

DMPC Decision – PCD 931

Title: Funding for an Evaluation of the Metropolitan Police Services Domestic Abuse (DA) Perpetrator Identification Methodology

Executive Summary:

The MPS records over 150,000 incidents of Domestic Abuse (DA) in London every year with varying level of risk and harm associated. In order to reduce the harm suffered to some of the most vulnerable in society the MPS seek to proactively target perpetrators with the aim of reducing levels of harm and repeat victimisation. To support this activity the MPS are moving from the use of a methodology called 'Recency, Frequency and Gravity' (RFG) to 'Recency, Frequency and Harm' (RFH). This change has been given governance sign off at Front Line Policing Chief Officer Group (FLP COG) in July 2020. This decision was based upon initial internal analysis and external key partner engagement. Simply, use of RFH better supports the MPS in identifying individuals engaged in crime types most linked to deadly harm such as controlling and coercive behaviour.

The RFH list will produce a list of DA perpetrators based upon latest evidence base on risk factors linked to high harm offending. The source of this data input is the MPS Crime Reports held in the MPS Crime Reporting Information System (CRIS).

The use of a methodology that identifies individuals for targeting using a range of police tactics requires transparency and academic rigour to ensure that the public have confidence in MPS use of this algorithm.

Following successful engagement with the Home Office, the Mayors' Office for Policing and Crime have been offered a Grant of £57,112.50 + VAT. The funding will be used to engage with University College London (UCL) in an evaluation study to record, document and detail the effectiveness of RFH versus RFG. Using MPS data from a point in recent history the research will better support our understanding of the predictive value that the methodologies may hold.

Recommendation:

The Deputy Mayor for Policing and Crime is recommended to:

1. Approve the acceptance of a Grant of £57,112.50 + VAT (£68,535 including VAT) from the Home Office.
2. Approve the use of the approved funding for the purpose of engagement with the UCL to conduct an evaluation study.

Deputy Mayor for Policing and Crime

I confirm I have considered whether or not I have any personal or prejudicial interest in this matter and take the proposed decision in compliance with the Code of Conduct. Any such interests are recorded below.

The above request has my approval.

Signature



Date 11/2/21

PART I - NON-CONFIDENTIAL FACTS AND ADVICE TO THE DMPC

1. Introduction and background

- 1.1. The strategic context for this paper is that it is vitally important that the MPS have the tools available to allow for operational leaders to identify the Domestic Abuse (DA) perpetrators who are most likely to go on to commit high harm offences and highest levels of repeat victimisation. These outcomes directly link to the MPS DA success measures of:
 - Reducing DA harm per head of the population (Using the Cambridge Crime Harm Index)
 - Reducing Repeat Victimisation per head of the population
 - Improving Criminal Justice Effectiveness
- 1.2. The MPS currently use the RFG algorithm to support operational leaders. However, a change has been agreed at Front Line Policing Chief Officer Group (FLP COG) to move to using the RFH algorithm. The use of algorithms can cause concern in the communities we serve. In order to maintain and reinforce policing legitimacy an academic evaluation of the RFH algorithm compared to RFG is required. This will allow for transparency and understanding. The research will evaluate both algorithms and document the methodologies.
- 1.3. On a daily basis the MPS Predatory Offender Units (POUs) currently use RFG as a starting basis for a decision as to which offender should be proactively targeted using a range of tactics. This evaluation will allow the MPS to continue to improve the methodology used as it implements the change to RFH.

2. Issues for consideration

- 2.1. The MPS will be working with the University College London (UCL) to complete this evaluation. All funding needs to be approved and the payment out to UCL be completed by the end of the financial year 2020/21. The spending of the money and the completion of the research are requirements of the grant. This research is proposed to be shared widely to aid UK Policing and shared ambitions and focus on reducing harm associated to DA.

3. Financial Comments

- 3.1. The funding will be used entirely to support the costs of the UCL to undertake a research study as outlined and will be used to fund staff and expenses as outlined below. The work is funded entirely by the Home Office supported with a Grant Agreement. The total quote provided by the UCL for this is broken down as follows:

Staff Costs: £39,800.00
Expenses (Student Support): £14,062.50
Expenses (Datalab fees): £3,250.00
Total: £57,112.50 + £11,422.50 (VAT) = £68,535

- 3.2. The MPS will act as a recipient and distributor of this Grant from the Home Office. UCL are the approved institution due to the provision of a 'data lab' which allows for the

sharing of anonymized data which can we worked on in a secure and safe data environment. The outcome from the use of this funding will provide the MPS with an academic evaluation of this high risk and high volume demand area. The evaluation is likely to be nationally significant and support other force areas in their decision making and framework in identifying the most harmful DA perpetrators. This may well support a wider piece of future work to ensure nationally we can identify the most harmful perpetrators.

