

Understanding the Impact of Form 124D on Domestic Violence in Lambeth

Community Police Consultative Group for Lambeth

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EXECUTIVE SUMMARY

The Community Police Consultative Group (CPCG) for Lambeth commissioned PA Consulting to conduct a *pro bono* evaluation of the implementation of the form 124D in the Lambeth Basic Command Unit (BCU) of the Metropolitan Police Service (MPS). Working closely with the Lambeth Police and an independent researcher, this report is the culmination of this evaluation. It provides some clear recommendations that the Lambeth Police, wider MPS and partnering agencies could adopt in order to improve the effectiveness of the 124D form.

The key objective of the 124D form was to permit a more detailed capturing of supporting evidence from the scene of domestic incidents in order to facilitate 'victimless prosecutions'. Additional objectives of introducing the 124D were also to:

- Raise awareness of domestic violence crime in the police;
- Improve the professionalism and image of the police when responding to domestic violence incidents; and
- Increase the confidence of domestic violence victims to report crimes.

This report addresses each of these objectives. Where analysis against an objective could not be fully met - due to restrictions accessing information or availability of resources and time - this report outlines steps to be taken to further understand how to increase the level of successful prosecutions and convictions in domestic violence cases.

This report also sets out both high and medium level recommendations for further improvement of this implementation, as well suggesting a set of 'quick wins' which will enhance the form 124D and the current process of addressing domestic violence within the Lambeth Metropolitan Police.

The key findings against each of these objectives are as follows:

- **Evidence capture** – the 124D supports the gathering of evidence and acts as a valuable aid memoir for officers attending an incident. There continue to be concerns over police prioritisation of evidence capture, classification of crime and non-crime incidents, and understanding of the current risk assessment and management models.
- **Awareness of domestic violence** – officers are aware of domestic violence and committed to tackling it, however, there is little awareness of the end-to-end process, how the 124D form is used by other units or agencies, or the complexity of domestic violence.
- **Professionalism of police** – the 124D has helped to ensure a standard way of responding to domestic violence incidents. However, there is still discrepancy about how a case is pursued. The form has also led to a significant administrative burden on officers. This impacts the victim's experience and drives negative attitudes towards the completion of the form.
- **Victim confidence** – recent changes, including the 124D, have had little impact on the confidence of victims, who still struggle to navigate a complex, multi-agency system. Low awareness about their rights, the procedures followed, and services available result in feelings of insecurity and uncertainty that discourage victims from reporting domestic violence crimes. In particular, the use of the police risk assessment by partnering agencies can negatively impact the ability of victims to access services and reflect poorly on the police.

The review also highlighted the need to manage domestic violence as a multi-agency issue, including the need for:

- **End-to-end performance targets** – to encourage supportive behaviours by all agencies and reduce inconsistency in approaches.
- **National minimum standards** – to improve quality and consistency of service across regions and agencies.
- **Improved information-sharing** – to improve understanding and ability to take the appropriate course of action. Sharing of information needs to be on a daily basis and include expertise, policies and procedures, guidance and training, and performance information in addition to operational information.

Lambeth Police continue to show a strong commitment to improving the tackling of domestic violence in the area. This is demonstrated by their active support of, and participation in, this independent evaluation.

TABLE OF CONTENTS

Executive Summary	1
1. Introduction.....	3
1.1 Purpose.....	3
1.2 Objectives and scope of the evaluation	4
1.3 Structure of the document.....	5
2. Background	6
3. Approach	8
3.1 Overview	8
3.2 File Review.....	8
3.3 Interviews.....	9
4. Findings.....	10
4.1 Summary of key findings.....	10
4.2 Domestic Violence Is a Multi-Agency Issue.....	11
4.3 Detailed findings.....	11
5. Recommendations	20
5.1 High level	20
5.2 Medium level.....	20
5.3 Quick wins.....	21
6. Conclusions and Next Steps	22
6.1 Conclusions.....	22
6.2 Next steps	22
APPENDIX A: Performance Analysis	
APPENDIX B: Lambeth BCU Domestic Violence Process	
APPENDIX C: File Review – Results	
APPENDIX D: File Review – Sample Characteristics	
APPENDIX E: Interview Schedule – Response Unit Officers	
APPENDIX F: Interview Schedule – Response Unit Sergeants	
APPENDIX G: Interview Schedule – Community Safety Unit Officers	
APPENDIX H: Interview Schedule – Representatives from Gaia	
APPENDIX I: Interview Schedule – Victims of Domestic Violence	
APPENDIX J: Additional Information and Resources	

1. INTRODUCTION

1.1 PURPOSE

The form 124D was implemented in 2004/5 in Lambeth Police. The aim of this form was to help support the police better tackle domestic violence, including enabling arrests and prosecutions with less reliance on the victim pressing charges.

Following this implementation, the use of this form has now been thoroughly embedded in the practices of the Lambeth Police. Analysis of performance statistics covering the period before and after this implementation, shows that the volume of reported Domestic Violence incidents per annum has remained fairly static, with a slight decrease in the most recent year (see Figure 1). The volume of Detected Crimes per annum has increased steadily since 2004/5 (see also Figure 1).

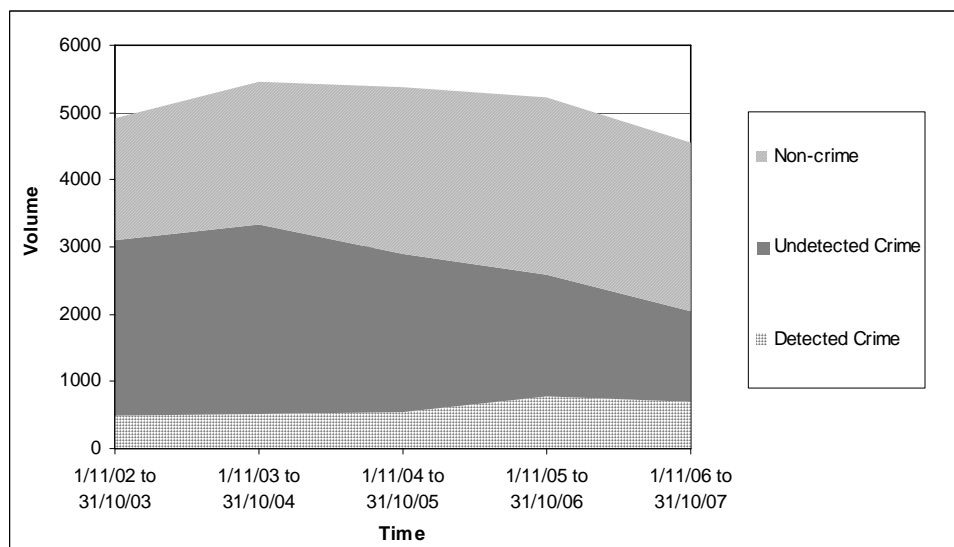


Figure 1: Volume of Domestic Violence cases per annum by classification type (2002 to 2007)

Further analysis shows that the improved detection rate is likely a result of wider changes in crime recording standards, which were also introduced in 2004/5, rather than an increase in the number of charges pressed. The phasing out of “non-sanctioned detections” as part of these wider changes, resulted in a drastic increase in number of cautions issued, as shown in Figure 2. While this drove up the detection rate, the actual volume of charges pressed has decreased since 2004/5.

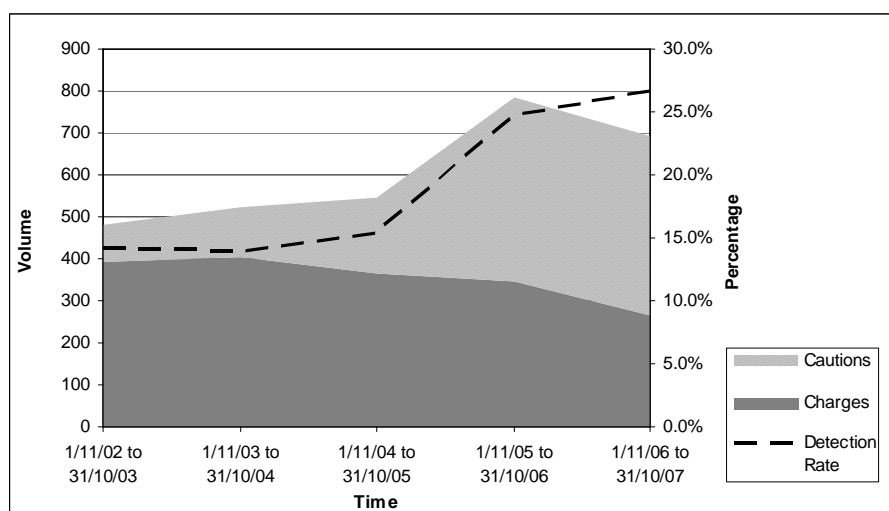


Figure 2: Volume of Detected Crime per annum by outcome (2002 to 2007)

The proportion of cases that are classified as “non-crime” (a criminal act has not occurred) has also steadily increased over the same period of time. Most recent data suggests that now over 60% of

incidents are classified as non-crime. This is likely also as a result of more stringent crime recording standards, introduced in 2004/5, but may warrant monitoring as the proportion of non-crime continues to show an upwards trend over time.

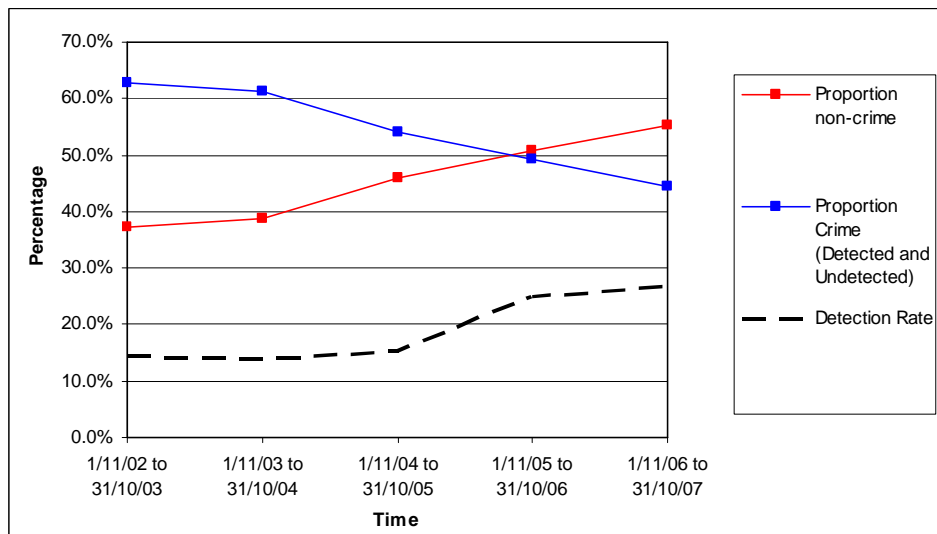


Figure 3: Proportion of crime and non-crime Domestic Violence incidents per annum (2002 to 2007)

Despite the implementation of the form 124D, there is a concern that “victimless prosecutions” are not being pursued in domestic violence cases in Lambeth. It is therefore unclear what impact, if any, the introduction of these forms has had on the ability to effectively prosecute domestic violence cases without the victim.

The implementation of the form 124D was not solely to permit a more detailed capturing of supporting evidence from the scene of domestic incidents in order to facilitate ‘victimless prosecutions’. Additional aims of introducing the 124D in Lambeth Police were to:

- Raise awareness of domestic violence crime in the police;
- Improve the professionalism and image of the police when responding to domestic violence incidents; and
- Increase the confidence of domestic violence victims to report crimes.

This report is the culmination of a review of the 124D form. It aims to provide some clear recommendations that the Lambeth Police, and partnering agencies, could adopt in order to increase the impact made by the 124D form. This report aims to address the key question around what the major achievements of this initiative have been, and what measures could now be recommended to improve outcomes.

1.2 OBJECTIVES AND SCOPE OF THE EVALUATION

The specific aims of the evaluation were to understand the impact of the 124D form and to provide recommendations based on these findings. The form was evaluated as to its impact in the following areas:

- The outcome of domestic violence cases, including the capture of detailed information and evidence to facilitate ‘victimless prosecutions’;
- The police’s performance, including awareness of domestic violence crime and the professionalism and image of the police when responding to domestic violence incidents; and
- Victim satisfaction, including any potential improvements in quality of service provided by the police and increased confidence of domestic violence victims to report crimes.

