

Performance and Resources Scrutiny Programme 2020

Report to: The Office of the Police, Fire and Crime Commissioner for Essex

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| Author on behalf of Chief Officer: | Detective Superintendent Neil Pudney |
| Date of Approval: | 9th March 2020 |

1.0 **Purpose of Report**

The purpose of this report is to share with the Board a copy of the Essex Police Rape Prevention Strategy 2020-2025, at Appendix A.

2.0 **Recommendations**

There are no specific recommendations, the Board are asked to note the key activities highlighted within the Rape Prevention Strategy.

3.0 **Executive Summary**

The Strategy details the 5 years delivery plan for rape and serious sexual offences. The principle activities within the plan focus on increasing support for victims in order to reduce the rate of victim withdrawal from investigations. In respect of offenders Essex Police will be targeting repeat perpetrators for disruption and enforcement activity. Work with partners seeks to change the landscape in which offences occur by raising awareness of risks and raising the profile of support services across the county.

4.0 Introduction/Background

Essex Police continues to treat Rape and Serious Sexual Offences as a priority and is working hard to improve the overall quality of service to victims from the point of contact through to the criminal justice system and beyond.

The national picture suggests that sexual offences particularly rape are still vastly under reported¹ when compared to the volume of recorded crime. Essex Police also recognises the impact of victim attrition in investigations as a major factor in the overall Force performance against this crime type.

The Force's 5-year plan formalises activity to prevent rape and serious sexual offending. Preventing crime is not a single agency endeavour and this strategy highlights the partnership approach required to tackle repeat victimisation, repeat offending and builds on the current partnership frameworks to encourage accurate sharing of data, pooling of resources and expertise to deliver a coordinated evidence-based approach in tackling and preventing rape.

The Rape Prevention Strategy, closely aligned to the overarching Essex Police Crime Prevention Strategy 2018-21, sets out the following five key strategic objectives:

- Victim Focus
- Offender Focus
- Partnership Focus
- Staff Focus
- Innovation Focus

5.0 Current Work and Performance

The Rape Prevention Plan outlines key activities taking place and action owners driving activity to meet strategic objectives.

Core performance

Core performance and crime data, including outcomes, achievements, issues and outlines ambitions for future work are contained within the Crime and Public Protection Command (C&PP) Vulnerable Groups Quarterly Report provided to the Office of the Police, Fire and Crime Commissioner for the Essex Performance and Resources Scrutiny Programme Board. Core performance data has most recently been provided in February 2020 for Q3 2019/20, covering the period 1st October – 31st December 2019.

¹ Crime Survey of England and Wales (CSEW) estimates 3.1% of woman (510,000) and 0.8% of men (138,000) experienced a sexual assault in the last year. Compared to 20794 recorded by police forces (Source CSEW 2018).

The approach and performance in respect of rape and sexual offences was a key contributor to the outstanding grading the Force achieved in the HMICFRS Crime Data Integrity Inspection in 2019. Essex were one of only three forces to have been graded outstanding with inspectors and labelled the strongest out of the 39 forces the HMICFRS inspected.

In respect of Rape, HMICFRS reported that of the 75 audited rape reports, 97.3% (73) were accurately recorded. In addition, HMICFRS also commented that the Force effectively use the Home Office classification N100 to explain why reported incidents of rape or attempted rape haven't immediately been recorded as a confirmed crime. HMICFRS also found that 95.8% of reported sexual offences were accurately recorded.

Our approach helps the Force have a greater understanding of the nature and extent of sexual violence in Essex, whilst ensuring victims receive the right service and appropriate levels of support.

6.0 Implications (Issues)

See actions for improvement (section 8).

6.1 Links to Police and Crime Plan Priorities

The work undertaken by Essex Police to improve performance in respect of Rape and Serious Sexual Offences links to the Police and Crime Plan by supporting

- Priority 6 Protecting Children and Vulnerable People² from Harm;
- Priority 4 Reverse the trend in serious violence³.

6.2 Demand

As per core performance data, demand data has been reported on in February 2020 within the Vulnerable Groups Quarterly Report provided to the OPFCC Performance and Resources Scrutiny Programme Board.

