



Metropolitan Police Authority

**Metropolitan Police Authority Domestic Violence Board
6 February 2007**

Minutes of the Meeting

Introductions

Board Members

Cindy Butts, Deputy Chair of MPA (*Co-Chair*)
Anni Marjoram, Mayor's Advisor – Women's Issues, GLA
Anthony Wills, Partnership Officer (DV), Local Government Association
Hilary McCollum, Director, Social Policy & Grants (Children & Domestic Violence Lead),
London Councils
Doreen Sangster Government Office for London
Joanne Creighton Greater London Domestic Violence Project

MPS

Rose Fitzpatrick, Deputy Assistant Commissioner, Territorial Policing
Gerry Campbell, Detective Chief Inspector, Violent Crime Directorate
Yasmin Rehman, Director of Partnerships and Diversity, Violent Crime Directorate
Glen Lloyd, Violent Crime Directorate

MPA

Gemma Deadman, Planning & Performance Unit
Laurence Gouldbourne, Head of Race & Diversity
Hamida Ali, Policy Development Officer, Race & Diversity Unit
Sarah Jones, Independent Minute Taker

Other Attendees

Beryl Foster, Director, Standing Together
Michael Verrier, Broken Rainbow LGBT Domestic Violence Service UK
Dr Pauline Magowan, Independent & Contract Researcher on Disability and Domestic
Violence, School for Policy Studies, University of Bristol
Vicky Kielinger, Senior Criminologist, Metropolitan Police Service
Susan Paterson, Senior Criminologist, Metropolitan Police Service
Mark Coulter, Project Co-ordinator, Men's Advice Line
Sandra Lewin, Domestic Violence Co-ordinator, Hertfordshire Constabulary
Detective Chief Inspector Fiona Gaskell, Crime Management Department, Hertfordshire
Constabulary
Deirdre Cregan, Domestic Violence Co-ordinator, Haringey Council
David Gaywood, Domestic Violence Co-ordinator, Safer Bromley Partnership
Linda Regan, Senior Research Officer, Child and Woman Abuse Studies Unit, London
Metropolitan University
Tarjinder Sehanger, Domestic Violence Co-ordinator, Havering Council
Caitriona Scanlan, Domestic Violence Strategy & Services Manager, Camden Council
Natalia Dawkins, Assistant Chief Executive of Domestic Violence Services, Eaves Housing
Professor Betsy Stanko, Senior Advisor, Strategy Unit, Metropolitan Police Service



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Juliette Taylor, Partnership Officer, London Borough of Richmond Upon Thames
Sandra Horley, CEO, Refuge
Mee Cheuk, Domestic Violence Co-ordinator, London Borough of Waltham Forest
Emma Davies, City of London Corporation (11:20 – 15:30)
Manju Lukhman, Domestic Violence Co-ordinator, Domestic Violence and Hate Crime Manager, London Borough of Newham
Margaret Hallah, Domestic Violence Prevention Co-ordinator, London Borough of Hammersmith and Fulham
Nicola Sharp, Policy Manager, Refuge
Elizabeth Harrison, Haven Manager, The Haven Whitechapel
Denise Milani, Deputy Director: Diversity & Citizen Focus, MPS
Neil Blacklock, Acting Director, Respect
Jenny Iliff, DV Coordinator, Wandsworth Council
Kelly Whitehead, DV Coordinator, Kingston Council
Minu Patel, DV Co-ordinator, Merton
Suzan Fearon, DV Co-ordinator, Victim Support Wandsworth
Anthony Wills, Chief Executive, Standing Together Against DV
Charlene Dituzolele (?) Work Placement, Standing Together Against DV
Penny Kennedy, Services Manager, dvp
Helen Bowes, Community Safety Team, GLA
Rachael Cross, Training Officer, VSL
Deborah McIlveen, National Services Development Manager, Women's Aid
Kim Webster

Apologies

Baroness Helena Kennedy QC
Aneeta Prem, MPA Magistrate Member
Elizabeth Howlett, MPA London Assembly Member
Kirsten Hearn, MPA Independent Member
Dru Sharpling, Chief Crown Prosecutor, CPS London & London Criminal Justice (LCJB) representative
Roger King, Director of Crime and Drugs Division, Government office for London
Commander Steve Allen, Commander Violent Crime Directorate

Minutes of Previous Meeting 19th September 2006

1. Page 8, Para 27. Hamida asked for clarity around what Phil Kaye meant by *he is aware that the SLA has been suspended between the CPS and Emerald*. Sue Jacobs had said that a caution for DV cases should be referred to the CPS under that SLA.
2. Gerry said that there had been a discussion particularly around the Tower Hamlets presentation around the proportionality of cautions. While it was the case that there had been a previous SLA, this had been suspended in agreement with the MPS and CPS London due to concerns it conflicted with the Director of Public Prosecutions guidance on statutory charging. The SLA remains suspended until the CPS remedies the issues in terms of the DPP's guidance.



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3. Anni said the SLA was one of the first of its kind and took forward the problems between the MPS and the CPS. Anni asked whether there was any timescale for a CPS decision on this? Anni also asked whether there would be a renegotiation of the SLA? Gerry said the SLA poses no problems when officers are dealing with CPS London prosecutors but that the difficulty arises when officers are liaising with CPS directly over the telephone outside office hours and are engaging with CPS lawyers from across England and Wales where the SLA is then not in operation and advice conflicts with that of CPS London lawyers. Gerry said his team have met with the CPS and reinitiated discussion around the issue. However, the CPS need to have an internal discussion in terms the Director's guidance. Anni stated that this was another example of a successful London pilot, not progressing because of the implications nationwide.

4. Anthony said the timescale was a concern and that that a lot of things appeared to be on going. He asked whether we are leaving people at risk whilst all these discussions are ongoing Gerry reported that the SLA had been suspended for approximately 6 months. Gerry said he did not think that victims are being left at risk. The volume of perpetrators brought to justice had substantially increased. The sanction detection rate was now 36.6%. Gerry accepted the issue around adult cautions but there was an independent objective system in place for the authority which is required before a perpetrator is cautioned. There is no policy for repeat cautioning of adult DV perpetrators. All boroughs have multi agency risk management processes in place for high risk DV perpetrators and victims. The volume of repeat victimisation has decreased and the DV homicide rate has halved since 2006.

