

Listening and learning:

Improving support for victims in Cambridgeshire



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“Treat us like a human being and not a crime reference number”

(Female victim of domestic abuse)

1 Executive summary

This report was researched and written by the victims' services advocates (VSA) project.

The VSA project was commissioned by the former Victims Commissioner in anticipation of the arrival of the police and crime commissioner (PCC) for Cambridgeshire.

Introduced by the Police Reform and Social Responsibility Act 2011, elected PCCs will replace police authorities across England and Wales from November 2012.

This report aims to:

- summarise current support for victims in Cambridgeshire
- identify what victims need from local services
- propose a course of action by the PCC to meet these needs

1.1 The report was commissioned to look particularly at the needs of the following groups:

- victims of antisocial behaviour
- victims of domestic abuse
- victims of sexual violence
- victims of hate crime
- people bereaved by murder and manslaughter
- young victims of crime.

1.2 Five sources of information contributed to the findings of this report:

- a mapping exercise to identify current services for victims in Cambridgeshire (see appendix 6)
- the contribution of local organisations and stakeholders
- focus groups and interviews with victims of crime
- a review of statistical data, mainly from the British Crime Survey
- existing local evidence and research on victims of crime

1.3 This information told us that:

1.3.1 Support for victims is provided by agencies in both the statutory and voluntary sectors, with partnership arrangements in place to progress joined up working arrangements. The provision of support is much more developed around those assessed as high risk, with fewer services available for those assessed as lower risk.

1.3.2 The victims that we spoke to told us that getting communication right was crucial, as well as providing services that are responsive to individual need, flexible in their approach and developed collaboratively to effectively support the victim.

1.3.3 In Cambridgeshire, progress is being made in taking a victim-centred approach, and the benefits are recognised by all agencies. The development of this approach is on going, but commitment to this is reflected in partnership working and individual agency service delivery.

1.3.4 As a police force area, overall Cambridgeshire's crime rate is lower than the national average, however there are areas that have significantly higher crime rates. In addition, the positive perception of agencies dealing with issues and seeking local people's views, fell significantly between 2009/10 and 2010/11.

1.3.5 The main concern expressed by stakeholders in Cambridgeshire was the increasing pressure on local services to deal with the needs of all victims and the limited resources available to do it. Resources are having to be focused on those seen as highest risk, despite stakeholders awareness of the benefits of supporting those assessed as lower risk and early intervention to prevent escalation.

- 1.4 Looking in more depth at the needs of Cambridgeshire victims and witnesses in the key crime categories, we further identified that:
- 1.4.1 Victims feel that the impact of anti-social behaviour needs to be taken more seriously by agencies, and any assessment of victims' needs should focus in particular on the impact that the anti-social behaviour is having on their lives. There is a need to develop a countywide consistent approach for assessing victims' needs.
- 1.4.2 Victims of domestic abuse benefit from flexible and adaptable services which fully support their needs. There is a need to look at the capacity of all services, and in particular those providing support to victims that are assessed as low and medium risk, as these services often deal with victims who do not wish to involve statutory agencies.
- 1.4.3 The victims that we spoke to praised the services providing support for victims of sexual violence. However, there are issues relating to the capacity of services to deal with the volume of victims of sexual violence, as more people come forward to seek help and support.
- 1.4.4 There are a small number of services providing support to those people bereaved by murder and manslaughter. Further research into the demand and capacity of services working in this area is needed, particularly in regards to access to counselling, therapy and support for children and young people.
- 1.4.5 Services for victims of hate crime are very small in number, and across the county are subject to time limited or year-on-year funding negotiations. Victims of hate crime feel that providing services that offer support to deal with hate crime, plays an important part in sending out a clear message that it will not be tolerated within society.

- 1.4.6 There are a small number of services providing support to children for specific crime types, as well as a number of agencies that provide support to children and young people, in relation to any issue they may have. Further local research is required in order to determine the exact nature of the need for support for children and young people. However, based on the expected population growth in young people in Cambridgeshire, it is likely that the need for these services will increase. A starting point for any service wishing to engage with young people is to build up trust and establish relationships based on mutual respect.



- 1.5 Taking into account the findings of this report and the duty on PCCs to obtain the views of victims of crime before setting their policing plan, this report proposes the following actions to address the issues identified in this report:

1.6 Proposed actions

- 1.6.1 The PCC should oversee the co-ordination and collection of countywide data and information on the needs of victims, and the services available to meet these needs. The aim should be to identify the gaps so that steps can be taken to address unmet need.

Currently information on the needs of victims and the services available to meet these needs is not held centrally anywhere in Cambridgeshire. The mapping exercise undertaken as part of this project is the baseline that should be expanded upon, and updated as the provision of services changes across the county. This will enable any gaps in services to be more easily identified, when it comes to service commissioning.

- 1.6.2 The PCC should work with other commissioners in Cambridgeshire, to ensure that appropriate, relevant services are available to victims. They should prioritise services which are able to meet the needs of victims as they change, and encourage services to work together.

Victims' needs are not fixed either in relation to crime types or over time. As a result it is unlikely that one service will ever fully meet the changing needs of a victim. Recognising diverse needs, and encouraging services to work together to meet them, will also ensure that any specialist services are not lost as a result of the commissioning processes.

- 1.6.3 The PCC should ensure that effective consultation and engagement is undertaken with victims. The aim should be to expand upon the understanding of what victims' needs are, how they can be met and how relevant information can be communicated to all residents across Cambridgeshire, about the services available.

Consultation and engagement needs to be carried out with a range of victims, using methods that allow all residents in Cambridgeshire to take part. The use of satisfaction surveys does not promote an in-depth understanding of the needs of victims, as the focus is on quantifying responses rather than listening to the voices of victims.

- 1.6.4 The PCC should ensure that a victim-centred approach is taken by all services. This means that all aspects of the support offered, including communication, aim to meet the needs of victims, rather than simply addressing the crime itself.

A victim-centred approach is under development across several crime types in Cambridgeshire. However, restricting this approach to specific crime types means there are still inconsistencies in the services provided. Communication need to be a key element of a victim-

centred approach, as this is one of the areas that appears to have the biggest impact on the engagement of the victim.

- 1.6.5 The PCC should champion the roll-out of a joined-up, county wide approach to victim needs assessment and support. This should include setting clear referral pathways, promoting joined-up working between services, and ensuring effective handovers between services as the individual needs of the victim change.

Across Cambridgeshire there are a number of assessment tools in place to access the needs of victims. This makes it difficult to determine on a county wide basis where gaps in service exist, both geographically and also in terms of levels of assessed risk. If a common assessment tool was used to determine victim need at regular intervals, alongside the internal assessments of agencies which are service specific, more information would be available to shape referral pathways to meet victims' needs.

2 Introduction

2.1. Police and crime commissioners

Introduced by the Police Reform and Social Responsibility Act 2011, elected police and crime commissioners (PCCs) will replace police authorities across England and Wales from November 2012. In London the Mayor's Office for Policing and Crime took on this role from January 2012.

PCCs will be elected by the public to hold chief constables and their force(s) to account. PCCs will be responsible for setting the police force's strategic priorities, cutting crime and ensuring that policing is efficient and effective. PCCs will also be responsible for appointing the chief constable.

PCCs will be expected to work with a range of public, private and voluntary partners working in criminal justice, community safety and public protection. It will have a significant role to play in the commissioning of some local services¹ which may include services for victims of crime².

PCCs will also have a specific duty to obtain the views of victims of crime³ before setting the local policing plan. This gives an unprecedented opportunity for victims to influence the services they get.

2.2. This report

This report was researched and developed by the victims' services advocates (VSA) Project. The project was commissioned by the former commissioner for victims and witnesses in anticipation of the arrival of PCCs, and delivered by Victim Support. Victim Support is the national charity giving free and confidential help to

victims of crime, witnesses, their family, friends and others affected across England and Wales.

This report was written for Cambridgeshire and aims to:

- provide a picture of current support for victims in Cambridgeshire
- identify what victims need from local services
- propose a course of action by the PCC to meet these needs

The report seeks to present the views of victims and service providers in Cambridgeshire.

While the project took great care to explore the full range of issues concerning victims' services in Cambridgeshire and to consult a wide range of local stakeholders and partner organisations, it is acknowledged that there may be issues that the report has not been able to cover, given the timescales and scope. It is also acknowledged that, given the complexity of the subject area, in some cases issues are raised which do not have straightforward solutions. These will require close partnership working across systems and agencies to deliver change.

The report was commissioned to look particularly at the needs of the following groups:

- victims of antisocial behaviour
- victims of domestic abuse
- victims of sexual violence
- victims of hate crime
- people bereaved by murder and manslaughter
- young victims of crime

Victims' services advocates were recruited to identify and research the needs of victims of crime, and to identify and research issues of concern to those who provide services to victims.

This is one of 42 local reports, covering every police area in England and Wales.⁴ Delivery of the reports has been overseen by colleagues from the Home Office, which funded the project, and the Ministry of Justice. Ownership of all 42 reports sits with the Home Office.

¹ Police and Crime Commissioners: Have you got what it takes? Home Office, 2011

² At the time of writing, the government is consulting on proposals to devolve responsibility for commissioning local services to victims and witnesses to PCCs (Getting it right for victims and witnesses, Ministry of Justice, January 2012)

³ Introduced by The Police Reform and Social Responsibility Act 2011

⁴ Including the Metropolitan Police, but not the City of London Police, which is unaffected by the reforms

3 What we learned

Five sources of information contributed to the findings of this report:

- a mapping exercise to identify the services that currently exist for victims in Cambridgeshire (see appendix 6)
- consultation with local organisations and stakeholders
- focus groups and interviews with victims of crime
- a review of statistical data from sources including the British Crime Survey
- existing local evidence and research.

This chapter outlines what we learned from these different sources about what victims need from local services.

3.1. Mapping services to victims in Cambridgeshire

The victims' services advocates (VSA) project undertook a mapping exercise to identify services for victims in Cambridgeshire. This involved:

- Desk based research into local services
- Discussions with key local organisations – including police, local authority and third sector agencies – about services available
- Feedback from local victims of crime

What was in scope?

This was a time-limited project, spanning a 12 month period. The project focused primarily on services for:

- victims of antisocial behaviour
- victims of domestic abuse
- victims of sexual violence
- victims of hate crime
- people bereaved by murder and manslaughter
- young victims of crime

It also included services for witnesses if offered as part of a combined victim/witness service.

We acknowledged at the outset that a single organisation may provide a range of individual services, so this exercise set out to map services, not organisations.

What was out of scope?

The research did not include services offering more generic support – for example services offering general support around housing, or drug and alcohol support. It is acknowledged however that some victims may not seek help from specialist victims' services, and therefore that we may not have included the full range of services accessed or required by victims.

Further research would be required to assess the full range of services used by victims, especially those in the most vulnerable circumstances, whom services can find harder to reach.

This mapping exercise should not be seen as comprehensive or exhaustive. It should also be noted that, as with any such exercise, the landscape can change rapidly. To the best of our knowledge, the information contained in this report was correct at the time of writing.



The landscape of services to victims in Cambridgeshire

Cambridgeshire consists of five district authorities, the county council and one unitary authority. Each district and unitary authority has a community safety partnership. The Cambridgeshire Community Safety Strategic Board oversees community safety work across the county (excluding Peterborough) and the Cambridgeshire Criminal Justice Board (CJB) which includes Peterborough, oversees work across the criminal justice sector. .

The Code of Practice for Victims of Crime and Victim Satisfaction Monitoring

Cambridgeshire Constabulary monitor the constabulary's adherence to the Victims' Code on a daily basis. They also conduct a user

satisfaction survey with victims of crime⁵. For the period July 2010 to June 2011, Cambridgeshire had an overall victim satisfaction rate of 85%. According to the survey, 95% of victims were satisfied with the ease of contact, 82% were satisfied with the actions taken, 80% were satisfied with the follow-up, and 93% were satisfied with the treatment they received⁶.

Service provision for victims in Cambridgeshire

Service provision across the county falls within the statutory sector and the voluntary sector. Joined-up service provision has developed further for high risk victims or for crimes perceived as having the most severe impact.

The main area of concern identified in relation to services across all crime categories, was funding for services within the voluntary sector as this was more likely to be subject to time-limited funding or short-term contracts. Stakeholders told us that the provision of services based on short-term funding caused problems when trying to develop long-term service delivery strategies. There was also a concern that sometimes agencies were not informed when a service or post ended, resulting in the potential for victims to be signposted to a service or resource that was no longer existed.

The majority of support services are based in Peterborough or Cambridge which means that victims who live in other parts of the county have very little support available locally. Often they can access support services through telephone advice lines, or by attending locations in Peterborough or Cambridge but this has accessibility implications, especially for those in rural areas, as well as the associated travel costs.

One of the main gaps in services for victims but particularly for victims of anti-social behaviour, hate crime and domestic abuse, were those assessed as low risk and/or where no crime has been committed. Access to support is often largely dependent on the level of perceived risk/vulnerability. For those assessed as low risk, or where no specific crime has been proven, the support available is restricted, often in the form

of providing advice and information rather than emotional or practical support.

There is a need for more available access to trauma therapy for victims of domestic abuse, sexual violence and murder and manslaughter, including specific support for children and young people. There are a small number of services that offer this type of specialist support, but access to them may involve victims having to disclose to a health provider, rather than the support service they are dealing with being able to make a referral.

Overall, across Cambridgeshire there is a lack of support for children and young people who are victims of crime. There are a small number of specialist support services for children and young people who are victims of crime, and a number of the general support services will offer support to victims.



3.2. What victims in Cambridgeshire told us

From Autumn 2011 we held a series of focus groups and interviews with victims of crime in Cambridgeshire. Some but not all had also been witnesses; some had had no contact with the criminal justice system at all.

We recruited people to the focus groups and interviews through:

- 'gateway' organisations, i.e. organisations whose services the victims' services advocate had already had contact with through the mapping exercise. Victim Support, as the host organisation for the project, was one such organisation.
- partner organisations in the criminal justice system, especially the police
- advertising using bespoke publicity materials
- publicity in local media

All participants had generally experienced the crime in the last two years. We sought to ensure from the outset that their feedback was based on recent experience and relevant to current services. The exception to this was some victims

⁵ Victims of burglary, vehicle and violent crime who answered fairly, very or completely satisfied.

⁶ HMIC (2012) *Police and Crime Comparator: Quality of Service Reports*; London: HMIC

of sexual abuse who had experienced the crime up to five years previously but had received services relating to that experience more recently.

The project did not interview people bereaved by murder and manslaughter. Instead, the project has referred to the 2011 report by the then commissioner for victims and witnesses on the service landscape for people bereaved by murder and manslaughter⁷.

The project was also asked to consider the needs of young people as victims of crime. In many police force areas, there are very few specialist services for young victims. Evidence also suggests that young people are very reluctant to report crime in the first place, making it more difficult to identify and respond to their needs. To ensure that young people, including young victims, had a voice in this report, the project visited a local Barnardos project to talk to young people about their perspectives on being a victim of crime and the kinds of services they would consider useful.

To avoid singling young people out within focus groups, the VSA did not ask individual young people whether or not they had been victims of crime. This means that it is not possible for us to say that the views expressed apply to young victims *per se*.

Further specialist research would be required in order to determine the specific service needs of young victims of crime.

