



Protective Marking	Not Protectively Marked
Publication Scheme Y/N	Y
Title	Investigation of rape and serious sexual offences
Version	Version 5
Summary	Minimum standards for immediate response, recording, investigating and supporting the prosecution of rape and serious sexual offences
Creating Branch / Command Unit	SCD2 Sapphire Rape and Serious Offences Command
Owning Branch / Command Unit	SCD2 Sapphire Rape and Serious Offences Command
Date created	19.10.09
Review date	19.10.12

Equality Impact Assessment

The Equality Impact Assessment Guidance **must** be used when completing this form:

http://intranet.aware.mps/Corporate/Policy/Operational_Services/SOP/Equality_Impact_Assessment_SOPs.htm

Freedom of Information Act Document			
Protective Marking:	Not Protectively Marked	Publication (Yes):	Yes
Title:	Investigation of rape and serious sexual offences		
Summary:	Minimum standards for immediate response, recording, investigating and supporting the prosecution of rape and serious sexual offences		
Branch / OCU:	SCD2 Sapphire Rape and Serious Sexual Offences Command		
Date created:	June 2010	Review date:	June 2013
Author:	John Foulkes		
Directorate/Department/Borough/OCU:	SCD2 Sapphire Rape and Serious Offences Command		
Name, type or title of proposal	Policy for the investigation of rape and serious sexual offences		

1. Aims and Purpose of Proposal - see Step 1 of the Guidance

Review of the policy and Standard Operating Procedure (SOP) concerning the Metropolitan Police Service (MPS) minimum standards for immediate response, recording, investigating and for supporting prosecutions of allegations of rape and serious sexual offences implementing recommendations from:

- Her Majesty's Inspectorate of Constabulary (HMIC) 2002 thematic inspection on rape investigation,
- Metropolitan Police Service's Rape Review 2005,
- Her Majesty's Crown Prosecution Service Inspectorate (HMCPPI) 2006 review "Without Consent",
- The Association of Chief Police Officers (ACPO)/Home Office Performance Standards Unit Rape Stocktake 2006, Home Office report "Investigating and detecting rape offences"
- ACPO "Guidance on Investigating Serious Sexual Offences".
- NPIA Guidance on Investigation and Prosecuting Rape.

The policy and SOP contributes to the corporate strategy because publishing a policy on this subject inspires public confidence and satisfaction for capital city policing.

The policy and SOP supports the MPS values and behaviours by:

- Detailing how to deliver quality policing in terms of best practice around the investigation of rape and serious sexual offences and use MPS resources in the most productive way.
- Gives a consistent message so our actions will meet our words.
- Will give support to staff when making difficult decisions.
- Show that there needs to be respect for difference and the needs of others

2. Examination of Available Information – see Step 2 of the Guidance.

The MPS records all reported incidents of rape and serious sexual offences. From this data including data from the three Sexual Assault Referral Centres (SARCs) known as the London Havens, case tracking, internal reviews and academic research, it is known that such crimes affect people from various groups regardless of gender, sexual orientation, age, race, faith, disability or social background. The national Crime Recording Standards (NCRS), Home office 'APAX' system, Met Intelligence Bureaux (MIB) and the Violent Crime Directorate (VCD) determine the data collected. Both current and historical data is stored.

Advice in writing the ACPO guidelines and the SOP was initially sought from police practitioners, ACPO representative, members of the Sapphire Specialist Advisory Group (SAG), Diversity and Citizen Focus Directorate's Disability Independent Advisory Group (DIAG), Action on Elder Abuse and the Havens.

The MPS is dedicated to the ethos that Every Child Matters. The guidance the organisation receives is integrated in all that we do when dealing with children. The Havens have dedicated healthcare professionals who treat victims from all diversity strands and have been proactive in the area of young persons and ethnic minorities and are continually advising best practice in this area. Their findings are forwarded to the MPS as a full partner in victim care and discussed through the Strategic Board and sub-committees. Included in the discussions was the Child Abuse Investigation Command SCD5, whose primary role is to deliver a bespoke service to support children and as such

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work with partners to explore issues that concern minority communities, working together with stakeholders including the London and local Safeguarding Children Boards, Independent Advisory Group, and community partnerships exploring and identifying issues that concern those communities and develop effective strategies.

