

# MPA

METROPOLITAN POLICE AUTHORITY

## MPA Domestic and Sexual Violence Board

# Violence against Women Annual Report 2010



**METROPOLITAN  
POLICE**

*Working together for a safer London*



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# Violence against Women MPS Lead officer

## Foreword

One of the signs of a great and civilised city is the way that the authorities within that city deal with violence committed by its citizens. Violence against women and girls remains one of the most complex areas to deal with. It has not only an effect on its victims, but it traumatises families and communities, and has a huge impact on how safe people actually feel as they go about their lives.

This is an area where there have been great efforts made to improve the standard of service that is given. There still remains much to do. Some victims do not have the confidence or trust in the authorities to come forward and report their experience; it remains hidden within families and homes; and there is still widespread misunderstanding of the type and nature of these crimes - with all the dreadful consequences that they can have.

The MPS, working with the Mayor, the MPA and our partner agencies has made good progress - but there is still more to do to make our strategy comprehensive, and ensure that accountability and responsibility is clear across the whole organisation. How we deal with violence against women and girls will be part of our comprehensive strategy to deal with violence as a whole.

We have recently carried out a comprehensive review of the views, attitudes and capacity across the organisation. Our performance has improved and our awareness of the associated issues has increased significantly. We are rightly regarded as national and international leaders in our approaches to some aspects of violence against women and girls. Our challenge will be to improve consistency, then ensure that we are increasingly integrated across the organisation, clear about what we are doing and closely aligned to our partner agencies - with whom we must continue to share best practise.

The need for the MPS/MPA to continue to do this work is made even more obvious by the times of austerity ahead - with public spending coming under increasing scrutiny. It would be easy to cast aside much of the progress that has been made in this area in particular. I remain determined that we should not do that. What must be done is to ensure that we get the best return for our investment - and there has never been a more important need to understand the impact that our work is having and how it can constantly be improved by getting the best value.

The MPS has worked very closely with the MPA in developing our work to tackle violence against women and girls. We are grateful to the members, and in particular those members of the Domestic and Sexual Violence Board, and MPA officers who have assisted us throughout the year and in the production of this joint report.

**Cressida Dick**  
**MPS Assistant Commissioner**

# Domestic and Sexual Violence Board Co-Chairs

## Foreword

We are proud to present the second annual report of the Metropolitan Police Authority Domestic and Sexual Violence Board (DSVB). This year, our findings are being placed into the context of policing Violence against Women across London. This reflects the changes coming to the DSVB in the coming year. By April 2011, the DSVB will have completed its review of all 32 London boroughs and will be developing its focus to include other forms of violence against women and away from the borough by borough approach to reviewing progress.

The approach will remain focussed on policing and on the higher volume areas of violence against women – domestic and sexual violence. In the light of austerity measures, now more than ever we will need to continue our approach of looking at practice in the context of partnership working. It is especially positive to note here that violence against women and girls has been named a priority for the Mayor's new London Crime Reduction Board.

We will also need to reflect the changes most boroughs are making to expand policy development and service provision to include other forms of violence against women such as trafficking for sexual exploitation, prostitution and female genital mutilation. This new approach aims to bridge the gap between the operational work done locally on all London boroughs, and the strategic planning at a regional level.

Last year, we pledged to focus more on the perennial problems facing most, if not all, the boroughs presenting to the DSVB. We wanted greater emphasis on organisational learning, recognising good practice and ensuring better service delivery for victims of domestic and sexual violence. We have achieved this through scrutiny of performance not just against targets, but also looking at how the police are working with partners, how they are identifying whether the service they provide meets the needs of victims, and how they ensure their practice continually improves. Where boroughs have proved exceptional in one area, we have requested that they outline the 'critical success factors' in this area. These are included in the report and demonstrate excellent partnership working, creativity, and flexible approaches to problem solving.

We hope these, and the other findings of the DSVB over the year will provide food for thought and inspiration for police and partners alike. We thank all the MPS Officers who have contributed to the DSVB sessions, and all the MPS officers and staff working across London to tackle violence against women and keep the capital safe.

**Valerie Brasse and Kirsten Hearn**  
**Co-Chairs, MPA Domestic and Sexual Violence Board**

# Executive Summary

Over the last 12 months the MPS response to violence against women has changed dramatically. New commands have been created to respond to rape and sexual offences so as to deliver a more consistent pan-London structure, and all types of trafficking are now all under a single command to ensure a more focussed response. Those areas which have not seen such significant change have continued to improve performance, for example with an increase in criminal justice outcomes for domestic violence cases. But the MPS and MPA are not complacent; there is much still to achieve in order to provide the best possible service to victims<sup>1</sup> of violence against women.

This report outlines the complexity of the police response to violence against women (VAW) and explores recent developments and improvements. Each of the units which hold responsibility for a type of crime under the umbrella heading of VAW outlines their responsibilities, their challenges, and provides a case study where their hard work has resulted in a successful outcome.

The prevalence of reported VAW is discussed and commented upon and areas of potential improvement are outlined as well as good practice commended. Differences in volume of reporting over time and across London's boroughs are explored and some analysis of the demographics of reported domestic and sexual violence is provided.

In terms of securing future improvements, the detailed information and discussions from all the sessions of the MPA Domestic and Sexual Violence Board are analysed and from this recommendations are made. During 2010, nine London boroughs presented their response to domestic and sexual violence locally to the DSVB. These were; Haringey, Barking & Dagenham, Lewisham, Waltham Forest, Redbridge, Islington, Westminster, Hounslow and Hillingdon. A thematic session on first response, call handling and front counters was also reviewed. All reports are available to the public on the MPA website<sup>2</sup>.

The data and content of these reports, along with local good practice and the issues which cropped up in discussions from most (if not all) the boroughs, were examined to identify issues which were relevant across London. These areas for improvement are explored in this report and the resulting DSVB recommendations are as follows;

1. MPS to ensure that corporate analysis of demographics uses the same data across its commands and units.
2. MPS to provide clarity on the volume of recorded LGBT domestic violence.

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<sup>1</sup> A note on terminology: The MPA and MPS recognise that the use of the word 'survivor' can better reflect the courage and determination of individuals who have experienced violence and abuse than that of the word 'victim'. For the purposes of this report we use the term victim to reflect someone who had experienced a crime for which a perpetrator is responsible, to reflect the policing context.

<sup>2</sup> [www.mpa.gov.uk/dsvb/reports](http://www.mpa.gov.uk/dsvb/reports)

3. MPS to review the training for officers from SCD2 and SCD5 to ensure specialist training on investigating sexual offences, and specialist training on child protection and working with children as victims is appropriately available to both units.
4. MPS to review borough practice of the use of cautions to ensure the proportion of cautions within SD rates is appropriate and that cautions are used sparingly.
5. SCD2 Units to ensure and be able to demonstrate they have working relationships with their local borough Community Safety Partnerships and local sexual violence service providers from the voluntary and community sector.
6. MPS CSU, Sapphire Unit and CAIT managers should ensure that compliance with Victims Code of Practice is consistently met regardless of crime types and referral pathways are developed with local support providers.
7. MPS review their adoption of the definition and recording of domestic violence to ensure that children and young people can be accurately recorded and that domestic violence in young adult relationships can be effectively addressed.
8. MPS to make refresher training on domestic violence available for officers and staff coming into frequent contact with the public every 5 years.

# Introduction

For anyone working in the field of violence against women<sup>3</sup>, there are many myth-busting conversations that seem a prerequisite of the job. In previous years, when borough, regional, and national responses were focussed on domestic violence, it was the ‘why doesn’t she just leave?’ conversation. For rape; the ‘she asked for it’ defence is still alive and well.

Campaigners against sexual violence myths still have to raise public awareness that sexual history, style of clothing and alcohol consumption are not mitigating factors in the commission of a rape. More recently, violence against women campaigners and policy-makers have to explain that ‘violence against women’ covers all sorts of crimes and doesn’t exclude men. Rather the term recognises that women are most often the victims, as per the United Nations definition;

*‘Violence that is directed against a woman, because she is a woman, or violence that affects women disproportionately’*

The types of offences that fall under the VAW term include domestic violence, rape and other forms of sexual violence, stalking and harassment, trafficking and prostitution, so-called honour based violence, forced marriage and female genital mutilation.

To better understand the way the police respond to violence against women in London it can help to have an understanding of the way the police are structured and how different units deal with different types of VAW. It’s quite common to view ‘the police’ as one entity; with an organisation as large and complex as the police there are many cogs that create the big wheel and it may be helpful to explore them individually. The MPS Overview section provides this exploration.

In the reported Violence against Women section the volume of cases reported to the MPS is presented and outcomes analysed. From this section, it is clear that there are areas of MPS practice which require further exploration and the MPA makes a commitment here to prioritise these areas in the future work of the DSVB.

The findings of the Domestic and Sexual Violence Board during 2010 are explored and from them, recommendations made to the MPS on how to improve service delivery in the year ahead. The areas of excellence which were explored at the DSVB over the year are highlighted in the section on Critical Success Factors. For practitioners and police officers, this is the section which aims to outline how other units have successfully achieved best practice through a range of initiatives, such as building strong local partnerships or working with the NHS. The report then provides an update on last year’s recommendations to show how the progress made in the last 12 months.

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<sup>3</sup> It should also be noted that the term ‘Violence against Women’ includes young women and girls and indeed the term ‘Violence against Women and Girls’ may also be used.

# MPS Overview of Violence against Women and Girls across London

Essentially the MPS is divided into four main units, the largest and most relevant ones for VAW being Territorial Policing and Specialist Crime. The remaining units are Central Operations (who deal with public order policing and the Olympics, for example) and Specialist Operations (which includes the protection and security units and counter-terrorism activity).

Specialist Crime has a number of Directorates which cover the whole of London and only work on a particular type of crime which requires specialist training. SCD1 is Homicide, and SCD2 is Rape and Serious Sexual Offences<sup>4</sup>. SCD5 is Child Abuse and SCD9 is Human Exploitation and Serious Organised Crime. The exact remits of these units are explored below.

Territorial Policing is local borough policing, and through the 32 Borough Operational Command Units (BOCUs) a range of units investigate a huge variety of offences from burglary to assault to stolen vehicles. In terms of VAW, within each of the 32 BOCUs are Community Safety Units who investigate all cases of domestic violence, forced marriage, and so-called 'honour' based violence. All of the sexual offences which are not investigated by SCD2 or SCD5 go to the BOCU, where it could be investigated by a Criminal Investigation Department (CID), a CSU, or even a dedicated borough unit such as the one in Islington.

## **SCD2 – Sapphire (Rape and Serious Sexual Offences)**

SCD2 Sapphire took operational responsibility from Territorial Policing for the investigation of serious sexual offences on 29th September 2009. The MPS has invested significant management and training resources into the investigation of rape offences in setting up the Sapphire Command.

The last 12 months have seen a significant increase in reported sexual offences recorded across the MPS, the greatest increases being of the more serious crimes. It is believed that about half of this increase relates to the significant improvement in compliance with the National Crime Recording Standards having centralised crime management functions, evidenced by a reduction in the % of rape allegations which are subsequently finalised as 'no crime'<sup>5</sup> from 19% to 9%. There has been a 7% rise in the number of crimes

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<sup>4</sup> Serious Sexual Offences investigated by SCD2 include rape, attempted rape and any penetration offences, as well as any offences in which the victim is deemed to be particularly vulnerable.

<sup>5</sup> To classify a reported incident as a 'No Crime' there are criteria set by the Home Office which have to be met. These include where there is clear and credible evidence that no crime was committed, or a crime was committed outside the jurisdiction of the police force in which it was recorded (in this case it would be referred to the appropriate force area. For more details see <http://www.homeoffice.gov.uk/rds/pdfs09/countgeneral09.pdf>

reported through third parties and, it is believed, in the total number of victims coming forward to Police. In response to the increased demands, additional staff have been allocated to SCD2 in the last year.

In the 12 months to October 2010, all serious sexual offences in London have increased from 6743 to 7838 crimes the previous year, being a 16.2 % increase, of which SCD2 has investigated 3326 crimes. Of these, the total number of recorded rape offences for the MPS was 3123, being a 32% increase and 759 more offences than in the previous 12 months. SCD2 has investigated 2717 rapes and a further 276 less serious sexual offences where this was assessed by SCD2 as being the most appropriate course of action. SCD2 and SCD5 reached an interim agreement in April 2010 whereby more child-on-child sexual offences would be investigated by SCD5 than strictly fit with their 'familial' remit, to include cases where all the parties are under 10 years old or where they are in an established relationship, but excludes stranger offences.

Within the 32% increase in overall rape reports, the most significant increase in Rape offences by reported relationship type is within intimate and acquaintance relationships. The increases for stranger 1 rape (where the offender has no prior contact) are 10% and stranger 2 (where the victim and suspect are briefly known to one another), 16%. Multiple perpetrator, or group, rape has increased by 91 offences in the last 12 months to 388 crimes, being 5% of all recorded rapes. Analysis of victim and suspect demographics indicates that group offending is still more prevalent within the youth population of 10 to 19yrs.

### **SCD2 Case Study**

The victim, a 36 year old Polish national, had been in a relationship with Morris for 7 months prior to the attack. Her relationship with the suspect had been deteriorating and the victim ended it but Morris did not accept this and in February 2010, he let himself into the victim's home and violently raped her in the living room whilst her son was asleep.

The victim went to her GP and was advised to have a sexual health screening and to contact the police. The victim had no trust of the police after her experiences in Poland, but feeling she had no other option, she reluctantly came forward and spoke to officers from SCD2's Brent/Ealing team. The suspect was identified; action taken to arrest him and the victim was supported with locks changed at her home and a panic alarm installed and then in due course a move to new accommodation.

About a week after, the suspect was arrested. He denied the offence of rape, giving an account of consensual sexual activity. The victim, having become more confident in the police investigation, provided a statement outlining events and the matter was taken to the CPS who declined to charge. Due to the risks to the victim, the matter was appealed by the investigating officer; charges were then agreed and Morris remanded in custody, where he remained until trial.

Following charge, there were a number of incidents of intimidation of the witnesses by associates of Morris. The victim's neighbours' house was broken into by three men wearing balaclavas and the female occupant seriously injured; the victim's cousin was told that the victim must drop the case; men were seen in parked cars watching the victim's address. In response, a robust police investigation was undertaken and an associate of Morris was identified and arrested. Unfortunately the intimidation case relied on the co-operation of witnesses in Poland, who were reluctant to get involved, so the case was not proceeded with. However this police action sent a clear message to Morris and his associates and there were no further incidents of intimidation. The victim was offered the services of the witness protection unit which she declined, but the SOIT<sup>6</sup> Officer worked in conjunction with local housing and education authorities and the victim and her son were then moved to another area.

By the time the matter came to trial in July '10, the victim was reluctant to give evidence and did not want to attend court. Contact between her and the SOIT officer was very positive, and it became clear her reluctance was based purely on fear. A decision was made in conjunction with the CPS to summons the victim to court. On this basis she attended and gave evidence against Morris who was found guilty and was convicted of Rape on 27/07/2010 and sentenced to 6 years imprisonment and to remain on the sex offenders register for life. Following the case, the victim now became a supporter advocates police assistance to her friends and family.

The Sapphire Cold Case Investigation Team reviews undetected rapes and serious sexual assaults. Since formation in 2003, the Cold Case Team has reviewed over 1209 cases resulting in 127 full DNA profiles for, as yet unknown offenders, being loaded onto the National DNA Database (NDNAD). Since September 2009, 15 men have been charged and 1 cautioned with serious offences including 16 of rape, plus robbery, burglary and false imprisonment, some in linked series cases e.g. Operation Rute, a linked series of male rapes; Operation Zefa, a linked series of 12 historic rapes and Operation Yuri, the abduction and buggery of young boys in the early 1980's in the Hackney area.

### **Sapphire Victim Feedback Forms**

Since April 2008, the MPS has distributed a survey to victims of rape regarding their satisfaction with the contact with police officers, SOIT officers, and the court process. A new version of the survey has been distributed by SCD2 since May 2010 at the point when a suspect is charged and/or at the closure of a investigation. The requirement for SOIT officers to provide the survey to victims is one of their personal performance objectives.

In the 12 months since October 2009, a total of 131 survey responses have been received from victims, compared to 63 returned in the same period the previous year, prior to the creation of SCD2. Overall satisfaction levels have

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<sup>6</sup> An officer who is specially trained in dealing with victims of serious sexual assaults and support the victim from the point of reporting to the conclusion of the case.

been high. The majority of respondents answered that they were completely or very satisfied with the way they were treated by the police initially dealing with them 87%, the SOIT officer 92%, the investigating officer 87%, and the Havens staff 93%.