Where an objective could not be fully met - due to restrictions accessing information or availability of resources and time - or where initial research has led to subsequent lines of potential enquiry, this report suggests next steps in furthering the research activities.

While the form 124D was implemented across the Metropolitan Police Service, it is important to note that the scope of this review covered only its use in Lambeth Basic Command Unit. As such, some of the wider consultation work that may have been undertaken in developing this form is not commented on in this review. Likewise, while some interviews have been conducted with partnering agencies, the focus of this report is on the police's role in handling domestic violence. Effective response to domestic violence is an end-to-end process involving a number of criminal justice agencies and local government services, particularly where children are involved. The full scope of this response has not been included in this review, nor has child referral and protection services, but may warrant additional research in the future.

1.3 STRUCTURE OF THE DOCUMENT

This document is structured to provide:

- The **background** of the 124D form and its implementation in Lambeth Police;
- **Approach** used in the review;
- The **findings** of the review, which are provided in both summary and detailed form and arranged against each objective; and
- A set of ensuing **recommendations**, in order to improve the handling of domestic violence crime in Lambeth.

Additional research tools and supporting data can be found in the **Appendices** at the end of this report.

2. BACKGROUND

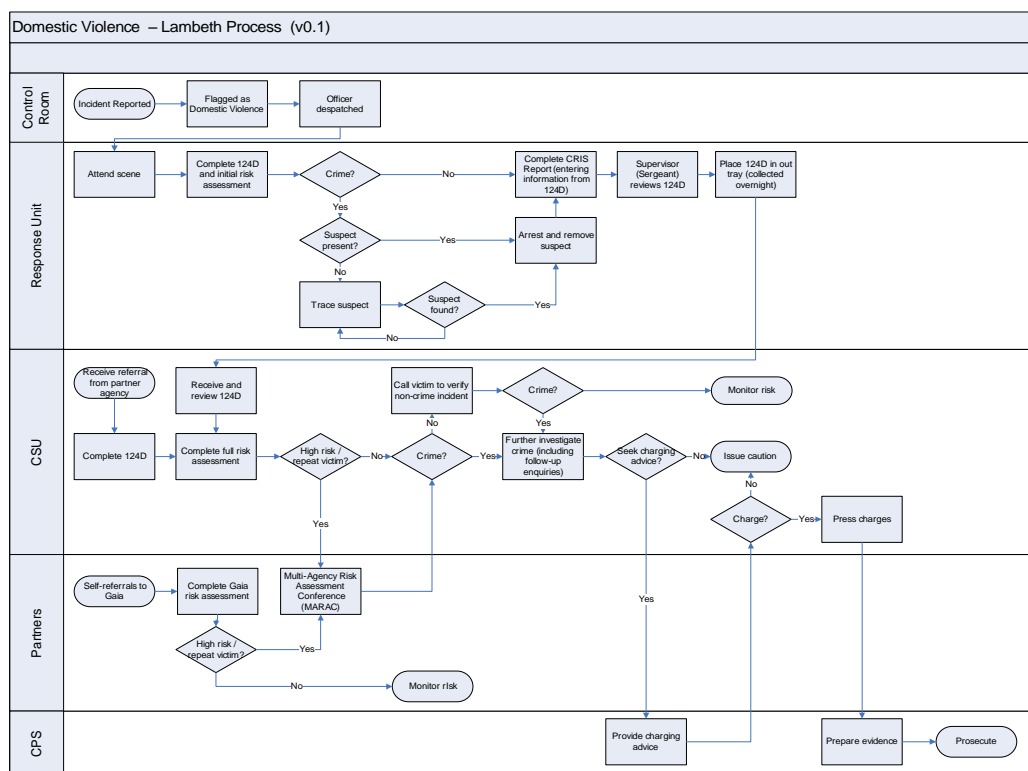
Domestic violence is “any incident of threatening behaviour, violence or abuse (psychological, physical, sexual, financial or emotional) between adults, aged 18 and over, who are or have been intimate partners or family members, regardless of gender or sexuality.”¹ For the purposes of policing and ACPO portfolios, domestic violence is often referred to as domestic abuse. Domestic violence is the term preferred by government and used in multi-agency contexts. As such, this report refers to domestic violence throughout.

As part of the continued drive to tackle domestic violence crimes and reduce the number of incidents, the government introduced legislation that allowed for a positive power of arrest and encouraged ‘victimless prosecution’ in domestic violence cases.² Currently, where police respond to a domestic violence incident, they are able to arrest and charge the offender where evidence permits, without the victim needing to press charges. Similarly, where the evidence permits, the CPS is able to pursue a conviction with less emphasis on the victim needing to attend court.³

The Metropolitan Police Service (MPS) introduced a positive action policy for arrests in domestic violence cases.⁴ The MPS Domestic Violence Working Group also developed a form – the 124D – to help operational officers handle domestic violence incidents more effectively, including capture the necessary evidence to support a victimless prosecution. A number of additional initiatives were also launched, including a public-facing awareness campaign.⁵ Alongside the working group, the Metropolitan Police Authority (MPA) also introduced a Domestic Violence Board.⁶

The process map below (

Figure 4) shows how domestic violence crime is addressed in Lambeth, including when and who completes the 124D (see also Appendix B).



¹ Agreed ACPO, CPS and Home Office definition.

² “Domestic Violence, Crime and Victims Act 2004”: http://www.opsi.gov.uk/acts/acts2004/ukpga_20040028_en_1

³ Please see the CPS Policy on Domestic Violence: <http://cps.gov.uk/publications/docs/DomesticViolencePolicy.pdf>. For additional information, please refer to the accompanying guidance: http://cps.gov.uk/publications/docs/dv_guidance.pdf and leaflet on how decisions to prosecute are reached: <http://cps.gov.uk/publications/docs/DomesticViolenceLeaflet.pdf>

⁴ Please see the MPS Policy Statement and Standard Operating Procedures at: http://www.met.police.uk/dv/files/dv_policy2004.pdf

⁵ Please see the MPS Domestic Violence Campaign at: <http://www.met.police.uk/dv/>

⁶ Please see the MPA Domestic Violence Board at: <http://www.mpa.gov.uk/issues/dvb/default.htm>

Figure 4 – Map of domestic violence process in Lambeth BCU

Each BCU in the MPS is currently structured with a centralised Community Safety Unit (CSU) and station-based Response Units who deal with crimes at the scene of the incident. As such, response officers have the primary responsibility for completing the 124D, while officers in the CSU use the information to further investigate incidents. Domestic Violence may also be referred to the CSU through other mechanisms (such as hospitals or social services) and victims may report crimes after the time of the incident. In these instances, the CSU is responsible for completing the 124D.

The 124D form was designed to capture supporting evidence from the scene, including extensive information on children living away or in the home, mental illness, incidents of cruelty to pets, essential risk management information and many additional factors.

In order to ensure a consistent approach to assessing and managing risk, the 124D also contained SPECSS, the ACPO standard risk assessment (Separation, Pregnancy/new birth, Escalation, Cultural issues, Stalking, Sexual assault). The MPS also introduced RARA (Remove the risk, Avoid the risk, Reduce the risk, Accept the risk), a model and template for an intervention plan to be used in managing the risk in domestic violence cases.⁷

While a standard product, the implementation of the 124D form varied across the Basic Command Units (BCUs) in the MPS. Training programmes, processes and quality assurance mechanisms were based on individual BCU discretion. Lambeth BCU – encompassing stations in Streatham, Brixton and Kennington – established mandatory training on domestic violence for all its officers throughout 2004/5. Quality assurance controls were put into place and the forms monitored and supervised at the superintendent level.

In addition, Lambeth also runs Multi-Agency Risk Assessment Conferences on a regular basis.⁸ These are for high risk cases and cases with repeat victimisation. A number of agencies – including Lambeth Police, Gaia, CPS, Probation, the local Primary Care Trust, and Lambeth Borough Council – meet to review the case and develop appropriate intervention plans to try to ensure the victim's safety and prevent further incidents.

⁷ Please refer to: <http://www.met.police.uk/csu/pdfs/AppendixIII.pdf>. For additional information on the ACPO approach to risk management, please see: [http://www.acpo.police.uk/asp/policies/Data/250205DV_Risk_Assessment_\(ACPO_Draft_Guidance15.3_last\).doc](http://www.acpo.police.uk/asp/policies/Data/250205DV_Risk_Assessment_(ACPO_Draft_Guidance15.3_last).doc)

⁸ For further information on MARACs, please see: http://www.caada.org.uk/library_resources/The_MARAC_Admin_Pack.doc

3. APPROACH

3.1 OVERVIEW

In order to evaluate the effectiveness of the 124D form, the following approach has been undertaken:

- An analysis of existing performance data on domestic violence crimes in Lambeth;
- A file review of a sample of 124D forms, including an assessment of the completeness, accuracy and quality of the information captured;
- Interviews with key CJS staff, including front line response officers, police sergeants, officers and supervisors in the Community Safety Unit (CSU);
- Interviews with representatives from Gaia (a 'one-stop shop' for women who have experienced domestic violence); and
- Interviews with victims of domestic violence.

Informal interviews and conversations were also undertaken with a police training lead, CPS lawyer and representative from Lambeth Children and Family Services.

This approach was exploratory and not exhaustive, and will be valuable in drawing attention to an initial set of findings that may warrant further examination in the future. Trends in particular could benefit from confirmation through repetition and monitoring through further analysis over time.

3.2 FILE REVIEW

The file review was sampled using the Crime Recording Information System (CRIS), matched with the physical forms and, where appropriate, case files.

A total sample of 110 files was reviewed. In order to allow for any changes over time to be taken into account, 55 files were sampled from November 2006 and 55 files from July 2007. Files were also sampled based on the originating station (Streatham, Brixton and Kennington) and the type of classification (Undetected crime, Detected Crime and Non-crime). Sampling was equal across these variables, as shown in Figure 5.



Figure 5: File Review sample distribution by originating station and crime classification

There were no noticeable discrepancies or variations in results across the three stations. Further description of the sample characteristics is included in Appendix C.

3.3 INTERVIEWS

The following interviews and focus groups formed the basis of our qualitative data:

NO.	INTERVIEWEES
1	6 Frontline response officers (Police Constables), covering Streatham, Brixton and Kennington stations
2	4 Supervising officers (Sergeants), covering Streatham, Brixton and Kennington
3	3 Community Safety Unit Officers at Lambeth HQ
4	7 Survivors of domestic violence
5	4 Members of staff at Gaia

Full interview schedules are included in the Appendices.

4. FINDINGS

4.1 SUMMARY OF KEY FINDINGS

The findings highlight areas where the 124D has helped to achieve improvements in the handling of domestic violence cases and areas where the effects are not as visible or improvements may be necessary. These findings are summarised against the four main objectives in Table 1 and explored in detail in Section 4.3.

NO.	OBJECTIVE	ACHIEVEMENTS	LIMITATIONS
1	Evidence capture – aid the capture of detailed information and evidence to facilitate ‘victimless prosecutions’	The 124D acts a valuable aid memoir for officers attending an incident. It also serves to capture the initial allegation, which can often be subsequently withdrawn by the victim, enabling the police to issue a caution.	Officers do not prioritise the need to collect comprehensive evidence at the scene of an incident, nor have the necessary resources to do so. The risk assessment process is highly subjective and not clearly understood.
2	Raise awareness – of domestic violence crime in Lambeth Police	While difficult to assess whether this is related to the 124D, there is a strong commitment to tackling domestic violence crime in Lambeth Police.	There is little appreciation of the complexity of domestic violence, nor an understanding of the end-to-end multi-agency process (and how the 124D is used). This lack of negatively effects both the victim experience and the desire to complete the form at the first response.
3	Improve professionalism – and image of the police when responding to domestic violence incidents	There is now a uniform approach to domestic violence incidents, supported by effective quality assurance mechanisms and operational processes.	The administrative burden of the 124D form has resulted in some negative attitudes. Some discrepancy still exists in the course of action followed in a case, as well as the availability of resources to respond appropriately and in a timely fashion. There is a need to use existing information to manage resources more proactively.
4	Increase victim confidence – to report domestic violence crimes	The additional information on the 124D form can be used to inform multi-agency conferences.	The 124D form has had no determinable effects on victim confidence. Victims are generally unaware of the 124D form or new processes. Low awareness about their rights, the procedures followed, and services available lead to feelings of insecurity and uncertainty in victims of domestic violence, resulting in reluctance to report domestic violence crimes. The police risk assessment information is often used by partnering agencies to support their decisions around service provision (e.g. only high risk victims have access to re-housing). This can have a negative impact on victim experience.

