



A Domestic Homicide Review of the death of 'Fatima'

February 2018

Amended final draft (Post receipt of Home Office QA panel
feedback)

Independent Author: Mike Cane

Dated: 17th January 2020

Contents

Section 1: Introduction

- 1.1 The commissioning of the review and timescales
- 1.2 The Review Panel
- 1.3 Reason for conducting the review
- 1.4 Purpose of the review
- 1.5 Terms of reference
- 1.6 Subjects of the review and confidentiality
- 1.7 Background

Section 2: The facts

- 2.1 Case specific background
- 2.2 Genogram
- 2.3 The Individual Management Reviews (IMRs)

Section 3: Analysis

- 3.1 Family involvement and perspective
- 3.2 Analysis
- 3.3 Equality and Diversity

Section 4: Conclusions and recommendations

- 4.1 Conclusions
- 4.2 Recommendations

Section 1: Introduction

1.1 The commissioning of the review and timescales

- 1.1.1 This overview report has been commissioned by the Rochdale Community Safety Partnership following the murder of 'Fatima' that occurred on or before 7th February 2018.
- 1.1.2 The Rochdale Community Safety Partnership met on 20th March 2018 and made the decision that this case met the criteria to hold a Domestic Homicide Review.
- 1.1.3 There was a delay in convening the first Domestic Homicide Review panel. This was unavoidable and related to commissioning arrangements. The first panel convened on 21st June 2018. The final report was presented to the Rochdale Community Safety Partnership on 22nd January 2019.
- 1.1.4 The appointed Independent Author is Mr Mike Cane of MJC Safeguarding Consultancy Ltd. He is completely independent of the Rochdale Community Safety Partnership and has no connection to any of the organisations involved in the review. He is a former senior officer with Cleveland Police and his responsibilities included homicide investigation and coordination of police activity linked to Domestic Homicide Reviews, Serious Case Reviews and Safeguarding Adult Reviews. He is a former member of Teesside's Safeguarding Vulnerable Adult Board, the Domestic Abuse Strategic Partnerships and the Local Safeguarding Children Boards. During his police career he was the Force lead for domestic abuse, child protection, vulnerable adults, forced marriage and honour based violence. Since retiring from the police service, he has completed several Domestic Homicide Reviews and Child Serious Case Reviews as both an Independent Chair and Independent Author.
- 1.1.5 This overview report will examine life 'through the eyes of the victim.' The purpose of the review is not to judge 'Fatima' but to better understand her circumstances, so we may appreciate how or why she made certain decisions. It is also important to understand the involvement of several agencies in this case, to examine the professional's perspective within that context and to avoid hindsight bias. This will ensure that any learning is captured and acted upon.
- 1.1.6 The death of any person in these circumstances is a tragedy and the family continues to grieve and to come to terms with the longer-term effects. Fatima's family have been consulted during the review process. They did not wish to take part in the review and their privacy has been respected.

1.1.7 The following agencies / organisations / voluntary bodies have contributed to the Domestic Homicide Review by the provision of reports and chronologies. Individual Management Reviews (IMRs) have been requested and supplied. Following careful consideration by the Review Chair and Panel, it was agreed that reports, chronologies, IMRs and other supplementary details would form the basis of the information provided for the overview author. The following organisations were required to produce an Individual Management Review:

- National Probation Service
- Heywood, Middleton and Rochdale CCG (on behalf of GP Practice)
- Pennine Care NHS Foundation Trust
- Greater Manchester Police
- Rochdale Children's Services

1.1.8 At the time of submission of this Domestic Homicide Review the criminal trial had been concluded but the inquest was still open. There were no other parallel reviews such as a Safeguarding Adult Review or a Child Safeguarding Practice Review.

1.2 The Review Panel

1.2.1 The Chair of the Review Panel is Mr Mike Cane. Mr Cane is also the Independent Author to the Review.

1.2.2 The DHR panel is comprised of the following people:

- Mike Cane Independent Chair and Author
- Councillor Janet Emsley, Cabinet member Neighbourhoods, Community and Culture
- Chris Highton, Community Safety Manager, Rochdale Borough Council
- Detective Sergeant Alison Troisi, Greater Manchester Police
- Alison Kelly, Head of Quality and Safeguarding HMR CCG
- Lesley Williams, Crisis Services manager, North Division, Pennine Care NHS Foundation Trust
- Julie Daniels, Head of Service, Rochdale Children's Social Care
- Rabiah Sheikh, Victim Support Service
- Marie Kayley, National Probation Service

1.3 Reason for conducting the review

1.3.1 A Community Safety Partnership (CSP) has a statutory duty to enquire about the death of persons where domestic abuse forms the background to the homicide and to determine whether a review is required. In accordance with the provisions of section 9 of the Domestic Violence, Crime and Victims Act 2004 (amended 2013), a Domestic Homicide Review should be:

“A review of the circumstances in which the death of a person aged 16 years or over has, or appears to have, resulted from violence, abuse or neglect by-

- (a) A person to whom he was related or with whom he was or had been in an intimate personal relationship, or*
- (b) A member of the same household as himself.”*

1.3.2 For this review, the term domestic abuse is in accordance with the agreed cross-government definition of domestic abuse:

“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:

- Psychological
- Physical
- Sexual
- Financial
- Emotional
- Coercive control

Controlling behaviour is a range of acts designed to make a person subordinate and/or dependent by isolating them from sources of support, exploiting their resources and capacities for personal gain, depriving them of the means needed for independence, resistance and escape and regulating their everyday behaviour. Coercive behaviour is an act or pattern of acts of assault, threats, humiliation and intimidation or other abuse that is used to harm, punish or frighten their victim.

1.3.3 The overarching reason for the commission of this review is to identify what lessons can be learned regarding the way local professionals and organisations work individually and collectively to safeguard victims.

1.4 Purpose of the review

1.4.1 The Rochdale Community Safety Partnership identified that in this case the death met the criteria of the Domestic Violence, Crime and Victims Act 2004 and commissioned a Domestic Homicide Review.

1.4.2 The statutory guidance states the purpose of the review is to:

- Establish what lessons are to be learned from the domestic homicide regarding the way in which local professionals and organisations work individually and together to safeguard victims.
- Identify clearly what those lessons are both within and between agencies, how and within what timescales they will be acted upon and what is expected to change as a result.
- Apply those lessons to service responses including changes to policies and procedures as appropriate.
- Articulate life through the eyes of the victim, to understand the victim's reality; to identify any barriers the victim faced to reporting abuse and learning why interventions did not work for them.
- Prevent domestic violence homicide and improve service responses for all domestic violence victims and their children through improved intra and inter-agency working.
- To establish whether the events leading up to the homicide could have been predicted or prevented.

1.5 Terms of Reference

1.5.1 The following terms of reference were agreed by the Review panel with regards to the murder of Fatima:

- Date parameters: From 1st January 2010 to 7th February 2018. These dates included previous reports of domestic abuse up to the date of the murder.
- Subjects of the review: After discussion at the initial panel it was agreed that family dynamics played a significant role in events leading up to the homicide. Therefore, the panel decision was to include ten subjects within the review. These included the victim, the perpetrator, the husband of the victim, the victim's four

daughters, the victim's son and the boyfriends of the eldest two daughters.

- What appears to be the most important issues to address in identifying the learning from this specific homicide? The panel noted issues of domestic abuse going back many years plus incidents that could be perceived as 'Forced Marriage'. Agencies were asked to consider these aspects during retrieval of information and analysis during Individual Management Reviews (IMRs).
- Consider cultural or religious aspects relating to this homicide and whether there was evidence of 'Honour Based Violence' or other issues relating to equality and diversity.
- Did the victim's or perpetrator's immigration status have an impact on how agencies responded to their needs?
- Was the victim subject to a Multi-Agency Risk Assessment Conference (MARAC) or another multi-agency meeting?
- Was the perpetrator subject to Multi-Agency Public Protection Arrangements (MAPPA)?
- Was the perpetrator subject to a Domestic Violence Perpetrator Programme?
- Was the perpetrator subject to a Domestic Violence Protection Notice (DVPN) or Domestic Violence Protection Order (DVPO)?
- Did the victim seek information about the perpetrator's criminal history under the Domestic Violence Disclosure Scheme (DVDS)? Did the police make a disclosure under the 'right to ask' or the 'right to know'?
- Did the victim have any contact with any domestic abuse organisation, charity or helpline?

1.6 Subjects of the Review and Confidentiality

- 1.6.1 At the initial Domestic Homicide Review panel meeting it quickly became apparent that there were virtually no records within agencies of direct contact between the victim and the perpetrator. It was also clear there were other wider family pressures. The context of this determined the panel decision to widen the scope of those persons to be subjects of this review.

1.6.2 There are ten subjects within this Domestic Homicide Review. To protect their anonymity each has been given a pseudonym. This pseudonym will be used to refer to that family member throughout the overview report:

1.6.3

- VICTIM: female aged 46 years- known as '**Fatima.**'
- PERPETRATOR: male aged 30 years and SON IN LAW of the victim – known as '**Asif.**'
- Husband of victim: male aged 51 years – known as '**Bilal.**'
- Eldest daughter of victim aged 25 years (and wife of perpetrator) – known as '**Sadia.**'
- 2nd daughter of victim aged 23 years – known as '**Mariam.**'
- 3rd daughter of victim aged 20 years – known as '**Aqsa.**'
- Youngest daughter of victim aged 10 years – known as '**Iram.**'
- Son of victim aged 18 years – known as '**Imran.**'
- Boyfriend of eldest daughter – known as '**Omar.**'
- Boyfriend of second eldest daughter- known as '**Jamal.**'

1.6.4 The content and findings of this Domestic Homicide Review will remain confidential with information only available to those participating professionals, and where appropriate to their organisational management. It will remain 'confidential' until the review has been approved for publication by the Home Office Quality Assurance Panel.

