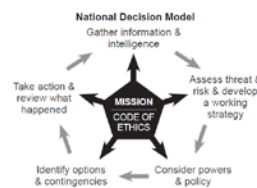




Progress update: Domestic Abuse Portfolio Plan

Required for:	<i>OPCC Performance Meeting November 2019</i>
Security Classification:	OFFICIAL
Handling information if required:	
Suitable for publication:	Yes
Title:	Progress update: Domestic Abuse Portfolio Plan
Version:	1.0
Purpose:	To provide an update to the PCC on progress with the Force's DA Portfolio Plan
ACPO / Strategic Lead:	T/ACC John Savell
National Decision Model compliance:	Yes
Date created:	16/10/2019
Date to be reviewed:	N/A

AUTHOR:	Force DA Advisor / DA Portfolio Lead
Name:	DS 2959 Michael Chalk (on behalf of the Force advisor) D/Supt 714 Sailesh Limbachia
Job Title:	Detective Sergeant –Public Protection Support Unit Detective Superintendent – Public Protection
Telephone number:	01483 631606 / 01483 637584
Email address:	Michael.chalk@surrey.pnn.police.uk Sailesh.limbachia@surrey.pnn.police.uk



What are the Policing Principles?

Accountability	Fairness	Honesty
Integrity	Leadership	Objectivity
Openness	Respect	Selflessness

1.0 Background

- 1.1 This paper seeks to provide the Surrey Police and Crime Commissioner (PCC) with an update on progress against the Domestic Abuse (DA) portfolio plan since the last update paper submitted to the OPCC in March 2019.
- 1.2 In February 2016, the HMICFRS created the following National Recommendation.

'By March 2016, every police force in England and Wales should update its Domestic Abuse action plan; determine what more it can do to address the areas for further improvement highlighted in this report and specified below; and publish its revised action plan accordingly'.
- 1.3 The NPCC acknowledged that these action plans provided a useful framework to manage change within forces. They highlighted that it was imperative that leaders audit and track the progression of domestic abuse action plans to ensure that the strategic intention manifests itself in service delivery for the vulnerable people we serve.
- 1.4 HMICFRS issued a further National Recommendation in 2017 advising that, by September 2019, Chief Officers in each police force should continue to oversee and ensure full implementation of these action plans and offer regular feedback on progress to their Police and Crime Commissioners (PCCs).
- 1.5 This update paper, therefore, is the third update for the PCC on Surrey Police's progress against the DA Portfolio Plan as recommended by HMICFRS and requested by the OPCC for a general update on progress on a six monthly basis.

2.0 Overview of DA Action plan

- 2.1. To track progress, Surrey Police maintain a 'Domestic Abuse Portfolio Plan' as a live, regularly reviewed and updated document. The plan is overseen by the Force DA advisor within the Public Protection Support Unit (PPSU), and overseen by the Force lead at Superintendent Level.
- 2.2. Progress against the DA portfolio plan is monitored and tracked through monthly Public Protection Command performance meetings chaired by the head of Public Protection (Detective Chief Superintendent).
- 2.3. The process of continual improvement in this area has seen Surrey Police's HMICFRS rating move from **Inadequate to Good** and continues to be the framework for ongoing change and improvement to meet the recommendations from HMICFRS, Domestic Homicide Reviews (DHR) and other peer/critical friend reviews. This ensures that continued and sustained improvement is made in this area.
- 2.4. The DA portfolio plan is formulated of actions, HMICFRS 'Recommendations' and 'Areas for Improvements' (AFIs) and the SafeLives Force 'Health Check' that was commissioned in 2017 as part of the 'DA Matters Change programme'.
- 2.5. The general progress of actions within the DA portfolio plan are maintained through the Force's dedicated DA advisor and portfolio lead. This ensures the importance of commitment to effect meaningful change, prioritisation of risk and continued momentum, either in existing or future resourcing demands.