When asked about treatment by all officers, most respondents (84%) were satisfied that the police had kept them informed throughout, and 88% were satisfied that the police had taken appropriate action in their case. 100% of respondents were satisfied with the support they received from the police during their court experience, and all were offered a pre-trial court visit. A substantial number of positive comments were made regarding the specialist support of SOIT officers and the general work of the police.

Where a difference can be made;

- Police officers initially dealing with victims could do more on providing advice on safety and other agency support. SCD2 has delivered inputs to several Borough response and front desk teams. The SCD2 OCU Commander regularly meets BOCU Commanders in order to reinforce the need for local awareness training for staff, early contact with SCD2 and early forensic retrieval. Any identified first response failings are thoroughly investigated.
- Police could do more to explain to victims why suspects were or were not charged. Just 75% of respondents reported that the police explained why a suspect was or was not charged, and of these, just 54% were satisfied with the explanation given. Officers have been reminded that they should inform victims that they have the right to meet with the CPS lawyer making these decisions.
- A number of negative comments were made regarding the communication between police and victims, and the investigative process itself. The issue of how trauma affects our ability to communicate is a key part of the SCD2 training course. All SCD2 staff have been reminded of the sensitivity required when communicating with victims and the need to record contact in order to comply with the Victims Code Of Practice.

### **SCD5- Child Abuse Investigation Command**

SCD5 (Child Abuse Investigation Command) investigates the abuse of children by family members or carers. They work in partnership with colleagues from other agencies, such as children's social care, health and education, to reduce the risk of harm to children and young people across the capital. The command has a range of specialist teams, covering different aspects of child abuse investigation:

- There are 17 Child Abuse Investigation Teams covering the 32 London boroughs. The teams investigate allegations of abuse against children or allegations of historical abuse by adults that took place when the victim was a child, involving family members, carers or people in a

position of trust. This includes allegations of physical abuse, sexual abuse, emotional abuse and neglect.

- The Major Investigation Team investigate child homicides and suspicious child deaths
- The Serious Case Team investigates serious or complex allegations of child abuse.
- The Paedophile Unit specialises in combating the activities of those who manufacture and distribute indecent images of children. They also tackle child abuse on the Internet by targeting the activities of paedophiles online. This includes dealing with the grooming of potential victims.
- The Paladin Team safeguards children entering and leaving the country at all London ports including railway stations and airports. The team also works closely with SCD9 who take the lead on complex child trafficking investigations
- The Continuous Improvement Team is responsible for ongoing professional development across the command. Initially this involved the delivery of an ongoing modernisation programme that grew from the recommendations of Lord Lamings' reviews into children's protective services. The modernisation programme has now been folded into core business and the CIT is responsible for specialist training delivery, a robust inspection and review regime and partnership engagement.

Overall, the command saw a 9% increase in confirmed crime during 2009-2010. Most notably in relation to violence against women and girls, during the financial year 2009-2010, SCD5 saw allegations of rape offences increase by 19%, reaching above 430. However, in terms of confirmed offences, the rate of increase was just 8%. Intra-familial physical abuse of children rose by 6%, although this is again a slower rate of increase compared to previous years. In terms of volume, common assault and ABH of children remain the most frequently reported offences, together with incidents of neglect. Often neglect is viewed as a less severe form of child abuse (in isolation), yet reports of neglect account for over a quarter of SCD5 volume and regional guidance<sup>7</sup> states that indicators of neglect 'must be regarded as indicators of the possibility of significant harm'.

### **SCD5 Case Study**

In November 2009 a distraught mother ran into Tottenham Police Station with her children alleging that her husband had assaulted their 9 and 11 year old daughters. During the incident the mother had tried to intervene at which point she was also assaulted. During the initial investigation the mother also disclosed further historic abuse by the father against children in UK and in their native country of Turkey. The suspect was immediately arrested and a full investigation commenced. As the investigation progressed it transpired that the children had disclosed sexual abuse by the father to the mother. The

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<sup>7</sup> London Safeguarding Children Board - Induction Training Pack. Available online at [www.londonscb.gov.uk](http://www.londonscb.gov.uk)

mother had confronted the father regarding this, which caused the initial incident of assault.

In addition to the criminal investigations SCD5 worked to ensure that all relevant partners were fully engaged in order to provide the appropriate support to the victims. This involved ensuring the provision of alternative housing for the family and providing protection in their new home (Sanctuary Project). The case was also referred to the local MARAC panel for longer term ongoing support and risk based review. During this investigation officers from SCD5 were also required to liaise closely with Turkish police services to ensure all lines of enquiry were pursued and all allegations investigated.

In May 2010 the suspect was charged with various matters including assault and child cruelty. In December 2010 the suspect was found guilty of these offences following a two week trial and will be sentenced in February 2011. This was a complex and multi-faceted crime but typical of the type of investigations regularly undertaken by SCD5.

The work being progressed under the Children and Vulnerable Young People strand of the MPS Youth Strategy, now supported by the HMIC report on the need to improve supervision of high risk cases, has identified key risk factors which when combined, have a predictably negative impact on children and are strongly associated with physical offences against children. These factors include mental health, drugs, domestic violence, repeat victimisation, deprivation and BME background of the victim. In order to impact on these factors, multi-agency work is progressing through the London Safeguarding Board to influence the provision of and access to services to improve the fate of children in these circumstances. Additional effort will be required to impact upon new communities and BME communities. The command is currently fully engaged with the Munro Review into child protection arrangements.

Project Azure is the MPS response to Female Genital Mutilation (FGM) and continues to work to broaden its activity in relation to FGM. The team recently carried out a pro-active operation in conjunction with colleagues from SO18's safer airports team, Operation Paladin, BAA, Social Services, the Home Office and a variety of airlines. The first of its kind in the UK, the operation engaged with passengers to raise awareness of FGM and the fact that people often use the summer school holidays to remove children from Britain for the purposes of genital mutilation. This was an intelligence led operation based at Heathrow which focused on flights going to or connecting to destinations known to conduct FGM. The aim of the operation was to raise awareness amongst travellers of the consequences, both in terms of health and the law, of condoning this practice. Such was the success of the operation that this will now become a regular programme of activity undertaken at or around major school holidays.

## **SCD9 – Human Exploitation and Organised Crime Command**

On 1 April 2010 the Human Exploitation and Organised Crime Command, SCD9, was formed. In a short period of time, SCD 9 has established itself as an efficient and effective command, already being seen as a centre of excellence in many areas such as tackling the trafficking of human beings, dealing with those that share indecent images of children and tackling organised immigration crime. The command has units with pan London responsibility for both reactive and proactive investigations targeting criminal networks in the following areas relevant to Violence against Women:

- Trafficking and Prostitution Unit (TPU) - Trafficking for Sexual Exploitation, Forced Labour and Domestic Servitude where there is a clear link to a transnational or Organised Criminal Network (OCN) and on- and off-street prostitution

The Trafficking and Prostitution Unit (TPU) tackle all elements of on and off street prostitution. The unit also undertakes both reactive and proactive investigations into trafficking for sexual exploitation, forced labour and domestic servitude. It is comprised of a Crime Team, Brothels Team, two Proactive Teams and an Olympic Borough Team. The TPU is seen as a centre of excellence both within the UK and overseas. It operates within London and, at times, both nationally and internationally to tackle those that traffic in human beings.

- Abusive and Extreme Images Unit - obscene Publications, extreme pornography and the sharing of indecent images of children via the Internet

The Abusive and Extreme Images Unit have in the last 5 months executed 36 warrants in relation to those sharing indecent images of children. The effective use of partnership working and joint investigative opportunities has significantly enhanced performance since the command was created and recently the unit has uncovered what is believed to be the biggest seizure ever of indecent images of children.

### **SCD9 Case Study**

SCD9 Trafficking and Prostitution Unit responded to intelligence that a group of criminals had engaged in offering children for sale for sexual exploitation at a five star hotel in West London.

A covert investigation was commenced and an undercover officer was deployed to infiltrate the organised criminal network. The officer met up with a female at a different West London hotel where their conversations were covertly monitored. During this meeting the female offered the services of children as young as 14 and suggested a price of as much as £100,000 for the sale of their virginity.

A series of emails and text messages were exchanged between undercover operatives and the criminal network resulting in an arrangement where a

woman agreed to deliver children and young women for the purpose of sexual exploitation.

This meeting took place at the same West London hotel whereby 7 females were trafficked to the man they believed to be purchasing them for sex. These included a 14 year old and a 17 year old. At this point police arrested the two women who brought the victims to the hotel one of whom was the same that had previously met the undercover officer.

A series of warrants were conducted in London and Greater Lancashire resulted in additional arrests. Three women and a male were charged with trafficking and controlling prostitution for gain. The investigation established that some of the victims who were British, Iranian and European were duped into believing they were going to London to perform in dancing shows.

On the 14 September 2010 Mahrookh Jamali, Fatima Hagnegat, Rasoul Gholampour and Sara Bordbar were all sentenced to terms of imprisonment at Harrow Crown Court. It is clear that had it not been for the early intervention of SCD9 these vulnerable young women and children would have been sexually exploited.

Between 1 April 2009 and 13 September 2009 a total of 12 classifications of trafficking were recorded on MPS systems. In the same period this year, since the creation of SCD 9, a total of 43 offences have been recorded; a significant increase on the previous year. 34 of these crimes remain live investigations. In addition there are 8 proactive operations in existence with officers from the unit conducting investigations in Romania, Lithuania, Bulgaria, Hungary, Tanzania, Nigeria and Poland. There have been 8 convictions for trafficking for sexual exploitation since April 2010 with 5 cases involving 11 offenders currently awaiting trial. A further 4 trafficking cases are currently with the Crown Prosecution Service (CPS) for decisions on charging.

A large proportion of the work conducted by the unit involves the investigation of trafficking for sexual exploitation which reflects the global experience; international studies have shown that worldwide at least 80 per cent of trafficking cases involve the trafficking of women for sexual exploitation. The unit have a number of investigations concerned with trafficking for domestic servitude and are shortly to commence an in-depth scoping exercise to gauge the extent of trafficking linked to forced labour; an area where limited intelligence exists.<sup>8</sup> Work has already begun to identify intelligence gaps in this area. As part of this scoping exercise, the command will be working with partners such as Greater London Authority, London Councils and Anti-slavery International to gain a more in depth knowledge around trafficking for labour. This research will assist in developing both operational and strategic approaches in combating this particular issue.

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<sup>8</sup> This intelligence gap is not unique to London. Since the creation of the Asylum and Immigration Act in 2004 which deals specifically with the issue of trafficking for forced labour, there have only been five convictions in the UK for this offence.

Since its inception, the command has developed a comprehensive referral system for Non-Government Organisations (NGOs) and partners, to enable any agency to refer victims of trafficking to the unit. As a direct consequence significant improvements have been made in the amount of intelligence, information and investigative opportunities available to the command. Since April the command has dealt directly with 225 other women, of which 75 have identified themselves as trafficked. All of these women have been debriefed and offered support and routes out of the environments within which they have been discovered. This enhanced engagement and information gathering has allowed the Command to have a better understanding of how traffickers operate, directly resulting in increased prosecutions of traffickers as well as refining the service provided to victims.

## **Territorial Policing- Violent Crime Directorate**

Domestic violence cases are investigated by officers within Community Safety Units (CSUs) in every London borough. It is commonly accepted that domestic violence forms a pattern of abuse, and is a high volume, high risk area of business for the MPS. In the last financial year there have been 24 domestic violence homicides, and 26<sup>9</sup> in 08/09. The priorities of the Police Service in responding to domestic abuse are as follows:

- To protect the lives of both adults and children who are at risk as a result of domestic abuse
- To investigate all reports of domestic abuse
- To facilitate effective action against offenders so that they can be held accountable through the criminal justice system
- To adopt a proactive multi-agency approach in preventing and reducing domestic abuse

In the financial year 2009-2010, the MPS recorded 119, 878 incidents of domestic violence across London, an increase of 6, 982 on the previous financial year. Of these incidents, 51, 809 were recorded as offences, over 1000 less than in the previous year, when 52, 910 offences were recorded. So 46% of all reported incidents were recorded as crimes in 08/09, and 43% in 09/10.

Sanction Detections across London remained broadly the same, 47% overall in 08/09 and an increase to 48% in 09/10. The MPS met and exceeded its performance objective of a 46% SD rate within that year. The highest SD rate in 09/10 was achieved by Westminster at 60%, followed by Richmond on 59% SD rate. The lowest SD rate was in Brent; 38%, followed by Harrow and Hammersmith and Fulham on 43%. A Sanction Detection is a criminal justice disposal, which includes court outcomes as well as cautions. The proportion of cautions within the SD rate is high; 51% in 08/09 and 48% in 09/10. That's 23% of all domestic violence offences that are reported.

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<sup>9</sup> MPS DV Homicide Review Annual Report 08/09.

What should be noted here is the sheer volume of domestic violence that Community Safety Unit Officers deal with. The number of offences that are reported to the police and require investigation is 15 times the number of reported offences of rape. Approximately 500 officers in CSUs deal with domestic violence cases; the scale is enormous and they should be commended for their work.

### **Territorial Policing Community Safety Unit Case Study**

The defendant and the victim had lived together for last seven years. During that period the victim was subject to numerous domestic assaults by her partner. On many occasions police or the CPS were unable to progress with the case as the victim was reluctant to proceed and there was no independent or corroborative evidence.

In May 2010 victim was assaulted by the defendant with a wine glass causing serious injuries to her head, face and hand. The victim required plastic surgery at hospital and major surgery to her hand for her cut tendons.

An officer visited the hospital and took photographs of her injuries. During that time, due to her condition, the officer was able to obtain just a very short and vague statement, from her to say that she was attacked by her boyfriend. The victim later attended the police station and asked to see the officer in order to provide a handwritten letter to explain that she did not mean to give that statement and that she could not remember the incident and that the whole thing was an accident. The letter was retained and a withdrawal statement taken in line with policy. The officer expressed his concern and discussed that he would liaise with the CPS with a view to continuing the case as he felt she was at risk of serious harm. The victim had also sent letters to the judge and the defendants lawyers to say that she was drunk and it was an accident. Despite the above the judge had asked that the matter should be heard in court.

The victim then informed the officer that she would not attend court to give evidence against her partner. Nevertheless, in light of all the considered circumstances a witness summons was issued and delivered personally to the victim by the officer who offered support and advice. On the first day of the trial victim refused to attend court. The officer again tried to support her in attending court and explained the consequences of not attending. The Judge then issued an arrest warrant against the victim for her to be brought to court. The officer executed the warrant and took her to court where she gave evidence maintaining that it was an accident and that she could not remember details as she was drunk and on drugs.

Other evidence that helped the case was the statement of a member of public that saw the victim screaming and bloodied on the day of the offence. The victim had told her that her boyfriend had caused her injuries. This witness was also reluctant to attend court due to her fears from the defendant. She was also summoned to attend court and special measures application was granted for screens to enable her to give her evidence in a secure and safe fashion. The defendant was found guilty by the unanimous jury verdict for

Section 18 GBH on 12/11/2010. Bad character evidence and photographs of the victim's injuries played the most important part in bringing a guilty verdict.

The defendant was already on remand since the time of his arrest in May. After the guilty verdict, the judge ordered pre sentencing reports before he is sentenced as it is likely that a custodial sentence will apply, resulting in a violent person being brought to justice and the ensured safety of the victim whilst he remains in custody.

The volume of recorded cases of forced marriage (FM) and so-called 'honour' based violence (HBV) increased by 86% from 127 cases in 08/09 to 237 in 09/10. The greatest increase in recorded HBV and FM was in Lambeth, where one case was recorded in 08/09 and 13 in 09/10. Westminster recorded two cases in 08/09 and 13 in 09/10. The borough with the highest recorded volume of FM and HBV in 09/10 is Southwark, with 17 cases (an increase from 6 the previous year), followed by Waltham Forest and Hillingdon with 14 cases each. Southwark have an officer who working closely with the ACPO lead on HBV so it is notable that where there is leadership, expertise and focus, a picture appears that may better reflect prevalence.

It must be stressed that as this is an area of considerable under-reporting, even more so than intimate<sup>10</sup> domestic violence, it is likely that this overall increase reflects the considerable improvements the MPS have made in reaching out to communities, inspiring confidence to report, and working with partners via mechanisms like Multi-Agency Risk Assessment Conferences (MARACs) to provide a holistic and safer response to victims. The MPS has also learned lessons from high profile cases like that of Banaz Mahmod.

### **SCD1 Case Study – Banaz Mahmod<sup>11</sup>**

On 25 January 2006, Banaz was reported missing to police by her boyfriend Rahmat Suleimani. Her relationship with Rahmat, an Iranian Kurd, began during this time and was met with disapproval by her family. Banaz was circulated as a high risk missing person and on 27 January 2006 an incident room opened at Lewisham under DCI Goode from SCD1.