1.7 Background

1.7.1 The Crime Survey of England and Wales gives data on the levels of domestic abuse within society. For the year to March 2017 there were 1.9 million adults who experienced domestic abuse (6 in every 100 people). This equates to 7.5% of women and 4.3% of men. The police recorded 488,049 offences linked to domestic abuse.

1.7.2 The Home Office homicide index also provides further data. For the three years April 2013 – March 2016 there were 454 domestic homicides recorded in England and Wales. 70% of victims were women.

1.7.3 However, of the 305 female victims murdered during this time, the majority were killed by a partner or ex -partner. Only 22 victims (7%) were killed by a wider family member. Fatima was murdered by her son-in-law.

Section 2: The Facts.

2.1 Case specific background.

- 2.1.1 The victim, Fatima, was a UK national and was 46 years old at the time of her death. She lived in Rochdale with her family. She was estranged from her husband, but he maintained close links and actually lived next door to his wife. They owned both properties.
- 2.1.2 The perpetrator, Asif, was a born in Pakistan. He married Fatima's daughter in Pakistan in July 2013. Following the marriage his wife returned to the UK, but he remained in Pakistan while visa arrangements were progressed. He came to the UK in 2017 and was granted leave to remain in the UK on a '3 year spousal visa.' At the time of the murder he lived next door to the victim.
- 2.1.3 The husband of the victim, Bilal, was estranged from his wife but still lived next door to her (in the same house as Asif). He was abusive to his wife and there are several reported incidents going back many years of Bilal perpetrating domestic violence towards Fatima. Bilal was born and grew up in Pakistan. He met Fatima in 1992. He was a citizen of Pakistan and she was a UK national. They married in Pakistan on 22nd February 1992. Following the marriage, Fatima returned to the UK. Bilal remained in Pakistan for several months while his visa was arranged. He joined her approximately eight months later when he travelled to the UK.
- 2.1.4 The couple had five children; Sadia the eldest daughter aged 25 years, Mariam the second daughter aged 23 years, a third daughter, Aqsa aged 20 years, a son, Imran aged 18 years and the youngest daughter, Iram aged 10 years.
- 2.1.5 The eldest daughter has been in a long term relationship for several years. This relationship began before Sadia's marriage in Pakistan to Asif and continued after the marriage. Her long term boyfriend is a male referred to in this report as Omar.
- 2.1.6 The second daughter, Mariam, also has a long term boyfriend, referred to in this report as Jamal. This relationship also began before Mariam's marriage in Pakistan and continued after the marriage.
- 2.1.7 There are no reports of any violence or abuse reported between Asif and Fatima prior to the murder of Fatima.
- 2.1.8 There are reports of domestic abuse perpetrated by Bilal to his wife, Fatima going back as far as 2001.

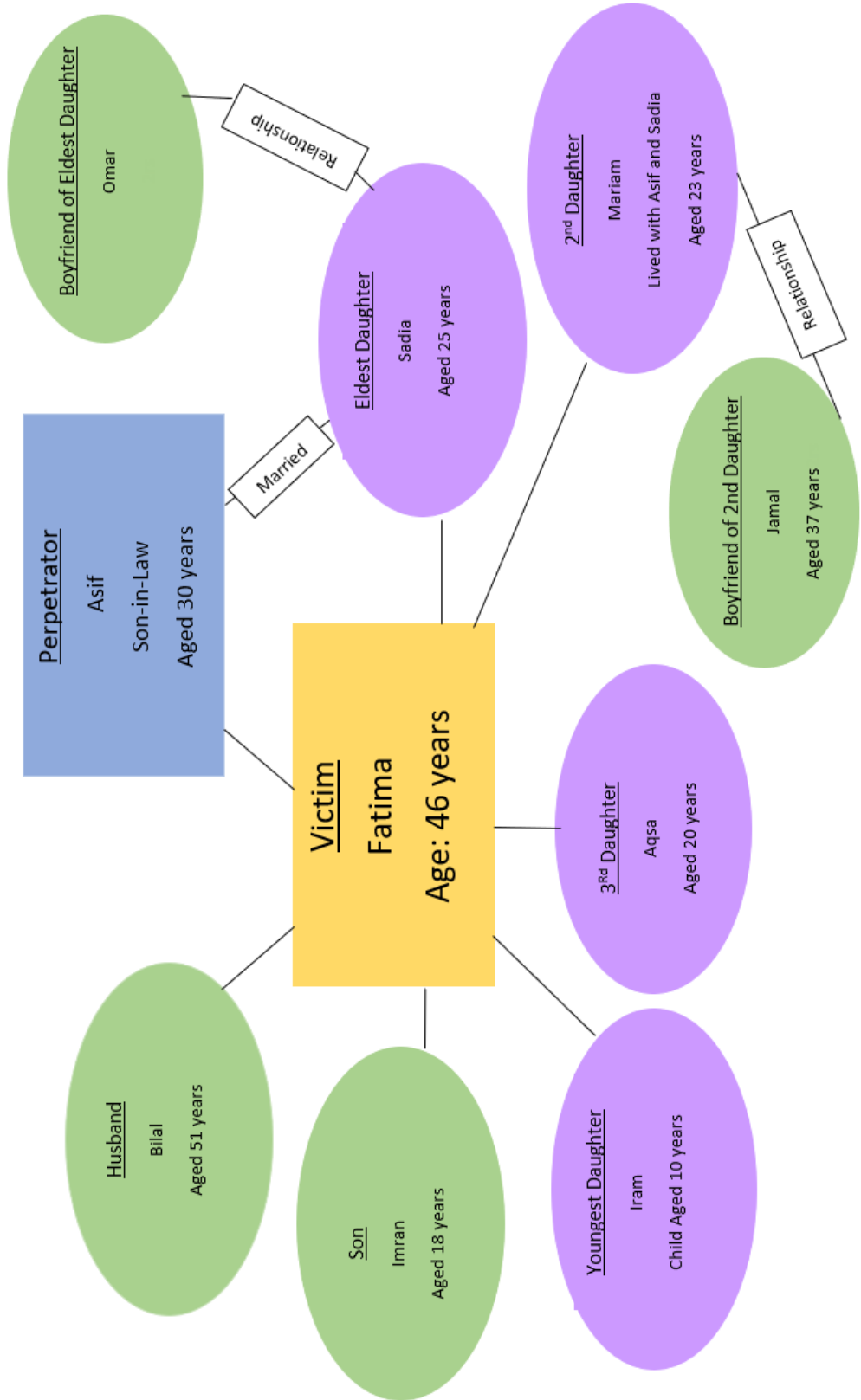
2.1.9 Bilal was in Pakistan on the day his wife was murdered.

2.1.10 On 7th February 2018, the ambulance service and police were called to Fatima's home. She had been fatally stabbed. A post mortem examination found she had three stab wounds to the chest and upper abdomen. Each wound was 12 to 15 inches deep. One stab wound had penetrated her heart. She also had wounds to her hands which were consistent with 'defence' injuries.

2.1.11 Fatima's son-in-law, Asif was arrested for her murder. He denied the offence but was charged with Fatima's murder and remanded to appear at court on 13th February 2018.

2.1.12 On 21st August 2018, Asif was found guilty of murder at Manchester Crown Court. He was sentenced to serve a minimum term of 21 years imprisonment.

Rochdale Domestic Homicide Review 'Fatima' 2018-Genogram



2.3 The Individual Management Reviews

2.3.1 Five agencies have provided Individual Management Reviews and chronologies. These reports have closely examined the actions of their respective agency and provide detailed accounts of each agencies' contacts with the subjects of the review. The IMR authors were not involved in this case and have no line management responsibilities relating to the staff involved with Fatima or Asif. Each author was briefed on the terms of reference and asked to consider these as they gathered facts and analysed their organisation's actions. The summary of each agency's Individual Management Review is provided:

2.3.2 National Probation Service.

- The Greater Manchester Probation Trust was involved with Bilal (husband of the victim) in 2010. Bilal had been convicted of a (section 39) common assault on his wife. Although he failed to attend for his initial interview for the pre-sentence report, he was compliant thereafter.
- On 27th April 2010, Bilal was sentenced to a 12 month Community Order and to perform 80 hours unpaid work. At his induction meeting he discussed that he and Fatima lived apart though he was advised he must disclose to the Probation Officer if the relationship resumed.

There is evidence of good practice by the Probation Officer. They carried out proactive checks with colleagues in the police 'Domestic Abuse unit' and with Children's Social Care which demonstrates they are considering the wider vulnerabilities of the case. Also, when Fatima attended with Bilal (linked to his application to travel to Pakistan because his mother had died), the Probation Officer made arrangements to speak with Fatima alone. She stated they were continuing to live apart.

Bilal successfully completed his Community Order and had no further involvement with the Probation Service from 16th August 2010. Greater Manchester Probation Trust had no dealings with any other subjects of the review.

2.3.3 Heywood , Middleton and Rochdale CCG (on behalf of GP Practice).

- All family members (with the exception of the perpetrator, Asif), have been registered with the Ashworth Street GP Practice throughout the timeframe of the review.
- Asif was registered at the GP Practice on 22nd June 2017.