2.6. As a result of the work the Force has completed in relation to the DA portfolio, the number of outstanding areas of focus since the March 2019 update have reduced from **15 to 9 live actions**. Therefore, as of **October 2019**, Surrey Police now only have **9 live actions** remaining, all of which have allocated owners and are graded through the use of a 'BRAG' (Blue, Red, Amber, Green) system.

2.7. These **9 live actions** are summarised below.

1. Body Worn Video (Amber risk)

Implementation of the use of Body-Worn Video (BWV) cameras for front line officers, ensuring their effective usage upon attendance at DA incidents by means of developing clear guidance in line with the College of Policing APP.

The project team are currently completing a trial of the equipment with Motorola to ensure that our requirements list perform as expected before entering into the full procurement. The solution will bring significant advantages to the frontline which include:

- Tap and take allocation: using a pool system, staff will be able to use a card against a card reader to allocate themselves the best camera available at that time without having to log on to any desktop machine
- The ability to dock their camera at any Surrey or Sussex BWV site and take another camera as required.
- A fully integrated Digital Evidence Management Systems (DEMS) where basic and advanced redaction and editing can take place.
- A fully integrated Digital Evidence Management Systems (DEMS) where transfer of footage to Criminal Justice (CJ) partners is available, removing the requirement to burn to dvds.
- Other functionality not available for go-live includes a mobile app to review footage & add meta-data on the Mobile Data Terminal (MDT); the ability to activate cameras by Bluetooth triggers (for example, firearms removed from a holster triggers the camera to record); and live streaming of incidents.

The current solution will be delivered to frontline policing, firearms with bespoke cameras, and negotiators (again, a bespoke camera).

After the trial completes, the procurement activities begin and, should the proposed project plan be successful, Surrey and Sussex should begin to see the product in the first quarter of 2020*.

*The BWV project has two main dependencies: Nice Investigates (DEMS) needs to be in place, and the SD-WAN (internet refresh) needs to be available in order that the transfer of video footage is effective and quick. Both are scheduled to run alongside the BWV work.

2. Investigative Structure (Amber risk)

To participate and contribute to the Force review relating to how we investigate crime.

A structure is currently in place for the allocation of DA crimes on the basis of risk. Standard Risk DA matters are investigated and progressed by Neighbourhood Policing Teams (NPT) and Medium and High Risk by Safeguarding Investigation Units (SIU).

On occasion, Medium Risk cases will remain with NPT, with SIU oversight when SIU

resources are unable to own a case in entirety. Concerns around the potential for demand suppression presenting was identified by SafeLives in a 2017 review and relates to re-grading and re-allocation of DA cases between departments.

In order to resolve this, the DA Portfolio Lead created and disseminated a 'Divisional Framework for Managing Domestic Abuse'. This includes recommendations to ensure consistent best practice across the three divisions in Surrey.

Accredited DASH risk assessment training has also been delivered across all relevant departments throughout 2019 to ensure the process is fully understood. This will continue to be a rolling programme of delivery.

There is currently a Force wide 'structure' review underway and this is being led by DCI Mark Chapman. The review will examine the effective approach to investigations and will also consider the option of a DA task force if appropriate. Proposals following the first part of the review are due to be presented to Chief Officers towards the end of 2019 and early 2020.

3. Partnerships and Information Sharing (Amber risk)

To continue to pursue better ways of working in partnership in relation to appropriate information sharing in order to safeguard the vulnerable and children at risk.

The Force operate 'Operation Encompass' throughout the county, sending notifications to schools when children have been exposed to recent incidents of DA in the home setting.

Historically, it has been challenging for the Police Single Point of Access (P-SPA) team (previously known as MASH) to identify DA occurrences on NICHE in order to send a notification as it has been reliant on the correct flags/markers and appropriate linking of children to the occurrence.