SCD1 conducted a rigorous investigation, searching 50 addresses, arresting over 30 suspects and seizing hundreds of exhibits in the first couple of weeks. One suspect, Mohammed HABA was charged with Banaz's murder but the team were unable to locate Banaz's body. Additionally, there was a very high risk to other family members and SCD1 worked closely with the Violent Crime Command to manage the risk to those family members.

Innovative use of covert techniques revealed that the suspects were boasting about the murder and gave a description of the body deposition site that led the team to focus on an area of Birmingham. Comparing the description with

<sup>10</sup> Within a relationship, rather than within a family.

<sup>11</sup> Details courtesy of Scotland Yard news bulletin, November 2010, IPCC Independent Investigation Executive Summary November 2008, and SCD1, January 2011.

call site analysis and aerial photography led the team to execute a warrant at Alexandra Road, Handsworth. Banaz's body was discovered buried in a suitcase under the footings of a house. A post mortem held at a mortuary in Birmingham on 29 April 2006 gave cause of death as strangulation.

An IPCC investigation determined that the MPS could have done more in its dealings with Ms Mahmood prior to her death. Opportunities to intercede and provide protection for Banaz were not taken, lines of inquiry were not followed and there was poor supervision. As a result, the IPCC has recommended that four officers receive written warnings and one receives words of advice.

In response to learning from the case, MPS Borough Operational Command Units were required to develop 'honour'-based violence action plans to improve the response to victims. This is one of the specific areas of scrutiny the DSVB addresses and assesses.

Finding the body enabled the team to charge Banaz's father and Uncle with her murder, but the evidence against the men was largely circumstantial. Recognising the importance of this investigation to the confidence of communities affected by Honour Based Violence, DCI successfully applied to adduce sensitive covert material in evidence. This is the only time this has been used in the MPS and reflects the seriousness with which SCD1 view crimes of this nature.

On the 11 July 2007, an Old Bailey jury unanimously convicted Banaz's father, Mahmood Babakir Mahmood, and her uncle Ari Mahmood Babakir Agha, of her murder following a 14-week trial. Another man had earlier pleaded guilty to murder; and a fourth had pleaded guilty to perverting the course of justice.

Detectives in the case knew that two other men involved in the murder were living in Iraq in an effort to avoid being arrested. Determined to bring them to justice for Banaz's murder, the officers worked hard to ensure that both Mohammed Saleh Ali and Omar Hussain were extradited from Iraq to face trial in the UK. Initial enquiries with the CPS to extradite the two suspects from Iraq were met with refusal. An extradition Treaty dated 1933 was extant but had never been used. Due to the various changes in Government in Iraq since the Treaty was drawn up, the Extradition Unit of the CPS were unsure if it was still valid and declined to make the request.

Following consultations with women's rights organisations and aware of the community impact of the case, DCI Goode obtained independent legal advice and the support of the Home Office and Foreign and Commonwealth Offices. Eventually the CPS agreed to make the request for extradition and after two years of legal and constitutional procedure in Iraq, the first defendant, Mohammed ALI was returned to the UK in June 2009.

The other defendant, Omar Hussain, had links to Security Services in Iraq and was being protected from arrest. DCI Goode was informed that the authorities were unable to locate this defendant. However, she was able to demonstrate that Police were aware of his exact location in Iraq. Eventually, he was located and arrested and extradited in March 2010. This is the first ever extradition

from Iraq. This took place at a time when relationships between our two countries was and continues to be of high importance. The Consul General commented that the extradition was hugely important for our bilateral relationship and the Iraqi view of British Justice.

DCI Goode and a small team of officers travelled to Iraq four times at no small risk to themselves in order to make enquiries and retrieve documentation to support their prosecution. As a result of their work, Mohammed Ali and Omar Hussain stood trial at Central Criminal Court in October 2010. Both were found guilty by unanimous verdict and sentenced to life imprisonment.

Learning from the case has directly influenced the outcome of other prosecutions. Operation Onecote was the investigation into the disappearance of Tulay Goren, a Turkish Kurdish young woman. Ten years ago, the CPS had refused to charge her father with Tulay's murder. Following new evidence, the CPS reviewed the file. The prosecutor was the same person who had dealt with Banaz's case and this time Tulay's father was charged and convicted in December 2009.

# Reported Violence against Women in London: A commentary on the Data

How much violence against women is there in London? The most accurate answer is probably that we don't know. We know that even high volume types of VAW like domestic violence are under-reported to the police. Sexual violence is extremely under-reported; the most recent British Crime Survey found that there has been no significant change in the number of people who have experienced rape who then go on to report it to the police; this remains a small proportion at 11%<sup>12</sup>.

For other types of VAW, it is likely that they are even more under-reported though there is less well-established evidence that this is the case. In the case of trafficking for sexual exploitation the Association of Chief Police Officers<sup>13</sup> estimated there were 2,600 victims in England and Wales and 51% of 'establishments' identified were in London. It is clear that these numbers are not reflected in the below data. Estimations for offences such as Female Genital Mutilation (FGM) suggest that over 20,000 girls are at risk in the UK<sup>14</sup> and 66,000 women with FGM were living in England and Wales in 2001. Again you would expect to see higher numbers for London if all cases were reported to police.

Finally a note on data categories. Some of the VAW crime types below do not have incidents as well as offences; this is because there are so few that the difference between incidents and offences doesn't tell us anything (as opposed to the thousands of incidents of domestic violence which do not amount to offences yet require police officer intervention and investigation, risk assessment and safety measures). Some of the numbers are so small that a couple of cases here and there can create a seemingly vast increase in reporting or a significant change in the Sanction Detection rate.

So whilst we have data of all the incidents and offences reported to the MPS between December 2009 and November 2010 and the criminal justice outcomes; the data must be viewed with the above points in mind.

It is accepted that variations in numbers of incidents and offences differ due to a number of complex reasons, such as demographics, community attitudes to reporting crime to police, effective reporting mechanisms and other contributory factors.

## MPS VAW data 12 months to November 2010– headline figures

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<sup>12</sup> Analysis of the 2007/08 British Crime Survey self-completion module showed that 11 per cent of victims of serious sexual assault told the police about the incident (Povey *et al.*, 2009). *Crime in England and Wales 2009/10*, Home Office Statistical Bulletin, July 2010.

<sup>13</sup> *Project Acumen: Setting the Record The trafficking of migrant women in the England and Wales off-street prostitution sector* Association of Chief Police Officers, 2010

<sup>14</sup> *A Statistical Study to Estimate the Prevalence of Female Genital Mutilation in England and Wales*, FORWARD, 2007. London-specific data is not available.

Offence(s)	Number of incidents	Number of offences	Percentage of Sanction Detections
Domestic Violence	122,049	49,883	49%
Rape	4,033	3,208	20%
Other Sexual Offences	9,230	7,073	26%
<b>Total Sexual Offences</b>	13,263	10,281	24.5%
Harassment	40,208	37,825	36%
Putting a person in Fear of Violence	7766	9025 <sup>15</sup>	31%
Trafficking for sexual exploitation	-	56	10%
Buying the sexual services of a child	-	2	50%
Controlling a child for prostitution	-	1	0%
Causing or arranging child prostitution or pornography	-	12	50%
Female Genital Mutilation	30	1	0%

## Comparisons with the previous year

Some of the data has shown some interesting change from the previous 12 months. We already know that reported incidents of domestic violence have increased but offences have decreased<sup>16</sup>. We know also that reported offences of rape have increased and that whilst some of the increase is undoubtedly due to better recording and a reduction in 'no-criming', the MPS are conducting research into the causes of this increase in reports.

Incidents of FGM have halved from 60 in 08/09 to 30 in 09/10, though the number of offences have remained the same at a single offence each year. Reported offences of Trafficking for the Purpose of Sexual Exploitation have increased from 22 to 56; an increase of 154%. It is likely that this is due to the enhanced focus of SCD9 rather than a boom in sex trafficking, but the

<sup>15</sup> This data has been double-checked. There were 7766 cases initially recorded as Putting a Person in Fear of Violence (incidents), of which 4810 were later confirmed as Putting a Person in Fear of Violence (PaPiFoV) offences. The remainder of the 9025 offences were initially classified as incidents under other crime types. This shows that for these types of offences such reclassification is clearly common. Although there were 9025 PaPiFoV offences, these represent only 8165 crime reports, as some reports would contain multiple offences. However, they would still only be counted as a single incident.

<sup>16</sup> See p. 10

membership of both the MPA and MPS in the Human Trafficking and London Olympic Games Network will ensure that any potential increase in sex trafficking is monitored and addressed.

A note about stalking; there is no criminal offence of stalking under existing legislation; information about stalking is currently captured through the data on offences of Harassment and Putting a Person in Fear of Violence. However stalking is very much an element of violence against women and is being better recorded now than ever before due to the full roll-out of training and implementation of the DASH (Domestic Abuse, Stalking and Honour Based Violence) risk assessment. In the data above, harassment features heavily and is the highest volume crime after domestic violence. Though it cannot be reviewed in depth as part of this report, a Stalking and Harassment report will be produced by the MPA in 2011 to further explore this type of crime.

### Domestic violence volume and performance

It's worth noting that there are considerable differences across London and also across different units where there is sufficient data available to allow comparison, such as domestic and sexual violence. Sub-regionally, areas of central South London (such as Southwark, Lambeth, Lewisham and Greenwich), and boroughs in East and West London (such as Newham and Ealing respectively) tend to have consistently higher volumes of reported domestic and sexual violence (and indeed other types of crime) than the average. Conversely, outer West London (Richmond, Kingston and Sutton, for example) is known for having less crime reported.

### **Domestic Violence Data**

<b>12 months to November 2010</b>	<b>DV Incidents</b>	<b>DV Offences</b>	<b>DV SDs</b>	<b>DV Charges</b>	<b>DV Cautions</b>
<b>Borough</b>	<b>Current 12 Months</b>	<b>Current 12 Months</b>	<b>Current 12 Months</b>	<b>Current 12 Months</b>	<b>Current 12 Months</b>
<b>Barking &amp; Dagenham</b>	4493	1913	864	444	419
<b>Barnet</b>	3525	1202	730	455	275
<b>Bexley</b>	2882	1264	757	364	390
<b>Brent</b>	4043	2023	919	442	475
<b>Bromley</b>	3735	1758	832	484	346
<b>Camden</b>	3085	1063	530	297	228
<b>Croydon</b>	6047	2401	1230	531	699
<b>Ealing</b>	5128	2210	975	523	442
<b>Enfield</b>	4415	1517	883	453	430
<b>Greenwich</b>	4948	2037	1016	668	348
<b>Hackney</b>	4690	1729	918	580	337

Hammersmith & Fulham	3131	1197	495	281	213
Haringey	4128	1496	691	444	247
Harrow	2459	1268	654	409	245
Havering	2839	1245	618	345	269
Hillingdon	3667	1920	845	368	464
Hounslow	4418	1992	864	354	503
Islington	3895	1434	713	433	273
Kensington & Chelsea	1655	624	316	210	106
Kingston Upon Thames	1832	658	307	180	127
Lambeth	5011	1880	935	556	376
Lewisham	5947	2155	961	602	358
Merton	2482	849	476	277	197
Newham	5169	2211	1056	411	638
Redbridge	3385	1229	618	353	261
Richmond Upon Thames	1567	642	382	216	165
Southwark	5610	2512	1156	634	520
Sutton	2561	945	495	324	170
Tower Hamlets	4301	1745	793	413	377
Waltham Forest	4230	1859	899	396	500
Wandsworth	3921	1603	733	371	353
Westminster	2823	1287	736	352	383
<b>MPS Total</b>	<b>122049</b>	<b>49883</b>	<b>24406</b>	<b>13178</b>	<b>11135</b>

Few boroughs experienced significant changes in the reporting of domestic violence; though Ealing received an increase of 550 reported incidents from 4578 in 08/09 to 5128 in 09/10, and Tower Hamlets had a similar increase of 542, and both boroughs had a slightly lower than average sanction detection rate at 44% and 45% respectively. No boroughs experienced a comparable decrease in incidents though some experienced reductions in the number of offences<sup>17</sup>.

<sup>17</sup> All incidents (initial reports) of domestic violence are recorded, but not all of the situations being reported constitute crimes taking place. For example, a neighbour may hear shouting and screaming and report a domestic incident. When the police arrive they may find a crime has taken place (such as an assault, or criminal damage) or they may find a heated argument. In cases of domestic violence it is particularly important to record incidents as well as offences, so that a full picture of an abusive relationship can be built and risk assessments be based on the most accurate information possible.

Lewisham recorded 427 fewer offences, and Barnet had 296 fewer offences, despite both boroughs experiencing an increase in incidents. These boroughs had markedly different sanction detection rates with 44% and 60% respectively. Merton had 351 fewer offences in 09/10 but also had fewer incidents than the previous year, and a Sanction Detection rate of 56%. Bucking the trend, Havering had an increase of 305 offences and an SD rate of 49%. We should note here that we don't have information about the resourcing levels for each borough's CSUs.

## **Performance targets and Cautions**

The MPS has a range of performance targets, sometimes several targets for one type of crime. These aim to drive performance and ensure improvement in outcomes, such as Sanction Detections. For domestic violence, the targets are focussed on arresting suspects and increasing Sanction Detections. There are ongoing debates about whether these targets have adverse effects, for example focussing police officers to aim for a criminal justice outcome rather than focussing on the needs and wishes of the victim. This argument can be further complicated in the case of domestic violence by a positive action policy which rightly recognises the possibility of pressure from an abusive partner to drop a prosecution, and therefore directs police to act on the behalf of the victim by taking forward a prosecution without the victim where necessary.

It is important to recall that Sanction Detections consist of different types of criminal justice outcome and are not solely court outcomes. They include cautions, for example. Whilst for some types of offences (rape, for example), you would not expect to see a caution, for less serious offences such as Criminal Damage this may be an appropriate outcome. In the case of domestic violence, however, where there is usually an established pattern of offending, cautions are not always the best outcome, and each case should always be considered on its individual circumstances.

The DSVB position would be that some boroughs do appear to over-utilise cautions and we would recommend that this be addressed by the Borough Commanders locally; Newham's overall Sanction Detection rate (which was 47%) was made up of 60% cautions. Hounslow's SD rate (which was 43%) consisted of 58% cautions.

At the opposite end of the scale, Sutton and Greenwich both had only 34% of their overall Sanction Detection rates (52% and 49% respectively) made up of cautions. Greenwich is a high-volume borough for domestic violence so this is an especially notable achievement. Hackney, another high volume borough, had only 36% of their SD rate (which was 53%) made up of cautions. These boroughs provide evidence that high Sanction Detection rates do not have to consist chiefly of cautions and we praise and commend this approach. MPS officers would however state that a caution is preferred to not obtaining any sanction against the perpetrator.

## **Demographics of victims and perpetrators**

MPS recording of certain aspects of diversity has improved dramatically over the past few years, most notably of disability. Set against that, however, are

no improvements at all in the flagging of lesbian, gay, bisexual and transgender (LGBT) cases unless they are designated hate crimes. Data provided by the MPS PIB appears to show LGBT domestic and sexual violence as unrecorded, however the method of extracting such data is now under review. Age and gender have been well-recorded, as has ethnicity.

It is unsurprising that the majority of victims of offences are female (80%) and perpetrators of offences are male (87%). However 12% of perpetrators of offences were female and 18% of victims were male. The data includes intra-familial and intimate domestic violence and one of the areas of notable change domestic violence homicides in the last few years has been an increase in adult sons killing older parents. As existing available data on LGBT domestic violence is currently poor it is difficult to extrapolate further from the data.

As noted elsewhere in this report there is no information on victims or perpetrators under the age of 18, due to the ACPO definition specifying adults. However in light of the trends in domestic violence homicide figures it is interesting to find that almost 60% of both victims and perpetrators fall with the ages of 18-35 and 37% between the ages of 36 – 60. Only 3% of offences were against victims aged 61 or over (and 1% of perpetrators were aged over 61) so it is possible that there is a relationship between age and risk in intra-familial cases that could be further explored.

### Sexual violence volume and performance

The differences across the sub-regional areas mentioned above are also relevant for sexual violence, and as outlined above, whilst SCD2 investigate the vast majority of all serious sexual offences, some are investigated by other directorates with the majority of the remainder investigated by SCD5 (Child Abuse); followed by SCD9<sup>18</sup> (Human Exploitation and Serious Organised Crime) and SCD1 (Homicide). 'Less serious' sexual offences are investigated on boroughs. We will focus here on the two highest volume areas of sexual offences; those investigated by boroughs and those investigated by SCD2.