5. Anthony agreed the MPS has changed in its approach to DV. Anthony said he feels we need to review cautioning more thoroughly because experience shows that once a DV case reaches the police it is usually already a repeat case. DV is a specific issue requiring a different approach to cautioning. Gerry said he is now looking at quality issues although that there are instances where an adult caution is appropriate when looking at the relationships between perpetrators and their victims, but acknowledged these should be used sparingly and only in appropriate circumstances.

Rose said it was difficult to have this conversation without CPS involvement and asked if the debate would be reflected back to the CPS.

6. Cindy proposed that the Board require a fuller breakdown of what is going on, and the specific issues relating to the SLA, including timescales. We need to know possible implications at borough level. Cindy suggested leaving the issue of cautioning out as it is a separate issue that needs more time spent on it. Cindy requested that it be put on the agenda for the next meeting. Cindy asked the MPS for a short briefing note via e-mail by the end of the next week.

ACTION: HA & MPS

Rose said there would not be enough time to contact all the boroughs in one week and asked whether the Board wanted just statistics? Cindy said she would like to see the possible implications of the data. Anni said this briefing might allow the Board to take the issue further with the CPS.

7. Hamida said the CPS is usually represented by Dru Sharpling on this Board but unfortunately she was not able to attend. Sue Jacobs attended on behalf of Dru at the last



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meeting but no one was nominated to attend today. Anni suggested Cindy send a letter to the CPS requesting a representative from the CPS at every Board meeting.

8. Page 18, Para 83. Cindy asked Gerry to confirm that the sentence “*after street crime DV is a main area of accountability threaded through most meetings the Borough Commander or management team*” refers to Link Commanders meetings?

Gerry stated that this refers to a wider range of performance accountability. Street crime is a principle priority for the MPS at the moment but DV crime shares this level of priority.

Cindy said she had attended two link meetings with borough commanders and had not heard DV mentioned.

Anthony said street crime figures were 5% of crime figures and DV figures were 6% and that we know from the British Crime survey that only 40% of DV crime is reported. He stated that it seemed an interesting statistic in terms of priorities.

Rose said she had chaired a performance meeting looking at targets for 2008. The data looks at the volume of crime and hate crime in slightly different sections but side by side. Rose said she is disappointed to hear Cindy’s comments on link meetings and that the MPS are trying to introduce a performance regime where link commanders approach this in the same way as the MPS do corporately. If they do not have the data to do this then this is an issue Rose needed to pick up.

Cindy said that to be fair, when she attended a borough performance priority setting meeting DV was considered. However the processes from the centre needs to be improved so that more time can be spent on DV crime in boroughs.

9. Anni reported that the Mayor continues to lobby on DV with the Home Secretary and ministers in terms of having national performance indicators set because this is not happening outside London. The only way to drive the agenda for DV forward is to force the issue through performance indicators.

Borough Progress Reports

10. Hamida said boroughs are invited to provide an update on the issues raised at their presentation to the Board. Hamida suggested that at the 1st anniversary of the Boards inception in June it could revisit the 6 boroughs that have presented to see if there is any further best practice they would like to raise and then publish this in the annual report.

Brent

11. Anni said that there was a drop in the number of offences reported by Brent and asked if this had been addressed in their progress report?

Hamida said this issue had not been addressed. The issue of how Brent were involving disabled people experiencing DV crime was looked at and they have reported that they have added a local flagging system which is communicating information on disabled victims of DV



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to response officers. They have been involving local organisations through the borough Independent Advisory Group in response to issues we had raised.

12. Gerry said Brent had significantly improved since their presentation and now has a 32% sanction detection rate. Further, since April 2004 there were 64 victims of crime where the victim has a disability. Of the 64 crimes, 5 involved DV crime. Brent have engaged with local partners who provide services to disabled people. They have a bespoke local flag to identify disabled victims of crime. Some good practice from Brent has been shared with other boroughs such as managing vulnerable adults as victims or witnesses. The effective use of ASBOs for repeat DV perpetrators has also been shared. The decrease in the volume of offences reported is replicated across several boroughs. The Strategy Modernisation Performance Directorate is looking into this to gain an understanding of why this is.

Gerry said the MPS continue to search for a solution to the current crime reporting system. He stated that they want to extrapolate meaningful equalities data from the system. For example there are currently 23 flags used for DV and hate crime and this number means there are some omissions. Some fields are mandatory whereas others are not. Roll out number of eleven of the Crime Reporting Information System (CRIS) will include the points that have been raised by this and other MPA Boards and there was not an exact timeline for this work.

13. Anthony wanted to point out that Brent were the only ones to apply and be selected for a Specialist DV Court and that they should be recognised for their work on this.

Anni added that DV courts will have a spotlight on them as everyone will want to know the impact they are having. Anni said the boroughs should be aware that the local press will be watching as well as local NGO's so they need to get it right.

Cindy said she would like to send the Board's congratulations to Brent. The Board will be interested to see how the Specialist DV court progresses.

14. Cindy asked what the Violent Crime Directorate's position is on Multi-Agency Risk Assessment Conferencing (MARACs) and if it can be replicated. Gerry said that MARAC emanates from Cardiff but that it has been difficult to install this model in 32 boroughs, especially when they don't all have Specialist DV courts. The MPS are piloting risk assessment panels (RAMPs) in 6 boroughs. MARAC is bespoke to domestic violence whereas the risk assessment panels run across all crime. The vast majority of boroughs do replicate MARAC and similar risk assessment management models.

Anthony said the Cardiff MARAC can be taken and developed in boroughs that do not have a specialist DV court but that you do need the commitment from partners and the MPA need to push to ensure partners are on board.

Gerry agreed. He added that the volume of crime would be different. Hilary asked why the volume would be different in London than Cardiff. Does London have a more intense DV problem?

Gerry said he thought London had a higher concentration of DV crime than Cardiff around high risk repeat victims.



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Hilary said that if this is true then we need to do more to substantiate why this is true and work out what needs to be done about it in London. We need to be able to argue for more resources to tackle this problem in London.