To address this, the Force has now created a new template for front line officers to complete which ensures this information is easily found. This means the notification is sent by the P-SPA more expeditiously than previously. Work is now underway to provide more 'automation' to this process so that officers are able to send a notification direct to the schools themselves, without going via the P-SPA.

The Domestic Violence Disclosure Scheme (DVDs) process is a powerful safeguarding tool. Therefore, the Force has made recent changes so that, with the exception of DA cases being managed by NPT, the responsibility of creating and delivering the DVDs now sits with the officer in the case. This in essence provides a means for the DVDs to be used as part of the safeguarding plan.

The P-SPA also manage the 'Right to Ask' applications from the public (not as a result of ongoing police involvement) and 'Right to Know' applications from police where there is no ongoing DA case but an officer has identified there may be a risk of DA. The public can now make the 'Right to Ask' request online, resulting in the information received from the applicant being far more detailed than previously. This then results in subsequent police checks being conducted in a more effective manner.

Surrey police have effective and robust information sharing processes with outreach providers across Surrey and hold regular meetings and training sessions with them to ensure effective lines of communication and to share learning. The current DA outreach commissioning process is underway and once the provider has been confirmed, the Force will ensure continued focus and on-going work, making sure the sharing of referrals are timely and smooth as possible.

4. Assessing and responding to risk (National Recommendation) (Red risk)

To embed DASH training as a rolling program and ensure that all first responders and specialist teams dealing with DA related risk are DASH accredited and have received the SafeLives/College of Policing 'DA Matters' training.

This is a continual and on-going piece of work. The Force was an early adopter of the DA Matters training and has secured a licence to deliver this package throughout the Force. There are not many forces that have a licence to deliver this package and Surrey Police are proud of this achievement. As a result of this accreditation, the Force continues to ensure all new joiners and key staff receive this training on a rolling programme.

The Force has also rolled out accredited DASH training so that officers and staff in key roles are appropriately equipped to make risk decisions. Between April 1st 2019 (beginning of the financial year) to October 15th 2019, there have been 9 x DA Matters training days across the county.

The Force ensure that all new joiners and staff in key roles receive accredited DASH training. This continues to be delivered on a rolling basis as the workforce is transient and refreshed training programs delivered as required.

In line with national guidance, and in line with many other UK Police Forces, Surrey Police follow a risk based allocation model (DASH) in relation to DA investigations. However, following feedback from HMICFRS in September 2019, the Force is reviewing its current investigation model. Until such time that this review is complete, the Force continue to reinforce DA procedures, key messages and training of staff so that DASH risk assessments and allocation of DA investigations are in line with Force policy.

Moreover, as referenced in the March update paper, a DA task force was being considered by the Force as a means of providing a consistent approach to the investigation of DA related crime. This is now subject to a wider force review that will look at the investigation structure across the Force as a whole.

In the last month work has commenced on the publication relating to Intimate Partner Femicide- The following are the headlines to the publication which will be built into the Force risk management processes.

- *Peer reviewed academic study looking at Intimate Partner Femicide (IPF) (current or former intimate partner) that looked at 575 homicides between 2012 and 2015. Of these 372 were IPF cases.*
- *Domestic violence is a risk factor but more so is coercive and controlling behaviour, especially stalking.*
- *The paper argues that IPF is part of a process motivated by control, or the loss of it, and related perceived loss of status. Recognising this would make for better police risk assessment of DA.*
- *Identified 8 stages of IPF:*

1. **Pre-relationship** – likely previous history of abuse. A history of controlling behaviour, stalking or DA found in every case with pre-relationship history. Comments upon the limited use of the Domestic Violence Disclosure Scheme (DVDS).

