

LONDONASSEMBLY

Domestic abuse



Police and Crime Committee
April 2020

Holding the Mayor to
account and
investigating issues
that matter to
Londoners

LONDONASSEMBLY

Police and Crime Committee Members



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The Police and Crime Committee examines the work of the Mayor's Office for Policing and Crime (MOPAC) and investigates issues relating to policing and crime reduction in London.

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Unmesh Desai AM

Chair of the Police and Crime Committee



Domestic abuse continues to rise in London. During our investigation, we heard from domestic abuse services and victims that the numbers of those suffering from domestic abuse are at epidemic levels. We also heard that the Met is facing significant demands in dealing with domestic abuse, especially in assisting victims through the criminal justice process.

While we welcome the progress the Mayor has made in supporting victims of domestic abuse through his Violence Against Women and Girls strategy, more needs to be done. In particular, frontline services told us that although there has been some improvement in provision, demand continues to increase, and they are feeling the stretch.

Greater focus on the prevention of domestic abuse is also needed. Our work set out to ensure that the Mayor, as Police and Crime Commissioner for London, is tackling all forms of violence—from youth violence to domestic abuse. We urge the Mayor to consider a public health approach to tackle and prevent domestic abuse. This should include encouraging victims to come forward, reducing attrition rates in the criminal justice system, protecting children affected by domestic abuse and, in the longer-term, providing solutions that can prevent abuse from happening in the first place.

I believe this report shows that there must be a renewed emphasis from the Mayor and the Met toward tackling domestic abuse and highlighting its importance if we are to reduce overall levels of violence in the capital. Too often domestic abuse evades the attention of the media which tends to focus on other forms of violence in the capital.

In my first year as the Chair of the Police and Crime Committee, I am glad that we have encouraged discussions and made practical recommendations for change. Once the immediate Covid-19 crisis has ended, the Met and MOPAC need to ensure that the domestic abuse services that are in place provide quality London-wide support for victims and bring people to justice for these crimes. As Chair, I will ensure that our recommendations are heard by the Mayor.

We would like to thank all those people who took time to speak with us during our investigation. We hope our recommendations will help all victims come forward to report domestic abuse, to bring about an improvement for

victims going through the criminal justice system and demonstrate the importance of long-term prevention and awareness of this issue.

Summary

Domestic abuse in London has risen, and should be a concern for all Londoners. In 2019, there were around 89,000 domestic abuse offences recorded by the Met, compared to just over 46,000 in 2011.¹ Each London borough deals, on average, with over 2,000 domestic abuse offences and 4,000 domestic abuse incidents on an annual basis.²

The forms of domestic abuse have widened. The growth of emotional, financial and coercive abuse is a growing issue, as well as repeat victimisation. Advances in technology have resulted in new and emerging methods of abuse. There has also been an increase in the emergence of abuse in same-sex relationships and more family related abuse, where offenders are family members of victims rather than current or ex-partners.³

Overall, criminal justice outcomes for domestic abuse are poor. In London, 15 per cent of all prosecutions in 2018 were for domestic abuse, however the number of referrals from the Metropolitan Police (the Met) to the Crown Prosecution Service (CPS) is falling, and the number of convictions continues to decline.⁴

There are many reasons victims do not report domestic abuse. These include victims thinking that the incident was “too trivial/not worth reporting”⁵, was a private family matter, was embarrassing, or the victim did not believe the police could help.

Domestic abuse is placing a high demand on the Met. Issues have been raised in relation to the introduction of Basic Command Units (BCUs) where safeguarding units are ‘overwhelmed’ by the number of domestic abuse cases they are expected to deal with. Furthermore, there is a perception among domestic abuse services that the Met sometimes struggles with its response to domestic abuse as other pressing issues, such as terrorism or knife crime, overtake domestic abuse as a priority.

The Met has a range of powers available to help prevent domestic abuse. However, Her Majesty’s Inspectorate of Constabulary, Fire & Rescue Services has stated that the Met needs to “use its powers more effectively to protect victims of domestic abuse” and review its use of Domestic Violence Prevention Orders, Domestic Violence Protection Notices and ‘Clare’s Law’.⁶ The Met has said that it is putting measures in place to address its use of protective powers.

The Mayor addresses domestic abuse, and his support for victims, through his Police and Crime Plan and Violence Against Women and Girls Strategy. He has acknowledged that men and boys similarly experience domestic abuse and violence and that their specific needs are recognised in both his Police and Crime Plan and in the services he commissions.⁷ However, he has also highlighted that as women and girls are so disproportionately affected by domestic abuse, a specific strategy is needed to address them.

However, we are concerned that the Mayor's approach risks missing out and excluding certain victims. Specifically, the safeguarding of children and young people who are victims of domestic abuse, men, LGBTQ+ and BAME victims.

The current response to victims of domestic abuse needs further attention. Independent Domestic Violence Advisors (IDVA), and other specialist provision need ongoing and increased funding. There also needs to be more support for low-medium risk victims who are missing out on receiving support as they do not meet the threshold of being referred to a MARAC (multi-agency risk assessment conference) or IDVA services. MARACs need to be refreshed to ensure they are joined up and can provide a quality response.

While the Mayor's commitments to tackle domestic abuse are welcome, we believe he can go further, and that greater focus on prevention is needed. The Mayor is best placed to create a more joined up pan-London approach to domestic abuse, and he must lead the way in bringing partner agencies together to achieve this.

Recommendations

Domestic abuse in London

Recommendation 1

- MOPAC should include a measure of repeat victimisation on its dashboard.

Recommendation 2

- MOPAC must consider having measurable targets for reducing the rate of attrition in cases of domestic abuse.

Recommendation 3

- The Mayor should convene a ‘task and finish’ group, incorporating representatives from the Crown Prosecution Service and the Metropolitan Police, to draw up a rapid action plan to address both the falling rates of domestic abuse convictions and the falling number of referrals from the Met to the Crown Prosecution Service.

The Met’s response

Recommendation 4

- MOPAC should report back to this Committee, by May 2020, on the work it has done to improve training for police officers on dealing with the different types of domestic abuse experienced as well as perpetrators.

Recommendation 5

- MOPAC should report back to this Committee, by May 2020, on how it intends to increase awareness and the use of DVPOs, DVPNs and Clare’s Law disclosures.

Recommendation 6

- MOPAC should look at the use of new forms of technology, and how they are being used to control victims, and how the Met can respond to this issue.

Recommendation 7

- The Committee calls on the Mayor and MOPAC to continue to support the Assembly's work in lobbying for the introduction of a Domestic Abusers Register and consider options for piloting a register in London.⁸

Recommendation 8

- MOPAC should report back to this Committee on how it plans to improve the functionality and use of the Dauntless+ system by the end of May 2020.

Responding to victims and offenders

Recommendation 9

- The Mayor should provide ringfenced funding to ensure dedicated domestic abuse services for children and young people.

Recommendation 10

- The Mayor should collate data on the number of children and young people that have accessed domestic abuse services or refuge support.

Recommendation 11

- The Mayor should provide additional proportionate dedicated funding for male victims of domestic abuse.

Recommendation 12

- We recommend that MOPAC reviews how effectively Operation Encompass has been rolled out across the Met and reports back to this Committee with its findings by July 2020.

Recommendation 13

- The Mayor should set out how he intends to meet his equalities obligations and support all victims of domestic abuse, including refuge provision for male victims and those in same-sex relationships.

Recommendation 14

- We call for an urgent update from MOPAC, by May 2020, on the progress it has made on its work to ensure that MARACs continue to work consistently and effectively across London.

Prevention

Recommendation 15

- The Mayor should ensure his campaigns against domestic abuse include a focus on work with offenders and those at risk of offending.

Recommendation 16

- MOPAC should provide an update on the evaluation of the Drive Pilot by May 2020, with a view to greater investment in rolling out further perpetrator programmes if successful.

1. Domestic abuse in London

Key findings

- One in ten offences recorded by the Metropolitan Police Service involves domestic abuse.
- The forms of domestic abuse are varied.
- Criminal justice outcomes for domestic abuse are poor.
- The Mayor aims to encourage more victims of domestic abuse to come forward, but research suggests that this may not be the main factor behind the increase in reporting.
- More needs to be done to raise awareness of the impacts of domestic abuse and to raise victim's confidence in reporting domestic abuse.