Confidential

- The victim, Fatima was a regular attendee at the Practice due to medical issues. Some of the reasons for her attendance are not directly relevant to this review. In those instances, her privacy will be respected with no further comment necessary.
- Fatima attended the GP Practice on 28th January 2010 due to dizziness. She reported that her husband had beaten her, and she had attended hospital. The doctor recorded bruising in front of her right ear, multiple bruises to her left arm, a large bruise to her right arm, several small bruises to her legs and a purple haematoma over her left eyelid. There are no records indicating that a risk assessment was carried out, nor of any further discussions with Fatima about her relationship with her husband, nor of any referral to domestic abuse services, nor of any referral to Children's Social Care (there were four children living at home at that time).
- It was 14 months later when Fatima attended the GP. She was seen for depression. The clinician did link this to her previous attendance and her suffering domestic abuse. She stated she had separated from Bilal. She was having trouble getting her husband to engage with their children. Fatima did not express any suicidal or self-harm thoughts and was prescribed anti-depressants.
- On 10th May 2013, Fatima attended the GP Practice with headaches. The diagnosis was 'possibly stress related.'
- During June and July 2013 Fatima and all five of her children attended the practice for travel vaccinations linked to a forthcoming trip to Pakistan.
- On 18th July, the eldest daughter, Sadia, attended due to an accidental fall. She reported injuring her right buttock when she had fallen off a table. She had sustained a simple soft tissue injury with no swelling or bruising. Although nothing more could be expected of the practitioner at that time, we should note this attendance. This is a 20 year old adult. There does not appear to be any significant injury, yet she has chosen to attend her GP. Now with our wider knowledge of the family circumstances we must consider if this was possibly to have the injury logged or did she intend to make a disclosure but then changed her mind?
- On 26th September 2013, Fatima was seen due to 'low mood' since her return from Pakistan. The GP recorded that her husband works, her children attend school and she is bored. She doesn't want to talk or socialise and is waking in the night. The GP noted her previous

Confidential

depression, but the records do not link the attendance to any previous domestic abuse. She was prescribed anti-depressants but was not referred to mental health services. This is a missed opportunity. If she were referred to a professional, then she is more likely to have disclosed domestic abuse or other family pressures rather than simply taking prescribed medication.

- On 4th April 2014, the second eldest daughter, Mariam, was seen by the GP. The records show she had attempted to stab herself with a knife after separating from her boyfriend due to his infidelity. The GP undertook a screening of her mental health and noted she was under the care of the 'Access and Crisis' team. She was seen again two weeks later but was still waiting to see the 'Access and Crisis' team. There does not appear to have been any further discussions about any reasons causing her poor health. In fact, the next GP appointment with Mariam was nine months later when she attended in April 2015 and the records state that her 'depression has resolved.'
- Fatima was seen on 24th February 2015 again due to depression. She reported 'difficulties with her children'. She was not keen to access any counselling and was prescribed anti-depressants. The notes do not elaborate on what the 'difficulties' with her children were and there is no link to previous incidents of domestic abuse.
- Two entries in October and November 2015 relating to the eldest daughter, Sadia, are a concern. On 23rd October, she was seen as she was travelling to Pakistan the next day. A month later on 23rd November, Sadia had returned from Pakistan. She attended for a routine diabetic review. The notes state she was accompanied by her husband (the perpetrator of the homicide Asif). It is difficult to see any reason why a 23 year old adult woman would need to have her husband sitting in on the consultation. The same thing happened on 14th December. Asif accompanied Sadia to the appointment for a further diabetic review. The notes even state that the husband insisted on giving the history.
- On 17th December 2015, the second eldest daughter, Mariam, was seen as she was experiencing low mood and depression. She stated family members were telling her she was overweight. She was prescribed anti-depressants but not referred to other mental health services.
- On 26th July 2016, Fatima, Mariam, Aqsa and Iram (i.e. mum and three younger daughters), all attended for travel vaccinations prior to a trip to Pakistan.

- On 22nd June 2017, Asif (the husband of the eldest daughter Sadia) attended the GP Practice to register. The notes state an interpreter is required for consultations. A few days later he attended with Sadia following an injury to his hand in the workplace six months earlier.
- On 22nd November 2017, Fatima attended for a routine diabetic review. The Practice nurse noted that Fatima presented with low mood and gave no eye contact. She was referred to see a GP. The GP saw her two days later and agreed with the low mood diagnosis. They believed cognitive behavioural therapy would be beneficial. However, Fatima was reluctant to do this and was given anti-depressants instead. She agreed to re attend four weeks later for a further appointment but did not make a new appointment.
- Two days before the murder, the perpetrator, Asif attended the GP due to general aches and pains. He was given a sick note for work.

2.3.4 Pennine Care NHS Foundation Trust (including Pennine Acute Services).

- The first contact with Pennine Care NHS Foundation Trust (PCFT) was following the domestic violence incident on 25th January 2010. An information sharing form was received from Pennine Acute Accident and Emergency Department at the hospital which noted that the two youngest children were in another room at the time of the assault. The outcome of sharing the information was the School nurse carried out a home visit on 2nd February. Fatima disclosed to the nurse that Bilal had hit her around the head with a lap top, kicked her and attempted to strangle her. The case was then referred to Children's Social Care. There is nothing within the notes to indicate a risk assessment was carried out by Pennine Care (though the nurse did seek advice from the Domestic Violence Unit). From the description of the assault it suggests a sustained attack and includes strangulation. It therefore may have been a high risk incident which required further intervention. Following the Health referral, Children's Social Care began an assessment on 3rd February 2010 but closed the case 16 days later.
- The nurse carried out another home visit on 7th March 2010. Fatima reported she had received support from the Domestic Violence Team. She informed the health professional that she and Bilal were 'giving their marriage one last chance'. The nurse documented that she discussed the effects of domestic violence on the children but did not make any subsequent referrals now that the relationship had now resumed.

Confidential

- On 6th May 2010 a joint visit took place with the Staff Nurse and the Health Visitor. Fatima informed them Bilal had pleaded guilty to the assault. They discussed Fatima's health concerns linked to her depression. Fatima told them Bilal had to leave the property by 8.00pm. A few days later, the Health Visitor telephoned the Probation Officer to check on Bilal's status and was updated that there were no orders in place to prevent him attending the family home. This is good practice and demonstrates the Health Visitor was carrying out a comprehensive assessment of the whole family circumstances.
- On 11th May 2010, Iram (youngest child aged 2 years) attended the burns and plastics clinic for a review of scars following thermal burns she incurred to bilateral palms in March 2009. The next review was set for six months' time. Iram had another five appointments over the next four months. These were for poor weight gain, a diagnosis linked to speech delay and at Pennine Acute Accident & Emergency when she had a 'foreign body' in her eye.
- On 29th February 2011 the Health Visitor carried out a home visit regarding Iram (2 years 11 months), Aqsa (13 years 11 months) and Imran (11 years). Fatima said she was struggling with the children's behaviour. She also reported the 'older girls have been in contact with the police recently, as mixing with men in the house where a rape took place.' (There is nothing in the police or Children's Social Care records to indicate this). Fatima also stated the older girls were disrespectful to her and this was also observed by the Health Visitor. Fatima agreed to a referral to 'family work'. She also confirmed that Bilal was not living in the family home. This was documented on the Health Visitor's referral. 'Family work' is lower level parenting support to assist the family.
- On 29th March 2011 Iram was again seen for 'poor weight gain,' then on 19th July for a vitamin D deficiency and then on 21st September for audiology when ear drops were prescribed.
- On 26th February 2012 Iram (aged 3 years 11 months), attended Pennine Acute A & E with an injury to her right arm after falling downstairs.
- On 28th February 2012, the Staff Nurse initiated the Common Assessment Framework (CAF). She recorded that Fatima was struggling to cope on her own and that support was required.
- On 27th July 2012 a referral was received at CAMHS from the Rochdale Youth Offending Team that Imran (12 year old son) had 'experienced domestic violence at home and that his grandmother had been murdered in Pakistan.' He had also made allegations to a teacher

at school about physical abuse he was suffering in the home but this 'was found to be untrue.' (A more accurate recording would have been 'but he retracted this allegation'). Imran had been through the diversion system at YOT for threatening a girl with a knife. The physical abuse relates to an incident reported to police several months earlier. It is not known whether the reference to domestic abuse refers to an earlier incident or whether this was domestic abuse which had not been reported to statutory agencies.

- The initial assessment was completed by the CAMHS social worker with a care plan: use a screening tool for ADHD, parents to be consistent with behaviour strategies, parents to remove any sharp objects, school to support him and implement behaviour strategies and for Imran to be placed on CAMHS internal waiting list. As we know that Fatima was coping alone, this will have added to family pressures alongside the youngest child's medical history, the disrespectful attitude of the older children, her own depression and the history of domestic abuse.
- On 4th November, Imran attended Rochdale Urgent Care Centre with thermal burns to his right arm (sustained from a firework).
- The screening tool (part of the CAMHS care plan) was completed on 26th November. It confirmed Imran did not have ADHD. The CAMHS practitioner rang Fatima in December. She reported he gets into trouble at school for minor issues but nothing more. Imran was then discharged from CAMHS.
- On 11th June 2013 Imran failed to attend his appointment at the 'burns and plastics' clinic. We know that missed medical appointments can be a sign of child neglect.
- On 28th September 2013 Imran attended (Pennine Acute) Rochdale Urgent Care Centre after being assaulted by a group of boys. There were bullying allegations. This will have also added to the pressures on Fatima as a single mother to five children.
- On 4th November 2013, Iram (aged 5 years) attended (Pennine Acute) Rochdale Urgent Care Centre with a reported rash. Staff were concerned the rash resembled a burn. When questioned Fatima stated it may have been from Iram's sister's hot straighteners. This is the third incident of children in the household suffering burns. During a home visit the next day, Iram told the Staff Nurse she couldn't remember how the burn had occurred. The health notes state a referral was made to the Children's Community Team. However, there was no referral to Children's Social Care.

