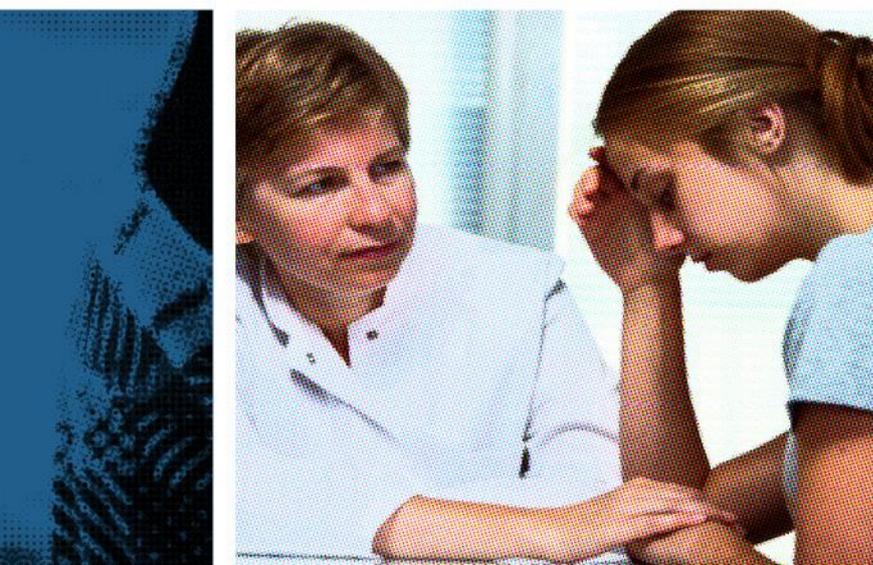




Review of Victim Services in London

Full report to MOPAC

June 2014



Contents

	Executive Summary	i
1.0	Introduction	1
1.1	Background to the review	1
1.2	Aims of the review	2
1.3	Methodology	3
1.4	Structure of the report	3
2.0	Profile and needs of victims	4
2.1	Introduction	4
2.2	Sources of victims' data	4
2.2.1	Self-report surveys	4
2.2.2	Police recorded crime	5
2.3	The particular challenges of London	5
2.4	Distribution of recorded crime by borough	7
2.5	Characteristics of victims	10
2.6	Offences resulting in a charge	12
2.7	The needs of victims	13
2.7.1	The importance of individualised support	13
2.7.2	Multiple and changing needs	16
2.8	In summary	17
3.0	Referral processes	18
3.1	Introduction	18
3.2	General views on referral mechanisms and signposting	18
3.3	Role of Victim Support	20
3.4	Wider referral mechanisms	22
3.5	Onwards referrals to other service providers	24
4.0	Effectiveness of victim services in London	25
4.1	Introduction	25
4.2	Range of support provided to victims	26
4.3	Quality of support for victims and witnesses in London	27
4.4	Statutory sector services	30
4.5	Role of non-criminal justice sector	33
4.6	Voluntary and community sector	35
4.7	Links between the statutory and voluntary sectors	36
4.8	Support of the most vulnerable victims	38
4.9	Restorative justice	41
4.10	Resourcing of victim services	41

4.10.1	Staff and volunteers	41
4.10.2	Current funding sources	42
4.11	In summary	43
5.0	Future commissioning of services	44
5.1	Overall views on commissioning arrangements	44
5.2	Concerns within the voluntary sector	46
5.3	In summary	48
6.0	Conclusions and recommendations	49
6.1	Conclusions	49
6.2	Recommendations	50
6.2.1	Commissioning strategy and funding	50
6.2.2	Capacity building	50
6.2.3	Data recording and monitoring	50
6.2.4	Continuous improvement.....	50
	Annex One: Glossary of terms	1
	Annex Two: Methodology	4
	Annex Three: Data tables.....	7
	Annex Four: Organisations consulted	14

VICTIMS' **COMMISSIONER**



As Victims' Commissioner for England and Wales I want services for victims to make a 'real' difference to victims' lives. People don't chose to be victims of crime and many will have no prior knowledge of victim services or indeed the criminal justice system. From my own experience as a victim of crime, I know what it is like to be on the receiving end of services, at a time when your world has been ripped apart and coping from one day to the next is such a struggle. Services for victims must be responsive to the needs of victims and take into account their journey and their individual experiences of the criminal justice system.

From listening to victims and victims' organisations around the country I am aware that there are now a large number of services for victims across the statutory and voluntary sector. What is generally less well known is how well these services meet victims' needs. I therefore welcome this report which sets out a clear picture of the level of victimisation experienced in London, what services are currently available for these victims, gaps in provision and most importantly considers how victims feel about the services they have received. I particularly welcome the recommendations relating to working collaboratively with community groups to identify vulnerable and repeat victims and the need for courts police and the crime prosecution service to work together to improve victims' experiences at court and processes at court.

The landscape for how victims' services are commissioned is about to change. From October 2014 Police and Crime Commissioners become responsible for the commissioning of victim services. This presents both challenges and opportunities. The challenge is for services to work collaboratively to ensure they are responsive to the needs of different victims. As the report recommends commissioners must address the gaps highlighted in service provision around young victims of crime, victims with disabilities, and victims of hate crime, victims of trafficking and exploitation and male victims of abuse. The opportunity is to promote new ways of partnership working which ensure services are commissioned and delivered in a way which is genuinely responsive to local need. A centralised database of victims' services as recommended in the report may be a way forward in assisting with this.

Although this report focused on London, I suspect there is much in the findings and recommendations that will apply nationally. Police and Crime Commissioners everywhere need to ensure that gaps in service provision are addressed and that they take into account the changing profile of victims. Those who deliver services to victims should receive appropriate training, guidance and support. Services should also seek and use feedback from those who use their services.

In many ways the findings of this study are not dissimilar from other studies. There is some good practice but there are also gaps and inconsistencies. What is needed now is action to rectify these failings.

The Code of Practice for Victims of Crime and forthcoming EU Victims' Directive provides the framework for what victims of crime can expect. This report provides information which will help those who commission and deliver services to ensure the objectives of these frameworks are achieved.

The information on what needs to be done to provide good services for victims is out there and this report adds to the knowledge base. My challenge to Police and Crime Commissioners and providers of services is to make the required changes happen.

I hope this report helps to make it happen sooner rather than later and I commend it to you.

A handwritten signature in black ink, appearing to read "Helena". The signature is written in a cursive style with a long, sweeping underline that extends to the left.



Executive Summary

Background

From October 2014, the Mayor's Office for Policing and Crime (MOPAC) will have a new responsibility as the commissioner of victim services in London. The commissioning of appropriate victim services needs to be informed by the experiences and views of those whom the services are there to support, and by the delivery agencies responsible for supporting victims. Establishing what is currently available, and where the gaps lie, is fundamental to ensuring that future services respond to the needs of victims in London.

It was with this in mind that Ecorys UK, working with Dr Marian Fitzgerald, were commissioned by MOPAC to undertake an independent review of victim services in London. Baroness Newlove, the Victims' Commissioner, was responsible for overseeing and informing the review

The study

The main aims of the study were to:

- Gain an understanding of the needs of victims to enable better and more effective delivery and value for money of existing services.
- Review the effectiveness of victims' services in London – those provided by statutory agencies in the criminal justice system, local London boroughs and the Voluntary and Community Sector (VCS).
- Identify and address where there are gaps in service provision for victims of crime.
- Make recommendations for the future commissioning of victims' services in London.

A multi-method approach was adopted for the review. This included a survey, in-depth interviews and focus group discussions to capture the views of victim service providers in London, criminal justice agencies and victims themselves. This was underpinned by a review of relevant literature and data from the Metropolitan Police and Crime Survey.

Victims and their needs

Establishing a clear picture of the level of victimisation experienced in London, the characteristics of victims, and their range of needs is essential for developing an effective support structure and services. However, given limitations in available data and its coverage of the victim's journey, it can be difficult for agencies in London to identify the range of support required.

Based upon data gathered by the Metropolitan Police, it is important to make the distinction between where victims reside in London and the number of reported crimes by borough (covering of course London's tourism and commercial hotspots). In targeting support services, a profile of victims should be constructed based upon where they reside in the capital. It is then apparent for example that most victims live in ethnically diverse, deprived boroughs, with many in these areas suffering repeat victimisation.

Data also indicates variations in the characteristics of victims according to offence type. For instance, there are marked differences in the gender composition of different offences recorded by the police. While females account for the majority of victims reporting crime, males are in the majority where more serious violence is involved (with the exception of sexual offences). Young people are disproportionately the victims of sexual offences and, above all, of street crime. Services therefore need to be tailored and sensitive towards the needs of different groups.

However, current monitoring regimes (police, criminal justice agencies and voluntary services) do not routinely record additional key characteristics of the victim (for example disability, sexuality and historical victimisation). Furthermore, information recorded from victims themselves, such as from the Crime Survey for England and Wales (CSEW), consistently shows that the majority of victims never report the crime (and that where they do, only a minority successfully see their case reach court).

In building a profile of victims, it is therefore important that police recorded crime statistics are supplemented with information gathered through survey work and other research.

Most statutory agencies and VCS services consulted for the review identified recent changes in the profile of victims in London, whose needs are to be met. Increases in certain victim groups are evident, such as those suffering from trafficking, sexual exploitation and male and younger victims of relationship abuse. The capacity and ability of current services are limited in providing an appropriate response. For many of these victims, their contact with services falls outside of the criminal justice system, with few reporting such incidents to the police. This is due to the belief that the police will not be supportive, their experience will not be taken seriously, as well as the fear of repercussions from reporting.

Regardless of location, demographic group and whether or not the crime is reported, there are complex levels of need evident across all victim groups. For example, the victimisation experience should not be assumed to be the only issue that requires support. Many victims will present multiple needs (emotional as well as practical, such as housing and employment issues), which often evolve during their journey of recovery. No two victims may react to the experience in the same way.

With clear evidence of multiple needs, and specific to each individual victim, a collective response from different agencies is required. Additionally, the support provided should be responsive and flexible to the changing requirements of victims over time. Strong partnership working across statutory agencies and the VCS sector, underpinned by effective monitoring processes, the completion of detailed needs assessments, and information sharing amongst agencies, are fundamental to ensuring victims receive the package of support they need. Such practices, whilst evident in some boroughs across the capital, need to be developed further, and actively encouraged through the future commissioning process.

Effectiveness of victim services

A range of victim services have been developed across London, delivered both by statutory agencies and the VCS. The type of support offered varies from helplines and online forums to direct work with victims offering emotional and practical support.

The length of contact victims have with services is determined according to their need.

Many services consulted with also acknowledge the responsibility they have in referring victims onto other services in meeting the often wide ranging needs present. Almost all providers help victims to access additional support, with the highest proportions referring victims to mental health services, social services and housing services.

However, more than half of the providers surveyed through the review rated the quality of support services provided to victims and witnesses in London to be 'average'. Moreover, less than one third of providers agreed that effective mechanisms are in place to ensure that victims are referred or signposted to the appropriate local victim services. This was most frequently felt to be the case among organisations dealing with victims of hate crime, domestic violence and repeat victimisation. Among those victims who report the crime to the police, the availability and quality of support across the system is seen to be variable.

Statutory delivery agencies

In the main, views towards the police themselves are positive; however concerns were expressed about the understanding and response provided to certain victims, such as those of domestic violence and hate crime and victims with disabilities.

Criminal justice agencies in turn refer to the impact of budget cuts on the quality of services that victims receive. Limited contact and non-personal contact (through increasing use of text/email approaches) limits the opportunities for vulnerability to be monitored, and the changing needs of victims to be addressed.

Victims remain largely dissatisfied with their experience of the criminal justice process, with criticism frequently directed towards the role of the CPS and the judiciary and the need for greater acknowledgement of the emotional impact the process has on victims. Victims report feelings of being dismissed, patronised and powerless and receiving a lack of information and support by court services.