One in ten offences recorded by the Met involve domestic abuse

The Met categorises domestic abuse as

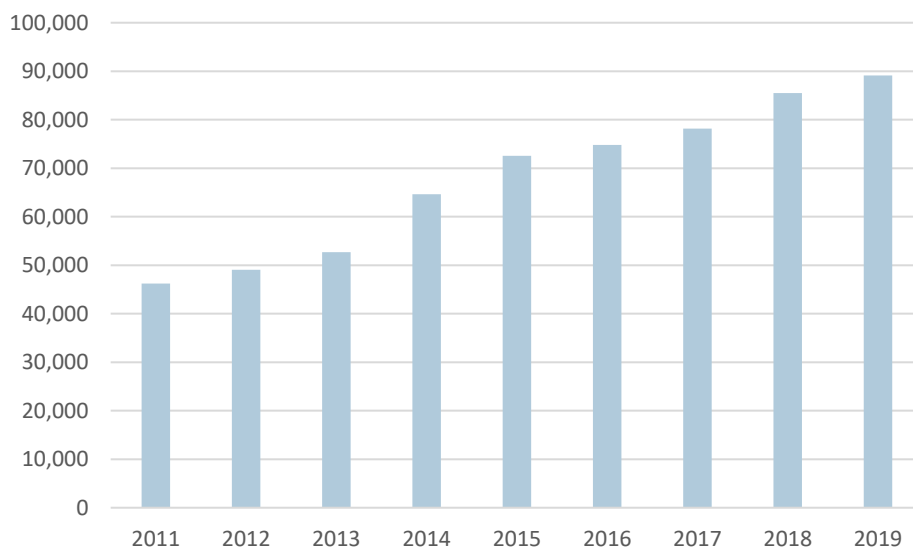
any incident or pattern of incidents of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are, or have been, intimate partners or family members regardless of gender or sexuality. This can encompass, but is not limited to, the following types of abuse:

- Physical
- Emotional
- Psychological
- Sexual
- Financial

This definition also includes so-called 'honour' based violence, female genital mutilation and forced marriage.⁹

- 1.1 Domestic abuse in London has risen. In 2011, there were around 46,000 domestic abuse offences recorded by the Metropolitan Police (the Met), compared to just over 85,000 in 2018: around ten per cent of all recorded offences that year.¹⁰ At the end of 2019, the Met recorded almost 90,000 domestic abuse offences.¹¹

Chart 1: Counts of domestic abuse offences in London 2011 to 2019



Source: Metropolitan Police

- 1.2 The number of recorded domestic abuse offences that involve violence with injury is also rising. In London, in 2019, there were nearly 24,000 offences, compared with 17,500 in 2011.¹²

- 1.3 The number of domestic homicides in London has fluctuated over the past decade. In 2019, there were 15 domestic abuse homicides, compared with 23 the previous year, and eight in 2017. The highest number of domestic abuse homicides in London in the past decade occurred in 2013, when there were 31 deaths reported.¹³

“the numbers of those suffering from domestic abuse are at epidemic levels”

Niki Scordi, Advance Charity

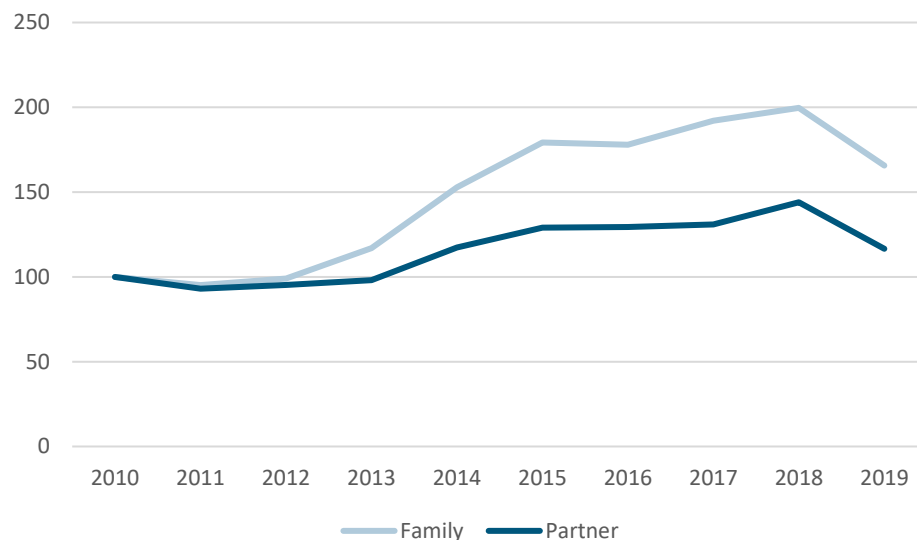
- 1.4 Each London borough deals, on average, with over 2,000 domestic abuse offences and 4,000 domestic abuse incidents a year.¹⁴ However, there are variations across London boroughs. For example, there were 7,051 offences in Enfield in 2019, compared to 1,685 in 2011, and 5,858 offences in Barnet in 2019 compared to 1,162 in 2011. This is a 318 per cent and 404 per cent increase respectively.¹⁵
- 1.5 In some cases, the variation in population levels reflects the high number of offences. For example, Croydon dealt with over 8,000 offences compared to Kensington and Chelsea with around 2,500 offences in 2019.¹⁶ For other boroughs, those that are experiencing higher levels of deprivation are more likely to experience higher levels of recorded domestic abuse than less vulnerable areas.¹⁷ We acknowledge that domestic abuse takes place across all sections of society and that reporting levels differ between more deprived and less deprived areas.
- 1.6 Domestic abuse is not a London-specific issue. It is estimated that 2.4 million adults experienced domestic abuse across England and Wales in the year to the end of March 2019. Around 65 per cent of victims are women and 35 per cent are men. Nationally, the police recorded 746,219 domestic abuse-related crimes the same year, which is an increase of 24 per cent from the previous year.¹⁸

Domestic abuse is varied

- 1.7 Forms of domestic abuse have widened. For example, advances in technology and the increasing use of social media have resulted in new and emerging methods for abuse to take place. This also includes the use of digital technology for offenders to track victims and the installation of CCTV and video equipment in the home.
- 1.8 There also has been an increase in family related abuse, where offenders are family members of the victim instead of a current or ex-spouse or partner. Although the top three relationships between offenders and victims in 2018 for example, were ex-boyfriends, boyfriends and husbands, there was over a

300 per cent increase of half-sisters, grandmothers and stepsisters as offenders in domestic abuse offences from 2010 to 2018. Domestic abuse in same-sex relationships is also rising.¹⁹

Chart 2: Number of domestic abuse offences by offender-victim relationship



Source: Metropolitan Police

- 1.9 Domestic abuse is not only experienced as physical violence. We heard about the growth in emotional, financial and coercive abuse, and how the impact of financial and economic abuse can stay with a victim for many years.²⁰ Victims could, for example, be left with debts created by the abuser, which can impact on their recovery.
- 1.10 However, there is not a clear picture of the types of abuse being perpetrated in London. This is because police forces are not expected to record the type of domestic abuse reported, making it difficult to determine the true nature and extent of domestic abuse in the capital.

“Coercive control, which became a crime about three years ago, is pretty much present in most incidents reported; in our case between 85 per cent and 90 per cent of the survivors who come to us. It is not always reported or picked up by the police.”

Niki Scordi, Advance Charity

- 1.11 The Met told us that in the year to September 2019 there were over 13,600 repeat victims of domestic abuse.²¹ Despite this, MOPAC does not report on repeat victimisation on its dashboard, even though it is a measure of progress used by the Mayor.²²

Criminal justice outcomes for domestic abuse are poor

- 1.12 Despite increasing reports of domestic abuse offences, the proportion of people that have had formal action (a charge, caution or other action) taken against them, also known as a Sanction Detection, has fallen. In June 2019, the Sanction Detection Rate for domestic abuse fell below 15 per cent.²³ This is a concern.
- 1.13 Domestic abuse cases referred to the Crown Prosecution Service (CPS) are also decreasing, despite the rise in reported incidents. In its written evidence, the CPS London highlighted to us that the number of referrals from the Met peaked in 2014/15, but thereafter has shown a continuous declining trend, markedly in 2018/19. As a result, CPS London's domestic abuse caseload has dropped over the last three years. There has also been a decline in prosecutions.²⁴ The CPS told us that it has been analysing this data and it has also made a commitment to work with partners in the criminal justice system to understand and address these challenges.²⁵
- 1.14 Convictions for domestic abuse are also falling. Only 6,896 domestic abuse related convictions were recorded in 2018-19 in the capital compared to 8,625 in 2017-18.²⁶ In 2018, two-thirds of domestic abuse related prosecutions resulted in a conviction.²⁷
- 1.15 Although conviction rates across a wide range of crime types are poor, there are notable differences in outcomes between domestic abuse related offences and other offences in England and Wales. The Office of National Statistics (ONS) has outlined that outcomes in domestic abuse cases are largely impacted by evidential difficulties such as lack of evidence or victims unwilling to provide evidence, and when domestic abuse victims did not support police action.²⁸

"A great many victims of domestic abuse pull away from the prosecution because they do not have confidence. It takes too long. They do not feel that they are getting the support or that it is being taken as seriously as it should be, or they come under threat by the offender in the first place because of the domestic circumstances."