- On 12th November 2013, a call was received from the school health practitioner at Iram's primary school. They reported Iram had hardly any teeth and that there had previously been an infected sore to the child's leg. Her mother had insisted Iram attended school, but the school had to send the child home as her leg was so sore. The sore had been subsequently diagnosed as impetigo. Fatima went to a meeting in school. The notes mention 'to discuss frequent burn injuries' but there is only one such burn injury to Iram at that time. Were there other burns that school had noticed but not informed medical staff or parents had not sought medical help? The school health practitioner also noted Iram was 'painfully shy' and would not say what happened to her tummy or discuss her home life. There was no referral to Children's Social Care. The only recorded action was for 'SENCO to monitor in school.' This does not appear to have been an adequate response: we have 'frequent burn injuries', 'painfully shy and not ever discussing home life' (we know the child lives in a house where there has been reported domestic abuse), poor dental hygiene, impetigo, poor weight gain and missed medical appointments (all indicators of neglect).
- During the school meeting, Fatima also disclosed that her husband, Bilal, was now back in the family home. Fatima agreed to contact the police if there were further incidences of domestic violence. Given the history it is unlikely a victim will openly disclose to the police. There are children in the home and if previous assessments are made on the basis of Bilal not being at home (remembering the last reported incident included strangulation) then this should have been referred to Children's Social Care for a further assessment.
- On 27th January 2014, Imran (14 year old son) attended the (Pennine Acute) Rochdale Urgent Care Centre following an alleged assault but left without being seen.
- On 30th March 2014, Fatima's second eldest daughter, (Mariam aged 20 years), was assessed by the RAID mental health practitioner. She had been referred after presenting at Pennine Acute Trust Fairfield General Hospital with low mood, feeling helpless and hopeless. Mariam had made disclosures of domestic abuse, forced marriage, honour based abuse and rape. Further details within the notes refer to domestic abuse from her boyfriend, hiding the relationship from her family due to 'cultural issues,' suffering a physical assault from her father, being taken to Pakistan and forced into a marriage and being threatened if she did not comply, being made to be 'intimate' with her new husband despite this not being her wish and receiving further threats of violence from her father (including on one occasion a threat

to kill her by shooting her). On her return to the UK, Mariam had suffered further domestic abuse at the hands of her father. She stated she was controlled and not allowed to see her boyfriend. She had been evicted from the family home on 'a few occasions' for making contact with her boyfriend and for not making contact with her new husband who was still in Pakistan. The Pennine Care RAID mental health practitioner completed a safeguarding vulnerable adult referral due to the disclosures made.

- There are apparently further notes regarding the care of Mariam from Pennine Care NHS Foundation Trust, but these are reported as 'missing.' Missing records and poor record keeping are in themselves examples of poor practice. (Pennine Care have subsequently introduced electronic records).
- There are further notes within PCFT regarding Mariam taking a knife and threatening to stab herself in the stomach regarding her relationship with her boyfriend, but this appears to emanate from the same incident.
- In the summer of 2015 Fatima's son Imran attended the Pennine Acute Trust Urgent Care Centre a couple of times. The reasons do not appear a cause for concern (hand and knee injuries playing sport) but as a result there was a home visit carried out on 18th July 2015 and this gives a useful summary of the family situation at that time. The professional records that the family lived in two separate houses next door to each other. It appears the older daughters lived in one house with the parents and younger children living next door.
- On 2nd August 2015 Imran attended (Pennine Acute Trust) Rochdale Urgent Care Centre accompanied by his sister (the notes do not detail which sister). He had been assaulted by two unknown males. A 'cause for concern' was submitted (this is an internal notification between health agencies). It is recorded the same day Imran attended with 'thermal burns to his right arm'. This is yet another burn involving the children.
- Nine days later Iram (the 7 year old daughter) attended (Pennine Acute Trust) Rochdale Urgent Care Centre, after a fall from her bike. It is recorded she had been crying in pain most of the night. The diagnosis was a closed fracture to the left elbow. With Iram's previous history it is a concern that medical help had not been sought earlier for a child crying in pain.

2.3.5 Greater Manchester Police.

- There were at least six calls to police regarding domestic abuse perpetrated by Bilal towards Fatima before the date parameters for this review. These included punching her to the side of the head and trying to strangle her (October 2001), a 'threat to kill' (March 2008) and several 'verbal arguments'. Greater Manchester Police have since changed their recording system. Previously, it was a 'stand-alone' system and unfortunately when an improved recording system was introduced not all of the information was transferred across (i.e. the actions taken following the incident cannot be reviewed). This makes these incidents difficult to assess. However, we can note several issues which provide context to this review:
 - The incident in 2001 was clearly very serious but the message is shown as 'no arrests made' and that 'children present.'
 - Some of the other incidents are initially recorded as 'female reporting an assault' but are finalised as 'verbal argument only.' These incidents should not be underestimated. Even if they were 'verbal arguments' (and it is likely they were more than that) they have been so serious that they warranted the police being called.
 - The victim, Fatima, suffered repeated assaults and threats at the hands of her husband, Bilal.
 - The children had grown up witnessing domestic violence perpetrated by their father towards their mother.
 - We should remember that in most cases, a victim suffers a huge amount of domestic abuse before they report it to an agency. It is therefore likely that Fatima suffered a great deal of domestic abuse which was unreported.
 - We can reasonably assume that children growing up witnessing repeated domestic abuse will have been in fear of their father.
- On 25th January 2010, Fatima called police to report her husband had assaulted her. Bilal was subsequently arrested and charged to court. Referrals were made to Social Care and to the Health Visitor. Bilal was later made the subject of a Community Order, supervised by the probation service.
- On 1st December 2010 Mariam (aged 16 years) rang police to say that her father was screaming at her sister Sadia (aged 18 years) and that she feared violence might occur. Police attended and spoke to Sadia and Bilal. Officers established the argument had been over Sadia speaking to an unknown male on her mobile phone. No criminal allegations were made, and the details of the incident were referred to Children's Social Care.

- On 22nd August 2011, Imran called police to allege his mother was beating him with a stick. Officers spoke to Fatima and Imran. They established she had chastised him whilst in the kitchen holding a wooden spoon. No criminal offences were disclosed, and the incident was referred to Children's Social Care.
- On 22nd December 2011, Mariam called police reporting that her parents were arguing over a 'family situation in Pakistan'. When officers spoke with Bilal and Fatima, they stated the matter was resolved and there was no requirement for the police to intervene. The incident was assessed by police as 'standard risk'. The update on police systems states 'no previous domestic incidents but female asked for support from CSC in August 2011.' This is not correct. We know that there had been an extensive history of domestic abuse in the relationship. There was no referral to Children's Social Care even though Bilal had previously been charged with assaulting Fatima and had moved out of the home as part of the Social Care assessment. This was confirmation Bilal was back in the family home and there were still several children living there.
- On 7th March 2012 police were notified by Imran's school that he feared being assaulted by his father who had previously attacked his sister with an iron bar. Officers conducted a joint visit with a social worker. It became clear Bilal no longer lived in the family home although police were told he visited several times per week. Police were told this was due to previous domestic abuse he had perpetrated towards Fatima. Fatima told police she was having trouble managing her son's behaviour. She said Bilal had previously chastised Imran, but she believed his actions had been reasonable. Officers also spoke to Sadia (aged 19 years). She said her father had hit her previously with an open hand (a slap). She said it was when she had been cheeky and did not wish to make a complaint. Mariam and Aqsa were also spoken to and they confirmed their father can become angry and does use physical chastisement occasionally. Initially, Imran stated his parents 'beat him up' but when asked further he described a slap on the bottom or legs. The incident was closed with the marker 'no criminality and no role for police, CSC will lead and support in relation to over parental chastisement.' Bilal mentioned 'cultural issues' as a reason for his behaviour and said he was willing to work with social services. Following the joint visit, this became a single agency assessment by Children's Social Care.
- On 18th March 2012 Mariam was walking along the street with a male friend when her father, Bilal, chased them and assaulted the male. Mariam ran away but feared being assaulted by her father when she

returned home. The male was identified as Mariam's long term boyfriend, Jamal (then aged 32 years). He would not make any criminal allegation. Officers were told Bilal did not allow his daughters to have any male friends. Mariam had returned home and said there was no problem with her father. She was given a specialist officer's details if she needed further help. The incident was assessed as 'standard' risk using the DASH risk assessment tool.

- On 17th June 2013, Mariam called police to report her partner, Jamal, had assaulted her. Mariam did not want police to visit her home as she was concerned how her father would react. Initially there was a short delay in officers attending. Mariam rang police back 16 minutes later enquiring why officers had not arrived. The call handler advised a patrol was being sent as soon as possible. Mariam then stated she was returning home and that her father will 'batter her' and 'kick her out.' She refused to provide her home address. When officers attended the scene of the call, Mariam was not there. Eventually her home address was obtained, and Mariam agreed for officers to see her there but when they arrived, she would not give details of the earlier incident with her boyfriend, Jamal, and only said that it was a verbal argument.
- On 1st October 2013, Mariam rang police to report harassment by her ex- partner, Jamal. She stated Jamal had recently married another woman in Pakistan. He wanted to resume his relationship with Mariam and had threatened to expose 'dirty' photographs of her. She stated her father had also been told this by Jamal. Both Mariam and Jamal attended the police station. Mariam further disclosed that she had been taken to Pakistan two months earlier to be married. She had remained in contact with Jamal but on her return to the UK she had ended their relationship. She alleged Jamal had tried to contact her every day. Jamal volunteered his phone for examination but there were no photographs. The pair began arguing and Jamal was told to leave. Mariam was not willing to make a formal complaint or to provide a witness statement. The incident was assessed as 'standard risk' and allocated to a specialist officer for additional enquiries. On 11th October the officer contacted Mariam. She stated she was safe and had no further contact with Jamal. She declined any further support from the police. She was given the victim support contact number. The specialist officer recorded on the incident log , 'I have considered the HBV implications in this case and asked the DV support worker from VSS to make contact to try to cover this element, however she did not wish to engage with the support worker.' There has clearly been a considered approach from the specialist officer, but it is difficult to see how a risk could be assessed as 'standard' when there are issues highlighted of honour based violence. Nor is there any record of whether Mariam was asked whether the marriage was 'forced.' (Victim

Support do not have a record of any referral. They believe this may be because this was assessed as a 'standard risk' incident and they did not have consent to proceed. Following discussions at the DHR panel, VSS do accept they should have at least recorded the conversation they had with police).

