Durham Constabulary UK
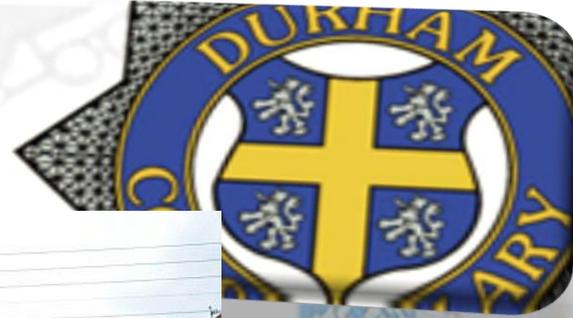
Reducing harm perpetrated by Domestic Abuse Offenders

Multi-Agency Tasking & Coordination (MATAC)

Welcome to Durham

- **Population of 640,000**
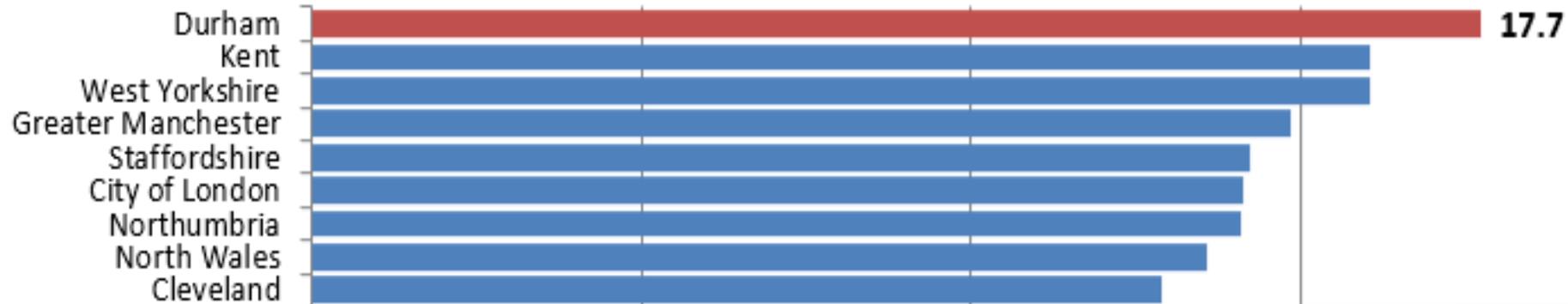- **1250 Police Officers**
- **1000 Police Staff**
- **145 PCSOs**
- **Top 30% of most deprived Local Authorities**

Scanning: Domestic-related Crime

Durham Constabulary had the highest rate of domestic-abuse related crime compared to other police forces in England & Wales:

Number of domestic abuse-related crimes recorded by the police per 1,000 population by Police Force Area, year ending March 2018

Police Force Area	Rate
Durham	17.7
Kent	
West Yorkshire	
Greater Manchester	
Staffordshire	
City of London	
Northumbria	
North Wales	
Cleveland	

source: Domestic abuse in England and Wales - Data Tool - Office for National Statistics (ons.gov.uk)

18% of all crime and 10% of all incidents reported to Durham Constabulary

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Scanning: Hidden Harm

Domestic abuse occurs

Victims remain hidden
in approximately half of domestic abuse cases

- Prevalence in England & Wales: **6%** (ONS CSEW 2020)
- Prevalence in Durham Constabulary force area: **3%** (Durham police data)

Scanning: Hidden harm to children

Children get the picture.

THINK THROUGH THE EYES OF A CHILD

Always ask the child what has been happening, even if they are 'asleep' upstairs.

Listen and observe. Use your body worn video.

Check the household conditions. Consider and record (i) immediate (ii) ongoing risks to the child.

Scanning: Demand on policing Services

DA SAFs - Monthly Average	2016-17	2017-18	2018-19	2019-20
Standard	415	396	340	315
Medium	627	773	917	928
High	59	70	80	79
Total	1101	1239	1336	1322

Source: Durham Constabulary Organisational Performance system (DCOP)

Police officers attending reports of domestic abuse submit 'safeguarding assessment forms' which are given a risk assessment grade based on the 'risk of serious harm'.