6.3 Risks/Mitigation

There are significant risks to the Force which have been identified and the associated plans to mitigate them are being delivered by D/Superintendent Neil Pudney (Force Lead) and are owned by ACC Andy Prophet. The risks are:

- Force Risk register (URN 1634) Child Abuse cases increasing;
- Force Risk Register (URN 1635) Crime & Public Protection Command suffering recruitment issues;
- Force Risk Register (URN 1823) Quality and consistency rape investigations these are paramount to the Force's effectiveness and efficiency. Poor rape

² D. Bring more perpetrators of rape and sexual abuse to justice.

³ G. Ensure victims of rape and sexual violence receive the help and support they need, and work with criminal justice partners to ensure perpetrators are convicted.

investigations could lead to missed opportunities to safeguard victims and witnesses. This will result in damage to public confidence and potentially risk to life.

6.4 Equality and/or Human Rights Implications

Non identified within the content of this report.

6.5 Health and Safety Implications

None identified within the content of this report.

7.0 Consultation/Engagement

Data has been supplied by the Performance Analysis Team and the respective subject matter expert/s and Force leads have been consulted.

8.0 Actions for Improvement

In order to realise improvements to Rape and Serious Sexual Offence (RASSO) investigations a monthly performance meeting has been instigated across Public Protection Investigation Unit's (PPIU's). This meeting will provide governance and accountability and will deal with outstanding suspects, repeat offenders and bail of suspects. A programme of case review is ongoing with 28-day three month and six-month reviews by senior officers. The programme of work continues to be delivered as already captured within this report.

9.0 Future Work/Development and Expected Outcome

Essex Police is a representative of the Rape and Serious Sexual Offences Governance Board and is working closely with the Crown Prosecution Service (CPS) To ensure an effective and efficient approach to Rape and Serious Sexual Offences (RASSO). The board also seeks to ensure that the victims and witnesses of RASSO cases are placed at the forefront of our considerations throughout the investigation, and to improve the service to victims of rape and increase public confidence in the police and CPS response to RASSO.

The Rape Prevention Strategy is an important part of this plan and commits Essex police to a programme of work up until 2025. The Force are utilising opportunities to work and academia, the 3rd sector as well as statutory partners in order to improve outcomes. Police specific actions centre on the delivery of quality investigations, victims care, satisfaction and community engagement. Developments and activity will be relayed via quarterly reporting within established governance structures.

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Rape Prevention Strategy

Detective Superintendent Neil PUDNEY

2020 - 2025

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1.0 Summary

This is a five-year plan which formalises activity within Essex Police to prevent rape and serious sexual offences. Preventing crime is not a single agency endeavour and this strategy will highlight the partnership approach required to tackle repeat victimisation, repeat offending and build on the current partnership frameworks to encourage accurate sharing of data, pooling resources and expertise to deliver a coordinated evidence-based approach in tackling and preventing rape.

2.0 Strategic Objectives

The Rape Prevention Strategy is closely aligned to the overarching Essex Police Crime Prevention Strategy 2018 – 21 with the following key strategic aims:

Victim Focus

- Focus on the needs of victims, providing bespoke safeguarding and support plans to prevent & reduce the levels of repeat victimisation
- Reduce victim attrition levels (Outcome 16)

Offender Focus

- Effective offender management - maximise opportunities to proactively disrupt, prosecute and rehabilitate offenders to prevent & reduce levels of repeat offending
- Increase number of positive outcomes and offenders brought to justice through high quality investigations & building positive working relationships with key stakeholders within criminal justice

Partnership Focus

- Develop existing and seek out new partnerships – building collaborative multi-agency approach to prevent & reduce levels of reported rape
- Identify, share and analyse partnership data to enhance our understanding of rape & generate evidence based multi-agency activity to prevent

Staff Focus

- Invest in our staff – ensure they are equipped with the necessary training and skills to deliver the best possible service to victims of rape
- Promote inclusive learning environment – develop positive culture and framework to capture, share and track learning as part of drive for continuous improvement
- Working environment – streamline & create right structures, framework and processes that support staff to deliver against the strategic objectives

