

**Implementation Documentation of the
Offender Focused Domestic Violence Initiative (OFDVI)
in High Point, NC**

October, 2012



THE UNIVERSITY *of* NORTH CAROLINA

GREENSBORO

*Center for Youth, Family
and Community Partnerships*

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Acknowledgements:

The authors would like to thank all those who, not only contributed to this paper, but for their continued hard work and tireless dedication to serve and protect the men, women, and children of High Point, North Carolina.

Thank you to all the members of the High Point Police Department (HPPD), with special thanks to the members of the Offender Focused Domestic Violence Command Staff and Workgroup: Chief Marty Sumner, Chief James Fealy (retired), Major Larry Casterline, Captain Tim Ellenberger, Lieutenant Gordon Stallings, Lieutenant Jason Henderson, Detective Jerry Thompson, and Detective Janelle Kuchler. Thank you to the United States Attorney's Office, Middle District of North Carolina, with special thanks to United States Attorney Ripley Rand, Middle District of North Carolina, and Assistant United States Attorney Robert A.J. Lang, PSN and Anti-Gang Coordinator for the Middle District of North Carolina. Thank you to the Guilford County District Attorney's Office, with special thanks to Assistant District Attorney Walt Jones, Leah Howell, and Christin Halkiotis. Thank you to the members of the High Point Community Against Violence (HPCAV), with special thanks to Executive Director Jim Summey, President Gretta Bush, and Bobby Davis. Thank you to Family Service of the Piedmont, with special thanks to Susan Weis, Adenike Heyliger, and Maria Harkins.

A special thank you to Professor David Kennedy, Director of the Center for Crime Prevention and Control at John Jay College of Criminal Justice and Professor Susan Herman at Pace University.

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Suggested Citation:

Sechrist, S. M., Weil, J. D. L., Shelton, T. L., & Payne, C. C. (2012). *Implementation documentation of the Offender Focused Domestic Violence Initiative (OFDVI) in High Point, NC*. University of North Carolina at Greensboro: Greensboro, NC.

Funding Source: U.S. Department of Justice FY09 Edward Byrne Memorial Justice Assistance Grant 2009-DJ-BX-0835.

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Overview of the Present Paper

The following paper will document the implementation of the Offender Focused Domestic Violence Initiative (OFDVI) in High Point, NC. The OFDVI strategy uses focused deterrence policing methods to combat domestic violence. First, we will review the history of focused deterrence and how the model took hold in High Point. The early experience of personnel in High Point with focused deterrence policing assisted in later implementation of the OFDVI strategy. The OFDVI strategy represents a novel approach to combatting domestic violence which will be detailed along with how the strategy transitioned from theory into practice. The process of implementing the strategy will be outlined, including building the necessary partnerships, organizational changes needed for strategy success, data and information system needed to effectively track outcomes, and detailed procedures for identification and notification of offenders and following up with both offenders and victims. Finally, valuable lessons were learned throughout implementation of the strategy, which included some necessary changes which need to occur within the justice system. These will be discussed at the conclusion of the paper as well as next steps for the OFDVI strategy moving forward. Perspectives from key workgroup members responsible for implementing the strategy will be shared throughout the paper to provide a firsthand account of how the strategy has been developed, revamped, and received by those doing the work as well as within the greater community of High Point.

The Emergence of the Offender Focused Domestic Violence Initiative (OFDVI)

Background of Focused Deterrence Policing

Developed by David Kennedy in the mid 90's, what has become known as the focused deterrence or "pulling levers" approach (Kennedy, 1997) revolutionized crime prevention and intervention, receiving extensive local and national attention (CBS Evening News, 2006; Kennedy, 2009; Schoofs, 2006). Beginning in Boston in 1995, Operation Ceasefire, initially known as the Boston Gun Project, combined problem-oriented policing with collaboration between law enforcement organizations and community stakeholders focusing on the reduction of gang violence in the city. These efforts resulted in an over 60 percent reduction in youth homicide, launching several national initiatives building on the core principles of focused deterrence.

The "pulling levers" strategy has been described as a six-step process: 1) selecting a target behavior; 2) bringing together the criminal justice and other agencies that will be involved; 3) delivering a direct and explicit deterrence message to the targeted group; 4) following through with the effort; 5) continuing to communicate with the target group; and 6) selecting a new target behavior once the original behavior has been controlled. While specific offender-based policing strategies may vary, these strategies often include some or all of the following elements:

- Police-community partnerships
- Interagency working groups (police, prosecution, courts)

- Partnerships with researchers
- General and focused deterrence messages
- Social services delivery

In October 2000, the Strategic Approaches to Community Safety Initiative (SACSI) was launched with multiple sites across the country. Like Operation Ceasefire, most SACSI sites focused on reducing gun violence, using variations of the original model including increasing collaboration among law enforcement organizations, community partners and researchers (reference). Building on that wave of success and lessons learned, Project Safe Neighborhoods (PSN) was established in 2001. Like the earlier iterations of the model, PSN focused on creating effective partnerships among federal, state and local prosecutors; law enforcement; researchers; media and outreach specialists; and community leaders. It focuses on individualizing the intervention strategy to reduce gun violence to the particular challenges identified in the specific communities through crime data analyses.

The Comprehensive Anti-Gang Initiative was developed as an extension of PSN and is intended to reduce gang crime and violence through the implementation of three strategies: 1) prosecution and enforcement; 2) prevention and intervention; and 3) prisoner reentry. The prosecution and enforcement strategy is driven by data and real-time intelligence, and includes both reactive and proactive efforts coupled with planning and coordination with federal, state, and local law enforcement agencies. The prevention and intervention strategy provides gang prevention programming to youth at high risk for gang involvement. The prisoner reentry strategy provides mentoring and social services and treatment to gang-involved offenders returning to the community from prison. A separate program, the Comprehensive Anti-Gang Initiative, is using a similar approach to address gang membership. All efforts reflected the core foundational components of engaging the community in a meaningful way, identifying the specific crime problem, and focusing on the individuals driving that crime.

Developed as an extension of PSN, the Comprehensive Anti-Gang Initiative focuses on reducing gang crime and violence through the implementation of three strategies: 1) prosecution and enforcement; 2) prevention and intervention; and 3) prisoner reentry. As with the other focused deterrence applications, the prosecution and enforcement strategy is informed by data and real-time intelligence, building on comprehensive planning and coordination with federal, state, and local law enforcement agencies. The prevention and intervention strategy provides gang prevention programming to youth at high risk for gang involvement. The prisoner reentry strategy provides mentoring and social services and treatment to gang-involved offenders returning to the community from prison.

History of Focused Deterrence in High Point

In 1997, members of the High Point Police Department became aware of this approach and went to Boston, accompanied by personnel from the US Attorney's Office, Middle District of NC to learn more about this approach. By 1998, initial implementation of the focused deterrence began in earnest in High Point. The first application targeted gun violence associated with repeat offenders but the initiative truly took hold when the High Point community began to focus on violence associated with open drug markets in May 2004.

The High Point Intervention (also known as the Drug Market Intervention) draws on the principles of Operation Ceasefire, SACSI and PSN to not only stop gun violence, but also to shut down open-air drug markets and the chaos that comes with them: the street sales, crack houses, drive-through buyers, prostitution, gunplay and the taking over of public space.

The drug market elimination strategy uses crime-mapping information to target drug dealers, drug suppliers, and street-level drug sales that impact community safety in a clearly defined neighborhood. Building on a statistical and mapping foundation (Hunt, Sumner, Scholten, & Frabutt, 2008), extensive intelligence is gathered both on networks of individuals involved in the local drug market and individual patterns of criminal behavior (Fealy, Sumner, & Kennedy, 2006). To the usual menu of targeted enforcement and service provision, however, the strategy adds a process of direct engagement between law enforcement and the community with respect to examining and changing norms and narratives on each side, and then utilizes new norms and understandings to intervene with offender networks (Sumner, Hunt, & Frabutt, 2005). The principal actors, in their application for the 2006 Herman Goldstein Award, summarized their drug market elimination strategy thusly:

An operational plan was developed that addressed individual geographic drug markets as ‘beachheads’ in a larger citywide enterprise that directly engaged drug dealers and their families; created (but rarely employed) clear, predictable sanctions; offered a range of services and help; and, especially, mobilized community and even offender standards about right and wrong. Over the two-year course of implementation, overt drug markets in High Point were eliminated, directly and sustainably. No outside or additional resources were employed. There was no apparent displacement, and clear diffusion of benefits (Fealy et al., 2006).

The Problem of Domestic Violence in High Point

Having sustained the successful implementation of focused deterrence as it relates to violence in repeat offenders, open drug markets, and gangs, focused deterrence has become a way of doing business for the High Point community. Being data informed is foundational to this approach and despite the success in sustained reduction in violent crime related to the previous initiatives, detailed crime analysis indicated that the remaining violent crime was largely due to domestic violence. Since 2004 there have been 16 domestic related homicides in High Point, including three cases of murder/suicide where the suspect killed his partner and then turned the gun on himself.

Not only is domestic violence one of the primary causes of the remaining violent crime in High Point, domestic violence creates particular challenges for law enforcement. More specifically, in High Point, domestic violence disturbance calls are consistently the number one call for service. Over the last 5 years, the High Point Police Department responded to an average of 5,098 calls per year, many repeat calls. Domestic violence also is personnel intensive. Because domestic disturbance calls are unpredictable and sometimes violent, they require a two-officer response. Patrol statistics from 2009 show the department handled 5,134 domestic disturbance calls, tying up two officers for an average of 25 minutes per call. That amounted to a total of 6,295 hours committed strictly to domestic violence calls that resulted in 424 arrests. But perhaps most upsetting is the times in which the violence results in homicide. Between 2004 and 2008, 32% of the 52 homicides in High Point were domestic related,

making it the single most prevalent circumstance code for homicide. And the rates are pervasive. From 2000 to 2010, a total of 1,033 people in High Point were charged with a domestic-related offense – a total of 10,328 different charges. Thus, despite the department’s pro-arrest policy, aggressive prosecution, and the use of domestic 50B protective orders, the violence persists.

Evolution to a Focus on Reducing Domestic Violence: The OFDVI Strategy

The Offender Focused Domestic Violence Initiative (OFDVI) was crafted over a ten year process of brainstorming, collaboration, and careful planning by a multidisciplinary workgroup of stakeholders. At the outset, David Kennedy, one of the first architects of focused deterrence, had written a paper commissioned by the Hewlett Foundation and presented it at a conference for domestic violence victim advocates and academics. In that paper, Kennedy proposed adapting his focused deterrence strategies to combat the crime of domestic violence. Those in attendance were skeptical of Kennedy’s ideas, except for Susan Herman, a victim advocate and issues expert. In general, victim advocates thought the idea was illogical, far-fetched, too dangerous for victims of intimate partner domestic violence, and they did not buy into Kennedy’s proposition that domestic offenders are often involved in lots of other criminal activity. There seemed a reluctance to give the idea a chance at that time, but Kennedy and Herman continued to discuss the idea and ways to make it take life. Herman, who was then director of the National Center for Victims of Crime, published Kennedy’s paper in the organization’s newsletter so it would get national distribution and a larger audience could react to it. It generated some conversation in the field, but fewer victim advocates were as familiar with Kennedy’s work, beginning with the Boston Ceasefire Project, as compared to traditional criminal justice practitioners. Therefore, many victim advocates did not fully understand the focused deterrence model, much less how it might be adapted to apply to domestic violence offenders. According to David Kennedy:

“The [OFDVI] idea was not well-received in the domestic violence community. As with my experience with the drug market initiative, I spent years shopping this around without getting anybody willing to carry it forward. The way I work is not to fully specify complete interventions and then try to get them implemented. I, at best, have a kind of outline and a direction and I then look for partners in a particular jurisdiction who would be willing to in a partnership figure out and implement that fully specified intervention. And I kept shopping this around and everybody rejected it.”

For years prior to Kennedy’s seminal paper applying focused deterrence to domestic violence, there had been ongoing discussions within the criminal justice field about how domestic violence consistently ranked among the top three precursors for homicides and assaults that could be categorized with a cause. Law enforcement personnel had always known that domestic violence was a top reason for calls for service and that responding to those calls consumed a large amount of departmental resources and put officers at great risk. Thus, law enforcement practitioners were eager to find a way to decrease domestic violence in their communities and were perhaps more motivated and willing to try a different approach to dealing with the issue than victim advocates. In High Point, NC and in the Middle District of North Carolina (MDNC) through the U.S. Attorney’s Office, focused deterrence had been institutionalized as a way of doing business for nearly 15 years prior to adoption of the OFDVI strategy. During that 15 year history, personnel from High Point and the Assistant United States Attorney (AUSA)

in the MDNC, would travel alongside Kennedy promoting focused deterrence work and serving as mentors to sites implementing the strategy. Law enforcement executives in High Point, NC in conjunction with David Kennedy had been considering the OFDVI idea and would often use travel time together to discuss it. As Rob Lang, Assistant United States Attorney, Middle District of North Carolina, PSN and Anti-Gang Coordinator for U.S Attorney Ripley Rand stated about the emergence of the OFDVI strategy:

“We [High Point Police Department personnel, Kennedy, and the AUSA] were in situations where you are living this stuff [focused deterrence] and you are on the road and you are with David Kennedy, Marty Sumner [then Assistant Chief of HPPD], and Jim Summey [Executive Director of the High Point Community Against Violence], you know, and we are discussing stuff...what is the next great wave of focused deterrence... [along with that was] sort of the secondary discussion with domestic violence being a high cause of some of the other violent crime that is not captured in some of this urban street violence. Then as we do violent incident reviews across the district at the various sites over the years, it is very interesting that you start seeing a ton of domestic violence in these homicide reviews and the police response was, ‘oh that was a domestic,’ and that’s sort of the canned response that there is nothing that you can do about it. Domestic always kind of lurked in there for me personally and started some discussions.”

At the time, the High Point Police Chief, Jim Fealy, felt that the Department was putting forth a great deal of effort to combat and respond to domestic violence, but those efforts were not having the desired impact as far as measurable decreases in incidents. In an analogy, he stated:

“If you are writing a hundred thousand tickets a year and you are still having an increase in serious injury and fatality collisions, it is time to look at something else too. It doesn’t mean that you quit writing tickets, but you look at something else because that alone is not doing it... If you are satisfied with what you are doing, don’t try anything new. But from what I have seen, a lot of us should not be satisfied with what we have been doing [concerning domestic violence]...”