Anthony said that very few London boroughs have a population bigger than Cardiff. Does this scale make MARAC unachievable?

15. Doreen informed the Board that Newham have set up a MARAC but do not have a specialist DV court and that they have linked it with the MAPPA processes as well.

16. Gerry said there are common links between risk management processes crossing over into MAPPA arrangements. The Violent Crime Directorate has a National Intelligence Model compliant meeting structure. The Daily Management structure uses overnight intelligence to identify the highest risk cases and ensure an appropriate level of service is delivered. Gerry said the pilot schemes are very much in their infancy and that they need to be in operation for 12 months in order to collate meaningful data.

Strand 4 of UMBRA (looking at perpetrator management) met last week where risk assessment models were discussed. Gerry stated that the group would make recommendations on the way forward.

17. Doreen said that the Home Office are looking at MARAC as the potential national model and so this should be monitored.

Cindy requested that the Board is kept abreast of this work.

ACTION: MPS

Tower Hamlets

18. Hamida stated that the main issue she wanted to pick up was cautions. She stated she would also like to discuss the suspension of the Service Level Agreement with the CPS.

The Tower Hamlets report stated that cases involving repeat victims and / or perpetrators would not be suitable for a caution. Hamida said that there might be incidents which may have a violent history. Equally a first reported offence does not necessarily constitute a first occurrence. Hamida added that she was conscious that cautions are an issue across the MPS and not specific to Tower Hamlets.

Gerry said the caution rate across the boroughs is approximately 51%. More bespoke to Tower Hamlets is a charge rate of 18.3% where the MPS average is 17%. This is an issue that continues to be raised with boroughs.

19. Anthony said he was surprised that Tower Hamlets state in their report that 255 of DV crime is non-intimate partner related. This seems very high. Is there something to be learnt from this?



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Gerry said that the Board discussed the rationale for the use of cautioning at the previous meeting where the example of sibling violence was given. Tower Hamlets have sought to break down the victim/suspect relationship codes.

Rose said that if you take non-intimate to mean non-sexual relationships either current or past then 25% would be a correct figure.

Hilary said this is a problem faced by the Home Office. Gender neutral relationship definitions do not add clarity to how agencies should operate.

Gerry said we are referring to the ACPO DV definition which has been adopted by Government. The Community Safety Units work to this definition but if the relationship falls outside this definition then there is responsibility and accountability for the Borough Crime Manager at Detective Chief Inspector level and at a corporate level to ensure that an offence which falls outside the definition can be sent back to the Community Safety Unit for a more appropriate and qualified investigator to deal with.

20. Anni said she did not feel the Board was given the answers it was looking for during Tower Hamlets' presentation. What specific measures are being taken in this complex borough around the issue of familial violence and extended family violence? Is there a priority to engage with communities, e.g. Bangladeshi communities, making up the bulk of the residents?

Gerry said that the Board's comments would be taken back to the boroughs and that he knew that the borough had a good level of community engagement.

21. Cindy said that Tower Hamlets could not readily give the Board an appraisal of what action they were taking around community engagement and how it relates to DV crime and the Board would be asking for a clearer understanding of what is being done.

ACTION: MPS

Project Umbra

22. Gerry understood that the Board had concerns around the progress of Project UMBRA and MPS commitment to it. Gerry was appointed temporary project manager in Yasmin Rehmans's absence.

Having conducted a review Gerry stated that the main issue was resourcing of the project. Gerry stated that this has been addressed and there were now 1.5 members of staff providing administrative support to the project manager to service the six strand working groups. A resources plan and a communications strategy had been developed and an Equality Impact Assessment had also been commissioned.

5 strand working groups were up and running. The 6th strand working group on Domestic Homicide Reviews was due to meet for the first time on 14th February.

Gerry said that Project Umbra had been re energised and re-focused with a clear commitment to take the project forward across the 6 strands

23. Yasmin reported that she had met with Andrew Morley to discuss Project Umbra. Yasmin agreed that resourcing was an issue but she feels the issues go wider than within the MPS. Project Umbra was commissioned by the London Criminal Justice Board and is a multi-agency initiative. The MPS need buy in from the other components of the criminal justice system and the Police are just one part of that. Andrew had agreed to ensure that London Probation and the Prison Service and others were on board to drive the project forward. This will require help in terms of resources either for administration or commissioning pieces of work. Yasmin said that she and Julia Flower would like to review the project to see how it sits in terms of the Violent Crime Directorate's work, and the work that the MPS are doing as an organisation to ensure it is fed back through the London Criminal Justice Board. Steve Allen has also requested that Yasmin takes forward the development of a 'violence against women' strategy. Umbra, Sapphire and Child Protection will be key to this work

24. Anni said the MPA's Equal Opportunities and Diversity Board meeting in November had introduced more resources to Project Umbra. Anni said she was pleased that Andrew Morley and the Criminal Justice Board were encompassing the development of the strategy against violence against women.

Anni said there needs to be a robust discussion with those partners who are not sending representatives to meetings or filling in their annual reports for the Mayor.

25. Hilary referred to Steve Allen's letter where it discusses resources for the Violent Crime Directorate but without stating the overall resources and therefore it is hard to get a sense if the right resources are allocated: "*The staff currently devoted to DV is only 1 DS and 2 DCs (a further DC position has been authorised for recruitment).*" Hilary asked how much of the overall VCD resources do those posts represent?

Gerry said the Violent Crime Directorate is made up of several different disciplines. Operation Jigsaw, Operation Sapphire, Operation Compass and the Community Safety Unit Service Delivery Team. Steve Allen's letter that Hilary referred to is about the Community Safety Unit Service Delivery Team. That team is sub divided and split because of responsibilities around domestic violence and hate crime. When it comes to high risk intervention and policy development there is work right across the VCD around delivery so the resources of the wider violent crime directorate are used to conduct these interventions.

Hilary said that resources were still not transparent. Hilary said that she feels some of the strands are moving in the right direction but that some of them have stalled, e.g. the strand working group on children. Strand 6 on Domestic Violence Homicide has too narrow a focus in terms of membership with too few resources.

