

Listening and learning:

Improving support for victims in Gloucestershire



Contents

1. Executive summary
2. Introduction
3. What we learned
4. The service needs of victims of crime
5. Delivering services to victims: issues identified & what can be done to address them
6. Appendices
7. References

“If it wasn't serious, if you weren't being bothered by what was happening, if you weren't scared or worried about what would happen to you or your children, then you wouldn't call the police in the first place.”

Female victim of anti-social behaviour

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 Gloucestershire.

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 Gloucestershire
- 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 Gloucestershire (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 While mapping services in Gloucestershire, we learned that funding shortfalls and an associated decrease in agencies' ability to engage in partnership working are key concerns across those statutory and voluntary sector organisations supporting victims of crime.

1.3.2 In talking to victims of crime, we learned that some of their main concerns included feeling the police did not take their reporting seriously, that they were not kept informed of progress in their case, and that when they were informed they sometimes received conflicting information.

1.3.3 In reviewing existing literature about services in Gloucestershire, we identified concerns about services for victims of domestic abuse and hate crime. For example, a joint review of services to victims of domestic abuse¹ reported that survivors found the variety of services confusing and were not clear on the differences between various agencies. This suggests that services could be more clearly advertised and better coordinated. A recent research report by Plymouth University² found processes of reporting and recording hate crime in the South West to be potentially problematic.

1.3.4 Our research revealed concerns about whether enough victims are accessing the support to which they are entitled. For example, only 48% victims of crime in Gloucestershire are referred to Victim Support compared to a national average of 68% (although referrals for victims of sexual offences are good at 61% compared to 55% nationally).³ Victim Support and Gloucestershire Police are currently working on an initiative to increase the number of referrals from the police.

1.3.5 Stakeholders and partner agencies cited the semi-rural nature of Gloucestershire as a factor preventing victims being able to access support services. This was particularly noted by

¹ Gloucestershire Police, June 2011, Domestic Abuse Survivors Engagement Work

² Plymouth University, January 2012, *Exploring Prejudice: Mapping Hate Crime in the South West*

³ Victim Support 2011, Performance Plus

those working in community safety partnership organisations and domestic abuse refuges.

1.4 Looking in more depth at the needs of Gloucestershire victims and witnesses in the key crime categories, we further identified that:

1.4.1 Victims felt that the impact of anti-social behaviour was not always understood by police officers. Victims sometimes believed they were not taken seriously and were passed between people and agencies, having to repeat the same information each time. Agency approaches to anti-social behaviour should be better coordinated and more victim-focussed, particularly in respect of repeat and vulnerable victims.

1.4.2 Victims, the police and other stakeholders all highlighted the need for an improved response to domestic abuse in Gloucester, emphasising the need for consistency and equality of access to support, regardless of whether victims live in urban or rural parts of the county. Victims also spoke about the need for greater clarity about the roles and remits of different services.

1.4.3 Victims of sexual violence told us that they had experienced a professional and caring police response, but that this did not always extend to other parts of the criminal justice system. The overall quality of support to victims should be improved, for instance through increased provision of independent domestic violence advisors. A review of existing support services and a focus on more effective joint working may deliver this.

1.4.4 Family liaison officers provide support for bereaved families and the support from Victim Support's Homicide Service is well regarded. Gloucestershire is also the home of the national charity Winston's Wish which supports children bereaved by murder and manslaughter, and access to their services for victims in Gloucestershire is simple as a result.

1.4.5 There is a lack of effective third party reporting for hate crime in Gloucestershire, reflected in the difficulties of Gloucestershire police in mapping hate incidents as well as hate crimes. The issues around disability hate crime

have yet to be fully understood by some statutory agencies.

1.4.6 Young people suffer high levels of victimisation, much of which goes unreported. Their needs are beginning to be recognised but support is far from universal, and is not assisted by the current pressure on budgets.

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 Police and Crime Commissioner should ensure that meeting the needs of victims is at the centre of criminal justice agency practice, and that Gloucestershire Police and other agencies providing services commissioned by the PCC are held publicly accountable for this.

1.6.2 The PCC should require more effective joint working between Gloucestershire Police and other statutory and voluntary and community organisations, to ensure the needs of victims are put first, and to ensure that services are integrated and targeted to need.

1.6.3 The PCC should prioritise the commissioning and publicising of high quality and relevant services that offer independent, practical advice and emotional support to victims of crime. He or she should also prioritise early intervention work with people at risk of victimisation.

1.6.4 The PCC should consult victims of crime through meaningful engagement and include their views and experiences in shaping how services are delivered.



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 services⁴ which may include services for victims of crime⁵.

PCCs will also have a specific duty to obtain the views of victims of crime⁶ 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 Gloucestershire and aims to:

- provide a picture of current support for victims in Gloucestershire
- 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 Gloucestershire.

While the project took great care to explore the full range of issues concerning victims' services in Gloucestershire 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.⁷ 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.

⁷ Including the Metropolitan Police, but not the City of London Police, which is unaffected by the reforms.

⁴ Police and Crime Commissioners: Have you got what it takes? Home Office, 2011

⁵ 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)

⁶ Introduced by The Police Reform and Social Responsibility Act 2011

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 Gloucestershire (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 Gloucestershire

The victims' services advocates (VSA) project undertook a mapping exercise to identify services for victims in Gloucestershire. 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 Gloucestershire

The police

Gloucestershire Police force serves the county of Gloucestershire, which comprises six local authorities. Gloucestershire covers an area of 1,025 square miles and consists of the urban centres of Gloucester, Stroud and Cheltenham and more rural areas of the Cotswold, Forest of Dean, and Tewkesbury.

Over 580,000 people live in Gloucestershire; population growth is steady and is predicted to rise by 11% by 2025. The area is largely affluent but some areas of Gloucester and Cheltenham are among the poorest in England. This situation has a significant impact on the deployment of police resources, with strong social contrasts and differences of geography, and challenging county east to west communications. Comments from the police and other stakeholders about the problems around rural isolation recurred regularly in our research.

Following a restructure, Gloucestershire Police now operates with six local policing areas commanded by superintendents, one in each of the council districts. Local policing is provided by response teams in each area and nine Neighbourhood Policing Teams (NPTs), two each in Cheltenham, Gloucester and Stroud and one in Tewkesbury, the Forest and the Cotswolds. Within the local policing areas are fifty-five neighbourhoods, each with identified officers and locally agreed priorities.

Code of Practice for Victims of Crime

The Code of Practice for Victims of Crime was introduced by the Domestic Violence, Crime and Victims Act 2004. All victims are entitled under this code to receive information from the police about local support services in their area. With some exceptions the police must also offer victims the opportunity for a referral to Victim Support. Gloucestershire Police no longer monitors its performance against the code. Less than a quarter of respondents to the British Crime Survey had heard of the code.

Support services

Recent cuts in funding have had a significant effect on the voluntary and community sector in Gloucestershire, and 65% of voluntary, community and social enterprise sector organisations have either already reduced the number of paid staff they employ or are planning to this year with a further 8% planning to make reductions in 2012-13. Three quarters did not know if they would have to reduce staff next year, indicating the high level of uncertainty that organisations are experiencing. Some reported planning to use volunteers to replace paid staff, raising questions about the quality of service that can be maintained.⁸

We mapped 39 organisations that provide direct support services to victims and witnesses of crime. This includes organisations that provide more than one service, so does not correspond to the number of services provided.

⁸ GAVCA, December 2011, *Big Society? The Impact of public Sector Cuts on VCS in Gloucestershire*

Funding for support agencies such as IDVAs, outreach workers and Central Allocation Referral Point (CARP) is at risk. The number of domestic abuse referrals to the CARP has increased steadily over the last 12 months by an average of 8.5 per day.

For the last four years the number one issue for residents in Gloucester⁹ has been anti-social behaviour. Housing providers are concerned about possible changes to current legislation.

For services supporting domestic abuse victims, the main issue was funding. There are problems with access to refuges in Gloucestershire caused by a lack of beds, and sanctuary schemes, which enable a victim to stay in their own home by providing additional security measures such as lock and CCTV cameras, have risk and cost implications.

Post-refuge, there is difficulty in re-housing victims. At one time there was an expectation that social housing would be available but this is increasingly not the case. Service providers, especially those working with victims with substance misuse and mental health issues, told us that private rented properties present a number of difficulties apart from cost, such as the requirement for references, which clients often find difficult to supply. The recent and proposed changes to benefits may exacerbate this. There have also been some recent cuts in public transport which are affecting the ability of some clients physically to get to services.



3.2. What victims in Gloucestershire told us

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

⁹ Gloucester City Homes, residents' survey - 4,700 responses

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 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 manslaughter¹⁰.

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*.

¹⁰ Louise Casey CB, *Review into the Needs of Families Bereaved by Homicide* (July 2011)

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 Gloucestershire

The impact of crime

For the victims we spoke to it was important that the police recognise the impact the crime has on them and that they offer them support according to this impact, rather than based on the perceived seriousness of the offence of which they were a victim.

Anti-social behaviour, for example, does not necessarily fall under any criminal offence and even when it does, victims told us, the police often treat it as minor. They felt police responses did not reflect an understanding of the impact that 'minor' offences can have on a person's life. Many of the victims we spoke to who were subjected to ongoing anti-social behaviour said that they had tried to move house. As one victim put it, "You no longer want to go home because you know it will start all over again".