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Scanning: what is driving this demand?

'Medium' risk DA Safeguarding Forms

Increasing trend in 'medium' risk submissions, increasing from approx. 55% of all forms to over 70%

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Problem identified

An increasing rate of domestic abuse reports, particularly in the medium risk category, reflecting increasing harm to victims and increased demand on services.

Objectives

1. To identify and rank order Medium Risk domestic abuse cases to prioritise where interventions will have the most impact.

2. To reduce the levels of harm in the Medium Risk domestic abuse cohort.

3. To reduce the demand posed by offenders subject to MATAC interventions.

ANALYSIS

Analysis: Responding to Risk

High risk

- Multi-agency Risk Assessment Conference (MARAC)

Medium

- ---------------------------GAP---------------------------------
- Multi-agency screening for children
- Checkpoint deferred prosecution for low level offences

Standard

- Multi-agency screening for children

HIGH	MARAC – Multi-Agency Risk Assessment Conference A victim focused information sharing and risk management meeting attended by all key agencies, where high risk cases are discussed
MEDIUM	**MATAC – Multi-Agency Tasking and Coordinating**
	CHECKPOINT - eligible domestic abuse candidates identified in custody/voluntary attender process.
STANDARD	Joint multi agency screening for cases involving children

DISRUPTION / PROSECUTION

- Arrest and prosecution
- Unsupported Complainant Prosecution (Evidence Led Prosecution)
- Removal to prevent breach of the peace
- Visits / advice / interaction
- Red Sigma target profiles
- DVPN/O
- Restraining Order
- Civil Orders eg Non Molestation Order
- Stalking Protection Order

POSITIVE ACTION
Victimless Prosecutions; accounts via BWV
THROUGH THE EYES OF A CHID
Child seen? Spoken to? Safe?
VICTIM RISK ASSESSMENTS;
DASH/THRIVE
SAFETY PLAN AND TARGET HARDENING
mobile phone/ support network/ basic security/ SOP/ TecSOS /cocoon watch/ refuge
CRITICAL PATHWAYS
OUTREACH SUPPORT
CLARE'S LAW DISCLOSURE
FREEDOM PROGRAMME
EMERGENCY ORDERS

VICTIM

OFFENDER

PROBLEM

LOCATION

CRITICAL PATHWAYS

Drugs/Alcohol	Relationships
Finances/Accommodation	Lifestyles / associations
Mental & Physical health	Attitudes / behaviours

CHECKPOINT

Offers eligible offenders a 4 month long contract to engage with services as an alternative to prosecution & offers interventions to address the underlying reasons for committing the crime.

DA PREVENTION PROGRAMME

Behaviour-change programmes for offender who have used violence and abuse towards their (ex) partners, provided via Barnardo's and CRC.

COMMUNITY PEER MENTOR

The project aims to reduce the pressure on frontline emergency services by engaging with those who make frequent calls.

D o m e s t i c   A b u s e

Analysis: DA Perpetrator Programmes

OR

Mandatory programmes delivered by Probation and Prisons service

Voluntary programmes delivered by the Third Sector

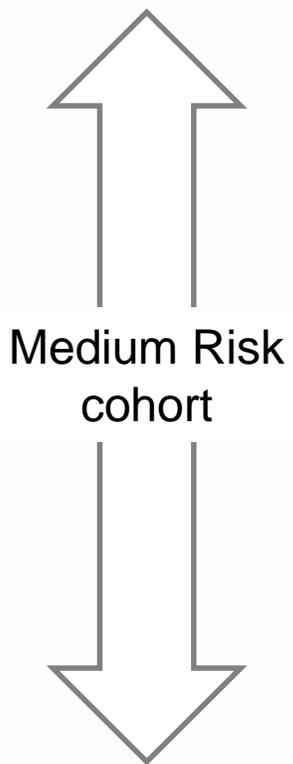Altogether Better Policing

Analysis: Offender Management

❖ Perpetrator programme **'gap'** for those who are <u>not</u> convicted

❖ Evidence base for perpetrator programmes suggests **'one size doesn't fit all'**

❖ Lack of evaluation (see Matczak et al. 2011; Bates et al. 2017)

Analysis: How do we identify the Target Cohort?

