

Committees:	Dates:
Performance and Resource Management Sub Committee Police Committee	30 November 2016 15 December 2016
Subject: City of London Police Domestic Abuse Action Plan update	Public
Report of: Commissioner of Police Pol 55-16	For Information
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Summary

In line with the HMIC recommendation in *Increasingly Everyone's Business: Progress Report on Police Response to Domestic Abuse Dec 2015*, it was recommended that Chief Officers in each police force should continue to oversee and ensure full implementation of the domestic abuse action plan and offer regular feedback on progress to their Police and Crime Commissioner or equivalent. This report is therefore for the information and oversight of Members of your Committee and details progress to date.

In 2015, the HMIC re-visited each police force to examine how well they had progressed in responding to, and safeguarding victims of domestic abuse. HMIC noted that the City of London Police had made a number of positive responses to recommendations made in 2014 including the review of the domestic Abuse response standard operating procedure; an initial training package being rolled out and the introduction of Body Worn Cameras to enhance evidence gathering for these type of incidents.

A further recommendation stated: By March 2016 every force should update their Domestic Abuse action plan to determine what more it can do to address 6 key areas of i) Understanding & Identifying Risk; ii) Prioritising & allocating domestic abuse investigations; iii) Safeguarding victims at medium & standard risk; iv) Views of victims; v) Training and vi) Leadership and Governance.

In response to the above recommendation the City of London Police's domestic abuse action plan was updated to incorporate the six areas highlighted in the HMIC report. An action plan was published on the external website (see Appendix A) and underpinning this is a detailed internal tactical working document, which deals with detailed tasks underpinning delivery of the plan. The working document contained a total of 57 tasks covering the 6 key areas identified above. In the past six months, 46 tasks have been completed and 11 are in progress and near to completion. It is a realistic expectation that all of these will be complete by April 2017. The action plan is monitored at the Vulnerability Steering Group chaired by Commander operations and attended by Lead Member for Vulnerability and Safeguarding- Nick Bensted-Smith. The working document is monitored and reviewed by the Vulnerability Working Group that is held monthly and is chaired by the Crime Detective Chief Inspector and this reports in to the Steering Group which is attended by partners as appropriate. A detailed narrative update on each of the 6 areas is in the main report. The main areas that are still in progress are:

- i) Domestic Abuse training package to be *fully* rolled out across the Force
- ii) A formalised process to regularly seek the views of victims of domestic abuse
- iii) Body-worn cameras to be issued to all frontline officers including Criminal Investigation Dept and PPU.
- iv) Formalising a service level agreement with criminal justice partners that details evidential standards and decision making protocols with regards to domestic abuse.

Recommendation

Members are asked to note the report.

Main Report

Background

1. In line with the HMIC recommendation *in Increasingly Everyone's Business: Progress Report on Police Response to Domestic Abuse Dec 2015*- Chief officers in each police force should continue to oversee and ensure full implementation of the domestic abuse action plan and offer regular feedback on progress to their Police and Crime Commissioner - the Force is reporting on progress against the domestic abuse action plan 2016-17 at the six month point.

Section 1- Provenance of the Domestic Abuse Action Plan

2. In 2015, the HMIC re-visited each police force to examine how well they had progressed in responding to, and safeguarding victims of domestic abuse. HMIC noted that the City of London Police had made a number of positive responses to recommendations made in 2014 such as:
 - The Force Domestic Abuse Standard Operating Procedure (SOP) had been updated to include guidance on stalking & harassment
 - A comprehensive training package for staff had been completed
 - Reactive Intelligence Officers (RIOs) had been trained to provide up to date intelligence 24/7 on vulnerability of victims
 - Body-worn cameras were now being worn and enabled the recording of injuries to victims and the demeanour of perpetrators; and
 - Multi-Agency Risk Assessment Conference (MARAC) meetings had been established and now addressed the needs of High Risk victims of domestic abuse
3. HMIC also noted the City of London Police's commitment to victims even if their connection with the City stemmed solely from it being their place of work. Whether crimes were investigated by the Force or were to be transferred to other forces, all reasonable risks were and continue to be addressed and safeguarding measures put in place. This reflects the Forces objective to

prioritise victims' interests, irrespective of the jurisdiction in which the offence is investigated.

4. The findings of the 2015 HMIC National Inspection identified specific areas for further improvement in order to ensure that all victims of domestic abuse are better protected and supported and ultimately made safer.
5. One of the main recommendations made was in relation to updating and publishing the domestic abuse action plan.