The police service categorises crime by 'seriousness' which, although rational when allocating resources (and reflecting how other parts of the Criminal Justice System operates), can be inflexible, as it does not recognise that what is serious to one victim may not be the case for another. The effects of what might appear an innocuous incident can have far reaching consequences on the victim. Victims want better police understanding of how and why anti-social behaviour affects them, and to be provided with support accordingly.

Communication

Victims felt that one overarching problem was poor police communication and the lack of available information about the progression of their case. When more agencies became involved this problem was often exacerbated. Several victims of domestic abuse spoke about being overwhelmed with information and repeated contacts from various organisations, but with no one organisation taking lead responsibility. The issues surrounding communication remain one of the most testing

for victims and one the Police and Crime Commissioner should seek to improve as a priority.

Gloucestershire Police is facing significant budget cuts, and officers we spoke to highlighted the risk that these may have a disproportionate impact due to the relatively small size of the force. Training may be useful in developing police officers' understanding of victim vulnerabilities and communication with individual victims; the impact of this on police resources could be minimised by developing closer working partnerships between the police and support agencies. By directing a more coordinated, cross-sector response to victims, the PCC could ensure the emphasis is on the impact of a crime on individuals, rather than what category it sits in.



3.3. What existing evidence and research from Gloucestershire tell us

The victims' services advocate(s) in Gloucestershire called on local partner organisations to identify any existing research, surveys or other evidence to inform his or her understanding of the needs of victims.

Change in approach to victims and witnesses

There have been a number of recent high-profile national reports which call for a fundamental change to the criminal justice system's response to victims and witnesses of crime. These include Sara Payne's investigation into the needs of victims in which she states: *"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 needs."*¹¹

A report from Mencap echoes this in calling for a greater understanding of victims' needs, which cannot be presumed based on the type of crime they have experienced, or even on the

¹¹ Payne, S., 2009, *Redefining Justice: Addressing the individual needs of victims and witnesses*

characteristics they possess. Just because a person has a learning disability, for example, does not necessarily make them vulnerable.¹²

A similar change in focus, to understand and address victim's needs, is recognised as similarly relevant to victims of anti-social behaviour. An HMIC report *"identified systemic problems which affect the current strategy for dealing with ASB. These include a lack of understanding of the intensity of harm to communities and vulnerable individuals caused by ASB...and an uncertainty about what priority to give ASB and what the police are seeking to achieve."*¹³

Partnership working for a coordinated response

Evidence suggests a shift is required towards a more victim-focused response by the police and wider support agencies, so their needs are understood and supported as necessary. This will require all services to work in closer partnership with each other, particularly when supporting more vulnerable victims. There are a number of existing partnerships that show the value of a multi-organisational approach. Domestic abuse MARACs and third party (or non police) reporting can provide examples of effective joint working between the police and support services elsewhere in the country.

A more joined-up response to victims has also been shown to reduce repeat victimisation: *"Abuse is reported to have ceased in nearly 7 out of 10 cases involving access to two or more intervention strategies or agencies, compared to 3 out of 10 cases involving access to single or no additional agencies"*¹⁴. There is also evidence that *"points to a link between supported victims and their participation in the criminal justice process,"*¹⁵ which can reduce expensive 'cracked cases', where the case is terminated and dismissed on the day of trial, that may arise when a frightened victim refuses to give evidence.

¹² Mencap, 2010, *Don't stand by: Hate crime research report* London: HMIC

¹³ HMIC, 2010, *Stop the Rot* London: HMIC

¹⁴ Howarth, E., Stimpson, L., Res, M.; Barran, D. and Robinson, A., 2009, *Safety in Numbers – A Multi-site Evaluation of Independent Violence Advisor Services* London: CAADA

¹⁵ Cook, D., Burton, M., Robinson, A., and Vallely, C., 2004, *Evaluation of Specialist Domestic Violence Courts/ Fast Track Systems* London: CPS

The voluntary and community sector's role in supporting statutory services has been increasingly and more publicly recognised. An article in the Guardian¹⁶ stated the proportion of voluntary sector organisations delivering public services rose from 20% to 31% between 2008 and 2010. But the overall funding pot is shrinking, with some estimating as much as £3bn could be lost from the charity sector by 2015 as a result of central and local government funding.

Community Safety Plans

All local authorities are required to draw up Community Safety Plans with partners, following public consultation. In Gloucestershire these plans prioritise the crime types focused upon by this project including anti-social behaviour and domestic abuse. Some plans are more accessible than others to the general public. One example of good practice is Stroud District Council's plan, which is clear and easy to understand. It lists ten priorities, including anti-social behaviour, domestic abuse, sexual violence, hate crime, and crime against young people.¹⁷



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

A number of sources of data are used throughout this report to give a more comprehensive picture of crime in Gloucestershire. 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.

¹⁶ Butler, G., (2012), 'Charities scared to speak out amid cuts, says report' in *Guardian*, 9th January 2012

¹⁷ *Stroud Area Safer Stronger Communities Partnership three year plan 2008-11*: http://www.stroud.gov.uk/info/crime_and_disorder_strategy_08_11.pdf

Crime in Gloucestershire

In 2010/11, there were 36,044 recorded crimes in Gloucestershire, or 610 per 10,000 population. This is lower than the national average of 837 crimes per 10,000 population. The 2010/11 British Crime Survey (BCS), which includes data on unrecorded as well as recorded crime, estimates that there were 44,968 personal crimes in Gloucestershire, or 758 per 10,000 population, again lower than the national average of 837 personal crimes per 10,000 population. The BCS 2010/11 also estimates that there were 53,548 household crimes in Gloucestershire, or 2,125 per 10,000 households. This is slightly lower than the national average of 2,496 crimes per 10,000 households.

Perceptions of the local police

According to the BCS 2010/11 52% of victims in Gloucestershire have confidence in the police and local authorities to deal with issues and 41% agreed or strongly agreed that the police and local council keep people informed about how they are dealing with anti-social behaviour and crime issues that matter in their area. The BCS 2010/11 also found 52% of victims thought that the police and local authorities were dealing with the anti-social behaviour issues that matter in their area.

Satisfaction with the police and the CJS

The BCS 2010/11 found that 9% of victims believed the police in Gloucestershire were doing an excellent job, 49% a good job, 29% a fair job, and 12% a poor job. 2% thought the police was doing a very poor job.

The BCS 2010/11 found that 2% of victims in Gloucestershire were very confident that the CJS was fair, 47% were fairly confident, 39% not very confident and 12% not at all confident.¹⁸

Referrals from Gloucestershire Police to Victim Support

¹⁸ 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.

While there are multiple services supporting victims in Gloucestershire, 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, overall 48% of victims in Gloucestershire Police who reported a crime to the police were referred to Victim Support. Some joint work between Gloucestershire Police and Victim Support took place in 2011/12 which increased referrals by April 2012 to 50%. Victim Support has piloted a new referral model elsewhere in the UK that delivers 100% referrals, and implementation of this is currently being agreed with Gloucestershire Police.



3.5. What partner organisations and stakeholders in Gloucestershire told us

This report could not have been produced without the generous contribution of service providers throughout the voluntary and statutory sectors in Gloucestershire, 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.

What stakeholders told us

The VSA project spoke to stakeholders in the following sectors:

- Gloucestershire Constabulary
- Gloucestershire Safer Stronger Justice Commission
- Community Safety Partnerships across Gloucestershire
- The specialist violence against women sector

- The specialist black and minority ethnic (BME) sector
- Gloucestershire Police Authority
- Local registered social housing providers
- Youth Offending Services
- Children's Bereavement Charities
- Counselling Services
- Children's Services
- Gloucestershire Domestic Violence Services

Feedback from partner organisations and stakeholders was varied, reflecting the diversity of victims they supported, the different crimes those victims have experienced, and the points at which services became involved: e.g. to provide immediate response or longer term support. However, some common themes emerged.

Funding

The reduction in funding, across all sectors, was repeatedly highlighted as having a detrimental impact on the ability of agencies to provide the support that victims need. Some services, especially those supporting victims of domestic and sexual violence, have already had to reduce their opening hours or cut counselling for young people. Several services reported that aspects of their service were at risk, including IDVA and outreach services. Other services reported running at full capacity and struggling with demand.

These service reductions come at a time when stakeholders report an increased need for support. For example, the number of domestic abuse referrals to the Central Allocation Referral Point, which co-ordinates the MARAC and domestic abuse support for male & female victims, has increased steadily over the last 12 months, averaging 8.5 per day.

Funding cuts were also reportedly impacting on service's ability to develop and/or maintain effective contacts with other services: increasing pressure on staff time, for example, meant that attendance at key stakeholder meetings and subsequent involvement in development work was reduced.

Accessing services in rural area

There are also difficulties in accessing services outside the main urban hubs, with shrinking public sector services placing additional strain on the voluntary and community sector. Local organisations based in rural areas were finding that cuts to bus services made it more difficult for service users physically to get around

Another example of how funding cuts more broadly are impacting on the support victims can access is in housing. Stakeholders supporting victims of domestic abuse described how finding permanent accommodation for victims moving on from refuges is becoming increasingly difficult as a result of housing shortages. While the Police and Crime Commissioner will not have the power to increase funds for housing, for example, it is important that he or she is aware of the pressure points in order that support services can be commissioned accordingly.