### **Sexual Offences Data**

<b>12 months to November 2010</b>	<b>Total Sexual Incidents</b>	<b>Total Sexual Offences</b>	<b>Total Sexual Offence SD's</b>	<b>Total Sexual Offence Cautions</b>
<b>Borough/Investigating Unit</b>	<b>Current 12 Months</b>	<b>Current 12 Months</b>	<b>Current 12 Months</b>	<b>Current 12 Months</b>
<b>Barking &amp; Dagenham</b>	135	120	20	2
<b>Barnet</b>	154	127	38	7
<b>Bexley</b>	112	71	29	6

<sup>18</sup> It must be remembered that SCD9 was created in April 2010, so some of the data for sexual violence cases that would fall under the SCD9 remit (such as trafficking and prostitution) would have been investigated by units such as Clubs and Vice (CO14) which had responsibility for sex trafficking and prostitution, and SCD6 (Serious Economic Crime) as some elements of trafficking were under this command.

<b>Brent</b>	167	154	40	8
<b>Bromley</b>	159	145	22	0
<b>Camden</b>	237	189	53	12
<b>Croydon</b>	192	177	27	3
<b>Ealing</b>	216	186	36	6
<b>Enfield</b>	184	146	32	6
<b>Greenwich</b>	223	209	35	6
<b>Hackney</b>	274	253	119	28
<b>Hammersmith &amp; Fulham</b>	142	126	28	2
<b>Haringey</b>	216	183	50	6
<b>Harrow</b>	99	90	23	2
<b>Havering</b>	122	93	28	7
<b>Hillingdon</b>	182	172	40	6
<b>Hounslow</b>	196	171	36	8
<b>Islington</b>	199	155	44	2
<b>Kensington &amp; Chelsea</b>	108	91	23	3
<b>Kingston Upon Thames</b>	102	85	23	2
<b>Lambeth</b>	312	262	72	10
<b>Lewisham</b>	170	132	24	2
<b>Merton</b>	148	107	22	3
<b>Newham</b>	236	219	66	7
<b>Redbridge</b>	125	95	26	4
<b>Richmond Upon Thames</b>	110	92	23	4
<b>Southwark</b>	243	215	44	4
<b>Sutton</b>	103	66	20	2
<b>Tower Hamlets</b>	240	205	60	6
<b>Waltham Forest</b>	171	141	29	5
<b>Wandsworth</b>	255	184	56	6
<b>Westminster</b>	405	331	100	7
<b>Borough Total</b>	<b>5967</b>	<b>5022</b>	<b>1303</b>	<b>182</b>
<b>SCD1</b>	14	15	9	0
<b>SCD2</b>	4541	3662	606	18
<b>SCD5</b>	2577	1418	502	20

<b>SCD9 (including CO14 and SCD6)</b>	116 47 1	113	66	14
<b>Non-Borough Total</b>	<b>7296</b>	<b>5259</b>	<b>1226</b>	<b>60</b>
<b>MPS Total</b>	<b>13263</b>	<b>10281</b>	<b>2529</b>	<b>242</b>

### **Sex offences investigated by boroughs**

Focussing first on 'less serious' sex offences; unsurprisingly the highest volume of incidents are on those boroughs with higher volumes of crime generally; such as Westminster (405 incidents of which 331 were offences) and Lambeth (312 incidents of which 262 were offences) though Camden (237 incidents of which 189 were offences) and Wandsworth (255 incidents of which 184 were offences) were also boroughs with a high volume of reporting.

In terms of outcomes the Sanction Detection rates show some interesting differences in the above boroughs. Lambeth had an SD rate of 27% (of which 13% were cautions) and Camden had an SD rate of 28% (of which 22% were cautions). Both Wandsworth and Westminster's had an SD rate of 30% (of which 7% and 10% were cautions respectively).

Westminster in particular deserves to be commended as they have a relatively high Sanction Detection rate and an extremely low proportion of cautions which is excellent. Islington is currently the only borough to have a dedicated unit for 'less serious' sex offences in the borough and this is modelled on SCD2 good practice. Their Sanction Detection rate was 28% of which only 4% were cautions, another excellent figure. It should be noted that the 'less serious' offences are non-penetrative offences and therefore investigations are less likely to be able to access any DNA evidence.

At the other end of the volume scale Harrow had 99 incidents reported of which 90 were offences and their SD rate was 25%, and Kingston had 102 incidents of which 85 were crimes and their SD rate was 27%. Again the respective resourcing of these units is unknown.

### **Sex offences investigated by SCD2 Sapphire**

At the other end of the severity scale the overall figures across London for rape cases investigated by SCD2 have shown some interesting developments, most notably the obvious increase in reports to the police, which significantly stretched SCD2 resources.

Whilst there is a Community Safety Unit for each of the 32 London boroughs, there are 18 SCD2 units across the boroughs with most working across two boroughs<sup>19</sup>. Some boroughs do have sufficient volume to warrant their own SCD2 unit; these are Lambeth, Southwark, Westminster and Newham.

<sup>19</sup> See [http://www.met.police.uk/sapphire/find\\_team.htm](http://www.met.police.uk/sapphire/find_team.htm) for more details.

<b>Sexual Offences - SCD2</b> <i>12 months to November 2010</i>	<b>2009/10</b>	<b>2008/09<sup>20</sup></b>
<b>Incidents</b>	<b>4541</b>	<b>1509</b>
<b>Crimes</b>	<b>3662</b>	<b>1332</b>
<b>Crimes as a % of Incidents</b>	<b>80.6%</b>	<b>88.3%</b>
<b>SCD2 Sexual Offences flagged as DV</b>	<b>826</b>	<b>222</b>
<b>Sanction Detections</b>	<b>606</b>	<b>132</b>
<b>Sanction detection rate %</b>	<b>16.5%</b>	<b>9.9%</b>
<b>Number of Cautions</b>	<b>18</b>	<b>2</b>
<b>Cautions as a % of all SDs</b>	<b>3.0%</b>	<b>1.5%</b>
<b>Incidents 'no-crimed'</b>	<b>328</b>	<b>134</b>
<b>Incidents 'no-crimed' as a % of Incidents</b>	<b>7.2%</b>	<b>8.9%</b>
<b>Incidents 'CRI'd'</b>	<b>713</b>	<b>105</b>
<b>Incidents 'CRI'd' as a % of Incidents</b>	<b>15.7%</b>	<b>7.0%</b>
<b>Incidents referred to the Havens</b>	<b>1362</b>	<b>515</b>

The huge increase in referrals to the Havens<sup>21</sup> is welcomed. Several of the improvements realised through the transition of Sapphire to SCD have been those which are somewhat 'behind the scenes' such as the consistent collation of feedback from victims and the revision and expansion of the training provided to officers, both of which are commended. Though an increase in reports would be expected to result in an increase in referrals, the increase of 164% shows that this is not just an increase in reports being passed on but a tighter structural regime which ensures victims needs are better prioritised. With the addition of new Rape Crisis Centres in East, West, and North London to the Croydon Rape Crisis Centre in South London; it is hoped that victims will have even better access to support.

The significant reductions in the volume of cases 'no-crimed' is positive, though it is notable that the volume of Crime Related Incidents<sup>22</sup> has more

<sup>20</sup> SCD2 was created in September 2009 so these figures refer to the same serious sexual offences; but they will have been investigated by borough Sapphire Units prior to September 2009.

<sup>21</sup> London's Sexual Assault Referral Centres, based in Paddington, Whitechapel, and Camberwell.

<sup>22</sup> The term 'crime related incident' is used to describe a record of an incident where a report of an incident has come to police attention which, on the Balance of Probabilities, would amount to a 'notifiable' crime, but a resultant crime has not been recorded. An example of this might be an incident is reported by a party other than the alleged victim (or person reasonably assumed to be acting on behalf of the victim) and the alleged victim (or person reasonably assumed to be acting on behalf of the victim) declines to confirm the crime. As a minimum a

than doubled. Whilst this was initially of concern and is closely monitored by the SCD2 SMT on a team basis, since April 2009, all no crime and CRI decisions are made by the central SCD Crime management Unit whose performance was audited in 2010 by the MPS Crime Registrar and their performance was found to be 97% compliant with the Home Office Counting Rules. MPS Officers state that this increase in CRI's is evidence of improved recording practices and shows that where reports are coming in (for example from a third party reporting a rape) they are being appropriately recorded and victims are provided with suitable support.

The volume of cautions for SCD2 is also worth noting, though whenever an SCD2 has cautioned a suspect the DSVB will ask for an explanation and thus far these have been satisfactory. It is positive to note that such decisions are made in conjunction with the CPS London Rape Charging Centre.

Again, certain SCD2 units experience higher volumes of reporting to respond to than others. The highest volume of reported rape is at Hackney and Tower Hamlets SCD2 unit with 60 rapes / 68 Serious Sexual Offences (SSOs) reported (over a three month period to November 2010). This borough also had the lowest performance with a 3% SD rate for rape and a 4% SD rate for SSOs. Croydon and Sutton SCD2 unit had the next highest volume of reporting with 59 rapes and 76 SSOs with SD rates of 13% and 15% respectively. The lowest volume of reporting was to Kensington & Chelsea and Hammersmith & Fulham SCD2 unit with 25 rapes and 32 SSOs, achieving 20% SD rate for rape and 25% for SSOs. The highest performing SCD2 unit across the MPS was Greenwich and Bexley with reporting levels of 32 rapes and 35 SSOs, achieving Sanction Detection rates of 31% and 37% respectively.

## **Demographics of victims and perpetrators**

The gender imbalance is more extreme in cases of sexual violence with victims of offences being 93% female and perpetrators of offences were 97% male. However 7% of victims of serious sexual offences are male and 2.5% of perpetrators are female. 6% of victims of serious sex offences are disabled (compared to 2% of victims of domestic violence).

The ethnicity of sexual violence victims and perpetrators shows that 58% of victim of offences are white and 37% are of Black or Minority Ethnic origin (BME). For perpetrators this is reversed with 41% of perpetrators white and 58% BME. Victim ethnicity was unrecorded in 4% of cases.

As London-wide data on ethnicity is not routinely recorded outside of the National Census (the previous one being conducted in 2001) it is difficult to extrapolate to what extent this data is excessively disproportionate. GLA data from 2007<sup>23</sup> indicates that a third of London's population is BME and by 2026

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crime related incident must be recorded and followed up by the police when the person is in a fit state. As with classifying a 'No Crime', Home Office guidelines apply to crime related incidents and more details can be found at;

[www.homeoffice.gov.uk/rds/pdfs09/countgeneral09.pdf](http://www.homeoffice.gov.uk/rds/pdfs09/countgeneral09.pdf)

<sup>23</sup> GLA 2007 Round Ethnic Group Population Projections DMAG Briefing 2008-03

39% of London's population is projected to be from a Black, Asian or minority ethnic group. However there is significant disproportionality<sup>24</sup> in relation to perpetrators here which requires further exploration.

Resembling the data for domestic violence, victims aged 61 or over only account for 1% of victims and 4% of perpetrators of sexual violence. As explored at the DSVB the proportion of young victims of serious sexual offences is concerning; 30% of victims are less than 18 years old. 50% are 18-35 and 18% are 36-60. 12% of perpetrators are less than 18 years of age which indicates a pattern of older offenders targeting young victims.

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<sup>24</sup> It should be noted here that we have already stated that there is significant under-reporting of sexual offences to the police. So it may be the cases which are reported to the MPS are disproportionate rather than there is evidence of disproportionality in the offences taking place. However if this is the case this would still need to be explored.

# MPA Domestic and Sexual Violence Board Findings

Though the DSVB is MPA-led, it is a multi-agency board, with members from other pan-London and national organisations present in order to utilise their expertise.

Senior representatives from the MPS Violent Crime Directorate and Specialist Crime Directorates are also present to take forward any areas of concern centrally as well as support any organisational learning from examples of good practice locally. A list of current members is below, and the MPA would like to take this opportunity to thank them for their continued commitment and engagement.

Greater London Authority  
Standing Together Against Domestic Violence  
AVA  
Eaves  
Havens  
Rape Crisis  
Crown Prosecution Service London  
Victim Support London  
Respect

The DSVB meets 6 times a year, and each board meeting invites two Borough Operational Command Units along with the associated local Sapphire Unit to present on their response to domestic and sexual violence. We prepare a commissioning brief to guide their report, and ask them to cover topics such as volume of crimes, resourcing, community engagement, training, and so on.

The commissioning brief (see appendix 1) requests quantitative and qualitative data across a range of performance areas. These include;

- Data
- Policy Compliance and Quality Assurance
- Partnership work and Community Safety Partnerships
- Work with Victims and Communities
- Organisational Improvement

After the meeting, a formal letter is sent to the Borough Commander outlining the issues which were identified as areas for improvement, as well as commending and congratulating the BOCU on the successes of its work. The DSVB then requires a short follow-up report approximately 6 months after the initial meeting. This is to allow any new initiatives a chance to affect change, and any individuals tasked with actions an opportunity to complete them and measure any outcomes. The DSVB also holds an annual thematic meeting,

which looks at the MPS-wide response to an issue. All reports are available to the public on the MPA website<sup>25</sup>.

For an example of the DSVB Commissioning Brief, please see the 2009-2010 DSVB Annual Report, also available online.

This section goes into greater detail to reflect the Board's overall findings against each of these themes and draws together issues which arise across boroughs to form recommendations for MPS service improvement. All the data and information provided in the sections below are taken directly from the reports provided to the DSVB in 2010. It is important to note that volume of reported cases will have changed since then, as well as service developments and improvements made. The findings also explore the content and issues raised from the thematic meetings.

## **Data**

Each borough provides information on how many incidents and offences they record of domestic and sexual violence, as well as the amount of repeat victimisation, the number of cases of forced marriage and so-called 'honour' based violence, any domestic violence homicides, and a whole range of data. They also provide data on staffing levels (to check whether units are properly resourced) and the training they receive.

The DSVB also receives some data on the demographics of victims and offenders within the borough. The data identifies a range of diversity trends such as age, ethnicity, disability, gender and sexuality. Some of the demographic issues will come as no surprise; the over-representation of women as victims and men as perpetrators of both domestic and (particularly) sexual violence, for example.

The issues raised in last years' DSVB Annual Report relating to recording of victim and offender diversity have improved in some areas, though issues persist in others. Due to a development in the MPS crime reporting information system (CRIS) disability recording must take place before an officer can move to another page of the system, so recording of disability is now of a high standard.

Recording of Lesbian, Gay, Bisexual and Transgender (LGBT) domestic and sexual violence has proved more difficult to quantify. Reports to the DSVB over the previous 12 months have shown LGBT cases to be largely unrecorded. The DSVB response to this has been that this is a shame, as this doesn't reflect the service provided by Community Safety Units in particular to LGBT victims. Most boroughs have at least one LGBT Liaison Officer, who will ensure good relations with the borough LGBT community and some have very well-developed relationships with voluntary and community sector partners which ensures that LGBT victims can report to the police via the service provider. Westminster, for example, were commended for their dedicated

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<sup>25</sup> [www.mpa.gov.uk/dsvb/reports](http://www.mpa.gov.uk/dsvb/reports)

team of LGBT Liaison Officers who worked very successfully with the gay community, attending pubs and clubs frequented by the gay community to raise awareness and liaising with third party reporting sites based within local charities. However it was difficult to evidence the impact of all this good work without accurate data.

However in the production of this report it became clear that different units have different methods of extracting data. Publicly available data from the MPS is produced by the Performance Information Bureau, and they search certain categories across different MPS computer systems to establish volume of cases, number of cautions, Sanction Detection rates and demographic data. It became clear that the recording practices utilised by CSU officers were not the ones that PIB were using to establish whether LGBT cases were being recorded.

This raises the question of how MPS systems and units are working corporately together to ensure organisational understanding of an issue and therefore, an appropriate organisational response. If the corporate LGBT domestic violence data says one thing and the officers working with cases say another, the potential disconnect between front line practice and corporate priority setting and resource allocation could be huge. The DSVB is committed to accessing this data and will ensure that the issue of LGBT domestic violence and the MPS response is closely monitored in its future work programme. The DSVB will liaise with the MPS LGBT Strategic Group to further this aim.

**DSVB Recommendations:**

**MPS to ensure that corporate analysis of demographics uses the same data across its commands and units.**

**MPS to provide clarity on the volume of recorded LGBT domestic violence.**

Relating to domestic violence, the proportion of male victims of domestic violence incidents also showed an interesting variance across the boroughs, from 30% of victims being male in Westminster to 20% in Lewisham. It should be noted here that in terms of those incidents which were deemed to be crimes, or offences, the volume reduced significantly. So for these boroughs in terms of offences, 22% of victims in Westminster were male and 18% in Lewisham. It is impossible to tell from these figures what proportion of these cases are cases in which there have been cross-allegations (where both parties claim they are victims), which are female-to-male domestic violence and which are same-sex domestic violence.

Whilst the volume of domestic and sexual violence outlined to the DSVB is explored above, it is worth noting some issues identified by the data in the

reports submitted. For all the boroughs, domestic violence represented a significant proportion of crime in the borough; for example in Barking & Dagenham it was 51% of all violent crime.