Highest Harm & Highest Demand

Medium Risk cohort

Analysis: Developing the Model

RFGV model produces a score out of 100, where:

Recency – more recent episodes means higher score
Frequency – more frequent episodes means higher score
Gravity (of Offending) – higher scores aggravated and violent offences
**V**ictim – based on the number of victims

RFGV model uses 'medium' risk domestic abuse safeguarding forms and any recorded crimes that are linked to them.

Analysis: The RFGV Model

Nominal	Recency	Frequency	Gravity Score	Victim Score	RFGV score
Offender 1	100	100	75	75	**88**
Offender 8	100	75	75	100	**88**
Offender 10	100	75	70	100	**86**
Offender 6	100	80	75	75	**83**
Offender 7	60	100	75	75	**78**
Offender 3	80	20	90	100	**73**
Offender 9	40	75	70	100	**71**
Offender 5	30	100	75	75	**70**
Offender 4	100	100	28	50	**70**
Offender 2	100	50	40	60	**63**

Offender nominals rank-ordered by RFGV score
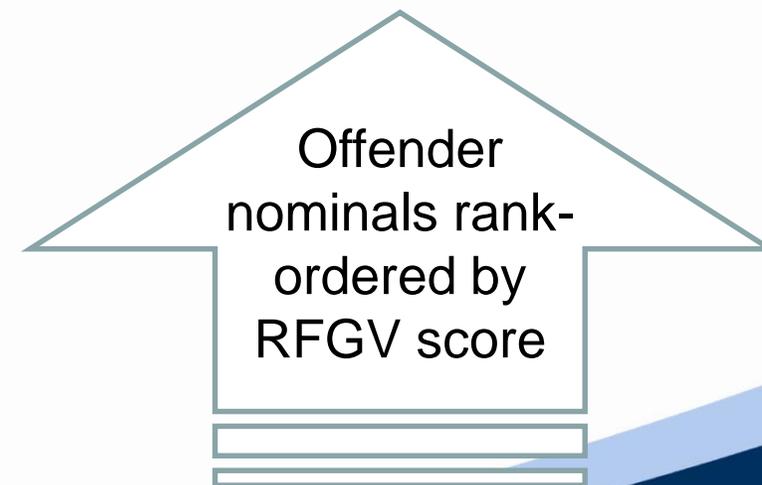
RESPONSE

Response: The MATAC Process

RFGV:
identify cohort

→

MATAC Offender nominal created on Police IT system

→

Assessment with victim and offender

→

Engagement critical pathways work
(+ disruption)

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Response: The MATAC Offender Manager

Not another meeting!

Trust and accountability

Bespoke approach

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Response:
The MATAC Pathways

Engagement

- Pathways Assessment
- Referrals to Support Services
- Offender Manager mentoring

Enforcement

- Perpetrator not engaging
- Disruption
- Sanction

Sanction:
e.g. Domestic Violence Protection Order

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Case Study:
Intimate Partner Violence

- Andrew lives with his partner

- They had two children removed from them and adopted

- 23 x domestic abuse reports, including coercive control, threatening behaviour and assaults

- Andrew was given a 19 week prison sentence for assaulting an emergency worker

- He was visited in prison by MATAC Offender Manager and his critical pathways were assessed...

Assessment of Andrew's critical pathways

- Engaged with a Domestic Abuse Perpetrators Programme
- A mental health assessment was conducted by a Community Psychiatric Nurse (CPN)
- Engaged with alcohol and drugs misuse service
- Engaged with a local charity that helps with finances, access to training and learning new skills.
- One to One work was conducted re: relationships, triggers and stability.
- A 'Staying Cool' course was organised and attended by Andrew to help him with his anger issues.

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Positive Outcomes for Andrew

- Stopped misusing drugs and alcohol

- Mental health and behaviour has improved

- Secured his own accommodation and is living separately to his partner which has resulted in no further domestic abuse reports

- The couple remain a relationship but have a de-escalation and safety plan in place

- MATAC has contributed to this situation through supervision, education, trust and support.