Regionalisation of services

Due to restructure in some organisations such as the Crown Prosecution Service and Her Majesty's Courts and Tribunals Service, concerns were expressed that the staff will be working further away from the local area. More remote contact may reduce their level of accountability and engagement in local joint working, which may ultimately reduce the opportunity for local improvement of services to victims.



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 Gloucestershire. 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.”¹⁹

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”.

Addressing anti-social behaviour incidents can be a long and drawn out process, requiring a coordinated approach from a range of agencies.

¹⁹ Crime and Disorder Act 1998

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 Gloucestershire

Anti-social behaviour covers a range of incidents and offences. For the purposes of this report, we are using BCS measures of perception of anti-social behaviour and recorded anti-social behaviour incidents. These figures provide an indication of levels of anti-social behaviour.

In 2010/11 there were 32,265 recorded incidents of anti-social behaviour in Gloucestershire, indicating no significant change from 2009/10; this compares with a national decrease of 8%. However, it must be borne in mind that there is a generally recognised under-reporting of anti-social behaviour, in the region of 75%.²⁰

The 2010/11 British Crime Survey indicates that 23% of respondents who were victims perceived there to be high levels of anti-social behaviour in Gloucestershire in 2010/11. 35% of victims lacked confidence that “the authorities in your area are effective at reducing anti-social behaviour”, 61% were fairly confident and only 5% were confident.²¹

Anti-social behaviour can damage people's lives, and although this appears to have been largely accepted by police managers at a strategic level, victims told us that anti-social behaviour is not always taken seriously by operational officers. Housing providers have key role to play in reducing anti-social behaviour but use a slightly different definition.

The service landscape can often seem difficult to navigate to those affected by anti-social behaviour. Some victims described how confusing and frustrating they found trying to identify responsible authorities, as they were often advised to contact other organisations or departments on numerous occasions. When

²⁰ HMIC, 2010, *Stop the Rot*, as above.

²¹ 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.

asked for suggestions for improvements victims we spoke to agreed that a single point of contact for victims of anti-social behaviour would make a significant difference to them.

Those suffering anti-social behaviour may have no clear path to the right organisation but many contact the police, particularly when the problem is immediate and severe. One victim we spoke to, who had suffered anti-social behaviour for a number of years, had never reported it to any authority through fear of the consequences.

What else do we know about ASB in Gloucester?

Anti-social behaviour can negatively affect the life of anyone, regardless of where they live. The housing circumstances of victims of ASB we spoke to ranged from high-density accommodation in towns to large detached homes, and isolated rural villages. The ASB experienced by the victims we spoke to fell into two categories; ASB from neighbours, and that caused by groups of young people, predominately young men.

In the latter there were normally drivers which directly contributed to the behaviour. These may be the night-time economy and alcohol consumption, or locations which become focal points for groups of young people to gather. Cheltenham in particular was highlighted as having problems associated with the night-time economy. One victim identified the cheap drinks night on Monday, designed to attract students, as being one of the worst but the police had told her that there is nothing that they can do about it. Other victims identified this as a common response, and said that, sometimes, the police simply refuse to move the youths on, but as one victim stated: *"If the same thing happened outside a police officer's home they would have been nicked"*. This apparent inaction, particularly when victims perceived clear criminal activity to have taken place, such as drug dealing, caused real anger amongst victims who had to suffer the consequences, such as noise, rubbish and intimidation.

ASB caused by neighbours was felt by victims to be particularly menacing, as many victims stated that they had suffered for years, and felt they were constantly under the eyes of the offender.

The most frequent comment we heard from those suffering anti-social behaviour was that the police did not take them seriously, until the problem escalated to the point where there was a serious issue, or the victim had become so frustrated with police inaction that they responded against the perpetrators themselves. In a number of cases the victim suffered assault and serious injuries or were themselves arrested by the police. This may explain why some respondents had a low opinion of the police: *"It is so important to have them in front of you rather than on the phone telling you they are so busy."*

Apart from apparent inaction and the feeling that they were not being taken seriously, the other significant frustration for victims was the need routinely to repeat information to the call handling centre: *"I have an issue with the call-takers. Lots of irrelevant information gets asked for."*

Support for victims of anti-social behaviour

Police response

We were told that Gloucestershire Police do not routinely give callers a reference number to use when they call back. One respondent was told that his calls would be treated as a priority and should dial 999 when he needed assistance. When he did so he was criticised by the call-taker and reverted to using 101, but had to wait 40 minutes to have his call answered.

Together with the feeling of not being taken seriously, the impact of having to go through a complicated process each time can sometimes result in under-reporting of incidents. The HMIC found that only 28% of anti-social behaviour incidents were reported to the police. A straw poll of victims participating in our focus groups indicated that victims estimated that they only reported a quarter of all incidents that they suffered, remarkably close to the HMIC findings²².

The impact on victims can be significant, and our participants told us they felt the police underestimated the damage caused by on-going anti-social behaviour: fear, anxiety, stress, physical

²² HMIC, 2010, *Stop the Rot*, as above.

illness, the feeling of being powerless, and damage to personal relationships were all described by victims in Gloucestershire. Several victims indicated that they were desperate to move home. This was echoed in the HMIC report, which found that people change their way of life to cope with and avoid anti-social behaviour.

Not all messages from victims about the police were negative and many accepted that anti-social behaviour can be a difficult and complex matter to deal with, particularly when the assistance from other agencies or housing providers is required: *“There is a PCSO [Police Community Service Officer] and a female officer who deal with my case and they are very good. It was not until the police got involved did I get any where with my case. Basically the police have been great”.*

Victims’ experiences seem to improve when a relationship develops between them and the officers. Positive examples were given, where PCSOs or neighbourhood officers expended a notable effort, in an attempt to resolve the problem. In some cases the local authority anti-social behaviour coordinator proved pivotal in improving the situation for victims.

Local authorities

The local authorities have an important role to play in reducing anti-social behaviour and generally Community Safety Partnerships have anti-social behaviour as one of their priorities. In recent years the Government provided funding for anti-social behaviour champions in each local authority, although this funding has now been withdrawn. Nevertheless, all local authorities in Gloucestershire have anti-social behaviour coordinators who act as a link between complainants, the police and housing providers. There was evidence found in Cheltenham of joint working between all the agencies which proved beneficial for residents.

In partnership with Gloucestershire Police and Gloucester City Council’s Community Safety Partnership, Gloucester City Homes (GCH) has set up a service for tackling anti-social behaviour. Dealing mainly with anti-social behaviour, the team will also deal with cases of racial

harassment involving GCH residents, whether victim or offender.

Housing providers

Wider support for victims of anti-social behaviour in Gloucestershire is provided by housing providers’ anti-social behaviour teams; we did not identify any voluntary sector agencies specifically set up to support victims of anti-social behaviour during the mapping and Victim Support does not have an anti-social behaviour worker in the area.



Case study

Jane’s housing trust moved her to a bungalow because she had a disability that meant she had to use a wheelchair. Soon after she moved in, the next-door neighbour’s grandson began a campaign of harassment. He verbally abused her, calling her names and swearing at her, he threw rubbish in her garden and if she was outside, he came into her garden to push her wheelchair into a different street and leave her there.

After three months Jane stopped going outside, and started to live as a recluse; she kept her curtains closed when she was in to avoid his attention.

She contacted the police and told them her she felt her life wasn’t worth living, but they said there was little they could do as he was under 18. She contacted her housing provider and although they installed CCTV cameras, they couldn’t do much more as the neighbours’ house was owned by a different company. That company refused to help as Jane wasn’t living in their property.

The police response increased after about four months due to the volume of calls she’d made.

Senior officers liaised with the directors of the housing association, which began a process of joint partnership working meetings and a civil court case to evict the neighbour and place an injunction on her grandson.

Jane still really wants to be re-housed away from the area.



Case study

Project Solace is a multi-agency team of two officers from Gloucestershire Police and an anti-social behaviour officer from Gloucester City Council, whose purpose is to tackle high-level anti-social behaviour and also prevent incidents within the private sector of the city. The team works alongside the Police Safer Communities Teams to provide a service for residents who are experiencing anti-social behaviour caused by people who live in private rented properties, own their own homes or where anti-social behaviour is not specifically linked to a property and an area instead.

The project has been running since April 2010 and residents we spoke to during a focus group said that improvements were noticeable. One said: "I have had problems with my neighbour for years. The support is much better since Solace started".

Conclusions

The negative effect of anti-social behaviour on victims' lives can be all-encompassing, and include ongoing stress, anxiety and fear. These feelings can be compounded if a victim feels they are not being taken seriously. As our case study shows, different housing providers adopt different approaches to dealing with anti-social behaviour which can cause confusion and give rise to a lack of decisive action to tackle the problem.

When victims report anti-social behaviour they want to know their needs have been heard, as even if the offence is seemingly minor the effect can be debilitating. They subsequently want to know that action is being taken and they want clear information about who is responsible for that action, so that victims are not left waiting for a service or chasing different agencies for information.