- On 12th November 2013, Mariam attended Rochdale Police Station to report she was at risk of Honour Based Violence from her family following being forced into a marriage in Pakistan several months earlier. She told officers she wanted to leave the family home and had left a note to say that she was leaving. Her father had said 'he would kill her and go to prison for it, as it was an embarrassment to the family.' Mariam had attended the police station as she feared repercussions. She provided officers with her boyfriend's address (Jamal) where she would be staying. The police recorded further details from the conversation with Mariam: She had been taken to Pakistan in July 2013 to marry her cousin. While she did not really want to do this due to having a boyfriend in Rochdale, she agreed because it is what her parents wanted. Upon landing in Pakistan her parents had become extremely threatening about the whole thing and it had become a forced marriage. After she had been married in Pakistan, she kept in touch with Jamal over the telephone. Her younger brother Imran had learned of this and informed their father. Bilal had made threats to shoot her and kill her if she went back to her boyfriend and brought shame on the family. Mariam had stayed in Pakistan for about two months. When she returned to the UK, she moved in with her parents but kept in touch with Jamal throughout. Her father had been very nice to her since their return and was hoping she will be a great wife to his nephew when he arrived from Pakistan. Mariam requested police tell her parents she is safe and well and for her father to be advised to stay away from her. The officer assessed the risk level to Mariam as 'medium.' (The national definition of a medium risk is 'there are identifiable indicators of serious harm, but these are unlikely unless there is a change in circumstances.') This cannot have been the correct assessment of risk in these circumstances. This was clearly a young woman (19 years old at that time) who was at risk of homicide or significant harm. Further comment will be made regarding the assessment and subsequent actions in the analysis section of this overview report.
- On 19th November a 'domestic incident' was reported at Jamal's house via a third party. The details describe a verbal argument between Mariam and Jamal and that the two of them now live at different addresses. The incident was assessed as 'medium risk.'

Confidential

- On 26th February 2014 Mariam called '999' to say that her mother, Fatima, had threatened to stab her. The comments include that the family do not approve of Mariam's relationship with her 40 year old boyfriend. (though he is actually 33 years old at that time). Mariam had apparently exaggerated the comments about the threats and knives. This had not happened. There was a broken mirror at the premises, but no complaint made by Mariam or her mother. There were also young children in the house. This incident was assessed as 'standard risk.' Irrespective of whether the knife and threat allegations were withdrawn, it is difficult to see how a 'standard' risk was applied to this incident given the extensive history of domestic abuse in the family including the forced marriage and honour based violence allegations made only a few months earlier.
- On 12th March 2014, Aqsa (Fatima's 17 year old daughter) rang the police on the '999' system to report several people breaking into her home; although she herself was apparently not there. When officers arrived, they established that it was her sister Mariam who was kicking at the door in an attempt to get the attention of persons inside. She wanted to collect some of her belongings. The incident was closed with no criminal offences identified. It is not clear why it was the 17 year old daughter and not the parents who reported this incident given that Aqsa wasn't actually there.
- On 30th March 2014, Imran (Fatima's 14 year old son) rang the police on the '999' system reporting his sister Mariam had picked up a knife and was threatening to kill herself. A few minutes later there was another call from the eldest daughter, Sadia, reporting that Mariam's boyfriend, Jamal, had assaulted her and had cut their uncle's finger with a knife. Mariam went voluntarily in an ambulance to be assessed at hospital. The record states that the attending officer was unable to establish if any offences had taken place. He requested the incident remained 'open' until Mariam could be spoken with. The officer updated the message that Mariam had a verbal disagreement with Jamal. She had then armed herself with a knife and threatened to harm herself. Her uncle had received the injury when he attempted to take the knife from her. The next day an officer revisited and spoke to Mariam. This is good practice as officers were speaking to her on her own and away from the volatility of the previous evening. They confirmed that referrals had been made to the Initial Assessment team and to Children's Social Care and that the Neighbourhood Police Team were still making enquiries. The message also notes that 'VSS (Victim Support) are offering support.' As with an earlier incident, VSS have no record of this contact. However, the police incident log even gives the name of the Victim Support case worker. The incident was closed noting that referrals have been made and that no further action is

required by police. A final update was made on 16th April that Mariam had seen the RAID team (mental health services) and no further action had been taken.

- On 5th May, a friend of Mariam rang the police to report Mariam was in tears as Jamal has been abusing her and her family. Officers attended later but the house was in darkness and there was no reply. Police managed to speak with Mariam on her mobile phone the next morning. She confirmed she had been upset when she spoke with her friend but that she did not want to report anything. Officers advised her that they still needed to check on her welfare. Mariam declined a visit but did agree to attend Rochdale Police Station the following morning. She was seen by officers the next day. This is good practice by the police. Although Mariam rang them, they insisted that she see them in person. As a vulnerable young woman, they were able to confirm she was not under any duress when she spoke with them.
- On 7th December 2015, Omar rang the police. Omar is the long term boyfriend of Fatima's eldest daughter, Sadia (then aged 23 years). Omar informed the police call handler that he had recently moved in with Sadia and that her father is not happy with this. He reported that Bilal had contacted him and made threats to kill them both. He gave further details that Bilal had stated he would 'send his men round.' Omar believed Bilal would carry out this threat. When officers attended, they completed a DASH risk assessment and noted that Sadia had been in a relationship with Omar for five years. They also noted the relationship had continued after Sadia's return from Pakistan where she had married. The relationship with Omar had been hidden from her father but her mother Fatima knew about it and encouraged the couple to remain in a relationship. Fatima had apparently told Sadia to move in with Omar. They had done so on 7th December. They left their new address on the afternoon and when they returned, they found damage to the glass in the front door. They believed Sadia's father had caused the damage but had no proof of this. Omar had then started to receive threatening phone calls from Bilal. The officer recorded that neither Sadia or her boyfriend would provide statements. They did not want Bilal prosecuting but just wanted him speaking with and given a harassment warning. They also said they wanted Bilal to understand they had a choice to have him arrested but they chose not to. They wanted him to accept that they were a couple.
- During the police visit, Sadia gave a lot more details about their family. They believed Bilal was using his daughters to marry his nephews as a means of getting men into the UK. Sadia had married Asif (the perpetrator of Fatima's murder) in Pakistan. Sadia had asked her father if she could get a divorce from her husband, but Bilal's response had

been 'if she paid him £5000.00' which was the cost of her wedding, though he finished the conversation with refusing her the divorce anyway. She told police that her husband, Asif, telephones her every day and so she has now deleted his number. The incident was assessed as 'standard'. It was reviewed and changed to 'medium' the next day. The Independent Author of this review believes this was a 'high risk' incident. This was a missed opportunity and further comment will be made in the analysis section of this overview report.

- On the same day, at 10.52pm, Bilal's daughter, Aqsa (then aged 18 years) rang police to report her father had received threatening phone calls to kill him. He believed Omar was responsible. The call from Aqsa was made only 14 minutes after Omar had reported the threats to him and Sadia. The message updated by police states:
'Bilal has arranged marriages for two of his daughters in Pakistan back in 2012 and 2013. Both sisters already had boyfriends in the UK. Following their return to the UK they have continued the relationships with their boyfriends unbeknown to their father. Their mother has been aware and has encouraged them to continue seeing their boyfriends and hidden it from her husband.'

The police issued Bilal with a harassment warning. Sadia and Omar would not give statements to police and stipulated they did not want Bilal arrested so the officer recorded the outcome linked to their wishes. The police made a referral to Children's Social Care. Children's Social Care state they did not receive a referral, but the police state their records are clear that a referral was made. Further comment is made within the 'analysis' section of this review.

- On 17th May 2016, Mariam rang the police at 11.05pm to report she believed she was being followed by two men in a white van. An officer attended her address, but she refused to speak with them. The officer then spoke with Fatima who stated her daughter had been having mental health problems. The police records indicate the officer carried out a check on the registration numbers. Three PNC (Police National Computer) checks were made and all potential vehicles had legitimate reasons to be at the location. The police message was closed as 'referral to mental health team.'
- On 4th May 2017, a member of the public reported Fatima's son, Imran (then aged 17 years) had thrown a stone at their window. Imran was the ex- boyfriend of the caller's daughter. He was arrested but the caller would not provide a statement, so Imran was not prosecuted.
- On 3rd July 2017, Omar rang '999' to tell police that his girlfriend, Sadia, had texted him. Bilal had put Sadia in a car against her will and

taken her to his home address. A second call was also received by police at this time relating to a disturbance in the street. Then a third call was received regarding a group of people fighting and a knife was mentioned. Police attended and summarised the incident:

Sadia had attended her husband's (Asif) address with Omar her boyfriend. They wanted to collect some of her personal property. Asif refused them entry. Bilal had then arrived. He chased Omar along the street while carrying a wooden stick. Asif left the address with a knife and also began to chase Omar. Omar had fled the scene. Sadia voluntarily accompanied her father to the family address with a view to sorting things out between them. Following this incident, Bilal and Asif were arrested for affray. Both were interviewed and denied the offence. Sadia and Omar would not provide any statement and so no further action was taken. Sadia disclosed to police that she married Asif in Pakistan three years ago. Asif moved to the UK approximately one year ago, but Sadia had not been with him as she is living with her boyfriend. No referrals were completed, and the incident was closed with 'finalised: the victim does not want any outside agency support.' Once again, this incident was not assessed as high risk despite the chasing of a male with weapons and the initial allegation of Sadia being taken against her will. Nor was there any referral to the Immigration Service regarding Asif's circumstances. Further comment will be made in the analysis section of this overview report.