What we learned from victims in Cambridgeshire

There were several common themes that emerged out of the focus groups and interviews conducted with victims in Cambridgeshire, regardless of the crime or incident type they had experienced.

Communication

Improving communication between the police and victims was the most common theme mentioned across all the crime/incident types. A number of issues relating to communication

were identified; the lack of a single point of contact, proactive follow ups with victims (often the victim reported having to request an update from agencies) and the general manner of police officers were all a concern for victims. Some felt that they were not given any information following their initial report, others felt that being able to speak to someone who knew about their case was important: One victim told us:

"Nine times out of ten you have to repeat yourself and you get fed up of doing it"

Contact with the police

The attitude of police officers also plays an important role when it comes to reassuring victims:

"Everything seems so frightening and when I spoke to them, they were like well it doesn't have to be".

The victims we spoke to felt that officers needed to show understanding, demonstrate care and sensitivity and take victims seriously. Being taken seriously or believed from the outset by the police was mentioned as an important element of support. The idea of being taken seriously was often talked about in relation to feeling reassured that the perpetrator's behaviour was unacceptable and they should not have to put up with it. Victims also said that when officers were supportive, they felt reassured they were doing the right thing in reporting the crime:

"I never felt like I was wasting their time".

The young people we spoke to felt that they would be treated with scepticism if they reported a crime, such as an assault, and dealt with, at least initially, in a way that suggested they were not completely blameless in the situation.

Support needs

There were common themes raised in relation to the general support victims felt was needed. Raising awareness of the support available, and agencies working together to proactively put victims in touch with support services was important, in order to avoid victims feeling: *"left in the dark"*. The people we spoke to indicated that there was a need for more independent

⁷ Louise Casey CB, *Review into the Needs of Families Bereaved by Homicide* (July 2011)

support, better advocacy/action based services, and flexibility in relation to the type, timing and locations of the support offered. It was also recognised as important for support services to:

“recognise that it affects people in different ways” and that “everyone is individual, they might need different support”.

For those victims who had positive experiences when it came to the support they received, they spoke about having someone available to listen to them, and contacted them: *“just to see how I was”.*

There were some slight differences in the emphasis of support needs across the different crime types. Victims of anti-social behaviour and hate crime emphasised the need for action to be taken earlier, and felt frustrated that things had to escalate before anything seemed to be done. For victims of domestic abuse, the need for support as quickly as possible was clear, as well as a commitment from agencies to support them and their children, rather than feeling like they were being re-victimised. Victims of sexual violence emphasised the importance of all available choices being clearly communicated to them.

“They need to listen first and foremost, they need to actually sit down and realise that nobody has an agenda, they [victims] just want somebody to talk to and to listen to them” (female victim of domestic abuse).”



3.3. What existing evidence and research from Cambridgeshire tell us

The victims' services advocate in Cambridgeshire called on local partner organisations to identify any existing research, surveys or other evidence to inform their understanding of the needs of victims.

Sources of information used in this report include British Crime Survey statistics, local policing plans, local Her Majesty's Inspectorate of Constabulary (HMIC) inspection reports, Crown Prosecution Service reports, and Community

Safety Partnership needs assessments, strategies and commissioning plans. Reference was also made to national strategies required to be implemented locally, such as the Home Office strategy and action plan for ending violence against women and girls. Local, regional and nationally published research has also been referred to where relevant.

The VSA project has drawn on the evidence from the following sources:

- strategic assessments
- local policing plan
- police authority committee reports
- Her Majesty's Inspectorate of Constabulary (HMIC) inspection reports
- local service evaluation reports
- user satisfaction surveys

Nationally a number of high-profile reports have called for fundamental changes to the way the criminal justice system responds to victims and witnesses of crime:

“The criminal justice system must refocus so that it addresses the total impact a crime has had on a victim rather than the type of offence committed. Victim need and impact must be assessed on an individual basis and interventions for victims based on those assessed need.”⁸

Agencies across Cambridgeshire have already identified the need to move towards a more victim-centred approach, one that focuses on assessing the needs of victims, with agencies working together to meet those needs.

The constabulary have moved to a new model of policing in order to better meet local needs, and deal with the issues causing the most harm to the community⁹. Neighbourhood panel meetings are also being used to enable people to influence police priorities at a local level. They are also looking at increasing the use of restorative

⁸ Payne, S. (2009) *Redefining Justice: Addressing the individual needs of victims and witnesses*. London: Home Office

⁹ Operation ReDesign (2011) *Report to Cambridgeshire Police Authority: Operation Re-Design Programme Update*. Cambridgeshire: Cambridgeshire Police Authority

justice, as a means to providing a more satisfactory resolution for victims¹⁰.

The creation of the Multi Agency Referral Unit (MARU) was developed in recognition of the fact that co-location of services would assist with managing those at the highest risk of harm¹¹. The constabulary also took part in a government pilot scheme from January – July 2011, which focused on anti-social behaviour harm and risk. The key elements identified for meeting the needs of victims included effective call handling and logging systems, and risk assessment, in order to identify the most vulnerable victims, as well as effective information sharing between agencies. Cambridgeshire Police Authority has also commissioned a joint strategic needs assessment, due for completion during the summer of 2012, in order to better understand the needs of victims and offenders¹².

The Cambridgeshire Strategic Assessment highlights the importance of working in partnership to identify the most vulnerable victims, with particular focus on victims of domestic abuse and anti-social behaviour where there are a high number of repeat incidents. For anti-social behaviour, information sharing and a countywide tool for case management are highlighted as a means to ensure the needs of victims are understood, and that services are delivered in a consistent way across the county. There is also a need to further develop the join-up between agencies working in the community safety and safeguarding vulnerable adults agendas, to better meet the needs of vulnerable adults across Cambridgeshire.



¹⁰ Chief Constable (2011) *Report to Cambridgeshire Police Authority: Constabulary Change Programme Update*; Cambridgeshire: Cambridgeshire Police Authority

¹¹ Chief Constable (2011) *Report to Cambridgeshire Police Authority Scrutiny Committee: Development of the Multi-Agency Referral Unit*. Cambridgeshire: Cambridgeshire Police Authority

¹² Cambridgeshire Police Authority (2011) *Cambridgeshire Police Authority Local Policing Plan 2012-15*. Cambridgeshire: Cambridgeshire Police Authority

3.4. What the data tells us about victims and witnesses in Cambridgeshire

A number of sources of data are used throughout this report to give a more comprehensive picture of crime in the Cambridgeshire Constabulary area. We have drawn on data from The British Crime Survey (BCS) to understand the true extent of personal crime than police recorded statistics because the survey includes crimes that are not reported to, or recorded by, the police.

Police recorded crime is an important indicator of the workload for local police forces and also includes crime categories that are not covered by the BCS, including homicide.

Crime in the Cambridgeshire Constabulary area

In 2010/11 there were 56,583 police recorded crimes in Cambridgeshire, or 73 per 1000 population. This was a 6% decrease from 2009/10. This compares to an average decrease of 4% in England and Wales¹³.

The 2010/11 British Crime Survey (BCS), which includes data on unrecorded as well as recorded crime, estimates that there were 74,300 personal crimes¹⁴ in Cambridgeshire, or 941 per 10,000 population.¹⁵ This compares to the national average of 837 personal crimes per 10,000 population.

The BCS 2010/11 also estimates that there were 83,800 household¹⁶ crimes in Cambridgeshire, or

¹³ Home Office (2011) *Crime in England and Wales 2010/11, police force area data tables*. London: Home Office

¹⁴ Personal crimes relate to all crimes against the individual and only relate to the respondent's own personal experience (not that of other people in the household). An example of a personal crime would be an assault. Published BCS data for 'all personal crime' excludes sexual offences (except for 'wounding with a sexual motive') as the number of sexual offences picked up by the survey is too small to give reliable estimates.

¹⁵ Victim Support analysis based on Home Office: Research, Development and Statistics Directorate and BMRB, *Social Research, British Crime Survey; 2010-11*, Colchester, Essex: UK Data Archive [distributor]. Crown copyright material is reproduced with the permission of the Controller of HMSO and the Queen's Printer for Scotland.

¹⁶ Household crimes are considered to be all vehicle and property-related crimes and respondents are asked whether anyone currently residing in the household has experienced any incidents within the reference period.

2,643 per 10,000 households. This compares to the national average of 2,496 household crimes per 10,000 households. The BCS 2010/11 estimates that 7% of the population in Cambridgeshire were victims of personal crime at least once and 17% were victims of household crime.

Perceptions of the local police and council¹⁷

The BCS 2010/11 estimates that in Cambridgeshire less than half (42%) of the population agree that the local police and the council are dealing with the issues that affect them. This is significantly lower than the national average of 52%. The BCS 2010/11 also estimates that in Cambridgeshire just over a third (37%) of the population agree that the local police and council seek people's views. This is a significant decrease from 2009/10 (43%). This is also significantly lower than the national average of 47%. Only 33% of people in Cambridgeshire agreed that the police and local council kept them informed about how they were dealing with issues. 46% of victims agree that the local police and council are dealing with issues and 40% of victims think that they seek people's views.

Satisfaction with the police and criminal justice system (CJS)¹⁸

63% of victims in Cambridgeshire say they have confidence in the police, and 60% of victims believe that the CJS gives victims and witnesses the support they need. In general, knowledge about victims' rights may be limited, as 82% of people in Cambridgeshire had never heard of the Victims' Code of Practice before taking part in the BCS.

Referrals from Cambridgeshire Police to Victim Support

While there are multiple services supporting victims in Cambridgeshire, Victim Support is the only organisation to which, under the Code of Practice for Victims of Crime, forces are required to offer victims the opportunity for a referral. In 2010/11, 54% of victims in Cambridgeshire who reported a crime to the police were referred to Victim Support.¹⁹



3.5. What partner organisations and stakeholders in Cambridgeshire told us

This report could not have been produced without the generous contribution of service providers throughout the voluntary and statutory sectors in Cambridgeshire, including criminal justice agencies.

Their contribution has been invaluable in:

- mapping service provision
- recruiting participants for focus groups and interviews
- obtaining evidence and research
- reviewing our findings and recommendations
- publicising the project and helping the victims' services advocates develop their network of contacts.

Feedback from different partner organisations and stakeholders, including service providers, was diverse. This reflected the different groups of victims they come into contact with, the different crimes those victims have experienced, and the different points in those experiences at which they come into contact with victims. However, some common themes did emerge.

Funding

There was general concern across all agencies about the increasing demand being made on decreasing resources. There was a concern that in the current economic climate, cuts in funding meant that services were being expected to

¹⁷ Victim Support analysis based on Home Office: Research, Development and Statistics Directorate and BMRB, *Social Researchh, British Crime Survey; 2010-11*, as above

¹⁸ Victim Support analysis based on Home Office: Research, Development and Statistics Directorate and BMRB, *Social Researchh, British Crime Survey; 2010-11*, as above

¹⁹ Victim Support referral data

maintain the same level of service or deliver more with less money available.

services could and couldn't deliver, assisting with the process of managing expectations.

Within the voluntary sector, it was felt that as funding decreased, services would be forced to close and once this happened, they were unlikely to reopen. This would also mean that local knowledge and particular specialist provision could be lost. Funding security was a particular issue for voluntary sector agencies, who felt that funding decisions were made at the last minute, by which time experienced staff had moved on because of lack of security in their post. It was also mentioned that if certain sources of funding were withdrawn, this could impact on the service as a whole, not just on the particular project or post.

Risk Assessment and Managing Expectations

Stakeholder feedback suggested taking a victim-centred approach requires careful management of victim expectation; identifying the needs of victims does not always mean that their needs can be met. In particular, there was a concern that due to the high number of victims considered being in a low risk situation, there was very little support that could be offered.

It was also raised that different agencies carry out their own assessment of victims, with tools for victim assessment already in place for particular crime types, that were proving very useful, for example, the Domestic Abuse, Stalking and Harassment (DASH) risk assessment for domestic abuse. In order for any assessment to be effective, all agencies would need to be supportive of, and signed up to the agreed processes.

Consultation

In general, stakeholders felt that there was a lot of consultation already taking place in relation to victims' experiences of different services. There was some disagreement between stakeholders however, as to the use made of this information. Some stakeholders suggested that consultation was a one-way process, with victims giving their opinions but little action being taken in response to the feedback provided. Other stakeholders felt that consultation provided the opportunity to provide victims with information about what

4 The service needs of victims of crime

This project was initially commissioned to focus on victims of:

- victims of prolonged anti-social behaviour
- victims of domestic abuse
- victims of sexual violence
- people bereaved by murder and manslaughter.

After the initial mapping exercise, it was agreed that the project should also consider:

- victims of hate crime, and
- young victims of crime

This chapter considers all the information gathered over the lifetime of the project and aims to draw some conclusions about the priority service needs of each of these groups of victims in Cambridgeshire. These conclusions have been informed by existing evidence and research, both national and local.



4.1. Victims of prolonged antisocial behaviour

What is anti-social behaviour?

*"Behaviour that causes, or is likely to cause, harassment, alarm or distress to one or more persons not of the same household as the perpetrator."*²⁰

Her Majesty's Inspectorate of Constabulary (HMIC) produced the 'Stop the rot' report on anti-social behaviour in September 2010.

This stated that, "ASB is a blight on the lives of millions who are directly affected; on the perceptions of millions more for whom it signals neglect in their neighbourhoods and the decline of whole towns and city areas; and the reputation of the police who are often thought to be unconcerned or ineffectual".

²⁰ Crime and Disorder Act 1998

Addressing anti-social behaviour incidents can be a long and drawn out process, requiring a coordinated approach from a range of agencies. Victims can find the process confusing if it is not properly explained, which may result in them losing confidence in the process.

Anti-social behaviour in Cambridgeshire

Anti-social behaviour is a countywide strategic priority, and a priority for each of the community safety partnerships across Cambridgeshire.

In 2010/11 there were 42,435 police recorded incidents of anti-social behaviour in Cambridgeshire. This represents an 11% decrease in the level of incidents from 2009/10.²¹ 36% of the county's police recorded anti-social behaviour took place in Peterborough²².

The 2010/11 British Crime Survey indicates that 9% of people in Cambridgeshire perceived there to be high levels of anti-social behaviour in 2010/11.²³ 63% of the population in Cambridgeshire are confident that authorities in the area are effective at reducing anti-social behaviour. 48% of victims are very or fairly confident²⁴.

What else do we know about anti-social behaviour in Cambridgeshire?

The Perception Neighbourhood Survey for the 2011 Cambridgeshire Strategic Assessment (excluding Peterborough) showed the vast majority of people were rarely, if ever, affected by anti-social behaviour (61%)²⁵. However for those respondents who were affected by anti-social behaviour, 4% felt affected on a daily basis, 12% felt affected more than once a week and

²¹ Crime in England and Wales 2010/11, police force area data tables

²² Cambridgeshire Constabulary data, Performance Support Officer

²³ Victim Support analysis based on Home Office: Research, Development and Statistics Directorate and BMRB, *Social Research, British Crime Survey; 2010-11*, as above

²⁴ Victim Support analysis based on Home Office: Research, Development and Statistics Directorate and BMRB, *Social Research, British Crime Survey; 2010-11*, as above

²⁵ LGSS (2011) Cambridgeshire Strategic Assessment 2011: An Analysis of community safety issues; Cambridgeshire: LGSS

23% felt they were affected once or twice a month. This supports the idea that where anti-social behaviour occurs it tends to be a frequent occurrence.