Thus, Chief Fealy was ready to try a new approach to combat domestic violence. According to David Kennedy, he approached Chief Fealy and then Assistant Chief Sumner with the OFDVI strategy, stating:

“I said I’ve actually got this thing [OFDVI strategy] in my file cabinet. Let’s see what you think. I shared it with the two of them and very interestingly they both said we don’t want to do this. And that was particularly strong from Chief Fealy who essentially said I don’t believe that these serious domestic violence offenders will be responsive to anything like this and I don’t want to set the department up for failure. And then to his credit, he tasked his people with doing what turned out to be a very high quality and quite meticulous and revealing analysis of what was going on with domestic violence victimization in and around High Point... basically what this staff officer did was go back a couple of years look at domestic violence homicide victims and then looked at those that had killed them—their characteristics, their background, and the history of those events—and found a couple of things. They found that the guys were the kinds of chronic

offenders that the literature suggested they often are. That the 'system' had failed miserably in its encounters with them, that they had had repeated contacts with the system, and no effective action had been taken. There were multiple opportunities visible in which, had anybody been watching carefully, it would've been evident that something quite serious was likely to happen and there were multiple opportunities for intervention along the lines of the kinds of strategic deterrence in law enforcement that we are all now very familiar with"

Given the results of the analysis Kennedy described above and the High Point Police Department's commitment to and success with using focused deterrence as a way of doing business, addressing gun, open drug market, and gang violence, Chief Fealy decided that applying the strategy to domestic violence was, "...a no brainer... this model works, let's keep applying it until we find something that it doesn't work on." As part of the focused deterrence approach, the High Point Police Department had also institutionalized the practice of regularly monitoring crime data and letting data drive decisions about where to apply the focused deterrence strategy next. The data were saying that domestic violence was the next logical place. According to Chief Fealy:

"Overall across the board over the years, sometimes over half of our homicides had been domestic violence-related in some way, shape, or form. I know that statistically we are well above the national average. We are well above the state average. That is unacceptable. We can do better than that. As David [Kennedy] once said, 'are they [offenders] resisting your best efforts?' No, because we have not put our best efforts forward."

Based on the data about the high rate of domestic violence in the city of High Point and the institutionalization of focused deterrence within the Department, the High Point Police Department was very interested in adopting and testing the OFDVI strategy. Domestic violence was the next obvious level of violence that needed to be addressed in the community, and as usual, the data drove the administration to the decision point. Thus, a workgroup was formed which began to collaborate and the strategy took root for the first time. The workgroup consisted of executive staff from the High Point Police Department, a command staff supervisor and investigators who would be doing police work on the ground, the district attorney in High Point, AUSA Lang in the MDNC, High Point Police Department's crime analyst, the executive director of the High Point Community Against Violence, a representative from the victim resource agency for the initiative in High Point, David Kennedy, Susan Herman, and researchers from the University of North Carolina at Greensboro (UNCG).

Susan Herman participated in the workgroup meeting as someone who brought an extensive background in victims' issues, having worked in the victims' field for over 30 years in different capacities. Her role in the strategy development was to bring the victim perspective to the workgroup discussions. Susan had spent several years focusing exclusively on domestic violence, and focused the 10 years prior to OFDVI implementation on creating a more novel and effective societal response to victims of crime. Susan was motivated to think about crime control strategies that prevent repeat-victimization rather than always looking at crime control strategies that are reactive or incident based. The OFDVI strategy fit the mold. Susan stated her views about the importance of the OFDVI strategy and how it could shape policing responses to domestic violence in the future:

“I really believe this is one of the most important initiatives that we’ve seen in decades. It is as ground-breaking and as pioneering and important as David’s [Kennedy] original work. As much as this just seems like a logical extension or it seems appropriate to all of us who are engaged in it, applying these concepts to a population that is perhaps more sociopathic than other populations and has less group identity than other populations is going to be challenging and potentially unbelievably rewarding. It could absolutely change how we think about domestic violence.”

The workgroup knew from previous research (Best, 2009; Frabutt, Hefner, Harvey, Di Luca, & Shelton, in press; Hipple, Corsaro, McGarrell, 2010; Kennedy, 2009) that High Point had already built strong community support for its focused deterrence strategies dating back to 1997. Using established relationships with community and resource providers, the workgroup began to engage the community and resource partners about the OFDVI strategy. Knowing from Kennedy’s past efforts that the strategy could be difficult to sell, especially to victim advocates in the community, the High Point Police Department called a meeting and invited everyone who might have a stake in this issue. David Kennedy came to High Point to explain the strategy, to talk about offender-based deterrence, and to try to start to elaborate and generate in-depth discussion on the strategy, particularly among stakeholders who were less informed about focused deterrence initiatives. Interestingly, it turned out that the community was so bought into the High Point Police Department’s way of doing business using focused deterrence that the OFDVI strategy was not a difficult concept to embrace, and drew immediate support.

With community support established, the workgroup then met at John Jay College in New York to begin planning the implementation strategy. In this meeting, the tiered approach to categorizing offenders and their respective victims was elaborated. The High Point Police Department and its UNCG research partners utilized crime data to establish baselines and criteria for offender categorization purposes. Using this approach, the worst offenders would be put on the A-list and prosecuted immediately. The B-list offenders would be notified in a face-to-face group meeting and given a personalized description of their criminal history and legal exposures, as well as offered opportunities for services, and given a message from the community that domestic violence would no longer be tolerated. The C-list offenders would have face-to-face contact with detectives within 48 hours after their first domestic violence arrest and be given a thorough explanation of how domestic violence would now be handled by the High Point Police Department and the OFDVI partnership. The D-list offenders would be those who were not charged but would be notified at the scene of a domestic disturbance call of the new approach to domestic violence in High Point. The tiered notification approach was a novel method, adapted from the Domestic Violence Repeat Victimization Project out of Yorkshire, England (Hanmer, Griffiths, & Jerwood, 1999), representing a hybrid of various notification methods that members of the workgroup had discussed over time. Assistant United States Attorney (AUSA) for the Middle Judicial District, Rob Lang stated that prior to the workgroup meeting, there had been discussions of doing field notifications and inside notifications at different offender levels and allowing the community and those that were not in chronic offending mode to watch and understand that law enforcement was taking a new, more serious approach to domestic violence. The Killingbeck Project demonstrated that, “...early intervention achieves the greatest reduction in repeat attendances [calls for service] (p. 25, Hanmer et al., 1999)” for

domestic violence offenders. Thus, the workgroup felt that in developing the OFDVI, identification and notification of low-level or first-time domestic offenders could be similarly successful as an early intervention method to reduce repeat domestic violence calls for service in High Point. Additionally, the Killingbeck Project was effective at reducing repeat calls for service because, "...the model calls for a rational response from an offender; that is, the recognition that the actions taken in relation to him and the support given to his victim mean that it will become progressively more difficult to continue with his behavior without the likelihood of some negative consequences to himself and/or his behavior will become less effective in relation to his victim (p. 26, Hanmer, et al., 1999)." The "rational choice" model relied upon for the Killingbeck Project's effectiveness is also the model relied upon for focused deterrence's effectiveness: offenders will make the choice to stop offending due to the threat of certain and swift consequences.

Members of the High Point Police Department's executive and command staff were almost exclusively responsible for planning how the OFDVI process would transform from theory into practice, and how the model would actually function in practice. Part of the planning at the meeting in New York involved discussion of practices that have been done to address domestic violence around the world. Specifically, the workgroup reviewed the Killingbeck Project (Hanmer et al., 1999), wherein repeat domestic violence calls for service were reduced due to the strategy of stripping the anonymity of the offender by warning them that law enforcement knows who they are and that they are being watched. The workgroup borrowed and expounded upon several of the concepts underlying the Killingbeck strategy's success. Specifically, the Killingbeck strategy relied on:

- consistent and appropriate police responses to domestic violence
- applying equal focus on both offenders and victims of domestic violence while ensuring victim safety
- using a tiered approach to addressing domestic violence offenders and victims based on their history of domestic violence, and
- creating interagency collaboration between law enforcement agencies and service providers for victims and offenders.

The workgroup laid out the theory and the procedural components of OFDVI using the principles outlined in the Killingbeck strategy, with key operations revolving around the basic face-to-face notification, the stripping of offender anonymity, and focus on the offender. High Point Police Department staff then used the workgroup's thoughts to determine how the process would look in real life based on past work the Department had done with chronic offender call-ins and the drug market initiative. Victim advocate and issues expert, Susan Herman, described the careful attention to detail that the OFDVI workgroup gave to strategy development and implementation. Her point of view encapsulates why High Point was an excellent community to be the very first site for OFDVI strategy implementation:

"I think that the folks that we're dealing with in High Point have a very good understanding. They've done their research, they are extremely thoughtful-police executives, law enforcement executives, and their partners are extremely thoughtful. What's wonderful about working with

the High Point folks is that they are careful, thoughtful, what I would call 'good government' people, in that they are careful about their work. They're collaborative about their work. Because they have achieved great success in the previous [focused deterrence] initiative, they are confident that they can succeed but they know that those initiatives took a lot of work and planning and that you can't relax. You have to continue to be vigilant about every detail. It's a special experience. It's a different experience working with folks from High Point because there is no ego involved. It's all about the work and it's all about doing the right thing and being. You know I keep saying, careful and thoughtful but that's what I think about when I think about them. It's terrific."

After the planning meeting in New York, the team on the ground in High Point went back to begin the challenging work of implementing the OFDVI strategy. According to David Kenney and much to the credit of the High Point Police Department, the Department and Chief Fealy really took ownership of the domestic violence strategy. Kennedy stated:

"The thing that most impressed me about my role is how little of a role I had. It's true. More than anything else that we've done together in High Point, the department and especially the command staff at HPPD owned this. It was really striking because it was especially striking with respect to Jim Fealy's attitude and role because he went from where he started which was, 'I don't think this will work. I don't think we can do it. I think it's doomed,' to looking at the embarrassing civ quite frankly with which the authorities were addressing these very dangerous, serious, chronic guys and he turned around 180 degrees and ended up very quickly in a place where he said, 'We can do this. We're going to do this. What's been going on is scandalously bad.' And, he became more committed to it than anything else that we've done and he was very frank about that. That as serious as he had been about the Violent Crimes Task Force and then about the drug market work, the robbery work, and everything else that he'd done and as you know he was very serious about all of those things, but this captured his commitment and really I think his spirit in a way that even those things hadn't done. And, they [HPPD] worked it out themselves. They meticulously thought it through and I had very little to do with it... So, we kept our hand in but we were not driving it. We weren't even really central to it. The High Point team was."

Novelty of the OFDVI Strategy

Addressing domestic violence through the OFDVI strategy was novel in many aspects as compared to the traditional way of policing domestic violence. The movement against domestic violence had been ongoing for 30 years. Originally, the thought was—provide a safe place for that victim to go to, and then provide some additional services and protection. Progress had been made during those 30 years, but many victim advocates felt they had reached the limits to the effectiveness of domestic violence intervention if the criminal justice system continued to focus only on the victim. The OFDVI strategy was unique in that it took the next step, which was to focus on the offender, and attempt to avoid re-victimization of victims by alleviating systematic barriers in the judicial process.

To shift the focus on the offender, the OFDVI strategy had to address issues or gaps within the criminal justice system itself that had socialized domestic violence offenders to perceive that they would receive only minor consequences for their offenses, and led offenders and victims to believe that domestic violence is not an issue of importance to the criminal justice system and the community. By continuing to perpetuate these perceptions, offenders were reinforced to continue with their violence and escalate their behavior over time which could result in serious injury or even death for victims. For example, in reviewing domestic violence offenders in High Point, one officer reported that when you, "...see some [offenders] with 8 or 9 50B violations against them... you are like how can that happen in our court system? How can someone be charged 8 or 9 times with different victims, not just one victim, and they are still on the street?" The ability of the OFDVI strategy to address the gaping holes that have allowed offenders to continually manipulate the system without consequence was a key motivator for law enforcement personnel to do the work. A palpable level of frustration had built within officers over time because they had continually seen domestic violence offenders beating the system, thereby creating the feeling that nothing could be done to combat the issue. However, with the offender focus, the rewards for law enforcement personnel are great. According to Major Larry Casterline of the High Point Police Department who oversees the OFDVI strategy:

"I think, intuitively, law enforcement officers have probably always recognized that we need to be focusing offenders. The way the system exists, it has really caused law enforcement officers to throw up their hands because it has been a situation where no matter what we do, he manages to get to her and change her mind. All the effort that is put into charging and all this other stuff just ends up being dismissed, and so then we end up asking ourselves 'why are we doing this?' So I think that actually when the officers sit and look at how we are going to do this and where the focus is going to be, you almost get the sense that they're like 'wow, it's about time, you know, that we make him responsible'."

To enact change in the criminal justice system's response to domestic violence, there needed to be changes in the attitudes and behaviors of key players in the system, specifically the courts and law enforcement personnel who deal with the perpetrator. The OFDVI strategy was set up to create a partnership that would enact change at all levels of the system through constant monitoring of the system, ongoing feedback from parties involved in the system, and a willingness of system players to be open to criticism and be willing to change or affect change in others. Perpetrators have to know what the community expectation is—domestic violence is no longer tolerated—and how the court system and law enforcement are going to follow through to ensure that offenders are held accountable. Major Casterline summed it up by saying:

"I'm so convinced that right now, they're [offenders are] just acting based on the way the system treats them and handles them. What the system teaches them is that he can get to her and he can drive what she does and everybody just lets him do that. And therefore she's intimidated into dropping charges. There are no consequences for what he does, you know. He is to an extent acting anonymously."

That quote brings about a final innovative aspect of the OFDVI strategy—the strategy’s ability to focus on offenders by targeting them at earlier stages of offending, before the secrecy of offending entrenches, and the violence escalates. Over time, the offender begins to feel immune to consequences and the victim feels incapable of seeking help, as that is how they are socialized. The OFDVI strategy seeks to strip offender anonymity at all levels—from first time offenders to those who have long criminal histories of domestic violence. With both the community and law enforcement focused on the offense of domestic violence and the offenders who perpetrate it, offenders will feel the additional scrutiny and begin to understand that the strategy is in effect, the consequences are real, and the rational choice is to stop the violence.