Table 1 - Summary of main findings

4.2 DOMESTIC VIOLENCE IS A MULTI-AGENCY ISSUE

This evaluation also identified the need to manage domestic violence as a multi-agency issue. This key finding was a recurring theme, which cut-across the evaluation of the 124D form against the four objectives. Specifically, the evaluation highlighted the need to:

- **Develop end-to-end performance targets to encourage appropriate behaviour across agencies** – ‘Victimless prosecutions’ are not measured by the police, and it is unclear if these are measured by the CPS. While the police have an incentive to press charges in domestic violence cases, in order to meet performance targets around sanction detections, the CPS are measured on successful prosecutions, which may lead to inconsistent charging advice. As a multi-agency process, domestic violence would benefit from appropriate end-to-end performance targets.
- **Introduce national minimum standards, to ensure a consistent quality of service** – Likewise, as a multi-agency process, domestic violence would benefit from a set of national standards to ensure that an equal quality and level of service is provided to all victims. A set of national standards would help to improve multi-agency processes, providing a common benchmark against which agencies would need to operate.
- **Improve sharing of information between agencies** – While multi-agency conferences, such as the MARAC, provide a formal mechanism to share information across agencies, there is a need to improve the daily coordination of efforts and sharing of information.

This includes operational and case-specific information (e.g. information relevant to assessing risk levels), where findings showed difficulties with sharing existing information, uncertainties around what type of information could be shared and a lack of standards around multi-agency information sharing. Anecdotal evidence indicated lack of clarity around the referral of child protection cases and sharing of information with social services through the MERLIN report. While this was outside the scope of this evaluation, it warrants further research and examination.

Improved multi-agency information sharing should also extend to cover guidance, training documents, procedures, policy statements, expertise, and performance management information.

4.3 DETAILED FINDINGS

Detailed findings are structured around the four main areas of implementation: (1) Process; (2) Understanding; and (3) Behaviours. For each finding, the main evidence from the review is presented and a recommendation for further action is suggested. Recommendations are organised by the responsible body, which is designated in parenthesis (CSU, Response Units, CPS). Where a recommendation is likely outside the scope of the Lambeth Police, this is designated as MPS.

Further details of the results from the data analysis, file review and interviews are included in the Appendices.

NO	FINDING	EVIDENCE	RECOMMENDATIONS
1. EVIDENCE CAPTURE			
This section considers the impact of the 124D form in enabling officers to capture the evidence necessary to support “victimless prosecutions”.			
1.A	The 124D form supports the gathering of necessary evidence.	Conversation with CPS lawyer showed that the form supports the gathering of evidence to support prosecutions.	<ul style="list-style-type: none"> • This may warrant further detailed analysis, as this evaluation was not able to access interviews with CPS staff in the time available.
1.B	The initial allegation on the 124D form enables officers to issue a caution.	<p>This was reflected in interviews with response officers and CSU officers.</p> <p>This is also reflected in the increased number of cautions</p>	<ul style="list-style-type: none"> • (CSU) Clear guidance is required around issuing a caution versus pressing charges, in order to continue this positive behaviour while also raising the

NO	FINDING	EVIDENCE	RECOMMENDATIONS
		increased number of cautions issued since the introduction of the form 124D.	number of charges. This guidance needs to be supported by both the MPS and the CPS, to ensure consistency.
1.C	The 124D serves as an effective aide memoir to ensure evidence is captured where possible.	This was reflected in interviews with response officers and CSU officers.	<ul style="list-style-type: none"> None.
1.D	Response officers do not prioritise the need to collect comprehensive, corroborating evidence to support domestic violence charges.	<p>Interviews show that response officers focused mainly on the victim's personal injuries and any medical statements rather than physical evidence at the scene.</p> <p>The file review showed that the evidence page was only fully completed in 70% of the crime incidents in Nov-06. While the level of completion improved to 88% in Jul-07, many fields were completed as "not applicable".</p> <p>Evidence provided by witnesses was captured in only 12.5% of the files where a witness was present in Jul-07 and 24% in Nov-06.</p> <p>Interviews suggested that officers may not appreciate the importance of additional types of evidence.</p> <p>Evidence from interviews with victims also suggest that officers do not prioritise collecting supporting evidence at the scene. Several victims reported a failure of officers to collect existing evidence, including medical reports, additional witness statements and photographs of damaged property. Importantly, these comments came from victims who had chosen to go ahead with pressing charges.</p>	<ul style="list-style-type: none"> (CSU/CPS) Ensure that expectations around level of evidence required, particularly where there is no supporting victim statement or the allegation has been withdrawn, are clearly communicated. (CPS) Ensure that Charging Lawyers also uphold these minimum requirements when giving charging advice. (CSU) Communicate the importance of collecting evidence to response officers. This may be through example cases available on the intranet and/or refresher sessions during shift briefings. (CSU/Response Units) Reinforce the need for supervisors to review the evidence sheet of the 124D form to ensure it is accurately completed.
1.E	Response officers do not have the necessary resources to collect corroborating evidence at the scene of a domestic violence incident.	<p>Interviews indicated that officers are not provided with a camera when responding to an incident.</p> <p>The file review also showed that 'No ICEFLOW' (Polaroid camera) was commonly written on the form, demonstrating that the officer did not have a camera.</p>	<ul style="list-style-type: none"> (Response Units) Equip initial response officers with cameras and training on taking photographic evidence. (CSU) Consider dispatching CSU officers to the scene of incidents in order to support the collection of evidence.

NO	FINDING	EVIDENCE	RECOMMENDATIONS
1.F	The 124D is time-consuming and resource intensive. Response officers do not always have the necessary time or resources to complete it sufficiently at the scene of an incident.	<p>Anecdotal evidence from interviews suggests that it takes two officers considerable time to attend, complete a 124D form, and later input the details onto CRIS. Where an arrest is made, the level of resource required is doubled to four attending officers (two officers must remove the arresting suspect while the two remaining officers attend the scene).</p> <p>Interviews indicated that this is a particular frustration with cases that are non-crime or have been incorrectly flagged as domestic violence by the control room.</p>	<ul style="list-style-type: none"> • (MPS) Give consideration to enabling officers to use an abbreviated version of the form in non-crime cases. • (MPS) Give consideration to allowing officer discretion in incidents that have been incorrectly flagged as domestic violence by the control room. • (Response Units) Employ an administrator to input details from the 124D form into CRIS. • (CSU) Consider dispatching CSU officers to the scene of incidents in order to support the collection of evidence.
1.G	Suspects are rarely arrested or traced.	<p>The file review showed that suspects were only arrested and/or traced in 42.9% of cases in Jul-07 and 46.5% of cases in Nov-06.</p> <p>Interviews with victims also demonstrated that suspects were rarely arrested. This had a significant impact on the confidence of victims when dealing with the police.</p>	<ul style="list-style-type: none"> • (Response Units) Where suspects have left the scene, prioritise tracing the suspect to arrest.
1.H	The risk assessment is highly subjective and not clearly understood.	<p>Interviews with response officers, sergeants and the CSU indicated that they did not have a clear understanding of how to complete the risk assessment, including:</p> <ul style="list-style-type: none"> • How it will be used by other units or agencies? • The time frame to which it applies (immediate, medium-term, or longer-term)? And • How to translate the answers to the SPECCS questions into the appropriate level of risk (which is currently a subjective process)? <p>Interviews with response officers, sergeants and the CSU also indicated that there was little guidance available to assist with the risk assessment. Information that is available (e.g. the MPS Risk Assessment Model) was not being used.</p>	<ul style="list-style-type: none"> • (MPS / CSU) Consider producing clear guidance, including guidelines on the timeframe and how other units and agencies use the information. • (MPS) Consider revising the 124D form to include guidance notes on how the SPECCS questions relate to risk levels. • (Response Units / CSU) Reinforce appropriate assessment of risk levels through the quality assurance process with sergeants. • (CSU) Publish existing information on domestic violence and risk assessment in more easily accessible channels, such as an intranet site.

NO	FINDING	EVIDENCE	RECOMMENDATIONS
1.I	CPS charging advice may impact the number of charges.	Conversation with CPS lawyer indicated that the CPS now ask for more information to support a charge than prior to the implementation of the 124D.	<ul style="list-style-type: none"> • This warrants further investigation than was possible in this evaluation. The decrease in charges coincides with the roll-out of the CPS Charging Advice programme in police stations, which may be a variable.
2. RAISE AWARENESS			
This section considers the impact of the 124D form in raising awareness of domestic violence in Lambeth Police. It also considers the police's understanding of domestic violence policy and process.			
2.A	<p>There is generally a strong commitment to tackling domestic violence crime. However, this may not be met with a full understanding of the complexity of the issue.</p>	<p>Interviews with police officers showed a genuine concern and commitment to tackling domestic violence crime.</p> <p>It is difficult to prove that this is directly related to the implementation of the 124D form.</p> <p>Interviews with staff from Gaia supported that the police demonstrated general goodwill to tackling domestic violence crime. Evidence from these interviews also indicated that police may not understand the complexity of the issue. Likewise, they may not take it seriously as a type of crime, but understand it more as a negative social issue.</p> <p>Interviews with victims also illustrated a number of shortcomings in the police response, which suggests that they may not understand the full complexity of the end-to-end process.</p>	<ul style="list-style-type: none"> • (CSU / Response Units) Work closer with specialist organisations, such as Gaia, to improve understanding of domestic violence. • (CSU / Response Units / CPS) Work closer together across agencies to improve understanding of the end-to-end process (e.g. job shadowing, briefing sessions, surgeries, joint training).
2.B	<p>While there is generally a good understanding by response officers of their role in domestic violence cases, there is a widespread lack of understanding of the end-to-end process. This has led to a sense of isolation and reduced morale over the necessity to complete the 124D form.</p>	<p>Interviews indicate that response officers and sergeants do not know what happens to the 124D form once it leaves the station. They are unaware how it is used by the CSU and/or any other bodies.</p> <p>Interviews also indicate that response officers and sergeants believe that the 124D form is mainly used as a mechanism to 'cover their backs' and to 'provide a paper trail'. They tend to think that once it reaches CSU, the form is archived and not used. This is driving a negative opinion of the 124D form.</p>	<ul style="list-style-type: none"> • (CSU/MPS) Increase training in the end-to-end process to demonstrate to response officers how the information on the 124D form is latter used. • (CSU/Response Units) Increase communication between units to encourage feedback regarding the forms and case outcomes. • (CSU/Response Units) Consider job shadowing opportunities to improve understanding of the end-to-end process, where resources permit. • (CSU) Consider ensuring that a member of the CSU is always available (on rota basis) to

NO	FINDING	EVIDENCE	RECOMMENDATIONS
		Interviews indicate that response officers and sergeants rarely know the final outcome of the domestic violence cases to which they respond.	<p>provide advice and answer ad hoc queries.</p> <ul style="list-style-type: none"> • (CSU) Consider running monthly “surgery sessions” to answer any questions from response units.
2.C	The lack of an end-to-end understanding is further exasperated by a sense of cultural difference between the CSU and Response Units.	Interviews with response officers, sergeants and officers at the CSU indicate that differences such as working hours, availability, and uniforms help to create the sense of a cultural difference between these units.	<ul style="list-style-type: none"> • (CSU/Response Units) Improve ongoing communication and contact between the units (e.g. briefing sessions, surgeries, email contact). • (CSU) Consider introducing shift patterns within the CSU to enable more rapid response in domestic violence cases.
2.D	The intervention section (requiring information on positive action and/or intervention taken) on the yellow page of the 124D form is not well understood by response officers.	<p>The data reviews show that, despite a 42% increase over Nov-06, the intervention section was completed in only 35.2% of forms in Jul-07.</p> <p>Interviews with response officers indicated that they generally took immediate intervention activity, but did not understand what to fill out in this section of the form.</p> <p>Likewise, in very few forms where additional intervention steps completed (20% in Nov-06 and 26.5% in Jul-07).</p>	<ul style="list-style-type: none"> • (CSU) Consider improving the training of response officers in appropriate interventions and how to complete this section of the form. Training on additional intervention steps could be done in conjunction with a specialist organisation, such as Gaia. • (CSU) Consider issuing stronger guidelines for immediate and additional intervention steps in domestic violence cases. These guidelines may be developed in conjunction with a specialist support organisation, such as Gaia.
2.E	While the MPS has a “positive action policy”, there is confusion in response units as to what this means in practice.	<p>Interviews indicated that response officers and sergeants were confused as to whether “positive action” meant “positive arrest”.</p> <p>Likewise, they often felt pressure to arrest in non-crime situations, where they had little discretion to exercise.</p>	<ul style="list-style-type: none"> • (CSU) Further training is required on the MPS “positive action policy”. • (MPS) Consider including clear guidelines on “positive action” on the 124D form, to ensure a consistent message and avoid confusion. • (MPS) Consider the level of officer discretion available in non-crime cases, where positive action may inadvertently divert valuable resources.