The assessment also identified clear links between the locations where anti-social behaviour, violence and domestic violence were occurring. In order to meet victims' needs it has been suggested that there is a need for interventions that tackle multiple problems in an area, working with particular families and young people to prevent future offences and improve the outcomes for those most at risk.

Support for victims of anti-social behaviour in Cambridgeshire

In Cambridgeshire, support for victims of anti-social behaviour is provided by a variety of agencies. The constabulary recently took part in a Home Office pilot project in Fenland which looked at assessing the vulnerability of victims and joined up services response. The support that victims are entitled to is often dependent on the tenure within which they live and the type of anti-social behaviour involved.

Each of the local authorities employs an anti-social behaviour officer or coordinator as a minimum. In most instances the anti-social behaviour officer is responsible for coordinating the responses to higher risk cases. Each authority has a different risk assessment process to prioritise cases and a response is provided in line with the agencies guidelines. Feedback from stakeholders suggests that further work is required to assess the effectiveness of the different approaches across the county. Peterborough City Council employed a Victims' Champion to advocate and support victims in high risk cases of anti-social behaviour, however this post was discontinued in 2011. Both Peterborough and Cambridge have mediation services which they will use for any cases they deem suitable.

There is no set definition of anti-social behaviour across the county and no agreed risk assessment process or staged response, with each local authority or housing provider having their own.

Feedback from victims of anti-social behaviour in Cambridgeshire

Feedback from those we spoke to suggested that their experience of accessing support services for anti-social behaviour had been both positive and negative. Experiences with the police varied as the police were often unable to take action against the person(s) responsible. One victim mentioned that the presence of a Police Community Support Officer (PCSO) at the local library on a regular basis had proved valuable as she could "go there if she had any problems".

Some victims were pleased with the service received from particular individual officers generally due to their availability and ease of communication: "we could phone her at anytime or leave her a message and she would get back to us as soon as she could". However one of the concerns raised was around the lack of out of hours support: "there's nobody in the middle of the night, when they're doing all this there's nobody there". There was also a sense of frustration around the processes involved in resolving some issues, and the impact on the victims' day to day life: "I became obsessed with the recording".

A number of people we spoke to felt that the impact of anti-social behaviour needed to be taken more seriously: "when I first started out on all this I thought is it me? Should I be putting up with all this?" People generally felt there was a lack of support for victims of anti-social behaviour and that they wanted to have someone to listen to them, who was available when they needed support, and who understood what they were going through.



Case study: victim of anti-social behaviour

Mary from Peterborough described the "neighbour from hell" living next door to her. Loud music was played all day and night; abuse was being shouted at her and other residents in the street; and three fires were reported in three weeks. She said that the impact of the anti-social behaviour led to weight loss; a decline in her health (she was diabetic); and her husband was forced to quit his job for safety reasons due to lack of sleep. In the end Mary and her husband

had to move house: "I thought why should I be the one to leave? I didn't want to go and leave all our friends behind but it became too dangerous for us and, to be fair, the support was brilliant."

Mary said the support provided made her feel that someone really cared: "she would often ring me on a Monday morning to see how my weekend had been, before I could ring her". Mary also said there was a need for more support for people that experience anti-social behaviour ("you feel like you're the only one"), in order to help people speak up about the problems they are experiencing and "not let agencies fob you off".



Case study: Fenland anti-social behaviour pilot

A new harm-focused approach to anti-social behaviour was piloted in Fenland from January to July 2011 led by the constabulary but working in partnership with key agencies in the local authority including Roddons housing association and the district council.

An initial harm based risk assessment was conducted with all victims at their first point of contact. This assessment acknowledged that different factors in a person's life would affect their ability to deal with anti-social behaviour. Victims were assessed based on three categories: standard, medium or high risk. Those at high risk were dealt with as a high priority, with immediate action taken to remove or reduce the risk through immediate multi agency work. Those at medium risk were dealt with through a multi agency/ joint approach within 24 hours. Those perceived to be standard risk were generally those where a referral to another agency was required for additional advice.

The pilot was supported by a joint case management computer system for all agencies. The pilot in Fenland is the first attempt in the county to move towards an online anti-social behaviour database for multi-agency casework management. The database allowed partners to keep each other updated on their involvement and progress with a case. It also meant that

those working with victims had more information to assess any changes to their level vulnerability.

Conclusions

Across Cambridgeshire there are a number of teams and officers providing support to victims of anti-social behaviour. Local knowledge of services and referral pathways for particular issues is key to the success of the support provided. However there is also a need for a cross-county review of consistency for the support provided to victims.

The pilot in Fenland suggests that the roll-out of a countywide, multi-agency approach to assessing the risk levels of anti-social behaviour may improve existing services. Although local risk assessments are conducted across the county, in the absence of a county-wide approach it is difficult to determine the services available to residents across Cambridgeshire or if where you live determines the response that you receive. The feedback from victims suggests that the impact of anti-social behaviour needs to be a part of this risk assessment as this was the only way that support could be more effective. The use of a countywide online database would also provide a more detailed picture of the extent of anti-social behaviour across the county.

From talking to victims, the most important part of dealing with anti-social behaviour is for agencies taking the issues seriously, keeping in contact with victims, and keeping them informed about the work being done. An online countywide database would be able to support improved communication with victims.

4.2. Victims of domestic abuse

What is domestic abuse?

'Any incident of threatening behaviour, violence or abuse [psychological, physical, sexual, financial or emotional] between adults who are or have been intimate partners or family members, regardless of gender or sexuality.'²⁶

Domestic abuse is not a type of crime in itself but describes the context in which types of crime can occur. The types of crime most commonly 'flagged' by police as domestic abuse when victims are referred to Victim Support are actual bodily harm, common assault and harassment.

The British Crime Survey 2010/11 includes a self-completion module on intimate violence. This covers emotional, financial and physical abuse by partners or family members, as well as sexual assaults and stalking experienced by 16-59 year-olds.

Women are more likely than men to have experienced all types of intimate violence. Overall, 30 per cent of women and 17 per cent of men had experienced domestic violence since the age of 16. These figures were equivalent to an estimated 4.8 million female and 2.8 million 16-59 year-old male victims of domestic violence in England and Wales.²⁷

In addition 7% cent of women and 5% of men reported having experienced domestic violence in the last year, equivalent to an estimated 1.2 million female and 800,000 male victims in England and Wales.²⁸

Much has changed in how the police and other agencies view victims of domestic abuse. The

creation of multi-agency risk assessment conferences (MARACs) and independent domestic violence advisors (IDVAs) has led to improvements in the services victims receive.

The domestic abuse charity Co-ordinated Action Against Domestic Abuse (CAADA) estimates that for every £1 spent on MARACs at least £6 of public money can be saved on direct costs to agencies every year.²⁹ This represents potential savings to the public purse of a national MARAC programme are over £740m annually, although it should be acknowledged there have been calls for further research to verify these figures.

The government's Action Plan to End Violence against Women and Girls, published in March 2011, contains 35 wide-ranging proposals, which require partnership working with and between government departments. It is too early to comment on the effectiveness of the action plan, but a review of IDVAs in 2009 estimated that there were less than half the number of trained advisors needed to give adequate coverage for all high risk cases in the UK. Research undertaken for this report indicates that there are still gaps. This is a continuing cause for concern.³⁰

A recurring theme in our conversations with victims of domestic abuse was that their first experiences with a support agency were a key factor in determining whether they would continue with any action that had been initiated, and whether they would report any future incidents.



Domestic abuse in Cambridgeshire

Based on regional data from the British Crime Survey, for an area the size of Cambridgeshire it is estimated that over 15,000 women and girls aged 16-59 have been a victim of domestic abuse in the past year³¹. Cambridgeshire Constabulary

²⁶ Home Office

²⁷ Victim Support analysis based on Home Office: Research, Development and Statistics Directorate and BMRB, *Social Research, British Crime Survey; 2010-11*, Colchester, Essex: UK Data Archive [distributor]. Crown copyright material is reproduced with the permission of the Controller of HMSO and the Queen's Printer for Scotland.

²⁸ Victim Support analysis based on Home Office: Research, Development and Statistics Directorate and BMRB, *Social Research, British Crime Survey; 2010-11*, Colchester, Essex: UK Data Archive [distributor]. Crown copyright material is reproduced with the permission of the Controller of HMSO and the Queen's Printer for Scotland.

²⁹ CAADA, 2010

³⁰ Safety in Numbers – A Multi-site Evaluation of Independent Violence advisor Services, CAADA 2009

³¹ Home Office (2010) *Violence Against Women and Girls Ready Reckoner*

recorded 12,791 domestic abuse incidents for 2010/11 and 3,001 crimes. 40% of the county's domestic abuse incidents and crimes took place in Peterborough³².

What else do we know about domestic abuse in Cambridgeshire?

It is estimated that in Cambridgeshire the effects of domestic abuse costs in the region of £40million per year (out of a budget of over £2 billion) with a £9.7 million cost to the police; £18.7 million to local authorities; and £12 million to NHS Primary Care Trust expenditure³³.

The Joint Strategic Needs Assessment for Domestic Abuse in Cambridgeshire also emphasises the impact of domestic abuse on children. 8% of respondents in the Year 8 and 10 Cambridgeshire Secondary Survey in 2010 indicated they experienced domestic abuse within the home.³⁴ In addition at least 75% of looked after children, and 50% of children subject to a Child Protection Plan in Cambridgeshire come from domestic abuse backgrounds. From police-recorded data, the percentage of households where children and young people were present at the time of the 'high-risk' reported incident was 82%. This figure is considerably higher than the percentage of children present in the household across all levels of risk (51%).³⁵

Support for victims of domestic abuse in Cambridgeshire

The Multi-Agency Risk Assessment Unit (MARU) acts as the central point for domestic violence referrals in Cambridgeshire. The aim of the MARU is to create clear support routes for victims of domestic abuse in the county. One of the main issues emerging as a result of the establishment of this pathway is the capacity of services to deal with the number of cases reported. Not all domestic abuse victims will be

directed to MARU and in addition there are a number of agencies across Cambridgeshire providing services on a standalone basis.

Outreach services are provided across the county to women regardless of their involvement in the criminal justice system. 'Freedom Programmes' provide group support for women aged 18 and over and aim to reduce repeat victimisation. Currently there are programmes run by a number of providers across the county. One of these is 'Freedom for Young People', a community programme for girls aged 14-24 in Huntingdon and Fenland. A school programme for Years 8-10 is also delivered in two schools in South Cambridgeshire. 'One Voice 4 Travellers' is also working in the area with women, children and young people from the Gypsy and Traveller communities. 'Talktime', run by the Family Mediation Service in Peterborough, also offers specialised support including group-work with children who have been affected by domestic abuse. Victim Support also has specially trained volunteers who can support low risk victims of domestic abuse.

Feedback from victims of domestic abuse

The opportunity to talk and help with accessing other services were mentioned as important elements of the support process. One victim talked about the need for agencies to contact victims to offer support, stating that "even though you might have been given a phone number, often what's going on in your head at that time, you don't particularly want to phone someone and say this is what is happening to me, you want someone to contact you and say I'm here". The victims we spoke to also talked about the need for support to be flexible as some people preferred face-to-face meetings, others to talk by phone. The need for services to be made available outside of normal working hours was felt to be an important factor by all.

Some victims reported their experiences with the police had been very positive. Victims talked about the speed of response, with one noting that "I didn't know they would come that quickly", and were surprised by how understanding officers were when following-up incidents.

³² Cambridgeshire Constabulary data, Performance Support Officer

³³ Home Office (2010) *Violence Against Women and Girls Ready Reckoner*

³⁴ Cambridgeshire Domestic Abuse Partnership (2012) *Updated JSNA Report February 2012: Domestic Abuse in Cambridgeshire*.

³⁵ Ibid.

For those who reported less positive experiences, they talked about feeling judged by officers: “if a woman is supposed to phone every time there is an incident and then she's patronised for doing so, why on earth is she going to do it again”. Lack of follow-up services was also mentioned, stating that they also had negative perceptions about the involvement of social services in general: ‘they shouldn't scare mothers into thinking that they are going to take their children’.



Case study: victim of domestic abuse

Lisa met her partner when she was 20. They moved abroad shortly after getting together to be close to his family. They were together for less than a year when he started hitting her. Following an incident at home when her partner was attacked and seriously assaulted by a group of men, Lisa rang the police and they helped her go to a refuge.

She contacted a friend in the UK and moved in with her, and shortly after she was given a house by the local authority. She maintained contact with her partner who was in prison and on his release he moved in with her in the UK. Less than two months after moving in with her, the abuse started again and gradually escalating and becoming more violent. Lisa never rang the police but her neighbours did. Lisa's partner was arrested however Lisa moved back in with him.

Lisa was working with a service to help her deal with her obsessive compulsive disorder, and having witnessed the levels of abuse she was experiencing, suggested that she should consider going into refuge again. Lisa hated the first refuge she was in and she felt completely isolated and alone. A specialist domestic violence police officer contacted her and said that they could arrange for extra security on her home if she would prefer to return home, so she did.

However, on returning to her home, her partner would not leave her alone and she had to return to a refuge after a short time. This time, she went to a different refuge and felt much more comfortable. She was put in touch with the IDVA

service in Cambridge and her case went to the Multi-Agency Risk Assessment Conference. Lisa moved to a new house, had a Sanctuary room put in and stopped all communication with her ex-partner.



Case study: Multi-Agency Risk Assessment Unit

The MARU acts as the central point of contact for all domestic abuse in the county. This unit has been designed to prevent duplication of effort between service providers and ensures that the right information is made available to those who need it. The MARU is a partnership between the IDVA service, MARAC, Cambridgeshire Constabulary, Cambridge Women's Aid and Refuge. It is anticipated that in future other agencies (such as housing and health) will be based at the unit and the work is ongoing to ensure that these links are maintained, and where possible there is a physical presence from the agency within the MARU. The co-location of agencies is designed to ensure the most effective management of cases at the highest risk of harm. Multi-agency meetings take place on a daily basis in order to review the cases of those deemed to be at significant risk or in immediate need of assistance. With this structure, long-term risk management is also more effective with the increased flow of information between partners and the establishment of referral pathways between services.

Conclusions

Cambridgeshire is developing clear pathways for victims of domestic abuse using the DASH risk assessment tool in conjunction with professional judgement. This assessment score (and/or professional judgement) is being used to identify referral pathways to the appropriate services including Victim Support, Women's Aid, Refuge, IDVAs and MARAC. The increase in resources to the IDVA service should ensure that IDVA support is available however this is not necessarily being matched with increased resources in other services that are likely to receive referrals for the medium and low risk individuals.

As the MARU develops and more agencies become involved, the capacity of services to deal with referrals must be monitored to ensure that the appropriate services are being made available. In line with comments from victims, access to all services through one gateway is useful, however service capacity still needs to be taken into account for those who may never report to the police but still look for and wish to engage with support services. One of the identified gaps was the availability of out-of-hours services, other than the police, in particular for those in a crisis situation. For those we spoke to it was the variety and flexibility of support (including face-to-face and phone support, group support and one to one support that was most valued) that they could benefit from as their needs changed.