Sir Stephen House, Deputy Commissioner, Met Police

- 1.16 A key priority in the Mayor's Violence Against Women and Girls (VAWG) Strategy is to reduce the rate of attrition²⁹ in cases of violence against women and girls as they progress through the criminal justice system.³⁰ However, the Deputy Mayor for Policing and Crime (DPMC), Sophie Linden, told us that there are no specific targets for the rate of attrition in cases of violence against women and girls as they pass through the criminal justice system.³¹

“We will not always be looking for a criminal justice outcome, because in many cases that is not what the victim wants ... it is about keeping the victim safe and that is why repeat victimisation is an important area to focus on.”

Sophie Linden, Deputy Mayor for Policing and Crime

- 1.17 The DMPC advised us that, to ensure the needs of victims are met, MOPAC, working with the Victims’ Commissioner for London, has led reviews of the Victim’s Code of Practice, a Rape Review into survivors experiences of the Criminal Justice System and an ongoing review into VAWG victims journeys throughout London.³² We welcome MOPAC’s commitment to support victims and survivors through these reviews, however, we believe that the impact of MOPAC’s commitments could be greater if there were measurable targets for reducing the rate of attrition in cases of VAWG.

Cheshire – providing specialist and dedicated support to victims of domestic abuse³³

In 2017, Cheshire Constabulary rolled out an initiative where police officers work with Independent Domestic Violence Advocates (IDVAs) as part of a domestic abuse early intervention and victim support initiative for those suffering from abuse involving intimate partners.

This involves a dedicated police officer and an IDVA jointly assessing the domestic abuse incidents that have been reported to the police and carrying out follow-up visits to each victim to provide specialist information, advice and support.

Victims have described the initiative as a supportive service, quicker response and looking at the victim’s best interest.

Encouraging victims to come forward

- 1.18 The Mayor aims to encourage more victims of domestic abuse to come forward.³⁴ While reports of domestic abuse have risen, research suggests that this is not the main driver behind the increase in reporting. On the face of it, with rising offence numbers, the Mayor might be seen to be achieving his goal of encouraging more victims to come forward. However, MOPAC research attributes the rise in domestic abuse offences overall to better crime recording by the Met.³⁵
- 1.19 MOPAC’s research on domestic and sexual offences noted that “there is no evidence ... of any increase in the proportion of victims reporting to police”,

with approximately 17 per cent of respondents telling the police about their experience and 72 per cent of respondents telling someone other than the police about their experience, in the year ending March 2018.³⁶

Beneath the Numbers report - an exploration of the increases of recorded domestic abuse and sexual offences.³⁷

The report by MOPAC addresses the Mayor's commitment in his VAWG strategy to *"look beneath reported crime statistics for rape and sexual and domestic violence and abuse so that we can say with much greater certainty what changes in figures mean"*.

The report, published in January 2019, is the culmination of an analytic exercise exploring the increases in police recorded crime for both domestic abuse and sexual offences. The report outlined that "it is hoped that [the] analysis and research can drive further insights into the evidence base and inform decision making across London."

- 1.20 The DMPC also outlined that: "The worrying thing for me in this report [Beneath the Numbers] was that it was not pointing to the confidence of victims to come forward and that is something that we do have to work on."³⁸ We therefore believe that more needs to be done to raise awareness and confidence among victims to report.
- 1.21 There are many reasons victims do not report domestic abuse. For example, the Office for National Statistics (ONS) has noted that across England and Wales the main reasons for not reporting partner abuse included that the incident was "too trivial/not worth reporting"; was a private family matter; was embarrassing; or the victim did not believe the police could help.³⁹ Similarly, the Crime Survey for England and Wales (CSEW) has shown that many victims of partner abuse do not perceive what happened to them to be domestic abuse or a criminal offence.⁴⁰
- 1.22 Differences in confidence and reporting levels exist among different groups. Men, for example, are far less likely to tell someone about domestic abuse.⁴¹ The Mankind Initiative, a London based charity that supports male victims of domestic abuse, has reported that nearly half of male victims fail to tell anyone they are a victim of domestic abuse.⁴²

Recommendations

1. MOPAC should include a measure of repeat victimisation on its dashboard.
2. MOPAC must consider having measurable targets for reducing the rate of attrition in cases of domestic abuse.

3. The Mayor should convene a 'task and finish' group, incorporating representatives from the Crown Prosecution Service and the Metropolitan Police, to draw up a rapid action plan to address both the falling rates of domestic abuse convictions and the falling number of referrals from the Met to the Crown Prosecution Service.

2. The Met's response

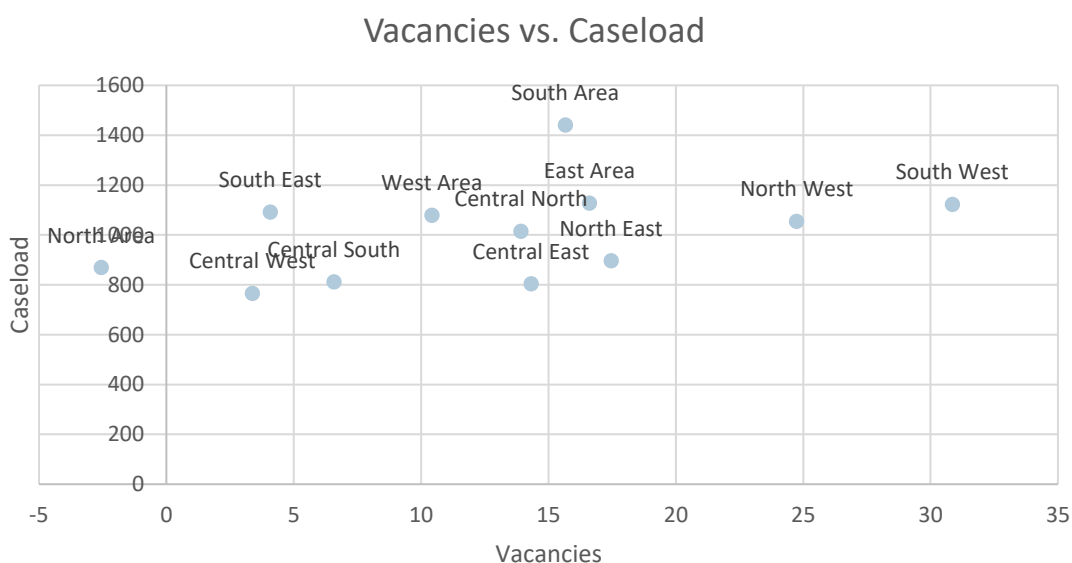
Key findings

- Domestic abuse is placing a high demand on the Met.
- The Met has been criticised for its initial response to domestic abuse.
- More should be done to ensure that the Met uses its powers more effectively to protect victims of domestic abuse.

Domestic abuse is placing a high demand on the Met

- 2.1 During our investigation we heard that the initial police response to victims of domestic abuse is generally considered to be good.⁴³ However, issues have been raised in relation to the introduction of Basic Command Units (BCUs).⁴⁴ For example, our investigation into rape and sexual offences found that officers within BCU safeguarding units are ‘overwhelmed’ by the number of domestic abuse cases they are expected to deal with.⁴⁵
- 2.2 In October 2019, domestic abuse caseloads across BCUs ranged from 766 open cases in Central West, to 1,441 cases in the South Area. There were over 12,000 open cases of domestic abuse across London at this time.⁴⁶
- 2.3 Safeguarding teams in BCUs are also carrying a number of vacancies. In September 2019, the biggest vacancy rate was 17 per cent in the South West BCU.⁴⁷ It is likely that this will place further demands on the caseload for domestic abuse, and this is a concern.

