

ANNUAL REPORT
Domestic Violence
Homicide in Nashville





The events described within this report were obtained from the following sources: The Metro Nashville Police Department homicide report and additional reports from the police, witness interviews, and other organizations Nashville that provided services to the victims or perpetrators. Please note that some of the information contained in this report are the opinions of these witnesses or third parties and do not necessarily reflect the opinions of the Domestic Abuse Death Review Team, the Metro Nashville Office of Family Safety, or the City of Nashville. Names and specific dates have been redacted from the report in order to respect the privacy of the victims and their loved ones.

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Where Hope and Healing Begin

Nashville - Davidson County, TN
2023 Annual Report

Prepared for

The Honorable Mayor Freddie O'Connell,

The Davidson County Metro Council,

& The Metropolitan Government Office of Family Safety Advisory

Committee

Prepared by

The Office of Family Safety High-Risk Team

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of the Metropolitan Government of Nashville – Davidson County Office

of Family Safety

"When traumatic events are of human design, those who bear witness are caught in the conflict between victim and perpetrator. All the perpetrator asks is that the bystander do nothing. They appeal to the universal desire to see, hear, and speak no evil. The victim, on the contrary, asks the bystander to share the burden of pain. The victim demands action, engagement and remembering."

— Judith Lewis Herman

DEDICATION

This report is dedicated to the fifteen 2023 victims of domestic violence homicide in Nashville and those who mourn their tragic loss of life. These individuals were family members, neighbors, and friends of our community. We will continue to remember their experiences and learn lessons from their abuse histories that will help others. To those still in fear, we hope to introduce you to a supportive community dedicated to helping survivors daily.

You are not alone.

ACKNOWLEDGMENTS

The Nashville Domestic Abuse Death Review Team (DADRT or Team) would like to thank Nashville's Mayor Freddie O'Connell, and Metro's Council members for their support of the Team's work in examining domestic violence fatalities. The Team would also like to thank the Metro Government Office of Family Safety's (OFS) Advisory Committee for its guidance and support.

We are deeply grateful for the many Team members who dedicated time out of their busy schedules to thoughtfully review the selected 2023 cases. The dedication and expertise that DADRT members bring to each meeting are invaluable in identifying the gaps in domestic violence homicide prevention.

Finally, we would like to express our sincere gratitude to all individuals who volunteered their time to identify and provide insight into warning signs and possible points of intervention. We are incredibly grateful to those family and friends who suffered a devastating loss but were willing to share their loved one's story with the Team to help us better serve future victims of domestic violence.

Our Team hopes that this report will lead to a better understanding of domestic violence in our community, the strengths and weaknesses in our response systems, and the steps that we must take in the future to improve victim safety and offender accountability.

LETTER TO THE MAYOR

Dear Mayor O'Connell,

The Nashville-Davidson County Domestic Abuse Death Review Team (DADRT) would like to share our 2023 annual report. DADRT is managed by the Metro Office of Family Safety (OFS) and meets monthly at Nashville's Family Safety Center (FSC) with partners from criminal justice and victim services agencies.

Under the authority of Executive Order 022 (2016) and following National Fatality Review best practices, the Team performed an in-depth review of a domestic violence familicide and homicide. In Case Study 1, a man with a history of drug addiction and mental health issues who owned several firearms fatally shot his wife, their two children, and himself. In Case Study 2, a man with an Order of Protection against him and a recent guilty domestic violence conviction broke into the victim's home while she was away and when she returned, fatally shot her and attempted to fatally shoot himself, but survived. At the time of this murder, he was legally prohibited from owning a firearm.

The Team hopes this report will highlight areas of potential improvement in Nashville's domestic violence response and prevention services. Ultimately, our goal is to identify ways to reduce domestic violence homicides in our community and make Nashville the safest city for women, children, and families.

Sincerely,

Diane Lance

Department Head, Office of Family Safety

And All of Nashville's DADRT Team Members

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EXECUTIVE SUMMARY

Tennessee was in the top 10 states for the rate of women murdered by men for 20 out of the past 25 years and ranks 14th in the nation in terms of household firearm ownership rates.¹ 40% of all Crimes Against Persons in Nashville in 2023 were DV offenses.²

In 2023, the DADRT conducted in-depth reviews on two homicides that involved firearms. In Case Study 1, a 33-year-old woman and her two young children, aged 13 and 6, were fatally shot by her 32-year-old husband. The DADRT's research into this case revealed a history of substance abuse, childhood trauma, and controlling behavior that could have been contributing factors to the murders. In Case Study 2, a 42-year-old woman was fatally shot by her 39-year-old ex-boyfriend. The DADRT's research into this case revealed a history of the perpetrator's escalating violence that ultimately culminated in her murder.

The Domestic Abuse Death Review Team identified six finding areas that may have contributed to the victims' level of risk or impacted the support that they received before their murders:

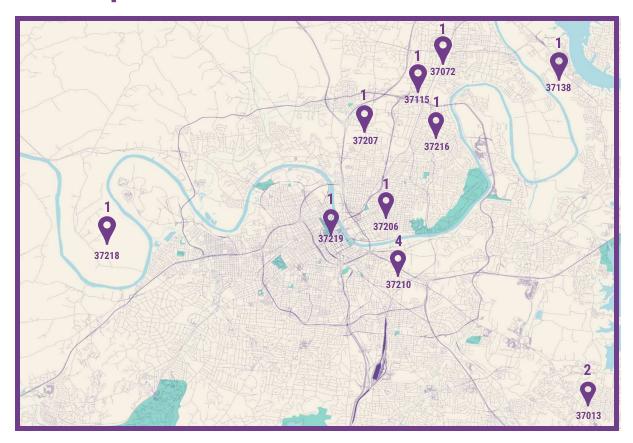
- 1. High-Risk Offender Accountability
- 2. Firearms Dispossession
- 3. Extreme Risk Protection Orders (ERPO) and High-Risk Firearm Legislation
- 4. The Dangers of Stalking, Coercive Control, Isolation, and Leaving
- 5. Increased DV Education on Generational Trauma and Effects of DV on Children
- 6. Increased DV Education on Substance Abuse and Mental Health

¹ When Men Murder Women: A Review of 25 Years of Female Homicide Victimization in the United States, Violence Policy Center, 2023, https://www.vpc.org/studies/wmmw2023.pdf

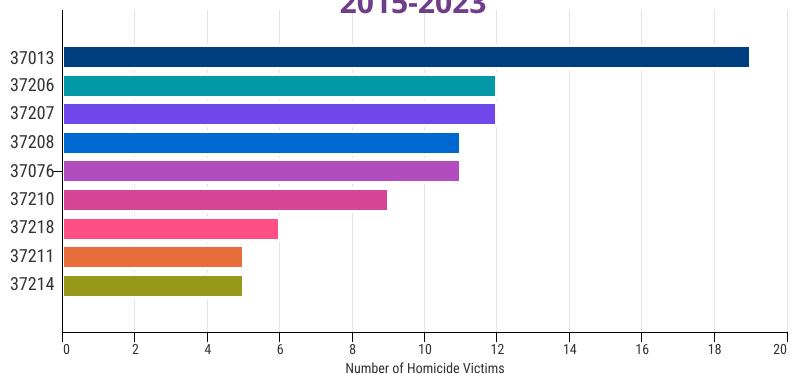
² 2023 Crime in Tennessee Annual Report, Tennessee Bureau of Investigation, https://www.tn.gov/content/dam/tn/tbi/documents/CRIME%20IN%20TENNESSEE%202023%20Final%20Secured.pdf