The formal referral mechanism for victims reporting their crime to the police, upon their agreement, sees their details passed onto Victim Support. The role of Victim Support is both to support victims as well as referring them onto other local, more specialist support where required. There was general consensus among statutory sector and VCS organisations that Victim Support offers a good generic service to victims. However, the service is more limited in its ability to respond to more specific, and often specialist needs of victims. Organisations participating in the review were critical of the low numbers of onward referrals, with victims potentially not receiving the support they require.

Borough services and the VCS

There is significant variation at a local level, with victims experiencing a 'postcode lottery' in terms of being able to access the support they need in the boroughs where they live. Differing funding allocations and the lack of a clear understanding of the profile of victims at a local level impact on the provision available.

With the majority of victims failing to report the crime (and particularly among certain groups), self-referrals are critically important in ensuring that victims access the services they need. Many victim services recognised the significant role that community-based organisations and services (such as GPs, schools and religious groups) play in this process, through accessing those unwilling to report their crime to their police, identifying need and providing information and advice.

Concern was expressed however that local services and community groups may have limited knowledge of the different types of victim support available, locally and across London. Overall, both statutory and non-statutory sector providers felt that greater recognition should be made of the role of the VCS (and volunteers) in supporting victims, with the VCS becoming more embedded in the work of the statutory sector.

Future commissioning of victim services

Statutory agencies and VCS providers were asked to express their views on the priorities for the future commissioning of victim services in London, and how this should operate. Many voiced both concern as well as optimism. There was unease around the potential impact it may have on victims, in terms of the diversity of support that will be funded. Other organisations nonetheless see the commissioning arrangements as an opportunity to improve current services, and increase the level of support provided for certain victims.

There is consensus across the statutory and voluntary sector that changes in the profile of victims in London are not being matched by the provision of appropriate support. Limited refuge spaces for domestic violence victims, ineffective responses to hate crime and young victims of crime as well as poor support for victims with disabilities were some of the core gaps identified in service provision. It is hoped that the new commissioning process will be responsive to these gaps, and ensure that the services funded reflect the needs of victims at a local level.

Statutory agencies also need to work more closely in partnership with the VCS and local service providers. The development of protocols and clear lines of responsibility were deemed essential to ensuring that services work efficiently with each other and effectively for victims. A number of organisations also recommended provision of a centralised database, detailing the different services available across all London boroughs. This could be accessed by statutory agencies and local community organisations and services to assist them in offering victims the support they need.

Enhanced training programmes and awareness-raising around the different needs of victims was also strongly advocated, including from specialist organisations. This in turn should improve the responsiveness of agencies, and particularly the police and the courts, and further assist in the identification of support networks.

Sustainability is key to ensuring the delivery of effective services. Many called for longer term funding provision through the commissioning process, allowing for greater consistency in service provision.

Only one in five organisations surveyed agreed that the *'future commissioning will improve the provision of services for vulnerable, hard to reach groups'*. This relates to concerns among VCS services, and particularly smaller, local organisations, that they find it difficult competing against bigger agencies in responding to commissioning opportunities. Indeed, 51% of organisations felt that the *'future commissioning arrangements will reduce funding opportunities for VCS services'*, with only 20% agreeing that the *'future commissioning arrangements will encourage the development and provision of VCS services'*. Fair and open competition amongst services in any commissioning process is deemed to be essential.

Recommendations

With respect to the future commissioning of victim services, and MOPAC's wider strategic role within the criminal justice system, a number of clear recommendations have been identified through the review. These are set out below.

Commissioning strategy and funding

1. **Commissioning should address key gaps in provision**, including support for: young victims; victims of hate crime (and particularly victims with disabilities); repeat victims; victims of trafficking and exploitation; and male victims of abuse.
2. **Ensure that the provision of core support and specialist services is underpinned by clear referral protocols.**
3. **The commissioning strategy should recognise the need for a personalised, victim-centred approach**, as no two victims will react in the same way and the offence-type is not a reliable indicator of need.
4. **Develop fully integrated and individualised support which links to local services and community organisations**, and which facilitates the identification and support of vulnerable victims and those who self-refer to services.
5. **Create sustainable funding models for providers of victims' services**, by ensuring appropriate alignment between commissioning timescales, restrictions on the use of funding, and the required service outcomes to help support the sustainability of provision.

Capacity building

6. **Develop a capacity building approach to support the engagement of VCS organisations in the commissioning of victims' services.**
7. **Help improve VCS and criminal justice staff awareness of, and responsiveness to, the diverse range of victims' needs**, in order to ensure a more sympathetic service.
8. **Establish a centralised database of victims' services**, to enhance partnership working between statutory agencies, VCS organisations and local service providers, and help better align provision with need.

Data recording and monitoring

9. **Develop a framework that enables victim satisfaction and confidence to be understood, measured and monitored across all parts of the criminal justice system.**
10. **Improve the way that victim data is recorded and shared across the criminal justice system**, and support organisations to provide appropriate and tailored responses based upon the needs of the individual.
11. **Work with other funders to develop a robust and consistent outcomes framework which measures and monitors how victims are coping and recovering in London**, and to allow compliance with the Code of Practice for Victims of Crime to be monitored.

Continuous improvement

12. **Conduct detailed mapping of the victim journey and support pathways**, in order to understand why so few victims embark on a 'victim journey' through the criminal justice system, and to help address and streamline the multiple referrals.
13. **Introduce reforms to further improve the effectiveness of the criminal justice system to respond to victims' needs**, thereby increasing the confidence and engagement of victims in the longer-term.



1.0 Introduction

1.1 Background to the review

Research has repeatedly shown the need for victims to be better supported, with gaps in provision and areas for improvement identified. Learning from the experiences of victims is a key element in ensuring the right support is provided. The appointment of Baroness Newlove as National Victims' Commissioner has sought to enable the voices of victims to be heard by government, and drive forward their strategic agenda.

The government has clearly set out its strategy for improving the support that victims receive. The move away from national to local commissioning of victim services is closely related to the government's localism agenda and the onus being placed on local areas to respond to the profile and needs of their communities. For victims, the result will be a shift in responsibility, with Police and Crime Commissioners (PCCs) taking on the role of commissioning local support services for victims. Priority is to be given to those who have been victims of a serious crime, suffered repeat victimisation or who are deemed the most vulnerable. At a national level, the Ministry of Justice will continue to commission a court-based witness service, homicide service, and support for victims of human trafficking, rape victims (through rape support centres) and victims of domestic and sexual violence.

Changes will be initiated nationwide from autumn 2014, with all PCCs set to commission victim services in the community from 1st October 2014. From 1st April 2015, most PCCs will commission the victim referral mechanism and associated services, which includes the initial transfer of details from police to provider, the initial contact and needs assessment, and any subsequent support from that provider. The Ministry of Justice is supporting some PCC areas to be 'early adopters' and commission the referral mechanism from 1st October 2014; MOPAC is one of these areas.

Such developments sit within wider changes taking place aimed at improving the support that victims receive. These include the introduction of the Victims' Services Commissioning Framework in May 2013, which seeks to encourage a focus on how victims can be positively supported rather than just looking at how many victims are offered services. Alongside this, the new Code of Practice for Victims of Crime (VCOP) came into force in December 2013. The new Code provides a list of services that victims of crime are entitled to and includes minimum standards of service that must be adhered to. It also gives victims the opportunity, through a Victim Personal Statement (VPS), to write and read a statement explaining how their crime affected them. Both of these will be further supported by the introduction of the EU Victims Directive in 2015, which sets out 'minimum standards on the rights of victims and include[s] provisions requiring Member States to ensure that victims have access to victim support services'. It also aims to give victims clarification on what they are entitled to from criminal justice agencies and ensure that services are tailored more effectively to individual needs.

However both the VCOP and the EU directive, whilst specifying the entitlements of victims, cannot prescribe how these should be delivered. It will be up to individual PCCs to decide locally what the support structure for victims should look like. It is therefore important that the level of need, and the availability of current provision, is assessed locally, allowing gaps in services to be identified. Without such knowledge, the commissioning of services will be ineffective in meeting the needs of victims. The new commissioning arrangements provide the opportunity for MOPAC to take a strategic approach to ensuring that:

- The funding of victim services is aligned to need; and
- Trends are monitored which may indicate whether and how these needs are changing over time.

1.2 Aims of the review

Ecorys was commissioned by MOPAC to undertake an independent review of current victim services in London, in accordance with the needs of victims. In addition, Baroness Newlove, the Victims' Commissioner, was responsible for overseeing and informing this independent review of victim services in London. Her involvement in the review supports her commitment to ensuring that the voices of victims and witnesses are heard by government and improving the way that the criminal justice system supports victims and witnesses.

The aims of this review were to:

- Review the effectiveness of victims' services in London – those provided by statutory agencies in the criminal justice system, local London boroughs and the Voluntary and Community Sector (VCS);
- Gain an understanding of the needs of victims to enable better and more effective delivery and value for money of existing services;
- Identify and address where there are gaps in service provision for victims of crime;
- Make recommendations for the future commissioning of victims' services in London.

The review sought to generate recommendations for:

- The strategic priorities for victim and witness services in London;
- Improving the victim experience with statutory agencies in the criminal justice system and with VCS organisations providing support to victims of crime;
- Improving the way that the criminal justice system supports victims;
- Developing the best means of allocating victims' funding to local areas to reflect demand and the crime profile of London; and
- The services required in London in order to meet the needs of victims.

This review acts a starting point to steer the future commissioning of services. It helps build a better understanding of the range of services currently available across London as well as the profile and needs of victims in the capital. However it also highlights the need for further monitoring and review on an on-going basis. The new commissioning landscape will require a period of time to become established, with lessons being learnt along the way, and it is important that routine monitoring of the delivery of commissioned services against the changing needs and profiles of victims is maintained.

1.3 Methodology

In order to meet the objectives of this review, a multi-method approach was designed to ensure the review effectively captured the views, perceptions and experiences of service providers, victims and criminal justice agencies. There were a number of strands to the review:

- A review of existing literature on the needs and experiences of victims on the support they receive and the provision currently provided in the criminal justice system and through voluntary/community groups.
- A quantitative survey with service providers, statutory and voluntary sector, across all London boroughs.
- Qualitative interviews/discussions with statutory and VCS providers – through a combination of focus group discussions and in-depth telephone interviews.
- Qualitative interviews with Criminal Justice System organisations.
- Qualitative interviews and focus group discussions with victims of crime within the criminal justice system, and in contact with community services/projects.
- Analysis of police recorded data and results from the Crime Survey for England and Wales.

The review offers a snapshot of the views and experiences of a range of services operating across London, as well as those from the criminal justice sector, gathered over a three-month period in early 2014. The research sample incorporates a smaller number of criminal justice agencies relative to the number of VCS providers who responded. This reflects the diversity of services that exist across the capital (as can be seen from the list of organisations that participated in the interviews, and opted to share their details, provided in Annex Four). Many VCS services which chose to take part in the research deliver a service to female victims and victims of domestic violence. Many also work with victims of sexual violence, those with disabilities and individuals experiencing repeat victimisation. The relatively small numbers of victims who could be mobilised to take part in the research limited the understanding that could be gained of the victim journey across a comprehensive range of groups. Valuable insights were nonetheless gained from those who took part, and this was supplemented with case studies and quotes drawn from other research. The findings from this review provide a starting point, which can be further informed through ongoing monitoring and review of the delivery of victim services across London.

Further details of our methodology for the review are provided in Annex Two.

1.4 Structure of the report

The remainder of this report presents the findings gathered through the review, as follows:

- In Chapter Two the profile of victims is explored through recorded Metropolitan Police Service data and findings from the Crime Survey for England and Wales, highlighting differences in the profile of victims across London boroughs.
- Chapter Three covers the range of referral routes for victims within and outside of the criminal justice system, with focus given to the core referral mechanism which exists between the police and Victim Support.
- Chapter Four explores the provision that currently exists for victims across London delivered by statutory and voluntary sector providers and their responsiveness to the multiple needs of victims.
- Chapter Five sets out the views and expectations of statutory agencies and VCS providers on the new commissioning arrangements, and their perceptions of the implications that this will have for the provision of victim services in London.
- Lastly, in Chapter Six we summarise the findings from the review and identify a number of recommendations for commissioning and supporting effective victim services in London.