3. IMPROVE PROFESSIONALISM OF POLICE

This section considers the impact of the 124D form on the police’s image and professionalism in responding to domestic violence crime. This also covers supporting processes.

NO	FINDING	EVIDENCE	RECOMMENDATIONS
3.A	There is now a uniform approach to responding to domestic violence crime at the scene.	Interviews with response officers, sergeants and the CSU suggest that the 124D form has been particularly useful for newer officers to ensure that they understand how to respond to a domestic violence crime.	<ul style="list-style-type: none"> • None.
3.B	The 124D has improved follow-up actions, however there is still much discrepancy over when and how a case is pursued. This has a strong impact on victim confidence.	<p>Interviews with the CSU suggested that standard follow-up procedures are in place. For example, the CSU contact all victims within 48 hours, including those in non-crime cases.</p> <p>However, all evidence suggests that there is considerable inconsistency in the course of action taken (e.g. charges, arrests, prosecutions), which leads to a lack of victim confidence.</p>	<ul style="list-style-type: none"> • (CSU/CPS) Agree clear joint guidelines about the course of follow-up action to take. Ensure that support organisations, such as Gaia are included in the development of these guidelines and can communicate them effectively to victims of domestic violence.
3.C	Sergeant supervision has driven up standards. The quality assurance scheme implemented across Lambeth Police ensures that officers justify the risk assessed and actions taken in every case.	<p>File review showed that the accuracy and completeness of the 124Ds improved between Nov-06 and Jul-07, including a 25% improvement in the percentage of risk assessments completed. The number of 124D forms signed by the supervising sergeant also increased by approximately 8% between this period, although this still stood at only 75% in Jul-07.</p> <p>Interviews with PCs and sergeants suggested that the review of the 124D forms by supervising officers is a high priority. Forms are signed daily, at the end of each shift, to be placed in the overnight tray.</p> <p>Interviews indicated that officers must discuss the 124D form with sergeants on a regular basis, including justifying the assessed level of risk. The percentage of cases assessed as medium and high increased by approximately 12.5% and 6%, respectively, from Nov-06 to Jul-07.</p>	<ul style="list-style-type: none"> • (Response Units) Continue to emphasise the importance of the quality assurance process, with the aim to ensure all forms are reviewed by the supervisor. • (CSU) Escalate any forms that are not sufficiently reviewed by a supervisor prior to reaching the CSU.
3.D	The overnight tray system implemented in Lambeth Police is effective and has improved response time.	Interviews with CSU revealed that the overnight tray system, together with greater supervision, has enabled a more efficient transfer of 124D forms to the CSU. The majority of forms reach the CSU within 24	<ul style="list-style-type: none"> • (CSU) Implement a second collection time to ensure that forms submitted after the deadline are still received within 24 hours of the incident occurring.

NO	FINDING	EVIDENCE	RECOMMENDATIONS
		<p>hours of a domestic violence incident occurring. This has enabled a quicker response by the CSU investigating officers.</p> <p>The collection of the 124D forms from the overnight tray is currently only once a day at 5am. Any forms submitted after 5am, are not received by the CSU until two days following.</p> <p>Interviews also suggested that the overnight tray system may not exist in other BCUs.</p>	<ul style="list-style-type: none"> • (MPS) Consider implementing the overnight tray system in other BCUs.
3.E	<p>There is considerable duplication of administrative activities with the 124D form, such as:</p> <ul style="list-style-type: none"> - duplication in details on the 124D form and CRIS report; and - inputting from the 124D onto CRIS. <p>This has a subsequent impact on availability of resources to respond effectively to other incidents. It also drives a negative perception of the form.</p>	<p>Interviews with response officers and sergeants indicated their frustration at the duplication between the 124D and CRIS report, and the administrative time required to input onto the system. Likewise, these interviews suggested that all details in the 124D form are also captured in CRIS, with the exception of the victim's initial statement of allegation. The 'details' page of the 124D is not considered valuable as the same details that are captured on the CRIS report.</p> <p>Interviews with CSU indicated that many fields in the 124D form may not be regularly used, particularly in non-crime cases.</p> <p>Interviews with PCs indicated that the form is considered too large and cannot be fitted into their pocket (with the notebook).</p>	<ul style="list-style-type: none"> • (MPS) Give consideration to enabling officers to use an abbreviated version of the form in non-crime cases. • (MPS) Consider redesigning the form to make it the same dimensions as the pocket book • (MPS) Remove the 'dets' page with the view that this information is collected on CRIS already. • (Response units) Consider enabling administrators to enter information from the 124D onto the CRIS report, freeing valuable officer time.
3.F	<p>The level of performance management could be improved, which may also improve resource allocation.</p>	<p>Interviews with response officers indicated that domestic violence is one of the most common crimes that they respond to, however this is not reflected in the level of training or managerial emphasis placed on this type of crime.</p> <p>Interviews with the CSU showed that a large volume of data on domestic violence is available, which could be used proactively to monitor the levels and outcomes of domestic violence crime.</p>	<ul style="list-style-type: none"> • (CSU) Improve the performance reporting processes for domestic violence crime, in order to have a clearer view on the number of crimes committed per month. • (CSU) Use the information available to proactively profile domestic violence crime in the area (e.g. hotspots, repeat offenders, repeat victims, languages and ethnicity). • (Response Unit) Ensure that stations are resourced to respond to domestic violence crimes appropriately (e.g. shift resources meet likelihood of incidents, translators available).

NO	FINDING	EVIDENCE	RECOMMENDATIONS
4. INCREASE VICTIM CONFIDENCE			
This section considers the impact that the 124D form has had on victim confidence, including likelihood to report further crimes and level of service received.			
4.A	The information on the 124D form may be used to support Multi-Agency Risk Assessment Conferences (MARACs).	Interviews with members of the MARACs indicate that information contained on the forms, such as details of children's GP and school, may assist in determining appropriate action in high-risk domestic violence cases. It is unclear whether these forms are currently openly shared with MARAC groups.	<ul style="list-style-type: none"> • (CSU) Consider sharing the additional information on the 124D form with MARAC groups in order to ensure that intervention plans are most effective.
4.B	The implementation of the form 124D has had little noticeable impact on victim confidence.	<p>Interviews with victims of domestic violence indicated that they were not aware of any significant changes in police processes when responding to domestic violence crime.</p> <p>Interviews with victims showed mixed levels of satisfaction with their treatment from police. Many were dissatisfied with the level of respect they felt they had received.</p>	<ul style="list-style-type: none"> • (CSU / Response Units) Issue communications aimed at victims to raise awareness about the improvements being made in processes. Use existing engagement mechanisms, such as support organisations like Gaia, to solicit feedback from both victims and support workers in order to improve service levels.
4.C	There is confusion around responsibility for service provision across the system, which is difficult for victims to navigate in order to access appropriate services.	<p>Interviews with Gaia support workers indicated that promises were often made by the police that could not be delivered.</p> <p>Interviews with victims indicated frustration around how to access services from multiple agencies and confusion around who should be held responsible.</p>	<ul style="list-style-type: none"> • (Response Units / CSU / Gaia) Gaia is an important "one-stop shop" in helping to address this issue, however clearer and more consistent messages need to be disseminated to victims across agencies. • (MPS) Consider producing a clear victim-oriented pamphlet on accessing services and available intervention help.
4.D	Victims lack awareness about their rights, the procedures that should be followed, and the services available. This leads to feelings of insecurity and uncertainty and a reluctance to report crimes.	<p>Interviews with victims of domestic violence indicated that they felt uncertain about what the police, and partnering agencies, were required to do to support them. They did not know what rights they could claim, nor how to assess if proper procedures were being followed and support offered.</p> <p>Interviews also indicated that victims felt the course of action taken by agencies in the CJS (including police and CPS) was inconsistent and appeared arbitrary. This meant that they were less confident about reporting crimes in the future as</p>	<ul style="list-style-type: none"> • (MPS) Consider producing a clear victim-oriented pamphlet on criminal justice processes and the support that victims can expect. • (Gaia / CSU) Work with police to improve the level of victim awareness, particularly around victim rights and criminal justice processes.

NO	FINDING	EVIDENCE	RECOMMENDATIONS
		they felt they could not rely on the CJS to support them.	
4.D	The risk assessment conducted by the police is used by other agencies to determine the level of services available to a victim of domestic violence (e.g. housing services). As it is not collected for this purpose, in many cases this can be detrimental to the level of service available to the victim.	<p>Interviews with responding officers confirmed that the risk assessment generally relates to the immediate risk to the victim at the time of the officer attending the scene. The CSU does a subsequent risk assessment to identify the ongoing risk to the victim.</p> <p>Interviews with support workers indicated that the risk level is often used by external agencies to determine the level of service available. For example, only high-risk victims have access to re-housing services.</p>	<ul style="list-style-type: none"> • (CSU) Issue clear guidelines about the purpose and intended use of the risk assessment to partnering agencies, to mitigate the use of this assessment for additional purposes. • (CSU / Partnering agencies) Improve communications in order to discuss factors involved on a case-by-case basis to determine the appropriate level of services available to the victim.
4.E	Police are not always able to meet the needs of victims when responding to an incident.	Interviews with victims of domestic violence indicated that police struggled to deal with language barriers when responding to incidents, and rarely had a translator available.	<ul style="list-style-type: none"> • (CSU) Use the information available to proactively profile domestic violence crime in the area (e.g. hotspots, repeat offenders, repeat victims, languages and ethnicity). • (Response Unit) Ensure that stations are resourced to respond to domestic violence crimes appropriately (e.g. shift resources meet likelihood of incidents, translators available).
4.F	Domestic violence is a specialised type of crime. Response officers do not always feel equipped to complete the more sensitive questions on the 124D form.	<p>Interviews with officers indicated that many of the questions were sensitive in nature and that the officers felt uncomfortable asking them.</p> <p>Interviews with victims also suggested that victims felt vulnerable and uncomfortable answering many of the personal questions.</p> <p>Interviews with victims also suggested that, although many officers were friendly, some officers were considered 'unsympathetic' and 'hostile' in their questioning.</p>	<ul style="list-style-type: none"> • (CSU) Consider dispatching CSU officers to the scene of incidents in order to support the collection of evidence. • (CSU) Improve the provision of ongoing training of response officers in handling domestic violence crime. This training may be in conjunction with specialist organisations, such as Gaia. • (CSU) Consider ensuring that a member of the CSU is always available (on rota basis) to provide advice and answer ad hoc queries.

Table 2: Table of detailed findings

5. RECOMMENDATIONS

5.1 HIGH LEVEL

The following recommendations require process and policy changes and are included for consideration:

- Implement an end-to-end performance target for domestic violence, to encourage appropriate behaviours;
- Design a set of national minimum standards for domestic violence, to ensure a consistent quality of service;
- Reconsider the existing risk assessment process, to decrease subjectivity and ensure clear guidelines;
- Consider developing a multi-agency risk assessment, which meets the needs of partnering agencies, to help identify appropriate victim services
- Reconsider the design of the 124D form (e.g. remove the 'dets' page and include a tick box for non-crime incidents) to reduce negative impressions of the form;
- Consider enabling officers to input details into CRIS, without the need to complete a 124D form, for no-crime incidents to reduce the administrative burden; and
- Integrate regular training on domestic violence, forming risk assessments, end-to-end process, expectations from CPS/CSU, with a clear message of what 'positive action' is.