There is a large amount of research and literature on the needs of victims of domestic violence, and this report cannot fully reflect the evidence it provides. Further investigation of the issues highlighted here, and thorough consultation with both victims and local service providers from all sectors, will be essential for providing the police and crime commissioner with a comprehensive picture of the needs of victims of domestic abuse in Cambridgeshire.

4.3. Victims of sexual violence

What is sexual violence?

In this report, 'sexual violence' refers to the full range of sexual offences recorded by the Home Office.³⁶

Sexual violence can affect people of all ages, genders, sexual preferences and cultures.

The British Crime Survey 2010/11 includes a self-completion module on intimate violence. This covers emotional, financial and physical abuse by partners or family members, as well as sexual assaults and stalking experienced by adults aged 16 to 59.

Nineteen per cent of women and two per cent of men reported having experienced sexual assault (including attempts) since the age of 16. In addition, around three per cent of women and one per cent of men had experienced some form of sexual assault (including attempts) in the last year.

For a variety of reasons, sexual violence often goes unreported.

The government response to Baroness Stern's 2010 review of how rape complaints are handled by public authorities in England and Wales observed that "despite progress in recent years, it is estimated that up to nine in ten cases of rape go unreported and 38 per cent of serious sexual assault victims tell no one about their experience."³⁷

Research such as the 2009 Rape Experience Review by then Victims' Champion Sara Payne highlights the importance to victims of the first response they receive when they disclose an offence, whether to the police or anyone else:

"The women I spoke to were clear that if they are not treated with dignity when first reporting rape, it is unlikely they would continue to support a prosecution. Women felt that the attitudes and

response of police officers need to change and rape needs to be treated more seriously; they wanted a greater investment in ensuring that the police provide a believing, sensitive and consistent response."³⁸

Since this review was undertaken, the number of rape crisis centres and sexual assault referral centres in England and Wales has increased.

Police and criminal justice responses to victims of serious sexual violence have increased considerably.

Nationwide, many forces now have specially trained police officers (STOs) to act as a link between the victim and the investigation team, and to attend court with the victim.

Many areas also have independent sexual violence advisors (ISVAs) who operate in a similar fashion to independent domestic violence advisors (IDVAs), but their numbers are far fewer.

In addition to these changes, all agencies recognise that there is still room for improvement.



Sexual violence in Cambridgeshire

In 2010/11, there were 771 recorded sexual offences recorded in Cambridgeshire³⁹. This represents an increase of 2% from the previous year, compared with a national increase of 1%. Based on regional data from the British Crime Survey, the estimate for an area the size of Cambridgeshire is that over 2,300 women and girls aged 16-59 have been a victim of sexual assault in the past year⁴⁰.

In 2010/11 97% of all eligible sexual offences were referred to Victim Support by the

³⁶ <http://www.homeoffice.gov.uk/publications/science-research-statistics/research-statistics/crime-research/counting-rules/count-sexual?view=Binary>

³⁷ The Government Response to the Stern Review, March 2011

³⁸ Rape: The Victim Experience Review, Sara Payne, November 2009

³⁹ Home Office (2011) *Crime in England and Wales 2010/11, police force area data tables*. Home Office: London

⁴⁰ Home Office (2010) *Violence Against Women and Girls Ready Reckoner*

Constabulary. This compares to approximately 55% nationally.

What else do we know about sexual violence in Cambridgeshire?

In 2009 Rape Crisis carried out a study on the service provision for services sexual violence in Cambridgeshire⁴¹. This study was conducted prior to the opening of the SARC however a number of gaps were identified that stakeholders working in the area believe still need to be addressed. The research found that specialist support was concentrated in certain areas resulting in a lack of countywide one-to-one support which their respondents indicated as their preference. They also found that services suffered from a lack of capacity and insufficient funding. One of the recommendations made was to commit to long-term and collaborative working to ensure that any gaps in service were addressed. They also recommended that services needed to be promoted more widely and that referral pathways needed to be set up to make sure support was appropriate and timely.

The Oasis Centre carries out satisfaction surveys with people who have accessed the service. Positive elements of the service that were mentioned in these surveys included quick responses by police officers once a report had been made. Showing understanding and being reassuring as well as taking the issue seriously were also important factors for victims. Victims of the negative feedback included being questioned in an insensitive manner, and feeling that things were out of their control with no feedback given by the police.⁴²

Support for victims of sexual violence

Within Cambridgeshire there are a number of agencies providing support for victims of sexual offences. Cambridgeshire Constabulary established a Rape Investigation Unit in November 2011 with specially trained officers. The Oasis Centre is the SARC for Cambridgeshire and is based in Peterborough. Rape Crisis provides services based in Cambridge and

Peterborough. Cambridge Rape Crisis is a phone-based service and Peterborough Rape Crisis have a telephone helpline providing individual support by phone as well as face-to-face. Choices Counselling offer a counselling service based in Cambridge for victims of child sexual abuse.

The Link to Change Helter Skelter Project is for male and female victims aged 12 to 25 years who are involved in child sexual exploitation, commercial exploitation, and victims of internal and external trafficking or coercion into prostitution.

There are issues relating to the capacity for services offering support to victims of sexual violence. For example there is often a significant waiting list to access counselling through the Oasis Centre. Also the ISVA service is initially offered to all victims of sexual violence and will work with victims for varying amounts of time dependent on their level of need. These victims will also have a specially trained officer and an investigating officer from the constabulary working with them. If the numbers of referrals continues to increase, there may be an issue in relation to the capacity of these officers to offer the same level of service to everyone.

Feedback from victims of sexual violence in Cambridgeshire

The victims we spoke to reported very positive experiences of the services they had been involved with. The SARC and in particular the ISVA service, were highly praised for the way in which they dealt with victims. One victim said the person providing support was a "real credit to her service, still continues to support me, she has been fantastic".

Positive elements related to victims being presented with options and having no time pressures put on them to make decisions, with service providers being honest and realistic about what would happen if the offence was reported and generally being available to talk to. One victim said it was "because of them I went to the police". Another victim talked about how the ISVA made the initial report on her behalf.

⁴¹ Rape Crisis Cambridgeshire (2009) *Scoping of Sexual Violence Provision in Cambridgeshire*. Cambridgeshire: Rape Crisis

⁴² Oasis Centre Satisfaction Surveys

Having support available locally was also mentioned, in particular local drop-ins for Rape Crisis and also the ISVA coming out to see the victim rather than having to go back to the SARC. In relation to involvement with the police the victims mentioned the importance of never feeling like they were wasting the officer's time, stating it "felt like they were fighting my corner". This was particularly important in relation to keeping in touch with the victim, with one noting they "came out to explain why the case wasn't going forward, their priority was - was I ok".

Providing the victim with options in relation to communication was suggested as a possible improvement as one victim had largely been updated by text message and would have liked to have had a conversation with someone over the phone.



Case study: victim of sexual violence

Yvonne was raped by her partner and wasn't sure what to do. She didn't want to go to the police as she wasn't sure she would be believed. She visited her GP who told her about the sexual assault referral centre where she could go for specialist support. Yvonne rang the SARC that day and made an appointment to visit the centre.

At the centre, all of Yvonne's options were explained to her, including that she could have a medical examination so that if she decided to report it at a later date, the evidence would be available. Yvonne was relieved that someone believed her as that had been her main concern all along. She decided to report to the police and found the subsequent support from the ISVA invaluable. The ISVA stayed with her throughout the examination and kept checking she was ok. The ISVA then contacted the police on Yvonne's behalf to report the rape. The police officers who Yvonne spoke to dealt with her sensitively and asked questions in simple terms, which did not overwhelm her. They explained what would happen next and who the contact would be for any queries or questions she might have. Yvonne also maintained regular contact with the ISVA

over the phone and occasionally, face-to-face when she felt she needed the extra support.



Case study: The Oasis Centre

The Oasis Centre is the Sexual Assault Referral Centre for Cambridgeshire, based in Peterborough. The centre offers a comprehensive service for men, women and children who have been raped or sexually assaulted either recently or in the past. Victims can directly access or be put in touch with all the services they may need, including immediate support from a crisis worker, forensic medical examination if the assault has occurred within the past 7 days regardless of whether a report has been made to the police, as well as providing emergency contraception, advice and screening for sexually transmitted infections, pregnancy testing, counselling and ongoing and long term support via the ISVA service.

Peterborough Rape Crisis Counselling Group is also located within the centre and they provide a free and confidential help line, face-to-face support service and other appropriate support mechanisms. One of the key elements of the service is the choice it provides to victims. The victim can choose whether or not to report to the police, and victims will be given information on how to make the report or the centre will make the initial report on the individual's behalf. Information can also be passed to the police anonymously or evidence can be collected and securely stored so that if the victim decides at a later date to report, the evidence will still be available.

Conclusions

There are only a small number of services dedicated to providing support to victims of sexual violence in Cambridgeshire and all of these are subject to issues with the long-term sustainability of their funding to varying degrees.

The services provided were highly praised by the victims we spoke to and the Oasis Centre appeared to be doing a good job of acting as a

gateway to a number of different services. One victim said that “crisis centres for women, that’s what we need, without that I wouldn’t have reported”.

The services available to support victims of sexual violence are not necessarily well publicised and there may be a need to promote them, the role they have and the support they can offer to victims. The Oasis Centre is currently running to capacity in relation to the ISVA support and there is a need for clear referral pathways to be established based on victim needs and to allow clients to move on. Services are provided across the county on an outreach basis but further research into the accessibility and capacity of these services in relation to demand in each area is also needed.

4.4. People bereaved by murder and manslaughter

What are murder and manslaughter?

Murder and manslaughter are defined as:

- murder
- manslaughter and
- infanticide.

This report also considers the needs of those bereaved as a result of culpable road traffic incidents.

The local data available on services for those bereaved by murder and manslaughter, including services for those bereaved as a result of culpable road traffic incidents, has been limited because most services we mapped deliver on a national rather than on a local basis.

For example, the charity Brake is a national provider of emotional support, information, help and advocacy to people bereaved and seriously injured in road crashes. This is delivered through a UK-wide helpline and via partnerships with police family liaison officers, who distribute Brake's support packs for people bereaved in road crashes, *Advice for family and friends following a death on the road*⁴³. Brake's packs and helpline offer emotional comfort, guidance on practical matters, and signpost to further sources of support, including locally available help.

We have tried to include all services accessible to victims in Cambridgeshire, but may have missed some of them.

We did not hold focus groups or interviews with people bereaved by murder and manslaughter. Instead, the project has referred to the 2011 report by the former Commissioner for Victims and Witnesses, Louise Casey, on services for secondary victims of murder and manslaughter.⁴⁴

⁴³ These packs are produced by Brake and funded by the Ministry of Justice for use by families bereaved by road crashes in England and Wales. Support literature for bereaved children, serious injury victims, and those affected by road death in other parts of the UK is available from Brake.

⁴⁴ Review into the Needs of Families Bereaved by Homicide, Louise Casey CB, July 2011

This called for, among other things:

- A dedicated casework service to help [bereaved families] with practical problems and support families in the early weeks and months following a bereavement. Where aspects of a case include complex and specialist areas of law, there should be arrangements in place for families to access additional assistance.
- Trauma and bereavement counselling as necessary.
- An offer of peer support through a national network of peer support/self help.
- Age-appropriate services for children.⁴⁵



Support for people bereaved by murder and manslaughter in Cambridgeshire

In line with national requirements for cases of homicide, Cambridgeshire Constabulary provide a Family Liaison Officer (FLO) throughout the investigation of a death. The Victim Support Homicide Service will be notified of the case within 24 hours and a homicide case worker will be assigned to the family within 72 hours. The case worker's primary role is to support the family.

The Victim Focus Scheme is offered to all families post charge of an offender, this gives the family an opportunity to meet with the Crown Prosecution Service (CPS) and receive legal advice in relation to their case. The Probation Service will also make contact with the family of those bereaved by homicide to keep them informed about the offender's situation. The Tell Us Once scheme is also operational in Cambridgeshire making it easier to notify multiple agencies of a death both within Cambridgeshire and also national agencies such as the Department for Work and Pensions. The Legal Advice Line also ran a pilot scheme, up to the end of April 2012, offering support to those bereaved by homicide and providing them with access to free legal advice.

⁴⁵ Review into the Needs of Families Bereaved by Homicide, Louise Casey CB, July 2011

There are a small number of local services operating in Cambridgeshire supporting those bereaved by homicide. Cruse Cambridgeshire offer counselling for adults, children and young people. Stakeholders did mention that access to mental health services and trauma based therapies is an issue. The Improving Access to Psychological Therapies project is working to improve access particularly for those experiencing mild to moderate mental health problems however sometimes the effects of bereavement can require more intense intervention. Acute Stress Programme for Children and Teenagers (ASPECTS) is a clinical trial providing support to young people aged 8-17 who are suffering from post traumatic stress disorder. STARS offers support to children and young people up to the age of 19 who have experienced the death of a significant person in their lives.



Case Study: The Road Trust

The Road Victims Trust operating in Bedfordshire and Hertfordshire has been approached to provide a similar service in Cambridgeshire. Work is ongoing to secure funding for the roll-out of the service into Cambridgeshire. The Road Victims Trust provide face to face emotional (bereavement and trauma) and practical support for individuals and families affected by fatal road collisions, including support at the inquest, magistrates and crown court. They will also offer telephone support to those who do not live in the area. Support is provided to individuals (over the age of 16) and families. Children requiring individual support will be referred to specialist support services. The support may be for a single occasion at the Coroner's Court or regular weekly sessions for up to 18 months or more. The service is provided by a team of skilled, trained volunteers who are supported by a small team of professional staff.

Conclusions

There are a small number of services supporting those bereaved by homicide in Cambridgeshire. Although the number of homicides in

Cambridgeshire is low, the impact of homicide can affect a disproportionately large number of people. Further research into the demand and capacity of services working in this area is needed, particularly in regards to access to counselling, therapy and support for children and young people.

4.5. Victims of hate crime

What is hate crime?

*'Any criminal offence which is perceived, by the victim or any other person, to be motivated by a hostility or prejudice based on a personal characteristic.'*⁴⁶

In 2007, the police, Crown Prosecution Service (CPS), Prison Service (now the National Offender Management Service) and other agencies that make up the criminal justice system agreed a common definition of monitored hate crime to cover five 'strands,' in particular – disability, gender-identity, race, religion/faith and sexual orientation. Primarily, this was to ensure a consistent working definition to allow accurate recording and monitoring.⁴⁷

Hate crime can have a huge impact on victims – not only because of how the incident itself has affected the person, but also because bringing the offenders to justice can involve the victim having to reveal very personal and private aspects of their life.

"They were calling me the usual names like 'speccy' and I tried to ignore it because it's not worth it. But when they threw the brick – that's too far."⁴⁸

Hate crime does not only affect the targeted individual. It affects victims' families and the wider community, and can lead to further violence and aggressive behaviour.

Hate crime was included in the victims' services advocates project's work when our initial mapping of local services showed that providers across England and Wales were concerned that victims of this crime were still under-recognised and under-supported.

A particular issue that emerged from our focus groups and interviews across England and Wales

was that the boundaries between antisocial behaviour and hate crime can be blurred. It is important that victims are treated according to their individual needs, rather than according to a crime category which they appear to fit into.