The Sapphire SAG (now changed to the Sapphire Reference Group) is an advisory group of independent people representing London's population with a vast wealth of experience around sexual offences in all its areas including working with survivors of sexual violence, working in the black and minority ethnic communities of different religious beliefs and faith groups, working with lesbian, bisexual, gay and transgender communities, all detailed in a skills audit. As no members of the SAG have comparable experience in the area of disabilities the DIAG was consulted and gave advice in this area. The crime reporting system for the MPS now gathers information in the areas of the diversity strands in relation to victims and suspects. The Havens also gathers this data and share this information. Consultation in the area of older people was with Action on Elder Abuse, which works to protect, and prevent the abuse of, vulnerable older adults.

3. Consultation/Involvement - see Step 3 of the Guidance

a. Who is responsible for managing this consultation/involvement?
SCD2 Sapphire Rape and Serious Offences Command

b. Why is this consultation/involvement taking place?
To make sure that the principles and aims of the MPS are fit for purpose.

c. Who is included within the consultation/involvement, including which group(s)? Consider beneficiaries, stakeholders, service users or providers and those who may be affected.

Police practitioners, members of the DIAG and Sapphire SAG (now Sapphire Reference Group) (both groups included services users and independent persons representing the groups affected by this matter), Action on Elder Abuse and National Health Service (NHS), links with SCD2

d. What methods of consultation/involvement are employed to ensure full information sharing and participation, e.g. surveys, interviews, community meetings?

This included the forwarding of the previous policy/SOP for amendment to be advised followed up with discussion meetings and correspondence on the subject.

e. What are the results of the consultation/involvement? How are these fed back into the process?

Respondents with diverse specialist knowledge in the area of sexual violence were consulted heavily in the initial writing of the SOP and the recently published ACPO guidelines - because of their work with rape investigations, survivors and survivor groups to help enhance the delivery around the investigation of serious sexual offences. Results from the consultation were fed back into the process by way of documented correspondence, collective discussion and personal meetings. Proposed changes in the SOP have been made in consultation with SCD12.

Age: - The MPS is dedicated to the ethos that Every Child Matters. The guidance the organisation receives is integrated in all that we do when dealing with children. The Havens deal with victims from all diversity strands and have been proactive in the area of young persons

and are continually advising in this area. Their findings are forwarded to the MPS as a full partner in victim care and discussed through the Strategic Board and sub-committees. Included in the discussions was the Child Abuse Investigation Command, whose primary role is to deliver a bespoke service to support children and as such work with partners to explore issues that concern minority communities, the London and Local Safeguarding Children Boards, Independent Advisory Group, and community partnerships. Consultation also encompassed elder abuse with a steer on understanding capacity in order to ensure and maintain older people received the same level of investigative process as other sections of society.

Disability: - In the original SOP consultation was made with the full DIAG where the role of the MPS on serious sexual offences was portrayed. There was also contact with a sub-group of members and electronic communications on policy wording and implementation to any negate adverse affects from incorrect terminology and practices.

Gender, faith religion or belief and sexual orientation. – As above - initially meetings were held with the SAG discussing the policy and SOP as well as electronic communications on wording and implementation to negate adverse affects from incorrect terminology and practices. Rewording of the narrative was completed from the consultation process. Concern was also expressed around false reporting and the need to address issues around the early assessment of the credibility of a victim prior to the investigative process taking place. Discussions with SCD12 re changes in the SOP have been made in relation to this area.

Sexual orientation: -The SAG is an advisory group of independent people representing a vast wealth of experience around sexual offences including working with survivors of sexual violence, working in the black and minority ethnic communities of different religious beliefs or faith groups, working with lesbian, bisexual, gay and transgender communities. In these three areas alone the SAG members with experience in these fields are 80%, 66% and 60% respectively.

The results from the practitioner's perspective and good practice guidelines was to have more in depth guidance on their roles within rape investigation in order to give them a reference to good practice. From the partner's perspective they wanted to see an approach to the investigation through understanding individual victims needs and providing the appropriate level of care according to their circumstance.