Over time, as the OFDVI strategy takes root in the community, it is hoped that victims and other community members will also learn to focus on the offenders, and victims will begin to realize that domestic violence is not something that they cause. In a very powerful statement by victim service provider, Adenike Heyliger, she describes the moment of epiphany when victims of domestic violence realize for the first time that they are not the cause of the violence:

“You see it come on. I mean the tears, the victims don’t even have to say it, but you just see the tears come down, and they got it-‘wow this isn’t about me. It’s not about that I didn’t keep the house clean enough, or I didn’t do this for the kids, or I’m not being supportive enough’. But they’ve been told that so many times that even when they are out of that abusive relationship, even though he’s in jail, he is still somewhat emotionally still controlling her.”

It would be most encouraging to have the prevailing community and law enforcement attitude be that victims are not at fault and that offenders are the focus and therefore the focus should be on their behavior. The OFDVI strategy just might be the catalyst for transforming attitudes at the societal level.

Implementing the OFDVI Strategy

Foundation of the Strategy

In many ways, the OFDVI strategy is implemented using the same basic procedural steps as other iterations of the focused deterrence model (i.e., gang/group, drug market, chronic offender). However, there are some distinct differences within the process that are unique to targeting the chronic domestic violence offender. This process review will examine the focused deterrence implementation process at the general level and embed within that discussion the nuances necessary for domestic violence focused deterrence. In addition to the notification and enforcement of notification messaging, the OFDVI approach used in High Point layers in deterrence aimed at lower level or first time domestic violence offenders within the community. This lower level deterrence effort is an additional practice targeted specifically at domestic violence offenders that is not present in traditional gang, drug market, or chronic violent offender focused deterrence initiatives. It is possibly a different twist to the “prevention, intervention, and suppression” elements that are the backbone of focused deterrence work and an effort with demonstrated effectiveness in reducing repeat domestic victimization in the Killingbeck study (Hanmer et al., 1999).

The workgroup in High Point knew that they must look closely at the data on domestic violence offenders in the community to determine if domestic violence offenders have just as many exposures in the criminal justice system as any other types of offenders on which focused deterrence had been successful, such as gang members, violent felons, drug dealers and so forth. Those exposures serve as levers that law enforcement can pull to make focused deterrence a viable crime reduction method. Many offenders that the High Point Violent Crime Task Force (VCTF) had called in over the past 15 years also qualified as domestic violence offenders. In most cases the chronic offenders called in by VCTF had less serious charges and a less serious history of violent crimes than what the domestic violence offenders appeared to have. So, the data suggested that domestic violence offenders had the kinds of records to allow law enforcement to pull the levers needed for an effective focused deterrence approach. This finding confirmed that the OFDVI strategy could be successful with domestic violence offenders.

Building the Partnership

High Point was an ideal location for OFDVI implementation because of the High Point Police Department's proven success record in the institutionalization and sustainability of the focused deterrence approach. Key partners were already in place. The community had worked closely with the Police Department since 1997 and had formalized an organization and maintained regular meetings with Police administration through the High Point Community Against Violence (HPCAV). Domestic violence was the next logical crime problem to approach using focused deterrence. The community had been actively working with the High Point Police Department on what is known as, the Violent Crimes Task Force (VCTF) which identifies high-risk chronic offenders for notification. The community works with law enforcement to present the moral voice message during VCTF face-to-face notification meetings and provide resources to offenders. When it was time to shift the strategy to domestic violence offenders, the transition was easy for the community to accept due to their long standing relationship with the Police Department. As Detective Jerry Thompson of the High Point Police Department stated:

“We presented them [HPCAV], again a lot of them were already involved with the VCTF, so when we presented them with the domestic violence strategy they were sold quickly. It made sense to them. They saw that we were thinking outside the box and that we are trying to make a change that will hopefully benefit the community.”

Community member, Bobby Davis, expressed his faith in the High Point Police Department with the following statement which demonstrates the change he has seen take place within the department over time and how he sees his role as a community member in reducing violence:

“I think one of the first statements that Chief Fealy made when coming to High Point- ‘I understand that we have let you down,’ and I understood what he was saying, but he has proven, that whole department has proven themselves, and he has driven that department toward the fact of community policing and that’s what it’s all about. As I simply say a lot of times, it’s [violence is] not a police problem. It’s a community problem. And we have to be the ones to tell the police department what’s existing in our neighborhood. Because by living in the community, you can police your neighborhood far better than any police officer can because

that police officer has to come into that community and be told what's going on. But you live in the community and you basically know what's going on in your community. That is, if you're that concerned about keeping it a safe community. My hat's off to the High Point Police Department for the part that they play in reference to this program being as successful as it is."

The history of partnership and collaboration that the High Point Police Department had with the community was a major advantage that many agencies implementing any focused deterrence strategy will not have at the outset.

For any focused deterrence initiative, partnership is required among local, state, and federal law enforcement agencies, prosecutors, and corrections as well as, individual members of the local community and resource providers who can assist offenders with services to help them avoid reoffending. The OFDVI strategy is no exception. Success depends on the partnership and having the right players at the table when key decisions are made. It is also essential that all key stakeholders understand both the purpose and realistic goals of implementing and sustaining a focused deterrence initiative. In High Point, many of the necessary partnerships already existed due to the city's history of focused deterrence work. Subsequently, as the OFDVI strategy moved from development to implementation, additional key players were invited to the table to address issues specifically related to domestic violence. Without the collaboration of all stakeholders, criminal justice system issues would have been identified and corrected at a much slower pace. System-specific issues and challenges will be addressed in detail later, but one huge benefit of the OFDVI strategy in High Point was discovering and addressing several unforeseen system-based issues that had historically allowed domestic violence offenders to take advantage of system loopholes, and which re-victimized victims through a challenging and often inefficient process, frequently resulting in victims opting not to proceed with legal remedies. By having the right personnel involved in ongoing OFDVI workgroup meetings, challenges could be shared with the workgroup and through collaborative brainstorming, decisions could be made about how best to address these issues.

At the outset of any focused deterrence initiative, partners have to commit to the initiative and commit personnel to carry out the day-to-day functions of the initiative. The OFDVI strategy is labor-intensive at the beginning with the long-term payback being a decreased workload through decreased calls for domestic violence service, decreased arrests, smaller court dockets, and fewer victims. Partners must agree to have representatives present at workgroup meetings on a regular basis where key decisions are made and information about offenders and victims is shared. Constant information sharing is necessary and all partners have to be open to feedback and be willing to amend their procedures to benefit the goal of the overall strategy. Community support and a resource delivery system are needed as with any focused deterrence initiative. However, with OFDVI, new resource partners were needed that had not been involved in High Point's previous focused deterrence efforts. For example, the Department of Social Services and Family Service of the Piedmont were recruited to work with victims. Also, some resources and services specific to domestic violence offenders required new partnerships. While many domestic violence offenders will benefit from the same resources that other types of violent offenders will need, such as job training, education, and housing, programs specific to domestic violence may be needed. Such domestic-focused treatment programs for offenders that are effective may be few and far

between in some communities and before allowing programs to become part of the OFDVI strategy, they should be vetted for best practices and efficacy. According to experts on domestic violence treatment programs, effective programs should be long-term and include respectful, sharing peer groups that hold offenders accountable.

Chief Fealy, now retired, and successive Chief Marty Sumner were responsible for developing, maintaining, and nourishing the relationships that were going to be needed with new partners and also helping overcome obstacles that were presented by those new partnerships. Chief Fealy described his role in the OFDVI strategy development as, “cheerleader and relationship builder,” and attributed success in gaining community support to the Department’s track record of using focus deterrence since 1997. The partnerships the Police Department established with community and resource partners had lasted over that 15 year history because the results had lasted that long.

Barriers to getting victim advocates and service providers involved with OFDVI were foreseen. The workgroup recognized the problems David Kennedy had experienced early on in getting victim advocates to fully buy into this offender focused strategy. To combat potential criticism by victim advocates, the Police Department and its UNCG academic research partner initiated a survey among victims of domestic violence to better understand their opinions and potential concerns with the OFDVI strategy. The basic tenets of the strategy were described to the victims, and they were asked whether they believed it was a good idea. The victims surveyed were also asked whether they felt they would face greater harm if their offenders were placed under a higher level of scrutiny. Victims were also asked if they would be frightened and what resources and/or support they felt would be appropriate. Results revealed that victims were overwhelmingly in favor of the initiative and felt that the police department should do something to combat the problem of domestic violence. Victims did not feel that a notification strategy would put them in any greater danger than they were already exposed to in their abusive relationships. In terms of resources, victims reported needing child care and financial support for housing. Victim advocates who have since come onboard with OFDVI strategy. Susan Weis, of Family Service of the Piedmont, recalls how she felt after first hearing of the strategy and how her feelings changed as a result of the victim surveys:

“At the very first mention of the OFDVI strategy, I went straight to, ‘What’s going to happen after the domestic violence offenders have been notified and law enforcement leaves the scene?’ But I was just as surprised as can be about how those surveys came back. I thought for sure victims would say, ‘This is going to be bad when the cops leave. This is going to be bad. This is a bad idea.’ But not one survey came back with, ‘This is going to make it worse. I’m scared.’ None of that.”

Victim service providers were able to provide input to the workgroup from the frontlines about what victims needed and what was currently not working in the justice system which often led to victim frustration with the system. These perspectives were invaluable for the workgroup in planning for adjustments to the system to better address victim needs. The following description from Adenike Heyliger, a victim service provider, tells the story of victim responses to the system and the consequences they face due to the violence they have experienced. The OFDVI strategy seeks to combat

some of the following issues through swift contact with victims following a domestic violence incident to educate them and let them know that support and services are available.

“She [the victim] could be more isolated or frustrated because district court is like a zoo. So, think about how intimidating that would be for somebody who has never went to court, especially if they’ve never had a traffic ticket, to get pushed into district court where there are 400-500 people and don’t understand why you got subpoenaed and you’ve sat there until 3 o’clock in the afternoon and your case has been continued. And you know, she’s taken off work several times. Also, a lot of times, victims don’t know about a 50B [protective order] and there is a gap of time from the incident before she goes to get one because she didn’t know about it. The longer the time goes from the incident, the more difficult it may be for the victim to be able to obtain a 50B. Or there are a lot of services victims didn’t know about that would have been really supportive. Due to the domestic violence, a lot of the victims are isolated from their support system or family members so they feel like through this whole process they are alone. They will tell you, if you get a chance to talk to them by themselves, ‘I know it’s not right, but I have nowhere else to go’.”

With the OFDVI strategy, the local district attorney’s office has played a crucial role mainly because domestic-type offenses are driven less by federal statutes and levers and more by state statutes and levers as compared to other focused deterrence iterations. The district attorney’s office has required stringent standards in investigation and documentation by police officers for domestic violence cases and this level of effort was emphasized to officers responding to domestic calls. Therefore, proper training of officers was essential so that they could understand the importance of gaining as much evidence as possible and proper documentation with domestic cases. The district attorney’s office in High Point, as part of the OFDVI strategy, began asking investigating officers to take photographs of victims at the scene and to audio-record victim accounts so that victims could not recant their stories later at trial. Investigators were also asked to follow up with all potential witnesses to build the strongest case possible against offenders.

To guarantee success of the OFDVI strategy, the head district attorney in High Point made the initiative a priority. According to Guilford County Assistant District Attorney Walt Jones, “We have dedicated office resources towards fighting these cases vigorously and making sure they receive the attention that is desired. Aside from that we have been a strong participant in every aspect of the planning as well as the training and the group of folks went up to New York to sit down and talk for a couple of days.” Within the district attorney’s office, two assistant district attorneys were designated to handle OFDVI cases. In addition, every assistant district attorney was educated on the significance of the initiative and what it hopes to accomplish. The training in the district attorney’s office has consisted of more of a “homeschooling” type of approach. The office has researched case files and looked for ways that prosecutors could enhance their effect on the domestic violence offender. Prosecutors began exploring how to use statutes in more creative ways to prosecute domestic violence offenders. Having detectives assigned specifically to domestic cases has proven extremely helpful for the prosecution. Assistant District Attorney Jones described the changes in the process as he has seen them:

“We are finding out that a lot of these folks that are in the system as misdemeanors for domestic assault really have committed kidnapping because they snatched a person. We want to avoid in this day and age offenders just sliding in and out of district court with just a fine and probation. We are looking at this now, and I don’t want it to sound like we are trying to concoct felonies. That’s not what I am saying. But, we are finding out that detectives are reviewing these and getting police reports. There were a lot of domestic situations where felonies were happening and they were never being charged. You see, a district court case will never generate any paperwork or anything that would come to this office. If an officer charges someone with felony breaking and entering, I am going to get a prosecution summary that is going to tell me what I want to know about the case. And I am going to go through the paperwork and say, wait a minute, that breaking and entering occurred at 4am. This is not a breaking and entering. This is a burglary. I can make that adjustment. I can go to the grand jury and change that charge so the charge reflects what truly happened. But with district court there is not any paperwork being generated. There is no one that is scrutinizing that. But when we know there is a detective looking at domestic cases, we are finding out that we are able to treat these cases with much more serious response from the charging official, the magistrate, the grand jury, the district attorney, than whatever was previously happening.”

Another key component to drive success of the strategy was educating judges about the initiative. Efforts were made by the workgroup to educate judges about the strategy and its goals and some judges have attended actual OFDVI offender notifications to learn more. Essentially, judges in High Point were made aware of the significance of the OFDVI efforts, including rehabilitation of the offender through the community, as well as the warnings that offenders have received from law enforcement. Most judges in High Point were already familiar with the VCTF initiative, which had translated into stiffer sentencing and higher bonds for VCTF notified offenders. The workgroup in High Point strived for the same kind of familiarity and outcomes for OFDVI notified offenders. Preliminary results are encouraging for the workgroup’s efforts. Domestic violence offenders who have been notified have seen higher bonds when the community group attended first appearance hearings and when the district attorney’s office informed judges that the offender was notified through the OFDVI strategy.