- On 27th July 2017 a member of the public reported her 15 year old daughter missing. She told police she believed her daughter was with Imran who was 19 years. (In fact, Imran was only 17 years old at that time). The missing girl was found safe and well in Imran's company at an address occupied by Asif. The incident was referred to the MASS team via email (Multi Agency Screening Service).
- On 25th August 2017, police received information from Children's Social Care that Imran was having a sexual relationship with a 15 year old girl 'and possibly grooming her for sex with others.' A specialist officer was assigned to investigate the case. The 15 year old confirmed she'd had sex but was reluctant to support a prosecution. Imran was arrested and admitted the offence. He was issued with a caution and placed on the sex offender's register for two years. Further information was received from Children's Social Care on 11th October indicating that Imran was in a sexual relationship with a 15 year old girl. After enquiries, police confirmed this was the same intelligence as the incident in August and no further action was taken. On 1st December 2017, Imran was stopped at Manchester Airport while attempting to travel to Pakistan. He had breached the conditions of his Sex Offender

Order by not notifying the authorities of his travel. He received a caution for the breach.

- On 7th December 2017, police received information from the 'Sunrise' team. (This is a multi-disciplinary team comprising police officers, social workers and health professionals providing a joint approach to child sexual exploitation). The information indicated Imran may have resumed his relationship with his underage girlfriend. The information generated no further police action and was closed with the comment 'the female has since turned 16 and is in a consensual relationship with Imran.' It is unclear from the police records if anything was done with the earlier information about Imran grooming the girl for sex with other men.

2.3.6 Children's Social Care

- On 4th February 2010, Children's Social Care received a referral via the Health Visitor, originating from the Accident & Emergency department at the hospital. This related to the assault on Fatima by Bilal. The police confirmed with Social Care that there had been eight previously recorded domestic abuse incidents with the couple. Social Care had not been made aware of these incidents prior to this date. After initial assessment, the recommendation was that the case be closed with a Common Assessment Framework (CAF) completed by a Greater Manchester Police. (At that time Greater Manchester Police employed a 'CAF' worker). This early closure does not appear to match the severity of the incident (many physical injuries together with 'strangulation') plus the extensive previous domestic abuse history, when there are five children in the house aged 23 months to 17 years.
- On 23rd August 2011, police made a referral to Children's Social Care after Imran had dialled '999' alleging his mother had hit him with a stick. Police enquiries stated that Fatima had chastised Imran and had been holding a wooden spoon at the time. The case was closed to social care after Fatima declined support.
- On 7th March 2012, the school reported that Imran was afraid to go home. He had received a text from his older sister that his father was going to hit him. There were also allegations that the father hit all of the children. A joint visit took place at the home between police and social care. Full details of that initial visit are provided in the police IMR. In summary, the children all confirmed they were occasionally physically chastised. There were no criminal matters and police took no further involvement. Fatima disclosed Bilal did not live in the family home following the previous domestic abuse incidents but does visit regularly. The case remained open to Children's Social Care for three

months. The comments made by the children confirmed they were afraid of their father. The comments also clearly indicated they had witnessed domestic abuse from Bilal towards Fatima. The case was closed following dedicated support work from the Family Support Service.

- On 29th June 2012 a referral was received by Imran's school. Issues listed on the referral included: his grandmother had been killed in Pakistan, an attack on a paternal cousin with a gun (believed also in Pakistan) and allegations that his maternal uncle and his wife beat him with sticks (which apparently Imran's mother had encouraged). Following an initial assessment, Imran retracted his allegations. A referral was made to the Child and Adolescent Mental Health Service (CAMHS) and the case was closed on 12th July 2012. The notes do not detail the reasons Imran withdrew the allegation but despite the physical abuse allegations and the context of a murder in the wider family there, no strategy meeting was convened and so no progression on to a full (section 47) child protection assessment. This was the second time in ten months Imran had made allegations about the use of implements to strike him.
- On 31st March 2014 a referral was received from the police following an incident between Mariam (aged 20 years) and her boyfriend, Jamal. Mariam had threatened to stab herself in the stomach. The family had intervened, and an adult had been injured while trying to remove the knife from her. An initial assessment was undertaken by Children's Social Care (in relation to the three children living in the house). The case was closed once mental health services were involved with Mariam, with the notes stating this was an 'isolated incident.' A more thorough assessment (i.e. contact with health services) may have uncovered other factors in particular regarding two forced marriages. However, Children's Social Care had no reason to consider this and the onus was clearly on health services to provide the information.
- On 14th January 2016, a referral was received from a third party alleging Imran puts his penis through the letterbox at home and that his 7 year old sister touches it. Children's Social Care did not open the case as it came from a third party. They asked Imran's school to speak with the boy. They also asked Iram's school to be vigilant to observe her behaviour or comments/drawings etc. A more robust response would have been for the school staff to ask Iram what had happened.
- On 3rd February 2016, a referral was received from the police relating to threats and damage involving Bilal threatening the boyfriend of his adult daughter, Mariam, and damage being caused to their home. Mariam had been married in Pakistan but had continued the

relationship with her boyfriend, Jamal. Bilal had been issued with a 'harassment notice' by the police. The case was closed.

- On 5th December 2017, a referral was received regarding Imran being a registered sex offender and that he had tried to travel to Pakistan in contravention of the conditions of the order. The assessment confirmed he had been in a sexual relationship with a girl a little younger than him who was nearly turning 16. Therefore, the assessment was concluded once established that Fatima was able to safeguard her children.

Section 3: Family involvement and analysis

3.1 Family involvement and perspective

- 3.1.1 It has been difficult to engage with the family during the Domestic Homicide Review process. Clearly the family are grieving. The first attempt at contact was made in July 2018 by a telephone call from the police Family Liaison Officer. This method of introduction was used as the FLO had built a relationship with the family, and the Independent Chair assessed this as the most appropriate way to make that initial contact. The family did not want to speak with the Independent Chair at that time. They felt matters were too 'raw' and politely declined to be involved in the DHR process.
- 3.1.2 In September 2018, after the conclusion of the criminal trial, the FLO was again asked to ring the family on behalf of the Independent Chair. At the Chair's request, the Family Liaison Officer spoke separately to the husband of the victim and with the two eldest daughters. They were informed of what a Domestic Homicide Review was trying to achieve and that the Chair really believed they could make a valuable contribution to the review. Again, the family politely declined to be involved in the process, stating that they were simply trying to rebuild their lives.
- 3.1.3 On 25th October 2018, the Independent Chair personally signed three separate letters addressed to the husband and two eldest daughters of the victim. The letters offered condolences at their tragic loss and outlined the role of the Domestic Homicide Review. The offer was for them to meet the Chair at a time and location of their choosing. The letter confirmed that the panel would very much like the family to be part of the process. No response has been received to the letters and so we must assume the family do not want to be to be involved and their clear wish for privacy should be respected.

3.2 Analysis.

- 3.2.1 Over 90% of female victims murdered during a domestic homicide, are killed by partners or former partners. Only 7% are killed by a wider family member. The murder of Fatima by her son-in-law falls within the latter category.
- 3.2.2 Fatima had suffered a long history of domestic abuse at the hands of her husband Bilal. Much of this violence had been witnessed by their children.
- 3.2.3 Both of the couple's eldest daughters had been forced into marriage in Pakistan.
- 3.2.4 In order to fully analyse the events and agencies' responses to these events we should refer to the terms of reference for this review:

What appears to be the most important issues to address in identifying the learning from this specific homicide?

- 3.2.5 The Domestic Homicide Review panel noted the extensive history of domestic abuse perpetrated by Bilal towards Fatima. The first recorded incident being reported to the police was in 2001. The comments confirm there was an allegation of strangulation but states 'children present, no arrests made.' No referral was made to Children's Social Care which is a concern given that the incident record itself confirms the children were in the house at the time.
- 3.2.6 There were eight domestic abuse incidents reported to police between 2001 and 2010. These included the strangulation and also a 'threat to kill.' Some are allegations of assault but are finalised as 'verbal argument.' It is difficult to analyse further as Greater Manchester Police have updated their systems and so full records of safeguarding actions are not available. Nevertheless, Children's Social Care confirm they did not receive any referrals regarding the welfare of the children prior to the incident in 2010. Likewise, there are no records to indicate Bilal was arrested and prosecuted for any of the incidents between 2001 and 2010. The response from the police during these earlier incidents therefore can only be assessed as poor.
- 3.2.7 In January 2010 police were called to a domestic abuse incident and took positive action. Bilal was arrested and charged. Referrals were made to Children's Social Care and Fatima was taken to hospital. Even though medical notes at the hospital confirm the severity of the incident, no member of staff completed any risk assessment. This would give the indication of the likelihood of further incidents and whether the victim was at risk of significant harm. This is mirrored in the response at the GP Practice which also did not complete any kind of risk assessment despite notes of strangulation and multiple bruising on Fatima's arms, legs, ear and eye.
- 3.2.8 There is evidence of good practice by clinicians during subsequent home visits by the Staff nurse and the Health visitor. They completed a holistic assessment of the family including the relationship status and proactively contacting the Probation Service to check on any court orders.
- 3.2.9 The response by the Probation Service to Bilal's first conviction was good and complied with national standards. As well as contacting the police and Children's Social Care, the Probation Officer also seized an opportunity which presented itself, to speak with Fatima alone. Bilal completed his 12 month Community Order with no issues.
- 3.2.10 Although police did not refer earlier incidents to Children's Social Care at the time they occurred, they did refer the incident in 2010. At that time police also gave a summary of the earlier domestic abuse incidents (taking place

over several years) to Health Services. Health Services forwarded this information to Children's Social Care. Although Children's Social Care then had a significant history of domestic abuse (including the children being present during the violence and abuse) they closed the referral after only 16 days. It is true that the assessment acknowledged Bilal was not then living in the family home. But there was insufficient intrusion and planning in the longer term to look after the welfare needs of the children who had clearly been living for many years in a home where they frequently witnessed domestic abuse.