Before
23 Domestic Abuse Incidents

After
0 Domestic Abuse Incidents

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ASSESSMENT

Assessment: Demand

Domestic Abuse Profiles already used – for comparative persons

PROF00020771

Target
 Keywords - DOMESTIC, VIOLENCE
Date from: 17/03/2022 - Date to: 31/12/2022
Review date: 25/12/2022
Owner:

Profile details   **Tactics**   **Actions**   **POLE**

Tactical Information

Tactics

- Arrest
- Body worn video
- Civil injunction
- Community Protection Notice
- Criminal Behaviour Order
- Domestic Violence Protection Notice
- Domestic Violence Protection Order
- Home visits
- ANPR checks

Assessment: Demand

A Domestic Abuse Profile

MATAC

42% reduction in 'medium' risk forms

T-test p-value < 0.0001

Effect Size, Cohen's d=0.58 (medium effect)

DA Problem Profiles

13% increase

T-test p-value = 0.6

Effect Size, Cohen's d=0.09 (marginal effect)

A significant and substantive change in demand at the 'medium' risk level in the MATAC cohort – **a real decrease**

Assessment: Crime

Chart: MATAC vs RS Profile pre- and post-[...]

MATAC

DA Problem Profiles

43% reduction in domestic-related crime count

T-test p-value < 0.0001

Effect Size, Cohen's d=0.71 (medium to large effect)

23% reduction

T-test p-value = 0.26

Effect Size, Cohen's d=0.21 (small effect)
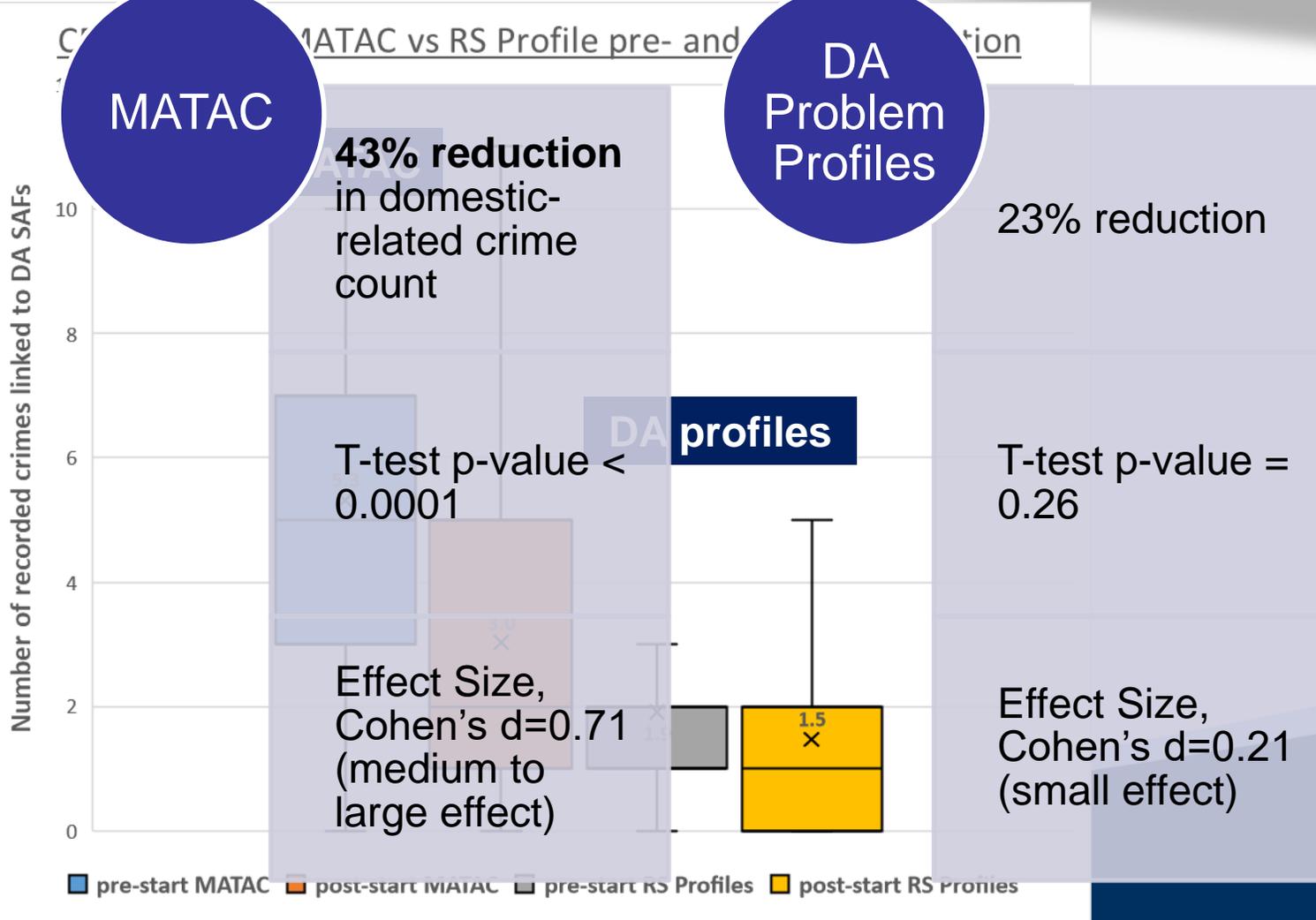
A significant and substantive change in domestic-related crime in the MATAC cohort – **a real decrease**