2.0 Profile and needs of victims

Establishing the profile and needs of victims in London is essential to the development of an effective commissioning process. Whilst limited in the level of detail they provide, police and self-reported survey data offer the best available means of starting to build a profile of London's victims. However the uniqueness of London means that the use of these data sources presents challenges. Tourist hotspots and areas with a disproportionate number of commercial premises mask the true location of victims who reside in the capital. Where a victim reports a crime may not be the area where they live. It is evident from the data that victims often live in the most ethnically diverse, deprived boroughs in London. Levels of repeat victimisation are also higher in these localities. Of these victims, there are clear variations in the characteristics of victims. There are marked differences in the gender composition of different offences and high numbers of young people who are victims of certain offence types, such as sexual offences and robbery. For those who report the crime to the police, only a small minority will see the offence resulting in a charge. Given this diversity, it is understandable that the needs of London's victims are complex and dynamic in nature, requiring effective data sharing and a true multi-agency response.

2.1 Introduction

This chapter presents analysis of police recorded data and information gathered through the Crime Survey for England and Wales (CSEW). The aim of the analysis was to explore in more detail the profile of victims in London, as well as identifying any trends and distinctions evident across London boroughs and in the types of individuals who are most at risk of particular types of offence. All of those affected by crime will not want or need support from victims' services, but this type of analysis can help to inform where funds are targeted and the future commissioning of services.

It became apparent at the start of this research that limited analysis of available official data sources in providing such a profile has been undertaken previously. Indeed, particular challenges remain in establishing a profile of victims who are London residents, based on the limitations of the data sources available. Official data sources are therefore supplemented in this chapter with qualitative evidence gathered through the review and from existing recent literature, on the needs of victims.

2.2 Sources of victims' data

2.2.1 Self-report surveys

The most common sources of information that exist are self-report surveys of victims, with the most notable being the Crime Survey for England and Wales (CSEW). Findings provide a useful insight into the actual reporting of crimes to the police and how victims are affected by their experience. However, such surveys suffer from a number of limitations.

For current purposes in particular, the actual number of victims identified even by the largest and most authoritative of these surveys, the CSEW, is too small to provide a reliable basis for allocating victims' funding in London. The CSEW targets a sample of 4,000 out of the 8 million London residents each year; but, according to its own estimates, fewer than 800 of these may have been victims of crime of any sort. The Metropolitan Police Service (MPS) regularly conducts its own Public Attitudes Survey which is somewhat larger since it aims to sample 400 residents in each borough each year; but it would still only be expected to

generate 80 victims per borough. This offers little scope for reliable analysis by type of offence and any differences within this by, for example the age, gender and ethnic origins of the victims involved. Most surveys provide no insight into the victimisation of children and young people, and all experience significant differences in response rates between different types of neighbourhoods and between different sections of the population within neighbourhoods.

2.2.2 Police recorded crime

The most obvious advantage of using police recorded crime for this review is the fact that the numbers involved are large enough for analysis at borough level (and potentially also within boroughs). There is also no age limit on the victims included and they can also provide information on the extent to which different offences result in a charge. Self-report surveys consistently show that, on average, fewer than half of all crimes experienced by individuals living in private households are reported to the police at all; but there are variations within this according to the type of crime. Domestic burglary and thefts of vehicles are the main examples of crimes where the majority are reported to the police (for the obvious reason that in both cases the victims are likely to need to make claims on insurance policies and need a crime report number in order to do so).

Data collected by the Metropolitan Police shows there has been a decrease in the number of victims¹ in London. The total number of victims of notifiable crimes in London has decreased from 62,534 in February 2008 to 54,684 in January 2014 (-12.6%). The numbers peaked in May 2011 with 69,651 victims. However comparison of these findings with self-reported data gathered through the CSEW indicates that police data is masking a high level of unreported crimes, with the number of victims almost doubling relative to that recorded by the Metropolitan Police.

Less well recognised is the fact that where victims report a crime may not actually be in the area where they live. Recorded crime figures for sub-areas within police forces consistently show spikes in town and city centres. These will often be areas where the resident population is quite small since they will comprise a very disproportionate number of commercial premises and in the case of London will reflect tourist hotspots, thereby giving a misleading impression of levels of victimisation in such neighbourhoods. Most of the victims who report crime in these hotspots will not be local residents at all (and nor will the offenders).

The police are not routinely required to keep information on the personal characteristics of all victims who report a crime or to hold such information in the form of aggregated data. The CSEW consistently shows that regardless of where they were victimised, people who live in the most deprived neighbourhoods are significantly more likely than average to experience both household and personal crime overall, whereas the opposite is true of those living in the most affluent areas. Whilst it is beyond the remit of this review to inform the recording practices of the police, wider consideration should be given to the limitations that currently exist in the data and how these can be improved.

2.3 The particular challenges of London

The sheer size of London and both the concentration and diversity of its residents compound the challenges involved in allocating funding for victims' services in a way that maximises responsiveness to need. Its resident population is three times larger than the next largest police force's and 16 times larger than the smallest. But capital city status and the history associated with that means that it also attracts people from all over the world – as well as from elsewhere within the UK. People arrive in larger numbers than any within any other force area as tourists, for leisure, for work or for settlement (whether on a short or long-term basis).

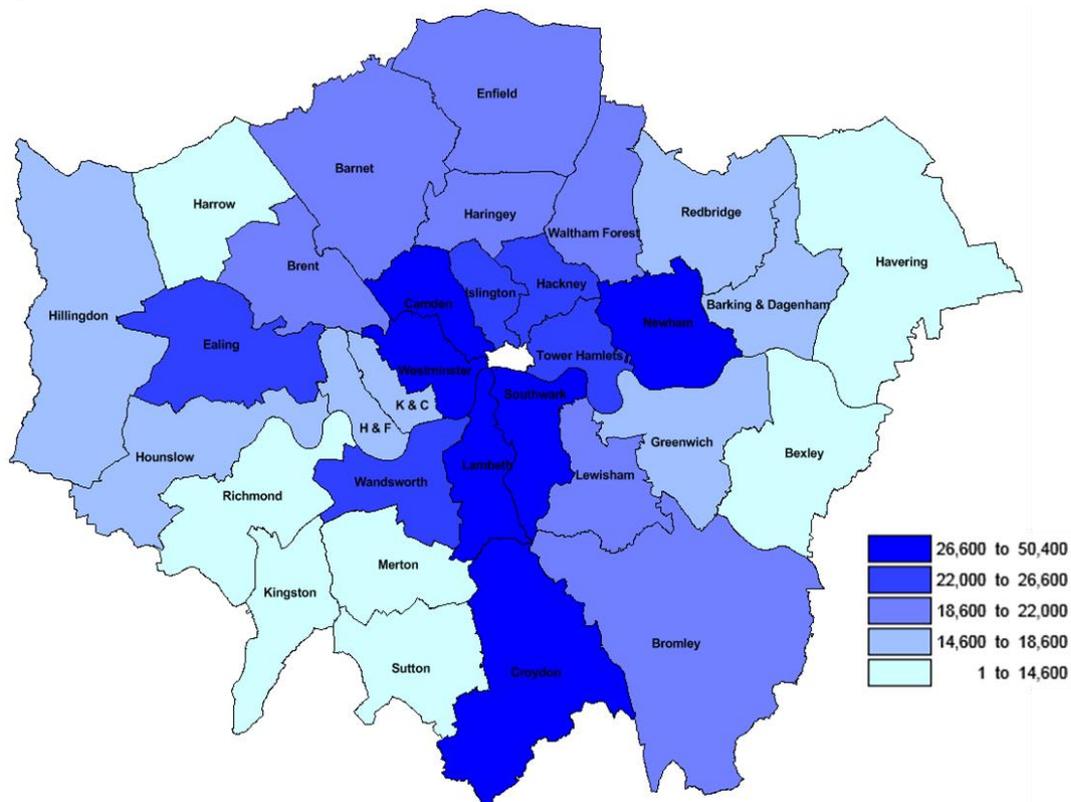
¹ Includes commercial victims

Estimates of the Monday-Friday daytime population of the 32 boroughs give some impression of the impact the influx of non-residents has on the central boroughs in particular. Yet these do not reflect the extent to which people from elsewhere in the country as well as from abroad may also inflate the numbers present within each borough at weekends, during the holiday season, or in the evenings when most violence is recorded. Overall levels of violence are closely associated with the night-time economy.

The presence of non-residents in the estimated daytime population has most impact on the central boroughs. In Westminster it swells to more than twice the size of the resident population but it also has an impact to a lesser extent on several of the boroughs that share borders with Westminster. At the same time, the fact that the daytime population in most boroughs is actually lower than their residential populations is an important reminder that Londoners themselves regularly move between boroughs for many of the same reasons as people from outside the capital, such as education and work.

The following maps seek to represent the divergence that exists between levels of crime by borough and the number of victims within the areas they reside. Figure 2.1 shows the number of victims of notifiable crimes² in London broken down by borough according to the location of the crime. Boroughs with the highest numbers of victims of offences committed in the borough include Westminster, Camden, Newham, Southwark, Lambeth and Croydon.

Figure 2.1 Number of victims of notifiable crimes, by location of crime



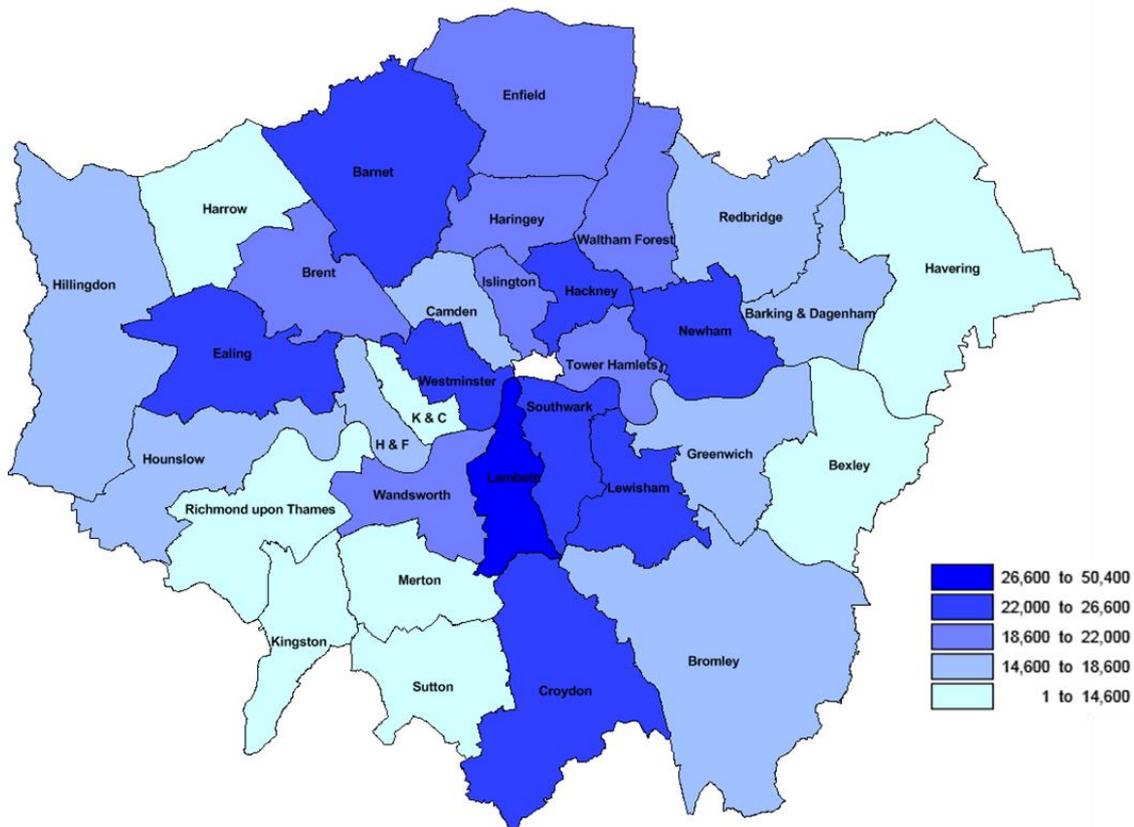
Source: MOPAC (2014), *Victims Profiling in London*, based upon MPS data

In comparison, Figure 2.2 shows the number of victims of notifiable crimes³ in London broken down by the borough in which the victim resides.