The workgroup took into account that some of the worst domestic cases were going to come out of civil 50B (protective order) court and not criminal court. Because of the need for law enforcement to know information coming from 50B hearings (protective order court), the High Point Police Department met with the 50B clerks and established a system to notify the Department of all upcoming 50B hearings. Lieutenant Gordon Stallings, the High Point Police Department’s liaison to 50B court, was made part of the workgroup and he attended regular meetings. Lt. Stallings explained why domestic cases often end up in 50B as opposed to criminal court and provided two powerful examples of domestic cases with dire outcomes that had never appeared in criminal court, but had previously appeared in 50B court:

“We are getting some of these horrific cases coming out of 50B court because the spouse wants him to be restrained from contacting her but doesn’t want him to be charged or go to jail. He may lose his job; it may make things worse; she just wants out of it. But some of the acts that give rise to the victim doing a restraining order are in many respects much worse than what you

would see in court when they actually get to court side. Two Points is an example, the killing over in Greensboro early this year. It had never seen criminal court but it had seen 50B court. The woman who killed the 6 people in Pleasant Garden never had gone to criminal court; not on the criminal radar, but had been to 50B court. So, there are folks that are coming out of 50B that need to be looked at. There are two examples right there of folks that were very dangerous.”

Also, the workgroup learned that first appearance court, pretrial and court services, and the clerk of court were valuable sources of information about domestic violence offenders and victims. Lt. Stallings realized the benefit of hearing from victims of domestic violence just a day after the violence had occurred in first appearance court. In addition, the liaison learned that the information that victims provided to pretrial services was very influential on judges’ decisions of whether to let offenders out on bond. Often, if a victim states that she is no longer afraid of the victim, then the offender is often released. Recognizing this potential problem, the liaison was then tasked with screening all first appearance cases and printing officers’ narratives in domestic cases and providing the narrative to the district attorney prior to the offender’s first appearance. The district attorney was then able to decide whether to inform the judge of the facts of the case which may be more accurate than a biased victim’s testimony the next day. Also, the workgroup learned that personnel from court services have access to timely information about domestic offenders who potentially pose an imminent threat to victims and who may not yet be on the detectives’ radar. For example, one offender in 50B protective order court stared down his victim in an intimidating manner during the proceeding, leading witnesses to believe that he would be highly likely to violate his no-contact order. Representatives from court services were soon brought to the workgroup meetings so that such information could be readily shared with detectives and other workgroup members. Relationships between court services and victim service providers proved invaluable as far as ability to cross-reference information and locate contact information.

Organizational Changes

The High Point Police Department underwent some organizational changes to accommodate the OFDVI strategy and ensure its success. One major change was the creation of a domestic violence unit within the adult crimes unit. The creation of the unit was a gradual process, lasting about a year and a half. One detective was assigned to all domestic violence cases, whereas before, domestic cases were divided amongst different detectives in the adult crimes unit. The first detective assigned to work domestic cases started shifting their focus slowly. The new domestic violence detective was a 15-year veteran who had already been investigating domestic violence cases along with his other caseload. Shortly thereafter, another domestic violence detective was added given that there were too many domestic cases for one detective to handle alone. Even cases that were cleared by arrest by patrol officers were reviewed by the detectives to ensure that no additional follow up investigation was needed and to make sure that correct charges were made and the case was classified correctly as an intimate partner domestic violence case. The domestic violence detectives were responsible for reviewing reports that come in along with field contact sheets that patrol officers initiated in events where no arrests were made in domestic calls. Detectives reported that Monday mornings were often busy due to high levels of domestic calls over the weekend and that often they may have 15-25 calls overnight.

Patrol officers needed to be trained to respond to domestic violence calls in a manner that would align with the new OFDVI strategy. The domestic violence detectives were tasked with training patrol officers. The detectives went to all the assemblies, which is where patrol officers come in and start all their shifts with a roll call, and explained the new strategy and what the patrol officer's role would be. With any new initiative, command staff expected some anxiety or worry from patrol that that the new initiative would be a lot of work. With the new OFDVI strategy, patrol officers were tasked with a bit more documentation for domestic calls than what was previously required. Specifically, field contact sheets were required to be completed even in domestic calls where an arrest was not made and notification letters were to be given to victims to inform them of the new OFDVI strategy and how domestic violence offenders were now being handled differently in High Point. While some patrol officers felt the new procedure required more work upfront, the long-term goal will be a reduction in domestic calls which over time will reduce patrol officer workload. However, the majority of patrol officers responded positively to the training and most grasped the concept behind the strategy rather quickly. Part of patrol's ability to comprehend the strategy so easily was due to focused deterrence having already been institutionalized as the way of doing business within the High Point Police Department. According to Lt. Jason Henderson who oversees the Violent Crimes Unit:

"Patrol understands that the OFDVI strategy is going to follow a lot of the same model for the other focused deterrence initiatives that we have already been doing. Patrol understands their role and knows those other initiatives that we have done and this is basically not a whole lot different than what they are already doing. We are just talking about a different crime."

Detective Janelle Kuchler goes on to describe how throughout her career with the High Point Police Department, focused deterrence has become the way she knows how to do policing:

"I came about 10 years ago, but I want to say, in 2004 is when we really started the [focused deterrence] initiative. So basically most of my career, we have done so many [focused deterrence] initiatives. I have learned throughout the years what our [the High Point Police Department's] goals are and what the focus is. So it is easier for us to change the way we were doing things because it wasn't a big deal."

As Detective Kuchler explained of the training on the new OFDVI strategy, patrol officers already had the understanding of the basic structure for the strategy due to their experience implementing focused deterrence policing. When training on applying focused deterrence to reduce domestic violence was coupled with statistical data on how successful previous focused deterrence efforts had been, the patrol officers were able to see the potential for similar success with the OFDVI strategy:

"The training [on OFDVI] showed mostly our statistics from the VCTF initiative and our drug market initiatives and how we were able to reduce crime in those certain areas where we had really big hot spots, and a lot of crime. Then, Major Sumner [prior to Sumner becoming Chief] said that if we did it in these areas then we can do it with domestic violence since it is our number one call for service. Then he was basically explaining how he thought it would work... I was very skeptical because we had heard rumors about it [OFDVI] but we didn't know how it

was going to be implemented. But then when I had the training with Major Sumner he totally changed my mind because I am a statistics person. I am a researcher. I like to look at numbers and see what is different over the long run. So, I was amazed that our statistics had gotten, you know, kind of high for the crime area, like West end comes to mind, because that was one of the first initiatives that we did. We were able to reduce crime by, I think, 46 or 47 percent. This is amazing. I remember when I first came 10 years ago we had so much crime in the area. We had so much prostitution, so many drugs. Now it is totally a different area. I mean the streets are clean. You don't see people walking around. The prostitutes are not there anymore. You don't see any drug complaints over there and I think a lot of it is that the community helped a lot. Ever since Major Sumner did that presentation I really thought that we would be able to change the way that domestic related calls come in through communication and that patrol officers, they won't have to go to as many calls because of this new initiative that we are going to do."

One frustration from patrol officers traditionally was the way that domestic violence cases were handled in court. Once a case goes before a judge, that judge has ultimate power in the situation and officers often felt they could not do much to influence the outcome of cases. Judges were educated on the new OFDVI strategy and new ways in which police officers would be approaching domestic violence. Major Casterline stated:

"When we come before judges, we are going to make sure that our officers are prepared to testify in these [domestic violence] cases and let them know what our ultimate goals were—to reduce serious domestic violence offenses. And what judge wouldn't want to buy into that because that is what everybody should be about—saving people's lives and saving people from serious injury. So that was one of the barriers. You know, we can't do anything about the court system or what the judges do. Well, we can educate them and let them know what our plan is so there is no misunderstanding."

Data Tracking

New systems had to be put into place to ensure effective tracking of offender outcomes and domestic violence crime data. According to former High Point Police Department crime analyst, Dr. Lee (Elezzer) Hunt:

"Law enforcement in the United States needs to understand that the currency of law enforcement is data. You cannot do your jobs efficiently and effectively without having a robust, coordinated, validated set of data that you can use operationally, tactically, strategically and for any kind of special projects, or programs, or initiatives that you wish to do. That is why I am so adamant about this. Along with that, agencies need to go through the process of looking at the flow of information and communication across an agency. So you start with a 911 call: what happens with that call and any subsequent field contact, arrest, incident report, who it goes to, what you do with it, how you follow up on it, what kind of analysis is done? If any agency goes through that process, they will see all of the holes and gaps and assumptions that they make about what happens with the data. Particularly if they are going to do anything with any type of

focused deterrence or intelligence led policing... They are really going to need to understand that whole chain of communication and where the data flows.”

In order to track domestic calls better, the High Point Police Department instituted a new code for intimate partner domestic calls (1079IP). The new code ensured that intimate partner domestic calls were captured and could be tracked as such as opposed to other domestic calls that do not involve intimate partners. In cases where detectives found that a call was not correctly classified with the intimate partner code, the detectives notified the responding patrol officer to make them aware of the need for correct classification.

Within the High Point Police Department, the way the domestic violence initiative was structured, the process for the A and B-list offenders was really no different than the existing VCTF structure. So, for example, B- list offenders are identified for call-in based on their criminal histories and are then monitored for re-offense. If a B-list offender re-offends, then law enforcement quickly responds and the offender is fast-tracked through the criminal justice system—work that is mainly tasked to the detectives assigned to the domestic violence unit. Tracking and monitoring the C and D list offenders, however, posed a greater challenge in having to follow offenders from the point of first call for domestic violence and subsequent calls for service at that address. The measure of OFDVI’s success will result from studying the rate of change of domestic violence intimate partner calls, calls to repeat locations, the actual call volume, call numbers, the amount of time the officers are taking at domestic calls, and the names involved in those calls. Data tracking will rely on the way that the OFDVI response has been structured. Anytime there is a domestic call for service involving intimate partners (1079IP for categorization purposes), a piece of paper will follow that response, no matter whether the outcome is a field contact sheet, arrest, or incident report. With all the potential responses and associated paperwork, the names of offenders and victims and other kinds of demographic information can be tracked which will evolve into a rich set of data to study over time.

Victims involved in the OFDDVI strategy also needed to be tracked. Family Service of the Piedmont was tasked with contacting victims, explaining the details of the strategy, and connecting them with services if need be. In addition to the initial contact, victims were re-contacted over time to ensure their well-being and to determine if further violence was being committed against them. The workgroup’s research partners at UNCG, Dr. Stacy Sechrist and John Weil, assisted Family Service of the Piedmont with setting up an online data tracking tool.

Regular Workgroup Meetings

During the implementation of the OFDVI strategy, the core workgroup on the ground in High Point met regularly—at first meeting weekly in the planning phases and bi-weekly after the first B list offender notification meeting. The regular workgroup meeting was essential in ensuring the strategy’s success. Without a regular forum for information sharing and tracking the strategy’s successes and shortcomings, key issues would not have been addressed efficiently and system holes not identified. Lots of information about victims and offenders was shared through the workgroup’s regular meetings often leading to discrepancies between workgroup members about offenders, victims, and processes being resolved. Over time, additional personnel were invited to the regular workgroup meetings as it became

apparent that it was essential to have as many persons involved in the direct day-to-day operations and decision-making processes as possible for the sake of troubleshooting and information sharing. As with any focused deterrence strategy, having multiple perspectives sharing information is a key ingredient for the success of the OFDVI strategy. The regular sharing of information effectively promoted cohesion, solidarity, and mutual trust and respect amongst workgroup members.

Operational Procedures in OFDVI Strategy Implementation

Conceptualizing the Process

Once key partnerships were formed and organizational changes and data tracking systems were in place, the workgroup implemented the operational procedures for the OFDVI strategy according to a well thought out plan of action. The operational procedures of the strategy include methods of offender identification at all tier levels (A-D) and notification, victim identification and notification, and monitoring and follow-up with offenders and victims across time. The operational procedures for offenders and victims differed across tiers A-D which required thoughtful and detailed planning on the part of the workgroup and training of operational personnel prior to implementation.

Offender Identification and Notification

The OFDVI model is designed to identify and notify domestic violence offenders with varying degrees of offense histories, from the most severe to those that have not yet been formally charged, in an effort to deter them from future acts of domestic violence. This deterrence messaging utilizes specific and individualized accounting of each offender's criminal history as well as discussion of outcomes related to re-offense (violation of a prohibited violent act, which is repeated to the offenders at the B, C, and D level at each contact). The belief that the domestic violence offender can be deterred when presented with concrete information relating to actions and consequences is a cornerstone to this type of behavior modification work. In order for the strategy to be successful, offenders at all levels must be monitored over time to ensure that those notified will face the consequences explained to them during their notification. Offenders must see that both law enforcement and community will follow through with their promises, and that both the community and law enforcement reject the violent behavior. While law enforcement, community, and resource providers do not approve of the violence, the messaging is equally clear that assistance will be provided to the offenders if they choose to accept the help.

Offenders were identified and assigned to one of four tiers: A-D. See Figure 1 below for offender tiers and how offenders transition across tiers throughout the strategy. The majority of offenders will enter at the D-level, prior to a first arrest for a domestic violence offense. The criteria for assignment, evaluation of, notification messaging, and investigation of offender cases varied across tiers. Therefore, careful attention was paid during implementation to the logistics within each tier so that tweaks could be made where needed over time to ensure strategy success. Criteria for assignment are displayed in Figure 2. During implementation, the A and B list processes were initiated first. After a three month period, the C and D list processes were initiated. The spacing between the A/B rollout and the C/D rollout allowed the High Point Police Department to focus exclusive attention and energy on each level

of offenders to maximize the likelihood of successful implementation before moving onto other tiers. This was particularly important because the C and D tiers were mostly a function of patrol and the domestic violence unit detectives, which required additional patrol training and monitoring of and feedback to patrol about activities to ensure fidelity of the process.