3.2.11 There are other incidents and patterns involving the children that also suggest a lack of scrutiny and intrusion by agencies. Health staff note many incidents of burns to the children, the younger child had issues with poor weight gain, decayed teeth, impetigo and 'painful shyness' or not wanting to discuss her home life. The son made allegations of being beaten with a stick and the children were present when their older sister was threatening to self-harm with a knife. There was also an incident referred regarding the murder of their grandmother in Pakistan. Each of these issues taken separately are a cause for concern. When considered together they suggest the need for a full assessment of the needs of this family. During a review, we must be careful to avoid hindsight bias. We now have access to a range of information from across agencies. However, if a full assessment had been undertaken then this could have led to more prolonged and coordinated agency activity to support the family and may have presented an opportunity to uncover other concerning events that later transpired. But this information was not shared with Children's Social Care.

3.2.12 Fatima attended her GP after the serious assault by her husband in 2010. She later presented several times with 'low mood', depression or stress. Not all attendances were linked to her suffering domestic abuse. She was prescribed anti-depressants. However, it was only on her fourth visit that the GP discussed any form of mental health support or counselling. This was a missed opportunity to get the right support to Fatima who may have disclosed other issues. However, even when such services were discussed, Fatima was reluctant to take this route.

Consider cultural or religious aspects relating to this homicide and whether there was evidence of 'Honour Based Violence' or other issues relating to equality and diversity.

3.2.13 Data from the government's Forced Marriage Unit gives an indication of the scale of forced marriages within the UK. In 2017, there were:

- 1196 cases referred to the unit.
- 29.5% of cases were with victims in the 18-25 age bracket
- the highest proportion of cases were in London (29.3%)
- 12.2% of cases were reported from the North West of England
- 36.7% of cases were linked to Pakistan (the biggest figure of any single country)

3.2.14 Since June 2014, Forced Marriage has been a criminal offence: '*A Forced Marriage is one in which both spouses do not consent to the marriage and violence, threats or any other form of coercion is involved. Coercion may include emotional force, threat of physical force and financial pressure.*' (Forced Marriage Unit annual report 2018).

Although designated a criminal offence in 2014, the issue of forced marriages has been well known to agencies in the UK for many years. Allegations of Forced Marriage and Honour Based Violence relating to this family began to surface several years ago. We know from GP records that the family regularly travelled to Pakistan to visit relatives. Bilal also owned property in Pakistan.

3.2.15 Bilal had been born in Pakistan in 1967. He lived there until 1992 when he married Fatima. Fatima had been born in Pakistan but had moved to the UK with her parents and siblings when she was still a young child. She had grown up in the UK and was a naturalised British citizen. As a young woman, Fatima accompanied her family back to Pakistan and she was introduced to Bilal. The marriage was arranged. We cannot say whether the marriage was forced. We cannot assess whether Fatima was in full agreement or felt obliged to please her parents by marrying Bilal as they had arranged between the two families. We do know that several months after the wedding, Bilal accompanied Fatima back to the UK and they then began their married life together, initially living in the West Midlands before moving to Rochdale in 1993. They had five children together; four daughters and a son. Most of Bilal's extended family remained in Pakistan and he visited the country often to see family and to maintain property he owned there. The whole family spent extended holidays in Pakistan.

3.2.16 The first report of a forced marriage taking place was made on 30th March 2014, Fatima's second eldest daughter, (Mariam aged 20 years), was assessed by the RAID mental health practitioner. She had been referred after presenting at Fairfield General Hospital with low mood, feeling helpless and hopeless. Mariam had made disclosures of domestic abuse, forced marriage, honour based abuse and rape. She disclosed to professionals that she had accompanied her family to Pakistan in the summer of 2013. She had been introduced to a cousin and was told she would be marrying him. She described how her father threatened her (including by shooting

her) if she did not comply. The marriage had been arranged with Bilal's siblings who still resided in Pakistan and Mariam was forced to marry her cousin. The rape allegations stemmed from her disclosure to professionals that she was made to have sexual intercourse with her new husband to consummate the marriage.

- 3.2.17 Mariam already had a British boyfriend. Her new husband remained in Pakistan due to visa restrictions and she returned to the UK. On her arrival home she continued her relationship with her long term boyfriend, Jamal. She tried to hide this from her family but when her father found out she had suffered further abuse and was controlled and not allowed to see her boyfriend. (We also know now, but not reported to professionals at that time, that Mariam's older sister Sadia, had also been forced to marry a cousin in Pakistan on the same day as Mariam. It was a 'double' wedding. Sadia's new husband was Asif – the perpetrator of Fatima's murder).
- 3.2.18 The notes from Pennine Care NHS Foundation Trust give many details of the circumstances of the case, the abuse and the control. The notes state that a Safeguarding Vulnerable Adults inter-agency referral form was completed and shared with Adult Social Care. However, all supplementary notes are missing. There is no record on police systems of them receiving any referral. This is a significant concern. There are serious criminal allegations being made with clear ongoing safeguarding concerns, but the police were not informed. They had attended the initial incident regarding Mariam threatening to harm herself with a knife. She had been taken to hospital and then transferred to specialist mental health services where the disclosures of forced marriage had been made. The police incident had been finalised once she was assessed by mental health linked to the self-harm. (Police did reopen the incident the following day to speak with Mariam, but this was only relating to whether there were any ongoing problems between her and her boyfriend). Nor did the mental health services make any referral to Children's Services. There were two other sisters (aged 17 and 6 years) living at home. The issue of forced marriage should have been referred to Children's Services as these two daughters were also at risk. (Children's Social Care did receive a referral from the police, but this only related to the incident with the knife).
- 3.2.19 The police were actually made aware of the marriage five months earlier in October 2013 when Mariam had reported a separate incident. On that occasion she did not describe a forced marriage but did tell officers she had been in a relationship with her British boyfriend for several years, but her family did not approve. She stated she had been taken to Pakistan to be married but that she had telephoned her boyfriend every day, continuing their relationship. However, on returning to the UK she had ended the relationship, but her boyfriend had reacted by threatening to show photographs of the two of them kissing to her father. The argument between

them was why police had been called initially. This raises the question of the thoroughness of the police response. Even though Mariam did not use the phrase 'forced marriage' at that time we can note that she is in a relationship to which her family do not approve and that she is then 'taken' to Pakistan to be married and continues regular telephone contact with her existing boyfriend. There is nothing on the police records to evidence whether Mariam was ever asked if the marriage earlier that year was forced. This is still the case when the incident was passed to a specialist officer to continue with the enquiry. The police report was closed on 22nd October 2013 with the comments '*I have considered the HBV implications in this case and asked the DV support worker from VSS to make contact to try to cover this element, however she did not wish to engage with the support worker.*' This incident was assessed by police as a 'standard risk.' This is wholly inadequate. The officer clearly has concerns that 'honour' may be a factor in this case. They do reference an 'enhanced' risk assessment, but this does not result in further multi-agency involvement. The phrase 'cultural issues/conflicts' is used twice in the police summary. This is a high risk incident. It should be assessed as such and 'culture' is not a helpful description when the cause is 'honour'. This incident should have been referred to the Multi-Agency Risk Assessment Conference (MARAC) which discusses the very highest risk cases of domestic abuse. A MARAC would have facilitated a full sharing of information and could have led to actions to specifically task a support worker to visit Mariam, irrespective of her wishes. The visit could have been arranged at a neutral venue to protect her. We can see from the hospital attendance several months later how Mariam was able give extensive disclosures about the forced marriage and rape to a non-police agency.

- 3.2.20 Three weeks after the closure of the police incident, Mariam attended Rochdale police station and reported she was at risk of Honour Based Violence from her family following being forced into marriage in Pakistan a number of months previously. Initially, Mariam stated she wanted to leave the family home. She also said her father had told her 'he would kill her and go to prison for it, as it was an embarrassment to the family.' Mariam told the police officer she had left a note explaining she was leaving. She had attended the police station as she feared repercussions. The police incident log details the forced marriage which took place in July 2013 in Pakistan. Her request was for her parents to be informed she was safe and for her father to be advised to stay away from her. Despite the threats to kill, the forced marriage allegations and the clear 'honour' context, this case was still assessed as 'medium risk.' This cannot be the correct risk level. The officer notes Mariam 'refused to allow us to speak to the father.' This contradicts her earlier wish to advise him and of course she has already left a note at the family home saying that she is leaving. She has already placed herself at significant risk of harm. The decision whether to intervene and investigate her father for threats to kill and assault are a police consideration and not

one to simply be left to the victim. As it was only assessed as 'medium risk' this incident also did not progress to a MARAC where there could have been a multi-agency assessment of her needs and a wider assessment of the family circumstances. It should be recognised that police carried out some good practice in the following weeks (e.g. advice around keeping her mobile phone with her or providing voluntary sets of her DNA and fingerprints) but police should have shared this information with other agencies for a more holistic approach. MARAC exists in a recognised and proven format to protect those 'at risk of homicide or significant harm.'