Data & Statistics: Location

Map of 2023 Nashville Homicides*



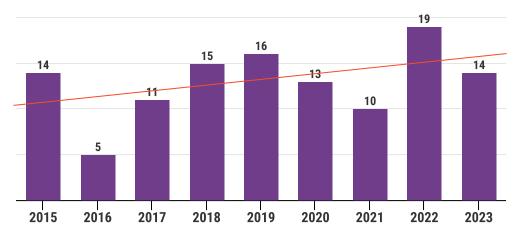
Top 10 Nashville Zip Codes for DV Homicides 2015-2023



*all homicides in this data and statistics section exclude deaths attributed to negligence, accident, or self-defense - these numbers may differ from numbers cited elsewhere in this report

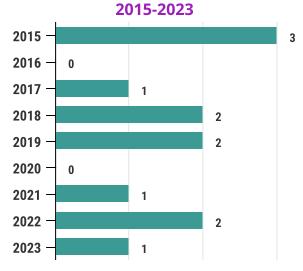
Data & Statistics: Homicide Types & Rates

Total Domestic Violence (DV) Homicides in Nashville 2015-2023



2022 saw the highest number of annual DV homicides since OFS began to track these numbers

Total DV Familicides & Multiple-Murders in Nashville

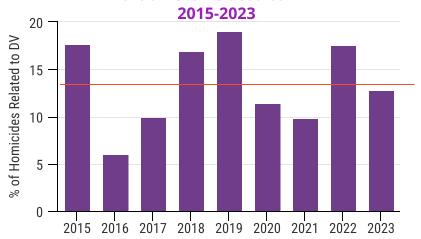


Total DV Murder-Suicide Victims in Nashville 2015-2023



*One of the 2018, and one of the 2019 cases in this chart represents an incident of murder where the perpetrator attempted, but did not complete, suicide.

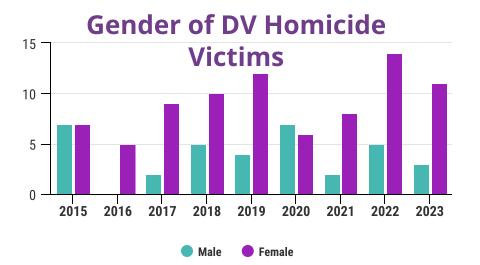
Percent of Nashville's Total Homicides that were Related to DV



The red line in the chart represents the average percent of Nashville's homicides related to domestic violence (DV).

Data & Statistics: Victims





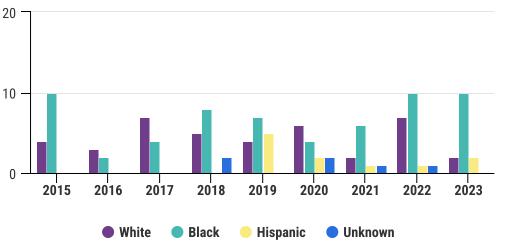
Women are far more likely to be killed by an intimate partner, while men are more likely to be victims of non-intimate domestic violence.

78% of the victims of domestic violence homicide in Nashville in 2023 were female.

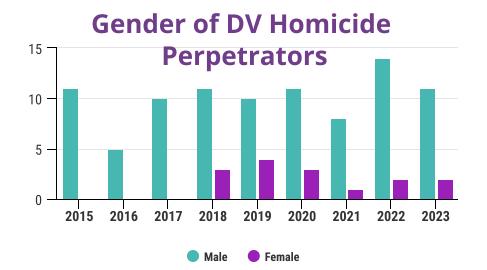
Despite making up only 28% of Nashville's population, black people account for over 50% of Nashville's DV homicide victims.

Black women are at a greater risk of DV homicide than any other population in Nashville.

Victim Race



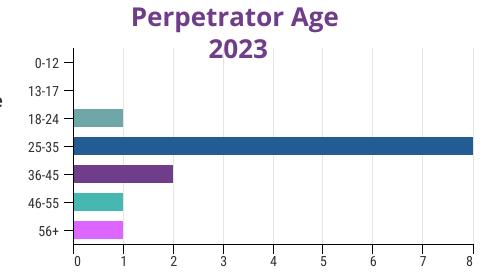
Data & Statistics: Perpetrators

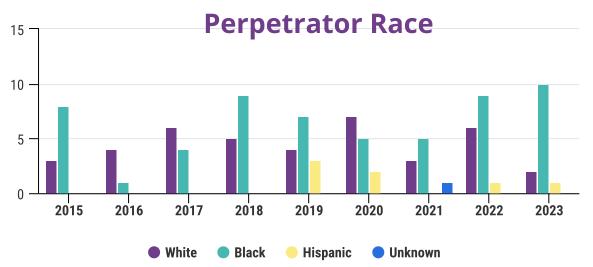


In Nashville, men perpetrate domestic violence homicides at far higher rates than women.

Men have perpetrated 78% of intimate partner homicide cases in Nashville since 2015 and 81% of overall DV homicides.

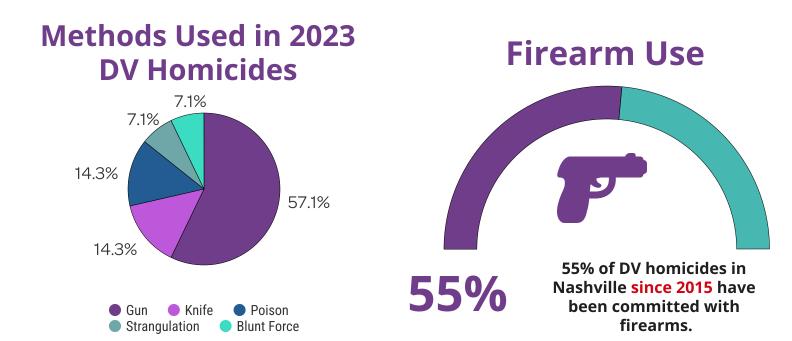
In 2023, the average perpetrator age was 36. An unusually high percentage (69%) of perpetrators were under the age of 35.





The majority of perpetrators commit homicide, and other forms of violence, against victims of their own race.

Data & Statistics: Nashville DV Homicides



OFS Firearms and Strangulation Flagging

Beginning on **June 24, 2019**, the Office of Family Safety began reviewing the criminal affidavits, LAPs, defendant case histories, and Order of Protection (OP) petitions of all defendants and respondents whose cases were being heard in Nashville's DV or OP Courts. Each case was screened for the use of strangulation and the possession or use of firearms against a victim.