Number of recorded crimes linked to DA SAFs

■ pre-start MATAC ■ post-start MATAC ■ pre-start RS Profiles ■ post-start RS Profiles

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Assessment: Harm

MATAC

31% decrease in Crime Severity Scores (CSS)

T-test p-value = 0.11

Effect Size, Cohen's d=0.24 (small effect)

DA Problem Profiles

23% decrease

T-test p-value = 0.31

Effect Size, Cohen's d=0.23 (small effect)

The decrease is based on Crime Severity Scores (CSS). (*Bangs, 2016)*

The decrease was statistically significant at the 85% level rather than the conventional 95%.

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Assessment: Recency Frequency Gravity Victim scores

MATAC

12% decrease in RFGV score on average

T-test p-value < 0.0001

Effect Size, Cohen's d=0.37 (small to medium effect)

DA Problem Profiles

8.5% decrease

T-test p-value = 0.19

Effect Size, Cohen's d=0.23 (small effect)

A significant and substantive change in RFGV scores in the MATAC cohort – **a real decrease**

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Case Study:
Family Related Violence

- Paul witnessed his parents fighting and arguing growing up

- Mother alcohol misuse

- On the streets associating with offenders, committing crime and taking drugs

- Paul would return to the family home – arguments, steal money, damage property, assault parents in front of younger brother and sister

- Police frequently called but never any complaints

- Paul was engaged by MATAC Offender Manager whilst in the cells and critical pathways assessed...

Supervision by the MATAC Offender Manager

- **Accommodation - arranged that he could move in with his sister**

- **attended Domestic Abuse Perpetrators Program**

- **mental health treatment program implemented via his GP**

- **referred to an alcohol and drugs misuse service Human Kind – one to one sessions**

- **Staying Cool course attended to help anger issues**

- **employment - referred to the local job centre**

- **Health and Safety Course passed & started to work for a local building firm**

- **referred to Citizen's Advice to organise benefits / finances**

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Setback

– **Paul stole a tablet from his sister's child**

– **went missing for a week**

– **returned to his mother's address and set fire to the shed because she would not give him money**

• **Paul was arrested and spent the weekend in the cells**

• **He re-engaged with Offender manager and trust increased, continued employment in the building trade**

Outcome?

Before
52 safeguarding reports over 4 yrs
(37 with Paul as suspect/offender)

After
only 1 report (theft of tablet & arson)

'…without the help, support and guidance from Ian, I would not be drug free, working and looking for my own house'

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Assessment: Findings

Finding 1: All three main objectives achieved

✓ The **most prolific perpetrators** of domestic abuse at the medium risk level were identified using an offender targeting model

✓ The results indicate that the Durham MATAC **can impact the demand** placed upon policing services by this cohort.