Recommendation: By March 2016 every force should update their Domestic Abuse action plan to determine what more it can do to address the areas highlighted below:

- Understanding & Identifying Risk
 - Prioritising & allocating domestic abuse investigations
 - Safeguarding victims at medium & standard risk
 - Views of victims
 - Training
 - Leadership and Governance
6. In response to the above recommendation the City of London Police's domestic abuse action plan was updated to incorporate the six areas highlighted in the HMIC report. An action plan was published on the external website (see Appendix A) and underpinning this is a detailed internal tactical working document, which deals with detailed tasks underpinning delivery of the plan. The working document contained a total of 57 tasks covering the 6 key areas identified above. In the past six months, 46 tasks have been completed and 11 are in progress and near to completion. It is a realistic expectation that all of these will be complete by April 2017.
 7. The working document is monitored and reviewed by the Vulnerability Working Group that is held monthly and is chaired by the Crime Detective Chief Inspector. This meeting is directly accountable to the Vulnerability Steering Group which provides the strategic leadership and direction to improve the forces response to identifying, protecting and supporting those who are vulnerable and at the greatest risk of harm. The meeting is chaired by the Commander Operations, takes place quarterly and is attended amongst others, by the Lead Member for Public Protection and Safeguarding, Nick Bensted-Smith. There follows in the next section a detailed narrative update on each of the six areas in the plan for Members information and oversight.

Section 2- Progress update on six key areas of the Domestic Abuse Action Plan

I Understanding & Identifying Risk

Three main objectives were set under this area:

- i) Clear and consistent guidance should be given by supervisors and Inspectors to frontline officers to support the correct assessment of risk and improve the safeguarding of victims*
8. In terms of supervision, the Domestic Abuse, Stalking and Honour Based Violence (DASH) Risk Assessment, that is completed for every domestic abuse crime and incident, has to be supervised and signed by the Duty Inspector with their rationale noted for the risk level. The DASH risk assessment is subsequently reviewed by the Public Protection Unit (PPU) Detective Sergeant (DS) and any alterations to the risk level are counter-signed by the PPU Detective Inspector (DI) and the rationale recorded on the Force Crime and Intelligence recording system (UNIFI). The above process is described in the Domestic Abuse Standard Operating Procedure (SOP).
 9. Officers are required to conduct intelligence checks for the previous 5 years on the suspect and victim of a domestic incident in order to make an informed risk assessment. This intelligence check can now be carried out 24/7 by Reactive Intelligence Officers (RIOs) in the Force Control Room. This is important as it shows the history of reports and any trends.
 10. In addition, the PPU DI conducts a quarterly dip sample of DASH risk assessments and checks that the relevant intelligence checks have been completed and any organisational learning is fed back to frontline officers and Organisational Learning Forum (OLF).
 11. The THRIVE (Threat, Harm, Risk, Investigation, Vulnerability, Engagement) Model has been introduced into the Control Room and all call handlers in Control have been trained. This model requires the call handlers to give the best possible service according to the needs of each victim on a case by case basis, and ensures the appropriate resources are allocated to each incident or report of domestic abuse. Additionally, a new Standard Message Format (SMF) for domestic abuse reports has been created in the Control Room that provides a list of questions for call handlers to follow in line with the THRIVE model. Lastly, all CADs (Computer Aided Despatch messages) relating to domestic abuse are reviewed and closed by the Control Supervisor making sure the appropriate risk assessment and intelligence checks have been completed.
- ii) The force should make more effective use of body-worn cameras (BWC) to capture early evidence or injuries and scene footage to strengthen the evidence base for prosecutions.*
12. At the beginning of 2016 three uniform response groups in the Force conducted a pilot of body-worn cameras (BWC). The London Metropolitan University conducted a piece of research concerning the usefulness of capturing early evidence for court. Feedback to date has been very positive and the BWC have proved very useful in dealing with offenders for domestic abuse following arrest. BWC have now been rolled out more widely and to date every frontline officer on a response group as well as the specialist Public Order Unit, Support Group Officers have now been issued with BWC. Tactical Firearms Group (TFG) and

Community Officers are to be issued with them by the end of 2016. Officers have been fully trained in their use with an emphasis on the importance of capturing early evidence. Further actions are to be considered in relation to the handling and storing of this evidence as well as the monitoring of their use.

iii) To improve officer's actions in establishing whether children are present in premises/ or whether they usually live with either party involved in a domestic abuse incident and to record the relevant information on police system.

13. Frontline officers have received awareness training on completing a 'child coming to notice form' (Form 377) whenever it is known that parties involved in a domestic incident have children, whether they are present at the time of the incident or not. This form is completed on the Force Crime and Intelligence recording system (UNIFI) and is reviewed by PPU officers and sent to the relevant agency (usually Local Authority/Social Care) to make sure children who witness or suffer domestic abuse are safeguarded and any subsequent appropriate action taken in conjunction with partners. The amount of 'Child Coming to Notice' forms is monitored at the monthly Crime Performance Meetings.
14. Further training will be provided in this area under the rolling domestic abuse training package due to commence in Jan/Feb 2017.