5.2 MEDIUM LEVEL

The following recommendations may require some procedural changes, but are likely realisable in the medium term:

- Equip response officers with digital cameras to enable them to capture comprehensive evidence at the scene of an incident;
- Employ an administrator to input details from 124D form into CRIS;
- Improve police training and guidance notes, in order to reduce confusion and uncertainty. Consider involving Gaia in this work;
- Run refresher sessions, joint briefings, and monthly “surgery sessions” across units and agencies to help improve communications and reduce uncertainties;
- Consider implementing a shift rota in the CSU, or training a “DV Champion” in every station, to ensure an expert is available to answer any questions;
- Improve the performance reporting process so as to be able to allocate resources accordingly;
- Explore the current allocation of Independent Domestic Violence Advisors (IDVAs) to the Metropolitan Police Service (funding allocated through Government Office for London), and how Lambeth BCU may better use these posts;
- Explore opportunities for an Independent Sexual Violence Advisor in Lambeth BCU (applications for grants can be made to the Home Office);
- Work with Gaia and other support organisations to publicise the improvements in the process to victims and solicit their feedback on services provided; and
- Working with Gaia and other support organisations, produce information on the end-to-end criminal justice process and wider support network (including issues such as housing, childcare, civil law matters, etc). This information can be used both for police training and to improve victim awareness of the criminal justice process, and the level of service they can expect to receive.

5.3 QUICK WINS

The following recommendations are “quick wins” as they can be implemented quickly and easily:

- Increase the number of collections from the overnight tray to ensure all 124D forms are received in a timely fashion;
- Improve the compliance of officers with the quality assurance process (through sergeants and escalation);
- Share additional information on the 124D forms with the MARAC group to ensure intervention plans are effective; and
- Roll-out the overnight tray system to other BCUs, where appropriate.

6. CONCLUSIONS AND NEXT STEPS

6.1 CONCLUSIONS

The implementation of the 124D form has helped to improve how domestic violence crime is handled in Lambeth. It has not, however, led to an increase in the number of charges or 'victimless prosecutions' in these cases. Likewise, it has had little impact on the victims of domestic violence, who continue to find the process difficult to navigate, have little awareness of their rights, and little recognition of the improvements that have been made.

While there is still some room for improvement in completeness of the form, police officers are passionate about dealing with domestic violence and have good knowledge of the surrounding policy and processes. There is a lack of understanding of the end-to-end process, however, and little evidence that domestic violence is being effectively tackled as a multi-agency problem. Often, this leads to frustrations from individual players about the duplication of effort or seeming bureaucracy, without an understanding of how their efforts contribute to positive outcomes.

6.2 NEXT STEPS

The authors of this report urge Lambeth Police, CPS and MPS to consider the recommendations of this report and act on these with urgency.

In addition, as the scope of this review has been limited by the availability of resources, information and time, there are also a number of points identified that would benefit from additional research, namely:

- Further interviews and research with representatives from CPS to understand their needs and any potential implications on the decrease in number of Domestic Violence charges;
- Developing a multi-agency map of the end-to-end process, which could be used to identify blockages in the process or as a training aide for agencies involved in the process;
- Extending this review to cover child referral cases and the use of MERLIN, which are often relevant domestic violence cases and similarly involve a number of police operational units and partnering agencies working together;
- Extending this review to cover other BCUs in the MPS, with the aim to establishing best practice across the force; and
- Further exploring the role of agencies and units who were not included (or limited) in this review, due to restrictions in scope, such as the Witness Care Unit, CPS, Courts, Victim Support and Children and Family Services.

Appendix A: PERFORMANCE ANALYSIS

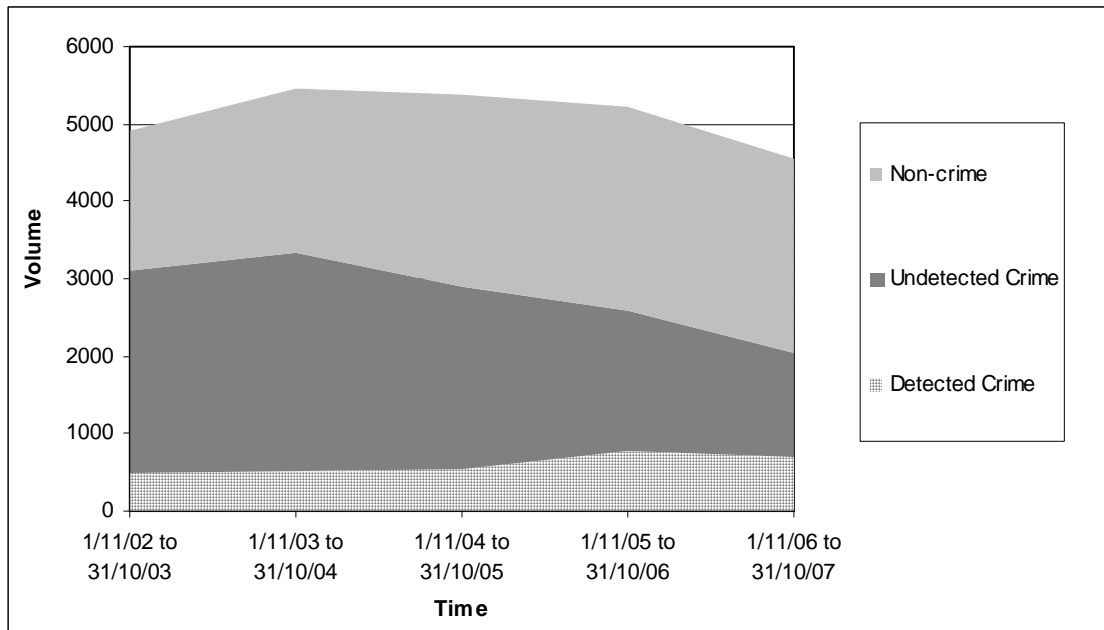


Figure 6: Volume of Domestic Violence incidents per annum by classification type (2002 to 2007)

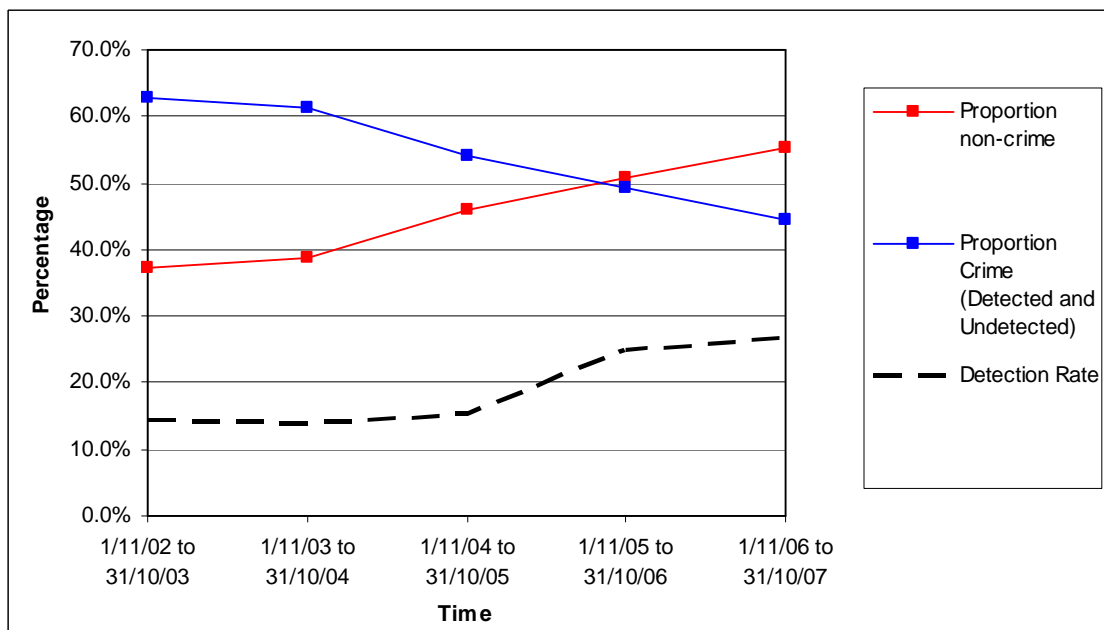


Figure 7: Proportion of crime and non-crime Domestic Violence incidents per annum (2002 to 2007)

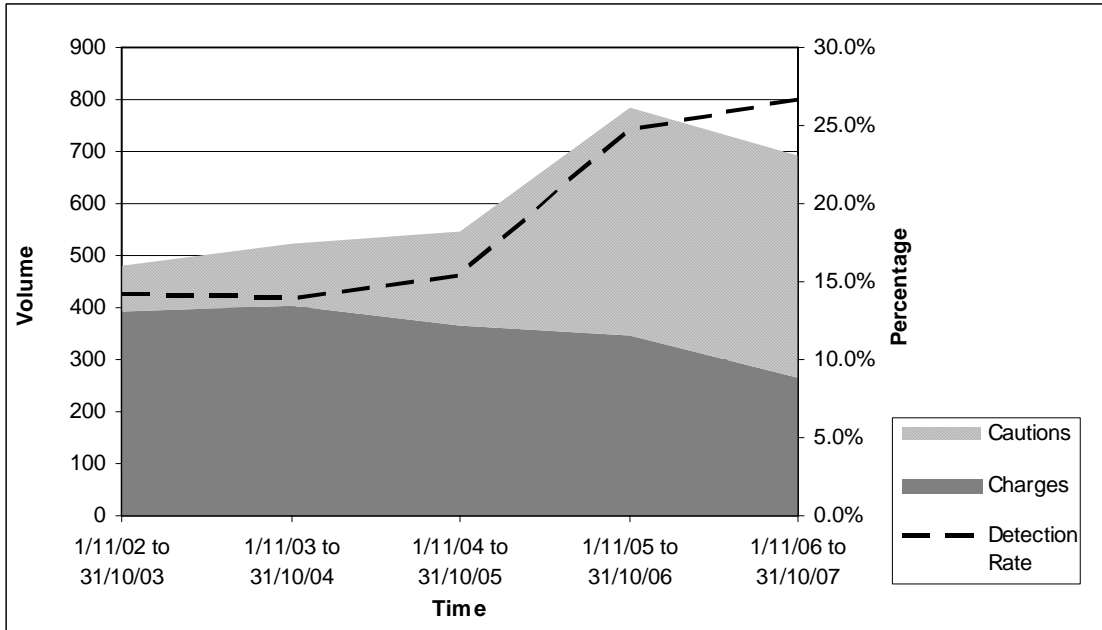


Figure 8: Volume of Detected Crime per annum by outcome (2002 to 2007)