The need for a consistent response from both housing providers and operational policing was also highlighted. Gloucestershire Police has recently been re-inspected by the HMIC on how it deals with anti-social behaviour. This should be a useful starting point for the force to review its methodology, ensuring it takes a victim-centred approach, and paying particular attention to repeat and vulnerable 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.'²³

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.²⁴

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.²⁵

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.²⁶ 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.²⁷

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 Gloucestershire

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 Gloucestershire.

²³ Home Office

²⁴ 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.

²⁵ 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.

²⁶ CAADA (2010) *Safety in numbers* London: CAADA

²⁷ CAADA (2009) , *Saving Lives, Saving Money* London: CAADA



Based on regional data from the British Crime Survey, the estimate for an area the size of Gloucestershire is that over 14,000 women and girls aged 16-59 have been a victim of domestic abuse in the past year.²⁸

Gloucestershire Police recorded 2014 domestic abuse related crimes last year, of which 1578 were against women, and of which 257 were repeat victims.²⁹

What else do we know about domestic abuse in Gloucester?

Gloucestershire Domestic Violence Support & Advocacy Project (GDVSAP) and Gloucestershire Central Allocation & Referral Point (CARP) are the two main independent organisations providing support to domestic abuse victims. Some victim-survivors we spoke to found the variety of services confusing and were not clear what the difference was between CARP, GDVSAP and IDVA services. Survivors asked that services could be advertised more clearly and be better coordinated.

The police and partner agencies recently undertook a joint review of services. The police force-wide investigation examined in detail current service provision and interviewed victims about their experiences. The final report recommended changes to the structure and commissioning of services, implementation of which is being overseen by a steering group.³⁰ Recommendations to simplify service provision and to link urban areas with more rural areas to balance service provision were also included.

The stakeholders we spoke to who are working to support victims of domestic abuse consistently spoke about the threats to existing services as a result of existing or anticipated funding cuts. Concern was expressed that services are

²⁸ Home Office, 2010, *Violence Against Women and Girls Ready Reckoner* London: Home Office

²⁹ Figures provided by the CPARS Team, Business Improvement Department, Gloucestershire Constabulary

³⁰ Gloucestershire Police, June 2011, Domestic Abuse Survivors Engagement Work

reportedly already operating at capacity at a time when demand for support appears to be growing.

Support

In Gloucestershire, there are currently four IDVAs in the county and a court IDVA has been recently appointed. They work with and support victims at high risk of homicide and are independent of the police and other statutory organisations. The feedback from victims of domestic abuse on support from IDVAs was positive. IDVAs can play an important role in helping victims through an extremely difficult time in their lives, and as expressed in the words of a victim, "It was like talking to a friend, you don't have to do it on your own."

An independent, national review of IDVA services in 2009 found that the intervention by IDVAs was very effective; "The fact that all forms of abuse had stopped in the majority of cases is a remarkable finding when one is reminded of the severe levels of abuse that characterised this sample".³¹ The same review also found that IDVAs were cost efficient; and that the marginal cost of providing the support of an IDVA is less than £500 per victim supported, which is a fraction of the costs associated with the provision of public services.

IDVA services can play a critical role not only when supporting victims through the criminal justice process, but in informing and improving the practice of other criminal justice agencies on the specific issues facing those experiencing domestic abuse. Many victims indicated that they would not have been able to go through their court case without the support of IDVAs. One victim described their need for support as follows: "You really don't know which way is up and you don't have the strength to sort it out"

Police response

The experience that victims had with police officers varied and there were differences between how victims felt they were treated by uniformed officers and officers from the specialist

³¹ CAADA, 2009, *Safety in Numbers*, as above

Domestic Violence Unit. Uniformed officers are normally the first to respond to a complaint of domestic abuse, and their reaction to the victim can affect whether the victim will call the police in the future.

Some victims felt that the police did not take matters seriously, and some felt that male officers in particular were sometimes less sympathetic. One respondent described male officers she had encountered as 'cold' and said, "I was very reluctant to ask for help". However, she went on to say that "female officers have more time for you". Other victims had a more positive experience of the initial response from the police. As one remarked about a young male officer, "he was amazing and a lovely young man. He made me feel very comfortable".

When officers from the specialist Domestic Abuse Unit (DAU) became involved the picture was more consistently positive. The DAU consists of 15 police officers who primarily deal with perpetrators of domestic violence, and focus mainly on intervention and prevention. Cases are assessed and all high risk cases are dealt with by the DAU, which also operates in an advisory capacity for other officers.

A positive working relationship was evidenced between officers on the DAU and staff from the domestic abuse refuges and the IDVAs, at both management level and amongst operational staff. Managers and case workers who were interviewed in these organisations spoke highly of the support they received from the police, who in turn praised the support given to victims, particularly from the IDVAs.

Case study

Sally experienced ongoing domestic and sexual violence from her husband. When she called the police the history of abuse came to light and the police referred her to the MARAC, at which point she was allocated an IDVA. She said the allocation of a worker made her feel that the abuse she'd experienced for so long was being taken seriously and she felt reassured that she had done the right thing in calling the police.

With this support she decided to go ahead with the prosecution of her husband. She was terrified

of going to court but the IDVA advocated to get her special measures in court – so that Sally was able to give her evidence from behind a screen – and came with her on the day. Sally also had support from Victim Support's Witness Service.

Despite the best efforts of both services, a mistake in court meant that she was confronted by her husband after the lunch break; an experience so traumatic she almost collapsed. Having the IDVA there, someone that understood what she was going through helped her get through the day. The IDVA also provided vital support to keep her safe following the court case as her husband was not convicted and came back to her house to harass her further.

Crucially, she said, the IDVA supported her to apply for a civil injunction and has helped her through the sale of her house so that she could move to an address that her husband doesn't know.

Sally now has counselling but doesn't receive support from the IDVA as she is no longer at high risk. She has to park her car away from her new address each evening to avoid the risk of the perpetrator identifying her car and thus discovering where she lives. Although life is better, she still feels vulnerable.



Case study

Bromford is a provider of affordable homes and specialist supported housing services. Bromford also funds and provides a domestic violence refuge.

Any incidence of domestic abuse breaches Bromford's tenancy agreement and so where a tenant is recognised to be experiencing domestic abuse they lose their tenancy protection. If the abuse persists, the perpetrator will be evicted. Bromford works in partnership with other agencies to ensure the victim is able to access the most appropriate support from specialist agencies.

The victim is assigned a named case worker who will make contact at least every 28 days, or as often as they wish. They are supported through the entire process of reporting the crime, and members of the team will attend court with them if required and liaise with the Witness Care Unit.

The team also runs witness support groups and will meet with all the witnesses together at a venue away from the incident, to offer support and guidance. The team are also developing peer monitoring for victims and a Witness Charter.



Sensitivity should be shown to a victim's gender, as some feel intimidated by male police officers, who they may assume lack understanding. Consideration should be given to ensure that female officers are available to attend domestic abuse incidents alongside male officers. Above all, victims we spoke to wanted understanding, warmth and empathy.

Conclusions

The police, support services and victims highlighted the need for an improved response to domestic abuse in Gloucester. The review of existing provision emphasised the need for victims of domestic abuse to have equal access to support regardless of whether they live in urban or rural parts of the county.

This objective, along with adequate provision of quality services, should inform any new commissioning framework developed by the review steering group, in order that the invaluable support described by the victims we spoke to continues to be accessible.

There is an evident need for clarity about the roles and remit of different support agencies as victims report being confused. Some victims suggested this could be addressed through better advertising of services. The review of existing practice also recommended the provision of clearer information about services in future.

Victims of domestic abuse told us they experience barriers in calling the police and that their experience of the initial police response has a great impact on their confidence either to continue with the case or to call the police again the next time they experience abuse. The positive working relationships developed between police, IDVAs and refuge staff evidently service victims well and this good practice should be built upon so that all front line police officers offer victims consistency of support when responding to calls.

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.³²

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."³³

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

³² <http://www.homeoffice.gov.uk/publications/science-research-statistics/research-statistics/crime-research/counting-rules/count-sexual?view=Binary>

³³ The Government Response to the Stern Review, March 2011

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."³⁴

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 Gloucestershire

In 2010/11, there were 2,195 recorded sexual offences in Gloucestershire. This represents a reduction of 7% from the previous year, compared with a national increase of 1%.³⁵

However, the under-reporting of sexual offences is well documented, and it can be assumed that recorded crime figures do not offer an accurate indication of the numbers of victims of sexual violence in Gloucestershire is that over 4,500

³⁴ Rape: The Victim Experience Review, Sara Payne, November 2009

³⁵ Victim Support analysis based on Home Office: Research, Development and Statistics Directorate and BMRB, *Social Research, British Crime Survey; 2010-11*, as above

women and girls aged 16-59 have been a victim of sexual assault in the past year.³⁶

In 2010/11, 61% of victims of sexual offences who reported the crime to the police were referred to Victim Support in Gloucestershire.

In 2011, the Sexual Assault Referral Centre (SARC, described in more detail below) in Gloucestershire dealt with 207 cases and 48 general enquiries, a significant increase on the previous year of 175 cases. The most complete crime figures indicate that for 2010/2011 there were a total of 549 victims of sexual crime, and 86% of these were women.³⁷

What else do we know about sexual violence in Gloucester?