II Prioritising & allocating domestic abuse investigations

- i) There should be effective scrutiny of investigations involving domestic abuse by specialist trained officers with clear investigative strategies to support officers.*
15. All domestic abuse cases (whether incidents or crimes) are allocated to the PPU to investigate. All officers in the PPU are trained Detectives and have received further specialist training on domestic abuse and other areas of Public Protection including honour based violence and forced marriage and rape.
16. All domestic abuse cases that are allocated to the PPU are fully and proactively supervised and the PPU DS will place a clear investigative plan on the report prior to allocating to a DC to investigate. The case will further be subject to supervisor reviews on a monthly basis to make sure every opportunity is taken to bring the offender to justice and safeguard the victim.

III Safeguarding victims at medium & standard risk

- i) Force should have clear processes to ensure officers/staff are trained and understand their responsibility in safeguarding and investigating incidents where victims have been identified as standard or medium risk. This should include high quality of training on coercive control.*

17. As aforementioned, all frontline officers are trained in completing the DASH risk assessment and understand their responsibility in safeguarding all victims of domestic abuse. All cases regardless of risk are then allocated to the PPU to investigate and any safeguarding plans for victims are continuously reviewed. Additionally, Interim awareness training has been provided to frontline officers on coercive control and will be covered further in the domestic abuse training programme being provided by Learning & Development.
18. If a victim is identified as high risk then they are referred by PPU to a MARAC (Multi-Agency Risk Assessment Conference) that are held monthly, where representatives from the local authority, health, housing, education discuss what can be done to best safeguard the victim and prevent further offences.
 - ii) *Ensure that officers are aware of referral routes to partner agencies and access to specialist support and advice.*
19. The Public Protection Unit internal website has recently been updated and officers can obtain information easily on support agencies for all aspects of vulnerability. Victims of domestic abuse are also referred by officers to our Vulnerable Victim Co-ordinator for further support and advice independent to the police as appropriate.
20. Officers are also aware that when completing an 'Adult or Child Coming to Notice' form identifying a particular vulnerability or safeguarding issue this will ensure that this notice is referred to relevant partner agencies such as social care, housing, mental health teams as a matter of course.

IV Views of victims

- i) *Create a process to regularly seek the views of victims of domestic abuse and act on the feedback by incorporating changes into policy, practice, learning & development activities (This is to be reconsidered when the Home Office/College of Policing offers guidance).*
21. The Home Office stated that it would be mandatory from 1st April 2016 for all forces to record and return data on domestic abuse victim surveys. However forces were not provided with any guidance on how to survey these types of victims as there is a safeguarding issue in just cold calling or sending a survey. In response, the Home Office stated in March 2016 that it did not expect this work to commence in April 2016 and they were piloting a survey tool and would be sending further guidance shortly. In July 2016 guidance was circulated by the Home Office, but it did not provide an example question set and there has been no confirmation from the National Police Chiefs Council (NPCC) or the College of Policing on their position on this matter.
22. In the meantime, the Force has arranged for the Vulnerable Victim Co-ordinator to ask a number of questions at the end of her survey to gauge the victims views on the service they received and outcomes are being monitored by the PPU DI with any adverse findings reported to the Vulnerability Working Group to be fed back in to organisational learning. The question set is below:

- Are you satisfied with the initial response you received from the police when reporting the incident?
- Are you satisfied with the response from the investigating officers who dealt with your incident?
- What do you feel the City of London police service did well in your particular case?
- What do you think the City of London Police could do better?
- Do you feel the actions of the City of London Police have made you feel safer?

V Training

i) For officers & staff to understand the dynamics of DA and are able to identify and understand the wide range of violence, behaviours and different perpetrators through training, learning & development activities. To ensure that officers demonstrate supportive attitudes and behaviours towards victims. These activities should include personal experiences of victims, the participation of specialist DA organisations where possible and training should be face to face.