Of the 13,606 defendants and respondents screened in 2023:

7,688, or 57%, were flagged for either strangulation or owning or having used a firearm.

6,136, or 45%, were flagged as owning or having used a firearm.

4,969, or 37%, were flagged as having strangled the current victim or a past victim.

3,417, or 25%, were flagged for both owning or having used a firearm and being stranglers.

Outreach & Seeking Help

None of Nashville's intimate partner homicide victims in 2023 had ever had contact with victim services agencies or law enforcement related to the person who eventually murdered them

CASE STUDY 1: FAMILICIDE

The information presented here was obtained from the following sources: media, public records, and DADRT's review of the case, including system partners' records, witness interviews, and court documents.

The Victims

The Domestic Abuse Death Review Team (DADRT) interviewed a friend and family member of the victim. The Adult Victim, the wife of the perpetrator, worked at a retail store, where coworkers saw her as the innovator who shaped the company's culture. She was known for making people feel better and providing comfort. Church members recalled her inviting friends to Bible study, leaving behind a loving legacy. She was described as "interesting, smart, and intriguing," but also "intense and aggressive." She was private and guarded, experiencing a "breakdown" once a year, but usually maintaining a strong front.

Child victim 1, age 13, was the victim's child from a previous partner and was remembered as a sweet person. Child victim 2, age 6, was the victim's child with the perpetrator and was described as outgoing and having a "wild spirit."

The Perpetrator

The victim's family and friends through interviews remembered the perpetrator as a good provider with a big heart who would do anything for anyone. Through these interviews, it was stated the perpetrator had older children but didn't have custody of them, which led him to feel like a failure. They said he felt much pressure to do everything for his family to take care of them and was hard working. He was remembered as being a good influence on the victim and could calm her down easily. He was also remembered as "prideful and immature", and he didn't talk much about his feelings. He was believed to have suffered with mental health issues such as depression, but he was never diagnosed and had not expressed suicidal ideations beforehand.

Timeline:



During the Adult Victim's childhood:

According to interviews, the Adult Victim's father was an alcoholic and she witnessed a lot of abuse in her home growing up.

20 years before familicide:

The Adult Victim started using drugs at age 13.

17 years before familicide:

The perpetrator had his first child and left home age 15. He went on to have two older children separate from the two Child Victims.

14 years before familicide:

The Adult Victim had her first child, Child Victim 1, with another man. Her relationship with this partner was described as "toxic" since they both used drugs together and "brought out the worst in each other." There was no mention of physical abuse.

10 years before familicide:

At 23, the Adult Victim was arrested for flipping her car and getting a DUI with Child Victim 1 in the vehicle. She entered a recovery program in lieu of incarceration. According to a friend, she found faith, turned her life around, and regained custody of Child Victim 1. She also began working at the recovery center, where she met the perpetrator, who was also an employee.

Victim and Perpetrator marry 8 years before familicide:

The victim and perpetrator started dating, and she became pregnant with Child Victim 2 at 25. Feeling pressured by the pregnancy, they married. Due to company policy, the victim left her job at the recovery center. The victim wanted the perpetrator to stay home, but he wanted to work. After Child Victim 2 was born, an incident occurred where the perpetrator refused to hand the baby over for feeding, which upset the victim.

Abuse 8 – 4 years before familicide:

While family and friends were not aware of physical abuse towards the Adult Victim during this time, the perpetrator was abusive toward the family dog, and a friend suspected he ran over and killed it. He was physically abusive to Child Victim 2, spanking her nightly out of anger. He was also emotionally abusive to both children, often teasing them and being overly critical. He controlled what Child Victim 2 ate and restricted the Adult Victim's access to money, although he would "still buy her whatever she wanted." The perpetrator was "obsessed with guns,"





keeping them loaded. He also allowed the children to engage in dangerous activities like riding 4-wheelers without helmets.

Interviews also disclosed that the Adult Victim was verbally combative with the perpetrator but passive in her parenting. The children received inconsistent parenting and schooling.

4 years before familicide:

A dog attacked child victim 2, and the child almost died. After this incident, the perpetrator got a pit bull even though the Adult Victim didn't want the dog in the home. Eventually, the victim bonded with the dog, making the perpetrator jealous. The pit bull bit the youngest victim twice, and the child bit it back twice.

Victim beginning to isolate 3 years before familicide:

The victim had a significant personality change, suddenly lost noticeable weight, and would frequently go to the perpetrator's job during lunchtime. She refused to talk about these changes with her friend, who was interviewed.

2 years before familicide:

The victim drastically changed her beliefs in politics from left to "extreme right-wing" and became very paranoid and isolated. She didn't want the two Child Victims in school because of politics and started homeschooling Child Victim 1. She also began working from home, isolating her further.

Red flags 18 months before the familicide:

The perpetrator relapsed on heroin and the victim found him passed out in the home. During this time, the perpetrator would let his friends from the recovery program stay on their sofa. The friends were described as "weird" and would use drugs in the home. The Adult Victim's friend, through interviews, suspected that one of those friends was abusing the children, but the victim refused to accept or discuss it with her friend. The children would not want to return home after staying with the friend or a babysitter. The youngest victim was described as becoming very aggressive and started exhibiting "OCD" behaviors.

Perpetrator relapsed 3 months before familicide:

The perpetrator's father passed away under mysterious circumstances, and the perpetrator struggled a lot with the grief. He fell into depression and was experiencing a lot of stress. It is believed he also relapsed and was using drugs again.

Before the familicide:

The perpetrator's older daughter attempted suicide. The perpetrator struggled with the fact that he didn't have custody over his older daughters and felt like a failure.







The Adult Victim told a family member/friend at one point that if she left the perpetrator, he would kill her.

The Adult Victim told the father of Child Victim 1 that she was trying to leave the perpetrator and allegedly had planned to leave with the two Child Victims in the days preceding the familicide. However, other sources could not confirm this information. The friend stated that she and the Adult Victim planned a girl's day out for the day after the familicide and that the Adult Victim said there was something she had to tell her, but the friend does not think it was about abuse or leaving the perpetrator.



Day of familicide:

That morning, the perpetrator shot his wife and two children in their beds as they were waking up. According to the 911 recording and police documents, he called 911 and told the dispatcher that he "snapped" and didn't know why he did it, and that he had been experiencing a lot of stress. He stated that he had a lot of uncontrollable thoughts about dying and that there was no coming back from killing his family. He told the dispatcher that his family was "deceased in their beds beyond any help". He stated that he planned to shoot and kill himself once police arrived. When police arrived, they heard a single gunshot and found the perpetrator and Child Victim 2 deceased in the home. His wife and Child Victim 1 died at the hospital. He left a suicide note behind asking for forgiveness from his family and God, told his two older daughters that he loved them, and left instructions behind for who he wanted to have his guns, some of which belonged to his late father. He also stated in his note that he couldn't get "the thoughts out of his head."

After the familicide, the entire community was shocked. According to a family member, the perpetrator did not share with anyone how much he was struggling with his father's death, his depression led to his relapse, and he didn't know where to get help. It is possible that the Adult Victim was struggling with whether to help the perpetrator or leave the relationship, and she may not have known where to get help.