The A-list consists of the most severe domestic offenders. A-list offenders have long domestic and other offense histories and also have levers that can be pulled immediately for prosecution due to the immediate threat they present. These offenders can be prosecuted and serve as examples for offenders that will be notified in the lower tiers. B-list offenders are those that hear the group notification message. Their criminal histories and domestic offense histories are severe enough that levers exist for enhanced prosecution in the event of a domestic violence re-offense. At the notification meeting, B-list offenders are offered community resources to assist them and are given a firm message from the community and law enforcement that the violence must stop. B-list offenders are also made aware of the enhancements they may face during prosecution if they re-offend. C- list offenders are first-time domestic violence offenders who are given the notification message on an individual basis while they are in jail following the arrest for their domestic offense. C-list offenders are monitored by law enforcement and may move up to the B-list if they re-offend. D -list offenders are those who are involved in an intimate partner domestic violence call for service, but where an arrest was not made. D-list offenders are given the notification message within 48 hours of the incident by specially trained patrol officers. See Figure 2 for differences across offender lists in notification and deterrence messages. See Appendices for notification letters for offenders and victims and accompanying patrol officer script.

Figure 1. OFDVI deterrence logic model.

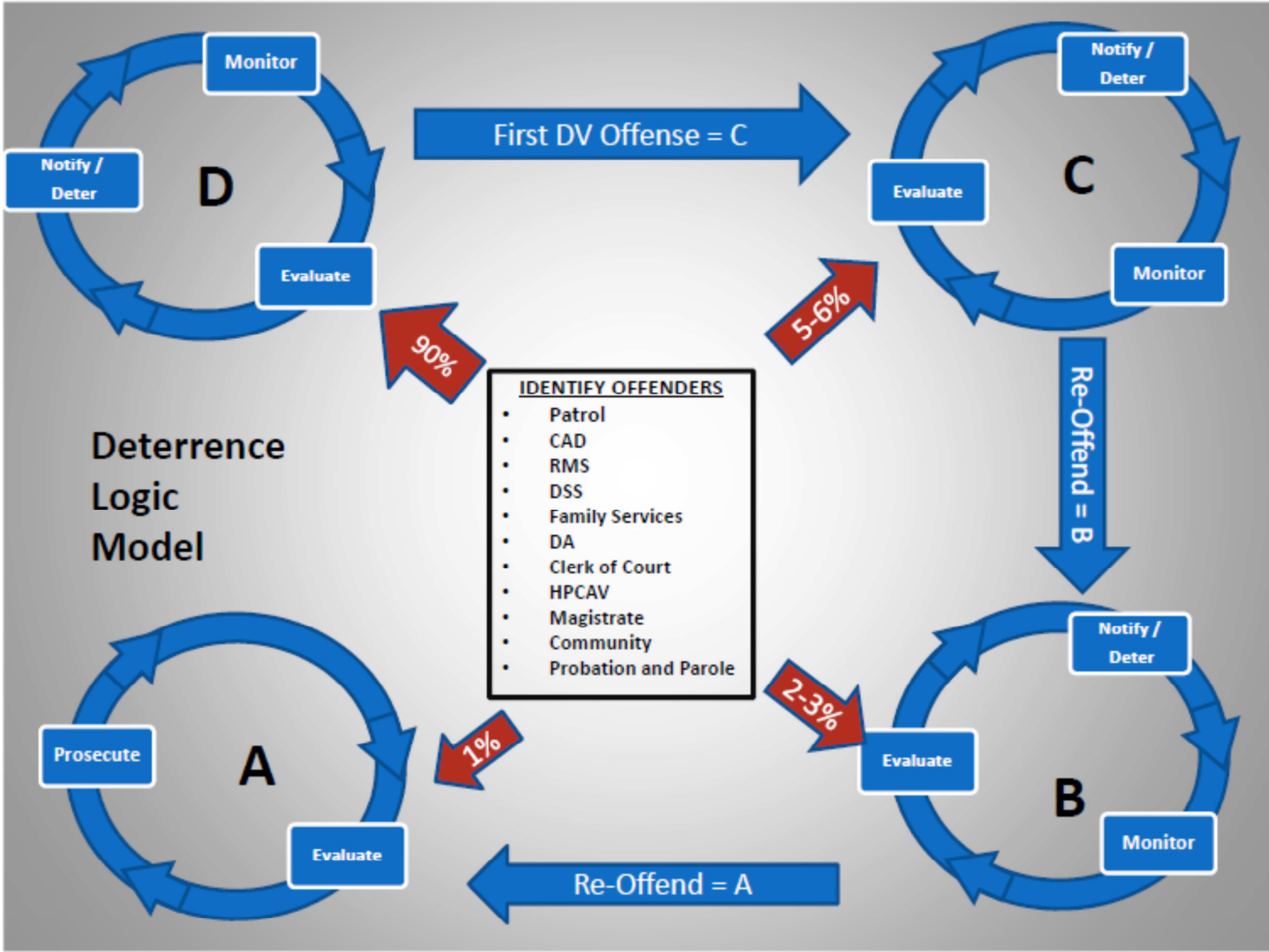



Figure 2. Criteria, notice, and deterrent messaging for levels of DV offenders.

CRITERIA FOR LEVELS OF DV OFFENDERS

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



OFFICIAL NOTICE AND DETERRENT MESSAGE BY LEVEL

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

The chart below details how each of the offender tiers are identified, evaluated, notified, and monitored.

List		
A	<i>Identification</i>	<ul style="list-style-type: none"> • System input (patrol/CAD/RMS/Family Services/DSS/Clerk of Court/HPCAV/Magistrate/Community/Probation & Parole) • Graduation from B to A-list upon 3rd charge or violation of a DV court or protective order, have a violence record, use a weapon in a domestic offense, and/or be a convicted felon
	<i>Criteria</i>	<ul style="list-style-type: none"> • Clear & present danger • Not amenable
	<i>Evaluation</i>	<ul style="list-style-type: none"> • Domestic Violence Unit evaluates offenders referred from system input • If they have 3 domestic violence offense arrests, they will be listed as a A-list offender
	<i>Notification/Deterrence</i>	<ul style="list-style-type: none"> • Investigated for immediate prosecution • Notified when taken into custody that they are the highest level of domestic violence offender and that A-list classification led to immediate targeting for prosecution
	<i>Monitoring/Investigation</i>	<ul style="list-style-type: none"> • Workgroup will determine quickest and most efficient way to move on the case • Spreadsheet will track date of selection and prosecution
List		
B	<i>Identification</i>	<ul style="list-style-type: none"> • System input (patrol/CAD/RMS/Family Services/DSS/Clerk of Court/HPCAV/Magistrate/Community/Probation & Parole) • Graduation from C to B-list upon 2nd domestic charge OR violation of a domestic violence court order
	<i>Criteria</i>	<ul style="list-style-type: none"> • Ability to listen to notification messaging and make rational choice • Amenable • Appropriate levers to pull to make messaging impactful • Preferably on probation at time of notification
	<i>Evaluation</i>	<ul style="list-style-type: none"> • Domestic Violence Unit evaluates offenders referred to them from system input • If they have two domestic violence offense arrests, they will be listed as a B-list offender
	<i>Notification/Deterrence</i>	<ul style="list-style-type: none"> • Called in for a face-to-face group notification by law enforcement, community, and resource providers • Provided with a custom legal notification letter of exposures • After notification via call-in, DV Investigators will flag the offender in Pistol as being a notified B level offender
	<i>Monitoring/Investigation</i>	<ul style="list-style-type: none"> • Offender is flagged in Pistol and this will appear when they have any police contact • Activities will continue to be reported to law enforcement by community, criminal justice and service providers. • Any offender that re-offends will be reviewed by the Domestic

		Violence Unit for designation for the next level offender, the A-level offender
List		
C	<i>Identification</i>	<ul style="list-style-type: none"> • System input (patrol/CAD/RMS/Family Services/DSS/Clerk of Court/HPCAV/Magistrate/Community/Probation & Parole) • Graduation from D to C-list upon 1st charge
	<i>Criteria</i>	<ul style="list-style-type: none"> • 1 charge domestic violence charge within past 48 hours • Must be offender's 1st domestic violence charge
	<i>Evaluation</i>	<ul style="list-style-type: none"> • Domestic Violence Unit evaluates offenders referred from system input • If they have 1 domestic violence offense, they will be listed as a C-list offender
	<i>Notification/Deterrence</i>	<ul style="list-style-type: none"> • Contacted face-to-face by Domestic Violence Unit Detectives and a HPCAV member, usually while in jail following arrest for domestic violence offense • Once official notification is made, Detectives will flag the offender in Pistol as being notified level C offender
	<i>Monitoring/Investigation</i>	<ul style="list-style-type: none"> • Offender is flagged in pistol, and this will appear when they have any police contact • Activities will continue to be reported to law enforcement by community, criminal justice and service providers. • Any offender that re-offends will be reviewed by the Domestic Violence Unit for designation for the next level offender, the B-list offender
List		
D	<i>Identification</i>	<ul style="list-style-type: none"> • System input (patrol/CAD/RMS/Family Services/DSS/Clerk of Court/HPCAV/Magistrate/Community/Probation & Parole) • In most instances, patrol will respond to a domestic violence call and determine that the call involves <i>intimate partners</i>. • The officer will log the call as a DV/IP call, complete a field sheet and file a report. This process will trigger an evaluation of the offender by the Domestic Violence Unit.
	<i>Criteria</i>	<ul style="list-style-type: none"> • Patrol officer responded to an intimate partner domestic violence call involving the offender, but no charges made • No history of other domestic violence charges
	<i>Evaluation</i>	<ul style="list-style-type: none"> • Domestic Violence Unit evaluates offenders referred from system input • If they have no history of domestic violence offenses, they will be listed as a D-list offender
	<i>Notification/Deterrence</i>	<ul style="list-style-type: none"> • Recontacted by specially trained police officers within 48 hours • The deterrence message the offender receives will be specific to his/her situation and will warn him/her of pending police attention and sanctions if he/she re-offends • Offender will be flagged in Pistol as being a notified D-level offender
	<i>Monitoring/Investigation</i>	<ul style="list-style-type: none"> • Offender is flagged in pistol, and this will appear when they have

		<p>any police contact</p> <ul style="list-style-type: none"> • Activities will continue to be reported to law enforcement by community, criminal justice and service providers. • Any offender that re-offends will be reviewed by the Domestic Violence Unit for designation for the next level offender
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Victim Identification and Notification

Victims of offenders across all four tiers were given the message that their offenders have been notified and that the High Point Police Department now has a new way of handling domestic violence in the community. The workgroup was diligent in ensuring that the victim perspective and potential consequences for victims were accounted for in every decision. The decision was made the victim should be notified prior to the offender whenever possible. The workgroup was careful in their planning not to subject victims to potential harm as a result of the strategy. It was decided that the victim service provider would develop a follow-up schedule for victims over time to track any consequences for them due to offender notifications. What has been found to be effective in taking pressure off victims in the notification process has been letting offenders know that the victim is not driving this strategy; this is a law enforcement driven initiative. See Appendices for victim notification letters.

Just like with offenders, the message, messenger, and follow-up monitoring differed across the four victim levels.

List		
A	<i>Identification</i>	<ul style="list-style-type: none"> • System input (patrol/CAD/RMS/Family Services/DSS/Clerk of Court/HPCAV/Magistrate/Community/Probation & Parole)
	<i>Criteria</i>	<ul style="list-style-type: none"> • Be a victim or current intimate partner of an offender on the A list
	<i>Evaluation</i>	<ul style="list-style-type: none"> • Victims are not evaluated or contacted by law enforcement or victim services
	<i>Notification</i>	<ul style="list-style-type: none"> • Victims are not notified
	<i>Monitoring/Follow-up</i>	<ul style="list-style-type: none"> • Victim is flagged in law enforcement and victim services databases as an A-list victim • No follow-up contact with victim specified
List		
B	<i>Identification</i>	<ul style="list-style-type: none"> • System input (patrol/CAD/RMS/Family Services/DSS/Clerk of Court/HPCAV/Magistrate/Community/Probation & Parole)
	<i>Criteria</i>	<ul style="list-style-type: none"> • Be a victim or current intimate partner of an offender on the B-list
	<i>Evaluation</i>	<ul style="list-style-type: none"> • 5-question Risk Assessment
	<i>Notification</i>	<ul style="list-style-type: none"> • Notified via telephone call from victim services that his/her offender will be called in for a face-to-face group notification due to being a B-list offender • Offered services and invited for an office visit
	<i>Monitoring/Follow-up</i>	<ul style="list-style-type: none"> • Victim is flagged in law enforcement and victim services databases as an B-list victim • Victim is recontacted by victim services 1 week, 3 weeks, and then 30-60-90 days post-notification

List		
C	<i>Identification</i>	<ul style="list-style-type: none"> System input (patrol/CAD/RMS/Family Services/DSS/Clerk of Court/HPCAV/Magistrate/Community/Probation & Parole)
	<i>Criteria</i>	<ul style="list-style-type: none"> Be a victim or current intimate partner of an offender on the C-list
	<i>Evaluation</i>	<ul style="list-style-type: none"> Detectives screen cases for seriousness and past history of domestic incidents; victims of serious domestic incidents from offenders on C-list are referred to victim services If the victim comes into the victim services office, they are given the 5-question Risk Assessment
	<i>Notification</i>	<ul style="list-style-type: none"> Notified by patrol officer at scene of response and provided with a letter explain that his/her offender is now on the C-list Victims of C-list offenders referred to victim services from detectives receive a phone call from victim services within 24 hours offering resources If victim cannot be reached via telephone after three attempts, then a letter is mailed to the victim with the resource message
	<i>Monitoring/Follow-up</i>	<ul style="list-style-type: none"> Victim is flagged in both law enforcement and victim services databases as a C-list victim No follow-up contact specified unless victim chooses to receive services; then victim services maintains appropriate contact
List		
D	<i>Identification</i>	<ul style="list-style-type: none"> System input (patrol/CAD/RMS/Family Services/DSS/Clerk of Court/HPCAV/Magistrate/Community/Probation & Parole) In most instances, patrol will respond to a domestic violence call and determine that the call involves <i>intimate partners</i>. The officer will log the call as a DV/IP call, complete a field sheet and file a report.
	<i>Criteria</i>	<ul style="list-style-type: none"> Be a victim or current intimate partner for a D-list offender
	<i>Evaluation</i>	<ul style="list-style-type: none"> Victims are not evaluated or contacted by law enforcement or victim services
	<i>Notification</i>	<ul style="list-style-type: none"> Notified by patrol officer at scene of response and provided with a letter about High Point's new way of handling domestic violence
	<i>Monitoring/ Follow-up</i>	<ul style="list-style-type: none"> Victim is flagged in the law enforcement database as a D-list victim No follow-up contact specified

A-List Operations

The most severe domestic violence offenders are placed on the A-list. These offenders are a clear and present danger to potential victims based on their criminal records. These offenders face immediate prosecution and are given no notification message in advance. They then serve as the examples for offenders at lower tiers to demonstrate the power of the OFDVI law enforcement partnership when working together to target domestic violence offenders. Offenders are categorized and moved to the A-list after careful review of each individual's criminal and domestic violence histories or by graduating from a lower tier to the A-list due to the commission of a new offense.