2. **Early relationship** – starts with offender being attentive and ‘normal’ romantic journey is accelerated. Possessive language (“you’re mine” or “we’ll be together forever”) used. Friends and family often concerned at the speed of commitment. Offender often seeks firm and early commitment.
3. **Relationship** – beginning of high risk markers. Giving of commitment equated with conceding rights of control. Stalking and monitoring patterns frequently present, sometimes with paranoia re unfaithfulness. Constant demonstrations of devotion and loyalty and victims often follow routines as preferred by offenders in order to maintain calm. Some violence / sexual violence and potential for violence sees ever-present. This stage lasted between 3-6 weeks and 50 years – essentially as long as control is maintained.
4. **Triggers** – withdrawal of commitment or separation (real, imagined or threatened). Separation met with significant resistance in all cases examined. Phraseology reflected control (“I will decide when this marriage is over”, “you’re mine and always will be”, “I will never let you go” and “if I can’t have you no one can”). Link between losing control and losing status.
5. **Escalation** – increase in frequency / severity of abuse, control or stalking in attempt to regain control / status. New tactics like begging, crying, threats, violence, stalking or suicide threats. Focus on intelligence gathering. Offender often confides in friend(s) expecting solidarity as feel justified.
6. **Change in thinking** – apparent response to perceived irretrievable loss of control / status. Feeling that there is no-where else to go to resolve perceived injustice and decision to kill. Decision may be reversed or reliant on opportunity. Offender often believes system is against him. Does not always result in murder but is significant escalation in risk to victim.
7. **Planning** – some written plans, creating opportunities to get victim alone, purchase weapon(s), plans to conceal body, organising finances and affairs, stalking reconnaissance, internet searches on means of killing. Period lasted 2 hours to 12 months.
8. **Homicide** – large variations - may also involve suicide, killing of children, others who are blocking completion. May be immediate confession, hidden as homicide or see victim going missing. Some increasing trend of staged ‘sex game gone wrong’.

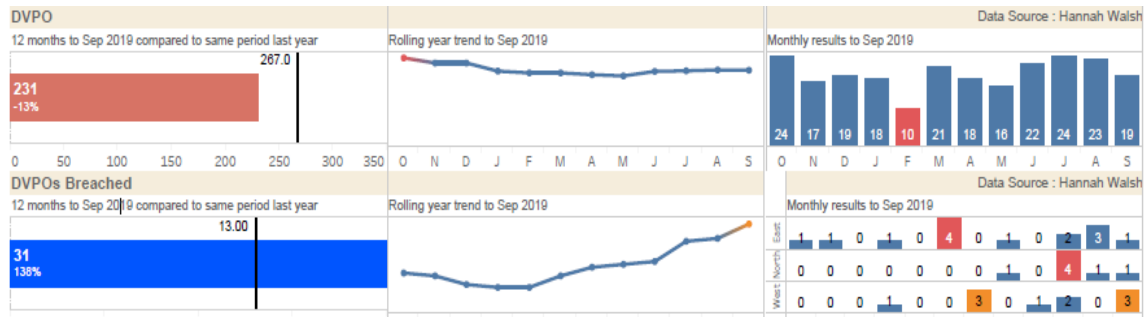
5. Positive and Preventative action (National Recommendation) (Amber risk).

Nationally, arrest rates for domestic abuse are falling, with large variations across forces. There are considerable variations in the use of preventative measures. Forces need monitoring processes, supported by accurate data, to ensure that they are taking positive action such as arrest, and are making effective use of powers, for example DVPOs and the DVDS. Where orders or bail conditions are breached, forces need to ensure that there are appropriately robust processes in place to take action.

Surrey Police have regular embedded monitoring processes, supported by accurate data provided by the Performance Monitoring DA Dashboard. Local and Force performance monitoring processes continue as business as usual and DA features as a standing agenda item for scrutiny. The arrest rate for DA currently stands at 39.6%, a reduction from 45.6% in 2018. The Force are working hard to ensure positive action is taken on first attendance through greater scrutiny and performance management.