4. Legal Comments

- 4.1. This paper seeks MOPAC's approval to accept an offer of funding for evaluative research and the use of this funding for the purposes outlined.
- 4.2. Para 4.8 of the MOPAC Scheme of Consent and Delegation provides the DMPC with delegated power to approve all offers made of grant funding.
- 4.3. The grant agreement will be published pursuant to The Elected Local Policing Bodies (Specified Information) (Amendment) Order 2012.
- 4.4. DLS consider that MOPAC have the legal power necessary to enter into this grant agreement. In relation to the receipt of grant monies, under Section 93 of the Police Act 1996, MOPAC "may, in connection with the discharge of any of its functions, accept gifts of money, and gifts or loans of other property, on such terms as appear to [MOPAC] to be appropriate". Furthermore, under Schedule 3, paragraph 7 (1) Police Reform and Social Responsibility Act 2011 (the 2011 Act) MOPAC has incidental powers to "do anything which is calculated to facilitate, or is conducive or incidental to, the exercise of the functions of the Office." Paragraph 7 (2) (a) provides that this includes entering into contracts and other agreements. We consider that these powers are sufficiently broad to permit MOPAC to enter into the grant agreement.

5. GDPR and Data Privacy

- 5.1. The MPS is subject to the requirements and conditions placed on it as a 'State' body to comply with the European Convention of Human Rights and the Data Protection Act (DPA) 2018. Both legislative requirements place an obligation on the MPS to process personal data fairly and lawfully in order to safeguard the rights and freedoms of individuals.
- 5.2. Under Article 35 of the General Data Protection Regulation (GDPR) and Section 57 of the DPA 2018, Data Protection Impact Assessments (DPIA) become mandatory for organisations with technologies and processes that are likely to result in a high risk to the rights of the data subjects.
- 5.3. The Information Assurance and Information Rights units within MPS will be consulted at all stages to ensure the project meets its compliance requirements. Data sharing conversations have already been held and an agreement is in the process of being completed. This will be completed in a time frame that allows for this work to be delivered.

5.4. The project does not use personally identifiable data of members of the public, so there are no GDPR issues to be considered.

6. Equality Comments

6.1. It is assessed that there will be 'no impact' to equality and diversity from agreeing to act as recipient and distributor of this grant. The research received will allow the MPS to better understand the implications of using RFH within the diverse communities found in London.

7. Background/supporting papers

7.1. Report

Public access to information

Information in this form (Part 1) is subject to the Freedom of Information Act 2000 (FOIA) and will be made available on the MOPAC website following approval.

If immediate publication risks compromising the implementation of the decision it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary.

Part 1 Deferral:

Is the publication of Part 1 of this approval to be deferred? NO

If yes, for what reason:

Until what date:

Part 2 Confidentiality: Only the facts or advice considered as likely to be exempt from disclosure under the FOIA should be in the separate Part 2 form, together with the legal rationale for non-publication.

Is there a **Part 2** form –NO

ORIGINATING OFFICER DECLARATION

Tick to confirm statement (✓)

Financial Advice:

The Strategic Finance and Resource Management Team has been consulted on this proposal.

✓

Legal Advice:

The MPS legal team has been consulted on the proposal.

✓

Equalities Advice:

Equality and diversity issues are covered in the body of the report.

✓

Commercial Issues

Commercial issues are not applicable.

✓

GDPR/Data Privacy

- GDPR compliance issues are covered in the body of the report.
- A DPIA is not required.

✓

Director/Head of Service:

The Chief Finance Officer has reviewed the request and is satisfied it is correct and consistent with the MOPAC's plans and priorities.

✓

Chief Executive Officer

I have been consulted about the proposal and confirm that financial, legal and equalities advice has been taken into account in the preparation of this report. I am satisfied that this is an appropriate request to be submitted to the Deputy Mayor for Policing and Crime.

Signature



Date 3/2/2021



MOPAC

MAYOR OF LONDON
OFFICE FOR POLICING AND CRIME

Funding for an Evaluation of the Metropolitan Police Services Domestic Abuse (DA) Perpetrator Identification Methodology, 'Recency, Frequency & Harm (RFH)': Research by University College London (UCL) in Collaboration with the College of Policing

MOPAC Investment Advisory & Monitoring meeting 5th February 2021

Report by DSU Matt Pilch on behalf of the Chief of Corporate Services

Part 1 – This section of the report will be published by MOPAC. It is classified as OFFICIAL – PUBLIC

EXECUTIVE SUMMARY

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The RFH list will produce a list of DA perpetrators based upon latest evidence base on risk factors linked to high harm offending. The source of this data input is the MPS Crime Reports held in our Crime Reporting Information System (CRIS).

The use of a methodology that identifies individuals for targeting using a range of police tactics requires transparency and academic rigour to ensure that our public have confidence in our use of this algorithm.

Following successful engagement with the Home Office, the Mayors' Office for Policing and Crime have been offered a Grant of £57,112.50 + VAT. The funding will be used to engage with University College London (UCL) in an evaluation study to record, document and detail the effectiveness of RFH versus RFG. Using MPS data from a point in recent history the research will better support our understanding of the predictive value that the methodologies may hold.