The first A-list in the implementation strategy was selected from a pool of potential offenders based on their histories which demonstrated that they were unlikely to stop offending. All had to have at least three prior domestic violence charges. A review of the final list revealed that many A-list offenders had recent domestic violence charges; many had ten or more domestic charges; and some A-list charges included cases of strangulation. Once selected for the A-list, offenders were prosecuted vigorously using available levers against them. The goal was to incapacitate these offenders for as long as possible thereby deterring future violence.

Offenders could be moved to the A-list from the B-list by committing another act of domestic violence. To move to the A-list, a B-list offender must acquire a new domestic charge and have that case reviewed by a domestic violence detective for determination of graduation. Once on the A-list, the graduated offender would receive the same swift and vigorous prosecution efforts as the initial pool of A-list offenders.

For the prosecution of A-list offenders, the district attorney reviewed criminal histories to see what charges could bring the most severe punishments possible. For example, a third assault on female arrest could be charged as a felony. Any domestic-related criminal activity that crosses state lines could be reviewed for federal stalking prosecution. A-list offender cases were adopted by whichever system, state or federal, could get the offender the most severe sentence upon conviction. Prior to trial, attempts were made by the prosecutors and community via the High Point Community Against Violence (HPCAV) to make sure that the offender received a high or no bond to incapacitate the offender until their trial date and to demonstrate that the system has changed for domestic violence offenders. As judges were educated about the OFDVI strategy, it was often powerful for the assistant district attorney to state that the defendant had been previously notified and to have the presence of HPCAV in the courtroom during a first appearance. Even if HPCAV did not speak during the hearing, the group's presence sent a strong message to the judge that the community did not wish for this offender to be out

Victims of A-list offenders are not identified or notified through the OFDVI process.

B-List Operations

B-list offenders are those with significant domestic violence histories and they are invited to the face-to-face notification meeting to hear the law enforcement, community, and resource messages to stop the domestic violence. At the notification, offenders are educated about the OFDVI strategy and how domestic violence is being handled differently in High Point. They are confronted by the community who states that domestic violence will no longer be tolerated. Resource providers are there with an offer of support to help offenders turn their lives around and assist with accessing services. B-list offenders were required to have at least two prior domestic violence charges. These B-list offenders were evaluated, and thought to be capable of listening to the message and making a rational choice to stop offending.

The face-to-face notification serves several functions—to educate offenders about the strategy and consequences, to send a message to the community that domestic violence is an important issue, to demonstrate to offenders the power of the law enforcement and community partnership, and to strip the offenders' anonymity. The High Point Police Department had been conducting face-to-face

notifications across offender types for 15 years prior to the OFDVI notification. However, despite their vast experience, the workgroup was very diligent in planning the notification messaging specific to the domestic violence strategy. David Kennedy and Susan Herman traveled to High Point for a meeting with the workgroup. The team spent an entire day selecting offenders to bring into the first group notification and crafting the messages for law enforcement, the community, and resource providers. As with all planning steps with the OFDVI strategy, great care was taken to keep the victims' perspective in mind and not cause additional risk to the victims as a result of the strategy. A rehearsal was conducted a few days prior to the actual notification.

The workgroup decided that a "custom legal notification" letter would be written for each notified offender and given to offenders at the meeting. The district attorney's office prepared the letters based on each offender's criminal histories. The letters spelled out each offender's unique legal exposures within the criminal justice system, including probation/parole, based on their specific record, and told them what could potentially happen to them if they continued to offend. However, it was decided that the letter should not come from the district attorney's office due to concerns about perceived threats or promises on the part of that office. Therefore, the letter was from the Chief of Police composed on High Point Police Department letterhead and offenders were provided with High Point Police Department personnel's business cards with contact information for follow-up.

The custom legal notification letter, in addition to educating offenders, sends a message to the judiciary that the offender knew exactly what could happen to them if they chose to re-offend. Therefore, ignorance of the consequences could not be an excuse for continued offending behavior. Offenders cannot be deterred by what they do not know. Thus, the letter served as an informational tool to guide offenders to a rational choice: stop the violence to avoid the consequences.

B-list offenders were invited to the notification by their probation officers whenever possible. Otherwise, they were invited by a detective and a community representative. Offenders were assured that they would not be arrested at the notification meeting and attendance was mandated for those on probation. Typically, offenders with pending charges are not invited to a notification. However, with domestic violence offenders, it was found that those who most needed to hear the message based on their past domestic offenses also had pending charges. Since these offenders needed to hear the message, the decision was made to invite them to the notification despite having pending charges. In these offenders' custom legal notification letters, it was stated that charges were pending and depending on the outcome of those charges, they could face possible consequences for continued offending. After charges are disposed of, the offender will receive a new custom legal notification letter with updated information about legal exposures. An important feature of the OFDVI strategy, which is consistent with all focused deterrence initiatives, is to not promise what cannot be delivered. The messaging is not intended to follow a "Scared Straight" theme, but rather to present consequences to offenders based on their actions; explaining why and how they were selected to hear the message (whether in a notification, or in a C and D-list scenario), and that their behavior will dictate what will happen in the future.

Victims of B-list offenders were contacted by a victim service provider via telephone of their offender's upcoming notification meeting. Attempts were made to contact the victim prior to offenders receiving the invitation from their probation officers whenever possible. However, some victims could not be reached due to outdated contact information. A few victims were still in relationships with their offenders and many were still in contact with their offenders even if they were no longer in dating relationship. All victims were re-contacted within a week after the notification meetings to gather feedback and ensure that there were no repercussions for victims after the notification meeting. Those victims still in relationships with offenders were then contacted again three weeks later, then thirty, sixty, and ninety days later.

During notification of B-list offenders, the arrests of A-list offenders were presented along with their offenses and sentences received. This presentation was done using a printed flyer that was given to B-list offenders. Also, the law enforcement panel referenced A-list examples during the verbal message. Many presentation methods exist to demonstrate an A-list offender group during a group notification. In past chronic offender, drug market, and gang notifications, the High Point Police Department has used a slide show presentation to demonstrate the A-list and this format may be used in again in future OFDVI notifications.

The content of messaging at notification included all the following components which were presented by appropriate law enforcement and community representatives. Sites implementing a focused deterrence notification can structure the sequence of speakers however best suits their needs. High Point regularly allows the community and resource providers to address the offenders first. Typically the President and Executive Director of the High Point Community Against Violence identify themselves and explain to offenders why they are there. Then, additional members of the group introduce themselves make a brief statement that they are against violence. One or two of the community members then make a longer presentation to the offenders to highlight a few points designed to capture the community's moral voice. For the OFDVI notification, the community message was specially crafted to hit each of the following points which were addressed directly to the offenders.

- Violence is wrong and domestic violence is wrong.
- We care about you and want to help you if you want the help.
- There are no excuses. Offenders are responsible for their actions.
- The community does not care why you are using violence, but the violence needs to stop.
- Domestic violence thrives on secrecy. Domestic violence is no longer a secret in High Point. We know who you are.
- The community owns the problem and will take a stand against domestic violence. The community will not tolerate it.
- There are costs associated with domestic violence to the community, to loved ones, to children reared in violent homes, and to the victims.
- If the offender is incarcerated, there are huge costs and burdens incurred by their families.
- Domestic violence is a leading cause of death for women. There are consequences associated with these deaths.

- We are in partnership with law enforcement. We expect them to deal with you if need be.

Once the community message is finished, the law enforcement panel enters the room and each person on the panel presents their individual message to the offenders. Typically, the following law enforcement panelists have speaking roles at the notification: police chief; representatives from surrounding local agencies; probation/parole representative; representatives from State Bureau of Investigation, Federal Bureau of Investigation, Drug Enforcement Administration, Bureau of Alcohol, Tobacco, and Firearms, and U.S. Marshall Service; the local district attorney; and a representative from the U.S. Attorney's Office. The Police Chief usually opens and closes the law enforcement portion of the notification, with other representatives speaking in between. For the OFDVI notification, the law enforcement message was specially crafted to hit each of the following points.

- Offenders were told that it was their history of domestic violence and their behaviors that got them called into the notification meeting.
- The victim is no longer driving law enforcement's response to domestic violence. Law enforcement is now taking a stand against domestic violence.
- The offender can no longer control or intimidate victim. Law enforcement can and will prosecute without the victim if need be.
- The system has now changed. All sources of information about crimes of domestic violence will be considered.
- Law enforcement knows who the offenders are and is watching them closely. Information about offenders is being shared between partnering law enforcement agencies.
- Any new violent or any domestic violence-related offense will be highly scrutinized. All new offenses will be reviewed to look for undertones of domestic violence.
- Extra steps will now be taken in domestic cases. There will be detectives assigned to the cases. Thorough investigation will be conducted. There are special prosecutors assigned to deal with these cases.
- Offenders are now flagged as OFDVI notified. All law enforcement officers will know what that means and the offenders will be given special attention as such.
- Cases will be prosecuted in whichever system, state or federal, can get them the most time.
- If the system has taught offenders that domestic violence is not taken seriously, then that is now changing in High Point.
- In addition to the custom written notification to offenders outlining individual risks and exposures, a few examples of the exposures were shared verbally with the group by law enforcement.
- Domestic violence offenders and convicted felons cannot possess firearms.

A decision needed to be made about how to handle offenders who were invited to the call-in, but who did not attend. It was decided that no-shows who would still be on probation at the time of the next scheduled notification meeting would be invited to the next notification. If the no-show offender would not be on probation, then they would be notified on a one-on-one basis by a domestic violence detective and a representative from the community and given their custom legal notification letter. It

was decided that whenever possible, offenders should hear the notification message in the group setting because of the power of stripping anonymity in that setting. No-show offenders who were on probation were in violation of missing a scheduled meeting and therefore were given a “dip” by their probation officer. A dip is a brief stint of jail confinement that is limited to 2- or 3-day periods that total no more than six days per month. This discretionary “dip” was recently made an option for probation officers to use as part of North Carolina’s Justice Reinvestment Act.

Thus far, High Point has held two face-to-face group notification meetings for B-list offenders. Feedback about the notification meetings has been very positive. However, the workgroup did learn some valuable lessons about presenting the message based on offender responses from the very first notification meeting. First, a few offenders reacted by lashing out verbally during the notification meeting. Their response indicated that the message was striking a nerve with them. However, the presenters learned that they needed to be careful not to make the offenders feel disrespected. Some offenders reported that they felt they had been talked down to or that jokes were being made at their expense. The OFDVI offender group was a highly sensitive audience and precautions were taken at the second notification meeting to ensure that offenders did not feel insulted by the messengers. Messengers were encouraged not to make jokes or use humor during their messages, to make the point that some offenders have been doing well while on probation and they should be commended for doing so, and that all messages should be presented in a professional, respectful manner. No victims have reported repercussions associated with the notification meeting though many had spoken with their offender since the meeting. Victims were able to provide feedback from the offenders’ perspective. Many offenders stated that they were touched by the victim of domestic violence that shared her story during the notification meeting. Some follow-up attempts with victims were difficult, but nearly all victims of B-list victims were able to be reached. The victims wanted to make sure the offenders know that victims are not driving the notification strategy and most victims have given permission to be contacted later by the victim service provider. Local shelters were alerted of the notification strategy and agreed to save beds for victims of notified offenders. If the victim service provider gets an inclination during a contact that a victim may be in danger, she alerts the domestic violence detectives so they can investigate the situation.

After notification, all new crimes committed by B-list offenders received in-depth case investigation by detectives in the domestic violence unit. All new crimes were reviewed for undertones of domestic violence, regardless of the charge. If a B-list offender is re-arrested, a flyer will be distributed to all other B-list offenders through their probation officers letting them know of the arrest and outcome. The purpose of doing so is to reinforce the deterrence message and remind offenders of the consequences they could face if they chose to reoffend. Offenders need to know that new convictions are getting stiff sanctions and that law enforcement is serious about the strategy. For example, a B-list offender re-offended with a misdemeanor charge. An assistant district attorney assigned to OFDVI cases came to district court to do the first appearance and advocated that the offender get a high bond. By doing so, the prosecutor sent a strong message to the judge about how seriously the prosecutor’s office is viewing domestic violence.

Victims of B-list offenders are identified as current intimate partners or victims of intimate partner violence of B-list offenders. Victims of B-list offenders are contacted by a representative of Family Service of the Piedmont and told that their offender will be called in to a face-to-face notification meeting. The victim is offered services and can schedule an office visit at Family Service of the Piedmont if they so choose. In addition, the victim is given a brief 5-item Risk Assessment designed to determine the level of threat the victim currently faces. If a victim is deemed to be in crisis, they are referred to a domestic violence shelter and domestic violence unit detectives are notified of the situation. If a victim does not wish to receive services or schedule an appointment with Family Services, they will continue to be followed up with regularly. All B-list victims will be contacted 1 week, 30 days, 60 days, and 90 days post-notification to gather reactions to the notification and to ensure their safety.

C-List Operations

Offenders who are arrested with a first domestic violence charge are placed on the C-list and they are notified by the domestic violence detectives along with a community representative of their status and potential consequences. Most often, the one-on-one verbal notification occurs in the jail the day following the offender's arrest, but all are notified within 48 hours of arrest. Along with the notification, the offender receives a letter explaining the OFDVI strategy (see Appendix A). In planning for the C-list notification, the district attorney's office requested that detectives Mirandize offenders prior to notification so that any statements by the offenders could be used for prosecution purposes. Also, the district attorney's office requested that detectives document that they had a conversation with the offender for purposes of discovery. After an offender is placed on the C-list, they are flagged and monitored for new offenses. If an offender on the C-list is re-arrested for a domestic violence crime, then he or she may graduate to the B-list after review by the domestic violence detectives.