CASE STUDY 2: HOMICIDE

The information presented here was obtained from the following sources: media, public records, and DADRT's review of the case, including system partners' records, witness interviews, and court documents.

The Victim

The Domestic Abuse Death Review Team (DADRT) could not reach the victim's family for background interviews, so details about her life before the homicide are limited to media coverage, criminal records, and other documents. She was the ex-girlfriend of the perpetrator, but little is known about their relationship.

The victim's two sons were both killed by gun violence, only three years apart from each other. After these tragic losses, she dedicated herself to counseling at-risk kids, and working on gun reform. She was seen as a mother figure to those she mentored and was remembered as kind, humble, and always smiling. Her family said she never mentioned abuse or domestic violence from the perpetrator, and no one expected him to harm her. They urged others to recognize warning signs like stalking.

The Perpetrator

DADRT was not able to contact the perpetrator's family, so information about his past is limited. He previously worked at a juvenile detention facility, but his employment ended abruptly for unknown reasons. Aside from a harassment charge involving the victim before the homicide, he had no criminal record.

Lethality Assessment

The Lethality Assessment Protocol (LAP) is a screening tool used by police to assess the risk of intimate partner violence victims being killed or seriously injured. The victim was given two LAPs five weeks before the homicide, answering "yes" to five of the eleven questions, including if the perpetrator had access to a gun, if he made threats of suicide, if he exhibited jealous, controlling, and stalking behaviors, if she had a child that was not shared with the perpetrator, and if she separated from the perpetrator after living together. Based on her responses, she was deemed at high risk of being murdered or seriously injured.

Timeline:



Generational abuse 34 years before homicide:

According to DADRT's case review, the victim's mother fled multiple severe abusive relationships when the victim was 8. The victim's mother had issues with her memory and cognition due to the severity of the abuse she went through, not uncommon in survivors of chronic trauma and violence.

24 years before the homicide:

According to public records, the victim's brother committed an unrelated murder and was convicted and given a life sentence.

25 years before the homicide:

According to court documents, the victim's first husband (whom she hadn't married yet at this time) killed someone in a drug-related robbery.

Emancipation 28 years before homicide:

The victim was emancipated from her family at age 14.

26 years before the homicide:

The victim had her first child at the age of 16 with a partner.

23 years before the homicide:

The victim had her second child at the age of 19 with a different partner.

Previous DV 22 years before homicide:

According to court documents, the victim married her first known husband when she was 20. It is possible she had other previous marriages, but that information is not known.

While married to her first husband, she obtained an Order of Protection (OP) against an exboyfriend with whom she previously had her first child. She included the child in the OP, which was granted for one year.

17 years before homicide:

According to court documents, while still married, the victim's first husband was convicted of second-degree murder and sentenced to 35 years. The victim's brother was also convicted of murder, but it is unknown when this occurred.





14 years before homicide:

According to court documents, the victim filed for an OP against another ex-boyfriend and included both of her children from other partners in it. The OP was dismissed for failure to prosecute.

13 years before homicide:

The victim married her second known husband at age 29 while still married to her first husband.

11 years before homicide:

The victim had a daughter with her second husband at age 31.

10 years before homicide:

According to court documents, the victim filed for divorce against her second husband (officially divorced one year later) and filed an OP against him, where she stated he assaulted and strangled her. The OP was granted for one year and the victim was awarded custody of their shared daughter, with allowed visitation for the second husband, who was also ordered to start paying child support.

Gun violence 10 years before the homicide:

The victim's eldest child was shot and killed.

7 years before homicide:

The victim's middle child, who was 15 at the time, was shot and killed, leaving the victim with only her youngest child, a daughter from her second ex-husband.

4 years before homicide:

According to court documents, the victim sued her second husband for failing to pay child support. The case eventually got dismissed for the plaintiff's failure to pursue the child support case.

18 months before homicide:

According to court documents, the victim divorced her first known husband and alleged abuser. It was later dismissed for lack of prosecution after the victim was killed.

Victim and perpetrator meet:

According to DADRT's case review and media outlets, the victim and perpetrator appeared to have met while working the same job until the perpetrator was fired. Then, they eventually moved in together. The victim's work involved mentoring at-risk juveniles and strongly







advocating for gun reform. We assume this focus is likely related to her two oldest children dying from gun violence.

Separation 3 months before the homicide:

The victim and perpetrator broke up, and the victim left and moved out of their shared home.

Order of Protection filed 41 days before the homicide:

According to court documents, a month after separating, the victim filed for an Order of Protection (OP) against the perpetrator. After the breakup, he showed up at her job twice and waited for her after work. He also came to her home uninvited on two occasions. He harassed the victim, her family, and friends with repeated calls to her workplace and texts to her 11-year-old daughter at school. He called her family and friends crying, upsetting them, and left messages for the victim even after she told him to stop. The harassment escalated to threats to harm her and post nude photos online. In her OP, the victim stated she feared for her and her child's safety, saying he was acting as if he had "lost his mind." No firearms were listed on the OP. According to police, the Lethality Assessment Protocol (LAP) screened the victim in as high-risk.

39 days before the homicide:

According to police records, the victim told the perpetrator by text never to contact her again. He then contacted her by text and phone 9 more times.

40 days before homicide:

According to court documents, two days after the victim filed the OP, a harassment charge was taken out against the perpetrator for continuing to contact her after she told him not to.

According to police documents, the victim spoke with an officer, and the officer conducted a Lethality Assessment Protocol (LAP). The victim was again screened in as high-risk.



Perpetrator's arrest 36 days before homicide:

The perpetrator was arrested for the harassment charge. After the arrest, his bond was set by a Commissioner at \$1,000, and he was released the next day without any bond conditions put in place. Bond conditions could have included an order to stay away from the victim and to have no contact with her or her family, to dispossess his firearms, to avoid using drugs or alcohol, and to have GPS monitoring.



Nashville's High-Risk Intervention Panel (HRIP) reviewed the victim's case. The victim was in contact with the DA's Office about court, and a detective and an OFS court advocate were planning to follow up with her.



Court and advocacy services 32 days before homicide:

According to court documents, the perpetrator pled guilty to Harassment and received an Under-Advisement Plea that required him to take 16 hours of anger management, (rather than batterers' intervention classes), without probation oversight or to serve ten days in jail if he did not complete the anger management classes. On this same day, the full OP was granted against the perpetrator, prohibiting him from owning firearms. He filled out a Firearms Declaration form with the Court, swearing that he did not own or possess any firearms. The victim was present and received advocacy services in court from OFS.

1 day before homicide:

According to DADRT's case review the victim told her brother that she planned to file additional charges against the perpetrator the next day. It is assumed the new charges would be regarding the perpetrator continuing to violate the OP.