² Includes commercial victims

³ Includes commercial victims

Figure 2.2 Number of victims of notifiable crimes, by place of residence



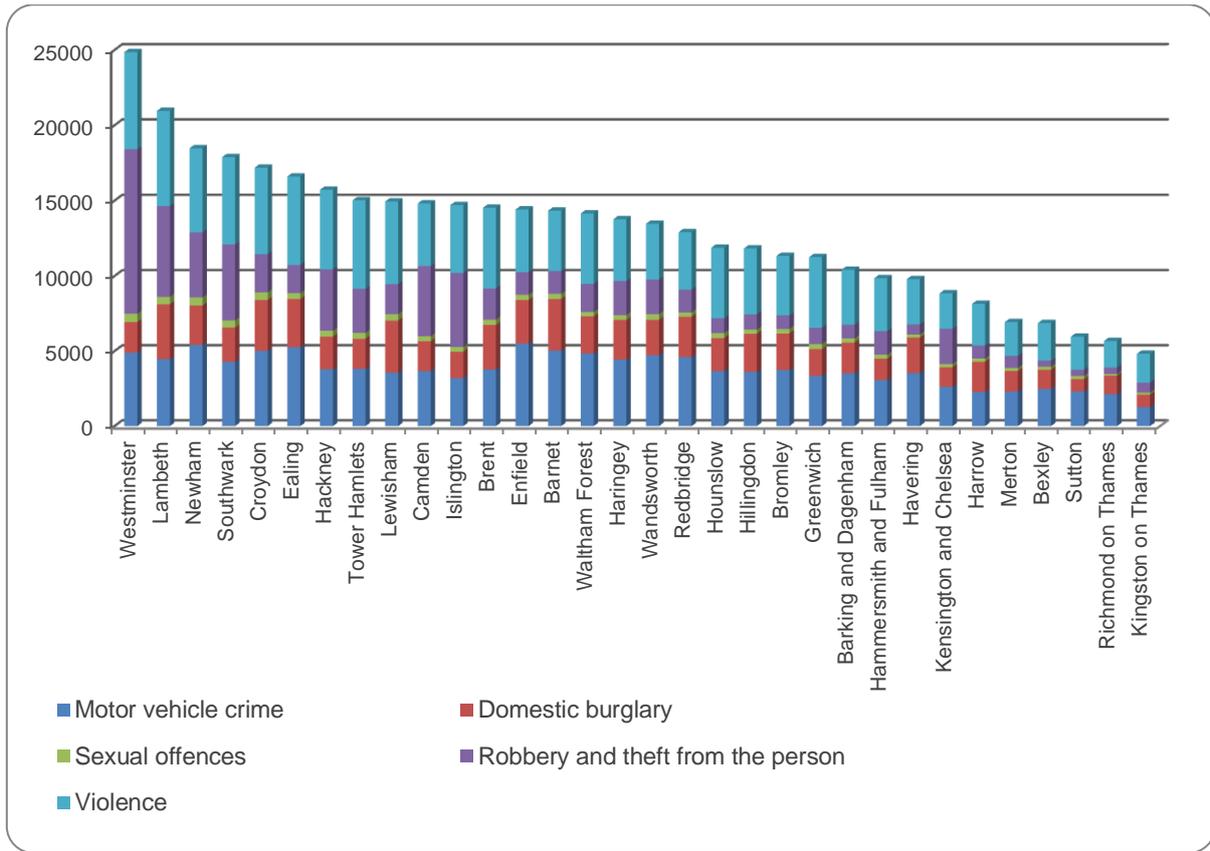
Source: MOPAC (2014), *Victims Profiling in London, based upon MPS data*

With research documenting the clear link between victimisation and those living in deprived areas, it is not surprising that a number of the boroughs highlighted in dark blue above (with the highest numbers of residing victims) are those with high levels of deprivation. Some of the most deprived boroughs are also among the most ethnically diverse. For example Newham, which has one of the highest numbers of resident victims, is also the most diverse of all the boroughs and one of the most deprived. 53% of Newham’s residents are foreign-born and more than 40% aged three and over are not native English speakers. A detailed breakdown by borough is provided in Figure 3.5 in Annex 3.

2.4 Distribution of recorded crime by borough

Figure 2.3 provides an overview of where different types of offence (with victims) are recorded by the police. Given the large number of non-residents attracted to Westminster (and which creates particular opportunities for crime) it is not surprising that this borough dominates the overall picture. However, it is apparent that the mix of crime types within the overall picture varies from one borough to another. The full breakdown by borough is provided in Annex 3.

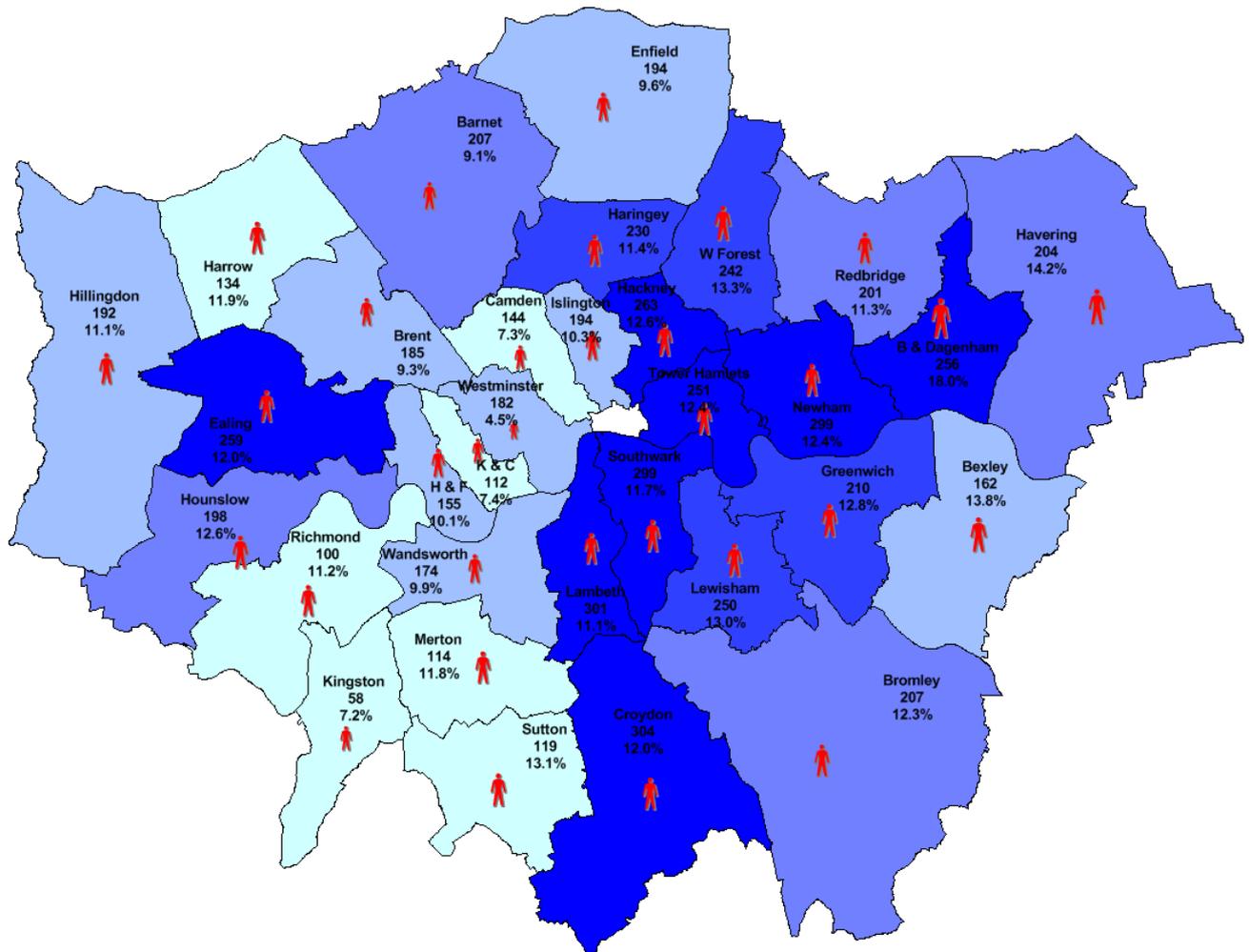
Figure 2.3 Number of offences with victims recorded, by type of offence



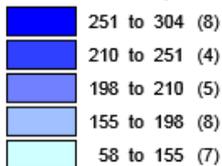
Source: MPS (2013)

Figure 2.4 details the total number of repeat victims in London, regardless of the crime type, in December 2013 by borough. Also shown on this map is the percentage of victims who have been repeat victims of any crime type in December 2013. It shows that Croydon, Lambeth, Newham, Southwark and Hackney had the highest number of repeat victims in December 2013.

Figure 2.4 Total number of repeat victims (all crime types)



Total number of repeat victims in December 2013

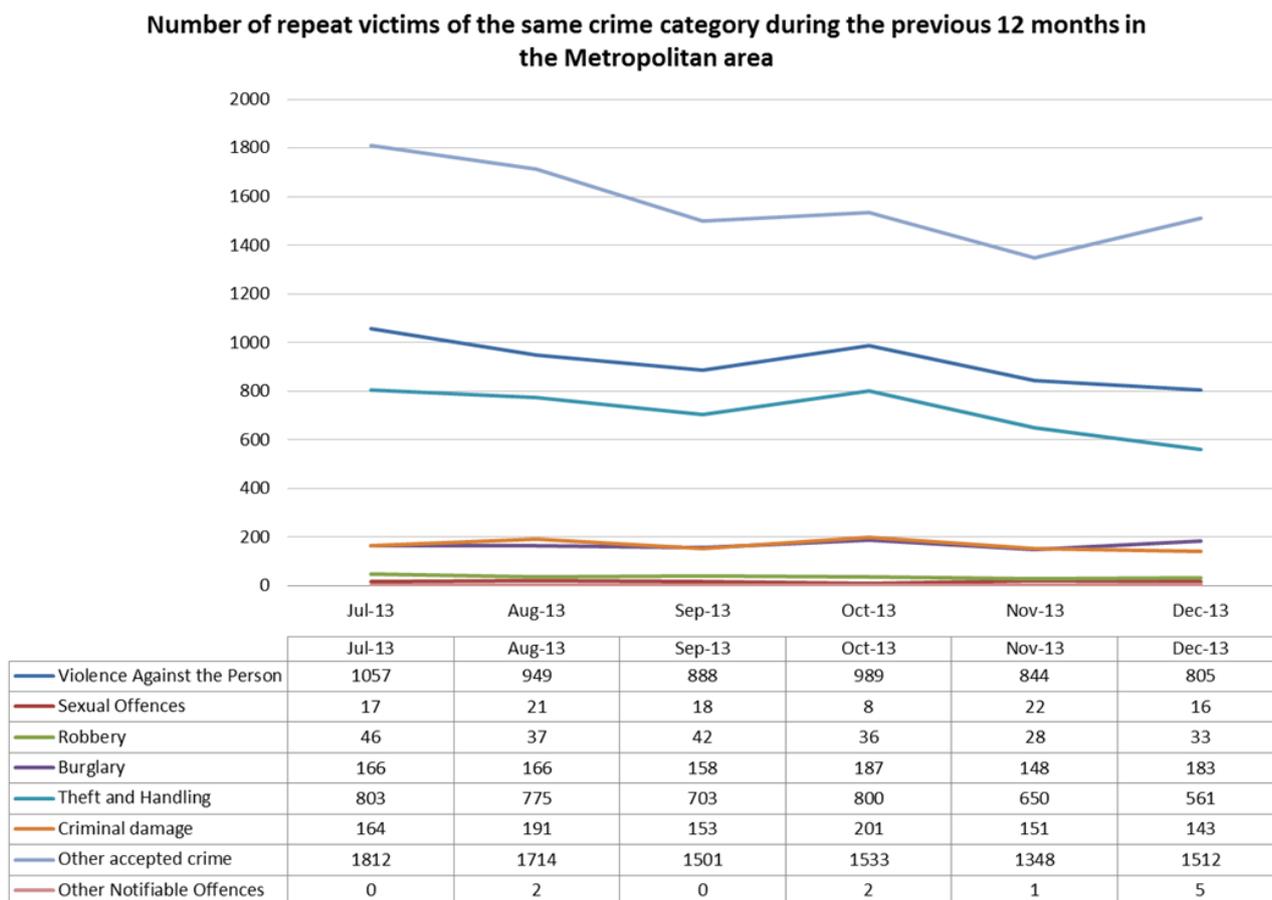


Source: MOPAC (2014), *Victims Profiling in London*, based upon MPS data

Figure 2.5 illustrates the total number of repeat victims of the same crime, by crime type⁴. Whilst still high, it is apparent that the number of repeat victims of violence against the person decreased from July 2013 to December 2013, in line with the majority of crime types. Notable exceptions include the number of repeat victims of sexual offences, which remained fairly constant, and repeat victims of burglary, which increased.