23. Learning & Development (L&D) submitted a business case for creating a rolling training programme around domestic abuse and vulnerability to the Force Training Improvement Board (TIB) on 9th June 2016. The Board approved a schedule of training for the force on domestic abuse and vulnerability. It was placed second on the priority training list after counter terrorism training.
24. L&D are currently scoping a domestic abuse training package delivered by an external company that has been used by other forces and incorporates HMIC recommendations. A draft training package has been created utilising the contents of this package with further bespoke training for CoLP officers and staff. Details of content can be found in Appendix B.
25. The proposed face to face training will be mandatory for all officers to attend up to the rank of Inspector and will include Economic Crime Directorate (ECD) officers/staff, PCSO's and call handlers/crime recording staff from Crime Management Unit, the Control Room and Front Office/ Reception staff. This will ensure consistency of approach and ensure those transferring between departments in Force have undergone the same training. The training is scheduled to take place from the end of December 2016 – February 2017.

ii) To assess how effective the force's training is on domestic abuse

26. Pre and post training surveys will be issued to police officers and staff who take part in the domestic abuse training to assess their understanding and learning. Data obtained from the victim question set above will also assist in assessing how effective the force's training on domestic abuse has been. Dip sampling of DASH risk assessments completed by officers for all domestic cases should also give an indicator of success and be more consistent across the force.

VI Leadership and Governance

- i) To develop a dashboard of indicators to improve understanding of how strategy is converting into service delivery, which considers HO data return requests*
27. A list of performance indicators for a dashboard has been created that includes Home Office and HMIC data return requests. It consists of the 20 sets of data as outlined in Appendix B.
28. At present only 9 areas of the 20 data sets can be easily extracted from the crime recording system. The rest has to be manually searched and entails looking at each individual case. Manual data is currently being back dated to 1st April 2016 to provide a working document going forward. Once completed it will be updated monthly and reviewed and monitored at the Vulnerability Working Group. It is anticipated that once the new crime recording system is implemented that the task will not be so time consuming.
 - ii) DA/Stalking/Harassment/HBV/FM to feature in the force Strategic Risk Assessment and to form part of the data collection and DA profile.*
29. FIB analysts are currently developing a Domestic Abuse Problem Profile that includes stalking, harassment, honour based violence and forced marriage. At present they are waiting on partner agency data and information and it is anticipated that the profile will be completed by the end of 2016. The Domestic Abuse Performance Indicators Dashboard cited above will provide data collection on most areas of domestic abuse. Honour based violence and forced marriage data is compiled for monitoring at the monthly crime performance meetings in any case.
30. The thematic area of 'High Vulnerability People' has been added to the force strategic assessment. In terms of leadership and governance /strategic oversight of domestic abuse and vulnerability. This is now achieved through the Vulnerability Working Group at a tactical level, and the Vulnerability Steering Group at a strategic level. This group is chaired by the Force Commander Operations and which a Member of the Police Committee (Nick Bensted-Smith); a representative of the Town Clerk's Department of the City of London Corporation (Craig Spencer) and a representative of Children and Community Services (Chris Pelham) also attend.
 - iii) Performance frameworks include regular external case scrutiny e.g. with peer forces, partner agencies or the support sector*
31. A local peer assessment was conducted by Kent Police and Thames Valley Police in August 2016, which has been documented. The peer review highlighted shared areas of good practice and similar issues with initial response to domestic abuse, risk assessments, data collection, awareness training and embedding changes in the recognition and management into the cultures of the respective organisations. The Crime Detective Chief Inspector

(DCI) has been liaising with the chair of the London & SE Safeguarding Adults lead to be part of a peer to peer case scrutiny exercise.

32. The domestic abuse performance indicators dashboard will be monitored at the Vulnerability Working Group at which there is a representative from the local authority/City of London corporation (Community Safety Officer).

Work still in progress on the Action Plan

33. The action plan spans 2016 – 2017 and it is anticipated that all actions and tasks will be completed by April 2017. The main areas that are still in progress are:
 - v) Domestic Abuse training package to be fully rolled out across the Force
 - vi) A formalised process to regularly seek the views of victims of domestic abuse
 - vii) Body-worn cameras to be issued to all frontline officers including Criminal Investigation Dept and PPU.
 - viii) Formalising a service level agreement with criminal justice partners that details evidential standards and decision making protocols with regards to domestic abuse.

Conclusion

34. The majority of the work represented by the domestic abuse action plan has been completed. The plan will continue to be actively monitored to ensure that outstanding matters are resolved and the underlying principles become firmly embedded in the processes and culture of the organisation. The main focus of the Vulnerability Working Group is to promote the concept that managing vulnerability, including domestic abuse, is integral to all areas of policing, and this should be recognised in training, operational decision making and policy. The domestic abuse action plan forms part of a much wider piece of work that the City of London Police is delivering on regarding vulnerability. The intention is to work in partnership to continually improve the early identification of vulnerability to protect and support individuals present in our communities.
35. This is a progress update brought to your Committee in order for Members to be informed and allow oversight and scrutiny at PCC/ Police Authority level as recommended by HMIC.

Appendices

Appendix A – Domestic Abuse Action Plan for the City of London 2016/17
Appendix B – Training content for domestic abuse and vulnerability

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