Innovation Focus

- Continue to seek best practice internally and externally – encouraging evidence-based initiatives focused on preventing and reducing rape

3.0 Rape Prevention Plan

The plan is tabulated below for clarity and to outline activities taking place and action owners driving activity to meet the strategic objectives.

| Overarching Rape 4P Plan | | | |
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| 1) | Force Tactical Lead for Rape nominated | <ul style="list-style-type: none"> • Compile overarching tactical plan – based on Prevent, Prepare, Protect, Pursue • Leadership to maintain momentum and drive coordinated police and partnership approach to tackling rape force-wide | DCI Johnstone |

| Victim Focus | | | |
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| 1) | Victim Feedback Mechanisms | <ul style="list-style-type: none"> • Synergy Rape Crisis Centres will provide anonymised victim feedback every 3 months • Managerial Reviews – periodic victim call backs to ensure victims voice is captured and continuous learning in service delivery | Rebekah Brant All DCI's |

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| <p>2)</p> | <p>London Rape Review – learning to tailor our approach to victims</p> <ul style="list-style-type: none"> • Victim withdrawal reasons • Predictors for withdrawal | <ul style="list-style-type: none"> • Collaborative research project between MOPAC and University of West London <p>Victim reasons for withdrawing support often complex</p> <ul style="list-style-type: none"> • Stress & trauma of talking in detail about incident • Desire to just move on with their lives • Overwhelmed by police criminal justice process & procedure • Concern for their own safety • Victim priority to stop perpetrators harmful behaviour rather than seek prosecution & criminal justice outcome • Victim not wishing to report rape in first instance – particularly cases of disclosure at stage of DASH risk assessment • Third party reports where victim has not chosen to report incident directly to the police <p>Predictors for withdrawal</p> <ul style="list-style-type: none"> • Multiple OIC’s – then victims 8 x more likely to withdraw support • Early CPS Advice – then police 10 x less likely to NFA • Suspect arrested – then police 15 x less likely to NFA • Victim Mental Health issues – police more likely to NFA • ABE interview conducted – victim 6 x less likely to disengage | <p>All C&PP Command</p> |
| <p>3)</p> | <p>First Responder Project</p> | <ul style="list-style-type: none"> • Referral mechanism in place through Ops Centre • Rape Crisis Centres contact victims within 24 hours of report • Ensures early support and safeguarding by independent rape crisis worker • Accessible & consistent pathways for support to meet complex needs of victims • Evidence based approach – research shows 59% rape victims in Essex deemed uncooperative & cases filed Outcome 16. • Attrition rate decreases significantly to 40% where ISVA involved • Ministry of Justice looking to review First Responder Project with aim of national implementation | <p>Rebekah Brant</p> |

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| 4) | Repeat Victims | <ul style="list-style-type: none"> PAU monthly analytical product commissioned to identify repeat victims for discussion at monthly PPIU Supt Performance Meeting Review safeguarding, reasons for repeat victimisation & identify action plans to address | Dan Youngman |
| 5) | Victims Code | <ul style="list-style-type: none"> Performance Framework in place through monthly PPIU Supt Performance meetings, PDR's and 121 meetings to monitor compliance & enhance victim engagement and support through criminal justice process Victim Care Contracts DI and DCI dip sampling investigations – auditing reviews on Athena to check frequency & quality of victim updates Rasso gatekeeper – special measures, victim personal statements | All DCI's |
| 6) | Victim Profiles – early intervention, diversion and education | <ul style="list-style-type: none"> Analysis to identify cohorts at increased risk of becoming vulnerable to rape and put in place early intervention & diversionary plans to prevent <p>University/College students</p> <ul style="list-style-type: none"> North PPIU initiative with University of Essex – engaging with students during Fresher's Week regarding sexual offending, consent and reporting options Presentations delivered throughout academic term Posters circulated with safeguarding and preventative advice <p>Brook Charity</p> <ul style="list-style-type: none"> Commissioned by Thurrock Council to deliver relationship and sex education to schools. Feedback that the children responded more positively with trainers not in uniform & were more prepared to discuss their sexual experiences <p>Harmful Sexual Behaviour Programme</p> <ul style="list-style-type: none"> Southend Adolescent Intervention & Prevention Team carry out one to one work with children, dealt with by the police, but not convicted of a sexual offence | <p>PAU</p> <p>DCI Barber</p> <p>Thurrock Borough Council</p> |