⁴ Includes commercial victims

Figure 2.5 Number of repeat victims of the same crime (previous 12 months)

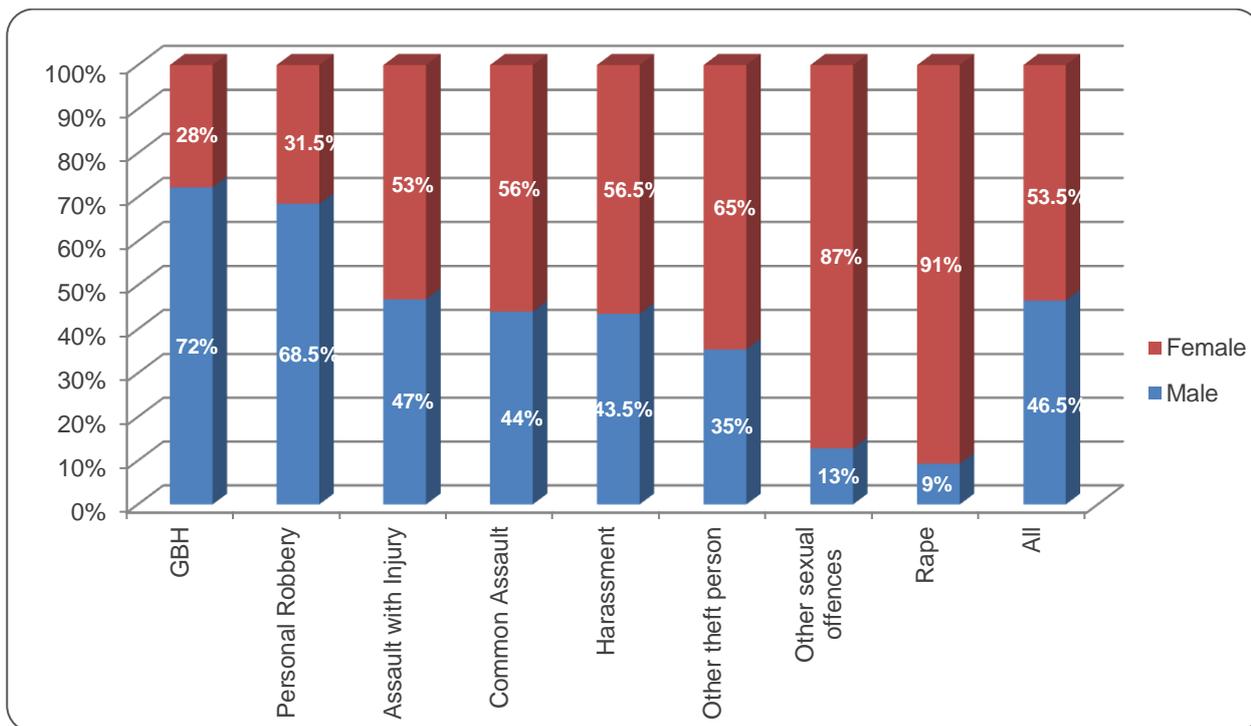


Source: MPS (2013)

2.5 Characteristics of victims

Analyses of the characteristics of victims in the data provided were limited to gender and age for the reasons given above. As Figure 2.6 illustrates, there are marked differences in the gender composition of different offences recorded by the police. This may reflect the variations in the type of crimes experienced by males and females as well as under-reporting. Females account for the majority of victims of those crimes that are recorded by the police; but males, with the exception of sexual offences, are in the majority where more serious violence is involved. This is reflected also in the fact that females account for the majority of victims of theft from the person, whereas the reverse is true in the case of robbery.

Figure 2.6 Victim characteristics (by gender and type of offence)

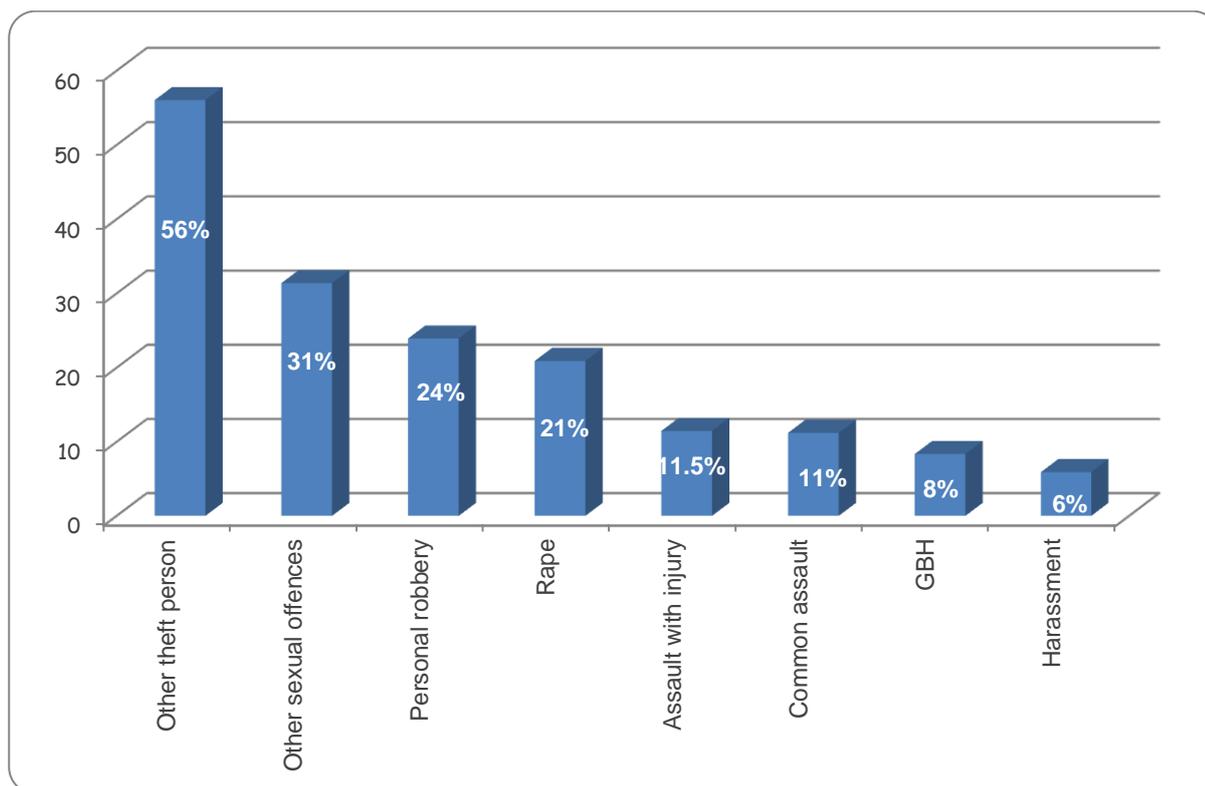


Source: MPS (2013)

With regard to age, far less attention has been given to young people’s experience as victims of crime, namely because they are not well covered, if at all, by the major victim surveys, and there are also many reasons why those who are victims of crime may be less likely to report crimes to the police. These include fear of reprisals, especially when by the time they reach their teens most of the perpetrators will be peers who they may have to face daily. In addition, where the victimisation comes to light in a school context, the offence may be treated as a matter of school discipline.

Despite the fact it may significantly undercount the actual numbers of young people aged 10-17 who are victims of crime, Figure 2.7 nonetheless gives some indication of the relative extent of their representation in different arrest categories, drawing on MPS data. As such, it also points to quite wide differences in the average age of victims of these types of offences more generally. The data presented strongly suggests that, despite the likelihood that the numbers are depressed because of high levels of under-reporting, young people may disproportionately be victims of rape, as well as sexual offences and, above all, of street crime consisting of robbery and theft from the person. The only recorded offences in which they are under-represented are GBH and harassment. This latter may seem surprising in view of the publicity and policy concerns about cyber-bullying, for example. As such, it may be a further reminder that the police figures themselves capture only a fraction of all crimes experienced.

Figure 2.7 Percentage of 10-17 year olds as victims



Source: MPS (2013)

2.6 Offences resulting in a charge

There is strong evidence illustrating the considerable gap that exists between the number of crimes reported and those which result in a charge⁵. The reality is that only a small minority of the victims of any of the crimes recorded by the police will see the offence resulting in a charge, although the size of that minority varies according to the type of offence. However, when the overarching groups are broken down in this way, it further confirms that no more than 6 percent of victims of the crimes that are most commonly reported (i.e. theft of vehicles as well as domestic burglary) are likely to embark on ‘the victim journey’ through the criminal justice system⁶.

It is important to note that the number of charges is not a measure of detection rates since just over a third of the crimes detected by the police result in the offenders being given a caution or subject to two other sanctions (penalty notices for disorder and cannabis warnings).⁷ However, much of the discussion of victims’ need for support during this review has focused on their experience of the criminal justice system, where cases move beyond simply being reported to the police-

The data provided for cases charged in 2013 do not, of course, read across directly to the data for the offences recorded in 2013 since the detection of any given offence is never contemporaneous with the offence being recorded and may in some instances take years. However, based simply on the broad groupings of the offences with individual victims that are the subject of the current analysis, the profile of the offences initially recorded by the police is systematically different from that of the offences that result in a charge (Figure 2.8). While victims of household crimes (and burglary in particular) are much more likely to report crimes to the police in the first place, they are the least likely to see the offenders brought to justice,

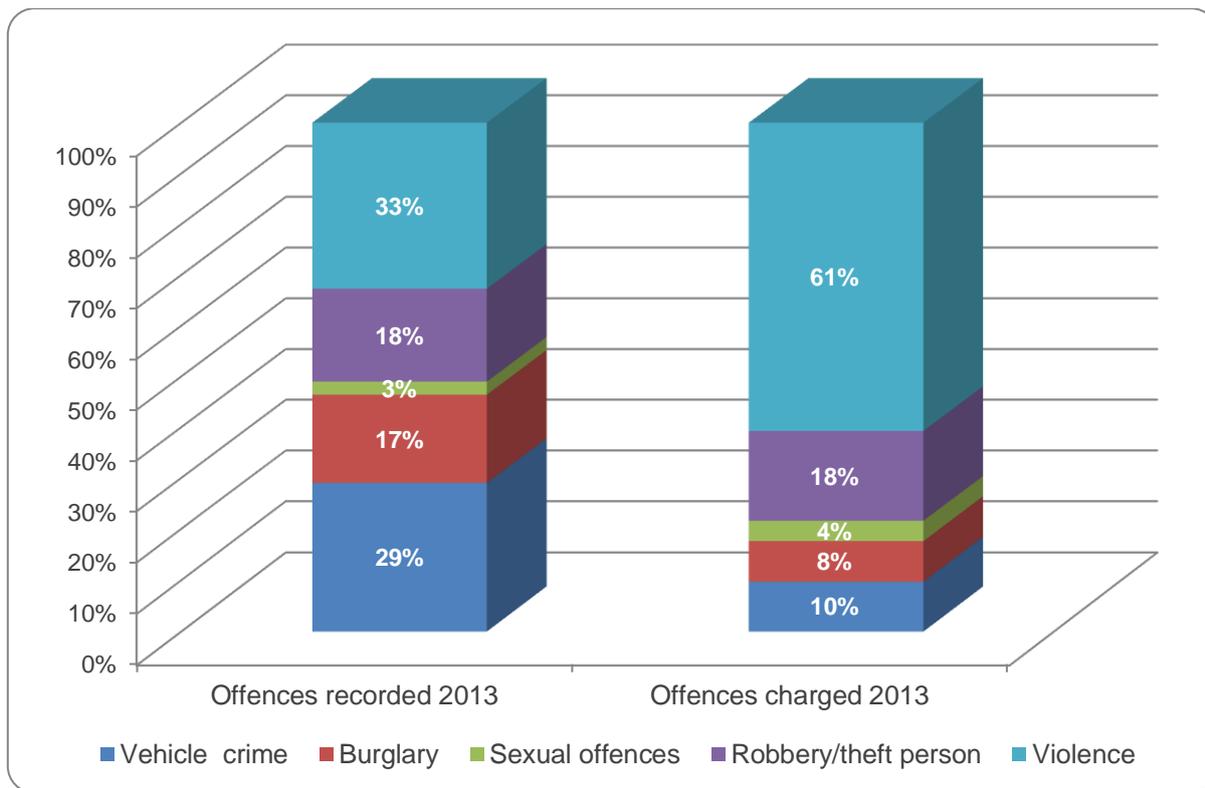
⁵ CPS(2004) Narrowing the Gap

⁶ Based upon MPS data, 2011 and 2012

⁷ Home Office (2013) Crimes detected in England and Wales 2012/13

whereas the most striking feature of Figure 2.8 is that crimes of violence account for nearly twice the proportion of offences charged as they do of recorded crime.