Chart 4: Vacancy rates and caseloads within BCU domestic abuse safeguarding teams in London, as of end of September and October 2019 respectively.



Source: Metropolitan Police

- 2.4 The Mayor has made a commitment in his VAWG strategy that MOPAC will scrutinise the workload of police officers involved in VAWG cases.⁴⁸ We understand that these commitments are being addressed as part of MOPAC’s quarterly Oversight Board meetings, which include discussions regarding issues of demand.

- 2.5 However, during our work on sexual offences and rape, we concluded that discussions at board meetings are not enough to alleviate current caseload pressures on the Met.⁴⁹ MOPAC and the Met must take further steps to mitigate problems in the future.
- 2.6 We accept that the increase in demand on police officers is not wholly attributable to the BCU model, but the BCU model may be compounding the issue.⁵⁰ During our investigation we heard that there is a high turnover of officers within the BCUs safeguarding teams and that as soon as an officer was fully briefed on issues of domestic abuse they moved onto another job. We would like to know more about how MOPAC and the Met are seeking to future-proof the BCU safeguarding model, when demand is likely to keep increasing for the foreseeable future. In addition, we would like to know more about how the performance of officers within BCU safeguarding teams is monitored, measured and reviewed.
- 2.7 In September 2019, in a letter to the DMPC, we recommended that MOPAC provide its latest assessment of the adequacy of BCU safeguarding arrangements. We also asked that if no recent assessment had been carried out, a review should be undertaken by the end of March 2020, with a view to making any necessary improvements to the BCU safeguarding model as soon as possible.⁵¹
- 2.8 In response, the DMPC advised that the Met's Strengthening Local Policing programme team has undertaken a stabilisation review of BCUs. She reported that this included "a comprehensive review of performance, feedback from staff through staff forums and surveys, site visits to teams and BCUs, and BCU panels chaired by the DAC with each of the BCU SLT present." The DMPC also reported that this review "proved a useful stocktake of how well implementation was progressing."⁵²
- 2.9 We understand that the BCU model is working effectively in a number of areas. For example, interoperability and information sharing, and that the co-location on Multi-Agency Safeguarding Hubs (MASH) and MARAC teams within social care offices is allowing for more effective information and intelligence exchange. However, we are concerned by the reported imbalance of workload across the Met and increasing levels of staff sickness and absence, particularly relating to stress.⁵³
- 2.10 There is a perception among domestic abuse services that the Met sometimes struggles with its response to domestic abuse. It was suggested to us that other issues, such as violence on London's streets, terrorism or public order, overtake domestic abuse as a priority. The Met is viewed as "trapped on the one side by its big national role in things like counter terrorism. It is trapped on the other side around things like public order and needing to police various big events. Domestic abuse often gets quite squashed within those big

responsibilities that it has, even if it has good intentions. Domestic abuse does not have particularly high status within the MPS.”⁵⁴

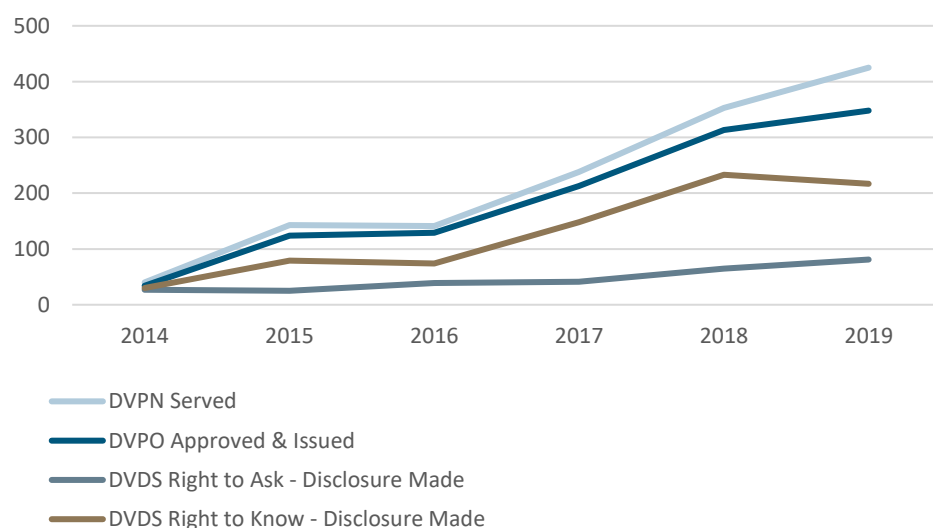
- 2.11 However, we also recognise that a proportion of homicides and serious violence incidents in London are linked to domestic abuse. In addition, some of those that are involved in violent incidents have experienced domestic abuse at some point in their lives. Yet, this is not represented in the media or national discourse.
- 2.12 We believe that the Met’s initial response to domestic abuse should be improved. The Mayor has made a commitment in his Police and Crime Plan that he will ensure that the Met enhances training for its officers to ensure that they “get the first contact with a survivor right”.⁵⁵ Consequently, the Met and MOPAC advised us that the initial response by police officers should be looked at and that the training provided for officers on the different types of domestic abuse experienced, for example financial or coercive control, child-parent abuse or emotional abuse, needs to improve. MOPAC has confirmed that it is looking at the training needs of police officers and others dealing with perpetrators, such as probation officers.⁵⁶

Protection of victims

Protection orders

- 2.13 The Met has a range of powers available to help prevent domestic abuse including: Domestic Violence Protection Orders (DVPO), Domestic Violence Protection Notices (DVPN), and the Domestic Violence Disclosure Scheme (DVDS), known as Clare’s Law (giving any member of the public the right to ask the police if their partner may pose a risk to them). More general powers, such as Criminal Behaviour Orders (CBO) and restraining orders, are also used.

Chart 5: Protection orders issued by the Met



Source: Metropolitan Police

- 2.14 The number of protection notices and orders being used in London has increased in recent years.⁵⁷ However, it still falls below the England and Wales average.⁵⁸ The use of Clare's Law is also improving, but we are concerned that the number of disclosures made under 'right to ask' are quite low.⁵⁹
- 2.15 In its most recent police effectiveness, efficiency and legitimacy (PEEL) assessment of the Met, her Majesty's Inspectorate of Constabulary, Fire and Rescue Services (HMICFRS) stated that the Met needs to "use its powers more effectively to protect victims of domestic abuse" and review its use of DVPOs, DVPNs and 'Clare's Law'.⁶⁰ Supporting HMICFRS' recommendation, we recommend that the Met should report back to this Committee on how it will review its use of powers in protecting victims.
- 2.16 The Met has said that it is putting measures in place to address its use of protective powers. This includes launching a tool on its website for people to make 'right to ask' submissions online.
- 2.17 In addition, the Deputy Commissioner told us that the Met's central domestic abuse team is working to disseminate best practice to BCU officers, "looking at streamlining the process and driving better usage of the orders to try to protect victims a bit better". He also suggested that, while officers "work very hard to try to protect victims", there is a need to "look at some of our interpretation of legislation in relation to this, to do more and to do better on it."⁶¹

Domestic Abusers Register

- 2.18 The London Assembly is campaigning for legislation to introduce a Domestic Abusers Register. It has asked that this is included as part of the Domestic Abuse Bill that has recently been reintroduced to Parliament. The Assembly has suggested, for example, that a register "alongside a requirement for those on the list to inform the police of the commencement of a new relationship", would provide information that could be used by officers to make a greater number of proactive disclosures under the 'Right to Know' element of Clare's Law.⁶² We are pleased that MOPAC has backed the Assembly's campaign and confirmed that it is a commitment in the Mayor's VAWG Strategy.⁶³
- 2.19 We recognise the severe impact repeat offences of domestic abuse can have on the lives of victims and their children. The case of Marvyn Ihenacheo, highlighted as part of the London Assembly's work for a register, is summarised below.⁶⁴

“On the 21st of July, Marvyn Iheanacho, 39, was found guilty of subjecting his girlfriend’s 5-year-old son, Alex Malcom, to a brutal attack in Mountsfield Park, Catford. Alex suffered fatal head and stomach injuries and died two days after the incident. Iheanacho attacked Alex’s mother as she tried to get medical help for her unconscious son. He has a string of previous convictions for violent offences, including attacks on former partners and armed robbery. Across England, Wales and Northern Ireland there are estimated to be 25,000 serial offenders that, like Iheanacho, have attacked more than one intimate partner.”