26. Anthony said that while the original people involved in Project Umbra have maintained their involvement despite the feeling of inertia if the project is not now driven forward then all this good work will disappear. Anthony was concerned over the MPS' apparent desire to control Strand 6 centrally, whereas a local focus is also necessary.

Gerry said the MPS wanted to galvanise energy and commitment to Project Umbra further. Strand 6 held its first meeting on the 14th February. and is still at the developmental stage.



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Gerry recognised that ownership has to remain with the 32 boroughs and extend to the wider Crime and Disorder Reduction Partnership.

27. Cindy said the Board accepted that Project Umbra was a team effort in terms of resources but that the project needs to be the engine that drives everything not just in terms of the boroughs but what happens corporately. Is the project properly resourced to carry out this crucial role?

28. Joanne acknowledged the MPS encouragement of active membership and participation within the strands but that there were still some gaps. Joanne drew attention to the draft communication strategy and asked for clarification around when they could expect this to be finalised and published. Also when might the equalities impact assessments be completed?

Gerry said the document was draft and had been circulated at the London Domestic Violence Forum. Their closing date for submissions was the 25th of January. Gerry said would resubmit a draft to the steering group for ratification. Gerry suggested it would be ready for re submission in the next two weeks.

29. Cindy said she wanted to recognise the good work project Umbra had achieved. The Board needed to recognise this is about the journey travelled, but that the momentum must not be lost. Cindy thanked Gerry for the detailed report and requested that the Board is kept informed of developments, in particular with Strand 6.

Points 30-44 centred around a discussion on 'Disproportionality on the grounds of Ethnicity of Victims of Domestic Violence Homicide Reviews'. However as the relevant report was marked confidential this section of the minutes is available only to Board members. The Board is currently gathering further information and the issue of disproportionality will be revisited in the future.

THE COMMUNITY SESSION

Domestic Violence Training within the MPS

45. Glen Lloyed introduced this report. He explained that training needs to be specific to the relevant people who deal with DV crime in different roles and at different levels. Some of the training is mandatory and some of it is bespoke to role. The majority of training comes from the mandatory Constable to Inspector training developed in partnership with partners. The drive behind this was the introduction of the form 124D. At the end of December 2006 almost 90% of all officers from Constable to Inspector rank had been trained. In May 2006 a similar package was introduced to recruit training.

46. Further into the probation period of a new officer they receive input on DV around same sex relationships, violence in the name of honour and forced marriages.

47. Glen said the MPS are looking to develop training for Safer Neighbourhood Teams including PCSOs, PCs and Supervisors. This is still at the consultation stage but hopefully will be introduced soon.



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48. Secondary investigators who work on community safety units are also trained. They receive a 5-day course at the Crime Academy which has an input from police officers, experienced detectives and partners including statutory and non government organisation partners. The course further develops issues around power and control, managing serious crime investigations and the investigation of hate crime.

49. It is recognised that some of the CSU staff may not be in post for a significant amount of time to warrant a week-long course. A one day awareness training day at the Crime Academy is delivered by the same detectives that deliver the 5-day course.

50. Last year the CSU introduced a 5-day Achieving Best evidence Course. This enables officers to interview vulnerable witnesses and victims. It informs them how to use visually recorded interviews as 'evidence in chief' for court cases.

51. It is recognised that officers will come into contact with DV in various guises and in the context of other criminality. Awareness is built into other aspects of detective training courses so that they can recognise DV, its risk factors and conduct advanced evidence gathering.

52. The rest of the training delivered is more bespoke to police staff including crime scene investigators, criminal justice witness support officers and C3i call handlers. The MPS is changing its call handling system from a computer aided despatch system to a call centre approach so there has been a hand over and development around call handling training and domestic violence.

53. The MPS are working with the Leadership Academy to develop training for sergeants and inspectors. They are also working with the Crime Academy on DV training for detective sergeants and detective inspectors.

54. The MPS are hoping to introduce a virtual crime academy to give a basic guide to DV investigation. There are 6 weekly Detective Inspector meetings where they have an input to new learning around DV crime and they are expected to take this information back to their Community Safety Unit, front line officers and senior management teams.

Questions and Comments

55. Anthony said the improving statistics would seem to indicate that the training for front line officers is effective. However, there are issues around the leadership of the MPS. Have chief inspectors and above had any of the kind of training we have discussed? If one of the reasons that DV crime does not get the priority that it should is that there may be a lack of leadership then perhaps senior management teams should receive training as well as the Association of Chief Police Officers (ACPO) teams.

Gerry said there are three levels of leadership. Front line leadership from sergeants and inspectors. The middle tier of SMT, chief inspectors, superintendents and chief superintendents. The third tier is ACPO and ACPO officers. Constables to inspectors already receive mandatory 1-day training. There is also work planned with the Leadership Academy for sergeants and inspectors. Sergeants and inspectors have clear responsibility and accountability for the intrusive management of front line officers and how they investigate DV incidents. Detective inspectors and detective chief inspectors have a key role to play handling



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high-risk cases. We need to ensure they can make the links across violent crime within a DV context and understand what risk assessment really means. Some borough SMTs have voluntarily parachuted themselves into the mandatory DV sessions but Gerry said he accepted that there potentially needs to be further involvement of them in terms of training.

56. Anni asked if the gap has been breached between highly trained and skilled specialist officers and the front line officers. Anni said she does not feel the two are perhaps as close as we would like. Anni agreed that the further up the chain of command you go the more it is about attitudes and priorities and the right messages filtering down.

Anni also said that the quality of training is an issue. After the publication of the Stephen Lawrence Inquiry report the whole of the MPS had been put through race awareness training designed to solve the problem. The quality of training and how it is delivered however is a key point. Senior officers should be involved in training to inject a sense of importance.

Glen agreed that there was a gap between the knowledge of front line officers and that of specialist investigators. The MPS has piloted a one-day course for section sergeants to try and close this gap. They are working with the Territorial Policing training manager to ensure this is a mandatory course for all section sergeants who are responsible for front line officers and front line station reception staff.

57. Gerry said this should not be a numbers game of how many staff are trained. The recruit training package has been rewritten. The trainers have been trained and their presentation to the recruits has been quality assured by his team.