Relating only to rape and sexual offences, many boroughs had an disconcertingly high volume of very young victims<sup>26</sup>. Research into attrition<sup>27</sup> by the MPS has shown that approximately one third of victims (32%) were under 18. Whilst most boroughs were within this range, some varied considerably, from 39% aged under 18 in Hillingdon to 11% in Westminster.

It should be noted here that the rapes and sexual offences looked at by the DSVB were those investigated only by SCD2. The DSVB data request also includes areas of specialist training and whilst all MPS Officers have received training under Every Child Matters and are all aware of their duties to protect children, SCD2 officers are not routinely specially trained in child protection. Given the volume of work where certainly the victim and often the perpetrator may be under 18, this could be an area for development. Likewise, although the MPS Child Abuse Command SCD5 do not routinely present to the DSVB, their officers are all specially trained in child protection and have access to training on Achieving Best Evidence in cases where children are victims. However, SCD5 officers will not have received the specialist training in dealing with rape and sexual assault as SCD2 officers have.

**DSVB Recommendation:**

**MPS to review the training for officers from SCD2 and SCD5 to ensure specialist training on investigating sexual offences, and specialist training on child protection and working with children as victims is appropriately available to both units.**

## **Policy Compliance and Quality Assurance**

The thorny issue of cautioning in domestic violence cases was raised at almost every borough session. The MPS are measured on various performance targets, the most standard of which is Sanction Detections; essentially a criminal justice outcome such as a caution or a charge for an offence. Sanction Detection rates are measured as a percentage of all the offences in any given crime type – so for example if there are 100 rapes reported and 20 offenders charged with rape, you have a 20% Sanction Detection rate. Whilst for very serious crimes such as rape it would be

<sup>26</sup> Note that because the ACPO/ Home Office definition adhered to by the MPS specifies that victims must be adults (18 years or over) there is no data available for young victims of domestic violence.

<sup>27</sup> Rape Review: Understanding attrition in rape allegations in London, Professor Betsy Stanko, 2007

extremely rare to find a circumstance in which a caution would be appropriate, with cases of domestic violence cautions are more common as the crime types involved would include common assault, criminal damage, threats to kill, and so on.

The debate goes like this; on one side the burden of proof required for a caution is the same as it is for a charge. For a caution the offender must admit guilt; in which case, it could be argued, why not take them to court? Additionally, the decision to caution should *not* be influenced by whether or not a victim is willing to attend court. In practice it is likely this does happen, as officers must balance the victims capacity to make decisions for themselves with the responsibility of the police to take positive action.

On the other side it may be the first example of such behaviour, and a positive court outcome may be unlikely. Officers state it is preferable to have a caution than to try and take such a case to court and end up with nothing. In this scenario, if there is a further offence there will be evidence that this has happened before which would support the prosecution in court. It would be hard to argue that having no criminal justice outcome would be preferable to having a caution, and such is the volume of domestic violence that the CPS and the court system would not be able to cope if all the cases that would otherwise be cautioned would suddenly go to court.

The DSVB is not stating that these boroughs are all relying on cautions to ensure a high Sanction Detection rate (and therefore meet their targets), but the issue must be explored as to why some boroughs are able to achieve high SD rates without high caution rates. Several boroughs presented this year with low rates of cautions and high Sanction Detection rates, for example Islington had a domestic violence sanction detection rate of 49% and of this cautions represented 40%, so we know it can be done.

Additionally, the DSVB usually asks boroughs to provide assurance that they do not caution any perpetrator more than once (because to do so would clearly negate the argument that cautions provide support for future court prosecutions). Most boroughs did provide a few examples in which repeat cautioning had taken place and also gave the reasons in each case. However the Violent Crime Directorate reviewed repeat cautions and provided advice to some boroughs, and it is positive to note that overall, the use of cautions decreased from 49% of all domestic violence Sanction Detections in 2008/09 to 45% in 2009/10<sup>28</sup>.

So the DSVB must be realistic but also recognise that the ACPO guidance on cautions state they are 'rarely appropriate'<sup>29</sup>. There is no guidance on what is considered to be an appropriate proportion but almost 50% of all domestic violence offences resulting in a caution does not constitute 'rare'. It should also be noted that recent reform of the way legal aid is provided will impact on victims whose partners receive a caution; they will no longer qualify for legal aid, reducing their capacity to protect themselves with civil remedies such as injunctions and therefore potentially leaving them at greater risk.

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<sup>28</sup> Data provided by MPS PIB December 2010. 2009/10 data is for 12 months to November 2010. 2008/09 data is for 12 months to November 2009.

<sup>29</sup> ACPO/NPIA Guidance on Investigating Domestic Abuse

**DSVB Recommendation:**

**MPS to review borough practice of the use of cautions to ensure the proportion of cautions within SD rates is appropriate and that cautions are used sparingly.**

## **Partnership work and Community Safety Partnerships**

Most recently, discussions about partnership working have focussed mainly on the concerns about services in the light of budget cuts. Boroughs who presented in anticipation of, as well as following the Comprehensive Spending Review almost universally expressed concerns about the future of service delivery to victims of domestic violence, let alone other forms of violence against women. Most boroughs were working on emergency measures to retain some or all of their existing service provision. There is a shared sense of sadness during such discussions that this is the case; voluntary sector organisations and borough partners have striven to provide a level of domestic violence service provision which could now be built upon but may instead be at risk.

One exception was Hillingdon, who had all their posts tackling domestic and sexual violence core funded. Though it was pointed out that core funded posts did not mean they were protected, the borough explained that support for domestic violence service provision was in place through committed councillors on the borough, one of whom chaired the domestic violence forum. This top-level political commitment combined with long term stability at the local authority ensured that funding would not be reduced in the foreseeable future. Whilst this is good news for one London borough; it can mean secure and long term service provision is dependent on local champions rather than a consistent and reliable commitment to safety of and support for victims and children across London.

Another area of partnership working focus in the last year has been the expansion of borough service provision from domestic violence only to other forms of violence against women, most commonly sexual violence. Last years' Annual Report noted that sexual violence service provision was absent in most of the boroughs that presented, or was only provided to those who were victims of sexual violence on the context of an abusive relationship. Whilst this is a significant number of victims, there are of course those who experience rape and sexual assault outside of an intimate relationship with the perpetrator.

The boroughs presenting this year have often been able to demonstrate sexual violence service provision and this development is commended. Whilst

this is often led by the local authority and not purely a policing activity, the development of such services increases the access to support for victims and therefore the likelihood of them feeling able to report to police. It also ensures that the new SCD2 Units across boroughs are able to develop relationships with those service providers and work together where appropriate to ensure the most joined-up service for a victim.

These relationships are still in their early stages and not all boroughs have made efforts to establish and maintain these, especially in the light of increased demands on resources at a time of increased reporting. However these working relationships are crucial for several reasons. Support for victims from specialist voluntary and community sector agencies is considered best practice and when present, often means that the victims well-being can be managed better by a specialist agency and the police can concentrate on investigating the case and managing any risk. Such joint working is seen as a minimum requirement for cases of domestic violence. As strategy and policy start to expand towards a wider range of violence against women issues, so too should practice. Funding for sexual violence projects is more likely to be awarded when boroughs or regions can demonstrate they have successful multi-agency working practices.

#### **DSVB Recommendations:**

**SCD2 Units to ensure and be able to demonstrate they have working relationships with their local borough Community Safety Partnerships and local sexual violence service providers from the voluntary and community sector.**

### **Victims and Communities**

Every borough which presented to the DSVB this year engaged with their local communities in a different way. On occasion, engagement focussed on a particular subject such as counter-terrorism, also afforded an opportunity to engage on domestic and sexual violence, such as in the case of Lewisham borough's engagement with the Afghan community. Hounslow also provided a good example of utilising existing engagement practice to connect with their Somali community.

The development of regional and national violence against women strategies has spurred many boroughs into action and targeted engagement with borough residents regarding violence against women was evident in some boroughs; Hounslow, Lewisham, and Islington for example.

The DSVB also reviews MPS compliance with the Victims Code of Practice (VCOP), which is a set of guidelines outlining the basic standards of contact and support that victims can expect from all criminal justice agencies when

they report a crime. For example, if a victim reports a crime, they are entitled to monthly updates from the police until the case is closed. If the case is dropped by the CPS, they will inform the victim. These information updates are within certain timeframes and if the victim is vulnerable or intimidated<sup>30</sup>, updates should be within one day.

Boroughs have Witness Care Units which are often staffed by a mix of police and other criminal justice agencies to ensure victims are kept up to date. For cases investigated by SCD2, often the SOIT officer will take on this role. Most boroughs presenting to the DSVB have good overall compliance with VCOP at around 95% on average, though Westminster should be singled out as an example of excellence with 98%.

However when provided with more detail, a more varied picture emerges. Overall VCOP compliance in Barking & Dagenham was 95.4%. However they provided specific figures for sexual offences and domestic violence as 75% and 94% respectively, showing that SCD2 compliance wasn't quite at the same level as the borough. Waltham Forest did not break down the data by violence type but did break it down by reason for contacting victims of all reported crime on the borough:

- Victim Support Service Referral Code 81%.
- Victim Update 98%.
- Arrest of suspect 81%.
- Suspect Released 82%.
- Suspect charged 74%.
- Non-Court disposal 90%.

It's positive to see such high levels of contact with victims maintained across London, and it should be noted that, like with the flagging of LGBT domestic violence cases, just because it's not entered onto a system, doesn't mean it didn't happen. However these things are measured for a reason. Time and again through feedback from victims the criminal justice system is told that victims want to be kept informed, and they are more likely to stay engaged with the criminal justice process if they are. Furthermore, when victims of domestic violence need to manage their safety, a timely update about the release of an offender can mean the difference between security and repeat victimisation.

Moreover, voluntary and community sector support agencies exist to provide the specialist support that police officers don't, and nor should they. It is often stated that 'police aren't social workers'; that they are there to investigate allegations and collate evidence to put before a court. It is commendable that the police service does so much to ensure that the needs of victims are met, but it is also crucial that they play their role in the wider partnership and facilitate access to the appropriate local support.

As a result of these discrepancies, the DSVB commissioned a paper into VCOP compliance across the MPS looking specifically at domestic and sexual violence and comparing this to other types of crime to identify any areas for improvement.

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<sup>30</sup> For example, under 17 years of age, or a victim of sexual assault or domestic violence.

### **DSVB Recommendations:**

**MPS CSU, Sapphire Unit and CAIT managers should ensure that compliance with Victims Code of Practice is consistently met regardless of crime types, and referral pathways are developed with local support providers.**

## **Organisational Improvement**

The DSVB asked each borough to suggest one thing the MPS and MPA could do to improve service delivery. Here the DSVB waded into controversial waters as most boroughs and SCD2 units responded with similar suggestions that targets relating to Sanction Detections should be removed. Police Officers have long been arguing to the DSVB that a focus on targets can detract from a focus on the victim. It is recognised that pressure from police or others to go to court and bring an attacker to justice would be wholly inappropriate, and it is also true that the MPS should take victims needs and wishes into account. Indeed, this is a cornerstone of the MPS response to domestic and sexual violence and the MPS is right to be proud of this approach. When victims do report to police not only for their own immediate safety, but for access to justice. They report to ensure that no others should have to go through a similar experience. The police service, as part of a criminal justice system, has a responsibility to protect the wider public and to investigate allegations of crime.

When asked about the barriers to reporting victims often state<sup>31</sup> they did not wish to go through a lengthy and intrusive court process in which their personal behaviour is as much on trial as the defendants. They know that statistically their attacker is unlikely to be brought to justice in a trial. So should we change the police approach or should we be looking, as Baroness Stern urges in her report, at the attitudes of jury members and the criminal justice system weighted to protect the rights of the accused. This boils right down to the question of the purpose of policing. There must be a balance between this duty and the responsibility to the victim.

However not all boroughs adopted this approach. Some, like Islington, asked about how to define good practice, as provided by the 'critical success factors' as provided below. Others asked about the way that the MPS defines domestic violence and what this means for a holistic approach. Westminster

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<sup>31</sup> 'Wake up to Rape', Havens, 2010; 'The Stern Review', Government Equalities Office, 2010; 'Rape: the victim's experience' Sara Payne, Home Office, 2009

outlined that the ACPO/ Home Office definition of domestic violence<sup>32</sup> (used by the MPS) precludes those under 18 years as being recorded as victims. This means that although an estimated 240,000 – 963,000<sup>33</sup> children across the UK witness or experience domestic violence, they go unrecorded as victims of domestic violence. They are, however, subject to Merlin Pre-Assessment Checks in accordance with Every Child Matters procedures.

Additionally, in a survey<sup>34</sup> of 1,353 UK teenagers, 31% of girls and 16% of boys had experienced sexual violence from a partner and 25% of girls and 18% of boys reported experiencing physical abuse from a partner. It is positive to note that some boroughs are already considering how to include under 18's within their local police Community Safety Unit domestic violence remit.

#### **DSVB Recommendations:**

**MPS review their adoption of the definition and recording of domestic violence to ensure that children and young people can be accurately recorded and that domestic violence in young adult relationships can be effectively addressed.**

### **Thematic sessions**

In the first few sessions of the DSVB this year discussions often turned to public confidence in the police response; how confidence affects reporting to police and how police access feedback from victims on the service they received. Officers would rightly explain that whilst victims and the general public may view the police, or even the criminal justice system as a homogenous single entity, in fact there are a range of different teams with responsibility for different areas of dealing with a case and therefore different people are accountable for different responses.

DSVB Members<sup>35</sup> stated that in feedback sessions with survivors, they would find once the teams with specialists training were involved the service response was of a high quality. However in the initial response – the first officers on scene or those who receive the initial report from a victim, the service was sometimes poor or inadequate. This is also reflected in the user feedback forms completed by SCD2 victims (see section above). As a result,

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<sup>32</sup> Domestic violence is defined as; Any incident of threatening behaviour, violence or abuse (psychological, physical, sexual, financial or emotional) between adults who are or have been intimate partners or family members, regardless of gender or sexuality.

<sup>33</sup> United Nations Secretary-Generals' Study on Violence against Children, 2006. Note that a London specific research project is currently underway conducted by the NSPCC in partnership with Refuge.

<sup>34</sup> 'Partner exploitation and violence in teenage intimate relationships, NSPCC/ University of Bristol, 2009.

<sup>35</sup> Anthony Wills, Standing Together, and Davina James-Hanman, AVA.

the thematic sessions this year focused on the initial response to domestic and sexual violence from call handlers, front counter receptions in police stations, and from the response officers who arrive on the scene following an emergency call to the police.

The volume of reporting to front counters of domestic and particularly sexual violence was surprisingly high. Almost 15% of all domestic violence and 14% of rapes and sex offences reported to the MPS in the financial year 2009-10 were reported to the front counter of a police station. This raised some obvious questions about the suitability of the environment for victims of such distressing crimes and the capacity of the MPS officer to respond in an appropriate fashion with a range of other individuals present and without necessarily having access to a private interview room or a forensically secure space. In addition to these limitations, officers receive primary investigation training which includes very limited content on such specialist areas as domestic and sexual violence.

Furthermore, there were differences in the way groups reported; for example 32% of LGBT reporting of domestic violence was to front counters and 51% of victims reporting domestic violence to front counters are individuals of black or a minority ethnicity. It was noted at the session that this disproportionality is replicated across all crime types.

Reports via emergency calls also showed unexpected trends. 34,124 domestic violence and 3,800 sexual violence incidents were reported via the emergency call system in the financial year 2009-10. Sexual offences were most frequently reported during working hours, whilst domestic violence offences were most likely to be reported overnight with a slight increase on Sunday nights. Call handlers will take information and conduct a risk assessment, and dispatch response officers to the scene. Again the discussion focussed on training; it is possible that officers can receive foundation training at Hendon as recruits which includes a small section on domestic violence and an even smaller one on sexual violence and not receive any further training. One member noted that domestic violence accounts for approximately 10% of all crime in London – yet the proportional of training devoted to it was nowhere near 10%.

It is feasible that officers who have not worked in specialist areas such as within a CSU but still come into contact with victims (such as response officers, patrol officers and those investigating other crimes but who may receive a disclosure or other information) could be referencing training years out of date.

It should be noted here that in many boroughs Community Safety Units will undertake internal training of response officers on domestic violence and also that the training in Hendon includes sections relevant for but not specific to domestic and sexual violence such as victim care.

**DSVB Recommendation:**

**MPS to make refresher training on domestic violence available for officers and staff coming into frequent contact with the public every 5 years.**

# Critical Success Factors: Best Practice in Policing Violence against Women

The DSVB asks all those who attend the meetings how we could improve ourselves as well as how the MPS could improve. One of the things both police officers and community practitioners asked the DSVB to do was to identify best practice and share that with other boroughs.