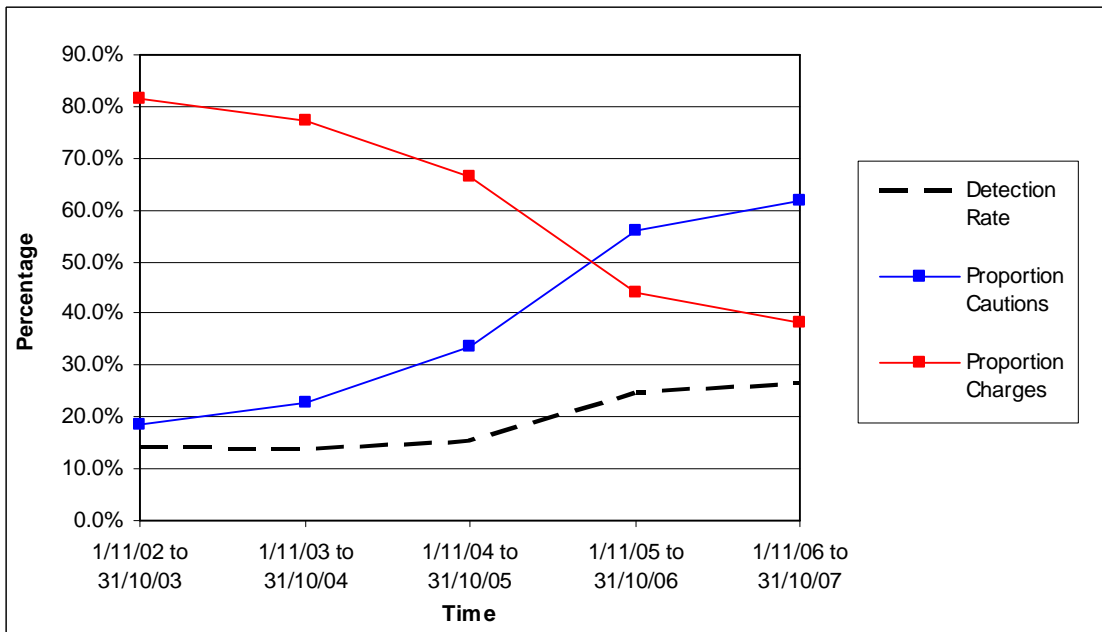
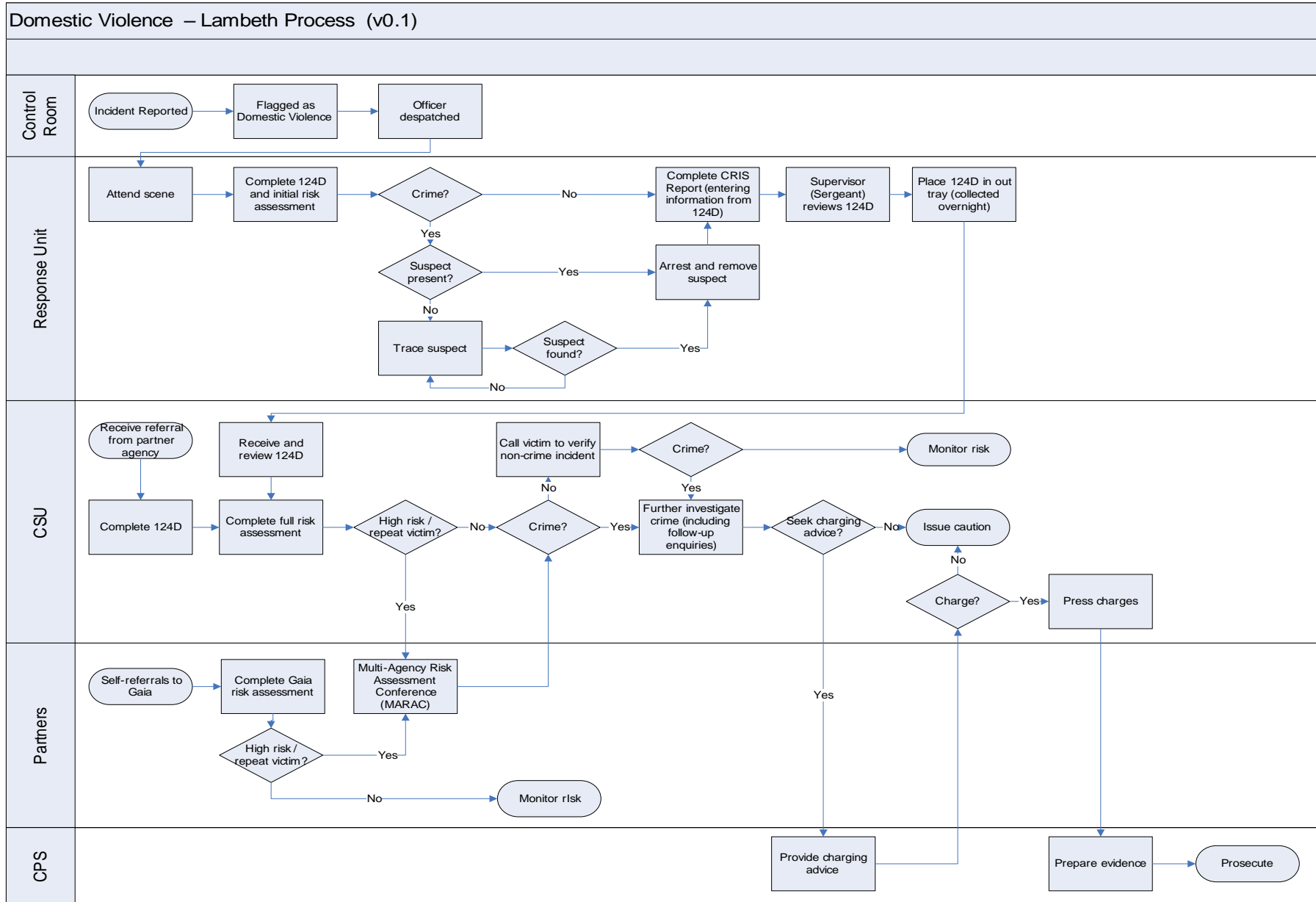


Figure 9: Proportion of Detected Crime per annum by outcome (2002 to 2007)

Appendix B: LAMBETH BCU DOMESTIC VIOLENCE PROCESS



Appendix C: FILE REVIEW – RESULTS

File Review Results - July 2007						
A. Form Accuracy and Completion						
		TOTAL	Y	N	% Y	% N
Station						
1	From which station were the investigating officers?	n/a	n/a	n/a	n/a	n/a
Classification						
2	Is this a detected, undetected or non-crime incident?	n/a	n/a	n/a	n/a	n/a
3	Has the classification been made correctly?	40	39	1	97.5%	2.5%
Evidence						
4	For crime reports, is evidence page fully completed?	41	36	5	87.8%	12.2%
4B	Has evidence been collected?	39	32	7	82.1%	17.9%
5	Where children are involved, has the officer checked their welfare?	17	16	1	94.1%	5.9%
6	Has the officer carried out an intelligence check?	55	32	23	58.2%	41.8%
Allegation						
7	Is allegation recorded?	51	46	5	90.2%	9.8%
8	Has this been made in presence of the suspect?	28	3	25	10.7%	89.3%
Victim Details						
9	Have full identity details been recorded for each victim?	54	47	7	87.0%	13.0%
10	Have safe contact numbers been recorded for each victim?	55	51	4	92.7%	7.3%
11	Have safe contact times been recorded for each victim?	47	2	45	4.3%	95.7%
12	Have injury details been recorded for each victim?	49	45	4	91.8%	8.2%
13	Has the emotional disposition been recorded for each victim?	55	48	7	87.3%	12.7%
14	Have special measures needs been captured for each victim?	47	23	24	48.9%	51.1%
15	Have living arrangements / relationship been recorded for each victim?	55	51	4	92.7%	7.3%
Children						
16	Where there are children, have full names, DOB and school details been recorded?	24	24	0	100.0%	0.0%
17	Where there are children, have living arrangements been captured?	24	22	2	91.7%	8.3%
Witness						
18	Have full witness contact details been captured?	29	19	10	65.5%	34.5%
19	Has evidence provided been captured?	24	3	21	12.5%	87.5%
20	Have additional needs been captured?	23	4	19	17.4%	82.6%
Suspect						
21	If suspect has not been arrested, are reasons provided?	34	29	5	85.3%	14.7%
22	Have significant words, admissions and statements been captured?	22	9	13	40.9%	59.1%
23	Have full suspect details been captured (name, address, DOB, description)?	48	41	7	85.4%	14.6%
24	Have suspect injuries been recorded?	20	16	4	80.0%	20.0%
Venue						
25	Has damage of property or signs of disturbance been captured?	42	37	5	88.1%	11.9%
Risk Assessment						
26	Has the SPECSS been fully completed?	54	43	11	79.6%	20.4%
27	Are other risks fully completed?	55	46	9	83.6%	16.4%
28	At what level has the risk been assessed?					
29	Does this fit with the details of the case?	53	48	5	90.6%	9.4%
29B	Is there a history of similar behaviour by suspect?	47	23	24	48.9%	51.1%
Intervention						
30	Has the suspect been arrested or traced (if left scene)?	49	21	28	42.9%	57.1%
31	Has initial positive action been taken (safety planning, referrals, accommodation)?	41	18	23	43.9%	56.1%
32	Is additional intervention planned (prevention advice, panic alarms, community officer informed)?	49	13	36	26.5%	73.5%
Victim Support Referral						
33	Has the victim provided consent to be referred to Victim Support Services?	52	32	20	61.5%	38.5%
Quality Assurance						
34	Has investigating officer provided details and signed form?	57	57	0	100.0%	0.0%
35	Has supervising officer provided details and signed form?	57	43	14	75.4%	24.6%
36	Have areas of concern or remedial action been noted?	56	4	52	7.1%	92.9%
Overall Completion Rate						
37	Overall Accuracy	1493	1023	470	68.5%	31.5%
B Sample Characteristics						
		TOTAL	%			
Originating station						
38	Kennington (LK)	11	20.0%			
39	Streatham (LS)	31	56.4%			
40	Brixton (LD)	12	21.8%			
41	Borough code (LX)	1	1.8%			
Crime Classification						
42	Non-crime	18	31.6%			
43	Detected Crime	22	38.6%			
44	Undetected Crime	17	29.8%			
Risk Level						
45	Risk Level - Standard	31	59.6%			
46	Risk Level - Medium	17	32.7%			
47	Risk Level - High	4	7.7%			
48	Risk Level - Incomplete	0	0.0%			

Figure 10: File Review Results Jul-07

File Review Results - November 2006						
A. Form Accuracy and Completion						
		TOTAL	Y	N	% Y	% N
Station						
1	From which station were the investigating officers?	n/a	n/a	n/a	n/a	n/a
Classification						
2	Is this a detected, undetected or non-crime incident?	n/a	n/a	n/a	n/a	n/a
3	Has the classification been made correctly?	55	43	12	78.2%	21.8%
Evidence						
4	For crime reports, is evidence page fully completed?	41	29	12	70.7%	29.3%
5	Where children are involved, has the officer checked their welfare?	26	22	4	84.6%	15.4%
6	Has the officer carried out an intelligence check?	54	31	23	57.4%	42.6%
Allegation						
7	Is allegation recorded?	48	44	4	91.7%	8.3%
8	Has this been made in presence of the suspect?	37	3	34	8.1%	91.9%
Victim Details						
9	Have full identity details been recorded for each victim?	55	52	3	94.5%	5.5%
10	Have safe contact numbers been recorded for each victim?	54	50	4	92.6%	7.4%
11	Have safe contact times been recorded for each victim?	51	5	46	9.8%	90.2%
12	Have injury details been recorded for each victim?	52	48	4	92.3%	7.7%
13	Has the emotional disposition been recorded for each victim?	54	50	4	92.6%	7.4%
14	Have special measures needs been captured for each victim?	45	12	33	26.7%	73.3%
15	Have living arrangements / relationship been recorded for each victim?	55	52	3	94.5%	5.5%
Children						
16	Where there are children, have full names, DOB and school details been recorded?	29	26	3	89.7%	10.3%
17	Where there are children, have living arrangements been captured?	29	25	4	86.2%	13.8%
Witness						
18	Have full witness contact details been captured?	26	15	11	57.7%	42.3%
19	Has evidence provided been captured?	25	6	19	24.0%	76.0%
20	Have additional needs been captured?	25	5	20	20.0%	80.0%
Suspect						
21	If suspect has not been arrested, are reasons provided?	35	34	1	97.1%	2.9%
22	Have significant words, admissions and statements been captured?	32	4	28	12.5%	87.5%
23	Have full suspect details been captured (name, address, DOB, description)?	47	42	5	89.4%	10.6%
24	Have suspect injuries been recorded?	29	17	12	58.6%	41.4%
Venue						
25	Has damage of property or signs of disturbance been captured?	50	39	11	78.0%	22.0%
Risk Assessment						
26	Has the SPECSS been fully completed?	54	39	15	72.2%	27.8%
27	Are other risks fully completed?	54	36	18	66.7%	33.3%
28	At what level has the risk been assessed?					
29	Does this fit with the details of the case?	49	30	19	61.2%	38.8%
29B	Is there a history of similar behaviour by suspect?	38	21	17	55.3%	44.7%
Intervention						
30	Has the suspect been arrested or traced (if left scene)?	43	20	23	46.5%	53.5%
31	Has initial positive action been taken (safety planning, referrals, accommodation)?	54	16	38	29.6%	70.4%
32	Is additional intervention planned (prevention advice, panic alarms, community officer informed)?	55	11	44	20.0%	80.0%
Victim Support Referral						
33	Has the victim provided consent to be referred to Victim Support Services?	55	31	24	56.4%	43.6%
Quality Assurance						
34	Has investigating officer provided details and signed form?	55	52	3	94.5%	5.5%
35	Has supervising officer provided details and signed form?	55	37	18	67.3%	32.7%
36	Have areas of concern or remedial action been noted?	55	6	49	10.9%	89.1%
Overall Completion Rate						
37	Overall Accuracy	1521	953	568	62.7%	37.3%
B. Sample Characteristics						
		TOTAL	%			
Originating Station						
38	Kennington (LK)	18	32.7%			
39	Streatham (LS)	16	29.1%			
40	Brixton (LD)	15	27.3%			
41	Borough code (LX)	6	10.9%			
Crime Classification						
42	Non-crime	15	27.3%			
43	Detected Crime	17	30.9%			
44	Undetected Crime	23	41.8%			
Risk Level						
45	Risk Level - Standard	29	52.7%			
46	Risk Level - Medium	11	20.0%			
47	Risk Level - High	1	1.8%			
48	Risk Level - Incomplete	14	25.5%			