In February and March there will be further training of the DV trainers who will role out the mandatory training across the boroughs. This involves multi-agency partnerships. How this training is delivered will be further quality assured by Gerry's team as an ongoing process.

58. Beryl Foster asked if training for officers on the boroughs is considered. Also, training must be led from the top down and borough commanders must be seen to endorse it. Gerry agreed visible leadership is important. It depends if borough commanders understand the importance of the training.

59. Cindy asked if there will be a consolidation of training as opposed to any additional training?

Glen said there is now only a small number of TP staff that have not been trained. Recruits coming out of training school are now DV trained, whereas prior to May 2006 this was not happening and the emphasis was on the boroughs to train the new recruits on the base elements of power control and DV assessment. This has closed the gap and the focus is on the 10% who have not been DV trained.

60. Pauline Magowan said that quality of training is of huge importance. Often when high ranks receive the training it is not fed down.

Pauline added that disabled women are twice as likely to experience DV as non-disabled women. They experience it within a wider context including carers in the home. They are also likely to experience more prolonged damage due to being in an abusive relationship for

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longer. There are very few arenas for disabled women to approach if they are victims of DV and the police are often the first port of call so good training is key.

Glen agreed that front line officers have to have an awareness of issues around disability, however, it is the secondary investigators that the MPS invest time in training in-depth on DV issues. Glen said that if training is over complicated to front line officers or staff it inhibits them rather than enabling them because they become overwhelmed with knowledge.

61. Anthony agreed with Anni that there seems to be a habit in the MPS to deliver training, think that the job is done and yet the culture has not changed. We need to change the culture of an organisation that has not dealt with the issue of DV effectively in the past. There is a long way to go to reach those front line officers who are living in the 'old world'.

Gerry agreed that senior officers need to make the link between DV crime and other crime and that the mindset issue is a major battle.

62. Dave Gaywood said he had been closely involved in the training in Bromley. He wanted to highlight the need to involve outside agencies in training. Bromley arranged for survivors to attend training and this had a powerful impact. Dave said it was worrying that the message was that DV training has now been finished in the borough.

Gerry wanted to reassure Dave that Bromley is represented on the next round of DV trainer sessions.

63. Nicola said an issue is the context in which DV training is given. Is it presented in a broader framework in terms of violence against women generally? Where are the overlaps and are officers encouraged to see the wider picture?

Glen said the MPS are keen to make the links with both front line officers and secondary officers. DV can stretch into all aspects of other crime types. It is built into a lot of the detective training because it is at this level that they may identify DV in other criminality. E-learning is used as well as front line delivery to deliver training. The CSU managers are given updates of information at their 6-weekly meetings and this will always remain work in progress. Umbra membership concentrates on making the links and feeding the message down to front line officers and up to senior managers.

64. Michael Verrier said that their LGBT Domestic Violence service looks at LGBT people and DV. Michael said he has seen the term 'same-sex DV' in police training. Michael said he has concerns about this given that heterosexual trans people, bisexual people, ex heterosexual partners can be perpetrators of DV. Michael said this is why the LGBT DV service tends to talk about LGBT people in DV and not 'same-sex DV'. There are also LGBT concerns linked to so-called specialist areas such as honour crime and forced marriage etc. Michael said he would like to see LGBT matters become part of the mainstream rather than a specialist area.

Gerry agreed that the use of terminology is important and has taken Michael's comments on board. On 1st December 2006 the MPS have introduced a flag to allow officers to identify LGBT DV so that that information can be shared with strategic partners and NGOs to inform decision-making and resources. Gerry said the MPS are working with Warwick University and the University of Sunderland on issues associated with LGBT DV in order to improve internal DV training. Gerry said the MPS acknowledges the implications around LGBT victims of



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honour-based violence. The MPS working group has over 30 members and a substantial proportion of them are NGOs and other statutory agencies. The MPS has 168 part time LGBT liaison officers (7 who are full time deployed in particular boroughs) . They have specific responsibility around improving communication with LGBT people. They are also hate crime and DV investigators. LGBT liaison officers now attend the CSU 5 day investigator course in order to enhance their knowledge and skills relating to DV.

65. Mee Cheuk asked if officers received specific training on partnership working. While DIs seem to be good at working with partners, are other officers aware of how to work in partnership? How is all this training being translated into service delivery? Police officers in the CSU often do not stay long enough to understand DV. How can we ensure there is a standardised and consistent service?

Glen said the MPS were trying to work with the Crime Academy on detective sergeant courses and detective inspector courses. Cindy said there is a more generic issue around partnership work regardless of rank and if the case is DV related or not. Officers need to be able to work in partnership.

Glen agreed with Mee that there should be minimum standards imposed for training and explained that is what the mandatory constable to inspector training provides. Bespoke training would be required for other roles within the organisation.

66. Cindy asked Glen for his response to individual boroughs organising their own bespoke training given the issues around quality assurance and being aware of individual boroughs activity.

67. Glen said given that different boroughs have different demographics, they might need to conduct local training. Glen said the MPS works to give detective inspectors information they can take back to their boroughs through the six-weekly meetings. That information is quality assured, clear and consistent. It is then for boroughs to decide how to respond appropriately.

68. Laurence asked a question related to paragraph 6.4 on page 7 on the role of witness liaison officers. Training that was delivered at Criminal Justice Unit level ensured that witness liaison officers would be trained particularly around hate crime and DV crime. This now seems to be left to local discretion and resources. Betsy Stanko conducted a study which found that people involved in stealing blue badges from cars also happened to be perpetrators in a number of cases of DV. If a witness liaison officer is supporting someone who has had their badge stolen, how are they equipped with the skills to be able to notice possible signals of domestic violence that can be shared with other parts of the organisation and / or with partners?

69. In terms of training for ACPO officers, Laurence said that perhaps there was something in terms of strategy that if mandatory training was provided to ACPO they would both be able to argue the case and the prioritisation of DV.

70. Beryl said the crucial partnership in DV crime is between CSU and the advocates and explained that this is not necessarily understood by CSU officers.



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71. Anni said Safer Neighbourhood Teams are a front line service. At the moment the public perception of them is that they are there to deal with anti-social behaviour and nuisance issues. However, Anni stated that she expected them to be able to sign post people to relevant services e.g. the Havens with their contact details and that just ensuring they have this information begins to widen their remit.