2.20 We commend the work of the current government and previous governments in bringing forward new legislation to bear down on perpetrators of domestic abuse and to protect victims. Unfortunately, despite support for a register from the Home Affairs Select Committee, amongst others, the Domestic Abuse Bill does not specifically include provision for a Domestic Abusers Register. Separately, the Prime Minister has written to the Assembly to indicate that the Government does not intend to introduce one. This is disappointing.

2.21 We believe this is a missed opportunity. We therefore welcome the Mayor’s support for a Domestic Abusers Register and recommend that the Mayor and MOPAC continue to support the campaign and consider options for piloting a register in London.

Dauntless+

2.22 The Met currently run Operation Dauntless+. Dauntless+ helps to track just over 600 serial cross-border domestic abuse offenders. It aims to provide a consistent approach to domestic abuse, covering three main elements: keeping victims safe in their own homes; offender management; and the use of intelligence to identify high impact offenders and victims.⁶⁵ However, given the worryingly high number of recorded offences and repeat offenders, this means that the proportion of recorded repeat offenders on this register could be less than one per cent.

2.23 We recognise, that in the absence of a register, this could be an effective interim measure to track serial perpetrators of domestic abuse. However, we are concerned that the thresholds for perpetrators to be included on the Dauntless+ system are too high, resulting in the lack of serial perpetrators currently being tracked. This must be revised. We are also concerned that the Dauntless+ system is not being used in common practice by all BCU’s. We recommend that MOPAC report back to us on how it is working to improve the Dauntless+ system.

Recommendations

4. MOPAC should report back to this Committee, by May 2020, on the work it has done to improve training for police officers on dealing with the different types of domestic abuse experienced as well as perpetrators.
5. MOPAC should report back to this Committee, by May 2020, on how it intends to increase awareness and the use of DVPOs, DVPNs and Clare's Law disclosures.
6. MOPAC should look at the use of new forms of technology, and how they are being used to control victims, and how the Met can respond to this issue.
7. The Committee calls on the Mayor and MOPAC to continue to support the Assembly's work in lobbying for the introduction of a Domestic Abusers Register and consider options for piloting a register in London.⁶⁶
8. MOPAC should report back to this Committee on how it plans to improve the functionality and use of the Dauntless+ system by the end of May 2020.

3. Responding to victims and offenders

Key findings

- The Mayor has made some progress on supporting victims of domestic abuse through his VAWG strategy.
- The Mayor's approach risks missing out and excluding certain groups of victims.
- Multi Agency Risk Assessment Conferences (MARACs) need to be refreshed.

The Mayor has made some progress on supporting victims of domestic abuse through his Violence Against Women and Girls strategy

- 3.1 The Mayor's specific VAWG priorities for domestic abuse include:
- Encouraging more domestic abuse victims to come forward and reducing repeat victimisation.
 - Reducing the rates of attrition in cases of VAWG as they progress through the criminal justice process.⁶⁷
- 3.2 Some organisations have welcomed the Mayor's progress in making VAWG a priority over the last three years. However, it has been reported that more needs to be done in the domestic abuse space. One organisation, for example, told us that "Over the last ten years there definitely have been changes in terms of focusing on the VAWG Strategy, domestic abuse being part of that, not as much as we would like to see but certainly seeing the Mayor's Office making VAWG a priority over the last three years has been very positive."⁶⁸
- 3.3 In its latest annual report, MOPAC reported that the domestic abuse services it funds in London received a total of 2,356 referrals for support. However, it also said that nearly two-thirds were unsuccessful, with referrals and rape crisis centres across London regularly having to close their lists due to demand.⁶⁹ We are concerned by this.
- 3.4 In response to growing demand, the Mayor announced an additional £15 million funding boost from City Hall to support the work of domestic abuse refuges and rape crisis centres in London.⁷⁰ MOPAC reported in its 2018/19 annual report that most of the funds would be allocated by September 2019. However, in an update provided to us, it advised that the funding will be allocated across 2019/20 to 2021/22.⁷¹
- 3.5 MOPAC's report also set out its progress in respect of specific projects and services funded and supported by the Mayor, specifically the "fast track" of £1.3 million from the funding boost. These are:
- pan London provision of Independent Domestic Violence Advisors (IDVA) (see info box below) through the new integrated London Victims and Witnesses Service, "with IDVA's co-located across London to ensure victims and witnesses can access provision irrespective of their postcode";
 - providing an additional £400,000 to Victim Support, to help support victims of domestic abuse. MOPAC has noted that 350 more women will get the support of an IDVA as a result of this funding;
 - the funding of youth IDVAs in London's Major Trauma Centres, "recognising the intersection of gang lifestyles and violence against women and girls";

- providing funding for the Drive Project⁷², which “is working with high-harm perpetrators of domestic abuse to prevent reoffending and permanently change their offending behaviour”; and
- continued funding of the Pan-London Housing Reciprocal, “a housing pathway for people with a social housing tenancy in London who are at high risk of harm where they live.” MOPAC notes that more than 200 adults and children have been moved to another area of London through this service.⁷³

3.6 In December 2019, MOPAC told us that all these programmes have been implemented and are on track.⁷⁴

Independent Domestic Violence Advisor (IDVA)

An IDVA is an accredited domestic abuse practitioner who serves as the victim’s primary point of contact and addresses the safety of victims at high risk of harm from intimate partners, ex-partners or family members to secure their safety and the safety of their children. They work with victims by discussing the range of suitable options and implementing plans, which address immediate safety as well as long term solutions.⁷⁵

The Mayor’s approach risks missing out and excluding certain victims

3.7 In his VAWG Strategy, the Mayor made a commitment to support all victims of domestic abuse. He acknowledged that men and boys similarly experience domestic abuse and violence and that their specific needs are recognised both in his Police and Crime Plan and in the services he commissions. However, he has also highlighted that as women and girls are so disproportionately affected by domestic abuse, a specific strategy is needed to address their needs.⁷⁶

3.8 We accept that women and girls are disproportionately affected by domestic abuse and acknowledge the importance of supporting women’s services. We also recognise that the Mayor does not intentionally leave out other victims of domestic abuse. However, we heard evidence from organisations supporting other victims that are concerned by this approach.⁷⁷ In response, we urge the Mayor to consider how he is meeting his equalities obligations and providing a response to all victims of all domestic abuse, in particular, those groups that are not addressed in his VAWG strategy.

Children and young people

3.9 There is concern that children’s voices are excluded from discussions around domestic abuse. The language used around young victims centres on how ‘children are witnessing’ or ‘exposed to domestic abuse’ instead of also acknowledging them as victims.⁷⁸ In written evidence received, we were told

that over the past two years there has been a significant increase in repeat hospital appearances for young people aged 13-24 relating to domestic and sexual abuse.⁷⁹

- 3.10 We also heard that specialist support for children has been declining. Evidence provided to us reported that the percentage of domestic abuse services providing dedicated support to children and young people fell from 62 per cent in 2010 to 52 per cent in 2017.⁸⁰ We understand that this is an area of ongoing concern.
- 3.11 Child victims of domestic abuse often get referred into child sexual exploitation services. This is because there is nothing else available to support children and young people who are not victims of sexual exploitation. A domestic abuse service representative said, “there really needs to be a strengthening of that pathway as well”.⁸¹

“If more resources were put into supporting the children whom we know have been exposed to coercive control and domestic abuse, we would be reducing the number of people who are potentially susceptible to the offer of gangs, county lines and serious youth violence [...] almost 100 per cent of the young people involved in gangs and youth violence and county lines have been exposed to really awful situations in their homes.”
Evan Jones, St Giles Trust

- 3.12 The Met has been criticised for its performance relating to the service it provides to children in London. In 2016, HMICFRS published a report of the Met’s child protection practices. It included a series of recommendations aimed at improving the Met’s service. The Home Secretary commissioned HMICFRS to publish quarterly reports over the course of 2017, setting out progress made by the Met in improving its practices. In the fourth of these reports, HMICFRS concluded “that progress had been made in some important areas – but this had not translated into consistently good outcomes for children in London.”⁸²
- 3.13 The Met was therefore committed to further re-inspection activity in 2018. HMICFRS published its findings from the 2018 re-inspection in March 2019.⁸³ It concluded: “Overall, these results indicate that consistency of effective practice remains weak. We found that opportunities to act quickly and decisively to protect children and to prevent offending are still being missed. We found that lack of supervision along with the high workload of investigators is contributing to drift and delays in investigations. These inconsistencies are affecting the development of effective and timely protective plans. This is not in the best interests of victims and means that children may be left at risk.”⁸⁴

- 3.14 The Met has said that its key approach to safeguarding child victims of domestic abuse includes through implementing Operation Encompass. Operation Encompass is a police and education early intervention that aims to safeguard children experiencing domestic abuse. It seeks to ensure that support is available to these children through schools and local partnerships. However, some domestic abuse services have suggested that Operation Encompass has not been sufficiently implemented in local areas, nor has it been given enough focus at a safeguarding level.⁸⁵
- 3.15 In addition, MOPAC advised that they will conduct a review into the lack of connection between child safeguarding and domestic abuse approaches in London. While we welcome the work the Met and MOPAC are doing to protect children experiencing domestic abuse, we are concerned that these approaches focus on a broad strategy on safeguarding children, rather than a targeted approach to the experiences of child victims of domestic abuse.

