

For Consideration	
Public/Non Public*	Public
Report to:	Police and Crime Panel
Date of Meeting:	September 2014
Report of:	Deputy Police and Crime Commissioner, Chris Cutland
Report Author:	Karen Sleigh
E-mail:	Karen.sleigh@nottinghamshire.pnn.police.uk
Other Contacts:	Kevin.dennis@nottinghamshire.pnn.police.uk
Agenda Item:	8

Domestic Violence: "Protect, support and respond to repeat female victims of medium risk domestic abuse" Update Report

1. Purpose of the Report

- 1.1 This report presents the Police and Crime Panel with an overview of progress to date on one of the key priorities of the Police and Crime Plan, Domestic Abuse, which is being led by the Deputy Police and Crime Commissioner (Deputy Commissioner), Chris Cutland.

2. Recommendations

- 2.1 That the Police and Crime Panel note the Deputy Commissioner's six monthly update report on Domestic Abuse.

3. Reasons for Recommendations

- 3.1 The Police and Crime Commissioner has made a commitment within the Police and Crime Plan 2013-18 and the refreshed Police and Crime Plan 2014-18 to prioritise budgets to "protecting, supporting and responding to repeat female victims of domestic abuse, especially medium risk", which is being led by the Deputy Commissioner.
- 3.2 This report forms part of the six monthly monitoring of progress of this priority which is led by the Deputy Commissioner.

4. Summary of Key Points (this should include background information and options appraisal if applicable)

4.1 National Overview

In 2012/13, there were 1.2 million female and 700,000 male victims of domestic abuse in England and Wales.

- 4.2 It costs society an estimated £15.7 billion a year.¹ 77 women were killed by their partners or ex-partners in 2012/13.² In the UK, one in four young people aged 10 to 24 reported that they experienced domestic violence and abuse during their childhood.³ Forces told us that crime relating to domestic abuse constitutes some 8 percent of all recorded crime in their area, and one third of their recorded assaults with injury. On average the police receive an emergency call relating to domestic abuse every 30 seconds.
- 4.3 In November 2010, the Home Office published its cross-government strategy for tackling violence against women and girls (including domestic violence); *Call to end violence against women and girls*. The Home Office said the four key areas of focus of the strategy were; the prevention of violence, the provision of support, working in partnership, and ensuring perpetrators are brought to justice. Shortly after, the Home Office published an accompanying action plan, which has been updated every year since.
- 4.4 Some of the recent policies the Home Office has implemented include: the introduction of a new definition of domestic violence, publishing new guidance for reviewing domestic homicides, and the rolling out of Domestic Violence Protection Orders (DVPOs) and the Domestic Violence Disclosure Scheme (commonly known as Claire's law) throughout England and Wales in March 2014.
- 4.5 In February 2014: HM Inspectorate of Constabulary (HMIC) published the findings from its review of the police's response to domestic violence. HMIC concluded that the current police response to domestic abuse is failing victims and made a number of recommendations.
- 4.6 There are a number of legal remedies for victims of domestic violence and abuse, including occupation orders, non-molestation orders, restraining orders and, now, DVPOs.

4.7 Local Overview

4.7.1 HMIC Thematic: Everyone's business: Improving the police response to domestic abuse⁴

In September 2013, the Home Secretary commissioned HMIC to conduct an inspection to:

¹ Walby, S. (2009). *The cost of domestic violence*. Retrieved from:

http://www.lancaster.ac.uk/fass/doc.../Cost_of_domestic_violence_update.doc

² Office for National Statistics (2013). *Focus on violent crime and sexual offences 2012/13* – Chapter

4: Intimate Personal Violence and Partner Abuse. Retrieved from:

http://www.ons.gov.uk/ons/dcp171776_352362.pdf

³ Radford L, Corral S, Bradley C et al (2011) Child abuse and neglect in the UK today. London: NSPCC.

⁴ HMIC Thematic: <http://www.hmic.gov.uk/wp-content/uploads/2014/04/improving-the-police-response-to-domestic-abuse.pdf>

- Report on the effectiveness of the police approach to domestic violence and abuse, focusing on the outcomes for victims and whether risks to victims of domestic violence and abuse are adequately managed.
- Identify lessons learnt from how the police approach domestic violence and abuse; and
- Make recommendations in relation to these findings when considered alongside current practice.

This report identifies the extent and nature of domestic abuse, highlighting that it is a core part of the policing mission to prevent crime and disorder, with domestic abuse causing both serious harm and constitutes a considerable proportion of overall crime.

The main findings were that overall police response to victims of domestic abuse is not good enough.