Gerry said that Safer Neighbourhood teams do receive mandatory one-day training on domestic violence. He also informed the group that he has developed an internal discussion paper on contribution by Safer Neighbourhood Teams to tackling repeat DV and hate crime. It references their role as the 'eyes and ears' and as intelligence gatherers.

72. Cindy asked if this document covers the Safer Neighbourhood Teams crucial role
Gerry said that he would look at this and amend the paper if necessary.

Glen added that he would inform the Detective Inspectors at their next meeting that they need to inform their Safer Neighbourhood teams of local services and facilities available in their boroughs.

73. Mee asked if PCSOs were part of the Safer Neighbourhood Teams and was told that they are. She reported she has been told that PCSOs cannot make home visits to DV victims because of health and safety.

Glen explained that there needs to be a bespoke response to each individual case and that while it may be appropriate in some cases there could be health and safety implications not only for the officers but for the victims themselves and their children. Home visits are a tactic that can be considered but it would need to be managed in consultation with the Community Safety Unit Manager.

74. Pauline queried whether there was a danger that Safer Neighbourhood Teams could signpost people in the wrong direction. Anni said that simply having a contact list with numbers to call on would be a start.

75. Cindy said we need to ensure that service provision included any equality strand specific services.

It was reported that the MPS internal magazine was published this week with a two page spread on the Havens. Delivery has been taken of 5000 posters for internal use and 10,000 post cards which will be going out through Safer Neighbourhood Teams to Havens and other partners.

76. Caitriona Scanlan said Advocates in Camden have told her that since the MPS have transferred to the call handling centres there have been problems with response to DV 999 calls. Is this happening in other boroughs and what is happening with training for call handlers?

Glen reported that he had spoken with the C3i trainer who will be putting together their training package and that he is confident they will be getting the right training. Glen explained that there are teething problems and not all the boroughs are fully converted to this



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new call handling system. By Sept 2007 the whole of the MPS will have been converted to this system.

Caitriona asked if there is a method for the boroughs to give feedback on this?

Glen said the CSU DI meetings provide a space for feedback. Glen said he requests feedback from individual CSU DIs if they have particular issues so it is not just anecdotal. In addition checks are carried out on the computer despatch equipment to ensure quality assurance.

Cindy asked what e issues they are encountering. Glen answered that call responses are being phased away from local level call handling towards 3 central call centres. The difficulty is getting people to now respond at a local level to calls directed from remote sites. Call handlers' abilities to identify the importance of DV and the vulnerability of the victims is an issue.

Cindy said this was very disappointing to hear and asked how this would be taken forward? Glen explained that he is working to form an evidence base so that particular problems with the call centres can be highlighted and tackled individually. Glen cautioned that this system is very new and he is still trying to identify where the problems are.

77. Anni asked who staffs the call centres. Glen said that they are police staff. Each borough has an Integrated Borough Operations office which is staffed by police officers. This provides a dual system so there should be a safety net in place.

Anni explained that these call centres are usually a first point of contact for many victims. Anni raised concerns that given that the group had just discussed how crucial training was the fact that and they had now discovered problems with call handling was troubling. Gerry explained that the MPS was aware of some of these difficulties as was ACPO and that it was discussed at the recent round of Crime Control Strategy Meetings with individual boroughs. Gerry said that the problem has been taken to senior members of staff who have accountability for the delivery of a level of service from these centres.

Cindy said that more action was needed on this issue and that the Board needed to represent its concerns to Ron Mcpherson.

ACTION: HA

78. It was mentioned that a package was put together for basic awareness for call handlers. Glen said this framework was used with C3i when developing the training package. Glen explained that the issues with call handling needed further investigation to understand if the issue represents a system failure or an isolated problem.

79. Michael Verrier said that some of these issues were predicted by some of the partners on this Board. Michael explained that while an internal investigation would reveal some information, more might be available from external partners.

80. Cindy summarised the issues that needed to be addressed and reported back to the Board.



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How LGBT issues are integrated and coordinated into training.

Call handling training needs.

PCSO and SNT signposting.

Witness liaison training.

Resolution of Conflicting Standard Operating Procedures (SOPs)

81. It was stated that a review is underway for the Standard Operating Procedures (SOPs) for rape. The MPS are working with the CSU teams and the Child Abuse Investigation Command. Internal procedures for police officers and staff are being looked at.

82. The report was prompted by concerns about the DV policy did not match the Sapphire policy on rape investigation. Mark said that there is no substantial difference apart from changes in wording. The only addition was felt to be on 'victimless prosecutions'. The report highlights reasons why these cannot be taken forward in rape cases. Victimless prosecutions can be conducted if the victim cannot be found or is deceased but if a victim is available to go to court for an offence of rape then it has to be proved that the victim did not consent. This is different from DV cases where assault has occurred. The evidence of a victims consent is not needed because an individual cannot consent to assault.

83. Domestic rape is looked at on a daily basis and it is ensured that all cases are risk assessed. Other ways of dealing with the situation are explored if the victim feels they do not want to take things forward. Often a victim will be happy to stand up and give evidence of an assault but will not want to talk about a rape.

84. Rape cases are victim focused in their approach. The policy is to encourage people to come forward, whether or not this is on an anonymous basis. An example of good practice is that the Havens allow people to report a crime anonymously, have samples taken which are either retained or sent to the forensic laboratories. Their name is not necessarily given to the police. If the MPS then get a hit on the DNA database then the victim can be approached through a counsellor and told that they are not the only victim in this case and be encouraged to come forward.

85. The SOPs include course notes for training police recruits. The MPS are working with Safer Schools Officers to let them know about access to the service. A training package has been developed for MPS call handlers. There is a daily intelligence bulletin. Mark said that having Gerry's team physically located next to his improves working practice. All cases are tracked and there is a 99% compliance rate on ensuring that all partner rapes are attached with a DV flag on the CRIS system.

86. Specialist trained forensic practitioners operate in all boroughs. They receive specialist training on rape and then they are also given an input on DV from the CSU Delivery Team. The old view was that forensic evidence was ineffective in cases where people were resident in the same house. This view has now been overturned and crime scenes have more sophisticated interpretation.