Figure 2.8 Comparison of percentage of offence types recorded and charged 2013



Source: MPS

This highlights again how many victims never embark on the victim’s journey, and that services need to engage with the range of victims, visible and less visible, in determining need. This includes victims who have suffered from less serious crimes, but who may nonetheless have still been emotionally affected by the experience. This is not to say of course that these victims will not be receiving any form of support; some will already be getting help, not only from family and friends, but also from any community groups and organisations they belong to including religious organisations⁸.

2.7 The needs of victims

2.7.1 The importance of individualised support

Table 2.1 highlights the diverse range of victim groups that the organisations that responded to this review are working with.

Table 2.1 Characteristics of victims surveyed service providers work with

Do you deal with...?	% 'yes'
Young victims of crime	51%
Female victims	76%
Victims with disabilities	60%

⁸ College of Policing (2014) Working with victims and witnesses.

Victims of domestic violence	66%
Victims of rape and/or sexual violence	60%
Victims of racial discrimination	42%
Victims of hate crime	56%
Victims of repeat victimisation	61%
Victims of violent crime	50%
Other	30%

Base: All respondents (100)

Respondents in the 'Other' category included services for male victims of rape and sexual offences, and gender-based crimes against lesbian, gay, bisexual or transsexual victims. This mirrors the feedback from many services that they are experiencing an increase in the number of victims from these groups coming to their attention

The CSEW suggests that victims who are most likely to want support are those who are more emotionally affected by the crime and who perceive the incident to be serious⁹. Studies have also shown that victims with severe mental illness are more likely to suffer adverse effects, socially, psychologically and physically, as a result of the crime. For those experiencing domestic or sexual violence, the impact of the victimisation is seen to be particularly serious, with 40% of women and 25% of men having attempted suicide as a result¹⁰.

However within this, the unique nature of London in terms of its diverse geography, population and types of crime committed mean that the needs of victims vary significantly, and this impacts on the nature of requests for support and the form in which this is required. Indeed, numerous studies have stressed the importance of individualising the support provided to victims¹¹. Interviewees and survey respondents involved in the review also agreed that the support required by victims varies considerably according to the individual needs and circumstances of victims. It cannot be assumed that victims of the same offence type will therefore require the same support.

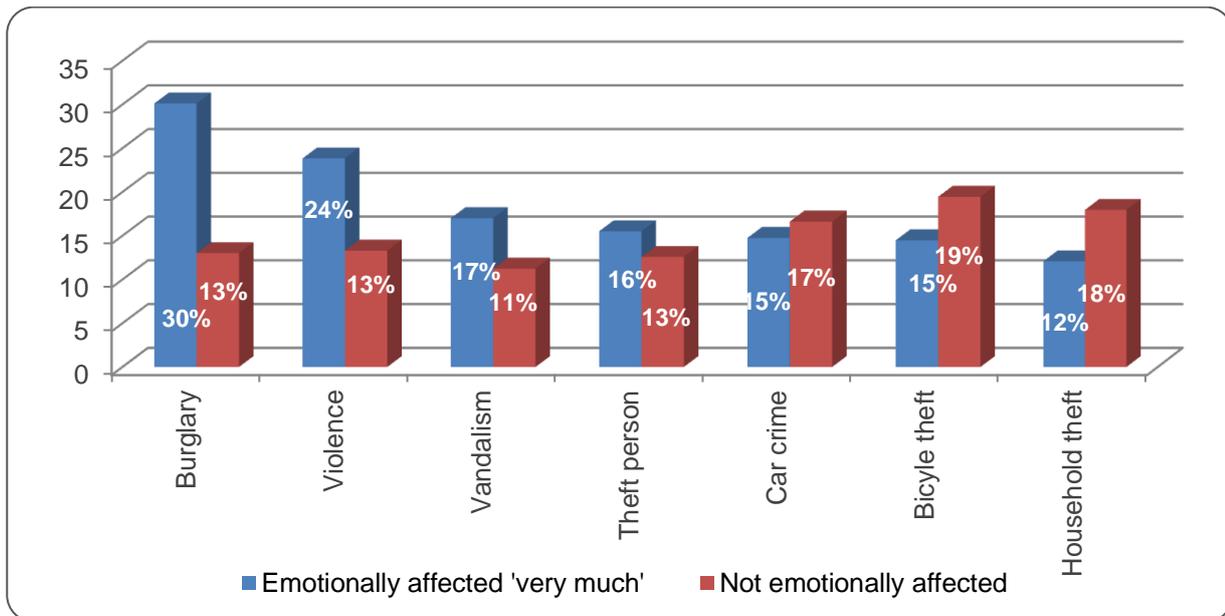
Corroborating this, data gathered through the CSEW shows that victims who are worst affected are likely to be victims of burglary, with victims of household theft and bicycle theft being least affected (Figure 2.9). However, Figure 2.10 shows that the relatively small minority of victims of household theft who are strongly affected by the experience are more likely than any other group to say that they are subject to anxiety or panic attacks as a result.

⁹ ONS (2013) Crime survey for England and Wales

¹⁰ Mind and Victim Support (2013) At risk, yet dismissed

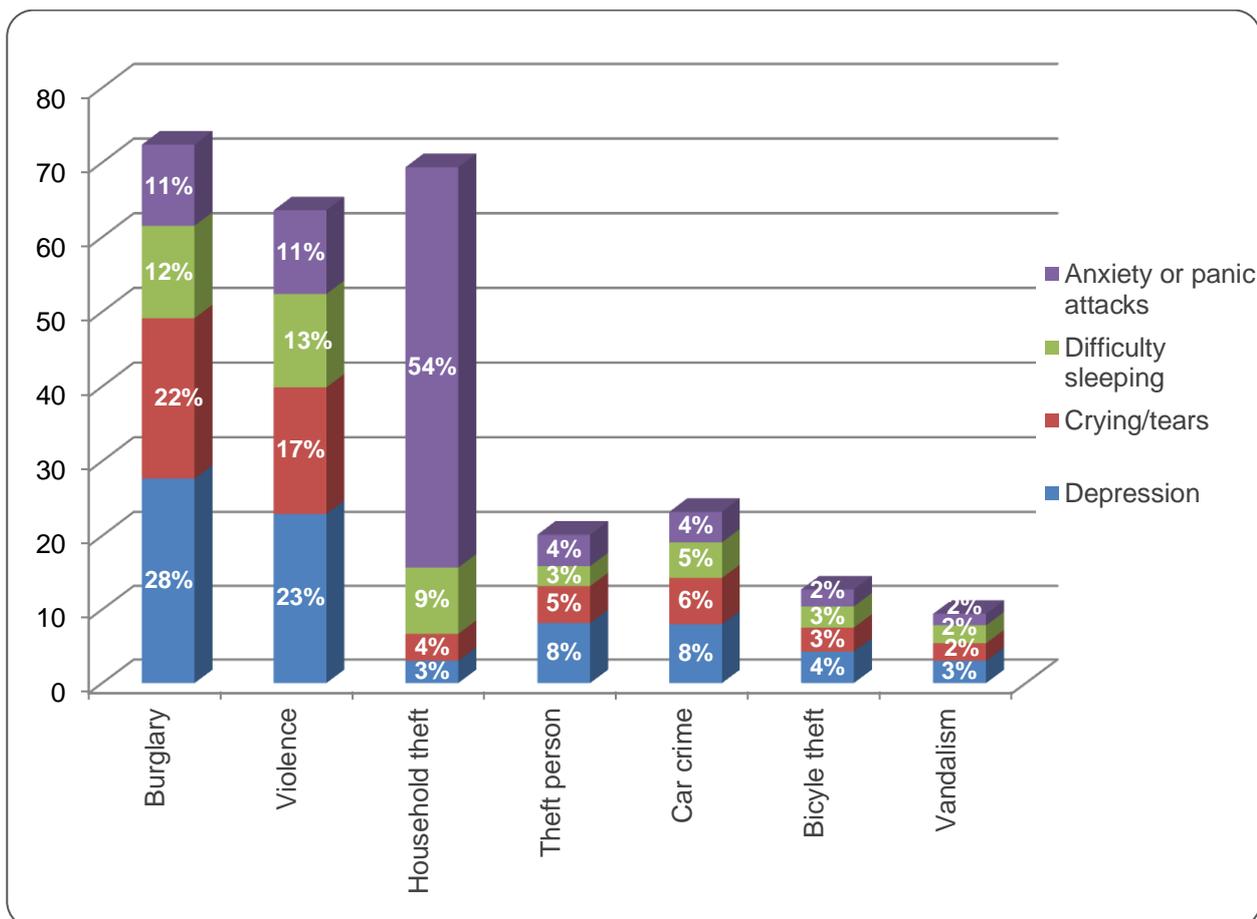
¹¹ Payne, S (2009) Redefining Justice: Addressing the individual needs of victims and witnesses; Victim Support (2013) Listening and learning: improving support for victims in London.

Figure 2.9 Emotional impact of crime types on victims, 2003/04 – 2011/12



Source: Crime Survey for England and Wales

Figure 2.10 Type of emotional impact on victims by crime type, 2003/04 - 2011/12



Source: Crime Survey for England and Wales

All evidence suggests that the fact that no two victims will react to their experience in the same way, regardless of whether they experienced the same type of offence and the assumed 'seriousness' of the offence, should be reflected in the type of support available and how this is provided for victims.

There is also evidence that shows young women and girls who experience violence are less likely to seek the help of statutory services such as the police or social services, with many instead informing friends, family, schools or specialist health services¹². This is important for understanding the referral routes that many victims take to accessing support, and further highlights the strong links that should exist between voluntary and statutory sector services locally. Relevant guidance and training should also be made available to the staff of these organisations, to help ensure that the right steps are taken following disclosure of needs by the victim.

2.7.2 Multiple and changing needs

The multiple needs of victims who report to the police and are in contact with support services were evident through discussions with both statutory and voluntary sector providers. The victimisation experience should not be assumed to be the only issue that requires support; the needs of the victim will often go beyond the type of offence they have experienced.

“Never just a victim of crime, lots of other issues are often present” (victim of domestic violence)

Research has shown that being a victim of crime can affect many aspects of the victim’s life including their financial situation, personal relationships and behaviour, physical health, housing situation, emotional wellbeing and mental health.¹³ Victims refer to their experience affecting many aspects of their lives.