4.7.2 HMIC: Nottinghamshire Police's approach tackling domestic abuse⁵

This report details what HMIC found in Nottinghamshire Police and at the end of the report there are some recommendations. These recommendations should be considered in conjunction with the recommendations for all forces made in the national report.⁶

The report identified:

- **Calls for assistance:** In Nottinghamshire, domestic abuse accounts for 11% of calls to the police for assistance. Of these calls, 39% were from repeat victims.
- **Crime:** Domestic abuse accounts for 10% of all recorded crime.
- **Assault with intent:** Nottinghamshire recorded 434 assaults with intent to cause serious harm, of these 91 were domestic abuse related. This is 21% of all assaults with intent to cause serious harm recorded for the 12 months to end of August 2013.
- **Assault with injury:** The Force also recorded 6,961 assaults with injury, of these, 2,786 were domestic abuse related. This is 40% of all assaults with injury recorded for the 12 months to the end of August 2013.
- **Harassment:** The Force recorded 695 harassment offences, of these 510 were domestic abuse related. This is 73% of all harassment offences recorded for the 12 months to the end of August 2013.
- **Sexual offences:** the Force recorded 1,081 sexual offences, of these 114 were domestic abuse related. This is 11% of all sexual offences recorded for the 12 months to the end of August 2013.

⁵ Nottinghamshire Police's approach to tackling domestic

⁶ There is a requirement under section 55(5) and section 55(6) of the Police Act 1996 for the police and crime commissioner to publish a copy of their comments on this report, and the recommendations for all forces in the national report, and forward these to the Home Secretary.

- **Risk levels:** On 31 August 2013 Nottinghamshire had 977 active domestic abuse cases; 18% were high risk, 43% were medium risk and 40% were standard risk.
- **Arrests:** For every 100 domestic abuse crimes recorded, there were 83 arrests in Nottinghamshire. For most forces the number is between 45-90.
- **Outcomes:** Nottinghamshire recorded 7,156 domestic abuse related crimes for the 12 months to the end of August 2013. Of these crimes, 29% resulted in a charge, 23% resulted in a caution and, 4% had an out of court disposal, for example, a fixed penalty notice for disorderly conduct.

The Report recognised that the approach to tackling domestic abuse is effective in some areas, with further improvements for victims required. This is a priority area for the Commissioner and Chief Constable, and the identification of the need for further training for officers on the use of professional judgement and on coercive control.

More needs to be done for the Nottinghamshire Police to understand the known serial and serious perpetrators, and for assessing ongoing risk.

Domestic abuse requires a partnership approach and the report rightly highlighted some of the difficulties due to having two main Local Authorities within the area. This may result in a different service being offered in the City rather than the County and is something that needs to be followed up.

The differences in the three MARAC's access, the City and County, are being addressed. However, it is not the intention of the MASH (County) or DART (City) to reduce the number of high risk cases being discussed at MARACs. These are seen as being vital to ensure a holistic approach is taken to make that victim safer and bring information about the perpetrator to the attention of relevant partners. This cannot be done just by the MASH or DART putting measures in place and would not involve an IDVA.

There are 13 recommendations outlined in the report. Nottinghamshire Police have had to put an action plan in place to meet these for September 2014. This plan will be monitored through the Nottinghamshire Office of the Police and Crime Commissioner.

4.8 Performance against the Police and Crime Plan

The Police and Crime Plan identifies repeat victims of domestic abuse as a priority activity to focus on. The following performance to October 2013 has been reported in the Force Performance and Insight Report and highlighted in the Police and Crime Commissioner's Update Report:

Theme 1: Protect, support and respond to victims, witnesses and vulnerable people

- **Measure: Percentage reduction of people that have been repeat victims within the previous 12 months**
 - A reduction in the number of repeat victims of domestic violence compared to 2013/14
 - To monitor the proportion of domestic violence crimes which are repeats.
 - § There has been a 2.8% increase in the number of repeat victims of domestic violence, this equates to an additional 19 victims. This is a slight increase on the increase reported in the previous month (+1.2%). This increase has therefore increased the overall proportion of domestic violence victims who are repeats.

Key outcome measures will include domestic abuse victim's satisfaction and reduction of fear together with the measures to report through to the Deputy Commissioner as part of the ongoing monitoring of service delivery. **Appendix A** provides an overview of the Performance framework.

4.9 Commissioned Academic Review of Repeat Victims of Medium Risk Domestic Abuse

The progress so far is:

- Literature review consultation with the advisory group has now taken place and final changes will be made in time for the September advisory group meeting.
- Continued work to develop impact measures and streamline data collection has been taking place in collaboration with the workers, lead agencies and the police. This has included meetings to view the Modus system and identify possible gaps in the current data collection, as well as ensuring that it will be possible to match up police and Modus data.
- The first wave of key worker interviews is underway and two of the three workers have been interviewed for these.
- Recruitment for the service user interviews is in progress.