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| | | <ul style="list-style-type: none"> • Challenging existing attitudes & behaviours • Creating home safety plans for wider safeguarding <p>Good Man Programme</p> <ul style="list-style-type: none"> • Essex County Council run this male mentoring programme focusing on males aged between 13 – 18 years displaying signs of unhealthy relationships or coercive behaviours | Southend Borough Council |
| | | | Essex County Council |
| 7) | Goldcrest Project | <ul style="list-style-type: none"> • Collaborative initiative between Essex Police, Sexual Assault Referral Centre (SARC), Social Care, Health and Rape Crisis Centre • Focused on victims aged between 13 – 18 years who are not engaging with police or other statutory services to provide their own forensic samples with a parental witness • Completed sample kits will be retained by Essex Police for set period • Approach acknowledges that some young victims may be unwilling to engage with police or other services at this stage in their life but provides an option for them to provide forensic evidence which can be utilised should they decide to come forward in the future | DI Williams |
| 8) | SHIFT Project | <ul style="list-style-type: none"> • Collaborative Project funded by NHS England with Mental Health Professionals co-located alongside dedicated police officers within Southend Community Safety Hub • Tier 1 and Tier 2 cohort of individuals identified for focused intervention, mentoring and co-produced crisis care plans • Individuals exhibiting complex patterns of behaviour or mental health who are regularly accessing police & health services • Co-Produced Crisis Care Plans designed to support high intensity users, build resilience and coping mechanisms to enable them to lead more meaningful lives • Addresses victim's vulnerability – seeking to prevent behaviour which places them at risk of sexual exploitation | Det Supt Pudney DI Pickard |

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| 9) | Voice of the Victim | <ul style="list-style-type: none"> • Rape victims agreed to speak about their experiences to chief officers at Synergy • Media Department now collating this information to create CPD training package • Highly emotive – reinforcing the victim at the heart of investigations | DI Norcott |
| 10) | Family Court Website | <ul style="list-style-type: none"> • Information portal for victims to assist them in understanding the family court process and how to access support • Meeting with ARU Law Clinic Director and web designer – who confirm Essex website is being constructed | Det Supt Pudney |
| 11) | Victims and Witness Action Group (VWAT) | <ul style="list-style-type: none"> • Criminal Justice Portal for victims – to de-mystify court process & procedure for victims • London Rape Review – victims disengage due to feeling overwhelmed by court process • HMIC found EP outlier in terms of Outcome 16 • VWAT Meeting arranged to present concept, family court website & use as a template to show Crown & Magistrates Court system, support agencies, describe roles of criminal justice agencies, police, court staff; reaffirm Victims Code and entitlements; ancillary orders, support services, 3D imagery inside court rooms | Det Supt Pudney |
| 12) | Victim Case Tracker | <ul style="list-style-type: none"> • Explore viability of online case tracker for victims – so they can monitor journey of case from initial report – allocation –suspect arrest –CPS file submission – court hearing • Contacted Claire Heath for views & to assess viability now that single online homes has launched | Det Supt Pudney |