Questions and Comments

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87. Cindy asked for clarification on the rationale for carrying out the reviews of rape and DV SOPs separately and asked why they were not dovetailed together?

Mark said the MPS needed documents that were accessible for everyone. A SOP for rape would apply to stranger rape, domestic rape, child rape, trafficking etc and consequently was a wide ranging policy and that to bring in DV within it would make the document too large. Equally, other elements could then justifiably be added e.g. missing persons or management of offenders. They are all integral parts but they need to dovetail with each other so that there is no conflict.

Cindy asked how it is being ensured that all the parts do dovetail. Mark said the SOPs have gone out for review. There is a joint policy on dealing with rape and DV cases applying to police officers and police staff. The wording of key areas is being reviewed to ensure it is consistent and that intelligence processes fit together.

88. Joanne Creighton asked if there is any mechanism for external input. Mark said the SOPs for rape have been circulated to the Sapphire independent advisory group. The disability IAG has also been consulted with.

Gerry reported that the DV SOPs are undergoing an internal stake holder review process and that this would then move on to an external process, possibly through independent advisory groups. It will also go to Umbra and the London Domestic Violence Forum Steering Group. Gerry also said policy development for rape is not being done in isolation by the Sapphire team. Key members of Gerry's staff are involved. Mark said that DV rape cases are worked on jointly.

89. Anni referred to the HMIC report on rape and the rate of 'no crimes' which are recorded in cases alleging rape and which had a DV element. One third of the sample could have been taken forward and investigated but resulted in no further action. Anni referred to Mark's remark that rape cases cannot be taken forward unless the victim gives evidence unless assault is a factor. Anni suggested that women who have been raped whilst suffering DV have suffered a level of violence in that attack. Does this not give room to take the case forward as part of an ABH or GBH charge or even attempted murder? Mark said there had been a reduction of allegations of rape that are 'no crimed'. In a previous review DV cases had the lowest level of 'no criming'. The risk factors are now reviewed in these cases so cases of domestic assault and the profile background of the offender show sexual offending elevating their 'risk status'.

90. Anthony said rape perpetrators who cannot be prosecuted for the reasons already described could still have significant risk factors attached to them in an intelligence check. Is it appropriate that other action is taken to mitigate the risk of a further rape? Could the offender be looked at for other offences?

Mark responded that all factors are looked at and officers try to be as innovative as possible. An example is a series of DV cases that did not involve rape. The perpetrator was found to be an unregistered sex offender for which he was then prosecuted.



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91. Anthony asked what the level of entry is to take this kind of action? What happens to those below this level of entry in boroughs? Do boroughs do similar things at a lower level? At what point do they come to you're the central Sapphire team's attention for action?

Mark said his team do hear about domestic rapes and other high risk domestic incidents. It would be difficult to have full intelligence support at borough level for sexual offences due to the number of analysts available, however, advice is given to boroughs.

92. Gerry said high-risk intervention work takes place every day. If a borough is managing an offender who is a cross borough offender or has committed offences outside London and it is beyond the capabilities of the borough then a task is in process to elevate the status of that investigation re routing it centrally to the Violent Crime Directorate.

93. Mee asked if sexual assault was a risk indicator on 124D forms. When there is a disclosure what is done with the information? Mark said it would be reported to the Sapphire team for investigation and they would work in partnership with the CSU. Mee asked what is done with forensic information passed on by the Havens? Mark said it depends on when the disclosure is made and the length of time it has taken but counselling and support is looked at. Mee asked who takes the initiative to contact the victim when there is a tick on the 124D form for sexual assault? What do you do if the victim does not want to be engaged? Mark said this would go to a trained officer in the Sapphire team. A Sexual Offences Investigators Techniques officer would speak to the victim and would try to encourage the victim to come forward.

94. A question was raised around when the MPS profile someone's previous activity; what they do when they cannot access someone's foreign national records. Mark said that sometimes the MPS can get these records but it takes time. Rather than going through Interpol it may be quicker to get access to records through another team e.g. Trident. Gerry said risk assessment is a dynamic process. Knowledge does mean power and the MPS are very much reliant on community intelligence to inform decision making.

95. Elizabeth Harrison explained that she manages the Haven in Whitechapel and that they do not see clients who have not been referred by the police. Elizabeth said she was puzzled why they do not get more people approaching them independently or through other agencies. The Haven is not being fully utilised that that was a waste. Elizabeth asked all services to make links with the Havens, not just the police.

96. Anni said that rightly the first Mayoral strategy on DV had an emphasis on survivors and their children. However, now there needed to be a focus on why the levels of perpetrators were not decreasing. Anni said she is becoming more focused on what is being done about this issue. The more that men are taken publicly through the courts system, the stronger the message is to the public that something is being done. London has a number of serial offenders of DV crime and rape. What sort of procedures are in place to track these offenders?

Mark said a lot of people thought the Sexual Offences Act 2003 would be a great assistance in this area of crime investigation but in practice it has made no real difference to conviction rates. They have found that using bad character evidence is far more useful. Reports on previous offences can be used but it is an argument that needs to be won with the courts.



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The Sapphire Intelligence desk has now moved into the Violent Crime Intelligence Unit so the focus is more on individual cases and making the links rather than a focus on strategic overview. They need to ensure that boroughs get the relevant intelligence information as well.

97. Joanne Creighton asked who 'owns' rape investigations because currently there is inconsistency across the boroughs on this. Mark said that Sapphire teams work on all boroughs. The central team looks at performance, compliance and supporting boroughs but all the teams are based on each borough. Child cases within the family are investigated by the Specialist Crime Directorate. There is also a 'cold case' team for cases over 5 years old. A series of rapes which are linked may also be taken on by the Specialist Crime Directorate.

98. Hamida asked if a rape occurs in a DV context, would it be the Community Safety Unit or the Sapphire team who would head this? Mark said the Sapphire team would have responsibility but they would work in conjunction with the Community Safety Team to look at all the links.

99. Hamida asked about the consultation process for the rape review and whether given the plans for the DV SOPs consultation and how Umbra and the different agencies are engaged in the process, would it be helpful to find out the views on the rape policy. Mark said he would feed this through Glen's office but that responses would need to be.