‘It took two months to recover from being assaulted because I was having nightmares and stuff and I was finding it hard to sleep as well’ (male, victim of assault)¹⁴

The nature of a victim’s needs should firstly become evident through the source of a victim’s referral as well as the needs assessment made by victim services. The victim’s initial contact with organisations such as housing associations, GPs, hospitals as well as schools, can result in referrals often being made to more specialist victim services (and in turn onto other support services). For example a victim of domestic violence may be referred through their contact with a GP or hospital, as a result of their injuries. A housing department might refer a victim onto mediation services in attempting to resolve neighbourhood anti-social behaviour disputes.

The process of referral should therefore be dictated by a clear assessment of the needs of victims, followed by the provision of appropriate support. Specialist voluntary agencies for example often work with the victim in supporting the service they are receiving from statutory services, to address the wider emotional needs present.

The wide-ranging needs of victims however will not necessarily be identified through initial contacts. Many will emerge and develop during the victim’s journey, in dealing with their experience of being victimised through to their involvement in the court process. It is important that relevant agencies work together from the point of referral through to the stage when victims no longer require support.

“For most women, concern about leaving is about children, money and housing. These are the main issues, but these agencies are not always sitting around the table.” (VCS provider)

The needs and issues victims face will also often fluctuate during their journey and it is important that providers, both in the statutory and voluntary sector, acknowledge and respond appropriately to this. Often the personal circumstances of victims will change as they progress their case through the system – for example the emotional impact may result in employment problems which will contribute to financial issues; likewise mental health problems may arise when previously there had been no identifiable issues evident.

¹² NEF Consulting (2013) Social valuation of Refuge services for survivors of domestic violence

¹³ Victim Support (2013) Listening and learning: improving support for victims in London

¹⁴ Mind and Victim Support (2013) At risk, yet dismissed

“Yes, as they are evolving, for example with counselling it’s always going to get worse, before it gets better and when you talk about stuff it can become very real and therefore painful, but if they can start to understand it and analyse it they can start to live with it. Some people just need long term support by one person” (VCS provider)

Ensuring appropriate support and advice is given requires services to acknowledge the changing needs of victims, developing effective processes to identify these needs and putting in place mechanisms for offering the individualised, tailored support victims require. Victims also require a collective response from a range of services to ensure that the breadth of their needs is addressed effectively. This is demonstrated well by an approach to addressing hate crime adopted in the London Borough of Greenwich.

A specialist multi-agency support panel has been set up in one London borough, the **Hate Crime Panel**. Made up of statutory and non-statutory providers, the panel meets once a month. Services can refer individuals into the panel or individual cases can be discussed. The aim is to be able to respond to the needs of victims quickly and efficiently. It allows services to work together in identifying and providing the help victims need, i.e. if housing issues are evident as a result of the victimisation then the relevant services on the panel can respond, resolving the problem quickly.

Specialist VCS organisations also highlighted the need for commissioners to recognise that reduced spend on local victim services will increase the burden placed on statutory services, such as health and employment, in responding to the wider needs of victims. Early and ongoing identification of need and the provision of appropriate local services in response to these can help to prevent additional pressures on other services.

2.8 In summary

The figures provided by the MPS and CSEW provide a useful starting point for targeting the commissioning of victims’ services in London over the coming years. In particular the commissioning process will need to take account of the fact that the majority of victims do not report the offence(s) at all, and find ways of ensuring such victims have access to the support required. However, this process is limited by the current information systems held by agencies such as the police, whereby the ability to link reported figures and access to support, by victim type and need is seen to be lacking. As a result there is also an inability to use existing data to map a victim’s journey through the system.

It is essential that the future commissioning of victim services encourages the collation of more detailed and joined-up data on victims coming to the attention of different agencies, both in the statutory and voluntary sectors. This will not only aid working relationships, but also ensure that victims receive the necessary support at all stages of their journey of recovery.

More generally, and given the multiple and often evolving needs of victims in London, both individualised services and a strong multi-agency approach are essential to providing effective victim support. Central to this are the different referral processes that victims go through in seeking support, whether they report the crime or not. The requirement for statutory agencies and VCS services to work collaboratively in ensuring clear referral mechanisms exist is essential to victims receiving the support they need. This is the focus of the next chapter.



3.0 Referral processes

A number of referral routes are available in support of the victims of crime. These range from the core referral mechanism from the police to Victim Support, through to self-referral to community providers, and referrals from these organisations onto more specialised services such as those catering for victims of hate crime, rape or domestic violence. Most referrals into victim services currently tend to be through self-referral, followed by referrals from the police, local authority social services and Victim Support. Many organisations question the effectiveness of the referral mechanisms in place, with specific reference made to the appropriate referral of victims of violent crime, sexual violence and younger victims. The referral process is also considered influenced by the politics that exist locally between services, in turn linked to meeting targets and competition for funding. As a result, victims can be let down by the referral process (the core referral mechanism as well as referrals from other sources, such as the police and housing services), with the provision of appropriate specialist support not being provided. The need to encourage strong working relationships between the statutory and voluntary sector is essential not only to ensure that effective referral mechanisms are in place but that the right level of support is offered to victims.

3.1 Introduction

This chapter seeks to explore the referral mechanisms that currently exist, and the extent to which these processes work effectively in ensuring that victims receive the services they require. In moving to the London-based commissioning of victim services, it is essential that an appropriate and effective referral process, offering value for money, is enabled.

The current model for funding victim services is organised centrally and incorporates a referral mechanism from the police to Victim Support. Therefore when a victim reports a crime to the police they will be asked whether they want to be contacted by Victim Support. Whilst this process is the formal route that should be adopted by the police, anecdotal evidence also indicates that referrals are also made directly by the police to other specialist victim services. Likewise MPS on their website also state that in addition to passing victim details onto Victim Support they also work with a number of support agencies and charities¹⁵. This differentiation is often driven by local relationships between the police and different VCS agencies. Examples were given of the police referring domestic violence, hate crime and sexual violence victims onto specialist services, as well as of restorative justice organisations receiving referrals direct from the police.

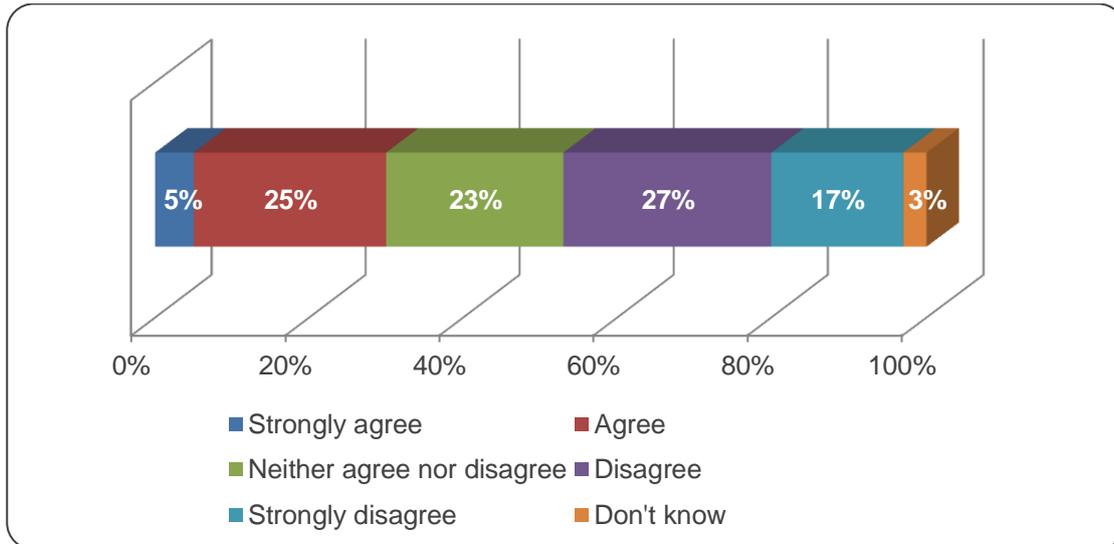
The chapter is based upon the survey responses received from statutory and voluntary sector victim support agencies, supplemented with further qualitative interview evidence. The majority of organisations opting to take part in the survey claimed to deliver their services to female victims (76%) and victims of domestic violence (66%). The findings should be viewed in this context.

3.2 General views on referral mechanisms and signposting

Service providers were asked how far they agree or disagree that effective mechanisms are currently in place to ensure that victims are referred or signposted to the appropriate local victim services (Figure 3.1).

¹⁵ <http://content.met.police.uk/Article/How-do-I-get-further-support/1400007068419/1400007068419>

Figure 3.1 Proportion of services that agree/disagree that effective mechanisms are in place to refer or signpost victims to appropriate local victim services

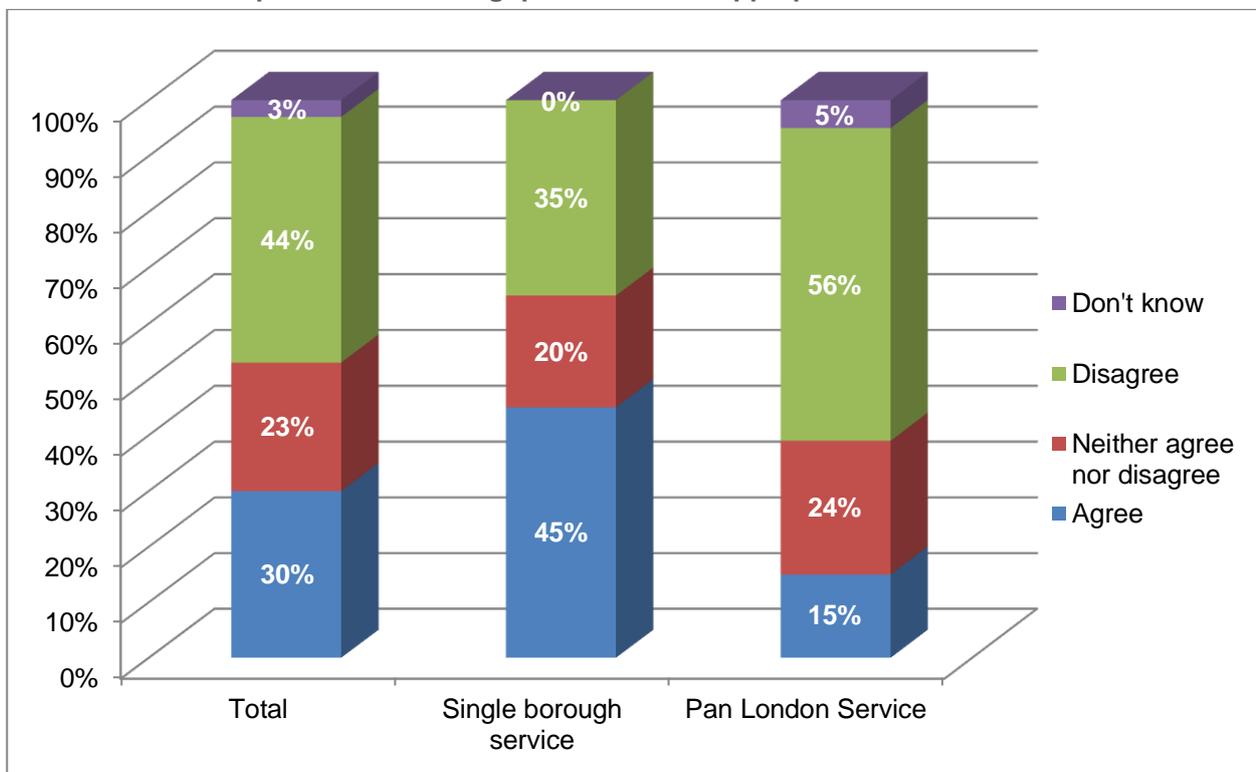


Base: All respondents (100)

Only 30% agreed (strongly agree and agree) that effective mechanisms are in place, whilst 27% disagreed and a further 17% disagreed strongly with this statement.

In particular, more than half of pan-London services disagreed that effective mechanisms are in place to refer or signpost victims to appropriate local victim services, compared with 35% of borough-level services (Figure 3.2).