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| Offender Focus | | | |
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| 1) | Offender Management Performance Framework | <ul style="list-style-type: none"> • PPIU monthly Performance Meeting – provides governance & accountability • Outstanding suspects, repeat offenders, bail and RUI scrutinised • Wanted Toolkit compiled and now being adopted as best practice by Continuous Improvement Team – setting standards & clear expectations of activity to locate wanted people | Det Supt Pudney |
| 2) | NPCC & COP APP | <ul style="list-style-type: none"> • RUI management process now aligned to NPCC guidance • Supervisory review after 28 days • Rolling 3 month DI review • 6 month Superintendent review • Custody bail app being developed for RUI cases – clear system of accountability & reduce risks of investigative drift | Det Supt Pudney |
| 3) | Op Ratify | <ul style="list-style-type: none"> • Repeat Offender Governance Framework • Bi monthly Op Ratify meeting chaired by Det Supt PPIU • Analytical Product with parameters to identify repeat offenders • Tier 1 and Tier 2 list of repeat sexual offenders • 4P Plans compiled against all Tier 1 offenders • COP Menu of Tactics utilised to support proactive Achilles heel approach • DCI designated Local Responsible Officer for repeat offenders within their respective areas • Tier 2 offenders – tactical activity to prevent escalation to Tier 1 cohort | Det Supt Pudney DCI Barber |
| 4) | Perpetrator Schemes | <ul style="list-style-type: none"> • Explore sexual offences perpetrator schemes • Review evidence base of schemes to reduce repeat offending & protect victims | DCI Barber |
| 5) | SALUS Team | <ul style="list-style-type: none"> • SALUS Team (complex & organised CSE) formed and will be in place by 01/04/20 • 1 x DS and 9 x DC based centrally at HQ providing a proactive capability to enhance investigative quality, target offenders, protect victims & prevent offences | Stuart Smith |

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| 6) | QUEST Team | <ul style="list-style-type: none"> • Central team formed to deal with historical child sex abuse cases • Dedicated team of 1 x DS and 6 x DC focused on improving investigative quality in order to bring offenders to justice and prevent further crime | Stuart Smith |
| 7) | Case Progression Team | <ul style="list-style-type: none"> • Dedicated Team of 1 x DS and 4 x DC to be based at HQ as part of establishment growth • Objectives to take ownership for protracted or complex adult rape cases, enhancing investigative quality, CPS engagement, victim focus and bringing offenders to justice • Tackle repeat offenders through use of ancillary orders | DCI Johnstone |
| 8) | MOSOVO Team | <ul style="list-style-type: none"> • Dedicated Team who monitor registered sex offenders (RSO's) under legislation within the Sexual Offences Act 2003 • Proactively target high harm offenders making use of preventative powers (Sexual Harm Prevention Orders) • MOSOVO have embedded officers within Tendring Community Policing Team to enhance collaborative approach to target high risk RSO's within that district | DCI King |
| 9) | POLIT Team | <ul style="list-style-type: none"> • Proactive and dedicated investigative resource focusing on online grooming – bringing offenders to justice, protecting victims and preventing commission of further offences | DCI King |
| Partnership Focus | | | |
| 1) | Sexual Abuse Strategic Partnership (SASP) Board | <ul style="list-style-type: none"> • Southend, Essex, Thurrock Sexual Violence & Abuse Strategy 2020 – 2023 agreed • Strategy provides a clear partnership strategic vision and focus • Further establishes commitment of key strategic partners to protect victims or individuals vulnerable to serious sexual violence • Recognises link between domestic abuse and serious sexual violence | Det Supt Pudney |

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| | | <ul style="list-style-type: none"> • Acknowledges the role of the Domestic Abuse Partnership in establishing a collaborative response & consistent pathways of support for DA victims • Outlines benefits of Multi-Agency Risk Assessment Conferences and importance of domestic abuse and sexual violence partner agencies working together • Sets out multi-agency framework with SASP Board ensuring clear links to the following boards to promote a consistent approach • Southend, Essex, Thurrock Health & Well-being Boards • Safer Essex • Essex Integrated Health & Justice Commissioning Group • Childrens Safeguarding Partnerships • Adult Safeguarding Boards • Essex Criminal Justice Board • Essex Domestic Abuse Board • Essex Reducing Reoffending Board • Rape Scrutiny Panel | |
| 2) | RASSO Regional Strategic Governance Board | <ul style="list-style-type: none"> • Monthly regional forum to discuss quality of rape cases, identifying good practice and raising issues • CPS Escalation Policy developed from this Board – setting out clear process in which to lodge appeals, timescales and emphasis on shared case action plans to enhance working relationships between police and CPS • Delays in Youth cases reaching court – issue being explored | Det Supt Pudney |
| 3) | Tactical Regional Group | <ul style="list-style-type: none"> • Tactical regional group being established that can feed into the strategic RASSO Governance Board, taking ownership for developing specific workstreams, sharing or exploring best practice to prevent rape, protect victims and bring offenders to justice | Det Supt Pudney |
| 4) | Drinks Aware Campaign | <ul style="list-style-type: none"> • NHS and OPFCC funded 12 month project at identified NTE venues across the county delivering vulnerability awareness training amongst NTE staff to prevent serious sexual offences | DCI Barber |