As a preventative tool, the Force has a good record of using the Domestic Violence

Protection Notice (DVPN) scheme and is working hard to improve the policing and identification of breaches. The graph below demonstrates a 138% (31/13) increase in the number of breaches detected in 2019 and this represents a vast improvement from 2018. A task and finish group has also now been set up to further review and provide suggestions for even more improvements.



The newly formed High Harm Perpetrator Unit (HHPU) focusses on the highest risk perpetrators and this includes DA and Stalking perpetrators. The Force are continually looking to advance its work in relation to perpetrator management and are therefore working with Surrey University to develop an improved algorithm to help identify the highest risk DA perpetrators.

The Force are also working with Sussex Police to roll out Stalking and Harassment training to all staff from 2020. This will include the use of restraining orders, injunctions and the new Stalking Protection Orders (SPOs) and will further advance the Force’s ability to proactively manage DA if and when appropriate.

Furthermore, the Family Court in Surrey is piloting a scheme that will enable people who need emergency orders to apply by telephone. Surrey are the first county in the UK to pilot this process which provides more power to the survivor to seek an injunction direct from the court in exceptional circumstances.

This new procedure for obtaining injunctions is available to survivors where there is real difficulty in travelling to the Court (perhaps because of the time that it will take, the cost or child care problems etc). The Citizens Advice Bureau has been working with the Force on this pilot and agreed to help with the scheme.

Surrey Police are currently working with the national NPCC stalking lead to explore stalking perpetrator programmes and this work is ongoing. Furthermore, the Force are exploring with Sussex Police, DA perpetrator programmes, however, as detailed within this report, the new DA system review will incorporate a DA perpetrator prevention element.

6. Building the investigative case (National Recommendation) (green risk)

Forces need to ensure that there are clear standards and expectations, with effective supervision, for building the best possible case for the victims of domestic abuse whether victims support police action or not.

The Force has a clear framework, policy and procedure for investigating DA investigations. This framework is exhaustive and provides excellent guidance to officers in the building of cases. Enhanced local training, with support from outreach providers, ensures investigators are up to date with latest information.

Supervisors receive enhanced levels of training in relation to the supervision of cases and the most recent HMICFRS PEEL inspection graded Surrey Police as ‘**Good**’ for

Investigations.

DA outcomes are also monitored through the Post Trial Performance Meetings (PTPM) where Police and Crown Prosecution Service (CPS) discuss CJ outcomes to identify learning and improvement opportunities.

7. Leadership and Governance of DA (Amber risk).

To review the leadership and governance of DA across all statutory agencies in Surrey, in order to improve outcomes for survivors.

The Public Protection Executive Board (PPEB), DA management board (DAMB) and DA Delivery Group (DADG) provide strategic governance and oversight to ensure the Force are regularly scrutinising and assessing performance and remain committed to continuous improvement. The CPS have a representative at each of these groups.

The subject of leadership and governance in DA has been scrutinised at the most recent Community Safety Board (CSB) chaired by the PCC, and the statutory partners including Police, Adult Social Care and Health are working with the chair of the Surrey Adult Safeguarding Board to review leadership arrangements, learning the lessons from the recent child safeguarding changes.

Over the next 18 months, Surrey Police will be working with Surrey County Council (SCC) and other key stakeholders to radically transform its DA system in Surrey to ensure it delivers the best outcomes for those affected by Domestic Abuse.

The aim by 2022 is to implement a system that delivers the following outcomes:

- Reduce intergenerational cycle and transmission of DA;
- Reduction in DA crime in Surrey;
- Create a service that meets the needs of all local communities affected by DA;
- Fewer children and families assessments where DA is a contributing factor;
- Enable people to continue to live safe lives and
- Create an offer with seamless pathways that can support and enable residents who have multiple needs

The ambition is to design an integrated community based approach cutting across SCC, Police and Health with pooled resource, budget and reporting systems that will provide:

- An Early Intervention system that is equipped for the 21st Century and residents' needs;
- A system that is equipped to enable and support those with multiple vulnerabilities;
- A system that is focused on breaking the intergenerational cycle of DA and
- An offer that supports all ages, all relationships, all types of abuse, all incidents and a whole family approach

8. Review to understand the declining arrest and charge/ summons rate (Amber risk)

To understand the reasons for a decline in DA arrests, charges and summons rate in respect of DA related cases.