4. Screening Process for relevance to Diversity or Equality issues - see Step 4 of the Guidance

- | |
|---|
| <p>(i) Will the proposal have significantly higher impact on a particular group, community or person the MPS serves or employs?
Explain: Yes</p> <p>Those who are victims of rape and serious sexual offences as well as those who perpetrate the crime of rape.</p> <p>The MPS rape review found that 91% of all rape reports to the MPS are by women and men report 9%. Therefore, it is likely to have a more significant impact on women.</p> |
| <p>(ii) Will any part of the proposal be directly or indirectly discriminatory?
Explain: No</p> |

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(iii)	Is the proposal likely to negatively affect equality of opportunity? Explain: No
(iv)	Is the proposal likely to adversely affect relations between any particular groups or between the MPS and those groups? Explain: No
(v)	Are there any other community concerns, opportunities or risks to communities arising from the proposal? Explain: No.
(vi)	Is the proposal likely to harm positive attitudes towards others and discourage their participation in public life? Explain: No
(vii)	Is the proposal a major one in terms of scale or significance? Explain: No. This is a revision of an existing MPS policy and SOP that has been in existence since 2002. The methodology is dictated by the ACPO/NPIA guidelines on investigating serious sexual offences, which is for the 43 police services in England and Wales. Therefore the proposal is not a major one in terms of scale or significance as it is already in place, however the initial consultation and amendments are to improve the level of service of the MPS to the populace of London. With this in mind, as with the initial policy and subsequent review, the reputation of the MPS can be severely affected should the policy and SOP not be robustly adhered to as general practice across the capital.

From the answers supplied, you must decide if the proposal impacts upon diversity or equality issues. If yes, a full impact assessment is required. If no, complete the following box and enter a review date at the end of the form.

Full Impact Assessment Required	YES <i>(delete as applicable)</i>
Signed: John Foulkes	Date: 14th Dec 2009
Supervised: Mark Yexley	Date: 14th Dec 2009

5. Full Impact Assessment – see Step 5 of the Guidance

a)	Explain the likely differential impact (whether intended or unintended, positive or negative) of the proposal on individual service users or citizens on account of:
	Age: older people, children and young people.
	Details: Age is a factor as at both ends of the lifespan the young and the old are more vulnerable than most because of their age and the MPS is aware of this. There is likely to be a positive differential impact on this group of people by the implementation of this policy as specially trained officers are assigned to each victim and bespoke investigation teams deal with

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the enquiries. Also specially trained forensic practitioners are in place and there are available as a matter of course the full services of three SARCs' in London (The Havens) thereby enhancing the quality of service they are given. All acute child victims attend the Havens and with on call paediatricians this has enhanced the care to young people. All victims should be considered for Special measures applications in conjunction with the CPS and steps to assist in the process of ensuring successful applications should be made at every stage. The SOP this EIA relates to also implements the ACPO Guidelines on the investigation of serious sexual offences and incorporates recommendations from the 'Without consent' report by HMIC. It takes into consideration the ACPO rape stocktake recommendations and the outcome of the latest MPS Rape review. This and the close tie of the SOP to domestic violence and hate crime policies add to the positive impact.

Disability in line with the Social Model.

Details: Disability is a factor that must be considered as to the impact of this SOP again due to their vulnerability. As with age there is likely to be a positive differential impact on this group of people by the implementation of this policy as specially trained officers are assigned to each victim and bespoke investigation teams deal with the enquiries. Also specially trained forensic practitioners are in place and there are available as a matter of course the full services of three SARCs' in London (The Havens) thereby enhancing the quality of service they are given. The SOP this EIA relates to also implements the ACPO Guidelines on the investigation of serious sexual offences and incorporates recommendations from the 'Without consent' report by HMIC. It takes into consideration the ACPO rape stocktake recommendations and the outcome of the latest MPS Rape review. This and the close tie of the SOP to domestic violence and hate crime policies add to the positive impact.

Faith, religion or belief: those with a recognised belief system or no belief.

Details: There is likely to be a positive differential impact on this group of people by the implementation of this policy as specially trained officers are assigned to each victim and bespoke investigation teams deal with the enquiries. The victim may request to be dealt with by whichever sex of officer they wish to enable them to relate more confidently and there is greater availability to obtain the services of police officers of different faith, religion and belief to whom the victim can speak to if necessary. Also specially trained forensic practitioners are in place and there are available as a matter of course the full services of three SARCs' in the London (The Havens) thereby enhancing the quality of service they are given. With the Haven's ability to treat anonymous referrals this allows for more victims to get the services they need both medically and forensically. It has also brought to police more cases to investigate as victim's can forward an allegation anonymously to police from the Havens as per the SOP. The SOP this EIA relates to also implements the ACPO Guidelines on the investigation of serious sexual offences and incorporates recommendations from the 'Without consent' report by HMIC. It takes into consideration the ACPO /NPIA rape stock take recommendations and the outcome of the latest MPS Rape review. This and the close tie of the SOP to domestic violence and hate crime policies add to the positive impact

Gender or marital status: women and men.