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| | | <ul style="list-style-type: none"> • Drink Aware Crews now in place at identified NTE venues to identify vulnerable individuals and provide early intervention & welfare support | |
| 5) | Catalyst Project | <ul style="list-style-type: none"> • Collaborative initiative between Essex Police and University of Essex trialling data software to process map and identify trends relating to teenage rape offences • Predictive tool to help inform preventative activity | DI McGlade Rob Tipper |
| 6) | Rape Scrutiny Panel | <ul style="list-style-type: none"> • First multi-agency rape scrutiny panel held in November 2019 and chaired by ACC Prophet • Number of key stakeholders in attendance with case examples presented by PPIU Detective Superintendent • Transparent forum to identify learning, barriers and continually improve all agencies approach to rape | Det Supt Pudney |
| 7) | Embedded RASSO DS | <ul style="list-style-type: none"> • Build on existing working relationships with CPS • Enhance understanding of CPS working environment, early identification of barriers to service & improve quality of file submission | Ds Portfleet |
| 8) | Op Kirn | <ul style="list-style-type: none"> • Partnership initiative aimed at training & raising hotel staff awareness to recognise signs of child sexual exploitation | DCI Terry Balding |
| 9) | Evidence Based Commissioning | <ul style="list-style-type: none"> • Set up a Commissioning Panel to review bids, avoid duplication & share best practice across Southend, Thurrock & Essex • Liaise with Commissioning Officers to consider a single panel to review bids • Corporate memory of previous commissioned bids – to support this evidence-based approach | Det Supt Pudney |
| Staff Focus | | | |
| 1) | Learning Lessons Framework | <ul style="list-style-type: none"> • Embed learning lessons framework to capture, share and track learning across C&PP Command • Develop positive culture & working environment where mistakes seen as an opportunity to learn rather than blame | Megan Hiscock |

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| | | <ul style="list-style-type: none"> • Continuous improvement approach to enhance quality of rape investigations, reduce reoffending and repeat victimisation • Accessible central repository for learning • Utilise various sharing mechanisms – structured debriefs, monthly newsletter, 121 feedback, webinars, training days, table top exercises | |
| 2) | Perfect Skills Profile | <ul style="list-style-type: none"> • Resource mapping of skills, training & attributes reviewed at monthly PPIU Performance meeting • Framework in place to understand workforce capacity & capabilities, identify current & future resource or skills gaps – putting early plans in place to address • Create right environment to enable teams to flourish and deliver best service | Det Supt Pudney |
| 3) | Standard Operating Procedure | <ul style="list-style-type: none"> • SOP in place to support workforce with conducting proportionate investigations • Sets out clear expectations for case action plan and investigative strategies to be listed within enquiry log – professionalising audit of enquiries • Delivers standardised approach across C&PP investigations | All DCI's |
| 4) | Welfare | <ul style="list-style-type: none"> • Our staff are our most important asset – we cannot deliver a high quality service without prioritising the welfare of our staff • Supportive AMG process to reduce sickness levels, promoting work-life balance and maintain resource capacity to deliver best possible service to victims of rape • Utilising COP Guidance in supporting well-being of internet child abuse teams | All C&PP Command |
| 5) | First Responders | <ul style="list-style-type: none"> • Review first responder guidance within Force Rape Policy • Coordinate inputs to develop frontline understanding of first responders role & golden hour considerations | DCI Johnstone |
| Innovation & Best Practice | | | |
| 1) | Academic Research – Cambridge Masters on | <ul style="list-style-type: none"> • What are characteristic differences and prevalence of these in adult rape cases charged compared to those not charged | Bonnie Moore |

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| | what works in rape investigations | <ul style="list-style-type: none">• Review 100 cases between 2015-19 – findings to enhance investigative quality & focusing on those characteristics to improve positive outcomes | |
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