The first example of Critical Success Factors was provided by Bexley on Public Protection Groups in April 2009<sup>36</sup>. This way of working was recognised by the MPS as best practice and the Critical Success Factors were produced for senior MPS Officers. The PPG model is now in place in all boroughs. The DSVB borrowed the term and began to ask other boroughs to provide Critical Success Factors whenever they demonstrated excellence in any area.

## **Lambeth<sup>37</sup>: Partnership working**

### **Empowered and effective leadership**

This factor assesses the effectiveness of multi-agency and partnership working to address domestic and sexual violence and whether there is robust leadership as regards decision making and setting of priorities that translates into effective delivery and implementation of actions to address this agenda and support service users.

- An effective partnership structure providing leadership on the issue of domestic and sexual violence.
- The partnership structure involves senior representation from all the relevant agencies.
- Strong chairing of meetings with an agreed process for appointing and reviewing the chair.
- A clear meeting structure that supports effective decision making with an emphasis on action, delivery and implementation.
- Effective strategic and action planning with clear tasks ascribed to relevant partners and with ownership of tasks and actions agreed, recorded and understood by the partners.
- Use of constructive challenge and problem solving approaches between the partners in order to improve performance.
- Clear linkage between strategic/tactical/delivery levels with a 'golden thread' of performance linking the day to day work of practitioners with the strategic priorities, objectives and target setting of the partner agencies.

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<sup>36</sup> The Bexley Public Protection Group Critical Success Factors are available online as part of last years' DSVB Annual Report.

<sup>37</sup> Lambeth presented to the DSVB in December 2009, so the Critical Success Factors were provided in 2010. Please note they were provided in a fuller format than could be integrated into this report, and the full version is available online at [www.mpa.gov.uk/dsvb](http://www.mpa.gov.uk/dsvb)

## **Visible and constructive accountability**

This factor assesses the extent to which decision making in respect of domestic and sexual violence is visible and accountable to the community and to service users with outward and visible performance management and active engagement and feedback to support the community's 'right to know' and increase feelings of public confidence and reassurance.

- Decision making for work on domestic and sexual violence by the partners is informed by community engagement and feedback.
- A clear role for service users in providing feedback on how domestic and sexual violence cases are managed.
- A robust performance management framework in place using national and local indicators with regular public reporting against agreed targets for improvement.
- The partners are aware of existing approaches adopted within and across agencies to engage and feedback to communities and service users.
- Community/service user meetings and forums are incorporated into decision making processes.
- Successful engagement with and feedback from 'hard to reach' and 'hard to hear' communities and service users.
- Review and publication of evaluations of past performance against the partners' priorities, objectives and targets.

## **Intelligence-led business processes**

This factor assesses the ability of the partners working on domestic and sexual violence to share information and data in order to understand and profile domestic and sexual violence in their area. This understanding supports the partners' planning and decision making processes including the setting of priorities, objectives and targets and supports the delivery of effective working to address domestic and sexual violence issues and support victims.

- Partners understand their core responsibilities to safely share information and data and support the preparation of appropriate intelligence products.
- Information sharing protocol in place with high level of compliance by the partner agencies.
- All partners have a Designated Liaison Officer with understanding of legislation and policy and able to manage any information sharing issues in relation to domestic and sexual violence.
- Effective sharing of personalised data when necessary and appropriate datasets are shared on a quarterly basis in electronic form between the partners.
- Clear set of priorities for domestic and sexual violence working based on what communities and service users think and what the available information and data says.
- A process exists for weighing up emerging issues against existing priorities.
- A clear and agreed framework for performance, using indicators and targets, that underpins action planning by the partners.

- Decision making is influenced by the priorities that the partners have set and also the ability to deliver.
- An embedded evaluation process, properly resourced and built-into implementation of the partners' priorities, with 'lessons learned' being fed back to the leadership group.
- Linkage with other intelligence/information assessments and profiles in use by agencies in the area (such as Strategic Assessment or Joint Strategic Needs Assessment etc.)

### **Effective and responsive delivery structures**

This factor assesses the effectiveness of partners working on domestic and sexual violence to translate their priorities into action and sustain a high quality of delivery while remaining responsive to the needs of service users and able to respond to emerging issues.

- Effective delivery and action planning with clear tasks ascribed to relevant partners and with ownership of tasks and actions agreed, recorded and understood by the partners.
- Consideration is given to how the delivery of priorities will be resourced.
- Partners maximise opportunities for the joint delivery of actions.
- The partners create action/delivery groups structured around their priorities for working on domestic and sexual violence. Can demonstrate an appreciation of 'cross-border' issues and working.
- Partners are able to respond flexibly to emerging issues for the domestic and sexual violence agenda within the community.

### **Engaged communities**

This factor assesses the extent to which domestic and sexual violence services are focused on the needs and expectations of communities and service users and whether communities are actively engaged in decision making, priorities setting and evaluation of performance by the partner agencies.

- Information gathered through community engagement feeds into the setting of the priorities, objectives and targets of the partners working on domestic and sexual violence.
- Community engagement and consultation activities target diverse groups, especially those most likely to be affected by domestic and sexual violence.
- The partnership's key messages, policies and plans can be accessed by diverse communities, including service users.
- Partners have identified the correct medium for sharing information with the community, especially service users and victims of domestic and sexual violence, including those who are hard to reach or hard to hear.
- The partnership actively seeks ways to involve the community and service users in problem solving initiatives.

### **Appropriate skills and knowledge**

This factor assesses whether partners, decision makers and practitioners have the right skills and knowledge sets in order to make best use of the critical success factors identified, above.

- Clear understanding amongst all the partners about the purpose and aims of partnership working to address sexual and domestic violence.
- Clarity about the roles and responsibilities of the different agencies and partners involved in tackling domestic and sexual violence.
- Clarity about which bodies and agencies need to be involved in this form of partnership working and ability to review membership and identify gaps in attendance or participation.
- Partners understand the value and importance of information sharing and their officers have a basic understanding of info sharing legislation and policy and what can be shared and by whom.
- Understanding of the make-up and composition of communities and service users relevant to the domestic and sexual violence agenda.
- Partners understand and keep abreast of the changing landscape of legislation and policy with respect to domestic and sexual violence.
- There are people working in the partnership who have the capability and capacity to review the economy, efficiency and effectiveness of its work.
- Officers/officials are familiar with partnership planning processes and links to other areas of business for the partner agencies.
- Understanding of the importance of evaluation and ability to 'learn lessons' from past practice and performance.
- Partners have advanced level understanding and knowledge of information sharing legislation, policy and practice.
- Partners know that the key messages in relation to domestic and sexual violence work are reaching the intended audiences.
- Appropriate processes in place to ensure listening to all sections of the community, including minority and hard to reach groups.
- Sufficient analytical capacity across the partnership to maintain an up to date assessment and profile of domestic and sexual violence in the area and to produce appropriate analytical products to inform decision making.
- Understanding of the various problem solving methodologies and the approach of the National Intelligence Model and how they can be applied to work on domestic and sexual violence.

### **Barking & Dagenham: Successful Engagement and Partnership Work with the NHS in relation to Domestic Violence**

- Offer to be a pilot - The Barking and Dagenham offered itself, and was chosen as the London NHS regional demonstration site for health based domestic violence initiatives. This brought in resources and support to deliver the pilot. Once it was successful the resources were mainstreamed within the Primary Care Trust (PCT) budget.

- Have a lead officer – The PCT identified and funded a Domestic Violence (DV) Strategic Implementation Lead officer within the PCT/NHS to lead and strategically drive the DV agenda within health settings. This ensured the health impacts of DV were highlighted with partners and health professionals e.g. GP's, health visitors, modern matrons, school nurses etc and these staff groups were made aware of the health impact of DV and specialist borough service provision available. Previously DV may have been seen by health professionals as just a police issue.
- This strategic lead is the local MARAC vice chair and is one of two advisors to the borough DV Strategic Board contributing to delivery of the borough DV Strategy 2008-2011 action plan and reporting to the Community Safety Partnership.
- As MARAC vice chair, the NHS DV Strategic lead developed NHS MARAC referral procedures with briefings for NHS staff to assist them to understand MARAC and its processes and to ensure safety and well being of residents disclosing DV to health professionals.
- The strategic lead also works very closely with the local authority DV & Hate Crime Manager to deliver the DV Strategy and action plan and joint reports are made to the DV Strategic Group and Community Safety Partnership. These two officers work jointly on DV and VAWG initiatives and share priority areas of work including commissioning of a new IDVA service, contract monitoring of services (including DVIP, Women's Trust, GP's etc).
- Get DV into the Joint Strategic Needs Assessment (JSNA) – Data from all partners, including the MPS, was given to officers completing the Health JSNA. Estimates of the cost of DV crime, including health costs were included. This ensured the very high volume of DV in Barking and Dagenham and its health impact, was at the forefront when decisions about health priorities for the Borough were made.
- Get DV into the Health and Well-Being Strategy – As a result of the JSNA DV became one of the 10 priorities in the Health and Well-Being Strategy for the Borough. This brought additional resource e.g. further funding to expand current IDVA Service provision for a Maternity based IDVA Service in Queens Hospital and King Georges Hospital.
- DV training is also included for health staff as a Community Safety Partnership priority.
- Joint direction between NHS, Police and local authority for localised publicity and events (White Ribbon Day etc).

### **Lewisham: Partnership work with Young People and Sexual Violence**

Lewisham have been asked to provide the critical success factors in relation to its inclusion in its CSP and partnership activity; research into, programmes addressing, and provision of support services for young people and sexual violence.

The most important factors are:

- Strong partnership leadership at a senior management level.
- Identified as a priority within strategic assessment, thereby ensuring close oversight by CSP and prioritising available funding. All priorities set by the partnership have had significant focus placed on it to ensure that actions are completed and performance regularly monitored and challenged.
- Coordinated partnership response to domestic and sexual violence with considerable input from the third sector
- Empowered and engaged staff to use all options available to address this issue.

### **Research into sexually inappropriate behaviour**

CSP funding was granted to carry out research into attitudes towards sexual behaviour of representative groups of young people in Lewisham and to compile a report summarising the findings.

- Commitment to examining local trends and issues in response to national research carried out by NSPCC and ROTA to ensure an appropriate local response
- Multi-agency response to this issue, with over 60 people attending the initial development meeting
- An active working group is in place to develop Lewisham's overarching strategy to address sexual bullying and violence, and working to promote healthy emotional relationships between young people in the borough. Group includes representatives from police (SCD2), council (including Healthy Schools) and third sector
- Amalgamated with the wider Sex and Relationships Education strand of the Teenage Pregnancy governance structure to ensure appropriate partnership buy-in and ongoing funding

### **Programmes addressing sexual violence**

A number of programmes to address sexual violence have been delivered in Lewisham. These have been funded through a combination of Government grant finance and mainstream PCT funding. The coordinated delivery of this work is monitored by the Domestic and Sexual Violence Strategy Group, a sub group of the performance and Delivery Board of the Safer Lewisham Partnership. The key success has been tackling this issue from aspects of prevention, intervention for victims and perpetrators and enforcement.

- The remit of Domestic Violence Strategy Group expanded to incorporate all forms of domestic and sexual violence, ensuring a coordinated approach and one body monitoring delivery on this agenda

- There have been joint funding applications for grant finance submitted where possible and support given to third sector organisations submitting external funding bids
- The partnership is committed to achieving a shared objective and accommodating needs of other agencies – such as offering room hire free of charge / complimentary refreshments and materials to pan-London organisations offering to provide services in Lewisham
- A dedicated Community Safety Officer focussing on domestic and sexual violence, and Sergeant within SDC2 with responsibility for developing partnership work. This ensures open lines of communication with regular updates between organisations on any police-led or council-led initiatives
- A multi-agency collaboration between police, council, health and third sector in response to concerns raised by professionals about levels of gendered violence amongst young people has been developed. This led to the development of the Girls Project and shared expertise allowed the delivery of the following projects:
  - A performance of “Do You Know Where Your Daughter Is?”, highlighting the responsibility of mothers to be a positive role model to their daughters
  - Schools workshops – Performances of “Do You Know Where Your Daughter Is?” were also taken to local schools followed by workshop sessions and discussion
  - The Girls House – a female only space with access to activities, services and information, including workshops on gendered violence
  - The Comic – work with local schools to create a comic on the theme of personal space and ‘chirpsing’ (local colloquial term for chatting up a girl). This involved a series of workshops with young people focussing on exploring different issues. The comics were then distributed to all secondary schools for use as a discussion tool

### **Support services for young people and sexual violence**

- Front line staff are supported and encouraged to address emerging trends in a creative way, such as the formation of the Girls and Gangs Forum
- A needs-led approach to providing support services, such as the development of the Girls Group Work Programme within the Youth Offending Service, in response to identified need
- A police officer based within Youth Offending Service allowing young women to report gendered violence without having to attend the police station
- A pilot of a Youth MARAC to support victims of serious youth violence, including sexual violence. This operates in much the same way as the DV MARAC and is chaired by the Chief Inspector for Partnership
- The joint commissioning of services for young people ensures a joined up approach
- The provision of services for perpetrators as well as victims, such as RESPECT toolkit and AIM Programme delivered through health services

- Front line staff encouraged to attend external training courses to ensure up to date knowledge and network re best practice
- The issue is included as an agenda item at team meetings to ensure that all staff are aware of the support services available to young people

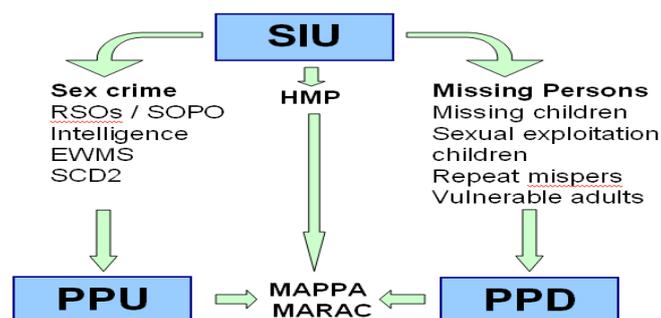
## Partnership

- There are strong links with partner agencies across both statutory and voluntary services
- There is support from senior management in all agencies to ensure appropriate representation from partner agencies at partnership meetings
- Sexual violence is noted as a standing agenda item at Domestic and Sexual Violence Forum and Strategy Group, Local Safeguarding Children's Board, Safer Lewisham Partnership, Teenage Pregnancy Board

## Islington: Borough Sexual Offences Investigation Unit

The formation of the Public Protection Team at Islington has brought the management of the Special Investigations Unit, Public Protection Unit and Public Protection Desk under a single umbrella. The SIU has responsibility for the investigation of sex crime outside SCD2 / SCD5 remit, missing persons and investigation of crime / deaths within HMP Pentonville & Holloway. The PPU manages registered sex offenders in the community, the PPD manages child safeguarding issues. The DI PPT is able to ensure a joined up approach to community safety by co-chairing MAPPA and attending the MARAC

Fig1. Public Protection Team



The SIU is staffed with 1 DS and 8 DC's, providing coverage between 8am - 10pm seven days a week. This allows the immediate deployment of a substantial number of experienced investigators in response to critical incidents including High risk missing persons, serious/linked sexual offences, deaths in HMP and pro-activity toward sex offenders.

I could not claim that the SIU response to sex crime has led to any increase in SD rates, indeed Islington's are average when compared with other MPS

BOCU's. However, these figures are no longer performance indicators at BOCU. I am confident in saying that SIU ethos directly reflects that of the Sapphire units and is focussed on providing the highest quality of service to victims. By focusing on sex crime the team maintain a culture where all victims are believed, all crimes are ethically recorded and No Crime / Cri reports are rare. Importantly the SIU will deal with offences that do not attract a sexual classification but raise concerns. The significance of this practice is best evidenced with an example :

*SIU dealt with offences of common assault and public order perpetrated against lone females over two days but in the same area. We linked these cases to a historic sexual assault nearby and then identified links to an SCD2 rape investigation. These 'minor' offences were in fact precursors to serious sexual assaults and formed a vital picture of an escalating offender.*

By owning this problem the SIU has successfully identified several linked series sex offenders.

We have led pro-activity in response to intelligence regards paedophiles and similar offending.

Ongoing projects within the SIU have reduced the number of under 18's reported as missing persons- a group particularly vulnerable to becoming victims of sexual crime. We provide a focus for the intelligence response to sex crime, manage all wanted offenders, map the movement of RSOs and are developing proactive methods to manage suspects with SOPOs. We have also enhanced facilities provided by a local victim care suite and deliver crime prevention message around sex crime to local schools.

# Update on Recommendations from Annual Report 09-10

The 2009 - 2010 Domestic and Sexual Violence Board Annual Report made eight recommendations to the Metropolitan Police Service. Below the MPS provides an update on how these have been progressed<sup>38</sup>.

