulling levers: chronic offenders, high-crime settings, and a theory of prevention. *Valparaiso University Law Review*, 31, 449-484
- Klein, A. R., & Tobin, T. (2008). A longitudinal study of arrested batterers, 1995-2005: Career criminals. *Violence Against Women*, 14(2), 136-157.
- McCollister, K. E., French, M. T., & Fang, H. (2010). The Cost of Crime to Society: New Crime-Specific Estimates for Policy and Program Evaluation. *Drug and Alcohol Dependence*, 108(1-2), 98–109. <http://doi.org/10.1016/j.drugalcdep.2009.12.002>
- McFann, S. C. (2018) Letters as deterrents? An analysis of a Domestic Violence Focused Deterrence Program in Florida. Manuscript in Preparation.

An aerial photograph of Baltimore, Maryland, showing the harbor, city buildings, and a large marina with many sailboats. The sky is blue with some light clouds. A red and white banner is overlaid at the top, and a red, white, and blue curved banner is at the bottom.

ICMA
conference

BALTIMORE
104th Annual Conference
SEPTEMBER 23-26 **2018**

#ICMA2018