It is hoped that some of these issues will be addressed by the Home Office hate crime action plan, 'Challenge it, Report it, Stop it' published in March 2012. This outlines the new national strategy for tackling hate crime by through focussing on prevention, early intervention and improving the response to victims. Aiming, among other things, to achieve better multi agency working to identify and support victims, and to reduce the grey area between ASB and hate crime, the strategy includes the following actions:

- working with police forces, councils and housing providers to improve handling of public calls about anti-social behaviour, to identify possible hate crime and victims at risk
- publishing risk assessment tools that allow police and other call handlers to identify victims of hate crime earlier in the reporting process
- engaging with communities at risk of hate crime to raise awareness of the law on hate crime, and increase reporting
- putting Safeguarding Adults Boards on a statutory footing, to increase the awareness, detection and prevention of abuse and exploitation of adults in vulnerable circumstances.

In 2010, 47, 229 hate crimes were recorded by police forces in England and Wales. Of these:

- 38,670 were racist crimes;
- 4,736 were based on sexual orientation;
- 1,959 were religious hate crimes;
- 1,512 targeted disabled people; and
- 352 targeted transgender people⁴⁹

⁴⁶ Challenge it, Report it, Stop it: The Government's Plan to Tackle Hate Crime. HM Government, March 2012

⁴⁷ Challenge it, Report it, Stop it: The Government's Plan to Tackle Hate Crime. HM Government, March 2012

⁴⁸ Quote from victim (Equality and Human Rights Commission report, 'Promoting the safety and security of disabled people', 2009).

⁴⁹ ACPO (2011) Recorded Hate Crime Data for 2010 for England, Wales and Northern Ireland: http://www.report-it.org.uk/files/acpo_hate_crime_data_for_2010.pdf

Hate crime in Cambridgeshire

Hate crime is believed to be under-reported.⁵⁰

For 2010/11 Cambridgeshire Police recorded 461 hate crimes and 172 hate incidents for 2010/11. Peterborough accounts for 45% of recorded hate crimes and 58% of hate incidents⁵¹.

What else do we know about hate crime?

A hate conference took place in Peterborough at the end of March 2012. The aim of the conference was to bring people together to share experiences of hate crime issues and form the basis of a city action plan for Peterborough. The conference is recognition that despite progress in the area with multi-agency working structures, there is more to be done to get agencies to work together and develop joint ways of working to tackle hate crime.

Support for victims of hate crime in Cambridgeshire

There are a small number of services providing support to victims of hate crime in Cambridgeshire. These are Victim Support, Open Out, Cambridge City Racial Harassment Service, Peterborough Race Equality Council (PREC) and the Cambridge Ethnic Community Forum (CECF). Both PREC and Cambridge Racial Harassment Service offer support to those suffering racial discrimination and harassment living in the area. CECF, who run the Cambridgeshire Human Rights and Equality Support Service, offer support across the county via outreach services.

PREC have also been running a six month hate crime project from September 2011 to March 2012. This is linked into the Open Out scheme for Cambridgeshire. The officer is responsible for coordinating multi-agency case reviews for hate crime cases in Peterborough as well as promoting Open Out. The constabulary also have specifically trained officers who deal with hate crime cases. Concern was expressed by

stakeholders working in this area, around the short-term nature of project funding and the potential for services to disappear when funding ceases, having raised awareness and expectation around the support available, resulting in increased demand on the services left.

Feedback from victims of hate crime in Cambridgeshire

The victims of hate crime we spoke to in Cambridgeshire indicated that it was important to them to have someone to talk to following the crime or incident so that they weren't "left high and dry" without knowing what was going on. The opportunity to have somebody else to "fight your corner" was also important.

One victim said the most important thing about providing support for him was to show that hate crime was unacceptable, and that by not taking action at an earlier point, services were saying that the behaviour was acceptable. Linked to this, victims mentioned that being taken seriously was also an important element of the positive support received they from agencies. Being dealt with in an understanding manner that takes into account the impact the incident/crime has had on the victim and offering support relevant to this was important for reinforcing that services were taking the issue seriously. The victims we spoke to felt that improvements could be made with regards to the police following-up with victims after the initial report: "even if they can't do anything [they should] tell you" It was also important that services took responsibility for helping the victim rather than putting the responsibility on the victim to contact other services. Having someone to coordinate all the different services that could be involved such as the police, housing associations and the local authority was suggested as a way of addressing this problem.



⁵⁰ Home Office (2012) *Challenge it, Report it, Stop it: The Government's Plan to Tackle Hate Crime*. London: HM Government

⁵¹ Cambridgeshire Constabulary data, Performance Support Officer

Case study: victim of hate crime

Abdul was being racially harassed by his neighbour. Initially this started as general noise nuisance. Following an assessment of the noise level, Abdul was told that they were normal and therefore nothing could be done. However the problems with his neighbour continued and the noise nuisance developed into verbal abuse and threats towards him, and damage to his car. Abdul said "my information was not kept confidential, the perpetrator knew it was me who complained".

Abdul was also in contact with his housing provider and they asked him to complete diary sheets of incidents that occurred. He was disappointed that no one came out to see him. He continued to fill in diary sheets but he received very little feedback. Abdul called the police when his neighbour was damaging his car. Abdul said "the person who took my call was very rude, he told me to shut up and answer the questions".

Abdul then went to the local police station so he could speak to someone in person about the problems he was experiencing. He also got in touch with the local race equality council and they met with him to discuss his issues. He said "they made agencies take me seriously". Abdul decided the best solution for him was to move house. He said "I was disappointed that nothing was done for so long, no one took the issue seriously. Agencies need to listen more to victims like me".



Case study: Open Out

Open Out is a third party reporting scheme that allows anyone to report any hate related incident or crime confidentially and anonymously if preferred. Three officers cover the county with dedicated officers for Peterborough, and Huntingdon and Fenland. Officers will talk to victims about the options available to them, and provide support directly or refer to other agencies. They will also act as an intermediary with the police and support victims through the

process if they choose to report to the police. Open Out have established a network of information points and reporting centres across Cambridgeshire. Information points are where members of the public and/or service users can access information about hate crime and the scheme. Open Out reporting centres are places where victims or witnesses can report hate crime face to face or receive information about the services provided.

Conclusions

Hate crime continues to be under-reported nationally⁵² therefore the level of reported hate crime is not an accurate indicator of the true levels of hate crime in the county. Additional work to identify sources of information to build up the picture of hate crime is necessary, for example, ensuring all services are aware of Open Out so that data can be collated from those agencies where victims may disclose that they have been a victim as part of wider support issues.

There is also an overlap between incidents that start out as anti-social behaviour and escalate to become hate crimes. Roll-out of the constabulary's vulnerability assessment of victims of anti-social behaviour and case management would provide the opportunity to explore this relationship in more detail.

There are a small number of agencies providing support to victims of hate crime/incidents in Cambridgeshire. Much of the current support available is also subject to time limited funding or year-on-year renewals which brings uncertainty and prevents long-term planning. Victims told us that they felt that offering support for hate crime sent a clear message to the general public that this type of behaviour is unacceptable.

⁵² Home Office (2012) *Challenge it, Report it, Stop it: The Government's Plan to Tackle Hate Crime*. London: HM Government

4.6. Young victims of crime

The British Crime Survey estimated that there were 878,000 crimes affecting 10-15 year-olds in England and Wales in 2010/11. Of these, two-thirds (576,000) were violent crimes (77 per cent of which resulted in injury to the victim, mainly minor bruising or black eyes). Most of the other third (275,000) were thefts of personal property. A much smaller number of children (27,000) experienced vandalism of personal property.

Over a third of all reported rapes (36%) are against children under 16 years old,⁵³ and one in six teenage girls reported intimate partner violence.⁵⁴

Indirect victimisation is also common among children and young people. In a recent study, almost one in five young people (22% of girls and 13.5% of boys) said they had experienced cyber bullying.⁵⁵ Given the widespread use of social networking, this type of crime can be especially difficult to police or prevent.

Though many young people are affected by crime, they are less likely than adults to report it, seeing it more 'as a fact of life'.⁵⁶

A 2011 study of young people's experience of the police and criminal justice system by the charity Catch 22 found particular barriers to young people reporting crime, including:

- lack of trust in the police
- tensions between young people and the police
- fear of being perceived as 'a grass' or fear of retaliation.⁵⁷

Crime perpetrated in school can be difficult to identify and to address as teachers are not always trained to deal with issues beyond bullying. Young people can be vulnerable to further abuse

and repeat victimisation if they speak about what has happened to them. Those in same sex relationships are reluctant to report for fear of homophobia from classmates or teachers.⁵⁸

Victim Support's 2007 report, *Hoodie or Goodie*, highlighted the fact that young victims and young offenders are often one and the same. This link is particularly prominent where violence is involved.⁵⁹

Without a clear idea of the protection available, young people will often keep quiet.⁶⁰ When they do speak up about their experiences, they are more likely to tell their peers than an adult. Although peer support and counselling schemes have been established in a number of UK schools, their remit does not always extend beyond bullying.⁶¹

Catch 22 found⁶² that young victims need help in three main areas:

- feeling unsafe after reporting a crime
- dealing with living around the offender after the crime
- lacking confidence and feeling unable to trust others.

It recommended that a variety of support be made available to young victims, from updates and information from the police to intensive mentoring and counselling.



Children and young people as victims of crime in Cambridgeshire

Figures from Cambridgeshire Constabulary show that for the period April 2010 to March 2011 there were 3,330 victims of crime that were aged 17 and under. The most common type of offences recorded included assaults with less

⁵³ Call to End Violence Against Women and Girls, Home Office, November 2010

⁵⁴ NSPCC, 2009

⁵⁵ O'Brien, N., Moules, T. and Walker, S. (2011) *The Impact of Cyber Bullying on Mental Health* London: NSPCC and Anglia Ruskin University

⁵⁶ NSPCC, 2009

⁵⁷ Catch 22 (2001) *What works: Developing a welfare approach to supporting young victims*. London: Catch 22

⁵⁸ NSPCC 2009

⁵⁹ *Hoodie or Goodie*, Victim Support, 2007

⁶⁰ Firmin, C. (2011) *This is it, This is my life: Female Voice in Violence* London: ROTA

⁶¹ NSPCC 2009

⁶² Catch 22 (2001) *What works: Developing a welfare approach to supporting young victims*. London: Catch 22

serious injury or other violent crime. Peterborough and Cambridge had the highest number of crimes with Peterborough accounting for 36% of the total recorded in the county.⁶³

What else do we know about children and young people in Cambridgeshire?

The Cambridgeshire (excluding Peterborough) Joint Strategic Needs Assessment (JSNA) identifies some key trends that are relevant to service provision within the county. The population of children and young people in Cambridgeshire (excluding Peterborough) aged between 0-19 years will grow by approximately 6% between 2008 and 2021, but this is not spread evenly across the county, and some districts will see a decrease. Huntingdonshire, which currently has the largest population, is expected to experience a decrease of nearly 5,500 citizens, whilst East Cambridgeshire and Fenland, will see a fall of around 1,500 and 500 respectively. By contrast, child population is expected to rise in Cambridge city by around 10,500, and South Cambridgeshire may increase by 5,000.

Victims of bullying can often experience crimes against them such as assault or harassment however these may never be reported to the police. Cambridgeshire's Health Related Survey 2008 show that 28% of children and young people are often afraid of going to school because of bullying, 24% say they have been bullied at or near school in the last 12 months and 15% are subject to repeated incidents of bullying⁶⁴.

Support for victims for children and young people who are victims of crime in Cambridgeshire

There are several services operating in Cambridgeshire that provide support for children and young people as victims of specific crimes. Victim Support can offer support to young people who are victims of crime through their parents. Link to Change is a service providing support for young people up to the age of 25

who are at risk of sexual exploitation. Link to Change has employed a specialist sexual health worker who will offer intensive one-to-one support to vulnerable young people at risk. For the financial year 2012/13, an Independent Domestic Violence Adviser (IDVA) is being employed to work with young people experiencing domestic abuse. There are also several Freedom programmes running in schools and colleges in the county aimed at young people. The ASPECTS (Acute Stress Programme for Children and Teenagers) pilot project is also looking at working with children who are suffering from post traumatic stress disorder following experiences of, for example, domestic abuse or bereavement. There are also a number of services that support young people more generally such as Connexions and the Youth Support Service. Centre 33 also offer support on any issue a young person might be experiencing and '2byou' and 'SexYOUality' specifically work with young people who are having issues related to their sexuality.

Feedback from children and young people

The young people we spoke to felt that there were several elements of support that young people would need if they were to become a victim of crime. They felt that treating someone as an individual was key. In some instances a young person may want to be taken home, to be reassured about their safety and to have police officers explain the situation to their parents. In other circumstances a young person might wish to be able to make their report confidentially, and be given information regarding their options.

Providing follow-up in all circumstances was seen as an important part of offering reassurance after the crime. For some of the young people we spoke to they felt that the police didn't really understand them, or their needs. They suggested that more work was needed in order to break down the barriers between young people and the police, stating that "if you know the type of people looking after you, you'll feel more reassured" and "the more comfortable you feel with someone the more you'll tell them". The young people we spoke to also thought that support was probably available for them although none of them knew about any specific agencies. Most of them felt they would probably

⁶³ Cambridgeshire Constabulary data, Performance Support Officer

⁶⁴ Cambridgeshire County Council/NHS Cambridgeshire (2010) *Cambridgeshire Joint Strategic Needs Assessment*

look to their friends or family for help in the first instance.



Case study: Alex

When we spoke to young people we did not ask them directly to recount their own personal experiences, and instead used the example of 'Alex' to find out more about what support they felt would be needed. In the scenario Alex was 15 and attacked by a group of boys who stole his mobile phone and left him with a cut lip. The young people we spoke to said the police needed to come as quickly as possible to reassure Alex and make him feel safe, and give sympathy and reassurance.

They also talked about the need for Alex to feel listened to, in order to find out the next steps he wanted to take. Some of the young people thought it would be good if the police officers took Alex home and explained to his parents what had happened. Others felt that this should be a choice that Alex could make for himself, and he should be asked.

All of the young people spoken to thought that he should be given information about what to do next and what would happen next and that the police should follow-up with Alex and keep him updated. They also felt that Alex might need some support after the incident, to talk to someone about what had happened as well as time to get over the shock.



Case study: Link to Change Helter Skelter Project

The Helter Skelter project is for males and females aged 12 to 25 years who are involved in child sexual exploitation, commercial exploitation, victims of internal and external trafficking and coercion into prostitution. The aim of the project is to reduce sexual exploitation by reducing risk taking behaviour and improving

the quality of life of the young person, their family, carers and the community.

The project accepts self referrals and referrals from other agencies where a young person is at risk of sexual exploitation due to substance misuse, homelessness or family breakdown. A specialist sexual health worker also offers intensive one-to-one support to vulnerable young people at risk.

Conclusions

There are a limited number of services for young victims across Cambridgeshire. Those that are available offer specialist support for specific crime types. Further research is required to determine the exact nature of the need for support however based on the expected population growth in young people in Cambridgeshire it is likely that the need for services to support young people will increase over time.

The main feedback from the young people we spoke to related to treating all young people as individuals and not making judgements about the service they might require based on their age. The evidence we have gathered indicated that there is more work to be done to try to build relationships between the police and young people in order to encourage them to come forward and ask for help when they really need it.

5 Delivering services to victims

Issues identified and what can be done to address them

Police and crime commissioners (PCCs) have a duty to obtain the views of victims of crime before producing their policing plan.