Details: Women report the majority of all rape and serious sexual crimes and significantly underreport. Research suggests that men report a fewer percentage of offences committed against them. There is likely to be a positive differential impact on this group of people by the implementation of this policy as specially trained officers are assigned to each victim and bespoke investigation teams deal with the enquiries. Specially trained forensic practitioners are in place and there are available as a matter of course the full services of three SARCs' in the London (The Havens) thereby enhancing the quality of service they are given. With the Haven's ability to treat anonymous referrals this allows for more victims to get the services they need

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<p>both medically and forensically. It has also brought to police more cases to investigate as victim's can forward an allegation anonymously to police from the Havens as per the SOP. The SOP this EIA relates to also implements the revised ACPO Guidelines on the investigation of serious sexual offences and incorporates recommendations from the 'Without consent' report by HMIC. It takes into consideration the ACPO rape stocktake recommendations and the outcome of the latest MPS Rape review. This and the close tie of the SOP to domestic violence and hate crime policies adds to the positive impact</p>
<p>Race, ethnicity, colour, nationality or national origins</p>
<p>Details: There is likely to be a positive differential impact on this group of people by the implementation of this policy as specially trained officers are assigned to each victim and bespoke investigation teams deal with the enquiries. The victim may request to be dealt with by whichever sex of officer they wish to enable them to relate more confidently and there is greater availability to obtain the services of police officers of different Race, ethnicity, colour, nationality or national origins to whom the victim can speak to if necessary. Also specially trained forensic practitioners are in place and there are available as a matter of course the full services of three SARCs' in London (The Havens) thereby enhancing the quality of service they are given. With the Haven's ability to treat anonymous referrals this allows for more victims to get the services they need both medically and forensically. It has also brought to police more cases to investigate as victim's can forward an allegation anonymously to police from the Havens as per the SOP. The SOP this EIA relates to also implements the ACPO Guidelines on the investigation of serious sexual offences and incorporates recommendations from the 'Without consent' report by HMIC. It takes into consideration the ACPO rape stocktake recommendations and the outcome of the latest MPS Rape review. This and the close tie of the SOP to domestic violence and hate crime policies add to the positive impact</p>
<p>Sexual orientation, transgender or transsexual issues.</p>
<p>Details: Men report fewer rape offences that are recorded by police and it is accepted that a minority of attacks are reported. There is likely to be a positive differential impact on this group of people by the implementation of this policy as specially trained officers are assigned to each victim and bespoke investigation teams deal with the enquiries. The victim may request to be dealt with by whichever sex of officer they wish to enable them to relate more confidently and there is greater availability to obtain the services of police officers who are part of the LGBT community to whom the victim can speak to if necessary. Also specially trained forensic practitioners are in place and there are available as a matter of course the full services of three SARCs' in London (The Havens) thereby enhancing the quality of service they are given. With the Haven's ability to treat anonymous referrals this allows for more victims to get the services they need both medically and forensically. It has also brought to police more cases to investigate as victim's can forward an allegation anonymously to police from the Havens as per the SOP. The SOP this EIA relates to also implements the ACPO Guidelines on the investigation of serious sexual offences and incorporates recommendations from the 'Without consent' report by HMIC. It takes into consideration the ACPO rape stocktake recommendations and the outcome of the latest MPS Rape review. This and the close tie of the SOP to domestic violence and hate crime policies adds to the positive impact</p>
<p>Other issues, e.g. public transportation users, homeless people, asylum seekers, the economically disadvantaged, or other community groups not covered above.</p>
<p>Details: With homeless people, asylum seekers, there is likely to be a positive differential impact on this group of people by the implementation of this policy as specially trained officers are assigned to each victim and bespoke investigation teams deal with the enquiries. Being consummate in these types of investigations the homeless and asylum seekers get the same level of investigation and commitment as other sections of the community.</p> <p>Also specially trained forensic practitioners are in place and there are available as a matter of</p>