Gloucestershire Police has Specially Trained Officers (STOs) who respond to reports of serious sexual assaults. They assist the victim at the initial scene if there is one, and may transport them to the Sexual Assault Referral Centre (SARC) and oversee the gathering of forensic evidence. This certainly helps the victim and the initial investigation but the officers often play no further part and do not maintain contact with the victim. In other forces the STOs continue to act as liaison and support and will attend the trial. Interviews with victims in other forces such as Thames Valley have made it clear that victims value this ongoing support of STOs through the trial process.

Victims spoke quite highly of the manner in which they were treated by Gloucestershire Police: “[I was] really pleased with everything they did for me, for my case, they were always contacting me, always helping me”.

Given the choice most of the victims we spoke to would prefer to be supported by a female rather than a male officer; similarly, they would rather be seen by a female doctor than a male one. Continuity of support was also essential: victims told us how important it is to be supported by one officer throughout their investigation, so

they are able to develop a relationship and a sense of trust.

Some of those victims interviewed in Gloucestershire did have support at the trial stage, but this was through an IDVA and often because they were already receiving support as a result of domestic abuse. One victim described the fear she felt at court: “I nearly passed out through pure fear”, but was able to go through the process because of IDVA support.

Support

According to those interviewed for this research, the sexual assault referral centre (SARC) in Gloucestershire provides outstanding support to victims of sexual violence. The SARC is adjacent to the hospital in Gloucester, an improvement upon the previous facilities which often resulted in victims being examined on police premises. The SARC premises are discreet and offer less intimidating surroundings. Importantly, victims of sexual violence are able to refer themselves or be referred via a medical practitioner without necessarily reporting to the police. This can be important as victims have been put off seeking help and guidance in the belief that to do so would automatically involve the police. Victims are able to seek the medical and emotional help they require, and if they decide to report matters to the police later the forensic evidence is still available.

In addition to the SARC, Gloucester has a newly appointed trafficking and grooming coordinator who is currently working on a robust assessment framework, to give clear guidance as to how to identify high risk victims and ensure that intense intervention is provided when the victims are identified.

The trafficking project was launched in January 2012 and is responsible for developing policy and actions plans to protect children at risk of sexual exploitation.



³⁶ Home Office, 2010, *Violence Against Women and Girls Ready Reckoner*, as above

³⁷ Figures provided by the CPARS Team, Business Improvement Department, Gloucestershire Constabulary

Case study

Frances's husband was increasingly abusive towards her over the course of their relationship and would derive pleasure from starting arguments that would end with increasingly severe violence, sexual assault and rape. She was terrified of him, and after he threatened to stab her and the children if she didn't do what he wanted, she was too afraid to call the police.

She eventually called a support service after seeing their number advertised. She felt able to speak to them in confidence without having to tell the police. The trained worker talked her through the patterns of power dynamics involved in domestic violence and helped her realise she was being controlled by her husband and that it wasn't her fault.

Although she wasn't ready to leave straight away, she agreed to speak to the service again at a specified time a few days later. Frances feels that through keeping in contact with her they probably saved her life as she gradually realised that she wasn't alone.

Eventually she found the strength to call the police who responded quickly, arrested her husband and remanded him in custody. Although he persuaded her to drop the case so he could return home, when he raped her the next time, she called the police again.

With the ongoing support of an IDVA she felt strong enough to proceed with the case, at the end of which he was sent to prison. Frances said she could not have got through it without the support she received. Now she is rebuilding her life, and after attending the Freedom Programme, is supporting other women who have experienced abuse.



Case study

The SARC has one independent sexual violence advisor (ISVA) who supports victims of sexual violence and gives independent advice about available options. As well as providing direct

emotional and practical support, an ISVA will put a victim in touch with other services, such as counselling. An ISVA will also maintain contact with the victim, providing them with a listening ear and/or supporting them to report their case to the police, if the victim wishes to do so, and attending court with them.

Stakeholders from both Gloucestershire Police and from the voluntary services working with victims have indicated that the SARC is a significant step forward in respect of services to victims, providing a professional environment in which to support victims of sexual violence. The provision of empathetic support is often crucial to gathering evidence for a potential investigation, as well as, more importantly, ensuring the victims' needs are met during a traumatic time. That victims had positive experiences of the Gloucester SARC was evidenced by the fact that several asked for our consultation to take place at their premises.

Rather than being a place that brings back negative memories, this suggests that the SARC is a place where the victims feel safe and secure, which is a tribute to the staff and service. One victim commented on the support from the ISVA and how being at the SARC made her feel, "You need a person in your world.....and know that you are protected".

Conclusions

Victims we spoke to had very positive experiences of the services they received from the SARC and in particular the ISVA service, being highly praised for the way in which they helped victims. Positive examples included victims being presented with options and having no time pressure to make decisions, and staff being honest and realistic about what would happen if the offence was reported and generally being available when needed.

There is currently one ISVA employed for the Gloucestershire area. The SARC provides services to approximately 10% of those who reported sexual offences. It is likely therefore that considerable unmet need for support exists in Gloucestershire and so the police and crime commissioner should evaluate potential need to ensure that all victims can get an appropriate

service. As with all other crime types in the area, the PCC should ensure that services are as accessible to victims living in rural areas as they are to those living in urban hubs.

This is especially important for victims of sexual violence who, similar to domestic violence, face barriers to reporting crime and further barriers to leaving the relationships within which the abuse is occurring.

Gloucestershire Police may also wish to review the use of STOs in the force, to increase support to victims of sexual violence.

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*³⁸. 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 Gloucestershire, 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.³⁹

³⁸ 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.

³⁹ 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.⁴⁰



Murder and manslaughter in Gloucestershire

In 2010/11, there were 2 recorded homicides in Gloucestershire, which amounts to 3.4 offences per million population, compared to 11.5 offences per million population in England and Wales.

Support for people bereaved by murder and manslaughter in Gloucestershire

Police

Gloucestershire Police has nationally trained family liaison officers (FLOs) and family liaison coordinators (FLCs). They are deployed as investigators within families following murder or manslaughter and they are also a conduit for support and connections to other agencies. The police also refer people to Victim Support's Homicide Service.

FLOs broker formalised meetings between the family and the Crown Prosecution Service. Other support and activity is less formal with major inquiry staff supporting family and friends according to their needs and those of the inquiry. Officers from Gloucestershire Police have also historically supported the bereavement charity Winston's Wish in their annual retreat for children affected by homicide.

⁴⁰ Review into the Needs of Families Bereaved by Homicide, Louise Casey CB, July 2011

The needs of families of people who go missing are identified as being very similar to that of those bereaved, except that there is no equivalent to the dedicated family liaison officers to provide a single point of contact. Additionally, these families are not covered by the Code of Practice for Victims of Crime. The charity Missing People receives tens of thousands of calls for help each year on its free, confidential, 24/7 helpline for missing people and their families.

The All-Party Parliamentary Group for Runaway and Missing Children and Adults has recommended that family members who make a missing report are signposted by the police to appropriate services (such as those provided by Missing People, Missing Abroad, The Salvation Army and The Children's Society) automatically, in the same way that those whose loved one is known to have been killed are referred to Victim Support.⁴¹

Support

Support for people bereaved by murder and manslaughter in Gloucestershire is provided by national services, including: Victim Support's Homicide service, SAMM's (Support After Murder and Manslaughter) national helpline and Winston's Wish, which supports children and young people (see case study below).

Victim Support's Homicide Service is a nationally managed service made up of five teams based in five locations around England and Wales; its Somerset office provides support to bereaved people in Gloucester. Each team consist of a team leader, five case workers and a support worker. There is a national homicide manager, completing the team of 36.

On receiving a referral, the homicide caseworker carries out a needs assessment and work begins to support the bereaved in a range of ways. Often the support at the start is very practical; help with the funeral, meetings with the police, child care, and benefits, typically reinforced by emotional

⁴¹ All-Party Parliamentary Group for Runaway and Missing Children and Adults, 2011, *APPG for Runaway and Missing Children and Adults Inquiry: Support for Families of Missing People Report with recommendation* London: Missing People

support as the relationship between the bereaved and the caseworker develops. The caseworker can also commission a number of specialist interventions such as trauma support and support for bereaved children.

The Homicide Service has a service level agreement with a specialist trauma care provider (ASSIST) which means a short response time for support for those suffering post traumatic stress disorder, traumatic grief or complicated bereavement. There is also a service level agreement in place with CRUSE, which can assist families bereaved by road traffic collisions, enabling a quick referral to the most qualified and experienced bereavement counsellors. There is also a service level agreement with Winston's Wish, a national child bereavement charity, which runs a family adaptation programme (Life without X).

The positive contribution made to families of the bereaved by the Homicide Service has been positively commented upon by the Ministry of Justice.⁴²



Case study

Winston's Wish is set up specifically to support bereaved people under the age of 18 and their carers. The service offers practical support and guidance to families, professionals and anyone else concerned about a grieving child. Their national helpline offers support to any child coping with the death of a family member. In Gloucestershire, Winston's Wish also provides face to face support through group work and individual work with bereaved children and their families.

Winston's Wish produces a range of publications, resources and educational films to help young people better understanding their feelings in relation to being bereaved and to help the adults in their lives support them.