Men

- 3.16 Men make up a quarter of all victims of domestic abuse in London.⁸⁶ However, only five per cent of the people who use domestic abuse services in London are male.⁸⁷ In addition, there are no refuge or safe houses for male victims of domestic abuse in the capital (including if they have children or are in a same-sex relationship). Nationally, there are 163 places in refuges or safe houses, run by 34 organisations. Only 36 of the 163 places are solely dedicated to men,⁸⁸ and the nearest place to London is Northamptonshire. In London, there are 46 services for male victims based in services supporting both women and men. These are commissioned by local councils.⁸⁹ This limited provision is of concern to us.
- 3.17 Although the number of male victims is relatively low, this does not indicate that there is no demand for domestic abuse services for men. We also understand that some services do not necessarily meet the needs of male victims (even though they provide support to male victims)⁹⁰ and there is a general perception issue that domestic abuse services do not cater to male victims.⁹¹
- 3.18 We are concerned that the domestic abuse narrative in London is not as inclusive as it should be and does not reflect the reality of domestic abuse today.⁹² The domestic abuse services that gave evidence to us called for more inclusive support for all victims, including men. They emphasised that they want to ensure “that no resources are taken away from women’s services in London and given to men’s services – but that they want more support for both.”⁹³

LGBTQ+ community

- 3.19 There is a notable lack of reliable statistical data on the experiences of LGBTQ+⁹⁴ communities experiencing domestic violence and abuse. This includes national and local data on domestic and intimate partnership

violence, which currently does not disaggregate data by sexual orientation and gender identity, and therefore does not allow for a UK-wide picture on experiences of LGBTQ+ people experiencing this type of violence.⁹⁵

- 3.20 LGBTQ+ victims face the same, if not higher, levels of domestic abuse.⁹⁶ Evidence demonstrates that LGBTQ+ victims are unlikely to access help and support. Approximately two per cent of all survivors accessing domestic abuse in England and Wales identify as LGBTQ+.⁹⁷ There is also a lack of refuge accommodation for LGBTQ+ victims, particularly male victims, but also trans and nonbinary survivors.⁹⁸ MOPAC committed £84,000 from the London Crime Prevention Fund in 2018/19⁹⁹ for the LGBT & Male Victims Sexual Violence Service, providing specialist support to victims of these crimes, and £300,000 in 2019/20.¹⁰⁰ We welcome this.

Older Londoners

- 3.21 There is a lack of specialised domestic abuse services for older people in London. This is despite specific problems and challenges that older people have that younger victims may not face. For example, abuse may have been normalised and accepted over a long period of time and victims might not understand that domestic abuse is taking place.
- 3.22 Older people, especially those over 65 who experience abuse, are often referred through adult safeguarding processes rather than domestic abuse processes. Additionally, where domestic abuse does occur, older people may have difficulties in accessing refuge support because of accessibility issues and, as stated in the Mayor's VAWG Strategy, "older victims of domestic abuse are often likely to still be living with the perpetrator of their abuse following support and intervention".¹⁰¹

Black, Asian and Minority Ethnic (BAME) communities

- 3.23 In 2018, around nine per cent of victims of partner abuse identified as BAME in England. In addition, 17 per cent of high-risk cases discussed in MARACs had victims that were BAME.¹⁰²

Multi Agency Risk Assessment Conference (MARAC)

MARACs are a victim focused information sharing and risk management meeting attended by all key agencies, where high risk cases are discussed. The role of MARACs is to facilitate, monitor and evaluate effective information sharing to enable appropriate actions to be taken to increase public safety.

- 3.24 BAME victims of domestic abuse, specifically women, are likely to face additional barriers to receiving the help that they need. The ONS identified that due to the proportion of victims in MARACs that are BAME, there is evidence in the disparities in service provisions for this group compared to other victims.¹⁰³
- 3.25 It can also be difficult for BAME victims of domestic abuse to report incidents. We heard that some of the cultural barriers that are present in some

communities may prevent victims reporting. Furthermore, BAME victims are more likely to have language support needs which can act as a barrier to accessing the support they need. With more police front counters closing and fewer victims being offered interpreter services, this makes it even more difficult for BAME victims to report the abuse they are experiencing. We heard that this is an ongoing concern.

- 3.26 Suzanne Jacob, SafeLives, gave evidence to us which highlighted some of the greater challenges that BAME victims face:

“If you are a black woman, you are likely to live with domestic abuse for longer before services are able to identify and support you. You are also more likely to end up in a refuge than be supported to be safe in your own home. There are some inequalities that work in the system.”¹⁰⁴

The current response to victims of domestic abuse needs further attention

Independent Domestic Violence Advocate and specialist provision

- 3.27 IDVA, and other specialist provision, are crucial services in addressing domestic abuse. Some of MOPAC’s key commitments in the Mayor’s VAWG Strategy include continued support and funding for these resources. For example, the Mayor committed to continue to fund and support IDVA provision in London; embed the Drive Project within the work of the Met, challenge perpetrators of domestic abuse to change their behaviour; and lobby the Sentencing Council to seek a change to current practice, where there are small, if any, consequences for non-attendance at behaviour-change programmes for perpetrators after release.¹⁰⁵
- 3.28 One of the challenges in London is the different levels of service provision for domestic abuse across the boroughs. We heard that “One of the challenges of such a large capital that we have is that we have 33 London boroughs and they all have different levels of service provision for domestic abuse.”¹⁰⁶ Rachel Nicholas, Victim Support, told us that “a consistent level of IDVA support would assist in reducing witness attrition and ensure victims were supported through the criminal justice system process.”¹⁰⁷
- 3.29 We have previously recommended an increase in IDVA provision.¹⁰⁸ In response, MOPAC has continued to support and increase the funding of IDVAs in London.¹⁰⁹ However, IDVA provision is still stretched. While we support MOPAC’s ongoing contribution to IDVAs and specialist provision, we urge it to ensure that investment matches demand, and long-term funding is made available.

Support for low-medium risk victims

- 3.30 There is a perception that support and services for domestic abuse focuses on high-risk victims rather than tackling issues early on.¹¹⁰ For example, we

received evidence that suggested that the Mayor needs to look at the funding, not only for core services that respond to domestic abuse, but also for “softer routes” into those services.¹¹¹

- 3.31 We have heard that some victims are missing out on receiving support as they do not meet the threshold of being referred to a MARAC or IDVA services. These victims are often suffering from long-term or repeat abuse, and in some cases end up as homicide victims.¹¹² As one service provider told us: “we have incredible IDVA services that work around crisis intervention and we have some services in parts of London that provide long-term intervention for those who perhaps do not meet that threshold of high risk, but actually what we know from the DHRs [domestic homicide reviews] is that those who are not meeting that high-risk threshold are highly represented within them.”¹¹³

MARACs need to be refreshed to ensure they are joined up and can provide a quality response

- 3.32 Domestic abuse agencies and service providers told us that although MARACs are crucial and invaluable, the current approach to MARACs should be refreshed.¹¹⁴ Evidence we received suggested that the approach to MARACs has changed over recent years. Factors such as an increase in casework, inadequate systems for sharing information, inconsistent approaches and proliferation of different multi-agency forums on domestic abuse all affect the overall impact of its purpose and are a concern.¹¹⁵
- 3.33 MOPAC has said that it has recognised these issues and has acknowledged that further work needs to be done to ensure MARACs operate effectively. As outlined in the Mayor’s VAWG strategy, it has committed to “lead work with key partners to understand how they can collectively ensure that MARACs function effectively, share best practice and ensure perpetrators are addressed.”¹¹⁶ This includes “ensuring that the Pan London Domestic Violence service¹¹⁷ fully supports the effective running of local MARACs and reviewing the capacity of MARACs to exercise their responsibilities regarding tackling perpetrators.”¹¹⁸ MOPAC has reported that the London VAWG Board will convene a review group to take these actions forward and ensure MARACs function effectively.¹¹⁹

- 3.34 While we welcome these commitments, we call for an urgent update from MOPAC on the progress it has made on its work to ensure that MARACs continue to work consistently and effectively across London.