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<p>course the full services of three SARCs' in London (The Havens) thereby enhancing the quality of service they are given. With the Haven's ability to treat anonymous referrals this allows for more victims to get the services they need both medically and forensically. It has also brought to police more cases to investigate as victim's can forward an allegation anonymously to police from the Havens as per the SOP. The SOP this EIA relates to also implements the ACPO Guidelines on the investigation of serious sexual offences and incorporates recommendations from the 'Without consent' report by HMIC. It takes into consideration the ACPO rape stocktake recommendations and the outcome of the latest MPS Rape review. This and the close tie of the SOP to domestic violence and hate crime policies add to the positive impact</p>
<p>b) Is the proposal directly or indirectly discriminatory? Is there a genuine occupational requirement?</p>
<p>Details: No</p>
<p>c) Explain how the proposal is intended to increase equality of opportunity by permitting positive action.</p>
<p>Details: The SOP to which this EIA refers provides guidance on the need for positive action by officers when the offence of rape is reported. This will increase the equality of opportunity for rape victims to access the criminal justice system by better victim care and enhanced investigation.</p>
<p>d) Explain how the proposal is likely to promote good relations between different groups.</p>
<p>Details: It could encourage more rape victims to come forward and report rape offences, especially from minority and hard to reach groups.</p>
<p>e) Explain how the proposal is likely to promote positive attitudes towards others and encourage their participation in public life.</p>
<p>Details: Not applicable</p>
<p>f) Explain how the proposal enables decisions and practices to adequately reflect the service users perspective.</p>
<p>Details: The victim's perspective is reflected in the primary aims of the SOP, which is to investigate, identify and assist in the prosecution of perpetrators to the satisfaction of the victim and community and where a criminal prosecution of a perpetrator is not feasible to identify and pursue alternative courses of action (where appropriate with or by partner agencies) to ensure that victims receive a high standard of support and aftercare while utilising all appropriate means to gain intelligence concerning the perpetrator.</p>

6. Modifications – see Step 6 of the Guidance

Could the proposal be modified to reduce or eliminate any identified negative impacts, or create or increase positive impacts? What improvements have been made?
 Improvements have been made to the current SOP by the expansion of what is required of officers in the investigation of rape and serious sexual offences. Linking other areas of business that effect this area in order to get more cohesion and better understanding leads to an improvements of the needs of the victim. Clarification of the aims and principles allows people to better understand what to expect when dealing with the MPS.

7. Further Research - see Step 7 of the Guidance

Given the analysis so far, what additional research or consultation is required to investigate the impacts of the proposal on the diversity strands?

Besides the consultation shown above analysis on the effectiveness of the SOP so far can be found in:

- Her Majesty's Inspectorate of Constabulary (HMIC) 2002 thematic inspection on rape investigation,
- Metropolitan Police Service's Rape Review 2005,
- Her Majesty's Crown Prosecution Service Inspectorate (HMCPPI) 2006 review "Without Consent",
- The Association of Chief Police Officers (ACPO)/Home Office Performance Standards Unit Rape Stocktake 2006, Home Office report "Investigating and detecting rape offences"
- ACPO "Guidance on Investigating Serious Sexual Offences.

because they all relate to the MPS response to the investigation of rape and serious sexual offences implemented through the current SOP to which this SOP will replace.

8. Decision-making - see Step 8 of the Guidance

a.	Name, rank or grade of decision maker	
b.	What is the Decision?	
	Reject the proposal	Yes / No <i>(delete as applicable)</i>
	Introduce the proposal	Yes / No <i>(delete as applicable)</i>
	Amend the proposal (an impact assessment should be made of any amendments)	Yes / No <i>(delete as applicable)</i>
c.	Name, rank or grade of SMT/(B)OCU/Management Board endorsing decision	

9. Monitoring - see Step 9 of the Guidance

a.	How will the implementation of the proposal be monitored and by whom? The SOP will be monitored by the case tracking of offences by SCD2 SMT and Continual Improvement Teams and the collation of the information by the Continual Improvement Team at SCD2. CIT maintain close links with clusters, monitor SOP compliance and together with SCD15 provide management information to SCD2 SMT. MIB continue to work closely with SCD intelligence to identify and monitor linked series.
b.	How will the results of monitoring be used to develop this proposal and its practices? Through case tracking individual and thematic issues will be addressed as necessary to improve the SOP. Similarly when further reviews are carried out, be it internal or external, good practice will be incorporated in to the SOP and any negative issues dealt with. The Continual Improvement Team will focus on ensuring best practice in this area is implemented.
c.	What is the timetable for monitoring, with dates? – 1 Year from publication

10. Public Availability of Report/Results - see Step 10 of the Guidance

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What are the arrangements for publishing, where and by whom?
MPS Strategy Unit

Person completing EIA: Signed: John Foulkes	Date: 14th Dec 2009
Person supervising EIA: Signed: Mark Yexley	Date: 14th Dec 2009
Quality Assurance Approval: Name and Unit:	Date:
Date Review Due:	June 2013