✓ There is a **meaningful reduction in the amount of crime and harm** perpetrated against their victims.

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Assessment: Findings

Finding 2: Improved understanding of relationship types

From the 94 MATAC offender cohort,

- 81 (86%) were involved in IPV (intimate partner violence),
- 12 (13%) were involved in FRV (family related violence).

Finding 3: Critical Pathways

1. Relationships
2. Mental Health
3. Alcohol
4. Attitude thinking and behaviour
5. Finance
6. Substance Misuse

Finding 4: Diffusion of Benefits

Making perpetrators aware that their behaviour is being monitored can have an impact.

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Assessment:
Cost Effectiveness

Average cost of 1 Domestic Abuse crime to Police = **£ 645 ($ 828)** (Home Office 2019)

Cohort of 94 offenders committing 209 less crimes = cost-saving of **£ 134,805 ($ 172.000) p.a**

£ 250,800 ($ 321,000) cost-saving to Health Services
£ 35,530 ($ 44,483) cost savings to criminal legal services.

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Wider learning

- Targeted offender management approach to Domestic Abuse is effective
  - One-to-one approach with offenders
  - 'Engagement' vs 'Deterrence' approaches
- Using data more intelligently
  - limited resources in the face of increasing demand
  - 'Power few' approach
- Coordinating Partners (working as a team)

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Questions?

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Embedding a problem solving approach to DA - Guidance using PAT

DURHAM CONSTABULARY
POSITIVE ACTION AT DOMESTIC ABUSE INCIDENTS

Police have a duty to take <u>positive action</u> when dealing with domestic abuse incidents. In any given circumstance officers are trusted to do the right thing. Often this <u>means making an arrest</u>, provided the grounds exist and it is a necessary and proportionate response. <u>Officers must be able to justify the decision NOT to arrest in those circumstances.</u> For example, arrests are expected whenever there is violence leading to any injury including psychological harm or any significant damage, whenever there is evidence of coercive and controlling behavior or where there is a risk of harm to children.

ALWAYS TAKE STEPS TO MAKE THE VICTIM & CHILDREN SAFE.
Check:
- BWV always on and record interaction with children and surroundings
- Account for all children whether present or not
- Is there cumulative harm? (multiple episodes of abuse or harm to children)
- Is there evidence of coercion and control?

NECESSITY TEST
Among other grounds, an officer may carry out an arrest to allow prompt and effective investigation of the offence or the person's conduct where there are grounds to believe that a person may intimidate, threaten or make contact with witnesses or destroy evidence. (Code G PACE)

EVIDENCE LED ACTIONS AT SCENE
- BWV every time
- Arrest
- Record initial accounts and written statements including demeanour, injuries, da...
- Accounts fr... neighbours...
- 999 calls
- Social medi...
- CCTV

IT'S THE OFFICER'S DECISION NOT THE VICTIM'S
The decision whether or not to arrest a suspect rests with the police officer, and officers should not ask victims whether they require an arrest to be made.

POSITIVE ATTITUDE
Always demonstrate a positive attitude towards victims. It does make a difference.

Sorry's not enough

LOCATION / VICTIM / OFFENDER

Consider VICTIM

POSITIVE ACTION
Utilise Evidence led Prosecutions; gain accounts via BWV

VICTIM RISK ASSESSMENTS Ensure DASH/THRIVE have been completed and are accurate. Consider if Threats to Life assessment required?

SAFETY PLAN
Complete/update Problem profiles on Red Sigma, Provision of mobile phone/TecSOS/ basic security advice/ Establish support network via friends/family

CRITICAL PATHWAYS - address underlying issues and make relevant referral for support; drugs/alcohol / mental & physical health/health/finances/accommodation

OUTREACH SUPPORT - DAIO/IDVA/Harbour to speak to victim whilst suspect is in custody. Seek consent to share SAF. Discuss service provision and Freedom Programme

CLARE'S LAW DISCLOSURE - If urgent disclosure is needed contact MASH or Safeguarding D/Sgt

CIVIL ORDERS - referral to family law specialist for non molestation orders/ occupation order/prohibited steps order/ Child arrangements order

DOMESTIC ABUSE PERPETRATORS IN CUSTODY?
Make best use of their time in custody...