Figure 11: File Review Results - Nov-06

Appendix D: FILE REVIEW – SAMPLE CHARACTERISTICS

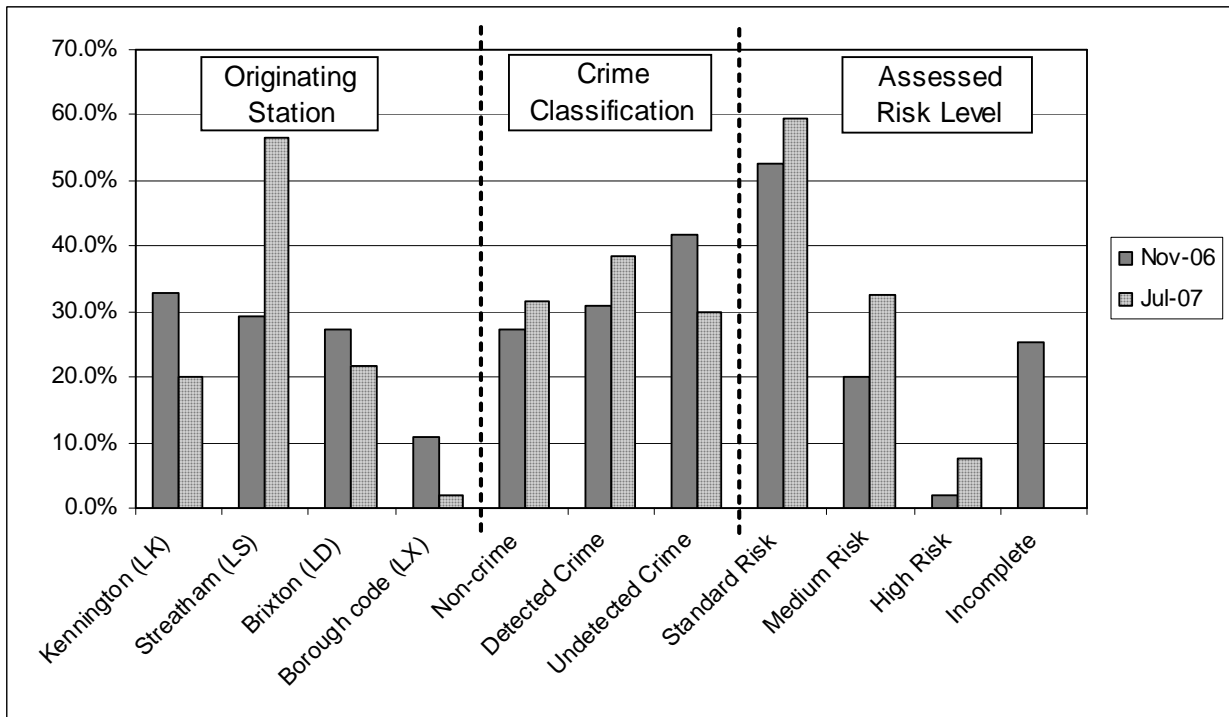


Figure 12: Sample Characteristics – Nov-06 and Jul-07

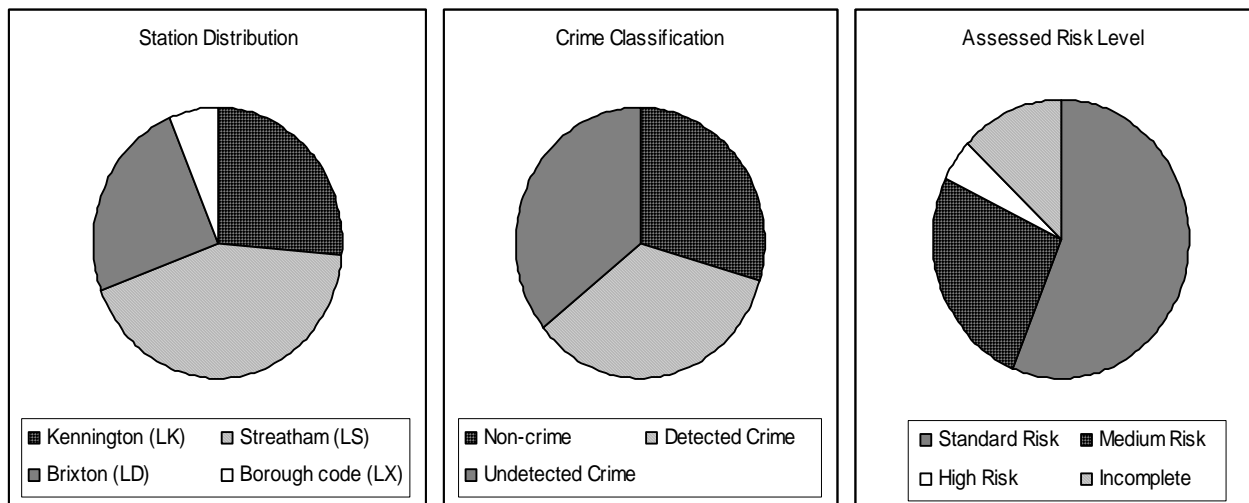


Figure 13: Sample Characteristics - Overall

Appendix E: INTERVIEW SCHEDULE – RESPONSE OFFICERS

SESSION	QUESTIONS
<p>1. Understanding</p>	<p>Explain the process that you would carry out in the case of a DV incident? To find out whether variations exist in the process in different areas and to clarify each officer's understanding of the process</p> <p>Do you always carry a 124D form on you when attending incidents at a home address?</p> <p>What would you say constitutes DV?</p> <p>Who raises the flag that it is a DV situation? Probe on whether there is a decision (ie informal process?) as to who is the first response officer if a suspected DV incident is called through</p> <p>When do you perform a risk assessment? How do you classify the imminent risk as 'standard,' 'medium' or 'high'? How is the level of risk linked to the risk assessment?</p> <p>How is the information in the risk assessment used?</p> <p>Who else uses the information on the completed 124D form? Probe on use of risk classification outside the police for service access. Is the officer aware of the implications of placing victim in risk categories?</p> <p>At what point do you become aware that it is a repeat offence?</p> <p>How is 'victimless prosecution' relevant to DV incidents? (probe for factual and contextual understanding)</p> <p>Non-DV incidents – if no one presses charges, what is the severity threshold for CPS to get involved and charge someone? In order to be able to compare with 'victimless prosecution'.</p>
<p>2. Process</p>	<p>Do you feel that form 124D is designed adequately for recording details of DV incidents? Any changes you would make?</p> <p>How long does it take to fill in a 124D? And to write the Crime Report? Is CR on paper or on computer?</p> <p>How has the 124D form changed your response to DV incidents, if at all?</p> <p>What, if any, training have you received specifically on DV? When was that? What did the training involve?</p> <p>When you are attending a DV incident do you feel that you have sufficient resources to conduct your investigations?</p> <p>How do you usually go about filling out the evidence section? Are photographs usually taken at the scene of a DV incident? Do you always carry a camera?</p> <p>How is the evidence gathered used, and by whom?</p> <p>When does your supervisor review the 124D form? What happens if it is not completed sufficiently?</p> <p>In an ideal world, if money/resources weren't an issue, is there anything else that you feel could help you investigating DV cases?</p> <p>In general, what do you think to the process (ie from receiving an emergency call of suspected DV case, through to conviction)? Is there anything you could think of which would improve it? Probe on whether there are any bureaucracy issues which are causing blockages and/or could be improved.</p>

3. Communications	<p>Are there standard procedures for following up the incident recorded on the 124D form?</p> <p>Do you often experience communication difficulties with victims and/or suspects (alcohol or language)? Explain the procedure when there is a non English-speaking person involved in a DV incident?</p> <p>When the victim agrees to be 'referred' to the Victim Support Unit, how is this coordinated?</p> <p>Do you work with other agencies on DV issues? If so, which ones?</p> <p>Are you involved in any ongoing DV updates/training/receive communications etc? Is there a need for more?</p> <p>Who would you go to if you need additional DV information or required assistance on a DV case? ie. colleagues, a DV champion, a supervisor, CSU, a manual?</p>
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Appendix F: INTERVIEW SCHEDULE – RESPONSE UNIT SERGEANTS

SESSION	QUESTIONS
<p>1. Understanding</p>	<p>What would you say constitutes DV?</p> <p>Who raises the flag that it is a DV situation? Probe on whether there is a decision (ie informal process?) as to who is the first response officer if a suspected DV incident is called through</p> <p>When do you sign off a 124D form? What are you assessing?</p> <p>How does the assessed risk level relate to the specs on the 124D form?</p> <p>How is the information in the risk assessment used?</p> <p>Who else uses the information on the completed 124D form? Probe (i) on use of risk classification outside the police for service access. Is the officer aware of the implications of placing victim in risk categories? (ii) on evidence noted?</p> <p>What is the process for a repeat DV offender, if he/she has not been charged the first time?</p> <p>How is 'victimless prosecution' relevant to DV incidents? (probe for factual and contextual understanding)</p> <p>Non-DV incidents – if no one presses charges, what is the severity threshold for CPS to get involved and charge someone? In order to be able to compare with 'victimless prosecution'.</p> <p>Do you feel that form 124D is designed adequately for recording details of DV incidents? Any changes you would make?</p> <p>How has the 124D form changed your response to DV incidents, if at all?</p>
<p>2. Process</p>	<p>What, if any, training have you received specifically on DV? When was that? What did the training involve?</p> <p>When your PCs are attending a DV incident do you feel that they have sufficient resources to conduct investigations?</p> <p>Under what circumstances would you send a 124D form back? ie what happens if it is not completed sufficiently?</p> <p>In an ideal world, if money/resources weren't an issue, is there anything else that you feel could help you or your team investigating/charging DV cases?</p> <p>In general, what do you think to the process (ie from receiving an emergency call of suspected DV case, through to conviction)? Is there anything you could think of which would improve it?</p>
<p>3. Communications</p>	<p>Are there standard procedures for following up the incident recorded on the 124D form?</p> <p>How is any subsequent support for the victim coordinated, and who does this?</p> <p>Do you often experience communication difficulties with victims and/or suspects (alcohol or language)? If there have been difficulties gathering evidence or speaking with witnesses, is there a follow-up procedure?</p> <p>When the victim agrees to be 'referred' to the Victim Support Unit, how is this coordinated?</p> <p>Do you work with other agencies on DV issues? If so, which ones?</p> <p>Are you involved in any ongoing DV updates/training/receive communications etc? Is there a need for more?</p> <p>Who would you go to if you need additional DV information or required assistance on a DV case? ie., a DV champion, a supervisor, CSU, a manual?</p>

Appendix G: INTERVIEW SCHEDULE – COMMUNITY SAFETY UNIT OFFICERS

SESSION	QUESTIONS
<p>1. Understanding the Process</p>	<p>Explain the process that you carry out once you have received a 124D form?</p> <p>(ii) What information do you take out of form? What happens to this information?</p> <p>(iii) Do you receive any other information from the police ie. Crime report?</p> <p>(iv) Is the information on 124D form sufficient to send to CPS for prosecuting DV suspects? If not detailed enough, do they feedback this to police?</p> <p>Do you know the percentage of DV cases that you send on to CPS which get prosecuted?</p>
<p>2. Responsibility</p>	<p>Whose responsibility is it to follow up on the information in 124D? ie getting witness statements, gathering further evidence – forensics, doctors statements, photos etc after initial call out by police?</p> <p>What is the process in the case of a suspect having left the scene of domestic incident when police completing 124D? Are you responsible for tracking down suspect and arresting if necessary?</p> <p>Have you seen 'victimless prosecution' working in practice in DV cases? Why do you think they were successful?</p>
<p>3. Blockages & Improvements</p>	<p>Map any blockages and suggest improvements:</p>
<p>4. Assessing Risks</p>	<p>Map users for risk assessment (RA) on 124D:</p> <p>What does an RA mean to you?</p> <p>Is the RA from 124D reviewed? At what point? In general does RA get upgraded or downgraded? How do you classify the risk? Based on what? Ie imminent or long term?</p> <p>Who has responsibility for the RA which goes to CPS & other agencies? Ie. Police setting it initially or CSU?</p> <p>How is the information in the risk assessment used? Ie by other agencies</p> <p>Do you receive any training in assessing DV risks? If yes, is this training reviewed at all?</p> <p>In general, what do you think to the process (ie from receiving the 124D form, through to conviction)? Is there anything you could think of which would improve it? Probe on whether there are any bureaucracy issues which are causing blockages and/or could be improved.</p> <p>Are you involved in any ongoing DV updates/training/receive communications etc? Is there a need for more?</p>

Appendix H: INTERVIEW SCHEDULE – REPRESENTATIVES FROM GAIA

Majority of interviews were with Gaia support workers. Additional questions asked of the Gaia staff solicitor are marked as such.