## **1. Review the volume of rapes and serious sexual offences which have been recorded as 'no-crime' or 'crime-related incidents' against the Home Office Counting Rules to ensure compliance.**

No Crime and CRI decision making is now made centrally within the SCD Crime Management Unit. No Crime and CRI performance is monitored by the SCD2 SMT on a team and Regional basis to identify and challenge any disproportionality. MPS national figures are currently in line with other Forces at 7% No crime rate, having been 19% in 2009.

SCD2 performance data for 2010-11 includes no crime rates and so will be the subject of ongoing monitoring.

A review of HOCR compliance was undertaken by the MPS Crime Registrar in 2010 and the SCD CMU achieved 97% compliance for SCD5 and SCD2 crimes.

## **2. Review the different levels of compliance across the MPS in recording domestic violence incidents and offences and support standardised compliance.**

Within BOCUs, compliance is monitored across the MPS with direct contact with Borough Senior Management Team (SMT) and CSU managers, and looks at areas such as

- Computer Aided Despatch (CAD) reports to Crime Reporting Information System (CRIS) reports compliance – Financial Year to Date (FYTD) 14.11.10, 77.7%
- Flagging accuracy - Monthly data produced - FYTD 14.11.10, 92.2%
- Completion of 124D (includes the DV risk assessment) - FYTD 14.11.10, 89.1%
- Cautions as a % of charges - FYTD 14.11.10, 45.6%
- Repeat cautioning.
- Allegations not classified as an offence - FYTD 14.11.10, 6.5%<sup>39</sup>

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<sup>38</sup>Update provided by MPS December 2010.

<sup>39</sup>The 6.5% relates to allegations initially classified as an offence, but then resulted as a non offence incident (e.g. CRI).

In relation to SCD2, the Continuous Improvement Team (CIT) has undertaken a dip sample review of DV related sexual violence matters and circulated a briefing to highlight best practice. SCD2 Cluster DIs have effective SSO Forums as part of their PDR objectives, and an audit of partnership arrangements in place has been completed by CIT and published on the SCD2 Intranet site.

Some specific forums are being developed on a sub-regional basis, such as the SCD2 South East Regions' Elder Abuse seminar in December 2010.

**3. Borough Commanders to lobby their CDRPs to include sexual violence service provision within their CDRP priorities, projects and/or local service development plans.**

This is a Territorial Policing action only and a difficult area because of the diverse political agenda across the 32 MPS Boroughs. Local authorities will have differing priorities and funding opportunities / challenges. Borough Commanders will be focused into the DSVB agenda via meetings with Link Commanders, Deputy Assistant Commissioner & Assistant Commissioner as appropriate. The SCD2 OCU Commander attends Territorial Policing Commander meetings to maintain focus on SCD2 issues across TP.

**4. Develop joint targets with CPS on both domestic and sexual violence.**

A review of the CPS/MPS DV Service Level Agreement is currently in progress with CPS. A working group has been set up and the final document will acknowledge the requirements of the London Mainstream Model for Specialist Domestic Violence Courts. This will include working towards a DV court on every borough.

Boroughs that have attended DSVB have noted that regular contact with CPS is a positive element with "surgeries" set up at Wandsworth and Greenwich a particular success.

The CSU SDT is also currently working to progress the following areas:

- Consideration being given to Offenders Brought to Justice measures for DV.
- Ensuring good working relations with CSU investigators and Borough CPS reps. Introduction of Integrated Prosecution Teams to ensure better collaboration across MPS and CPS.
- Increasing the use of independent prosecutions, better understanding of legislation and stated cases by training and increased awareness.
- Development of specialist DV courts on borough and the training this entails for magistrates
- The above points continue to be work in progress for the MPS. Requirements of the MPS in relation to OBTJ for DV have been incorporated in the reviewed DV SOP published in September 2009.

In relation to SCD2, a Service Level Agreement is in place with new CPS Rape Charging Centre and quarterly review meetings held.

A new London Criminal Justice Partnership group was set up, chaired by DAC Akers, with the first meeting held Feb 2010. DAC Akers will present findings and proposals for future performance monitoring to a London Criminal Justice Partnership meeting on 20<sup>th</sup> December. Improved performance has already demonstrated through reduced rape prosecution attrition rates measuring the % of cases after charge which progress successfully to trial, to below 50%, from 55% 2009. The target for an SCD2 rape case attrition rate is set at less than 40%.

**5. Ensure consistent levels across MPS of community engagement with local communities specifically on domestic and sexual violence, and with diverse groups**

The Violent Crime Directorate within Territorial Policing ensures community engagement and consultation with Independent Advisory Groups and statutory and non statutory partners in the furtherance of all subject areas and in the development of all MPS policies and SOPs.

Protocols for Safer Neighbourhood Teams are included within the DV Standard Operating Procedures to encourage engagement with communities with previous limited access to services, through initiatives such as leafleting in appropriate languages.

The SCD2 Diversity Forum has developed a strategy for external engagement - several initiatives are ongoing and SCD2 Cluster DIs have SSO Forums as part of their PDR objectives

The SCD2 Rape Reference Group continues to be a positive and practical source of multi agency support and critical friends to SCD2. Partner engagement is being further developed through the Haven Strategic Board and sub-groups.

Half day Serious Sexual Offences seminars are being arranged for Feb/Mar 2011 to link in with the launch of the new Rape Crisis centres to ensure all SCD2/Rape Crisis/Haven/Partner agency staff have the most up to date information about Sapphire and the Haven services and able to give best advice to victims, share information and assist reporting.

Information sharing is being reviewed through Haven Specialist Commissioning Project and with the GLA with regards to Rape Crisis. Information sharing processes with Victim Support have been amended during 2010 to speed up referral pathways and increase referral numbers.

**6. Explore options for safely accessing feedback from victims of domestic violence, perhaps in partnership with stakeholders.**

This is another action for Territorial Policing only and the CSU SDT are currently progressing a pilot for accessing feedback from victims of domestic violence. This is being progressed through a sub group of the MPA DVSB, with DCI Faulkner as project lead. A business case has been written with a

view to engaging the SRAU to assist in development and analysis of survey products.

### **Ongoing**

- 7. Disseminate the findings from their Domestic Violence homicide reviews across the MPS, and proactively identify learning opportunities from reviews across other business areas, such as Specialist Crime Directorate child protection serious case reviews, or reviews conducted into cases of rape and serious sexual offences. Disseminate also the critical success factors identified by Bexley to BOCUs.**

This will continue to be done in the following ways;

- Participating in DV Homicide (DVH) Review Group. Organisational learning from 2009 DVHR has been disseminated.
- Ensuring findings from SCD5/SCD2/Critical Incident Advisory Team (CIAT) DVH reviews are cascaded by e-mail traffic, training and regular Detective Inspector (DI) meetings. This process of ensuring organisational learning is streamlined will be progressed as the CIAT who conduct our internal DVHR process move to SCD20 currently responsible for all Serious Case Reviews.
- Identifying corporate learning through Daily Management Meeting process and ensuring actions for DV, Hate Crime, Safeguarding Adults at Risk, and so-called 'Honour' Based Violence.
- Undertaking fast time review of all DV homicides within 24 hrs where possible. Identifying good practice or missed opportunities for Police intervention.
- National learning such as the IPCC "Learning the Lessons" bulletins are fed into current policy and Standard Operating Procedures.
- TP is currently exploring the possibility of single officer allocation for repeat cases of DV as is currently done in Wandsworth.

### **Ongoing**

Recommendations from reviews of SCD2 cases are disseminated to all staff through the email system. This is reinforced through monthly DI meetings and team training days and appropriately tasked through training units to ensure lessons are learnt. This is a continual process where identified issues and good practice are shared both within SCD and with TP colleagues.

- 8 Ensure that data on diversity of victims and offenders is collected and appropriately recorded.**

Changes to CRIS have improved collection of diversity information. Monthly "Diversity Tables" relating to domestic violence and Hate Crime are published by the MPS Performance Information Bureau (PIB).

Future work will ensure consistent data collection on ethnicity of older victims. The issues of older victims crosses over into issues on reporting, victim care, investigation, prosecution and outcomes all of which are being addressed

through development of the Safeguarding Adults at Risk (SAAR) Policy and SOP and the Disability Hate Crime portfolio.

**Ongoing**

Monthly 'Diversity Tables' are still published by PIB relating to victims and accused of domestic violence, hate crime, safeguarding adults and violent crime. This is sent to the MPA. This data includes Age Groups, Gender, Ethnicity and Self-Defined Ethnicity.

Some boroughs had found accessing data from PIB difficult. This has now been rectified with all data supplied by PIB through the Violent Crime Directorate. There is good compliance in relation to the data collection across all crime types and victim/accused profiles with the exception of the Self-Defined Ethnicity of victims of crime.

## Conclusion

Like last year, 2010 has been a year of change. We have seen a change in government and with the Comprehensive Spending Review, the most significant financial reductions in public spending in more than a generation.

With these changes come challenges but also opportunities. Whilst officers and community professionals are being asked to do more with less, geographical boundaries are being recognised as arbitrary and services are working together to pool resources and provide more holistic and wide-ranging support to survivors. Boroughs across London are working together to provide new Rape Crisis services<sup>40</sup>. The MPS is implementing a Victim Offender Location Time (VOLT) model to policing violence in which the most dangerous offenders, the most vulnerable victims, and the patterns of offending will be targeted.

The MPS Anti-Violence Board is coordinating and improving the police response to violence by ensuring that the most dangerous offenders are targeted and the most vulnerable members of society are protected. To do so, intelligence, tasking and performance processes are being transformed to endorse the problem solving model of Victim, Offender, Location, and Time (VOLT). Work is also continuing with key strategic partners to improve our joint analysis, response and evaluation to tackling violence.

Likewise, in London there is a clear recognition that violence against women services must be maintained and organised at a pan-London level. London Councils announced that funding which could have been lost in March 2011 for services towards women and children experiencing violence and abuse will be retained and categorised as requiring pan-London funding. The London Crime Reduction Board recently agreed that violence against women would be one of its three top priorities and that it would support a more creative commissioning approach to refuge service provision across London.

The MPA and MPS are key partners working together to support The Way Forward, the Mayoral Strategy to tackle violence against women in London. This year the MPS and MPA have worked together with partners<sup>41</sup> to coordinate a network to tackle the risk of an increase in trafficking related to the Olympics, and to establish awareness-raising campaigns to increase women's safety and tackle the demand for prostitution.

At a national level, the Home Office recently announced £28 million of funding over a four-year period for services to tackle violence against women and girls. The funding will be for specialist services such as local domestic and sexual violence advisors, services for high-risk domestic violence victims, national help lines and work to prevent forced marriage, and notably it will be over a four year period to ensure sustainable approaches.

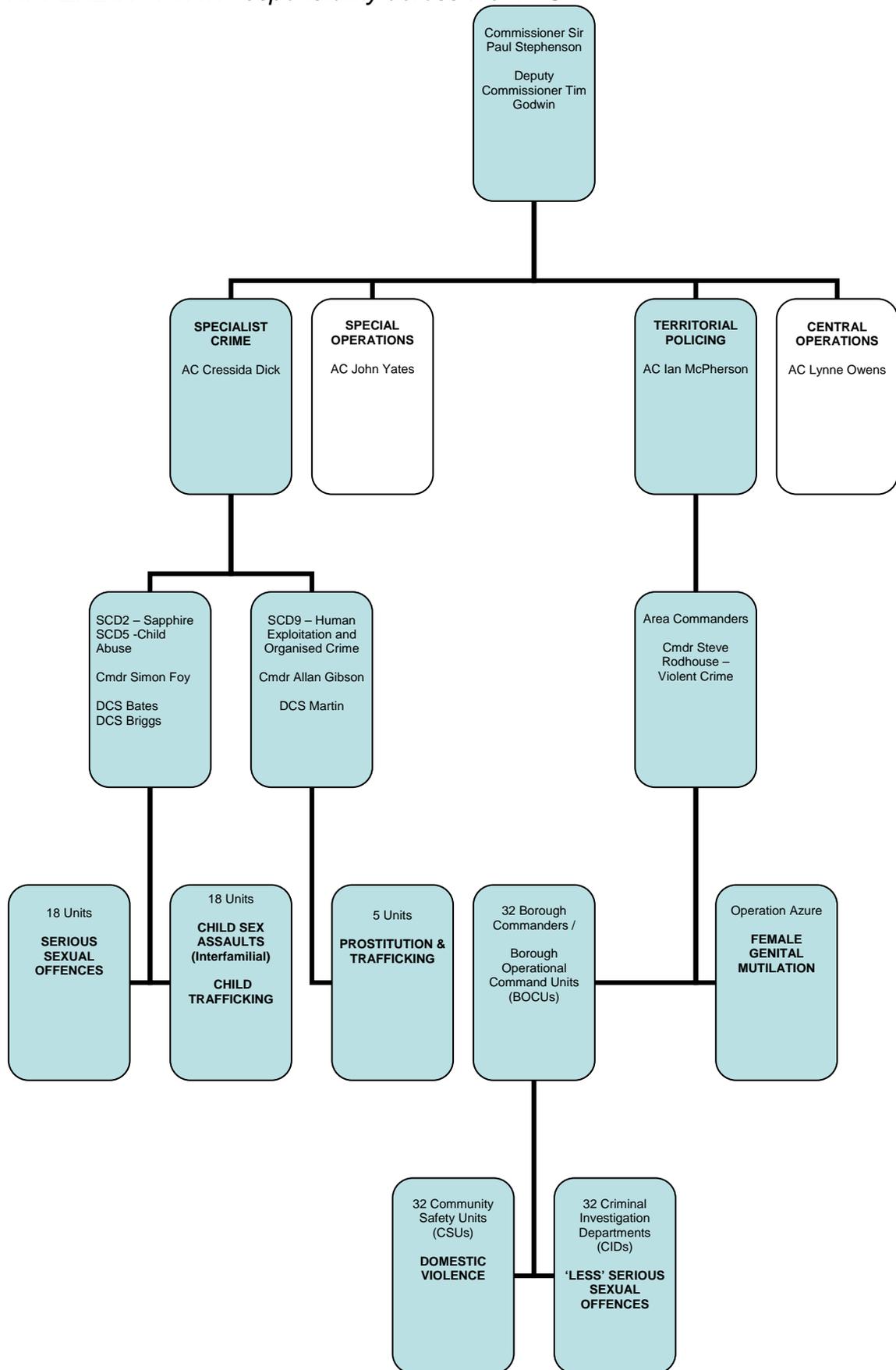
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<sup>40</sup> With match funding from the Greater London Authority.

<sup>41</sup> The Greater London Authority, Equality and Human Rights Commission, Home Office, Anti Slavery International, Eaves and London Safeguarding Children Board.

It would be misleading to suggest that the financial crisis has brought nothing but positive new ways of tackling violence against women. The reduction in funding for boroughs means services will close. Posts dedicated to domestic violence are already being lost; IDVA/ ISVA and outreach service provision reduced and even refuges closing. Without protection of these services, forward planning on the part of budget holders and cooperation between areas of London, the cost of *not* tackling violence against women will soar. We cannot afford this.

APPENDIX 1: VAW responsibility across the MPS



## *APPENDIX 2: Boroughs which presented to DSVB in 2010*

A summary of work commended and issues raised by the Domestic and Sexual Violence Board with the MPS BOCUs/ SCD2 is included below. The full follow up reports (usually provided approximately six months after the first presentation to the DSVB) are available online at [www.mpa.gov.uk/dsvb](http://www.mpa.gov.uk/dsvb)

### **Haringey were commended for;**

- The creation of a safeguarding adults coordinator in the CSU.
- The work to create a multi-agency team responding to child protection needs in the borough.
- The SD rate for BOCU sexual offences is the highest we've seen at 28%, and DV Sanction Detection rate is at 43%. DV arrest rate is above the target of 70%.
- VCOP compliance at 95%.

### **Haringey were asked to follow up on;**

- Haringey SCD2 to explore ways of integrating engagement and partnership working with existing structures, especially in relation to dealing with volume of sexual violence amongst young people. Haringey DI may wish to contact Southwark SCD2 DI who is making some progress in this area and has similar issues with young people.
- The data requested in the Commissioning Brief on the number of unsupported DV prosecutions. If these are low, to contact Barking & Dagenham to explore their practice as they had a relatively high number of unsupported prosecutions.
- Haringey BOCU to explore options for LGBT reporting including third party reporting and better partnership working with LGBT service delivery organisations within the voluntary and community sector.
- Haringey SCD2 to ensure that feedback forms are being provided to victims upon closure of the case, and include the number of forms provided in the follow-up report.
- An exploration of the high volume of MARAC cases, taking onto consideration CAADA guidance on IDVA caseloads and referral/ re-referral processes.
- An overview of the process for accessing interpreters and information on how frequently there is difficulty in accessing them and the impact of this on victims and the criminal justice process, if any. The MPA DSVB Members would be happy to follow this up at Full Authority or in another formal arena should pan-London issues be identified.