They also have the potential to play a key role in championing the needs of victims in their local area.

This gives victims an unprecedented opportunity to have a real voice in influencing and shaping the services they receive at local level.

This report builds on the considerable work already done by partner organisations in Cambridgeshire. It gives a snapshot rather than a forensic examination of the service needs of victims in Cambridgeshire, and there is room for further research.

We hope that this evidence will encourage the incoming PCC for Cambridgeshire to understand and respond to the needs of victims in (PFA), and to prioritise their needs accordingly. We propose the following actions to address the issues identified in this report:



Proposed actions

5.1 The Police and Crime Commissioner should oversee the co-ordination and collection of county wide data and information on the needs of victims, and the services available to meet these needs. The aim should be to identify gaps so that steps can be taken to address unmet need.

Currently information on the needs of victims and services available to meet these needs is not held centrally anywhere in Cambridgeshire. The mapping exercise undertaken as part of this project is the baseline that should be expanded upon, and

updated as the provision of services changes across the county. This will enable any gaps in services to be more easily identified, when it comes to service commissioning.

5.2 The PCC should work with other commissioners in Cambridgeshire, to ensure that appropriate, relevant services are available to victims. They should prioritise services which are able to meet the needs of victims as they change, and encourage services to work together.

Victims' needs are not fixed either in relation to crime types or over time. As a result it is unlikely that one service will ever fully meet the changing needs of a victim. Recognising diverse needs, and encouraging services to work together to meet them, will also ensure that any specialist services are not lost as a result of the commissioning processes.

5.3 The PCC should ensure that effective consultation and engagement is undertaken with victims. The aim should be to expand upon the understanding of what victims' needs are, how they can be met and how relevant information can be communicated to all residents across Cambridgeshire, about the services available.

Consultation and engagement needs to be carried out with a range of victims, using methods that allow all residents in Cambridgeshire to take part. The use of satisfaction surveys does not promote an in-depth understanding of the needs of victims, as the focus is on quantifying responses rather than listening to the voices of victims.

5.4 The PCC should ensure that a victim-centred approach is taken by all services. This means that all aspects of the support offered, including communication, aim to meet the needs of victims, rather than simply addressing the crime itself.

A victim-centred approach is under development across several crime types in Cambridgeshire. However, restricting this approach to specific crime types means there are still inconsistencies in the services provided. Communication need to be a key

element of a victim-centred approach, as this is one of the areas that appears to have the biggest impact on the engagement of the victim.

- 5.5 The PCC should champion the roll-out of a joined-up, county wide approach to victim needs assessment and support. This should include setting clear referral pathways, promoting joined-up working between services, and ensuring effective handovers between services as the individual needs of the victim change.

Across Cambridgeshire there are a number of assessment tools in place to assess the needs of victims. This makes it difficult to determine on a county wide basis where gaps in service exist, both geographically and also in terms of levels of assessed risk. If a common assessment tool was used to determine victim need at regular intervals, alongside the internal assessments of agencies which are service specific, more information would be available to shape referral pathways to meet victims' needs.

6 Appendices

Appendix 1: Methodology

The **Cambridgeshire** VSA used a variety of research methods and data to investigate issues explored in this report and address the overall aims of the project. These comprised qualitative and quantitative elements and involved conducting primary research and drawing on existing research (secondary research).

Five methods of enquiry were employed:

1. Mapping victim services in the local police force area

The first exercise we undertook in this project was to 'map' existing services available to victims in **Cambridgeshire**. This was done to establish a baseline understanding of the local service landscape and to build a network for the victims' services advocates to draw on throughout the rest of the project.

We mapped provision for victims in each of the crime categories considered by this report, and further separated these into the sub-categories of:

- statutory sector
- voluntary sector
- structures/partnerships (to include representative bodies such as local criminal justice boards or regular meetings of different agencies with a service focus, such as MARACs)

We mapped services rather than organisations, in recognition of the fact that the same organisation can offer a range of services. We only mapped services that explicitly supported victims as victims, rather than those that supported a wider client group in which victims might be highly represented. This was decided in recognition of the limited time and capacity of the project but it is acknowledged that by defining the scope of the exercise in this way, some services may be missed, particularly for those victims who do not report crime. Drugs and alcohol services are a possible example of this. We mapped services for witnesses of crime mainly where witnesses were also victims.

We sought information on services including:

- geographical coverage
- summary of services offered (including who provides support to whom and whether there is a focus on a specific crime type)
- any restrictions on services available (e.g. only offer support to 11-15 year olds)
- client group
- referral routes
- number of clients supported
- local issues of concern
- sustainability (e.g. how long are they are funded for)
- current funding source

Not all the services mapped were willing to provide all the information requested; this was particularly true of questions around funding.

The mapping exercise was conducted by a mixture of phone and desk-based research, with some meetings. It was mainly collected between June and August 2011 and ongoing updating of the maps continued on an ad hoc basis for the remainder of the project period.

Many local stakeholders and organisations requested copies of the maps. The project steering group agreed in January 2012 that the maps could be circulated with the more sensitive pieces of information, such as funding information and 'local issues of concern' removed.

All services contained within the map were asked to confirm that the data contained about their services before the maps could be published. The maps are due to be published by the end of May 2012, again, with information on funding or 'local issues of concern' removed.

There were a number of limitations to this element of our research, including:

- **time-sensitiveness:** the maps were initially baselined in early September 2011, since which time many services will have emerged, developed or reduced their activities, or ceased to operate, therefore the map can only offer a 'snapshot' in time and will quickly become out of date
- **representing the full range of services:** because completing the maps placed a call on the time of those services we contacted, or relied on information available online, it may have favoured larger organisations with the capacity to assist us or those with an online presence. This may mean that smaller organisations were not mapped.
- **significance of apparent 'gaps' in provision:** many of the service providers we spoke to talked about gaps in provision, citing that there was no service for a certain group in the local area. We were cautious not to draw conclusions about supply versus demand on the basis of this anecdotal evidence alone, recognising that factors such as the level of need in a local area, provision in neighbouring areas and the specific needs of victims with certain characteristics should be considered in drawing such conclusions

A textual analysis of conclusions from the mapping exercise in **Cambridgeshire** can be found at appendix 6.

2. Consultation with stakeholders and organisations

Following the mapping exercise, we consulted stakeholders and colleagues in service delivery organisations to access feedback on the needs of experiences of a wider range of victims. We wanted to talk to representatives from these organisations because, as they work with large numbers of victims every year, they are able to:

- form opinions based on the experiences of a wide range of service users
- note patterns, gaps and needs
- understand the limitations on services' ability to meet these needs – from a service provider's perspective
- explain what has been tried before, and what they would like to see tried in future, based on a realistic understanding of current political trends and financial constraints
- explain what works for victims and what doesn't
- offer strategic proposals for solving the problems experienced by victims

We found it particularly valuable to consult stakeholders and organisations supporting victims we struggled to recruit to focus groups and interviews for qualitative research. Talking to professionals was one way of ensuring that victims we found harder to reach could be represented in the research. Many of these organisations offered additional help in signposting us to others which could provide additional information.

We consulted stakeholders and organisations individually throughout the project, and collectively towards the end, in drafting the proposed actions listed in chapter five of this report. We held a 'roundtable' discussion with stakeholders, seeking their feedback on the draft text of these and making amendments in response to their feedback. One of the limitations of this approach was that not all stakeholders invited to contribute were willing or able to, and, where a consensus did not appear, not all could have their views represented in the final proposed actions or wider body of the report. Therefore managing expectations was key to this element of our research.

3. Review of existing research and reports

We reviewed a selection of existing literature exploring the experiences of victims and provision of victim services. The aim of this was to gain greater knowledge and understanding of the issues and to identify how the project fits with and compares to the existing body of knowledge.

We generally only considered literature published since 2008 to the present day. Where there was a lack of recent data on certain issues we have referred to the most up to date sources. This decision was taken to ensure that the literature identified remained relevant to the current experiences of and services for victims. The time constraints of the project also meant that we had to limit our review to literature from a relatively short time period. Literature we reviewed included local and national research reports from statutory and voluntary sector agencies, as well as academic bodies; it also included the published strategies, action plans and force plans from government departments and agencies including the Home Office and individual police forces.

The search for literature was completed electronically using online search engines such as Google. In addition organisations identified in the mapping of victim services in each police area were consulted about research or publications they were aware of or had produced themselves. Hard copies were also made available to us by stakeholders.

In total **31** reports were identified and cited in this report.

This review was limited in scope as it did not use a range of search strategies to identify literature. It is therefore likely that many relevant publications were not identified. In particular the review omits empirical research not freely available online e.g. studies published in academic journals requiring subscription.

4. Secondary analysis of the British Crime Survey 2010/11 dataset

We analysed data from the British Crime Survey 2010/11 in order to understand the scale of need and the perceptions of victims and non-victims in **Cambridgeshire**.

The data set used was the British Crime Survey 2010/11, non-victim user form.

Access was through the Economic and Social Data Service via special licence⁶⁵ and analysis was completed following the BCS user guide,⁶⁶ using SPSS software.

We extracted data against a selection of questions in the British Crime Survey which would tell us what victims in **Cambridgeshire** thought of the police, the criminal justice system, and other services.

We analysed the data using the following methods:

⁶⁵ <http://www.esds.ac.uk/government/bcs/>

⁶⁶ <http://www.homeoffice.gov.uk/publications/science-research-statistics/research-statistics/crime-research/user-guide-crime-statistics/user-guide-crime-statistics?view=Binary>

- cross-tabulation of public perception data at the police force area level
- calculation of average incidence rates for key crime categories at the police force area level

We did not carry out significance testing of BCS data. Therefore the figures are quoted based on observed difference rather than proven statistical significance.

5. Qualitative semi-structured interviews and focus groups

The aim of the qualitative element of the research was to explore the experiences and perspectives of individuals who had been a victim of one of the crime categories in the last two years. This was done by conducting 1-1 interviews and focus groups with victims of crime in **Cambridgeshire**.

The focus groups conducted with children and young people differed slightly from the other four crime categories as participants were not required to have been a victim of crime in the past two years. This option was taken firstly because there are very few dedicated services for young victims of crime from which participants could be recruited and secondly because, when talking to groups of young people per se, such as youth groups, we did not want to single young people out as victims. Most importantly, we did not want the lack of dedicated young victims' services to prevent young people having their voices heard in this research.

As a consequence the topic guide was not designed to focus on personal experiences but instead used scenarios to draw out opinions and perspectives in a sensitive and safe way. More detailed information about the part of the project is found in Appendix 2.

Rationale for the approach:

We used a variety of methods of research to enable us to examine the issues through a number of different lenses and achieve a deepening and a widening in understanding. We wanted to ensure that we triangulated our findings from these different research methods and data to give our findings validity.

There were also more pragmatic reasons for using a variety of methods. The project's aims could not be addressed using a single method of inquiry. For example, while qualitative interviews with victims provided information about their individual experiences, opinions and access to services, these did not provide an effective and systematic method for mapping all the existing services in the local police force area. Similarly, consulting professionals about the needs and experiences of victims would provide some information about the needs and experiences of victims, however this would be from the perspective of the professional rather than victims themselves. It is also worth noting that, as is the case with all projects, the research methods were in part shaped by the time and resource constraints of the project.

Appendix 2: Qualitative semi-structured interviews and focus groups with victims

The following provides more detail about the qualitative element of the research which was designed to explore the experiences and perspectives of victims of crime.

The approach:

The aim of the qualitative element of the research was to capture the experiences and opinions of victims in the five crime categories: victims of anti-social behaviour, domestic abuse, sexual violence and hate crime and young people affected by crime – whether or not they had been victims themselves. The use of an in-depth qualitative approach enabled participants to raise issues that were important to them, drawing on their own experiences and using their own words. The data collected through a qualitative approach is useful for understanding individuals' perspectives on particular issues and the meanings that they attach to their experiences and behaviour.

The limitations of qualitative research have been well documented. While qualitative research can provide rich, in-depth data, it can also be small in scale and dependent on context. Because of this, generalisations cannot be made about the experiences of the wider population on the basis of this research. In addition qualitative research can be seen as more subjective than quantitative data both in terms of data collection (researcher influence) and data analysis. We hoped to overcome these limitations to some extent by the use of different methods to explore the issues of concern to this study i.e. consultation with professionals as well as victims, analysis of the 2010/11 British Crime Survey, review of relevant literature and mapping existing services for victims.

Design of research tools:

A semi-structured topic guide was developed in consultation with Victim Support's research manager. This helped to ensure that key issues were explored with each participant and gave interviewers the flexibility both to adapt their style to meet the needs of individual participants and to probe and explore issues in detail and with sensitivity. The topic guide was piloted with five participants initially to test out questions, gain feedback and make appropriate modifications. A copy of the topic guide used is provided at Appendix 4.

Conduct:

Originally the project planned to use focus groups as the sole qualitative method for investigation. This decision was in part influenced by the time constraints of the project, whereby it was envisaged that the use of focus groups would enable the project to reach a greater number of victims in a restricted time period allocated for fieldwork. In addition the use of focus groups was decided upon because the method for recruiting participants was primarily via gateway organisations and it was felt that it would be beneficial to make use of pre-established groups, as these would have the advantage of being able to provide victims with support before and after a focus group should they require it. It was also felt that the group dynamic of a focus group would enable participants collectively to develop creative ideas to put to police and crime commissioners.

Early on in the data collection stage it became clear that the data collection methods needed to be flexible to account for the needs of victims and ensure everyone who wanted to participate could do so. For example many prospective participants were not comfortable taking part in a focus group for a variety of reasons (e.g. nervousness about speaking in groups, not wanting others to hear about their experiences etc) however they were happy to participate in a face to face interview. Others were unable to gather easily in one central location due to the limitations of geography, particularly in rural areas. The needs and requirements of the participants therefore dictated the use of a combination of focus groups and interviews.

For similar reasons, while the majority of interviews were conducted face to face with the interviewer, some were conducted over the telephone in order to meet the needs of the participant and facilitate the participation of those who were unable or unwilling to participate in a face to face interview. For some a telephone interview enables more control over the situation and provides a certain anonymity and privacy not available in a face to face interview.

With the permission of the participants, the interviews/focus groups were recorded using a digital recording device. Where permission was not granted the researcher took notes. The recordings were retained for a maximum of ten days and during this time the interviewer inputted information into the framework developed for sorting the data prior to analysis. The reason for this was to ensure that no data captured on the recording devices that could potentially identify participants was retained unnecessarily. In addition, between recordings being made and the data being entered into the framework analysis, recording devices were kept in locked cabinets so that the data they contained could not be accessed.

Criteria for participation:

Except in the case of children and young people, criteria for participation were that:

- the prospective participant had been a victim of at least one of the crime types in the last two years (except in the case of historic sexual abuse, victims of which often do not access services or report the crime until many years after it took place), and
- the prospective participant was aged over 18 years

We decided to focus on experiences that occurred in the last two years to ensure the relevance of those experiences to the existing provision of services in the local area and to avoid difficulties and inaccuracies in recall. The age restriction was put in place as it was agreed early on in the project to focus on the experiences of children and young people as a distinct part of the project and to reflect the additional ethical, safeguarding and welfare considerations of working with those under the age of 18 (see more information about children and young people below).