The arrest / charge / summons rates have been variable across for Force since 2016, however, this action will remain live as the Force actively monitor and look to improve performance in this area. The most current and upto date performance data can be found on the Force performance scorecard.

As discussed earlier, DA performance is monitored through the many governance meetings currently in place across the Force and partnership. The drop in performance is a national issue, however, the Force are working closely with the CPS to understand and improve the situation and will continue to monitor the situation closely.

A holistic review is also underway focused on the West Surrey division, to try to understand the overuse of voluntary attendance. As explained earlier, the Force are conducting a review relating to how we investigate crime, including DA and the early findings of this review are due late 2019 and into early 2020.

9. Progress towards a consistent standard method of safety planning / assessment which is needs led and strength based, listening to victims' voice (Red risk)

At the September 2019 Exploitation Conference in Birmingham, NPCC Lead for DA (DCC Louisa Rolfe) explained that a new secondary risk assessment is being scoped. This new assessment tool is called SARA (**S**pousal **A**ssault **R**isk **A**ssessment).

At this time Surrey Police are working with the national DA lead to explore options of becoming a pilot force for trialling this assessment tool. At this time this work remains ongoing and the force should be in a position to provide a more comprehensive update at the next 6 monthly review.

3.0 Plans in place for DA victim survey to comply with the mandatory requirement

- 3.1.** The Domestic Abuse Victim Survey has been a Home Office mandated requirement since April 2016 and since January 2019, the Force has had a dedicated resource to fulfil this role, meaning the interviews are conducted efficiently and in a timely manner each month thereby enabling the Force to meet this requirement.
- 3.2.** The survey provides regular feedback to the Force DA advisor and to the DADG as well as the DAMB. This provides opportunities for lessons to be learnt so that service delivery can be continually improved.
- 3.3.** The latest victim satisfaction survey report was shared with partners at the last DAMB in July 2019. The report identified the following key findings:
 - 95.0% of victims said they were satisfied with their first contact with the police about the incident.
 - Just over half of the victims interviewed (56.3%, [9/16]) said that officers had asked them to complete a victim personal statement.
 - 54.5% of victims (12/22) where it was necessary for their situation, said that officers explained restraining orders to them.
 - 88.0% of victims (22/25) were satisfied with the service they received from the officers who first came to see them.
 - Half of the victims interviewed this month (50.0%, [10/20]) said that officers told them how often they would update them.
 - Three quarters of the victims interviewed (75.0%, [18/24]) were satisfied with the way they have been kept informed about the progress of their case.

- All victims agreed that the officers they have been in contact with, listened carefully to what they had to say, understood the situation they were in, explained things clearly, and treated them with respect.
 - All victims (24/24) this month agreed that they felt confident in contacting the police again.
 - 92.0% of victims said that they were satisfied with the service they received from Surrey Police.
 - 32.0% of victims (8/25) said that another organisation had been contacted about the incident.
 - Three quarters of victims (6/8) were satisfied with the service they received from the other organisation.
- 3.4.** This unique opportunity enables the Force to identify areas where it needs to focus action, i.e. informing victims how often they will be updated and also where the Force is performing well. The victim's voice is now being truly heard and provides Surrey Police with a much clearer picture on how it is responding to DA.
- 3.5.** The Force will continue to tease out more learning as more and more surveys are completed and results are collated. Now that this survey is embedded, this action has been shown as complete and archived accordingly.