Day of homicide:

According to media outlets and DADRT's case review, the perpetrator violated the active Order of Protection when he entered the victim's residence while she was picking up dinner for her 11-year-old daughter and 10-year-old grandson. When she returned, the perpetrator shot her in the chest and shot himself in the head. The two children were inside the home, and while they were not in the same room when the shootings happened, they did find their bodies. The victim's 11-year-old daughter ran to a neighbor for help and that neighbor called the police. According to one of the victim's neighbors, the victim's daughter was running in the yard shouting, "he shot my momma". The victim's grandson, who was the son of her eldest deceased child, was also running around the yard in the same manner. The perpetrator survived the gunshot wound to his head and was hospitalized.

3 years after homicide:

According to court documents, the perpetrator pled guilty to 2nd-degree murder and was sentenced to 40 years in prison.

FINDINGS & RECOMMENDATIONS

Nashville's Domestic Abuse Death Review Team (DADRT) identified six Findings during their 2022 case review. The Findings address 1) High-Risk Offender Accountability, 2) Firearms Dispossession, 3) Extreme Risk Protection Orders (ERPO) and High-Risk Firearm Legislation, 4) the Dangers of Stalking, Coercive Control, Isolation and Leaving, 5) Increased DV Education on Generational Trauma and Effects of DV on Children, and 6) Increased DV Education on Substance Abuse and Mental Health.

The Team has made specific recommendations to address each finding and remove associated barriers to victim safety. The recommendations are assigned to various agencies and organizations in Nashville, both within and outside the Metro government.

FINDING: HIGH-RISK OFFENDER ACCOUNTABILITY

An offender's level of risk under the LAP should be considered in setting bond amounts and conditions as well as in sentencing.

In Case Study 2, several opportunities to assess the perpetrator's risk and hold him accountable were missed, including a low bond, no bond conditions, and the use of Anger Management instead of a Batterer's Intervention Program (BIP).

The victim twice scored a 5 out of 11 on the Lethality Assessment Protocol (LAP) after reporting harassment by the perpetrator. She indicated he had access to a gun, made suicidal threats, was jealous and controlling, stalked her, and that she had a child from a previous relationship. These signs indicated a high risk of lethality, but the LAP score wasn't considered when the commissioner set the bond at \$1,000, because the commissioners do not currently have access to that crucial data. The perpetrator was released the next day without GPS monitoring or bond conditions requiring the offender to stay away from the victim and surrender firearms.

The perpetrator accepted an Under-Advisement Plea from prosecution without probationary supervision and was ordered to Anger Management classes. These classes are inappropriate for abusers with controlling behaviors and send the message that the victim has done something to make the offender angry and he only needs to control the outbursts of rage. BIPs focus on the power and control dynamics that fuel the violence, as well as accountability and victim safety.

The lack of access to LAP data in this case highlights a broader issue: judicial commissioners cannot access information necessary to set a bond at a level protective victim and community safety. Commissioners and judges should have access to LAP data to make informed decisions about bond and release conditions. Anger Management should not be offered in plea deals for intimate partner violence cases, and certainly not cases with a 5 out of 11 LAP score. Instead, BIPs must be prioritized to address abusive behaviors.

Recommendations Related to this Finding:

- Consider LAP Scores at Every Stage of the Criminal Justice Process
 Judicial commissioners, judges, and the District Attorney's Office should have access to Lethality
 Assessment Protocol (LAP) scores in order to review and consider LAP scores when determining
 bond amounts, bond conditions, GPS Monitoring, plea deals and sentencing for domestic
 violence offenders.
- Require Batterer's Intervention Programs (BIPs) and Provide Judicial Training Regarding BIPs
 Anger Management classes should not be used for abusers displaying controlling or stalking
 behaviors. Assistant District Attorneys should avoid offering Anger Management classes in plea
 deals for abusers in domestic violence cases.

- Standardize Bond Conditions for Domestic Violence Cases
 Standardized bond conditions bond conditions, such as GPS monitoring, no-contact orders, and firearm restrictions are necessary for victim and community safety.
- Avoid Under-Advisement Pleas Without Supervision and Create Accountability Measures
 Under-Advisement Pleas without close supervision, especially in high-risk cases, are ineffective.
 Return dockets are needed to ensure offenders are meeting the conditions of the plea.

If these recommendations had been in place in Case Study 2: The judicial commissioners could have reviewed the two LAPs that were done where the victim screened-in as high-risk and could have used that information to determine an appropriate bond amount and bond conditions. Additionally, if the defendant were required to take a BIP class instead of anger management, then he could have been exposed to material specifically created to teach offenders accountability and prioritize victim safety.

Successes Related to this Finding:

- According to HB2692, which amends TCA Title 39; Title 40, Chapter 11 and Title 55, Chapter 10, which went into effect in Tennessee on July 1st, 2024, courts are required to order an offender to wear a GPS monitoring device under certain circumstances unless the court finds the offender no longer poses a threat to the alleged victim or public safety, requiring a cellular device application or electronic receptor device provided to the victim to be capable of notifying the victim if the offender is within a prescribed proximity of the victim's cellular device or electronic receptor device.³ The cost of this device would go to the offender. However, if the offender cannot pay for the device, the responsibility falls on the local government.⁴
- According to SB2563, which amends TCA Title 39 and Title 4 and went into effect in Tennessee on July 1st, 2024, law enforcement officers are required to arrest, without a warrant, anyone they reasonably believe has violated release conditions (after confirming the person was notified of these conditions), regardless of whether the officer directly witnessed the violation.
- Progress is being made to provide Commissioners with LAP access. The Office of Family safety
 has advocated for Commissioners to have LAP access since 2018, and recently, MNPD has made
 progress in finding new avenues to provide the Commissioners with LAP access.

³ https://wapp.capitol.tn.gov/apps/BillInfo/default.aspx?BillNumber=HB2692&GA=113

⁴ https://newschannel9.com/news/local/tennessee-enacts-law-requiring-gps-tracking-for-all-domestic-violence-offenders

FINDING: FIREARMS DISPOSSESSION

To prevent domestic violence homicides in Tennessee, it is essential to enhance the enforcement of firearm dispossession laws by conducting thorough investigations, standardizing processes, incorporating victim input, and increasing resources for compliance monitoring.

In Case Study 2, the victim filed for an Order of Protection (OP) two days before a harassment warrant was issued for the perpetrator, who was served the OP at the time of his arrest. The OP, granted for a full year, prohibited him from owning firearms, and he declared in court that he had none. No follow-up was done, and a month later, he killed the victim using a firearm.

Over the past five years, 37% of domestic violence (DV) homicide perpetrators who killed their victim(s) with a firearm were prohibited from possessing a firearm at the time. Tennessee law prohibits firearm possession for anyone convicted of a domestic violence misdemeanor or felony, or subject to bond conditions or an OP.⁵

To close safety gaps in current laws, Metro courts, law enforcement, and prosecutors must strictly enforce firearm dispossession laws.

Recommendations Related to this Finding:

• Thorough Investigations

In cases with a history of firearm threats, courts and law enforcement should verify gun access by examining all evidence, including LAPs, OPs, and victim statements, rather than relying solely on the perpetrator's claims.