Sampling:

The aim was to reach a minimum of five participants in each local police force area in each of the crime categories. Inclusivity of participants across diversity strands was attempted by applying the conclusions of an equality impact assessment conducted at the beginning of the project.

Recruitment of participants:

Participants were recruited primarily through gateway organisations that were already providing or had provided support to the participants. This was partly dictated by pragmatic considerations (e.g. the gateway organisations already had access to the individuals that the project was looking to consult and could identify those who met the participation criteria) and partly due to ethical considerations (e.g. the gateway organisations were there to provide support to the participants after the research was completed and already had an understanding of their needs.) Host organisation Victim Support was also treated as a gateway organisation and trained Victim Support staff and volunteers offered immediate emotional support to participants drawn from both Victim Support networks and beyond. Participants were also recruited through local organisations and stakeholders. The interviews and focus groups took place between October 2011 and March 2012.

Ethical considerations:

The wellbeing and safeguarding of participants were paramount in the conduct of the interviews and focus groups. Key elements of the ethical approach taken included:

- providing prospective participants with the information needed to make an informed decision about whether to take part or not
- recording participants' decisions to take part via a consent form and providing them with the opportunity to withdraw consent
- explaining carefully to participants the steps taken to maintain confidentiality and the limitations to preserving confidentiality in accordance with Victim Support policies
- maintaining participant anonymity by removing all information that could potentially identify an individual
- minimising distress to participants during fieldwork e.g. conducting interviews and focus groups in a private and safe space; researcher sensitivity to the needs of participants, having a trained Victim Support staff member or volunteer available during the fieldwork to provide support if and when required etc.
- making referrals to specialist support services should further support be required by the participants
- recruitment of interviewers (victims' services advocates) with experience of working with victims of crime and/or other vulnerable groups
- the provision of detailed guidelines, briefings and training sessions to all researchers to prepare them for the role and taking into account areas of possible sensitivity (specific training was delivered to prepare VSAs for working with children and young people and victims of sexual violence)
- mandatory safeguarding training and Criminal Records Bureau checking of all interviewers before they could conduct interviews or focus groups

Children and Young People

We took a different approach to researching the experiences of children and young people firstly in recognition of the fact that there are few dedicated services for young victims around the country.

We wanted to make sure that we did capture the views of children and young people but did not consider it to be within the capability of the project to recruit one-off focus groups specifically of young victims of crime outside the support systems that a gateway organisation, such as a youth group, would provide. We therefore contacted existing groups and requested the opportunity to hold a focus group as part of an existing, planned session.

We did not want to ask the young people to talk about their personal experiences or indeed to single young people out as victims in a group environment so we used a fictional character 'Alex' as a point of discussion and asked the young people to explain how Alex might feel as a victim of crime.

An amended topic guide was used for these sessions and can be found at appendix 3. This was developed with the advice of specialist young people's workers within Victim Support. Findings from the research with young people were captured on a separate framework to that used for adult participants and therefore data from the young people cannot be compared with that from the adults in a meaningful way.

Analysis:

The analysis of the interviews and focus groups was undertaken using a framework analysis approach. This approach was chosen as it offered a transparent and systematic method for analysing qualitative data which enables the research to stay focussed on the specific priorities of the study. The transparent procedural approach of framework analysis is valuable as it would allow another researcher to repeat the process in order to verify findings. It is also a relatively straightforward approach which could easily be

explained and adopted by all the researchers working on the project and which did not require the use of complex and expensive computer assisted qualitative data analysis software.

The first stage involved the researchers familiarising themselves with the data (through reading notes and/or listening to recordings) and then systematically sifting, summarising and sorting the data from each interview or focus group into a pre-designed thematic framework. The framework comprises a series of subject charts in Excel. The broad theme headings that made up the thematic framework used for this research were:

- impact of victimisation
- support needs of victims
- experience of the police, experience of other criminal justice system agencies
- experience of other agencies
- barriers and facilitators to accessing support, and
- recommendations

These broad themes were broken down further into sub-themes and there was also space within the framework for researchers to record information that did not fit into these themes but might still be important to the study. This meant that emerging and unexpected themes could be identified and recorded.

Researchers also recorded verbatim quotations from participants in the framework. Basic context information about each interview or focus group was recorded including whether it was a focus group or interview, the number of people participating, the crime type area and basic demographic detail.

Once the data was summarised and sorted in the framework then in depth analysis was conducted. Like all qualitative data analysis this was an iterative process and involved the researcher:

- reviewing the summarised data;
- systematically, comparing and contrasting the different accounts, experiences and perspectives;
- searching for patterns, contradictions or connections within the data;
- seeking explanations for patterns and associations and
- making interpretations grounded in the data.

Each crime type area was analysed separately initially to identify the concerns and issues specific to that victimisation experience. Where time was available all victim crime types were analysed together to identify where there were issues and concerns relevant to all victims interviewed.

Limitations of the qualitative research

As with all research this approach had certain limitations. Some of these were inherent in the methodology and others related to the specific response achieved for this study. Some of the limitations have been considered here:

- **Recruitment:** this was largely through gateway organisations and therefore may not have reached those victims that had not accessed services at all and may have the greatest needs/most unmet needs
- **Diversity of sample:** because of the small numbers of victims involved, we aimed to be inclusive rather than fully representative of all victims locally who had experienced each crime type. Generalisations about all victims representing a particular diversity strand cannot therefore be drawn on the basis of this research

- **Complexity of hate crime as a crime category:** because hate crime can be motivated by hostility on the basis of multiple diversity strands, it was not possible, with the small sample interviewed by this research, to gain the views of people affected by all types of hate crime. In **Cambridgeshire**, we spoke to victims affected by **race** hate crime, so this research can only give a partial picture of the impact of hate crime locally.
- **Combination of interviews and focus groups:** because, led by the needs of participants, we conducted our research in a combination of group sizes, there is a risk of overstating data captured in interviews as it is more detailed and in depth
- **Retrospective views and past experiences:** because we were reliant on the recall of victims, there is a risk that this recall can be flawed, especially if events took place some time ago
- **Interviewer effect:** as with any research captured in person, there is a risk that interviewers will represent victims' views through a filter of their own personal perspective
- **Social desirability:** particularly in a group setting, there may be a risk of participants saying what they think is socially acceptable rather than what they really think
- **Bias of self-selection:** those who have had negative experiences with services may have been more motivated to take part, especially if they were likely to feel more strongly or want to have the opportunity for redress. Victims who had had more positive experiences may have felt less inclined to come forward
- **Only one part of the story:** because we didn't hold focus groups asking the same questions of agencies providing services to victims, we were unable to capture the same level of detail from their perspective about the challenges and difficulties facing agencies or the criminal justice system in meeting the needs of victims. However it was beyond the scope of this project to investigate this in detail as our priority was capturing the voice of victims

Appendix 3: Children and Young People topic guide

Topic Guide – VSA research (CYP)

Materials needed:

- Flipchart and pens
- Flashcards
- Post it notes
- Parental and young people consent forms (distributed by gateway organisations)
- Dictaphone
- Incentives e.g. pizza

○ Introduction

The group leader should introduce the VSA to the group, set ground rules and be on hand for any challenges that may arise throughout the session. Ground rules should be provided by the gateway organisation where possible; if they do not already have a list of ground rules then VSAs should use the ground rules document in the CYP toolkit.

“Good Afternoon/Evening. Thank you all for letting me take some of your time. I would like to start by introducing myself and explaining a little about the work I am doing which I hope you will be able to help me with.

My name is [insert name] and I am Victims’ Service’s Advocate for Cambridgeshire. Part of my role is looking at what help and support there is available for victims and witnesses of crime and looking at ways that things may be improved for those affected by crime. I am here today to get your thoughts and opinions on policing and crime to help feed into this work.

This is connected to a big change that is coming up in how police are run - Police & Crime Commissioners (PCCs), who will be elected in November 2012 in each of the 42 police force areas in England & Wales.

PCCs will be responsible for setting what the police in the local area should focus their efforts and money on. They will also be responsible for deciding whether to start or support other services relating to crime, including services/support for victims of crime.

We want to try and make sure that one of the things they focus on is looking after victims. So part of my job is to write a report in a few months time on what the PCC should do to support victims of crime – including young victims.

Please be aware that I am not here to talk about any experiences personal to yourself, I am just looking at how you feel about some of the issues identified by victims and witnesses of crime. If over the course of the session you do wish to discuss something personal then please do discuss with the group leader after the session [confirm this with group leader].

Finally, anything that we do discuss will be in confidential and we will not be using anyone's names in the report we write. The only time we will break confidentiality will be if we believe you or someone else is in danger of harm. Please also respect the confidentiality of each other and do not disclose what is discussed in this focus group to others. "

- **Opening the discussion – 5 minutes**
 - **Ice breaker:** Ask young people to introduce themselves – their name and what they enjoy doing in their spare time (or similar)
N.B. This should be facilitated by the group leader with the VSA as participant
- **Support needs – 15 minutes**
 - **Case Study: Alex**
 - This is Alex (VSA draws picture of a boy on flip chart)
 - How old is he? (elicit feedback and write down answer on flip chart)
 - What does he like to do? (elicit feedback and write down answer on flip chart)
 - **VSA reads:**
 - Alex was out with some friends one evening. Whilst waiting at the bus stop with a friend a group of lads came up to them and demanded their phones and money.
 - Alex refused and when he did one of the lads punched him in the face badly cutting his lip.
 - Alex and his friend handed over all their money and phones and when the lads had gone they ran to a nearby phone box to call the police.

Q. What would they need from the police?

Prompts could include:

- Regular update on progress
- Signposting
- Sensitive to your needs
- Quick Response

Q. What other support might they need?

Prompts could include:

- Emotional support
- Specialist support
- Medical help
- Safer community (lighting, CCTV etc)

Q. Where could they get that support from?

Prompts could include:

- Local organisations
- Family and friends
- GP

Agree/Disagree – 10 mins

- Everyone stands in the centre of the room and **Agree** and **Disagree** signs are placed on either side of the room
- The facilitator reads out a specific point of view from the **CYP statement flashcards** on policing and crime e.g. “There is no point reporting abusive neighbours; nobody does anything about it anyway!”
- Ask people to move according to how far they agree or disagree with the statement; and ask why

What things do you think would help young victims of crime like Alex? - 5 minutes

- Make a list of things the young people think the PCC should do to help victims of crime. Include things such as ‘better communication with the victim’ and ‘provide more funding to local organisations’ etc
- Once the list is compiled split the young people into groups (max of 4 per group) and give each group a few post-it notes, then ask them to put down the three things they personally would like to see the PCC focus on. They can use items from the list or think of their own
- Collect them in, make a definitive list of main priorities on the flipchart and elicit a response from each group as to why these things are important

Conclusion

- Thank young people for their time and contribution
- Ask if there are any final questions or comments
- Ask if the young people are interested in seeing the report / being kept informed of progress – advise this will be available via the gateway organisation
- Communicate that a report will be available from May 2012

Closing the discussion (optional) – 5 minutes

A closedown activity (similar to the opening icebreaker) is recommended to closedown the discussion.
N.B. This should be facilitated by the group leader with the VSA as participant

A closedown activity example is as follows:

- Ask everyone to stand in a circle.
- Each person says what they had for breakfast
- The next person then repeats what has already been said and adds their own For example: “This morning I had 1) an apple 2) a bowl of cereal and 3) an xxx for breakfast”
- This continues until everyone has had their go; the VSA should be the last person in the sequence

Appendix 4: Adult focus group topic guide

Materials needed:

- Flipchart and pens
- Consent forms
- Dictaphone
- Change for reimbursing travel

Introduction – 10-15 minutes

Introduce yourself

- Go over VSA project and purpose of focus groups:
- This is connected to a big change that is coming up in how police are run - Police & Crime Commissioners (PCCs), who will be elected in November 2012 in each of the 43 police force areas in England & Wales
- PCCs will be responsible for setting what the police in the local area should focus their efforts and money on. They will also be responsible for deciding whether to start or support other services relating to crime, including services/support for victims of crime
- We want to try and make sure that one of the things they focus on is looking after victims.
- This research is being done as part of a project to identify what victims in each area need in terms of services and support, so that the PCCs can know where they should focus police resources in relation to services and support for victims
- What you tell us in this group will be used to make a briefing paper for the incoming Police & Crime Commissioner for your area, aimed at highlighting what victims most need and influencing them to act to better meet that need

Confidentiality

Explain that:

- All the information provided will be treated confidentially – it will be kept secure and only be seen by members of the VSA research team. It will not be shared with other VS staff, the gateway organisation (if relevant) or anyone else
- They will not be identified in the report – we may cite their experience or views and quote them in the report but we would not use their name, and would change any details which might identify them
- Participants should respect the confidentiality and anonymity of each other and not disclose what is discussed in the focus group to others
- Emphasise the limits of confidentiality i.e. if someone shares something which suggests a vulnerable adult or a child is at risk, or they are at risk, the researcher has an obligation to share this information the relevant Victim Support manager, who may have to inform social services

Practical issues

Explain that:

- The focus group will last around 2 hours
- There will be a 5-10 minute break half-way through
- Travel expenses will be reimbursed at the end
- They do not have to answer questions if they do not want to
- They can leave at any time and for whatever reason

- They will be given information about support services available (where applicable) and the name and contact details of a volunteer who will be available to talk to them about any issues or queries they have. If needed they are also on hand if they should wish to go out and talk to someone
- Ask permission to record the interview
- Housekeeping – fire procedure, toilets etc
- Ask them to give each other a chance to speak, respect each other's views and try not to talk over each other

Consent

- Check if they have understood the above
- Hand out consent forms and ask to sign
- Emphasise that consent can be withdrawn at any point and they would need to inform the researcher if they wanted to do so

1 Opening the discussion – 15 minutes

Icebreaker: ask people to introduce themselves – their name and what they had for breakfast (or similar). Ask participants to each tell a little bit about their experience of being a victim of crime: explain they can share as much or as little as they want but would be useful if they included whether the crime was reported to the police and, if it was, what the outcome of the investigation was (e.g. no-one caught - case dropped, offender charged – sentenced).

2 Support needs for dealing with the police and CJS – 30-40 minutes

First, we want to look at the service that victims of [relevant crime type] get from the police – what do victims need from police and why?

EXERCISE 1: WHAT VICTIMS NEED FROM THE POLICE

Draw line down piece of flipchart with header 'WHAT' on one side and 'WHY' on the other.

We want to find out from you what you think it is most important that police do when dealing with victims of [relevant crime type], and why.

So first, what is most important about how the police deal with victims of [relevant crime type]?

MODERATOR INSTRUCTION: *Note in the 'WHAT' column, if participants also say why it is important, note in 'WHY' column.*

PROBE:

- Responding to report of crime quickly
- Taking incident seriously
- Taking (quick) action to investigate
- Explaining process / next steps
- Keep victim updated and informed about what they were doing
- Being understanding and responsive to concerns of victim
- Treating victim with consideration and respect
- Linking victim to other support services

Why are these things important?

MODERATOR INSTRUCTION: *Note in the 'WHY' column. Ask if the police did do any of these things in their case, and if they did, what was valuable about it for them.*

PROBE:

- Reassurance
- Understanding of process / what to expect
- Able to access other support
- 'Closure'

Ask if the police did not do these things in their case and, if they didn't, what effect that had on them.