Recommendations

The Deputy Mayor for Policing and Crime, via the Investment Advisory and Monitoring meeting (IAM), is asked to:

1. **Approve the acceptance of a Grant of £68,535 from the Home Office.**
2. **Approve the use of the approved funding for the purpose of engagement with the UCL to conduct an evaluation study.**

Time sensitivity

A decision is required from the Deputy Mayor by 08/02/2021. This is because of the requirement to have the research completed by the end of the financial year. This is a key requirement of the research grant. This time frame aligns to the MPS ambitions of wanting to 'operationalise' the new algorithm. We want to ensure that the new Predatory Offender Units (POUs) are targeting the DA offenders who are evidenced to be most likely to commit the highest levels of harm and repeat victimisation across our capital. The Grant is offered by the Home Office on the condition that the funds are spent by the end of the financial year.

Non-confidential facts and advice to the Deputy Mayor for Policing and Crime

Introduction and background

The strategic context for this paper is that it is vitally important that the MPS have the tools available to allow for operational leaders to identify the DA perpetrators who are most likely to go onto commit high harm offences and highest levels of repeat victimisation. These outcomes directly link to the MPS DA success measures of:

- Reducing DA harm per head of the population (Using the Cambridge Crime Harm Index)
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The MPS currently use the RFG algorithm to support operational leaders. However, a change has been agreed at Front Line Policing Chief Officer Group (FLP COG) to move to using the RFH algorithm. The use of algorithms can cause concern in the communities we serve. In order to maintain and reinforce policing legitimacy an academic evaluation of the RFH algorithm compared to RFG is required. This will allow for transparency and understanding. The research will evaluate both algorithms and document the methodologies.

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Issues for consideration

1. The MPS will be working with the University College London (UCL) to complete this evaluation. All funding needs to be approved and the payment out to UCL be completed by the end of the financial year 2020/21. The spending of the money and the completion of the research are requirements of the grant. This research is proposed to be shared widely to aid UK Policing and shared ambitions and focus on reducing harm associated to DA.

Contributes to the MOPAC Police & Crime Plan 2017-2021¹

2. This work directly links to the increases in DA that are identified in the Police and Crime Plan and ensuring we have the right resources targeting the most harmful DA perpetrators and bring them to justice.

Financial, Commercial and Procurement Comments

3. The funding will be used entirely to support the costs of the UCL to undertake a research study as outlined and will be used to fund staff and expenses as outlined below. The work is funded entirely by the Home Office supported with a Grant Agreement. The total quote provided by the UCL for this is broken down as follows:

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Legal Comments

4. This paper seeks MOPAC's approval to accept an offer of funding for evaluative research and the use of this funding for the purposes outlined.
5. Para 4.8 of the MOPAC Scheme of Consent and Delegation provides the DMPC with delegated power to approve all offers made of grant funding
6. The grant agreement will be published pursuant to The Elected Local Policing

¹ [Police and crime plan: a safer city for all Londoners | London City Hall](#)

Bodies (Specified Information) (Amendment) Order 2012.

7. DLS consider that MOPAC have the legal power necessary to enter into this grant agreement. In relation to the receipt of grant monies, under Section 93 of the Police Act 1996, MOPAC “may, in connection with the discharge of any of its functions, accept gifts of money, and gifts or loans of other property, on such terms as appear to [MOPAC] to be appropriate”. Furthermore, under Schedule 3, paragraph 7 (1) Police Reform and Social Responsibility Act 2011 (the 2011 Act) MOPAC has incidental powers to “do anything which is calculated to facilitate, or is conducive or incidental to, the exercise of the functions of the Office.” Paragraph 7 (2) (a) provides that this includes entering into contracts and other agreements. We consider that these powers are sufficiently broad to permit MOPAC to enter into the grant agreement.

Equality Comments

8. It is assessed that there will be ‘no impact’ to equality and diversity from agreeing to act as recipient and distributor of this grant. The research received will allow the MPS to better understand the implications of using RFH within the diverse communities found in London.

Privacy Comments

The MPS is subject to the requirements and conditions placed on it as a 'State' body to comply with the European Convention of Human Rights and the Data Protection Act (DPA) 2018. Both legislative requirements place an obligation on the MPS to process personal data fairly and lawfully in order to safeguard the rights and freedoms of individuals.

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The project does not use personally identifiable data of members of the public, so there are no GDPR issues to be considered.

Real Estate Implications

9. There are no real estate implications within this project.

Environmental Implications

10. There are no environmental implications in this proposal.

Background/supporting papers

11. Decision making for this decision to move away from RFG to RFH can be found within the minutes of FLP COG (July 2020)

Report author: DSU William Hodgkinson and DSU Matt Pilch – Lead Responsible Officer (LRO) for Domestic Abuse, Stalking and Harassment.