Notification and Follow-up

Defendants must be informed of firearm prohibitions, questioned under oath about gun ownership, and given information on how to legally dispose of firearms. Courts should follow up with hearings to ensure compliance and completion of firearms relinquishment, including presenting the 3rd party in receipt of the weapon(s).

• Standardize a Clear Dispossession Process

A standardized procedure for firearm dispossession, storage, and return should be developed along with methods for communicating these processes to perpetrators. Clerk's offices should also establish procedures for processing dispossession paperwork and scheduling compliance hearings, and the DA's Office should create procedures for addressing non-compliance.

Victim Input

Victims should be allowed and encouraged to share knowledge of the perpetrator's firearm access during hearings.

⁵ https://law.justia.com/codes/tennessee/title-39/chapter-17/part-13/section-39-17-1307/

• Dispossession Investigators

More funding should be allocated to support these efforts, including hiring Domestic Violence Firearms Dispossession Investigators to ensure compliance.

If these recommendations had been in place in Case Study 2, there would have been many more opportunities to learn about and seize the offender's firearm and possibly prevent the homicide. There was no follow-up to confirm the perpetrator's claim that he didn't own firearms, leaving a dangerous gap in enforcement.

Successes Related to this Finding:

- OFS created a DV Firearms Taskforce in 2016 that met for several years and OFS created a comprehensive DV Firearms Dispossession Protocol as a result.
- OFS flags all firearms for DV General Sessions Court and Orders of Protections.
- OFS offers firearms safety planning to clients and provides clients with an option to identify an abuser's firearms to pass on to police.
- OFS is continuing to advocate for firearms dispossession with its criminal justice partners.
- Please reference the OFS Firearms Work Timeline located in the appendix for more information on OFS efforts related to firearms dispossession.

FINDING: EXTREME RISK PROTECTION ORDERS (ERPO) & HIGH-RISK FIREARM LEGISLATION

Enacting Extreme Risk Protection Orders (ERPOs) in Tennessee would enable prompt intervention to remove firearms from individuals posing a risk of harm, potentially preventing fatal escalation of domestic violence.

Extreme Risk Protection Orders (ERPOs), or Red Flag laws, temporarily remove firearms from individuals who pose a danger to themselves or others. These civil processes allow law enforcement, family, or medical professionals to petition a court to prohibit firearm possession due to violent behavior, threats of self-harm, mental health crises, or substance abuse. If granted, the firearm restriction can be extended for up to a year.

In Case Study 1, the perpetrator displayed coercive control, animal abuse, drug relapse, mental health issues, and had access to firearms.

In Case Study 2, the perpetrator stalked the victim, made threats, and had access to firearms despite a full Order of Protection (OP). A month after the OP, he killed the victim and attempted suicide.

In Tennessee, those prohibited from possessing firearms—due to an OP or criminal conviction—must surrender their firearms within 48 hours, but this process can take weeks. If Tennessee had an ERPO law, the victim in Case Study 2 would have had the ability to have petition to remove the perpetrator's firearms without waiting for the OP to be fully granted.

Some states offer ex-parte ERPOs, providing immediate protection without notifying the respondent, preventing delays. Concerns about misuse, such as false claims, have not been significant in states with ERPO laws, and over 90% of ERPO petitions are approved by judges. False filings can lead to criminal charges. ⁶

Recommendations Related to this Finding:

Enact an ERPO Law

Tennessee should enact an ERPO law allowing law enforcement, family, or medical professionals to petition a court to temporarily restrict firearm access for individuals posing a risk to themselves or others. These restrictions could be extended up to a year based on evidence.

Consider Ex-Parte ERPOs

Implement ex-parte ERPOs for immediate protection without notifying the respondent, preventing delays that increase danger.

In both Case Studies 1 and 2, an ERPO law could have allowed judges to quickly review the victims' petitions and order the removal of firearms based on evidence of domestic violence, mental health issues, or substance abuse, potentially preventing the homicides. ERPO laws are crucial for disrupting cycles of abuse, protecting survivors, and preventing domestic violence-related deaths.

⁶ https://www.npr.org/2022/05/29/1101973246/do-red-flag-laws-work

FINDING: THE DANGERS OF STALKING, COERCIVE CONTROL, ISOLATION & LEAVING

Improving the system and community's understanding of coercive control and stalking can significantly enhance protection for domestic violence victims and prevent intimate partner homicides.

In Case Study 1, the perpetrator was emotionally and financially abusive, possibly killed the family dog, and controlled both the adult and child victims. The adult victim became increasingly isolated, distancing herself from others and homeschooling one child due to extreme political beliefs. She confided in a relative about wanting to leave but may not have known where to get help or felt unsafe doing so.

In Case Study 2, the perpetrator repeatedly harassed the victim and her family after their breakup. He stalked her, showed up at her home and job, and threatened suicide. The victim filed a police report and obtained an Order of Protection, but her family did not recognize the escalating danger.

In 2022, around 60% of OFS clients reported that their partners controlled their actions, isolating them from friends and family, taking car keys, and monitoring their whereabouts. Additionally, around 70% of clients said their partners were violently jealous, often preventing them from seeing friends. Coercive control is a significant predictor of future violence, and abusers may threaten suicide or harm to maintain control. The most dangerous time for a victim is when they attempt to leave, as abusers feel they are losing control. ⁷

Recommendations Related to this Finding:

Improve Safety Planning

Victim service providers, including providers at FJCs, shelters, and law enforcement agencies should focus on stalking, coercive control, and preparing to leave in safety planning. They should work with victims to build a support network, create code words for emergencies, and track stalking behaviors using tools like the SPARC Stalking Incident and Behavior Log.

Enhance Staff Training

Providers should train staff to recognize signs of coercive control, stalking, and the dangers of isolation and leaving. Law enforcement and courts should treat these behaviors as serious risk factors for intimate partner homicide.

Public Education on Coercive Control

Community outreach should educate the public on coercive control, stalking, and the dangers of leaving abusive relationships, empowering friends and family to offer better support. Specifically, this education should be embedded earlier in youth, such as in-school education regarding dating violence.

⁷ Stark, E., & Hester, M. (2019). Coercive Control: Update and Review. *Violence Against Women*, *25*(1), 81–104. https://doi.org/10.1177/1077801218816191

• Stronger Legal Actions

Law enforcement and courts play a crucial role in addressing stalking and controlling behavior. Magistrates, judges, and commissioners are encouraged to carefully consider these patterns when evaluating Order of Protection requests. Prosecutors are urged to enforce stalking laws fully, avoiding the reduction of these charges to lesser offenses like harassment.

In Case Study 1, education on coercive control could have helped the victim identify and recognize the signs of abuse and seek support and resources. In Case Study 2, better handling by the courts, stronger legal actions, and more education on stalking could have led to safer options for the victim, such as shelter or enhanced security. These steps could have saved lives by improving awareness, intervention, and protection for these victims.

FINDING: INCREASED DV EDUCATION ON GENERATIONAL TRAUMA & THE EFFECTS OF DV ON CHILDREN

Increased education on generational trauma, access to trauma-informed therapy, and policies addressing the root causes of domestic violence are essential to breaking the cycle of abuse and preventing future violence.