- 3.2.21 There is evidence of further control within the family linked to forced marriages by the eldest daughter, Sadia's attendance at her GP practice twice in late 2015. She attended on 23rd November for a diabetic review. Although she was a 23 year old woman, it is recorded she was accompanied by her husband during the consultation. The same thing occurred three weeks later on 14th December when she attended for the same reason. Not only was her husband recorded as being present, but he also insisted on giving the medical history.
- 3.2.22 The issue of forced marriage and honour was raised again within the family when a call was made to police in December 2015. Sadia's long term boyfriend, Omar, rang '999' after Bilal had contacted him and Sadia threatening to kill them both. The call details the marriage in Pakistan, the hiding of the relationship with her boyfriend, Sadia's belief that her father was using his daughters to get married to his nephews, so that he could bring the men into the UK. Despite this and the threats to kill, this incident was assessed as a 'standard risk' of domestic abuse. The risk level was later reassessed but even then, was only set at 'medium' risk. The father was warned for harassment and a referral was made to Children's Social Care. However, the actual referral was not sent for two months (received by CSC in February 2016) and even then, was marked as 'for information and advice.' Given the delay and that the referral only referenced a harassment warning to the father, Children's Social Care did not proceed to full assessment. Agencies now had confirmation of two forced marriages and threats of extreme violence and coercion against two of Bilal's adult daughters but with poor communication this was not acted upon. With Sadia's allegations it was clear that the other two sisters (then aged 18 and 7 years), plus the son (then aged 16 years) were at risk of being taken overseas and forced into marriage.
- 3.2.23 In July 2017, Omar again rang police to report Bilal had put Sadia in a car against her will. (Other calls to police at this time described a fight in the street and mention of a knife). Police attended and found not only Bilal but also Asif (Sadia's husband from her forced marriage) was involved. Both men were arrested for affray. Sadia again confirmed the circumstances of her marriage and that her father wanted her to live with her 'husband' and

not her boyfriend. Sadia also said that although she had hidden the relationship with her boyfriend from her father, she had told her mother and Fatima was supportive of her. She also told police that although Asif had arrived in the UK about a year ago, she had not been living with him. Police do not appear to have shared this information with the Immigration Service. If Asif was being 'sponsored' on his visa by Sadia as his 'wife' then he may have been in breach of the conditions of his visa. Neither Sadia or Omar would provide any witness statement. The case was concluded with no further action against Bilal or Asif. Police checked CCTV and conducted house to house enquiries which did not produce additional evidence. We do not know if the case met the evidential threshold to pursue a charge of affray as the matter was never put to the Crown Prosecution Service for a decision on an unsupported prosecution. We know there will have been several '999 calls' and officer's own witness testimony of what they observed upon their arrival.

3.2.24 Since the murder of their mother, the daughters have given a lot more information to the police about the circumstances of their upbringing; the witnessing of domestic abuse perpetrated by their father towards their mother, the additional tensions that Bilal suffered through his contacts with his own extended family in Pakistan and the threats used to force the daughters into marriages. Much of this was not available to agencies directly during the preceding years. However, there was sufficient information for agencies to have taken a more robust style of intervention and assessment and coordinate multi-agency activity much more effectively.

Did the victim's or perpetrator's immigration status have an impact on how agencies responded to their needs?

3.2.25 Fatima was a naturalised UK citizen and had lived here most of her life. Although Asif was from Pakistan and here temporarily on a 3-year 'spousal visa' there is nothing to suggest he was treated any differently by any of the agencies who dealt with him.

Was the victim subject to a Multi-Agency Risk Assessment Conference (MARAC)?

3.2.26 Fatima was never discussed at any MARAC. The last known incident of her suffering domestic abuse at the hands of Bilal was in 2010. The case did not progress to MARAC but was dealt with effectively in terms of action taken against her abuser and referrals made to Children's Services. There was no history whatsoever of violence by Asif perpetrated towards Fatima and so no reason for MARAC involvement. There were several missed opportunities for the cases of the two adult daughters to have been discussed at MARAC, but no agency referred them to this forum.

Was the perpetrator subject to Multi-Agency Public Protection Arrangements (MAPPA)?

3.2.27 Asif had only lived in the UK a very short time. He had only one contact with a UK criminal justice agency prior to the murder (his arrest for an affray in company with his father-in-law; Bilal). This did not lead to any MAPPA involvement.

Was the perpetrator ever subject to the Domestic Violence Disclosure Scheme (DVDS) or subject to a Domestic Violence Protection Notice / Order, (DVPN / DVPO) or ever part of a domestic violence perpetrator programme?

3.2.28 Asif was never involved in any schemes to manage domestic abuse.

Did the victim have any contact with any domestic abuse organisation, charity or helpline?

3.2.29 Fatima declined support from any support organisations.

3.3 Equality and diversity.

3.3.1 The issues of forced marriage and honour based violence feature throughout this review. These are clearly linked to protected characteristics of race, religion and marital status. There were no issues identified by any agency relating to age, gender, sexual orientation, disability, pregnancy or gender reassignment.

Section 4: Conclusions and recommendations

4.1 Conclusions

- 4.1.1 There was a great deal of involvement with this family by several agencies over many years. The interventions by professionals together with any shortcomings have been identified and analysed. Some practice was effective, and professionals acted within the guidelines and procedures of their respective organisations.
- 4.1.2 Multi agency working in terms of referrals, missing records and communication regarding different accounts of incidents and events was not as effective as it should have been.
- 4.1.3 In particular, risk assessments were poor. In terms of Health organisations these were non-existent in domestic abuse cases. For the police, they lacked sufficient rigour and oversight to the extent they did not capture the true level of risk presenting itself. This meant a lack of coordinated multi-agency intervention.
- 4.1.4 Not all incidents were referred to Children's Social Care. Some of those that were referred appear to have been closed prematurely or interventions (e.g. CAF) were not appropriate to the level of risk factors.
- 4.1.5 There are several references within agency records relating to '*cultural issues*.' These range from marriages overseas through to what is described as 'over chastisement' of the children. Professionals should have confidence in their risk assessment and intervention processes. Practising equality, diversity and sensitivity are positive attributes but must not cloud judgement and observations, nor prevent effective practice to deal with what is in front of the professional and requires direct intervention.
- 4.1.6 The perpetrator was 'sponsored' by his wife on a 3-year 'spousal visa.' Even though his wife disclosed they no longer lived together, this information was not passed to the Immigration Crime Enforcement Team for consideration of subsequent actions.
- 4.1.7 Despite open disclosures from two young women that they had been forced into marriages, neither received specialist advice on how to annul the marriage or other practical issues relating to their marriages.
- 4.1.8 One adult daughter disclosed being forced into a marriage, threats made by her father and a subsequent rape offence when she had to consummate the 'marriage'. This was referred from the hospital to Adult Social Care. However, the records are now missing and there is no audit trail of what happened to intervene in these serious allegations nor of safeguarding issues likely to affect the other children.

- 4.1.9 We must remember that although there was a great deal going on within this family; (domestic abuse, potential neglect, forced marriage and honour based violence), most of this was not specific to the relationship between the victim Fatima and her son-in-law, Asif. Fatima did know about her eldest daughters continuing their relationships with their long term boyfriends after their marriages to other men in Pakistan. She supported them despite the possibility this might have been viewed as shameful by some within the local community. Her comments linking them to her life experience are perhaps an indication that she wanted a better life for her children.
- 4.1.10 Agencies were not involved with the family in the weeks before the murder. We know now that Asif became enraged when he learned of Fatima assisting her daughter (his wife) to move out away from the marital home.

4.2 Recommendations

- 4.2.1 All agencies should review their arrangements for risk assessment processes linked to domestic abuse cases. There is ample evidence during this review that some agencies' processes were not effective at identifying risk; in others there were simply no risk assessment procedures in place.
- 4.2.2 The Community Safety Partnership should commission multi-agency training linked to issues of forced marriage and honour based violence. These are complex cases that require early identification, intervention and referral. Training should include Forced Marriage Protection Orders, the criminal offence of 'forced marriage', an appreciation of the significant harm that can take place and of divided family loyalties.
- 4.2.3 The Community Safety Partnership should coordinate awareness raising of forced marriage within the local community. This is a sensitive topic and communities have different interpretations of what constitutes an arranged marriage and when this becomes a forced marriage. The new definition on forced marriage is clear on issues of coercion, emotional abuse and financial control. This recommendation could include prevention work within a variety of arenas.
- 4.2.4 The Community Safety Partnership should ensure there are referral pathways to the Immigration Service when professionals encounter issues of forced marriage and allegations that one party may be subject to immigration restrictions linked to the marriage.
- 4.2.5 Adult Social Care should provide reassurance that (post Care Act 2014) their procedures and protocols reflect a referral, information sharing, assessment and intervention process that is clear to all agencies who may need to link in with their service for an adult at risk of harm.

References:

- 'The Care Act 2014 factsheets' (HM government April 2016)
- 'The depths of dishonour: hidden voices and shameful crimes – an inspection of the police response to honour based violence, forced marriage and female genital mutilation' (HMIC report December 2015)
- 'A guide to Forced Marriage Protection Orders' (Forced Marriage Unit FCO/Home Office 2016)
- 'The multi-agency response to children living with domestic abuse' (HMICFRS, HM Inspectorate of Probation, CQC, Ofsted September 2017)
- 'Multi-agency statutory guidance for the conduct of Domestic Homicide Reviews' (Home Office December 2016)
- 'The Social Worker's guide to The Care Act 2014' (Pete Feldon 2017)
- 'Working Together to Safeguard Children' (Dept. for Education Children Act 1989 updated guidance 2018)