“One of the things we would love to see from the Mayor and the Greater London Authority is going back to those organisations and saying that MARAC is incredibly important, your representation at MARAC is important but also the preparation and the understanding and the purpose of it. We have relied so heavily on the excellent work that MARAC produces that sometimes we have lost the value of it.”
Lyndsey Dearlove, Hestia

“One of the things that has happened since MARAC was created nearly 15 years ago is we have had a proliferation of multiagency working forums and there is sometimes not a great connection between them. You have a MARAC, you have a Multi-Agency Safeguarding Hub (MASH), you have a Multiagency Public Protection Arrangement (MAPPA) and we now have a VRU. The links between those structures are really important.”
Suzanne Jacob OBE, SafeLives

Recommendations

9. The Mayor should provide ringfenced funding to ensure dedicated domestic abuse services for children and young people.
10. The Mayor should collate data on the number of children and young people that have accessed domestic abuse services or refuge support.
11. The Mayor should provide additional proportionate dedicated funding for male victims of domestic abuse.
12. We recommend that MOPAC reviews how effectively Operation Encompass has been rolled out across the Met and reports back to this Committee with its findings by July 2020.

13. The Mayor should set out how he intends to meet his equalities obligations and support all victims of domestic abuse, including refuge provision for male victims and those in same-sex relationships.
14. We call for an urgent update from MOPAC, by May 2020, on the progress it has made on its work to ensure that MARACs continue to work consistently and effectively across London.

4. Prevention

Key findings

- There should be a greater focus on the prevention of domestic abuse.
- A public health approach is needed in preventing domestic abuse.

Greater focus on the prevention of domestic abuse is needed

“At the moment if you are worried about your own behaviour but you have not reached the point of putting a label on it, there are very, very, very few places that you could go”
Suzanne Jacob, SafeLives

Work with offenders and those at risk of offending

- 4.1 Research into offenders of domestic abuse in London is considered poor. However, there is some research which has been undertaken to understand offender behaviour in respect of domestic abuse homicide. It concluded that “there are some interesting areas for further research”, including the benefits of identifying control issues by clinicians, health professionals, social workers or others, and interventions which may address their impact; and perpetrator programmes that focus on control.¹²⁰
- 4.2 We heard that the provision of specialist services to work with offenders in London—to prevent further reoffending—needs to increase and improve. Rise Mutual, which runs the Drive Project, suggested that a large majority of survivors would have liked their partners to have been offered a programme of support, but that services for offenders across London are patchy and are dangerous because they are short term.¹²¹
- 4.3 We acknowledge the work that the Mayor and MOPAC have done working with perpetrators. This includes the provision of funding and support to the Drive Project, as well as implementing four pilots for Whole School Prevention, launched in 2019.¹²² However, we recommend that more needs to be done to prevent domestic abuse happening in the first place.
- 4.4 MOPAC has reported that upcoming campaigns to tackle VAWG focus on female genital mutilation, the whole systems approach to tackling VAWG and domestic servitude. However, we are unclear if working with domestic abuse offenders is covered as part of the campaigns.

Drive Project

The Drive Project pilot works with the highest risk and prolific offenders. After a case is discussed at a MARAC, some go through to a Drive pilot panel, which looks for opportunities to disrupt and intervene in offending behaviour. The overall caseloads of the Drive Project are low, meaning the project can deliver intensive support. Drive officers are co-located with IDVAs. Bringing the two together is resulting in better outcomes than through IDVA support alone.

Interventions have seen some stabilisation and reduction in risk. If interventions are unsuccessful, the focus is on keeping the victim safe. There may be opportunities to disrupt behaviour ‘behind the scenes’ with partner agencies.

MOPAC’s Evidence and Insight Team is conducting an evaluation of the pilot, which will help inform local, regional and national decision making on next steps.¹²³

A public health approach to prevent domestic abuse

- 4.5 The Mayor has committed to a public health approach to tackle violence. He announced the creation of a London Violence Reduction Unit (VRU) in September 2018.¹²⁴ The public health approach “seeks to improve the health and safety of all individuals by addressing underlying risk factors that increase the likelihood that an individual will become a victim or a perpetrator of violence.”¹²⁵
- 4.6 An example of this approach would be to provide education and support to vulnerable groups when it comes to healthy relationships. During an informal meeting, we were told that younger people may need a greater level of support in terms of understanding healthy relationships. In some communities, there may be a stigma around leaving a partner or family. This means that victims feel they cannot leave an abusive relationship.¹²⁶
- 4.7 We have called for the VRU to focus on the prevention of domestic abuse, as well as youth violence and knife crime.¹²⁷ The DMPC has told us that the VRU will look at all forms of violence.¹²⁸
- 4.8 The overarching objectives of the VRU were published in May 2019. We are pleased that they include a commitment to ensure that “domestic violence is a key part of the narrative and not eclipsed by national focus on street/knife crime”.¹²⁹ Other commitments on domestic abuse, however, appear to be focused on response and intervention, rather than prevention. This is disappointing.
- 4.9 In January 2020, the VRU committed £1 million investment in training doctors and healthcare professionals to boost their abilities in identifying the signs of domestic violence and offering earlier help to victims.¹³⁰ We welcome this investment and urge the VRU to continue to invest and develop its approach on domestic abuse.

Recommendations

15. The Mayor should ensure his campaigns against domestic abuse include a focus on work with offenders and those at risk of offending.
16. MOPAC should provide an update on the evaluation of the Drive Pilot by July 2020, with a view to greater investment in rolling out further perpetrator programmes if successful.

Our approach

The Police and Crime Committee agreed the following terms of reference for this investigation:

- Whether the mayor is making sufficient progress on his objectives and commitments to tackle domestic abuse, and whether his commitments are still suitable, in light of the current context of domestic abuse.
- What more is needed from the Met and other criminal justice partners to effectively tackle domestic abuse, and how the Mayor can facilitate this.
- What lessons can be learned and replicated from best practice, both nationally and internationally on tackling domestic abuse.

The committee held an informal briefing with Hestia and Rise Mutual to explore the changing nature of domestic abuse, particularly the increase in financial and coercive control; the use of technology to carry out abuse; and the need to look at the prevalence, impact and perceptions of domestic abuse across different generations, as well as refuge, IDVAs (Independent Domestic Violence Advocates) and MARAC (Multi Agency Risk Assessment Conference) support across London.

It also held a public meeting, with a range of organisations, to hear about the experiences of those working to tackle abuse and suggestions as to what more is needed from the Mayor and MOPAC on this issue.

References

¹ Metropolitan Police website, [Hate Crime and Special Crime Dashboard](#)

² As defined by MOPAC, domestic abuse incidents cover reports of domestic abuse and after initial investigation, the police have concluded that no notifiable crime was committed. Domestic abuse offences are incidents of domestic abuse that did result in a crime being recorded by the police. Offences that are domestic abuse-related will be recorded under the respective offence that has been committed, for example, assault with injury. This is because domestic abuse is not a specific criminal offence. Source:

<https://www.london.gov.uk/node/47640>

³ Data provided to the Committee by the Metropolitan Police, October 2019

⁴ Written evidence provided to the Committee by CPS London, September 2019

⁵ ONS, [Domestic abuse and the criminal justice system – appendix tables](#), November 2019

⁶ HMICFRS, [Met PEEL assessment](#), September 2019

⁷ Mayor of London, [A Safer City for Women and Girls](#), March 2018

⁸ Peter Whittle of the Brexit Alliance Group has said: ‘The Brexit Alliance Group opposes the creation of a Domestic Abusers Register, because, in our opinion, domestic violence must not be conflated with domestic abuse, which is a much wider concept, encompassing a range of non-violent behaviours, many of which, are ill-defined. We believe that the Domestic Abuse Bill currently before Parliament should not provide perverse incentives to make malicious accusations of domestic abuse and it must take a non-gendered approach, as both men and women can be perpetrators and victims.’