### **Barking & Dagenham were commended for;**

- The weekly roundup of outstanding suspects
- NHS involvement in domestic violence structure, including MARAC
- Exploration of education and prevention work with young people by partnership.
- Domestic violence single points of contact on each Safer Neighbourhood Team.

### **Barking & Dagenham were asked to follow up on;**

- A scoping of the proportion of sexual violence within the borough which takes place within a domestic violence relationship<sup>42</sup>. Any actions taken to tackle this should also be included.
- Feedback to the DSVB on the possibility of appointing an ISVA.
- Feedback to the DSVB on discussions with TPHQ and Lambeth to assess whether B&D can adopt Lambeth's technique for accessing feedback from victims of domestic violence.
- Provide data on the number of repeat cautions for domestic violence on the borough.
- Robustly review compliance with VCOP in relation to sexual violence and report back any improvements on VCOP.
- Critical Success Factors on successful engagement with health (see above).

**Lewisham were commended for;**

- The excellent partnership work evident throughout the report
- The inclusion of sexual violence research and service provision on the borough
- The BOCU performance in relation to domestic violence (DV) arrest rates and sanction detection rates
- The plans to develop feedback on DV police response.

**Lewisham were asked to follow up on;**

- Feedback on the reasons for the low DV repeat victimisation rate. If the reasons for this are positive (e.g. effective MARAC), then any guidance which the DSVB could share with other boroughs would be welcome. If the reasons are negative (e.g. poor first response from the police) then a clear outline of action taken to remedy this to be provided.
- An update on the exploration of BOCU no-criming rate for 'less' serious sexual offences and the incident to offence ratio, and any action taken to reduce no-criming.
- An outline of what improvements in the primary investigation guidance and practice have taken place in order to support increased likelihood of a successful victimless prosecution. Following this, an update on any successful victimless prosecutions.
- BOCU to review its contact with and intelligence about Vietnamese women working in cannabis and/ or DVD factories, and consider whether a referral to SCD9 may be necessary.
- SCD2 to explore the lack of reporting from over 60s in the borough<sup>43</sup> and identify what action (e.g. engagement with local residents through older people's charities and care homes) could be taken to ensure confidence in reporting.
- An update on the SCD2 sanction detection rate in the 6 month period since the April meeting.

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<sup>42</sup> Various research from the MPS, Refuge, and Women's Aid shows between a quarter and a half of reported rape is within domestic violence relationships.

<sup>43</sup> The MPA held a thematic meeting on this topic in July 2009. Please find attached to the accompanying email a presentation from Action on Elder Abuse. See also <http://www.mpa.gov.uk/dsvb/2009/090728/03/> for the MPS report.

- Confirmation that there have been no repeat cautions for domestic violence in the reporting period.
- Clarity on the development of an SDVC for the borough, or in partnership with Greenwich.
- Critical Success Factors on young people and sexual violence (see above).

**Waltham Forest were commended for;**

- The Domestic Violence and Sexual Violence Strategy and Gender Equality Strategy for the borough.
- Various outreach and third party reporting mechanisms.
- Development of a domestic and sexual violence counselling programme and a range of community programmes.

**Waltham Forest were asked to follow up on;**

- Waltham Forest to identify actions which will support increase of recording of LGBT DV and sex offences, and provide data for 6 months post-DSVB which evidences that these actions have been successful.
- Waltham Forest BOCU to outline how many 124Ds are dip sampled over the course of last 6 months and whether all these were fully and satisfactorily completed by response officers.
- Waltham Forest SCD2 to provide update on number of referrals to Victim Support and compare with number of reported offences, to ensure all suitable cases are referred.
- Waltham Forest to identify how the police in BOCU and SCD2 are strategically supporting the DV & SV Forum.
- Waltham Forest BOCU to outline how it uses feedback from partners to improve services.
- Waltham Forest BOCU to describe how it plans to address HBV.
- Waltham Forest to identify how successful the third party reporting sites have been in helping victims of domestic and sexual violence to report.

**Redbridge were commended for;**

- Exceeding targets for domestic violence sanction detection rate (56%) and arrest rate (76%).
- A high sanction detection rate for BOCU investigated sex offences, and planned training from SCD2 to BOCU officers.
- Plans to develop a domestic violence and sexual violence One-stop shop.
- Development of a project in which an IDVA accompanies officers to high risk cases
- The appointment of a CSU single point of contact for vulnerable adults

**Redbridge were asked to follow up on;**

- Redbridge to feedback on outcome of independent assessment, highlighting how the Victim/ Offender/ Location system improves the borough response to domestic violence and sexual violence.
- Redbridge to provide update on volume of sexual offences which may be gang-related, and any actions taken to engage with young women (e.g. through schools or through recommendations from the Female Voice in Violence report) around reporting.

- Redbridge to provide commentary on the reason for the high number of cases with multiple victims and update with any actions to be taken as a result of the analysis.

**Islington were commended for;**

- The good Domestic Violence Sanction Detection rate at 49%, within which the volume of cautions is creditably low at 40%.
- A BOCU specialist unit for non-SCD2 sex offences
- The Whittington pilot and Bronze group, among a range of positive partnership activity.
- The VAWG consultation events planned for September.
- Working groups on each of the six diversity strands.
- The efforts to ensure emergency response times to domestic violence calls are the same as for other crime types.
- A Forced Marriage and Female Genital Mutilation working group.

**Islington were asked to follow up on;**

- Islington SCD2 to share data on unsupported prosecutions, as well as the remaining missing data from report.
- Islington to link in with Westminster BOCU and share its good practice in LGBT liaison and engagement. Islington should also adopt the practice in Westminster around improving LGBT recording and feedback on the success of this.
- Outline any early evidence of cost benefit of Whittington pilot project and positive outcomes on safety, health, repeat victimisation, etc. MPA to share with health partners through London VAW Panel.
- Feedback on the success of the LGBT/ Safeguarding Adults phone number pilot
- Critical Success Factors on borough sexual offences investigation unit (see above).

**Westminster were commended for;**

- Good Domestic Violence arrest rate (83%) and SD rate (58%).
- The excellent VCOP compliance rate of 98%.
- Training planned for reception officers on trafficking
- VAW is a priority for the Safer Westminster Partnership, and funding for services is protected by mainstreaming service provision into core funding.
- Local support services feed into CSU training days, positive working relationships, and survivors are supported by the CSU to attend peer support groups.

**Westminster were asked to follow up on;**

- Westminster BOCU to confirm there have been no repeat cautions for domestic violence.
- Westminster BOCU to update the DSVB on any action taken to tackle the low number of unsupported prosecutions (see Lambeth follow up report).
- Westminster SCD2 to feedback on the continued improvement in sanction detections for all sexual offences, not just those categorised as Stranger 1 offences.

- Westminster SCD2 to explore and feedback why there may be fewer rape reports from victims aged under 18 than might be expected from the MPS average.
- Westminster SCD2 to explore further the ethnic imbalance and feedback any findings as to why recorded victim ethnicity is two thirds white and perpetrator ethnicity is two thirds black.
- Westminster BOCU and Westminster SCD2 to feedback on the impact of intrusive supervision around LGBT flagging.
- Westminster to outline how the Safer Westminster Partnership worked together to mainstream services and protect them from cuts in grant funding.

**Hounslow were commended for;**

- 99% compliance with Victims Code of Practice.
- Proactive risk management work when offenders are released from prison.
- The presence on the borough of a domestic violence and substance misuse group, sexual violence focus groups and the development of a Multi-agency violence against women and girls strategy.

**Hounslow were asked to follow up on;**

- Hounslow BOCU to take up the offer from Haringey Domestic Violence Coordinator to discuss the establishment of a MARAC steering group and feedback on outcomes.
- Hounslow SCD2 to feedback on outcomes from the sexual violence focus groups and the response to Female Genital Mutilation on the borough.
- Hounslow BOCU to contact Hillingdon BOCU to explore good practice around repeat victimisation.
- Hounslow BOCU to quantify any increase in reporting from the Somali community following engagement activity.
- Hounslow BOCU to outline the impact of the new camera equipment and any subsequent outcome on successful prosecutions.

**Hillingdon were commended for;**

- Excellent work to reduce domestic violence repeat victimisation
- Interesting projects on the borough including the work at Heathrow on trafficking and FGM, missing children with the Public Protection Desk and the links between prison releases and high risk DV perpetrators are all very positive.
- The pilot of a Safeguarding Adults Unit in the CSU.
- Positive feedback to an SCD2 DS for 'going the extra mile to be supportive'.
- The appointment of an SCD2 LGBT liaison officer.

**Hillingdon were asked to follow up on;**

- Hillingdon SCD2 to provide the No-Crimed and Crime-related Incident data for the reporting period separately.
- Hillingdon BOCU to feedback on successes and any learning from the Safeguarding Adults pilot.

- Hillingdon BOCU to confirm all CSU officers have received Every Child Matters training.
- Hillingdon BOCU to identify whether any repeat cautions had been administered during the reporting period.
- Critical Success Factors on the reduction of repeat victimisation and compliance with completion of 124D's (NOTE: these will be shared in the DSVB Final Report published in 2011).

*APPENDIX 3: Domestic and Sexual Violence Board Commissioning Brief  
(example)*



**Metropolitan Police Authority**

*A report is required which:*

Gives members of the MPA Domestic and Sexual Violence Board information on SCD2 / the BOCU's work to:

- Keep survivors safe
- Tackle domestic and sexual violence
- Hold offenders to account
- Bring offences to justice
- Increase reporting of domestic and sexual violence
- Maintain work in partnership with organisations and communities to continuously improve the MPS response to domestic and sexual violence

*The brief is not intended to replace the professional judgment of report writers and managers. For further advice on the format, content and distribution of Authority reports please contact the MPA officer named below.*

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**Section A: ADMINISTRATION DETAILS**

MPA committee / date:	MPA Domestic and Sexual Violence Board 16 <sup>th</sup> November
Open or exempt item:	Open
Draft with MPA by:	1 <sup>st</sup> November
Final report with MPA by:	9 <sup>th</sup> November
Maximum report length:	15 pages (excluding appendices)
MPA officer:	<i>Lynne Abrams</i> Tel        57163

Notes:                                      Any tables, graphs or diagrams are inappropriate and that any data must be presented in word form, with the exception of section B1.

Reports must include a section on equality and diversity.

**Support to (B)OCUs and SCD2 will be provided by:**

- ***MPS Violent Crime Directorate:***  
DS Sharon Stratton, Community Safety Unit Delivery Team  
Violent Crime Directorate, Territorial Policing  
Tel: 0207 321 7007 (internal 49007)

- **MPS Performance Directorate/ PIB:**  
Performance Directorate Helpdesk  
Tel: 0207 161 3131 (internal 783131)
- **MPA Public Protection Policy Officer:**  
Lynne Abrams, Oversight and Review Unit  
Tel: 020 7202 0163 (internal 57163)  
Email: [Lynne.Abrams@mpa.gov.uk](mailto:Lynne.Abrams@mpa.gov.uk)

## Section B: SPECIFIC REQUIREMENTS

**Specifically the Domestic and Sexual Violence Board would like the following information included in the report:**

**B1: Data for a) Domestic Violence and b) Serious sexual offences (including rape) investigated by SCD2 and c) Sexual offences investigated by (B)OCU (or non-SCD2 offences).**

Number of incidents flagged separately as domestic violence and serious sexual offences<sup>44</sup>?

Number of crimes flagged separately as domestic violence and serious sexual offences?

Number of crimes flagged as both domestic violence and serious sexual offences?

Number of crimes representing repeat victimisation?

Number of un-supported domestic violence prosecutions?

Number of crimes also 'flagged' as 'honour'-based violence and / or forced marriage?

Sanction detection rate for domestic violence and serious sexual offences

Number of sexual offences investigated by (B)OCU (post-SCD2 implementation)

Sanction detection rate for sexual offences investigated by (B)OCU (post-SCD2 implementation)

Number of sanction detections which are cautions.

Number of serious sexual violence cases which are not-crimes or crime-related incidents?

Number of cases of serious sexual violence which are referred to the Havens?

Number of domestic violence homicides over the last 12 months.

Number of posts (including administrative support) within the Community Safety Unit (CSU) and Sapphire Unit, and the number of vacant posts?

Number of officers and staff are currently trained in a) Child protection? b) 'Honour'-based violence and forced marriage? c) Stalking and harassment? d) Victim care? e) Sexual offences investigation f) domestic violence

Number of cases of domestic violence and serious sexual offences<sup>45</sup> withdrawn (attrition)?

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<sup>44</sup> For the purposes of data collection for the DSVB, serious sexual offences comprises rape, sexual assault by penetration, causing a person to engage in sexual activity, and any attempt to commit any of the above relating to victims over the age of 16. See Section F for CRIS codes.

Number of feedback forms distributed to victims by Sapphire Team?  
Can this above data be presented according to the identity of survivors and offenders/ staff and officers in terms of equality categories (where available) i.e.:  
Age, gender, disability, race, religion &/or belief and sexual orientation<sup>46</sup>

## **B2: Policy compliance and quality assurance**

- How does the (B)OCU and SCD2 use risk assessment and risk management tools to ensure victims/ survivors are made safer, and that perpetrators are made accountable for their behaviour?
- What work is being done to ensure that the 124D (or DASH 2008) form is being used consistently across the borough in 100% of domestic violence cases and that the information it collects is being entered onto the relevant MPS IT systems e.g. CRIS, MERLIN, and CRIMINT?
- How does SCD2/ the (B)OCU respond to cases of sexual and/ or domestic violence in which there are police officers or staff involved, or counter-allegations, multiple victims or multiple perpetrators? How many of these are there?

## **B3: Partnership working and Crime and Disorder Reduction Partnerships (CDRP)**

- What is the proportion of funding dedicated to tackling domestic and sexual violence from within the overall CDRP budget?
- Is domestic violence and sexual violence considered as part of the annual Strategic Assessment? Has domestic and sexual violence been identified as a priority within the Partnership Plan? Are there any CDRP domestic and/ or sexual violence projects in progress?
- How does the (B)OCU and SCD2 work in partnership with voluntary and statutory sector agencies locally? What training is delivered in partnership with the community?
- Are there any police or partnership initiatives to tackle Violence Against Women? E.g. looking at trafficking and/or prostitution, sexual exploitation of girls in gangs, forced marriage, etc.

## **B4: Work with victims and communities**

- How does the (B)OCU and SCD2 monitor service user satisfaction and/ or seek feedback from victims/survivors of domestic and sexual violence, and then integrate any improvements into policy and practice?
- How does the (B)OCU and SCD2 ensure compliance with the Victims Code of Practice and that victims are provided with regular updates on cases and informed quickly of any changes or decisions (particularly those which may impact on their safety e.g. release on bail)?
- How does the (B)OCU and SCD2 build trust and confidence with hard-to-reach communities, particularly around sensitive cultural issues such as forced marriage and 'honour'-based violence?

## **B5: Organisational Improvement**

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<sup>46</sup> It is recognised that sexual orientation is not recorded as standard, but data should be accessible through use of the DI Flag for LGBT (this may only apply to domestic violence).

- Where there have been recommendations from homicide reviews or serious case reviews, what are they and how have they been implemented?
- How have close working practices been maintained between SCD2 and the (B)OCU?
- Where there have been cases of 'honour'-based Violence, has the HBV Action Plan proved fit for purpose? If not, how could it be improved?
- What have been the successes and areas for improvement of Public Protection Desks?
- What single improvement do the BOCU think the Metropolitan Police Service could make which would greatly improve the response to a) domestic and b) sexual violence locally?
- What do you think the MPA Domestic and Sexual Violence Board and its Members could do to help or support SCD2 / the (B)OCU in dealing with domestic and/or sexual violence?

#### *Appendix 4: Glossary*

AEIU – Abusive and Extreme Images Unit  
BOCU – Borough Operational Command Unit  
CID – Criminal Investigation Department  
CRI – Crime-Related Incident  
CRIS – Crime Recording Information System  
CSU – Community Safety Unit  
DV – Domestic Violence  
FGM – Female Genital Mutilation  
HBV – (so-called) ‘Honour’-Based Violence  
IDVA - Independent Domestic Violence Advocate  
ISVA – Independent Sexual Violence Advocate  
LGBT – Lesbian Gay Bisexual and Transgender  
MARAC – Multi Agency Risk Assessment Conference  
PDR – Personal Development Review  
PIB – Performance Information Bureau  
SCD – Specialist Crime Directorate  
SOIT – Sexual Offences Investigation Trained  
SOP – Standard Operating Procedure  
SSO – Serious Sexual Offences  
SV – Sexual Violence  
VAW – Violence Against Women  
VCOP – Victims Code of Practice