In both Case Studies 1 and 2, the victims had a history of abuse before meeting their abusers. In Case Study 1, the victim grew up with an abusive, alcoholic father and developed a substance dependency at a young age. Her relationship with her older child's father was toxic but not physically abusive. The perpetrator's background is unclear, but two children in the home witnessed animal abuse and endured emotional and verbal abuse. In Case Study 2, the victim had four abusive relationships, grew up around domestic violence, and had lost two children to gun violence. Her children also experienced abuse, and her daughter and grandson found the bodies after the homicide.

Generational trauma often creates cycles of abuse that pass from one generation to the next, as children exposed to violence normalize these behaviors. ⁸ Trauma can lead to long-term mental health issues, unhealthy relationship dynamics, and parenting challenges, perpetuating the cycle of abuse. Many victims of childhood abuse become abusers themselves due to unresolved trauma. ⁹ Fear, mistrust, and emotional instability make it hard for victims to break these cycles or seek help.

Recommendations Related to this Finding:

- Increase Education on Generational Trauma: Victim service providers should educate clients
 about the impact of generational trauma and domestic violence (DV) on their lives and their
 children's well-being. This could help victims recognize harmful patterns and seek support.
 - Encourage clients to take the ACEs Quiz to understand how childhood trauma affects their adult lives and to seek therapy for coping skills.
 - Provide education on how DV affects children and the role of the Department of Children's Services (DCS) in keeping families together and children safe.
- Promote Therapy and Trauma-Informed Care: Therapy, including trauma-informed care and family therapy, should be promoted to help victims process their trauma and develop healthy relationship skills.
 - Reduce therapy waitlists and increase funding for affordable therapy, especially for children exposed to DV.
- Address Root Causes of Domestic Violence: Policies should address generational trauma and systemic issues to prevent future abuse.

⁸ https://www.thelancet.com/action/showPdf?pii=S2214-109X%2817%2930103-1

⁹ https://www.psychologytoday.com/us/blog/progress-notes/201902/alarming-effects-childrens-exposure-domestic-violence

- Expand court-based recovery and mental health programs, and improve Batterer's Intervention Programs to focus on accountability, trauma, and healthy behaviors.
- Policies should address the underlying causes of trauma and systemic issues that fuel
 cycles of violence. Expanding court-based recovery and mental health programs can
 provide individuals involved in abuse cases with treatment options within the justice
 system, including mental health care, substance abuse treatment, and support services.
- Improving Batterer's Intervention Programs (BIPs) is also key. By focusing on accountability, trauma, and healthy relationship skills, BIPs can help individuals understand the impact of their actions and process past experiences of violence, which often contribute to abusive behavior. This approach promotes healing and reduces the chance of repeated abuse.

Had these recommendations been in place, both victims might have been more aware of the cycle of abuse and sought therapy or other resources before the abuse escalated to fatal. Understanding the impact of their trauma on their children may have prompted them to seek help sooner, potentially breaking the cycle of violence in future generations.

Successes Related to this Finding:

OFS has recently filled two positions for DCS liaisons, which allow staff members to accompany
DCS case workers on home visits and investigations, to bridge the gap between victim service
agencies and DCS to create a more trauma-informed and comfortable environment for the
victim.

FINDING: INCREASED DV EDUCATION ON SUBSTANCE ABUSE AND MENTAL HEALTH

Addressing the interconnected issues of mental health and substance abuse through comprehensive, trauma-informed support systems and education can significantly reduce domestic violence and its escalation.

Both Case Studies 1 and 2 highlighted mental health issues and suicidal threats from the perpetrators. In Case Study 1, the perpetrator fell into depression after his father's death, revealing uncontrollable thoughts about dying and struggling with substance abuse before committing familicide. In Case Study 2, the perpetrator had previously threatened suicide, indicating mental health problems, while the victim noted uncertainty about his drug use.

While substance abuse and mental health issues do not cause domestic violence, they can escalate both the frequency and severity of incidents. Substance abuse can increase aggression and impair judgment which can make violent incidents more severe. The co-occurrence of substance abuse and mental health issues serves as an intensifier of existing domestic violence. Victims who are experiencing their own struggles with substance use or mental health may face additional barriers in seeking help, including the abuser using these struggles to gain more control over them, societal stigma, and limited resources for addressing both issues. Effective intervention requires comprehensive strategies, including therapy, substance abuse treatment, and support services for victims. ¹⁰

Suicidal threats can also be a tactic of control used by abuser. An abuser who has "nothing to lose" and is genuinely considering suicide is a great risk to the victim, the children in the home, and the entire community. making it essential to educate victims on how to respond to these threats and to develop safety plans.

Recommendations Related to this Finding:

• Increase Access to Support Systems:

- Expand trauma-informed support systems, including community resources, social services, peer support groups, and medical interventions, to assist individuals in breaking the cycle of violence and addressing substance abuse.
- Raise awareness of affordable support systems and community resources available for individuals struggling with substance abuse.
- Provide education on substance abuse management and safety planning for victims dealing with loved ones who have substance issues.

Enhance Mental Health Resources:

¹⁰ Center for Substance Abuse Treatment. Substance Abuse Treatment and Domestic Violence. Rockville (MD): Substance Abuse and Mental Health Services Administration (US); 1997. (Treatment Improvement Protocol (TIP) Series, No. 25.) Chapter 1—Effects of Domestic Violence on Substance Abuse Treatment. Available from: https://www.ncbi.nlm.nih.gov/books/NBK64441/

- Improve access to affordable or free therapy for perpetrators, including Batterer Intervention Programs (BIPs) and Cognitive Behavioral Therapy (CBT), focusing on behavior change and emotional regulation.
- Integrate mental health resources into legal systems as court-mandated interventions and offer confidential hotlines and teletherapy to reduce access barriers.
- Implement preventative programs in schools and workplaces that teach healthy relationship dynamics, along with long-term support like follow-up counseling and peer groups.
- Ensuring local hotline providers are well versed in the homicidal risks of a DV offender with suicidal ideation

• Holistic and Trauma-Informed Approaches:

 Ensure programs address related issues like substance abuse and are culturally sensitive to provide a holistic approach to breaking the cycle of violence.

Implementing these recommendations could have greatly benefited both Case Study victims. If the perpetrators had known about accessible mental health and substance abuse resources, they might have sought help earlier, potentially addressing the root causes of their violent behavior before it escalated.

CONCLUSION

The findings and recommendations from this report highlight areas for continued growth and improvement in Nashville's domestic violence prevention services and response that can be addressed within our government, non-profit, and for-profit sectors. The Metro Nashville Office of Family Safety (OFS) and the Domestic Abuse Death Review Team (DADRT) are committed to working on the recommendations and implementation plan from this review in conjunction with our partner agencies.

The DADRT will continue to review each domestic violence homicide in Nashville Davidson County and conduct its annual in-depth case review to glean further information on how to improve our work. The OFS will work with partner agencies to implement the report recommendations that we hope will provide solutions to identified gaps and increase community awareness. The OFS Statewide Fatality Review Coordinator will continue to develop domestic violence fatality review teams throughout the state and facilitate Tennessee's statewide death review team meetings. This statewide team will amplify the impact of Nashville and other jurisdictions' recommendations throughout the state.