⁹ Metropolitan Police, [What is domestic abuse?](#)

¹⁰ Metropolitan Police, [Hate Crime and Special Crime Dashboard](#)

¹¹ MOPAC, [Report to the Police and Crime Committee](#), 5 February 2020

¹² Metropolitan Police, [Hate Crime and Special Crime Dashboard](#)

¹³ Metropolitan Police, [Hate Crime and Special Crime Dashboard](#)

¹⁴ As defined by MOPAC, domestic abuse incidents cover reports of domestic abuse, and after initial investigation, the police have concluded that no notifiable crime was committed. Domestic abuse offences are incidents of domestic abuse that did result in a crime being recorded by the police. Offences that are domestic abuse-related will be recorded under the respective offence that has been committed, for example, assault with injury. This is because domestic abuse is not a specific criminal offence. Source:

<https://www.london.gov.uk/node/47640>

¹⁵ Metropolitan Police, [Hate Crime and Special Crime Dashboard](#)

¹⁶ Metropolitan Police, [Hate Crime and Special Crime Dashboard](#)

¹⁷ Metropolitan Police, [Hate Crime and Special Crime Dashboard](#)

- ¹⁸ ONS, [Domestic abuse in England and Wales overview](#): November 2019
- ¹⁹ Data provided to the Committee by the Metropolitan Police, October 2019
- ²⁰ Police and Crime Committee, [30 October 2019](#)
- ²¹ Data provided to the Committee by the Metropolitan Police, October 2019
- ²² Mayor of London, [A Safer City for Women and Girls](#), March 2018
- ²³ Metropolitan Police, [Q1 2019-2020 Business Plan Progress Report](#)
- ²⁴ Written evidence provided to the Committee by CPS London, September 2019
- ²⁵ CPS, [CPS data summary Quarter 2 2019-2020](#), 30 January 2020
- ²⁶ Written evidence provided to the Committee by CPS London, September 2019
- ²⁷ ONS, [Domestic abuse and the criminal justice system – appendix tables](#), November 2019
- ²⁸ ONS, [Domestic abuse in England and Wales overview](#): November 2019
- ²⁹ Rate of attrition in criminal justice refers to the number of crimes that are committed and the number that end with the perpetrator of the offence being convicted. This gap occurs because there are a number of stages in the criminal justice process and crimes are weeded out at each stage so that the number of convictions represents only a small proportion of crime that has been committed.
- ³⁰ Mayor of London, [A Safer City for Women and Girls](#), March 2018
- ³¹ DMPC letter to Chair of the Police and Crime Committee, 16 December 2019
- ³² DMPC letter to Chair of the Police and Crime Committee, 16 December 2019
- ³³ Police and Crime Commissioner for Cheshire, [Initiative providing specialist and dedicated support to victims of domestic abuse is rolled out across Cheshire](#), September 2017
- ³⁴ Mayor of London, [A Safer City for Women and Girls](#), March 2018
- ³⁵ MOPAC, [Beneath the Numbers An exploration of the increases of recorded Domestic Abuse and Sexual Offences](#), 27 February 2019
- ³⁶ MOPAC, [Beneath the Numbers An exploration of the increases of recorded Domestic Abuse and Sexual Offences](#), 27 February 2019
- ³⁷ MOPAC, [Beneath the Numbers An exploration of the increases of recorded Domestic Abuse and Sexual Offences](#), 27 February 2019
- ³⁸ Meeting of the Police and Crime Committee, [6 March 2019](#)
- ³⁹ ONS, [Domestic abuse and the criminal justice system – appendix tables](#), November 2019
- ⁴⁰ In the year ending March 2018, 44 per cent of people surveyed who had experienced abuse had not perceived what happened to them to be domestic abuse; and nearly 30 per cent said that the abuse was wrong, but not a crime. 16 per cent of victims responded saying that the partner abuse was ‘just

something that happens' rather than a crime. See ONS, [Domestic abuse: findings from the Crime Survey for England and Wales - Appendix tables](#), 22 November 2018

⁴¹ ONS, [Domestic abuse: findings from the Crime Survey for England and Wales - Appendix tables](#), 22 November 2018

⁴² Mankind Initiative, [Male victims of domestic and partner abuse – 45 key facts](#), March 2019

⁴³ Informal meeting of the Police and Crime Committee, 3 October 2019

⁴⁴ BCUs are local policing areas. In 2018, the Met merged its 32 borough policing structure to 12 BCUs across London.

⁴⁵ Informal meeting of the Police and Crime Committee, 19 June 2019

⁴⁶ Data provided to the Committee by the Metropolitan Police, October 2019

⁴⁷ Data provided to the Committee by the Metropolitan Police, October 2019

⁴⁸ Mayor of London, [A Safer City for Women and Girls](#), March 2018

⁴⁹ Chair of Police and Crime Committee, [Letter to DMPC – sexual offences and rape](#), November 2019

⁵⁰ Chair of Police and Crime Committee, [Letter to DMPC – sexual offences and rape](#), November 2019

⁵¹ Chair of Police and Crime Committee, [Letter to DMPC – sexual offences and rape](#), November 2019

⁵² [DMPC letter to Chair of the Police and Crime Committee – sexual offences and rape](#), 12 February 2020

⁵³ [DMPC letter to Chair of the Police and Crime Committee – sexual offences and rape](#), 12 February 2020

⁵⁴ Suzanne Jacob OBE, CEO, SafeLives, Police and Crime Committee, [30 October 2019](#)

⁵⁵ Mayor of London, [A Safer City for all Londoners](#), March 2017

⁵⁶ Meeting of the Police and Crime Committee, [15 October 2019](#)

⁵⁷ Data provided to the Committee by the Metropolitan Police, October 2019

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⁶⁰ HMICFRS, [Met PEEL assessment](#), September 2019

⁶¹ Meeting of the Police and Crime Committee, [15 October 2019](#)

⁶² London Assembly, [Domestic Abusers Register](#), January 2019

⁶³ "MOPAC will continue to support calls for the creation of a register system for domestic abuse and harassment perpetrators, pushing for it to be included in the forthcoming Domestic Violence Bill." Mayor of London, [A Safer City for Women and Girls](#), March 2018

⁶⁴ London Assembly, [Domestic Abusers Register](#), January 2019

⁶⁵ Mayor's Question, [2019/8981](#), May 2019

- ⁶⁶ Peter Whittle of the Brexit Alliance Group has said: ‘The Brexit Alliance Group opposes the creation of a Domestic Abusers Register, because, in our opinion, domestic violence must not be conflated with domestic abuse, which is a much wider concept, encompassing a range of non-violent behaviours, many of which, are ill-defined. We believe that the Domestic Abuse Bill currently before Parliament should not provide perverse incentives to make malicious accusations of domestic abuse and it must take a non-gendered approach, as both men and women can be perpetrators and victims.’
- ⁶⁷ Mayor of London, [A Safer City for Women and Girls](#), March 2018
- ⁶⁸ Niki Scordi, CEO Advance Charity, Police and Crime Committee, [30 October 2019](#)
- ⁶⁹ MOPAC, [Annual report 2018/19](#), August 2019
- ⁷⁰ Mayor of London, [Mayor’s £15m boost to tackle violence against women and girls](#), 27 February 2019
- ⁷¹ MOPAC, [Annual report 2018/19](#), August 2019
- ⁷² The Drive Project pilot works with the highest risk and prolific offenders.
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Greek

Εάν επιθυμείτε περίληψη αυτού του κειμένου στην γλώσσα σας, παρακαλώ καλέστε τον αριθμό ή επικοινωνήστε μαζί μας στην ανωτέρω ταχυδρομική ή την ηλεκτρονική διεύθυνση.

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Hindi

यदि आपको इस दस्तावेज़ का सारांश अपनी भाषा में चाहिए तो उपर दिये हुए नंबर पर फोन करें या उपर दिये गये डाक पते या ई मेल पते पर हम से संपर्क करें।

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Arabic

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Gujarati

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