100. Beryl Foster said she is aware of the ability of the MPS to cross check people's backgrounds. However, it seems an odd situation that it is a voluntary sector coordinator who is the only person who may know that in smaller cases a perpetrator is a serial offender and can cross relate cases. Gerry said this was a point that was picked up at a Project Umbra Strand 4 meeting last week. This was being actioned with the Court Service to see how the gap can be plugged.

101. Glen wanted to highlight good practice from Harrow. They had developed one of the Manual of Guidance forms that were used to inform the CPS. It has a detailed history, bad character references and hearsay. It is going onto the MPS Internet site as best practice and DIs will be made aware of it.

102. Anthony Wills informed the group that in the Clare Bernall case the evidence given to the inquest was that the 124D form was not completed. Anthony was concerned that what was said in court during the inquest may have communicated to officers that completing 124D is not effective. Anthony asked whether this was the case and if so, how the organisation was dealing with this?

Gerry said he could not comment on the actual case itself due to the possibility of an appeal. Gerry said that Commander Allen had been quoted saying that if a 124D form had been completed it would not have made 'one iota of difference' to the threat posed by the suspect. Gerry said an initial evaluation of the 124D form was conducted by Warwick University. It was a limited initial evaluation because it concentrated on only two basic command units focusing on the systems and processes around training and implementation. Gerry stated that it was now appropriate to conduct a fuller independent evaluation of the 124D as a management tool around risk. He also stated that the form fulfils a second role as an aide memoir to front line officers leading them officer through an effective investigation. Gerry said he had no



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doubt that in terms of performance outcomes and the reduction of DV homicides that the 124D had played a significant factor.

103. Anthony said he still feels nervous that the form was not filled in on the Clare Bernal case and that nothing happened as a result. Anthony wanted to know what message was being sent to the DI meetings and also whether a check is being made to monitor whether there has been a dip in completion. Gerry said an audit was conducted in November 2006 on 124D completion where a 73% compliance rate was found but that this was subject to the vagaries of the reporting system.

104. Hamida said that given the DV SOP review is taking place at some point in 2007 the independent evaluation of the 124D mentioned needs to be completed before this. Have resources been allocated already? Gerry said that one did not necessarily need to follow from the other. The next review process around the DV SOP would be in December 2007. The outcome of the evaluation of the 124D was likely not to be completed before then. Hamida questioned if aspects of the 124D form were found to be not working then the SOP might need to be altered as a result. Surely one does need to inform the other. Gerry noted Hamida's point.

105. Laurence asked if the failure to fill in a 124D form in the case of Clare Bernal was an isolated instance? Laurence also asked about paragraph 29 which states a 99% compliance rate of accurate flagging of DV rapes. This Board has an objective to share learning with other parts of the organisation. Laurence asked what had contributed to this success rate and how it is shared with other parts of the MPS which have had historic issues around compliance of flagging? Laurence said he had heard a lot about 'intrusive reviews' and suggested that if officer's mindsets on 124D forms needed to change then it might be advisable to change the language used to 'supportive' as opposed to 'intrusive'.

Glen said that the one-day training course for sergeants gives information on completing the 124D form to a high standard.

106. Mark explained that there was a case officer for tracking rape who looks at every rape case that goes through the system right to the end of the criminal justice process. This officer looks at about 40 to 50 crimes a week which does not represent the same volume as that of DV cases. Laurence said that there are other hate crimes that have relatively low numbers of cases. Is it purely a numerical issue? Do relatively low figures allow the MPS to make this type of intervention or is it about leadership, prioritisation in addition to interventions. Other hate crimes such as homophobic crime have relatively low numbers but this level of compliance is not matched. Mark said a recommendation from the MPA 2005 Rape Review was to have a case officer for tracking rape. Mark added that the wider problem with the flagging system is the number of different flags. Gerry said he can assure the board that there is an appropriate flagging system for homophobic and transphobic crime. As mentioned earlier there is now a bespoke flag to properly track cases of LGBT DV. Gerry has asked that LGBT DV cases are reflagged going back to the beginning of the financial year so that at least a year's meaningful data is available.

107. Nicola pointed out that the 124D form provides another function. Officers are meant to leave one page with the victim which provides details about support groups together with their contact details. The MPS need to ensure this sheet is left with the victim.



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108. Beryl Foster asked if CSUs in some areas are reluctant to share the names of high risk victims with multi agency panels in their boroughs because of the risk assessment issues Gerry mentioned earlier? Which parts of a 124D form are not filled in properly? The statement is directly related to the ability to charge and prosecute. Gerry said he could not see why a CSU team would not share this information with partners. Gerry said he could not see how the risk management package could be done by the police without partners.

109. Mee asked if there was a regular meeting to look at the 124D forms that come in. Can they be used to gather repeat victimisation data? Gerry said a package has been developed to identify repeat victims across London irrespective of borough. This will be taken to the 32 boroughs to ensure they have the relevant people with the relevant IT skills to extrapolate that data and share it with their partners. Gerry asked May to speak to him afterwards and that he would be in a position to share with the most vulnerable repeat DV victims relevant to her borough. Mee said that it is repeat incident data rather than repeat victim data which is more difficult to obtain. Beryl agreed that this data is not coming back down to partnerships in the boroughs. The police only give information on the volume of crimes. Gerry said Betsy Stanko is already working on the issue of repeat victimisation to get the best possible meaningful data. The MPS accept that volume by itself is not an indicator of high risk. This is why escalation is one of the heightened risk factors. Gerry said risk assessment is not an easy process to manage.

110. Cindy said a summary of the issues that need to be further looked at are:
The issue around the need to continue to monitor compliance with the 124D form.
Reconciling the review of the 124D form and the DV SOPs review.

ACTION: YR

The issue of external input from the DV voluntary sector around the rape SOP review and how they can be invited to take part.

ACTION: MARK

Progress on the repeat victimisation data.

ACTION: HA

111. Cindy said she wanted to send a message of congratulations to Brent on local developments. Cindy said she also wanted to communicate to Tower Hamlets that the Board would like to be clearer on 'how' they are resolving the issues raised by the Board, while recognising the quality of their work.