PROBE:

- Worsens distress
- Felt alone/isolated/unsupported
- Emotional wellbeing deteriorates/self-doubt/stress/possibly ill mental health
- Made fear for safety
- Affected trust/confidence/loss of respect in police
- Made less likely to report crime or engage with police in future

Ask each if they could say which of these things are the most important for victims of [relevant crime type] overall (in their view).

So we now have a list of things that victims of [relevant crime type] want or need from police: how well do you think police in this area meet these needs?

What could they do to improve?

PROBE:

- Manner – more understanding, respectful etc
- Information and communication with victim – updating on progress and outcome, explaining process and next steps etc
- Linking with other services – e.g. referring to information and support services like VS

Independent organisations are sometimes able to help victims deal with the police e.g. by explaining what rights/entitlements they have as victims and how the process works, or by helping to get information from police officers such as updates on their case.

Did you have any independent support to help with the police? Would you have found it useful to have this in your experience of dealing with the police? (or perhaps you did get it?)

PROBE:

- How do you think such support might have helped you in dealing with the police?

Do you think victims of [relevant crime type] generally would benefit from this type of support to help deal with the police and other criminal justice agencies? PROBE:

- Why/why not?

Does anyone have experience or views of other criminal justice agencies that they want to share e.g. CPS, courts?

PROBE:

- Good points
- Bad points

BREAK – 5-10 minutes

3 Support needs for dealing with impact of crime – 30-40 minutes

In the next part we want to look beyond the police at what victims of [relevant crime type] need to deal with the impact on their lives. We know that being a victim of crime can have all sorts of effects on your life: it can be traumatic and affect your emotions and confidence; it can affect your employment, your finances, your

health; and, as well as dealing with strictly policing matters, the Police and Crime Commissioners will be able to do something about these things as well, through commissioning services and support for victims.

EXERCISE 2: SUPPORT NEED

On flipchart make 4 columns headed 'WHAT', 'WHY', 'WHEN', 'WHO'.

We want to find out from you what aspects of your life being a victim of [relevant crime type] had the biggest impact on, and what type of help you needed to deal with it.

Ask each person in turn to say what, if anything, they most needed help with in terms of dealing with the impact of the experience on their life. Note in the 'WHAT' column. *NOTE: prompt, using support type list if necessary*

PROBE:

- Why was this needed? – note in the 'WHY' column
- Was there a particular point that it was needed? – note in the 'WHEN' column

Ask each: what forms of help do you think is most important for victims of [relevant crime type] overall?

So we have what, why and when. What about 'who'? Who would you want this type of support from?

PROBE:

Is there a certain organisation or type of organisation that's most appropriate or best placed to provide this support?

Which, if any, of the following do you think are important for *these* types of services (services identified by the participants in the previous question):

- To be independent of police or government
- To be specialists in supporting victims
- To be specialists in supporting victims of [relevant crime type]
- To be specialists in supporting people from under represented communities e.g. with disabled people, people with mental health problems, people from an ethnic minority group
- Have legal knowledge/knowledge of how system works

Is this type of help available in this area?

Were you aware it was available?

Would you know how to find out about it?

PROBE if yes:

- How? - leaflet, website, word of mouth etc

Do independent services link up well enough – so if you were supported by an independent service did it link in with other support services to assist you?

Was the quality of the support good enough?

- Why/why not?

4 Overall messages on victim needs – 10-15 minutes

Finally, we want to see if we can distil what we've discussed into some key messages to take to the PCCs.

If you could tell the new PCC one thing about what they should be doing for victims of [specific crime type], what would that be?

If you could tell the new PCC one thing about what they should be doing for victims generally in [name of police force area], what would that be?

5 Conclusion – 5 minutes

- Thank participants for their time and contribution
- Ask if there are any final questions or comments

- Give out information sheet and reiterate that follow-up support is available

Ask if people are interested in seeing the report / being kept informed of progress – take contact details of those who are. Communicate that a report will be available from May 2012

Appendix 5: List of victims consulted

The VSAs consulted the following victims when researching this report

Anti social behaviour

1 x focus group: participants 1 man; 5 women

2 x interviews: participants 2 men

Hate crime

2 x interviews with victims of **racially motivated** hate crime: participants 1 man; 1 woman

Domestic abuse

2 x focus groups with women: 12 participants

2 x interviews with women

Sexual violence

2 x interviews with women

Children and young people

1 x focus group(s): participants 3 young men; 4 young women, age 14-16

Appendix 6: Summary of local organisations and stakeholders mapped

1. Breakdown

The following is a breakdown of the mapping exercise we undertook and represents the picture of service provision we found across **Cambridgeshire** at that time. We endeavoured to map all services providing direct support to victims or witnesses of crime, but we will have missed some.

We also recognise there are many other more general services that would provide support to victims in a less targeted way. Youth services, church groups and general support for older people are examples of services we did not map as their target service users do not explicitly include 'victims of crime'.

Furthermore, the funding climate means many services we mapped will have since changed in scope, been cut or maybe even grown. This should be borne in mind in drawing conclusions on the basis of our mapping.

We mapped 42 direct support services to victims of crime. In addition, we mapped partnerships and/or consortium arrangements that provide support to victims. These include:

- multi-agency risk assessment conferences (MARACS)
- domestic abuse partnerships
- anti-social behaviour case conferencing groups.

Please note that the position of the person we spoke to varied and so the views given were not necessarily the view of the service or organisation.

Of the services we mapped, we spoke to **22 service representatives** (either on the phone, face-to-face or via email) about their main issues of concern, both for their service users and their organisations. The position of the person we spoke to varied and so the views given were not necessarily the view of the organisation. The following tables provide a breakdown of organisations we spoke to.

2. List of organisations mapped

The following is a list of all the organisations we mapped; those in **bold** we spoke to in more depth either face-to-face or by telephone.

Contributing agencies
Cambridgeshire Constabulary
Cambridgeshire Police Authority
Cambridgeshire Criminal Justice Board
Cambridgeshire County Council
Huntingdonshire District Council
Cambridge City Council
South Cambridgeshire Council
Safer Peterborough Partnership
Fenland District Council
Cambridgeshire Probation
The Oasis Centre
Peterborough Women's Aid
Cambridge Women's Aid
Refuge
CrossKeys Housing Association
Parkside College
Cambridgeshire Youth Offending Service

Victim Support including the Witness Service
New Directions
Cambridge Rape Crisis
Link to Change
Ormiston
Peterborough and Fenland Mind
Hunts Mind
Cambridge and District Community Mediation Service
Peterborough Mediation Service
Cambridge Ethnic Community Forum
Peterborough Race Equality Council
Cambridgeshire Fire and Rescue Service
Cambridgeshire LSCB

3. Overview of support and services

Overview of support for victims of crime in Cambridgeshire

Victim Support provides volunteer support to anyone affected by crime, whether or not the crime has been reported; this includes victims and witnesses, their friends, family and other people caught up in the aftermath. Practical and emotional support and information are provided over the phone and in person by a victim care officer.

Universal support for victims of crime

Victim Support provides volunteer support to anyone affected by crime, whether or not the crime has been reported; this includes victims and witnesses, their friends, family and other people caught up in the aftermath. Practical and emotional support and information are provided over the phone and in person by a victim care officer.

Cambridgeshire Youth Offending Service (YOS), Peterborough Youth Offending Team (YOT) and Cambridgeshire Probation Service, all employ victim workers.

Services for victims of anti social behaviour

All district authorities and housing associations have either a dedicated anti-social behaviour officer/team or an officer with responsibility for anti-social behaviour.

The concerns of anti-social behaviour organisations

The concerns of anti-social behaviour organisations

- shared definition of anti-social behaviour for partnership working
- specific support for victims of anti-social behaviour
- coordinating work of housing associations and local authorities

Support service for victims of domestic abuse

Domestic abuse services for the county are centralised within the multi-agency referral unit (MARU) which brings together specialist workers from both statutory and voluntary services. Further investment has been secured by Cambridgeshire County Council to increase the number of Independent Domestic Violence Advocates (IDVAs) for the county (excluding Peterborough) from 5.2 (full time equivalent) to 10.2 for 2012/13. The 2 IDVAs for Peterborough are based at Peterborough Women's Aid.

Women's Aid and Refuge offer outreach services and emergency accommodation across the county. There are also two women's centres in Peterborough and Cambridge. Freedom Programmes (education programme for women who have experienced domestic abuse) run at a variety of locations across the county

The concerns of domestic abuse organisations

The concerns of domestic abuse support organisations:

- sustainability of funding for services in the voluntary sector
- lack of appropriate and accessible services across the county for children and young people (both as victims and perpetrators) of domestic abuse
- lack of services for female victims of domestic abuse from A8 nations, Gypsy/Traveller/Roma and other minority ethnic communities
- lack of services and appropriate access to services for those with no recourse to public funds across the county
- lack of appropriate support for victims and offenders through 'Health' providers across Cambridgeshire in comparison with other counties nationally
- as the new 'End Violence Against Women and Girls' agenda progresses, and domestic abuse is recognised as a public health/ wellbeing issue as well as a criminal justice issue, more progressive partnership working will be required to address the above inequalities.

Support services for victims of sexual violence

From November 2011, the constabulary have centralised the management of sexual offences with specialist officers in the rape investigation team⁶⁷. The Oasis Centre is the Sexual Assault Referral Centre (SARC) for Cambridgeshire. There are four Independent Sexual Violence Advisers for the county, 3 are based at the SARC covering Peterborough and the north of the county and the other works from Cambridge Rape Crisis. The Choice hotline provides help and information for victims of honour based violence or forced marriage. There are also Rape Crisis organisations in Peterborough and Cambridge.

The concerns of sexual violence support organisations

The concerns of sexual violence support organisations:

- sustainability of funding for services in the voluntary sector
- capacity of services.

Support for people bereaved by murder or manslaughter

The Victim Support Homicide Service and CRUSE provide support for people bereaved by murder and manslaughter in the county. The Road Victims Trust provide support to those affected by fatal or serious road collisions. Also ASPECTS (Acute Stress Programme for Children and Teenagers) is a time-limited research programmed looking at the impact of treating young people with post traumatic stress disorder

Support services for victims of hate crime

The constabulary have specific officers who deal with hate crime and Open Out is the third-party reporting scheme for the county. Peterborough Race Equality Council and Cambridge Ethnic Community Forum offer support for victims of racial harassment.

The concerns of hate crime organisations

⁶⁷ Report to Cambridgeshire Police Authority Scrutiny Committee, 13th December 2011

The concerns of hate crime organisations include:

- under-reporting of hate crime
- funding and long-term strategy for hate crime across the county
- understanding the communities across Cambridgeshire and Peterborough.

Support services for young victims of crime

- freedom for Young People
- specialist IDVA for young people
- Helter Skelter project, Link to Change for young people at risk of sexual exploitation

Concerns of organisations working with young people

- very little specialist support for children and young people as victims of crime

Appendix 7: Glossary

Anti-social behaviour - Defined by the Crime and Disorder Act 1998 as “behaviour that causes, or is likely to cause, harassment, alarm or distress to one or more persons not of the same household as the perpetrator.” Anti-social behaviour includes conduct that is and is not already covered by existing criminal offences, such as criminal damage and harassment.

British Crime Survey (BCS) - a systematic victim study, currently carried out by BMRB Limited on behalf of the Home Office. The BCS asks people aged 16 and over living in households in England and Wales about their experiences of crime in the last 12 months. These experiences are used to estimate levels of crime in England and Wales.

Black and minority ethnic (BME) - a term used to describe any minority race, nationality or language & culture in the UK.

Criminal Justice System (CJS) - the system of practices and institutions of governments directed at upholding social control, deterring and mitigating crime, or sanctioning those who violate laws with criminal penalties and rehabilitation efforts, includes policing, courts and corrections services.

Crown Prosecution Service (CPS) - the Government Department responsible for prosecuting criminal cases investigated by the police in England and Wales.

Domestic abuse - Any incident of threatening behaviour, violence or abuse (psychological, physical, sexual, financial or emotional) between adults who are or have been intimate partners or family members, regardless of gender or sexuality.

Female genital mutilation (FGM) - a collective term for a range of procedures which involve partial or total removal of the external female genitalia for non-medical reasons. It is sometimes referred to as female circumcision, or female genital cutting.

Her Majesty's Inspectorate of Constabulary (HMIC) - independently assesses police forces and policing across activity from neighbourhood teams to serious crime and the fight against terrorism.

Independent domestic violence adviser (IDVA) - provide proactive independent support to victims; involving the assessment of risk, safety planning and facilitating effective partnership working within multi-agencies, throughout the victims engagement with the criminal justice process.

Independent sexual violence adviser (ISVA) - An independent sexual violence adviser offers confidential advice and support to both males and females who have been the victims of sexual violence.

Lesbian, gay, bisexual and transgender (LGBT) - an acronym that collectively refers to lesbian, gay, bisexual, and transgender people.

Multi-agency risk assessment conference (MARAC) - meetings where information about high risk domestic abuse victims (those at risk of murder or serious harm) is shared between local agencies. By bringing all agencies together at a MARAC, a risk focused, coordinated safety plan can be drawn up to support the victim.

Police and crime commissioner (PCC) -elected by the public to hold chief constables and the force to account; effectively making the police answerable to the communities they serve. Police and crime

commissioners will ensure community needs are met as effectively as possible, and will improve local relationships through building confidence and restoring trust. They will also work in partnership across a range of agencies at local and national level to ensure there is a unified approach to preventing and reducing crime.

Police force area - the area for which a designated police force has responsibility for providing policing services and enforcing criminal law.

Police Reform and Social Responsibility Act 2011 – legislation setting out reform for police accountability and governance, including the creation of the MOPC and replacing police authorities with directly elected Police and Crime Commissioners.

Sexual assault referral centre (SARC) - specialist services for people who have been raped or sexually assaulted. Provides medical care and forensic examination following assault/rape, counselling and in some locations, sexual health services. SARCs are mostly able to assist in the immediate aftermath of an assault but do not offer long term services that are provided by Rape Crisis Centre.

Sexual offences investigation team (SOIT) - specially trained officers, who have to attend a rigorous training course. They ensure that the immediate physical, mental and welfare needs of the victim are met. They will explain the criminal justice process and gather evidence and information from the victim to support the investigation.

The Code of Practice for Victims of Crime (VCOP) – code which governs the services to be provided in England and Wales by organisations in regards to victims of criminal conduct which occurred in England and Wales.

Victims' services advocate (VSA) – individual employed by the victims' services advocates project to research and promote the service needs of victims of crime in preparation for the introduction of elected police and crime commissioners and, in London, the MOPC.

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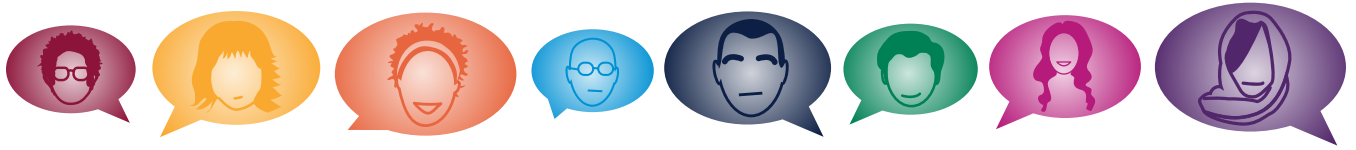
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