⁴² MoJ, 2012, *Getting it right for victims and witnesses*, as above

They also work to up skill professionals by providing specific training and consultancy, and developing support programmes for schools.



Conclusions

There are a small number of services supporting those bereaved by homicide in Gloucestershire, and although the number of homicides is low, the impact of homicide can affect a disproportionately large number of people. These include secondary victims, such as friends, who should be identified and offered a support also. In addition to the ensuring the on-going provision of the existing services, the PCC should also consider providing a single point of contact to families of missing people, many of whom are potentially bereaved, and referring families of missing people to the dedicated services that exist to support them.

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.'*⁴³

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.⁴⁴

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."*⁴⁵

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 people⁴⁶

Hate crime is believed to be under-reported.⁴⁷

⁴³ Challenge it, Report it, Stop it: The Government's Plan to Tackle Hate Crime. HM Government, March 2012

⁴⁴ Challenge it, Report it, Stop it: The Government's Plan to Tackle Hate Crime. HM Government, March 2012

⁴⁵ Quote from victim (Equality and Human Rights Commission report, 'Promoting the safety and security of disabled people', 2009).

⁴⁶ 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 Gloucestershire

In 2010/11, only 4 victims of racially and religiously aggravated assault and harassment were referred to Victim Support, although 270 offences were actually reported.⁴⁸ It is clear there is room for significant improvement in developing effective referral pathways for those experiencing hate crime.

What else do we know about hate crime in Gloucestershire?

While all officers receive standard police training, our research was inconclusive in trying to determine whether Gloucestershire officers receive additional training on hate crime such as that provided in, for example, in Avon and Somerset where the forces has a number of 11 LGBT liaison officers, or South Gloucestershire where there is a dedicated hate crime police officer.

The Macpherson Report (1999) recommended that provision be made for victims of racial harassment and hate crime to report their experiences to other agencies (recommendation 16) instead of the police. Plymouth University recently carried a review of hate crime management in the South West, *Exploring Prejudice: Mapping Hate Crime in the South West*, (2012) which included data from Gloucestershire Police. The Plymouth review found issues around the effectiveness of third party reporting mechanisms, and also that other information on incidents, as opposed to reported crime, were not always passed to the police. This meant that the police were not aware of the full picture of hate incidents in their area. This can be crucial in identifying community tensions or other patterns of hate crime activity and in having the ability to take positive action before situations deteriorate.

Until 2011 each local police area had hate crime 'champions' who did not necessarily deal with every hate crime for the area, but led on the

more serious offences and assisted other officers with advice. These officers have now been redeployed.

Support

At a strategic level the county council and six local authorities recognise the importance of taking issues around hate crime seriously, both in their strategic priorities and in support to other agencies. For example, in the short time of this project there have been two hate crime conferences run in Gloucestershire, by Equality South West and the County Strategic Hate Crime Group.

This does not seem to translate to support on the ground however, where referral for support for victims is rare.

In accordance with the Code of Practice for Victims of Crime, all victims of hate crime should be referred by the police to Victim Support. With a lack of organisations in Gloucestershire providing specific support for victims of hate crime, the low levels of police referrals to Victim Support represent a significant shortcoming in identifying and meeting the needs of victims of hate crime.

Other services in the area are reducing their service coverage. GayGlos, for example, used to offer an evening telephone support line for lesbian, gay, bisexual and transgender (LGBT) people but this was cut in 2011. GayGlos is currently setting up a youth support group, for all young LGBT people, although not specifically for victims of hate crime.

The funding for GlosREC, Gloucestershire's Racial Equalities Council, was recently cut after 14 years and we found no other specific support for victims of race related hate related crime beyond that of Gloucestershire Action for Refugees and Asylum Seekers (GARAS), which offers support to those seeking asylum in Gloucestershire. GARAS welcomes people when they arrive in Gloucestershire, advocates for them throughout the asylum seeking process and supports them if they are victims of hate crime, when they will assist them to get in touch with the police and other agencies.

⁴⁷ Home Office, 2012, *Challenge it, Report it, Stop it: The Government's Plan to Tackle Hate Crime*

⁴⁸ Figures provided by the CPARS Team, Business Improvement Department, Gloucestershire Constabulary

Some of the stakeholders we spoke to described a lack of recognition of hate crime as an issue in Gloucestershire. This was confirmed through conversations we held with the police and is underpinned by the lack of visible support available in this area. One stakeholder spoke about this being a national issue, not a geographically specific problem, and explained that a gay man cannot leave Gloucestershire in order to avoid being a victim of hate crime, as he is just as likely to be a victim elsewhere. However, while the problem needs tackling at a national level, the local understanding of and response to victims of hate crime clearly requires addressing.



Case study

The shortage of organisations specifically supporting victims hate crime in Gloucester meant we were unable to hold any consultations with people identifying themselves as victims of hate crime. The following case study came to light during a focus group held with victims of anti-social behaviour.

Jacob had had an on-going dispute with his neighbour about car parking in front of their house. Verbal disputes had been going on for several weeks before Jacob went to the man's house to speak to him directly. In response, he received a tirade of verbal abuse and racist insults all based on the fact the neighbour thought Jacob was Polish.

Jacob reported the incident to the police but was told they wouldn't do anything about it as it was a minor incident that wasn't actually racist. Jacob was initially very angry and although he wasn't in fact Polish he checked the definition of a 'racist incident' and it was confirmed that his 'real' ethnicity had no impact on whether or not being verbally abused on the basis of a perceived ethnicity constitutes a racist incident.

The experience has meant that Jacob has lost faith in the police to take minor incidents seriously, or even, he said, to understand the law they are employed to uphold.

Case study

Stroud District Council runs a third party reporting line for victims of hate crime to report crime. This telephone number does not connect a victim to a staffed support service, but instead asks the caller to leave a message. This is run on behalf of the other local authorities, supported by a poster campaign and other publicity. It is estimated that the number of calls received is two to four calls per month.

Conclusions

As outlined above, there is currently a significant lack of direct support to hate crime victims in Gloucestershire. Vulnerable victims who do not wish to contact the police may end up speaking to an answer machine - far from an ideal situation. The lack of support could result in the police and other agencies being unaware of the specific needs of victims of hate crime in their area, which then becomes a vicious circle with victims being unwilling or unable to report. The PCC may wish to consider ways to commission additional support to understand and identify the needs of victims of hate crime and subsequently provide support services to meet these needs. This support might include the provision of more effective third party reporting process and additional training for the police.

4.2. 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.⁴⁹

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.⁵⁰ 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'.⁵¹

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.⁵²

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.⁵³

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.⁵⁴

Without a clear idea of the protection available, young people will often keep quiet.⁵⁵ 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.⁵⁶

Catch 22 found⁵⁷ 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 Gloucestershire

Last year in Gloucestershire there were 1786 crimes with children or young people as victims but it is not known how many incidents there were as the force does not currently record data in this way.⁵⁸

⁴⁹ Home Office, November 2010, *Call to End Violence Against Women and Girls*

⁵⁰ O'Brien, N., Moules, T. and Walker, S. (2011) *The Impact of Cyber Bullying on Mental Health* London: NSPCC and Anglia Ruskin University

⁵¹ NSPCC, 2009

⁵² Catch 22, 2001, *What works: Developing a welfare approach to supporting young victims* London: Catch 22

⁵³ NSPCC, 2009

⁵⁴ Victim Support, 2007, *Hoodie or Goodie*

⁵⁵ Firmin, C. (2011) *This is it, This is my life: Female Voice in Violence* London: ROTA

⁵⁶ NSPCC 2009

⁵⁷ Catch 22 (2001) *What works: Developing a welfare approach to supporting young victims*, as above

⁵⁸ Figures provided by the CPARS Team, Business Improvement Department, Gloucestershire Constabulary

What else do we know about young people in Gloucestershire?

Young people in Gloucestershire share many of the anxieties of adults but without the same reassurances or support. Those interviewed expressed the same fears about the potential of becoming victims but with the additional problems of peer pressure and the stigma of being categorised as 'grasses' if matters are reported to the police. They explained that the lack of lighting and CCTV caused them as much fear as adults, "It's really dark when you leave here (the youth club) and have to go down the alley, and there's no lighting".

They explained that they hang around shops that are open in the evening, not to intimidate but to feel safe. There is lighting, often cover from the rain and if there is a problem help is perceived as nearby. When they get moved on by the police they are told to go to the park, but in the evening it is completely dark, and they feel vulnerable to attack by other, often older youths.

Young people we spoke to generally felt that young people cannot trust the police, who may view them with suspicion, and PCSOs were seen in a particularly poor light because of their inability to arrest.

Some youth services have closed recently. There is a concern that this may lead to increases in low-level crime and anti-social behaviour in those areas, with the potential for increased victimisation of young people.

Support

The County Council has a Youth Support Service which offers a range of services to young people, including young parents, care leavers and young people with disabilities. Other than the Youth Support Team we did not map any services specifically supporting young people as victims of crime.

The Youth Support Team is a multi-agency group with police, housing, social services, probation, Connexions and health service involvement. In addition to working with young perpetrators of

crime the Support team contacts the victim and keep them updated about their case.