VICTIM / OFFENDER / LOCATION

Consider OFFENDER

CRITICAL PATHWAYS - address underlying issues and offer referral for support - drugs/ alcohol/ mental & physical health/finances/ accommodation - link in with Liaison & Diversion services /DAIO/MATAC Offender Managers

CUSTODY MANAGEMENT - appropriate use of remand application or bail conditions

DVPN/O - ensure SAF updated re applications - both when granted and refused - include conditions on SAF. Ensure Problem profile completed.

CONTACT DETAILS - ensure up to date and accurate

CHECKPOINT - an alternative to prosecution & offers interventions to address the underlying reasons for committing the crime.

VIP NAVIGATOR works with adults who have needs that require multi-agency support.

COMMUNITY PEER MENTOR reduce the pressure on frontline services by engaging with those who make frequent calls.

DA PREVENTION PROGRAMMES Behaviour- change programmes for offenders who have used violence and abuse towards their (ex) partners - referral via Harbour.

DVPN/O POLICING ACTIONS

RED SIGMA PROBLEM PROFILE

VICTIM / OFFENDER / LOCATION

- Re-assess DASH/Thrive Risk assessments
- Ensure children are listed on the Profile and SAF reports are updated to notify agencies of DVPN/O.
- Interact with the victim to ensure they fully understand the conditions of the notice/order.
- Provide safety planning with the victim utilising all partnership agencies – obtain **Consent** for referral.
- Mobile phone provision/TecSOS/basic security advice
- Attempt to engage with the Victim to establish if any further evidence can be obtained relating to DA offences.
- Consider Clare's Law Disclosure
- For High risk cases link in with IDVA, for Medium risk cases link in with DAIO
- Ensure the IP is fully aware of all the support available eg. Harbour, Freedom Programmes, Health support, Housing, Finance etc.
- Utilise partners for problem solving – notify them of conditions and include partners to assist in policing of order
- Consider longer term solutions - application for non molestation
- Refer to a specialist Family Lawyer for advice on civil orders; e.g. Prohibitive Steps Order – prevents the removal of children from the care of a Parent, Occupation Order – allows occupancy of a dwelling excluding one or more party, Residency Orders – determine where a child will live.

- Interact with offenders to ensure they are aware of conditions and consequences of breaching them.
- 'Proactive' policing by regularly conducting 'home visits' to check that the perpetrator is not in breach. How can other agencies support this?
- Alert other agencies to the conditions of the DVPO/N by updating and requesting recirculation of the SAF form
- CONTACT DETAILS – up to date and accurate
- Address the underlying reasons for committing the crime; CRITICAL PATHWAYS – drugs, alcohol, mental & physical health, finance, accommodation
- Offer pathways to support agencies, for example assistance with anger management or substance abuse or help with housing. Seek assistance from DAIO's/IDVA for details.
- Consider use of a VIP Navigator - works with adults who have needs that require multi-agency support.
- Consider Community Peer Mentor reduce the pressure on frontline services by engaging with those who make frequent calls.
- Discuss DA Prevention Programmes, Behaviour- change programmes for offenders who have used violence and abuse towards their (ex) partners.
- Utilise ASB legislation e.g. CPWN.
- Tackle other areas of criminality e.g.: disqualified driving / drug misuse /acquisitive crime etc.
- Liaison with MATAC Navigator for those managed under MATAC – check for profile on RS

- Complete Cocoon watch – network of support
- Target hardening at address – complete referral form for remain safe
- Accommodation advice can be given via Housing Solutions
- Refuge provision – for info contact DAIO/IDVA
- Location Comment/SOP onto address and mobile number.

...ESS/MOBILE - details of risk and ... remain Safe referral to Crime Prevention ... / Housing Solutions, Consider Refuge