4.0 Domestic Homicide Reviews (DHR) - effectiveness of Force process to embed identified lessons

- 4.1.** A new DHR Oversight Group has been established, chaired by Sarah Haywood (Policy Officer from the OPCC) and Helen Blunden (Designated Nurse for Safeguarding Adults, Surrey Wide CCG) and attended by a selection of partners to ensure all local and national lessons and actions are acknowledged, recorded, progressed and embedded.
- 4.2.** Sarah Haywood has developed a central spreadsheet with all the DHR recommendations for every agency. This spreadsheet is updated with activity and any recommendation that is not embedded is escalated through the DHR oversight group. Updates are provided through the DAMB if appropriate.
- 4.3.** All the DHR panel meetings are attended by the newly appointed statutory review officer, a post created to ensure that as an organisation we learn lessons from past cases to influence policy and practice. This attendance ensures improved consistency and improved relationships with stakeholders to promulgate organisational learning.
- 4.4.** The statutory review officer will ensure that all learning and recommendations from DHRs are recorded on a central recommendations tracker. This tracker will then be updated with activity taken to ensure the Force has embedded the learning and changed policy/procedure as required and as a result of these reviews.

5.0 Sustainability of DA Trainer resource and development of DA mentor role.

- 5.1.** As updated in March 2019, the Force's commitment to the DA Matters change programme has continued and the training of first responders is now well embedded through regular and routine training arranged by the Learning and Development (L&D) department.

- 5.2. The cohort of accredited trainers have also recently increased, the Force now has 5 trainers (2 of whom can dual train as either DA specialist or Police trainer) and able to deliver both the first responder and the DA Mentor sessions.
- 5.3. Scheduling of DA Matters training events for 2019/20 continue with the Crime faculty in L&D. They also ensure that any re-joiners, transferees or absent staff/officers who have not received the training are able to access the course. DA Matters is mandated and also forms part of new recruits training in their probationary period.
- 5.4. Stalking and Harassment training has been planned together with Sussex Police and is due to be rolled out across both Surrey and Sussex from January 2020. This training will include but not limited to Coercive Control, Injunctions; Restraining Orders and the new Stalking Protection Orders.
- 5.5. Additionally, and as mentioned earlier in this report, the current DA Mentor cohort is now over **100** people and includes staff and officers of varying ranks and roles across the entire Force. They are active in supporting and educating officers and staff with DA investigations.
- 5.6. Future plans are to create the role of Divisional mentor leads with more regular Continuous Professional Development (CPD) days mandated for all mentors on a bi-annual basis. The Force are working jointly with Sussex Police to deliver joint DA mentor CPD training, the most recent being in Horsham where colleagues trained together.

6.0 Conclusion[s]

- 6.1 The DA Portfolio Plan is subjected to review by the Portfolio Lead and Force Advisor along with the scrutiny of the ACC through the Force Vulnerability Board.
- 6.2 The risks within the Portfolio Plan are under regular scrutiny by the Force DA Portfolio Lead and the multi-agency governance of the DADG reporting to the DAMB. The DAMB in turn reports into the CSB.
- 6.3 This strategic oversight facilitates senior level intervention and support for those actions that require such in order to progress them using the specialist knowledge of DA Mentors and the DA advisor. Additional support is being put in place to support the DA Force advisor (Bridie Anderson) by providing a support officer in this role, Detective Constable Heidi Jones (PPSU).
- 6.4 Surrey Police has invested in a full time DA Force Advisor post for delivering our DA Action plans and has done so for over 6 years. This leadership provides consistency and commitment to ensuring the actions are advanced and supported by a strong network of multi-agency colleagues who further assist in driving the change and ensuring the victim's voice is heard throughout. A culture of continuous improvement is encouraged.
- 6.5 Public Protection leads encourage ongoing scrutiny of the DA Portfolio Plan via the PCC and recognise the support offered to ensure these actions are embedded and progressed as required.

7.0 Decision[s] Required

- 7.1 None, this paper is for information only.

8.0 Attachments / Background Papers

- N/A