The Youth Support Team also assists victims to access other agencies that are required, and if restorative justice is a possibility, victims will be invited to participate if they wish. Restorative justice processes have been shown to be beneficial in assisting victims to overcome the impact of crime.



Case study

Claire was with a group of friends when some boys they knew came to meet them. She didn't realise that just before they all met, the boys had been stealing from a local shop and the shop keeper had called the police, without alerting the boys. Recognising the description given, the police quickly found the boys (still holding the stolen goods) and arrested the whole group, Claire included.

She was held in the police station for several hours, which led to her getting in trouble with her mum as well. Claire felt the incident was very unfair, and that the police had assumed they were all guilty just because they were young. She said they didn't listen to her, and when she was able to speak she wasn't believed.

She felt really angry that the police had judged her when she hadn't done anything wrong, and said she that after that incident, she didn't feel she could trust the police. She and her friends are still resentful about how they were treated. She thought the police should be friendlier, and not always so aggressive towards young people if they were ever going to build a better relationship.

Case study

Staff at Her Majesty's Prison Gloucester piloted a restorative justice project in 2010. Volunteers were trained to facilitate meetings or other contact between offenders and victims, to explore the harm caused by crime and to work towards possible resolutions. Partners to this work included the Nelson Trust, Fair Shares and Victim Support

In 2011 a new partnership board called Restorative Gloucestershire was established, including Gloucestershire Police, Gloucestershire Probation, Youth Offending Service and others. The project purpose is to bring together existing pockets of restorative justice practice and extend restorative opportunities across the county: by increasing the number of individuals trained in restorative justice skills, by providing a range of referral pathways from agencies working across the criminal justice sector, and by offering restorative solutions to a wider range of offenders both in custody and in the community.

The positive impact on those who attended was summed up by one participant: "I felt that after meeting him I had suddenly regained a lot of control of my life again – I was no longer fearful of all teenage males."

Restorative Gloucestershire was formally launched in May 2012.

Conclusions

National research and our local consultations point to a generally poor relationship between the police and young people. The young people we spoke to did not have faith that the police would protect them if they needed help, or listen to them if they were falsely accused. They felt the police instead presumed they were guilty and didn't believe them when they explained they were not.

Portrayals of young people in the media and existing research cited above echoes the perception of young people as perpetrators rather than victims, yet young people in Gloucestershire feel as much in fear of crime as adults. This fear does not seem to be recognised as police give appear to greater preference to

adult desires to move groups of young people on over young people's attempts to stay safe. Greater understanding of the threats young people face from older youths or gathering in dark isolated places should lead police officers to be more empathic and friendly their communications with young people, rather than viewing their refusal to disperse as a sign of 'being difficult'. Given the link between being experiencing victimisation and perpetrating crime, the police should work to build better relationships with young people.

Accordingly, the PCCs should ensure that resources go into preventing the victimisation of young people. In addition to improving police relationships with young people, this would involve ensuring there is adequate support for young people when they do report crime, providing young persons' advocates, for example, to support them and help them communicate with the police.



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 Gloucestershire. It gives a snapshot rather than a forensic examination of the service needs of victims in Gloucestershire, and there is room for further research.

We hope that this evidence will encourage the incoming PCC for Gloucestershire 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 ensure that meeting the needs of victims is at the centre of criminal justice agency practice, and that Gloucestershire Police and other agencies providing services commissioned by the PCC are held publicly accountable for this.

Whether through direct or third party reporting, protocols for sharing information on incidents and crimes allow the police and other partners in the criminal justice system to understand, plan for and respond to the needs of victims. This will ensure gaps in services are visible and that

appropriate services can be commissioned, particularly for vulnerable groups.

5.2 The PCC should require more effective joint working between Gloucestershire Police and other statutory and voluntary and community organisations, to ensure the needs of victims are put first, and to ensure that services are integrated and targeted to need.

5.3 The PCC should prioritise the commissioning and publicising of high quality and relevant services that offer independent, practical advice and emotional support to victims of crime. He or she should also prioritise early intervention work with people at risk of victimisation.

The commissioning of services for those who are less likely to report to the police, such as young people and those experiencing hate crime, should be prioritised.

5.4 The PCC should consult victims of crime through meaningful engagement and include their views and experiences in shaping how services are delivered.

By obtaining the views of victims and witnesses, the PCC will be able to demonstrate to the communities in Gloucestershire that they have satisfied victim and witness needs when they have experienced a crime.

By additionally engaging voluntary and community organisations in this consultation it will be possible to gather a wider range of diverse feedback from victims and witnesses.

6 Appendices

Appendix 1: Methodology

The Gloucestershire 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 Gloucestershire. 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 Gloucestershire 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 **35** 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 Gloucestershire.

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 licence⁵⁹ and analysis was completed following the BCS user guide,⁶⁰ using SPSS software.

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

We analysed the data using the following methods:

⁵⁹ <http://www.esds.ac.uk/government/bcs/>

⁶⁰ <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 Gloucestershire.

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 Gloucestershire, we spoke to victims affected by racist, homophobic, transphobic and disability (mental health related) hate crime. We were not able to speak to victims of religiously motivated 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 Gloucestershire. 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 a 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

Two focus groups were held where 22 participants attended.

Domestic Abuse

Five female victims of domestic abuse were interviewed individually which was arranged via the Gloucestershire Domestic Abuse Coordinator.

Sexual Violence

Four female victims of sexual abuse were interviewed; two of these were arranged via the Gloucestershire Domestic Abuse Coordinator and two via Gloucestershire Police.

Children & Young People

Three young women were interviewed with a youth worker based at a local youth club.

Hate Crime

Due to the lack of local 'gateway' organisations through which to recruit research participants, no hate crime victims were interviewed.

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 Gloucestershire 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 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 39 direct support services to victims of crime. In addition, we mapped partnerships and/or consortium arrangements that provide support to victims. These include:

- MARACs
- Youth Support Services

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 28 on the phone, about their main issues of concern, both for their service users and their organisations, where they were happy to discuss it. 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.

- **African & Caribbean Centre**
- **Bromford Group**
- **Bromford ASB Team**
- **Cheltenham Safer Estates Team**
- **Cheltenham Women's Services**
- **Chinese Women's Centre**
- **Cirencester Housing Ltd.**
- **Cotswolds Counselling & Support Centre**
- **Cotswolds Women's Services**
- Elim Housing
- Forest of Dean Domestic Abuse Services
- **GARAS**
- GCS
- **GayGlos**
- **Gloucestershire Central Allocation & Referral Point**
- **Gloucestershire Domestic Violence Support and Advocacy Project**
- **Gloucestershire Probation Service**

- Gloucestershire Rape Crisis Centre
- GlosREC
- **Hope House (SARC)**
- **IDVAs**
- Independence Trust
- **ISIS**
- **Mankind**
- Operation Scorpion
- **Oxbode Housing Association**
- **Parliament Children's Centre**
- **Project SOLACE**
- SAMM
- Severn Valley Housing
- **Soha Housing**
- **Stonham Refuges**
- **Stroud Neighbourhood Wardens**
- **Stroud Women's Refuge**
- Trafficking & Grooming Coordinator
- **Two Rivers Housing**
- **Victim Support**
- **VoiceUK**
- Winston's Wish

3. Overview of support and services

Overview of support for victims of crime in Gloucester

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.

Support services for victims of anti-social behaviour

Support for victims of anti-social behaviour in Gloucester is provided by community safety police officers and/or housing providers' anti-social behaviour teams. These include Bromford and Project SOLACE which is a Gloucester citywide partnership between Gloucester City Homes, Gloucestershire Constabulary and Gloucester City Council's Community Safety Partnership. They work with both victims and offenders living in the private sector or where anti-social behaviour is not specifically linked to a property and an area instead.

The concerns of anti-social behaviour support organisations

For the last four years the number one issue for residents in Gloucester⁶¹ has been anti-social behaviour. Housing providers are concerned about changes to the anti-social behaviour order legislation that was being made, although they had not felt the impact of this yet, and were concerned that the changes would alter, and decrease their power to evict and punish offenders.

⁶¹ Gloucester City Homes, residents survey - 4,700 responses

Support services for victims of domestic abuse

The main support for victims of domestic abuse is provided by the Central Allocation Referral Point, IDVAs and outreach workers attached to refuges and projects including the Parliament Children's Centre which is part of Barnardos. Although a children's centre that provides drop-in facilities for parents of children under 5, they also run the Freedom Programme (national programme for women in building self esteem and confidence to enable them to safeguard and improve the quality of life for themselves and their children) and support women who have disclosed domestic abuse after workers noticed indicative behaviour among the children they support.

Support for BME victims experiencing abuse is provided by the Gloucestershire Domestic Violence Support & Advocacy Project which has workers who speak Bangladeshi and Polish. They have also started a project to support trafficked women and those brought in to prostitution. They have, however, had to reduce their opening hours as a result of funding cuts.

The concerns of domestic abuse support organisations

The existing and expected funding cuts was the number one concern from voluntary and community groups, impacting in level of service and reducing accessibility to those services. The future for many voluntary sectors agencies is uncertain creating a significant degree of anxiety throughout the sector.