Victims of C-list offender are notified verbally by the responding patrol officer of the offender's status and he or she is given a victim notification letter at the scene of the incident (see Appendix B). Victims are also provided with contact information for the victim service provider should they need assistance. Domestic violence detectives screen the incoming C-list cases and in cases where there is a history of violence or if the incident was severe, then detectives may make a referral to the victim service provider. If a referral is made, the victim is contacted by the victim service provider via phone within 24 hours. No specific follow-up contact with C-list victims is specified unless the victim accepts services. In cases in which the victim service provider is actively working with a victim, then the provider's routine follow-up contact schedule is followed.

The Killingbeck Domestic Violence Repeat Victimization Project (Hamner et al., 1999) distributed letters and resource materials to victims and offenders as part of the project's strategy providing rationale as to why the OFDVI workgroup decided to use letters in OFDVI notifications. Victims in the Killingbeck Project reported that letters were seen as confirmation that police are concerned about the issue of domestic violence and made victims feel less isolated and vulnerable. Many victims reported keeping the letter and resource materials and referring to them later. Victims also reported that providing letters to first-time or low-level offenders acted as a formal condemnation of the violence by the police department which was probably effective in dissuading further violence on the part of first-time or low-level offenders. However, for chronic domestic offenders, victims in the Killingbeck Project reported that they

did not feel that notification letters were very effective as many offenders would dismiss the letters, and some victims did not even recall that the offender had received a letter.

D-List Operations

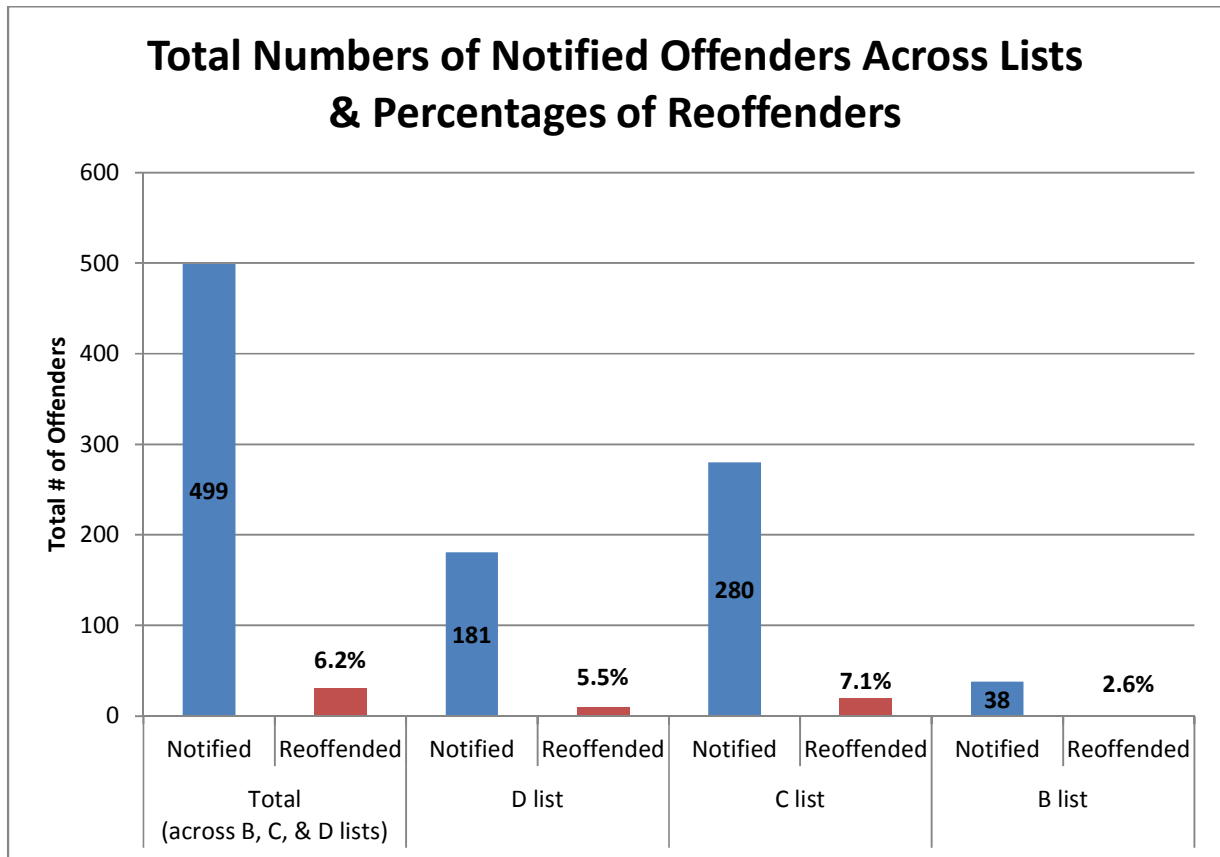
Individuals are placed on the D-list if there in the event of an intimate partner domestic call for service, but no arrest was made. A field contact sheet is generated by the responding patrol officer. The contact note then goes to one of the domestic violence detectives who will assign one of two specially trained officers to notify the offending party about the OFDVI strategy the following day (see Appendix C). The offending party is also given a letter (see Appendix D). The victim is notified about the strategy by the responding patrol officer at the scene of the call. The victim is also provided with a notification letter at that time (see Appendix E). After an offender is placed on the D-list, they are flagged and monitored for new offenses. If an offender on the D-list is later arrested for a domestic violence crime, then he or she will graduate to the C-list. The offender and the victim of the offender will then be notified the same as those on the C-list.

Lessons Learned

Impact

The OFDVI strategy has been a work in progress as the strategy continues to unfold. The workgroup has consistently monitored the strategy's progress, evaluated successes, and made changes necessary to improve the strategy. Thus far, the strategy seems to be having the desired impact. Very few offenders across the tiers are re-offending and victims are not suffering any consequences as a result of the offender notifications. Offenders who are re-offending are being graduated to a higher tier until they make it to the B list, in which case they are called in for a group notification message and offered resources, or the A list, in which case they are immediately prosecuted. Thus far, based on a 6-month evaluation from April through September 2012, 31 of 499 total offenders who have been notified across the B, C, & D lists have re-offended (6.2%). More specifically, 10 of 181 total offenders notified on the D list have reoffended (5.5%), 20 of 280 total offenders notified on the C list have reoffended (7.1%), and 1 of 38 offenders notified on the B list have reoffended (2.6%). The one reoffender from the B list reoffended on a Friday and was arrested, and then on the following Monday, the offender pled guilty and received 13 months in prison thus demonstrating how B-list offenders are fast-tracked through the system. See Figure 3 for a graphic representation of total numbers of offenders notified across lists and percentages of reoffenders.

Figure 3. Total numbers of notified offenders across lists and percentages of reoffenders.



Barriers

A few barriers have been identified that the workgroup has continued to work through. System issues need to be addressed to make the strategy effective and the right people need to be involved in regular workgroup meetings to make this happen. The OFDVI workgroup has continued to invite partners as needed and has taken the initiative to approach partners to educate them about the strategy. Education about the strategy will be an ongoing effort as the strategy unfolds. At the outset of implementation, the ideal was that domestic violence cases could be prosecuted almost as a victimless prosecution. However, the reality has been that it is difficult to prosecute without victim cooperation. It is not unusual for victims of domestic violence to not testify against the offender. This is a barrier that will be an ongoing challenge for the strategy. Development and initial implementation of the OFDVI strategy has been labor intensive from both the offender and victim sides. The strategy requires follow-up and monitoring of both offenders and victims and information has to be exchanged regularly between workgroup partners. The OFDVI workgroup has facilitated the exchange of information via regular bi-weekly workgroup meetings. Future plans include addition of a third domestic violence detective. The workgroup intends to continue to get input from victims about what they feel are important issues relating to the strategy and their safety.

There have been some difficulties with contacting victims. Sometimes the difficulty is with the quality of the contact information. Patrol officers have been encouraged to gather new contact information from victims even if contact information already exists in the system. Another issue with victim contact is trust. Most victims do not have a pre-established relationship with the victim service provider. Gaining trust from victims takes time and often victims are hesitant to take calls from someone they do not know. However, as the OFDVI strategy continues to grow in High Point, it is hoped that word will spread within the community and victims will be more aware of why they are being contacted. Finally, there are some victims who simply want to get past the violent event and do not want to relive the incident by talking about it. The good news is that the victim service provider has reported that more victims are taking advantage of services now as compared to six months ago when the strategy first began.

Adjustments

Minor adjustments have been made along the way to make the OFDVI strategy more efficient once problem areas were identified. For example, it was discovered that the clerk of court's office did not have a procedure in place for the delivery of 50B (protective order) renewals. Renewals are not delivered by Sheriff's deputies as are original 50B protective orders. Without knowing if renewals actually make it into the hands of offenders, prosecutors and law enforcement have no case against offenders who continue to harass or aggress against victims. Therefore, the workgroup has made it a priority to address this issue and have judges specify who should serve renewal notices.

Officers responding to domestic calls for service quickly learned that it would be helpful to have an informational packet from victim services to distribute to victims at the scene of the incident. The victim service provider is working with police command staff to present information to patrol at command staff meetings. Patrol will learn how entrance to domestic violence shelters works and will receive more information about the victim crisis line and how to go through the victim intake portal. The crisis hotline can let officers know right away if there are openings at a shelter. By helping patrol officers better understand the victim process side, patrol officers can better assist victims they serve at the scene.

Victim service providers reported word from victims indicating that they were having problems with the 50B (protective order) system. Victims felt they were treated poorly when going through the process, victims often did not know what information to include, and sometimes 50Bs were not in the system when victims appeared in court. The workgroup suggested that someone from legal services should attend the workgroup meetings and perhaps a pilot program should be implemented to assist victims through the process. The pilot program could be administered by a local law school using interns, thereby not creating additional costs for personnel. Also, it was suggested that a tip sheet be created for victims to use in the 50B application process so that they would know what information needs to be included. In some cases, judges were not granting 50B protective orders even in cases where they appeared warranted. While the workgroup cannot address this issue directly, media attention or formal complaints from victims and the community could potentially influence some of these decisions. Victims have also reported difficulties with knowing when 50B court hearings will be held. Some have shown up for hearings only to learn that they were not there at the right time. The district attorney's office suggested that the victim service provider document all cases where victims have encountered

difficulties with the 50B system and with documented evidence, the workgroup can begin to address the problem areas with key partners.

Sometimes it was difficult for responding officers to identify who the aggressor was in an intimate partner violence situation. In some cases, reports were sent to detectives from patrol without a clear determination. In these situations, it was decided that if both parties were arrested, both parties would be treated as offenders for purposes of the OFDVI notification strategy. The victim service provider has a policy that they cannot work with a party who is both a victim and an offender. In the case of same-sex intimate partner domestic violence, care needs to be taken to code these incidents correctly as intimate partner incidents. In one situation, a magistrate did not correctly code the incident and the offender was able to get out of jail immediately and the detectives were not alerted that an OFDVI notification was needed.

In terms of the group face-to-face notifications, the OFDVI offenders had a lower attendance rate than typical focused deterrence notification meetings. There could have been several reasons for that. First, domestic violence offenders have been taught that the system is a joke and it can be manipulated very easily. Very rarely have they ever suffered real consequences as a result of their domestic violence actions. Therefore, offenders may have decided that the notification meeting was simply unimportant. Second, many of the offenders were on probation for misdemeanors which means that if they violate a condition of their probation by missing the notification meeting, then the repercussions would not be severe. This is in comparison to offenders in other focused deterrence strategies who were more often on probation for felonies. However, by having probation officers “dip” no-show offenders from the second notification, this will make a statement to offenders that the notification meeting is serious and attendance is mandatory or else face consequences.

Strengths

There have also been many identified strengths that has helped the OFDVI progress and success. Community involvement through the High Point Community Against Violence has made a tremendous impact. As Detective Jerry Thompson explained:

“I showed up for first appearance bond hearing and I turn around and look and there are 8 people from the community sitting outside for a bond hearing on a domestic violence case. You never even hear of that, you know. That strategy of having them there for a judge to look and see people from the community that want to see this guy locked up for a domestic violence case is very rewarding to say the least.”

The community’s support of the police department and the strategy speaks volumes to those who are doing the work. The officers who work within the High Point Police Department often stated during interviews about the OFDVI strategy that community support was a huge factor in the Department’s success with focused deterrence policing. Many officers made comments such as the following from Detective Janelle Kuchler that really epitomizes the level of support that the Department feels from the community. Police officers really see the value of having supportive community members who educate other community members on the positive contributions that the Department is making to the

community. Detective Kuchler's comment also alludes to the power that the community will have in touting the success of the OFDVI strategy and its effectiveness in an effort garner further community support moving forward:

"There is, a lot of times the community, they don't like the police. They don't understand us. But I think when you have people out there talking about all the good things we are doing, it changes their minds. And then they come to believe, 'Well the police are not so bad after all. This is what they are doing. They are doing this to help our community. They are not out here trying to put everyone in jail, like everyone thinks anyway'... I think that we have been lucky with continuing to have community members come to our [OFDVI workgroup] meetings. I think that it is really good that we have such a good relationship with the ones that have been very involved from the very beginning because I think they want us to succeed. They want to say, 'Oh, my gosh! Look. This is what the police department is doing. This is incredible and I think that is helping a lot'."

Shortly after implementation of the OFDVI strategy, officers began to see a need for materials to be printed in Spanish for Spanish-speaking victims. The workgroup quickly decided to invite the Spanish-speaking service provider from victim services to the regular workgroup meetings. All letters to victims were then translated into Spanish and made available to officers responding to domestic violence calls. It was an advantage that the victim service provider already had a Spanish-speaking professional employed thereby allowing the police department to use her as a resource instead of having to hire an interpreter or depend on someone who did not have access to the full context of the OFDVI initiative.