4.10 'Nottinghamshire County' Review of Domestic Abuse Services

The Deputy Commissioner led this piece of work, and this has resulted in a final review document that has been shared with partners. There is a clear action plan that will form part of the Commissioner's governance.

A wide range of stakeholders, and victims were consulted as part of this review and it was overseen by a small steering group. The review was complemented by including the City Domestic Violence Review,⁷ and fed into the 2014-15 budget preparations for the refreshing of the Police and Crime Plan.

There will be ongoing work to deliver and monitor the 15 recommendations to achieve improvements for domestic violence abuse survivors.

⁷ [Nottinghamshire Domestic Abuse Review: Funding and Commissioning Arrangements](#)

4.11 Next Steps

The 2014 Joint Police and Crime Needs Assessment will gather information for the collation of intelligence around tackling domestic violence and repeat domestic violence, to provide a clear update of current Threat, Harm and Risk.

5 Financial Implications and Budget Provision

- 5.1 A substantial amount of money is invested in domestic violence activity and historically this has come from and through a variety of different sources and agencies and has often been time limited. There has been work conducted through the County Review to refresh the commissioning approach to domestic violence

6 Human Resources Implications

- 6.1 This will be monitored through the service provision and reviews.

7 Equality Implications

- 7.1 There has been a requirement to conduct an Equality Impact Assessment for the development of the Police and Crime Plan, together with the inclusion within Service Specifications that the delivery of commissioned services around 'protecting, supporting and responding to repeat victims of domestic abuse' must be able to meet and reflect the needs of a diverse range of service users to ensure that there is no one disadvantaged due to their cultural background, linguistic ability, sexual orientation, disability, race, religion, marital status, pregnancy or age.
- 7.2 There has also been work around the equality impact on victims through the specialised research for the County Review.

8 Risk Management

- 8.1 The risk for repeat domestic violence has been identified through Performance monitoring and remains a priority within the Police and Crime Plan.

9 Policy Implications and links to the Police and Crime Plan Priorities

- 9.1 In September 2012, the Home Office announced that the definition of [domestic violence](#) (DV) and abuse would be widened to include those aged 16 to 17 and wording to reflect coercive control. The decision followed a consultation which saw respondents call overwhelmingly for this change.

10 Changes in Legislation or other Legal Considerations

- 10.1 In November 2012 the Home Office made clear their ambition to tackle violence against women and girls (VAWG) by introducing two new criminal offences for stalking. Additionally, in March 2013 the definition of DV changed

to include under 18s and a full review of the VAWG action plan was published by the Home Office.

10.2 On 25 November 2013 the Home Office announced the roll-out of two initiatives to tackle domestic violence and abuse across police forces in England and Wales from March 2014:

- Domestic Violence Disclosure Scheme: Clare's Law
- Domestic Violence Protection Orders

10.3 In September 2013, the Home Secretary commissioned HMIC to conduct a thematic inspection of domestic abuse.

11 Details of outcome of consultation

11.1 Through the Joint Partnership Strategic Assessment 2012, repeat Domestic Violence was identified as a priority action under the strategic theme of: Protect, support and respond to victims, witnesses and vulnerable people.

11.2 This has been also identified as a priority in the 2013 Joint Partnership Strategic Assessment.

11.3 This is also a priority theme within the Community Safety Partnerships.

12 Appendices

12.1 Appendix A: Performance Measures

13. Background Papers

13.1 None

Appendix A: Performance Measures

The Deputy Commissioner has developed performance measures through consultation which will be managed, monitored and reported in the following way:

Targets	Measure
Protection	
Positive feedback from at least 85% of service users to be measured through provider designed satisfaction form to reflect: <ul style="list-style-type: none"> • Reduction in feelings of fear • Improved Feelings of safety • Improved Confidence in accessing support • Improved quality of life • Reporting of fewer repeat incidents of domestic abuse • Less medium risk women being murdered. 	Annually
Reduction in repeat medium risk survivors in each area by 5 %	Annually
Support	
50% of those who use the service to have reduced risk over a period of 6 months	Annually
Engagement with 40 women survivors over a one year period for each area	Quarterly
Attendance at 90% of appropriate Vulnerable Persons Panels (VPP) / CDAP meetings	Quarterly
Response	
30% to have maintained reduced risk over a period of 6 months	Annually
Contact with Service User within 2 working days of referral in 80% of cases	Quarterly