More specifically funding for IDVAs, domestic abuse outreach workers and CARP is at risk. This comes at a time when the service they provide is in increasing demand: the number of domestic abuse referrals to the Central Allocation Referral Point has increased steadily over the last 12 months by an average of 8.5 per day.

For services supporting domestic abuse victims the main issue was funding but also there are problems with access to refuges in Gloucestershire caused by a lack of refuge spaces beds. Alternatives, such as the Sanctuary Schemes, that enable the victim to stay in their own home by implementing additional security measures, have risk and cost implications.

In addition to lack of beds there is difficulty in re-housing victims. At one time there was an expectation that social housing would be available but this is increasingly not the case. Private rented properties have a number of difficulties apart from cost, such as the requirement for references, which clients often find difficult to supply.

Agencies dealing with substance and mental health issues have found this as well, and the recent changes to benefits makes matters worse. There have been some cuts in public transport which is affecting the ability of some clients physically to get to services.

Support services for victims of sexual violence

Gloucester has one SARC (sexual assault referral centre) and one Rape Crisis centre.

The SARC, Hope House, provides support to victims of sexual assault, both male and female through forensic examination and support from a crisis worker. The victim will be assisted to obtain support from other agencies. The victim does not have to agree to the involvement of the police. Counselling is also available and consists of up to twelve sessions. Hope House also has an independent sexual violence advisor (ISVA). Referrals to Hope House have increased each of the three years it has been operating.

Stakeholders did not outline any particular concerns about support for victims of sexual violence in Gloucestershire.

Support for families bereaved by murder or manslaughter

Victim Support's homicide service is a nationally managed service made up of five teams based in five locations around England and Wales. Each team consists of a team leader, five case workers and a support worker. There is a National Homicide Manager, completing the team of 36. On receiving a referral, a homicide caseworker carries out a needs assessment and work begins to support the bereaved person in a range of ways. Often the help at the start is very practical: help with the funeral, meetings with the police, childcare, and benefits, typically reinforced by emotional support as the relationship between the bereaved and the caseworker develops. The caseworker can also commission a number of specialist interventions such as trauma support and support for bereaved children. The homicide service was the first service that Victim Support developed and rolled out as a national rather than regional service.

In addition, services that provide support to people bereaved by homicide are provided by national organisations SAMM and Winston's Wish, and through general bereavement counselling.

Support services for victims of hate crime

We mapped no specific services that provide support to victims of hate crime. GayGlos, which provides support to the LGBT community, including those who were victims of hate crime, has recently had to reduce some of its support services. There other community groups set up to support refugee and asylum seeking communities and Chinese women which would offer their service users support should they become and victims of crime but they do not identify as providing a specific service for victims. The African and Caribbean centre said they would signpost victims to the police or the (now defunct) GlosREC.

Gloucestershire used to have divisional hate crime officers however following a recent restructure this role has been removed.

Gloucestershire police is a member of the County Hate Crime Group that also includes County, District and voluntary sector partners. Through this group initiatives are developed to support victims and to spread the awareness of hate crime.

The concerns of hate crime support organisations

As reflected by the lack of organisations working specifically to identify and support victims of hate crime, a concern was expressed that not enough work was being done to recognise hate crime as a real issues or tackle it at a local and national level.

Support services for young victims of crime

When working with young offenders the Youth Support Services (previously known as the Youth Offending Team) sometimes also provides support for young victims. This is a multi-agency group with police, housing, social services, probation Connexions and health services. As well as working with offenders the Youth Support Services contacts victims and keep them informed as to what is happening in the case. Where there is a restorative element the victim will be invited to participate if they wish, particularly as their involvement has been proved to be beneficial in assisting victims to overcome any stress or trauma. The victim will also be assisted with any referrals to other agencies that are required.

No specific concerns were identified by stakeholders working with young victims.

Appendix 7: Glossary

Anti-social behaviour (ASB) - 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.

7 References

Barter, C, McCarry, M, Berridge, D and Evans, K (2009) *Partner exploitation and violence in teenage intimate relationships* London: NSPCC

British Crime Survey (2010/2011)

Casey, L (2011) *Review into the Needs of Families Bereaved by Homicide*

CAADA (2009) *Safety in Numbers – A Multi-Site Evaluation of Independent Domestic Violence Advisor Services* London: CAADA

CAADA (2010) *Saving Lives, Saving Money* London: CAADA

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

CEOP (2011) *Out of Site, Out of Mind: Breaking down the barriers to understanding child sexual exploitation* London: CEOP

Centre for Social Cohesion (2010) *Crimes of the Community: Honour-based violence in the UK* London: The Cromwell Press

Coy, M, Kelly, L and Foord, J (2009) *Map of Gaps 2: The postcode lottery of Violence Against Women support services in Britain* London: End Violence Against Women

CPS, 2009, *CPS Policy for Prosecuting Cases of Domestic Violence* London: Crown Prosecution Service

Crime in England and Wales 2010/11: Findings from the British Crime Survey and police recorded crime (2nd Edition) London: Home Office

Equality and Human Rights Commission (2009) *Promoting the safety and security of disabled people*

EHRC (2011) *Hidden in plain sight – inquiry into disability-related harassment* London: EHRC

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

GAVCA, 2011, *Big Society? The Impact of Public Spending Cuts on the VCS in Gloucestershire* Gloucester: Gloucestershire Association for Voluntary and Community Action

Gloucestershire Policing Plan (2011-2014)

Hall, N and Williams, A (2009) *Stop Hate UK: Report of an independent research study*

HMCPSP (2012) *Joint inspection report on the experience of young victims and witnesses in the criminal justice system*

HM Government (2009) *Youth Crime Action Plan: Good Practice for Supporting Young Victims of Crime*

HMIC (2010) *Anti-Social Behaviour Inspection Report* London: HMIC

HMIC (2010) *Stop the Rot* London: HMIC HMIC

HMIC (2012) *Joint Inspection Report on the Experience of Young Victims and Witnesses in the CJS, Criminal Justice Joint Inspection* London: HMIC

Home Office, 2006, *Are special measures for vulnerable and intimidated witnesses working? Evidence from the criminal justice agencies* Home Office London: Home office

Home Office Statistical Bulletin: *Homicides, Firearm Offences and Intimate Violence 2010/11: Supplementary Volume 2 to Crime in England and Wales 2010/11*

Home Office Statistical Bulletin 08/11 *Children's experience and attitudes towards the police, personal safety and public spaces: Findings from the 2009/10 British Crime Survey interviews with children aged 10 to 15. Supplementary Volume 3 to Crime in England and Wales 2009/10* London: Home Office

Home Office (2010) *Call to End Violence Against Women and Girls* London: Home Office

Home Office (2011) *Have you got what it takes?* London: Home Office

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

Home Office (2012) *Counting Rules for Recorded Crime: Sexual Offences*

Howarth, E, Stimpson, L, Barran, D and Robinson, A (2009) *Safety in Numbers: A Multi-Site Evaluation of Independent Domestic Violence Advisor Services* London: The Henry Smith Charity

Kelley, P (2009) *Filling in the Blanks*, London: GALOP

LGBT Youth Scotland and the Equality Network (2010) *Out of sight, out of mind Transgender People's Experiences of Domestic Abuse* Edinburgh: The Equality Network

Macpherson, W (1999) *The Stephen Lawrence Enquiry* London: Stationery Office

Mencap (2010) *Don't Stand By, research report into disability hate crime*

MoJ, 2012, *Getting it right for victims and witnesses*, London: Ministry of Justice

Northern Rock Foundation, University of Sunderland (2003) *Domestic Violence: Making it Through the Criminal Justice System*

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

Office of Criminal Justice Reform, 2005, *The Code of Practice for Victims of Crime* London

Sanah Sheikh S, Pralat, R, Reed, C and Hoong Sin, C (2011) *Don't Stand By: Hate crime research for Stand by Me campaign* London: Mencap

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

Payne, S (2009) *Rape: The Victim Experience Review* London: Home Office

Smith, K (ED), Lader, D, Hoare, J, Lau, I (2012) *Hate crime, cyber security and the experience of crime among children: findings from the 2010/11 British Crime Survey*

Stern, V., 2010, *The Stern Review: A Report by Baroness Vivien Stern CBE of an Independent Review into How Rape Complaints are Handled by Public Authorities in England & Wales* London: Home Office

Stonewall (2008) *Research into Hate Crime, LGBT Survey*

The Government Response to the Stern Review, March 2011

Victim Support (2007) *Hoodie or Goodie* London: Victim Support

Victim Support (2009) *Data analysis of young people's survey* London: Victim Support

Violence Against Women and Girls Ready Reckoner

Walker, J., 2012, *Exploring Prejudice: Mapping Hate Crime in the South West* Plymouth: Plymouth University

Wills, A with Jacobs, N, Montique, B and Croom, L (2011) *Standing Together Against Domestic Violence: In Search of Excellence*

Women's National Commission (2010) *A Bitter Pill to Swallow: Report from WNC Focus Groups to inform the Department of Health Taskforce on the Health Aspects of Violence Against Women and Girls*



Commissioned by the independent Victims' Commissioner.

Finalised with support from the Ministry of Justice and funded by the Home Office

www.victimsupport.org.uk

Victim Support registered charity number 298028
Registered address: Victim Support, Hallam House,
56-60 Hallam Street, London W1W 6JL