Finally, the High Point Police Department's willingness to take a risk on an initiative they felt would be successful was a huge step. Only a department with an open-minded administration and attention to precision and detail would be able to logistically develop the plan and adjust based on feedback along the way. High Point's leadership staff is very unique in this regard and their partners were equally as willing to critically examine their own operations and make changes for the sake of the greater good of the strategy. In a partnership effort such as this, enough cannot be said for the influence of personalities to gel and work together and for the motivation of personnel to make the process better. Intangibles go a long way in driving the success of focused deterrence strategies, particularly with the novelty and complexity of the OFDVI model. The following statement from the High Point Community Against Violence President, Gretta Bush, best summarizes the reasoning behind the OFDVI strategy's and other focused deterrence partnership's success in High Point:

"Success comes from the relationships and respect we have for each other [law enforcement and community]. You have to have it, and that is in anything that you do, I don't care who you are. If there is no respect among each other and the persons involved you, just can't move anywhere so we just carry that over in the work that we do. The ones that don't want to adhere to that and believe in what we do kind of fall by the wayside automatically because they see that you are on a team and that it's tight."

Sustaining the OFDVI Strategy

Now that the OFDVI strategy has been initiated, it will have to be sustained over time. The High Point Police Department and its partners certainly have a long track record of sustaining focused deterrence initiatives. Focused deterrence is the way of doing law enforcement business in High Point, so it is expected that the OFDVI strategy will be sustained so long as the department continues to see desired outcomes being reached. The High Point Police Department will continue to closely monitor domestic violence statistics and other outcomes so that any necessary adjustments can be made to better the process.

Research and Evaluation

The High Point Police Department command staff have identified methods to sustain the strategy. First, the Department will rely on the research and evaluation of the strategy. The Department has taken great care in making sure they can track and record their efforts and outcomes. If the Department sees the desired results, including a decrease in intimate partner domestic violence calls for service, a decrease in repeat calls for service to the same location, and a decline in serious injuries and deaths to victims, then the OFDVI strategy will carry forward. Police officers want to see measureable results and if they can see that the OFDVI strategy is producing results, then they will buy into the strategy. The community will do the same.

Organizational Restructuring

Structural and organizational changes within the police department and other participating agencies have already taken place to sustain the strategy over time. By recording what the people on the ground are doing to further the work is important because doing so helps to institutionalize the strategy. Within the police department, focused deterrence police work has become part of personnel evaluations. When an officer reads their evaluation, they can see what the organization values and therefore, they will continue to do the work that the organization values over time.

Partnerships

The High Point Police Department will rely on their partners within the strategy to help sustain it. The relationships between partners that have been created through focused deterrence work over time within the High Point community will be a critical factor in sustaining the strategy. As Lt. Stallings of the High Point Police Department described:

“You know, when I first came in as a patrol officer, you would never see a district attorney, a researcher, anybody grace the halls of the police department. That would just never happen and now you just see all sorts of partners, not only at the police department frequently but on everyone’s speed dial on everyone’s phone and you know that is really a key element to success. I don’t know how the people in place at the time got that to happen as well as they did, but I am sure if I toured other agencies you would never see that. It’s like wow...really impressive.”

Decision-Makers

A crucial component to sustaining the OFDVI strategy is in the mindset of the administration and decision makers in key roles at the Police Department and within partnering organizations. The Police

Department drives the strategy and the strategy serves the purpose of reducing crime and strengthening police-community relations. Chief Marty Sumner emphasizes the importance of making sure that the Department is continually monitoring where they are with the strategy and the need for system change in order to sustain the strategy:

“Law enforcement agencies can have such a huge impact by leading stuff like this [OFDVI strategy] in the community. They can be such a force for doing the right thing, healing, mending fences. I think it’s important to make sure that cities and communities are identifying leaders who are, I don’t want to say who are fearless or a loose cannon, but have the ability to think outside the box, are willing to take calculated risks, get out of the mold of doing the same thing we’ve always done because this is the way we’ve done it. Going back to recognizing that we’re not going to arrest our way out of these things. Offenders are rational. A lot of the problem is not the offenders, but it is us as law enforcement and how we’re interacting with them and the system we’ve set up for them. You know, we need to really be thinking about those things. You know, what can we change to add predictability, to interact with these folks better, to inform them, to strip away the anonymity? I think it’s almost counterintuitive because a lot of it’s so simple. When you’re stuck in this mode of doing police work the same ole’ way because you’ve done it that way for 80 years, you’re almost head-first to these ideas right out of the gate. It doesn’t take a \$500,000 grant; it doesn’t take 400 more people. It really takes just a good look in the mirror about ‘What am I doing here? Is what I’m doing effective? And am I willing to change what I’m doing?’

The voice of Chief Sumner above indicates the Police Department’s willingness to own the problem of domestic violence within the community. The irony is in the complete wraparound shared in High Point Community Against Violence (HPCAV) President’s statement below. The statement illustrates how she views HPCAV’s mission to educate the community and when the community begins to own the problem of violence, the strategy will be sustained:

“The community has blamed the police for something that is not in the police department’s control so we [the High Point Community Against Violence] have been able to educate the community on this. So when we do the maintenance and the self-sustaining we need to make sure each time we go out, even door to door, this is about HPCAV working with the community members to make sure that their community is safe. These things are put in place [focused deterrence efforts] and you have to be a part of the solution, not a part of creating more problems and making sure someone else takes charge of your community.”

Looking Forward

When David Kennedy was asked what his overall goal of the OFDVI strategy was, he stated the following, which in conclusion encapsulates what the strategy has shown signs of doing thus far:

“There’s nothing sophisticated here... We wanted to keep these women from being killed. We wanted to, to the extent possible, interfere and present the less serious abuse that they were suffering the way the intervention ended up being structured, there’s at least reason to hope

that it will intervene early in the repeat victimization process and lessen both the seriousness and the incidence that potential victims would be exposed to and to reform the official side of this so the criminal justice agencies and their other partners in a sustained way would act in we hope considerably more effective ways. I guess there is something even simpler to say about all that. Domestic violence has been growing in the extent to which society and agencies take it seriously for several decades now, but when you look at the steps that have been taken, almost all of those steps have been about the victims and the situation of the victims. And a lot of it has put additional burdens on victims to take action, protect themselves and extend themselves. And very, very little has been done that is even aimed at changing the behavior of abusers and none of that has been very effective whether its enforcement or treatment or programs or fill in the blank. The domestic violence movement and domestic violence interventions have been very, very heavily and I believe disproportionately victim-centric and that's not say that victims don't need protection, services and such, because they certainly do. But, we have devoted remarkably little thought to how we change the behavior of offenders and if we can't change their behavior, how get them out of the mix and protect victims. The most fundamental thing that we were about here was to try to fix that in some meaningful way. "

After a year of OFDVI implementation, the workgroup will turn to the research partner at UNCG to analyze the longitudinal data to determine if the desired goals are being achieved across the four offender tiers. One year is also the time period the Killingbeck Project used in its evaluation. A one year period will allow adequate time to collect the amount of data needed to reach valid conclusions and will allow for pre- and post-strategy implementation results to be generated accounting for time of year factors. Once a thorough analysis is completed, more robust picture of the crime dynamic and the strategy's impact on domestic violence will be available. For now, preliminary and anecdotal results are promising. Notified offenders at the higher tiers are not re-offending. Victims are not being harmed as a result of notifications. And, preliminary data shows that repeat intimate partner domestic calls to the same location have decreased since the strategy has been implemented. If the data from the yearlong analysis continue to support the OFDVI strategy's success, then the High Point Police Department and its partners will ultimately sustain the strategy and the community can expect to see a huge impact on domestic violence in High Point for the greater good of the community.

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Appendices

Appendix A. C-list offender notification letter.

OFFENDER FOCUSED DOMESTIC VIOLENCE INITIATIVE

[Date of Letter]

Dear [Offender Name],

Because of your arrest in the most recent domestic related incident on [date of incident] I am writing to let you know that members of the High Point Police Department are taking a new focused approach in preventing future acts of domestic violence. This letter is your official notice that your name has been added to a watch list for "C" list offenders. The watch list will be reviewed daily by detectives assigned to the Domestic Violence Task Force who will be looking for any complaints about domestic violence related activity involving you. Domestic Violence Task Force detectives will consider complaints from any source; officers, neighbors, family members, a witness, a friend or the victim.

Your status as a "C" list offender brings you closer to a possible prison sentence. This status with the Domestic Violence Task Force means you are now being targeted for closer attention, scrutiny and/or penalties by our agency. We will continue to look systematically, for any complaints about domestic violence related activity involving you. Stop your violent actions now.

Understand that under Federal Law, individuals under a 50b (Domestic Violence Protection Order) order, or who have been convicted of a misdemeanor crime of domestic violence cannot ship, transport, receive or possess firearms. Officers who believe probable cause exists that an offense took place must arrest the offender. We consider this fair warning so you can avoid charges, court appearances and possible imprisonment.

Domestic violence related crimes are threats, trespassing, damage to property, assaults, harassment, stalking, sexual assault, assaults inflicting injury and homicide. Chief Marty Sumner has ordered that our number one priority be to focus on domestic violence offenders. Unannounced police checks on your residence may be conducted. Further incidents involving you will be documented, reviewed and acted upon. You need to know our policy is to arrest domestic violence offenders whenever possible. Officers who believe probable cause exists that an offense took place must arrest the offender.

Sincerely,

Lt. Kevin Ray
Violent Crime Unit

Appendix B. C-list victim notification letter.

Notice To: [Victim Name]

After the domestic related call involving you, I want to inform you that the members of the High Point Police Department are taking a new focused approach in preventing future acts of domestic violence. I have ordered that our number one priority be to focus on domestic violence offenders. Domestic violence related crimes include threats, trespassing, damage to property, assaults, harassment, stalking, sexual assault, assaults inflicting injury and homicide. If you would like to speak with someone at the police department about your incident or about further action you can contact Detective Kuchler at 336-887-7834. Your call will be treated as confidential.

*Chief Marty Sumner
High Point Police Department*

The police department has partnered more closely with Family Service of the Piedmont to reduce victimization and save the lives of DV victims. There are many ways that we can provide help to victims of domestic violence it can be in the form of resources, counseling, guidance, listening and/or risk assessment. I ask that you please talk with a victim service provider; you may contact Nikki at 336-889-6161, ext. 3331. The victim services are free to you. Please use this resource to build a new life free from abuse.

*Susan Wies, Director of Victim Services
Family Service of the Piedmont*

The aggressor in the domestic violence call will be given written notice of our policy to arrest domestic violence offenders whenever possible. Officers who believe probable cause exists that an offense took place must arrest the **offender**. This person will be added to a watch list reviewed daily looking for any complaints about domestic violence related activity involving them from any source; officers, neighbors, family members, a witness, a friend or the victim.

*Lt. Kevin Ray
Violent Crime Unit*

Appendix C. D-list offender notification letter.

OFFENDER FOCUSED DOMESTIC VIOLENCE INITIATIVE

[Date of Letter]

Dear [Offender Name],

Because of the domestic related call involving you on [Date] I am writing to let you know that members of the High Point Police Department are taking a new focused approach in preventing future acts of domestic violence. 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 Task Force who will be looking for any complaints about domestic violence related activity involving you. Domestic Violence Task Force detectives will consider complaints from any source; officers, neighbors, family members, a witness, a friend or the victim.

Domestic violence related crimes are threats, trespassing, damage to property, assaults, harassment, stalking, sexual assault, assaults inflicting injury and homicide. Chief Marty Sumner has ordered that our number one priority be to focus on domestic violence offenders. Unannounced police checks on your residence may be conducted. Further incidents involving you will be documented, reviewed and acted upon.

You need to know our policy is to arrest domestic violence offenders whenever possible. Officers who believe probable cause exists that an offense took place must arrest the offender. We consider this fair warning so you can avoid charges, court appearances and possible imprisonment.

Sincerely,

Lt. Kevin Ray
Violent Crimes Unit

Appendix D. D-list offender script when delivering notification letter.

Scripted Message When Delivering a “D” List Letter to the OFFENDER

1. Introduce yourself as a domestic violence task force officer (list task force member agencies) HPPD, Family Service of the Piedmont, GC Social Services, GC District Attorney’s Office, UNCG, United States Attorney’s Office, HPCAV, FBI, ATF, DEA, U.S. Marshall’s Office.
2. Chief Sumner declared domestic violence our number one public safety threat so our entire department is focused on reducing domestic violence
3. Domestic violence is wrong and will not be tolerated. We will investigate complaints from any source, not just the victim.
4. This is your official notice we are taking a new approach to stop domestic violence by focusing completely on the offender
5. Receiving this letter means you have been reported to the Domestic Violence Task Force for monitoring
6. Your name is on an internal HPPD watch list (flagged in the computer), any future incident involving you triggers an alert for the task force review the call or incident for follow up
7. Monitoring may also include unannounced police checks on you
8. Starting today, being charged with a domestic related offense, even for the first time, brings intense police attention. We will examine your record to see what else you can be prosecuted for, probation violations, reinvestigation of old cases that were dismissed, etc.; your pattern of violence will be used against you
9. This approach is being driven by the POLICE **not** the victim

(D List Perpetrator Script-Rev. 03-27-2012)

Appendix E. D-list victim notification letter.

NOTICE TO: [Victim Name]

After the domestic related call involving you, I want to inform you that the members of the High Point Police Department are taking a new focused approach in preventing future acts of domestic violence. I have ordered that our number one priority be to focus on domestic violence offenders. Domestic violence related crimes include threats, trespassing, damage to property, assaults, harassment, stalking, sexual assault, assaults inflicting injury and homicide. If you would like to speak with someone at the police department about your incident or about further action you can contact Detective Kuchler at 336-887-7834. Your call will be treated as confidential.

*Chief Marty Sumner
High Point Police Department*

The police department has partnered more closely with Family Service of the Piedmont to reduce victimization and save the lives of DV victims. There are many ways that we can provide help to victims of domestic violence. It can be in the form of resources, counseling, guidance, listening and/or risk assessment. I ask that you please talk with a victim service provider; you may contact Nikki at 336-889-6161, ext. 3331. The victim services are free to you. Please use this resource to build a new life, free from abuse.

*Susan Wies, Director of Victim Services
Family Service of the Piedmont*

The aggressor in the domestic violence call will be given written notice of our policy to arrest domestic violence offenders whenever possible. Officers who believe probable cause exists that an offense took place must arrest the **offender**. This person will be added to a watch list reviewed daily looking for any complaints about domestic violence related activity involving them from any source; officers, neighbors, family members, a witness, a friend or the victim.

*Lt. Jason Henderson
Violent Crime Unit*