SESSION	QUESTIONS
<p>1. Personal data</p>	<p>Do you mind if we ask you for some personal data such as - your age, education, profession, marital status, etc?</p> <p>If no, then:</p> <p>What is your age?</p> <p>What is your ethnicity?</p> <p>Do you use any language except for English in your work? If so, which language?</p>
<p>2. Working tasks</p>	<p>Describe your role at Gaia</p> <p>From which organisation are you seconded?</p> <p>How much of your working time is allocated to Gaia?</p> <p>What are your main responsibilities?</p> <p>Do you feel that you have adequate resources to satisfactory meet the demands on your work? If not, what additional support or resources would change that?</p>
<p>3. Contact with the victim</p>	<p>How do you normally establish contact with a DV victim?</p> <p>Describe your role in domestic violence cases?</p> <p>What do you feel is the major obstacle/challenge to the DV case process?</p> <p>[SOLICITOR] What do you feel is the major obstacle/challenge to the DV case process, in relation to family law?</p>
<p>4. Contact and cooperation with the police</p>	<p>Describe your relationship to the police.</p> <p>What is the most common interaction form between you and the police?</p> <p>What is usually your role in the relationship or contact between a victim of DV and the police?</p> <p>What are usually the major challenges with the interaction between you and the police?</p> <p>What do you believe is the major problems between domestic violence victims and the police?</p> <p>Why do you think these are the major issues?</p> <p>What kind of attitude do the police have towards you and in dealing with DV cases?</p> <p>Do you find that the police are responsive in DV cases?</p> <p>What do you think would help resolve these issues?</p>
<p>5. Form 124 D</p>	<p>[SOLICITOR] What do you find is the major challenge to raise conviction rates in DV cases?</p> <p>Are you familiar with the form 124D?</p> <p>Do you have any experience working with the form 124 D? Can you describe it?</p> <p>During your experiences did you meet any challenges related to working with the form?</p>

	<p>If so, what kind of challenges? Can you describe them?</p> <p>Have the victims that you have worked with shared any experiences with you about challenges during questioning or being involved with the 124 D form? If so, can you tell me about these?</p> <p>What in your opinion would make the cooperation process with the police and the victims easier?</p> <p>How does the process of risk assessment work at Gaia? Can you describe the process? How do you judge the level of risk?</p> <p>Do you know what the risk assessment process with the police is like? Is it different to the one Gaia does?</p> <p>Is there any alignment with the risk assessment that the police undertake? Any cooperation?</p> <p>Do you share information with the police? Why? Or Why not?</p> <p>What implications does the risk assessment have for the handling of the DV case? Gaia? The police?</p> <p>Do you see any room for changing the routine with the risk assessment to cooperate with the police?</p> <p>Do you have any other suggestions for improving this?</p> <p>[SOLICITOR] Has the form facilitated or in any way improved your work situation?</p> <p>[SOLICITOR] What are the advantages and disadvantages with the form? What do you think could help this?</p> <p>[SOLICITOR] What other measures do you think would help this</p>
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Appendix I: INTERVIEW SCHEDULE – VICTIMS OF DOMESTIC VIOLENCE

SESSION	QUESTIONS
<p>1. General experience, perception and confidence in the police?</p>	<p>Have you been in contact with the police regarding domestic violence?</p> <p>How was your contact with the police made? (by themselves, refuge, Gaia or other way)</p> <p>In general terms, can you describe your relationship to the police?</p> <p>Was there any resistance for you to get in contact with the police? If yes. Why? What do you think would change that?</p> <p>Do you feel the police have assisted you with dealing with your experience of domestic violence? Can you explain how? Please give examples.</p> <p>How would you rate your overall satisfaction with the service that the police have provided you with regarding domestic violence? Motivate your rating</p> <p>How do you think that your rating of the police affects your willingness to make contact and cooperate with them in case of a crime?</p> <p>How do you think that could improve?</p>
<p>2. Questioning and filling out form 124D- talking about a specific incident</p>	<p>When was the last time you were in contact with the police regarding domestic violence?</p> <p>Was this the first time? If no, how many times (to specify here if not specified earlier)</p> <p>How was your contact made on this occasion? (Through direct reporting, through Gaia or other support function).</p> <p>Where were you when you made the contact with the police?</p> <p>Who was the police officer that you were in contact with?</p> <p>What was your initial impression of this person?</p> <p>In brief terms can you describe what happened from the moment the police officer arrived until they left?</p> <p>Can you describe the attitude of the police officer towards you? Please give examples of how that was manifested. How was this expressed?</p> <p>Did the police fill out the 124D form/were you questioned at the crime scene?</p> <p>Were you informed about the purpose of the questioning (that the form collects evidence to pursue 'victim less' prosecution)?</p> <p>How much time did the officer spend questioning you? Was there any reason for the finishing of the questioning (asked if shorter than 45 mins)?</p> <p>How did you experience the whole process of the questioning?</p> <p>Were there any interruptions? If so, what kind?</p> <p>How did the police officer act during the questioning?</p> <p>Did you find it difficult to answer the questions that were asked? If so, why? Give examples. What would have made it easier?</p> <p>Was it anything about the behavior by the police officer that made it difficult to answer them?</p> <p>Did you find that the questions were sensitive? If so, how? Give examples.</p>

	<p>Did you feel that the questions were intrusive? How could the police obtain the information in a way that is less intrusive?</p> <p>Did you feel comfortable answering the questions? What made you feel comfortable? If no, what made you uncomfortable? Please describe and give examples? What would have made it more comfortable for you to answer questions?</p> <p>Did you feel that the police officer was listening carefully to you?</p> <p>Were there any other factors that made the questioning difficult for you? (language, emotions, fear?)</p> <p>Did you have the need for an interpreter? If so, was an interpreter provided?</p> <p>Is there anything else you can think of that would make the questioning and the case process easier?</p> <p>Would the presence of a support worker been helpful?</p> <p>Do you think that the questioning by the police (filling out 124D) captured the full picture of the crime? If not. Why not? What else do you think could have been asked?</p> <p>Were you satisfied with the level of service of the police at this occasion? Please rate your level of satisfaction.</p> <p>What would have made it easier for you to cooperate with the police during this occasion?</p>
<p>3. Experience of follow up contact with the police</p>	<p>Did you have any follow up contact with the police after the discussed situation? If so, what kind? Please describe</p> <p>What has been the attitude by the police during your follow up? How has that affected you personally? How has that effected your cooperation with the police and the investigation of your case?</p> <p>What do you believe can be done to improve this situation?</p>
<p>4. Evaluation of the whole process</p>	<p>What kind of support services would have improved the cooperation between you and the police during the investigation?</p> <p>What kind of services do you wish were in place for this kind of events that would help survivors of domestic violence though the process?</p>

Appendix J: ADDITIONAL INFORMATION AND RESOURCES

ORGANISATION	REFERENCES / RESOURCES
<p>Metropolitan Police Service</p>	<p>Domestic Violence campaign: http://www.met.police.uk/dv/</p> <p>Domestic Violence policy statement (2004): http://www.met.police.uk/dv/files/dv_policy2004.pdf</p> <p>Domestic Violence Strategy (2001): http://www.met.police.uk/dv/files/strategy.pdf</p> <p>Risk Assessment Process (SPECSS): http://www.met.police.uk/csu/pdfs/AppendixIII.pdf http://www.met.police.uk/csu/pdfs/Strat.Over_V3nonMPS1.pdf</p> <p>A number of additional resources: http://www.met.police.uk/dv/resources.htm</p>
<p>Metropolitan Police Authority</p>	<p>Domestic Violence Board: http://www.mpa.gov.uk/issues/dvb/default.htm?qs=1&qu=domestic+violence&nh=1&sc=1&dr=1&ar=&po=&fo=&lv=&pg=1&hl=1</p>
<p>Association of Chief Police Officers (ACPO)</p>	<p>Hate Crime Manual: http://www.acpo.police.uk/asp/policies/Data/Hate%20Crime.pdf</p> <p>Domestic Violence Guidance (this is currently being re-written): http://www.acpo.police.uk/asp/policies/Data/Guidance%20on%20DV.pdf</p> <p>Risk management in domestic violence cases: http://www.acpo.police.uk/asp/policies/Data/250205DV%20Risk%20Assessment%20(ACPO%20Draft%20Guidance15.3%20last).doc</p> <p>Multi Agency Domestic Violence Murder Reviews (MADV MR): http://www.met.police.uk/csu/pdfs/MurderreportACPO.pdf</p>
<p>Home Office</p>	<p>Domestic Violence National Action Plan: http://www.crimereduction.homeoffice.gov.uk/domesticviolence51.htm</p> <p>Lessons Learned from Enforcement Campaigns: http://www.homeoffice.gov.uk/documents/Domestic-Violence-10731.pdf?view=Binary</p>
<p>Crown Prosecution Service</p>	<p>Domestic Violence Policy: http://cps.gov.uk/publications/docs/DomesticViolencePolicy.pdf</p> <p>Additional Domestic Violence Guidance: http://cps.gov.uk/publications/prosecution/domestic/index.html</p> <p>Additional Domestic Violence procedures, resources and publications (including procedures on prosecuting without victim): http://cps.gov.uk/legal/section3/chapter_c.html#_Toc44571258</p>
<p>Mayor of London's Office</p>	<p>The Second London Domestic Violence Strategy: http://www.london.gov.uk/mayor/strategies/dom_violence/docs/2nd-dv-strategy.pdf</p> <p>Additional resources: http://www.london.gov.uk/mayor/strategies/dom_violence/reports.jsp#forum-06</p>
<p>Government Office for London</p>	<p>Domestic Violence Survey Report: http://www.gldvp.org.uk/module_images/GoL%20Domestic%20Violence%20Survey%20-%20April%202007.pdf</p> <p>London Domestic Violence Forum: http://www.gldvp.org.uk/C2B/document_tree/ViewACategory.asp?CategoryID=75</p>

Her Majesty's Inspectorate for Probation	Domestic Violence Literature Review: http://inspectrates.homeoffice.gov.uk/hmiprobation/docs/thematic_dv_literaturereview.pdf?view=Binary
Support organisations	Lambeth directory: http://www.lambeth.gov.uk/Services/AdviceBenefits/DomesticViolence/DVContacts.htm Gaia (no website): Lambeth based multi-agency service through Borough of Lambeth. Seconded employees from other support organisations (e.g. Victim Support, Refuge and Women's Aid). Victim Support: http://www.victimsupport.org.uk/vs_england_wales/index.php Refuge: http://www.refuge.org.uk/ Women's Aid: http://www.womensaid.org.uk/ Broken Rainbow (services for same-sex abuse): http://www.broken-rainbow.org.uk/ Respect: http://www.respect.uk.net/
Other	Multi-Agency Risk Assessment Conference (MARAC): http://www.caada.org.uk/library_resources/The_MARAC_Admin_Pack.doc Multi-Agency Public Protection Arrangements (MAPPA): http://noms.justice.gov.uk/protecting-the-public/Supervision/mappa/ "Safer Lambeth" - Lambeth Crime and Disorder Reduction Partnership (CDRP): http://www.lambeth.gov.uk/SaferLambeth/ Information on CDRPs: http://www.crimereduction.homeoffice.gov.uk/