The DADRT and Metro Nashville Office of Family Safety (OFS) are incredibly grateful for the support we have received from Metro Nashville-Davidson County Government, the Mayor, the Metropolitan Council, our Advisory Council, our state and federal funders, and our committed partner members for the support they have contributed to this report. Above all, we are grateful to the survivors of domestic violence homicide that shared their experiences and insight with our Team and helped form these recommendations.

APPENDICES

- 36-3-624. Death review teams established Protocol Composition of teams Disclosure of communications Authority to subpoena.
- (a) A county may establish an interagency domestic abuse death review team to assist local agencies in identifying and reviewing domestic abuse deaths, including homicides and suicides, and facilitating communication among the various agencies involved in domestic abuse cases.
- (b) For purposes of this section, "domestic abuse" has the meaning set forth in § 36-3-601.
- (c) A county may develop a protocol that may be used as a guideline to assist coroners and other persons who perform autopsies on domestic abuse victims in the identification of domestic abuse, in the determination of whether domestic abuse contributed to death or whether domestic abuse had occurred prior to death but was not the actual cause of death, and in the proper written reporting procedures for domestic abuse, including the designation of the cause and mode of death.
- (d) County domestic abuse death review teams may be comprised of, but not limited to, the following:
 - (1) Experts in the field of forensic pathology;
 - (2) Medical personnel with expertise in domestic violence abuse;
 - (3) Coroners and medical examiners;
 - (4) Criminologists;
 - (5) District attorneys general and city attorneys;
 - (6) Domestic abuse shelter staff;
 - (7) Legal aid attorneys who represent victims of abuse;
 - (8) A representative of the local bar association;
 - (9) Law enforcement personnel;
 - (10) Representatives of local agencies that are involved with domestic abuse reporting;
 - (11) County health department staff who deal with domestic abuse victims' health issues;
 - (12) Representatives of local child abuse agencies; and
 - (13) Local professional associations of persons described in subdivisions (d)(1)-(10), inclusive.
- (e) An oral or written communication or a document shared within or produced by a domestic abuse death review team related to a domestic abuse death is confidential and not subject to disclosure or discoverable by a third party. An oral or written communication or a document provided by a third party to a domestic abuse death review team is confidential and not subject to disclosure or discoverable by a third party. Notwithstanding the foregoing, recommendations of a domestic abuse death review team upon the completion of a review may be disclosed at the discretion of a majority of the members of a domestic abuse death review team.
- (f) To complete a review of a domestic abuse death, whether confirmed or suspected, each domestic abuse death review team shall have access to and subpoena power to obtain all records of any nature maintained by any public or private entity that pertain to a death being investigated by the team. Such

records include, but are not limited to, police investigations and reports, medical examiner investigative data and reports, and social service agency reports, as well as medical records maintained by a private health care provider or health care agency. Any entity or individual providing such information to the local team shall not be held liable for providing the information.

Domestic Abuse Death Review Team Mission, Responsibility & Authority

Team Mission

In accordance with Executive Order No. 023¹¹ authorized by Tennessee Code Annotated §36-3-624, the Metropolitan Government of Nashville-Davidson County created the Domestic Abuse Death Review Team or DADRT to "establish an interagency domestic abuse death review team to identify and review domestic abuse deaths, including homicides and suicides, and to facilitate communication among the various agencies involved in domestic abuse cases in order to recommend improvements in the system of services to domestic abuse victims and their families, and to provide accurate information related to domestic abuse issues to the community." Metro Government's Office of Family Safety is tasked with leading this team.

Responsibility and Authority of the Team

It shall be the responsibility of the Team to identify, review, and analyze fatal or near fatal incidents of domestic violence to better understand the dynamics of these fatalities or near fatalities and to facilitate communication among the various agencies involved in domestic abuse cases. It shall also be the responsibility of the Team to conduct an in-depth review of a minimum of one domestic violence fatal or near-fatal incident(s) per year. Selected cases must be considered "closed cases" by both the Police Department and the District Attorney's Office. A minimum period of six months must have elapsed from the time of death in order to interview family members and other close associations of the victim and/or perpetrator.

¹¹ https://www.nashville.gov/departments/metro-clerk/legal-resources/executive-orders/mayor-john-cooper/jc023

APPENDICES CONTINUED

For more information regarding High-Risk Offender Accountability and Firearms Issues, please scan the QR code below.



If you have any questions about the report, please contact Heather Herrmann (MeatherAHerrmann@jisnashville.gov), Director of Education and Strategic Initiatives or Nicole Ribera-Ergueta (Nicole Ribera-Ergueta (NicoleRibera@jisnashville.gov)), Statewide Domestic Violence Fatality Review Coordinator at the Metropolitan Government of Nashville-Davidson County Office of Family Safety.

MEMBERS OF THE DOMESTIC ABUSE DEATH REVIEW TEAM (DADRT)

Christina Johnson- District Attorney's Office
Susan Tucker-Smith- District Attorney's Office
Rebecca Toca- Legal Aid Society
Inspector Rita Brockmann-Baker- MNPD Interpersonal
Crimes Branch

Captain Blake Giles- MNPD Domestic Violence Division Lieutenant Michelle Hammond- MNPD Domestic Violence Division

Lieutenant Stephen Weir- MNPD Domestic Violence Unit
Captain William Watkins- MNPD Homicide Unit
Lieutenant Byron DeWalt- MNPD Homicide Unit
Lieutenant Brent Gibson- MNPD Homicide Unit
Karen Fentress- Davidson County Sheriff's Office
Nichelle Foster- Metro Nashville Department of Health
Daffany Baker- YWCA
Sandra Dominguez- YWCA
Raven Hall- YWCA
Peter Macdonald- Citizen
Ed Davis- Citizen

Judy Davis- Citizen

Shanna Shilling- Agape/Morning Star Sanctuary Tayler Lopez- Agape/Morning Star Sanctuary Amy Williams- Agape/Morning Star Sanctuary Kyla Harrison- Metro Social Services Cathy Gurley- You Have the Power Kelly Nicholson- Medical Examiners Office Kim Page- MNPD Family Intervention Program Larae Bodley- TN Department of Children Services Chanitta Nealy- TN Department of Children Services Barbara Tallent- Nashville Children's Alliance Katrina Brown- Vanderbilt University Medical Center Diane Lance- Office of Family Safety Becky Bullard- Office of Family Safety Cagney Stinson- Office of Family Safety Joseph McAnally- Office of Family Safety Anjenetta Collier-Office of Family Safety Heather Herrmann- Office of Family Safety Kellye Potocki- Office of Family Safety Nancy Habib- Office of Family Safety Clare Ryan- Office of Family Safety Nicole Ribera-Ergueta- Office of Family Safety

Additional individuals may be invited to attend DADRT Meetings when they had involvement working with any of the parties in the case being reviewed.