Figure 3.2 Proportion of services (pan-London and single borough) that agree/disagree that effective mechanisms are in place to refer or signpost victims to appropriate local services



Base all respondents = 100

Amongst those who disagreed with the statement, concerns tended to be expressed on the impact of organisational politics on the referral process:

“There is a climate in which some organisations do not wish to refer people on to specialists services, as they would like to hold on to their clients. As we encounter this time and again. There is a climate of competition between small organisations and a lack of understanding of what our organisation does.” (VCS provider)

Some providers also questioned what is truly meant by the term ‘referral’. Services suggested that this term can mean anything from handing the victim a leaflet (i.e. basic signposting) to (more effectively) referring the victim to a service provider in person and ensuring they are receiving the required support before ‘closing’ the case. Service providers were critical that victims can be let down by the referral process. For example, victims who show initial reluctance to get involved with a service or to take up the support offered are not always followed up to see whether they want support further down the line.

“Too often people see ‘referral’ as an end in itself” (VCS provider)

Table 3.1 details the proportions agreeing (strongly agree and agree) and disagreeing (disagree and strongly disagree) that effective referral or signposting processes are in place, broken down by the type of victim that organisations deal with.

Table 3.1 Proportion of services (by victim type) that agree/disagree that effective mechanisms are in place to refer or signpost victims to appropriate local services

Organisations working with...	Young victims	Female victims	Victims with disabilities	Victims of domestic violence	Rape and/or sexual violence victims	Victims of racial discrimination	Victims of hate crime	Victims of repeat victimisation	Victims of violent crime	Total
Agree	33%	32%	32%	35%	32%	33%	36%	35%	28%	30%
Disagree	49%	41%	40%	44%	47%	43%	46%	41%	52%	44%

Base all respondents = 100

Organisations dealing with victims of hate crime, domestic violence and repeat victimisation most frequently agreed that effective mechanisms are in place. Services supporting victims of violent crime, along with those dealing with young victims and rape and/or sexual violence victims more frequently disagreed with this statement than participants overall. This may be explained by concerns raised by statutory and voluntary sector organisations that there is a lack of appropriate support for these groups of victims, with provision being particularly variable by individual borough.

3.3 Role of Victim Support

The current referral and onward support arrangement is delivered by Victim Support.¹⁶ As a result of an ACPO agreement, data is routinely transferred between the police and Victim Support. On agreeing to be referred to Victim Support, the victim’s details are then automatically uploaded onto a case management system every 24 hours. In addition to this, a secure email system operates between the two services, which enables them to share information securely. Some low level offences, such as vehicle crime and low level

¹⁶ The process is soon to change, with most victims having to opt out of having their details automatically passed onto Victim Support (with the exclusion of domestic and sexual violence cases where referrals will still be made on an opt in basis).

thefts, are filtered out at this stage (based upon evidence that such victims do not tend to request or need support). Also, victims related to homicides will be referred to the specialist homicide service.

Once referrals have been received through the police, the Victim Care Unit will contact each victim and go through a needs assessment. Two attempts are made by phone to contact victims, and where successful, communication is maintained through email, text or letter. Following the completion of a needs assessment, victims are then transferred to one of the six local Victim Support divisions that exist across London. Within each there are divisional managers, senior service delivery managers (covering both courts and community services) and about 15-20 volunteers. Volunteers are matched to a case and the type of support and length of contact will vary according to the needs of the victims and in some cases the seriousness of the offence. In addition to the practical and emotional support provided to victims in their journey through the criminal justice system, Victim Support also offer a Witness Service which, independent to the police and the courts, helps victims according to their need, through the court process.

It is the view of other VCS providers consulted with that whilst their services will focus on ensuring that the victims they support have access to other services, signposting and making referrals where needed, Victim Support tends to aim to deliver this support themselves. As a result evidence of partnership working was more apparent amongst the wider voluntary and community sector¹⁷, and with statutory services. This has led many of the providers who participated in this research to view Victim Support as being “territorial” in the work they undertake with victims. Few organisations reported that they had received referrals through the charity, with a number voicing their surprise that none of the victims they had worked with had been signposted by Victim Support to the specialist offence-related support they provide. Many expressed the view that while Victim Support offers a good generic service, they may not always have the capabilities and skills required to deliver more specialist services. Due to this, it was argued, certain victims may not be receiving the support they require.

“Rape victims all come through Victim Support but this has recently stopped happening which is good as Victim Support are not appropriately trained in working with those with learning disabilities/rape victims so as a result they often get lost in the system” (VCS provider)

Interestingly, there is not an abundance of data available relating to victims’ satisfaction with victim support services outside of the police force. Figures from CSEW (2013)¹⁸ show victims reported having contact with Victim Support in only 5% of cases. In 83% of these cases, victims reported being ‘very’ or ‘fairly’ satisfied with the contact they had with Victim Support. In 12% of cases, victims reported that they had only received initial contact from Victim Support, and that they would have liked to receive more. In 9% of cases, victims reported being dissatisfied.

Notably, in the cases where victims did have initial contact with Victim Support, 57% of victims did not want any further support or information offered. Reasons for not wanting the support offered include the victim having received support from other sources, the initial contact/information from Victim Support ‘was enough’, ‘Victim Support contacted the victim too soon after the incident’, or ‘Victim Support did not understand the victim’s needs or the support offered was not what was needed’.¹⁹ Victims did not want further contact with Victim Support in 88% of burglary incidents, 86% of vandalism incidents and in 81% of violent incidents²⁰. These findings may suggest that the current approach of contacting all victims referred to them may not be the most effective use of time and resources. Satisfaction data with other victims’ services is not readily available.

¹⁷ Will, A (2011) A guide to effective partnership. London. Standing Together

¹⁸ ONS (2013) Crime Survey for England and Wales

¹⁹ https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/194182/victims-supplementary-tables.xls

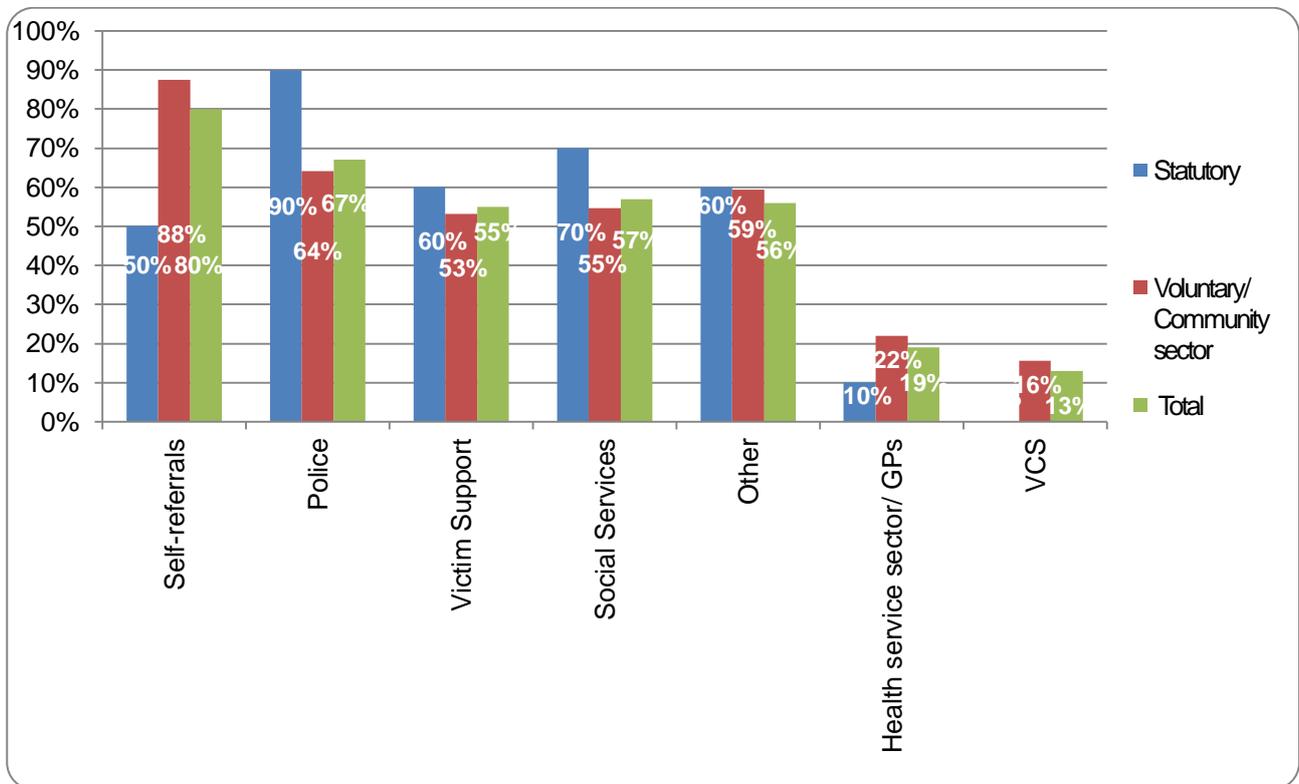
²⁰ Based on the percentage of incidents not victims.

3.4 Wider referral mechanisms

Various mechanisms also exist through the criminal justice process through which agencies have the responsibility of referring or signposting victims to relevant support services. There are also processes adopted by wider statutory agencies such as Local Authorities and health services, as well as victims making referrals themselves to services they have independently identified.

As reflected in Figure 3.3, referrals to victim services tend to come from a range of sources. Self-referral is the mechanism most consistently found amongst the surveyed organisations (80% in total, with 88% of VCS organisations reporting self-referrals and 50% of local statutory services). This echoes the experience of the majority of services who took part in the qualitative interviews, with victims contacting support services as a result of word of mouth, publicity campaigns and information provided in settings such as GP surgeries, hospitals and community centres. The majority of service providers in fact claim to receive referrals from multiple agencies/organisations.

Figure 3.3 Referral source by type of provider (statutory and voluntary sector)



Base: All respondents (100)

As shown in Figure 3.3, following self-referrals, the second highest proportion of organisations report that they receive referrals from the police, followed by social services and then Victim Support. 56% report that referrals also come through ‘other’ sources, which include local housing providers, health providers/professionals (including the NHS, A&E and GPs), the Probation Service, schools, the VCS and word of mouth.

The source of referrals also varies by the characteristics of victims that organisations deal with (Table 3.2).

Table 3.2 Prevalence of referral sources (by organisation working with different victim types)

Organisations working with...	Young victims	Female victims	Victims with disabilities	Victims of domestic violence	Rape and/or sexual violence victims	Victims of racial discrimination	Victims of hate crime	Victims of repeat victimisation	Victims of violent crime	Total
Police	78%	72%	75%	74%	78%	71%	71%	74%	80%	67%
Victim Support	57%	58%	57%	64%	60%	48%	50%	57%	54%	55%
Social Services	59%	61%	58%	71%	65%	48%	52%	59%	62%	57%
Self-referral	75%	76%	77%	79%	80%	69%	75%	79%	72%	80%

Base all respondents = 100

As shown, organisations working with victims of violent crime claim most commonly claim to receive referrals from the police, whereas higher proportions of organisations dealing with victims of domestic violence and rape and/or sexual violence victims receive referrals from Victim Support. Social services also provide referrals to high proportions of organisations working with victims of domestic violence, with self-referrals being least prominent among victims of racial discrimination and violent crime.

‘Territorial behaviour’ was also reported by providers to be evident amongst other services such as Social Services and specialist units in the Police (for example the child abuse unit) who are seen to hold onto the cases they work with. This was reported to be particularly evident at a borough level, with services holding onto cases in order to meet funding requirements (i.e. being seen to work with a certain number of target groups) and to protect budgets. This, it was argued (and has been reported previously²¹), has also been impacted on by the localism agenda, with a number of services competing for the same pots of local money, now allocated with greater discretion by local authorities. Such responses are understandable given the funding climate for local services, including in London where local authority cuts have been significant. However such counterproductive practices (for victims at least) will need to be addressed through strategic commissioning, in order to ensure the best outcomes for victims.

Despite being able to perform a useful generic signposting role, health services, such as GPs, were also reported to be reluctant to engage with specialist victim support services (for example for domestic violence), often failing to offer information to those who they come in contact with.

There was an overall view that statutory services are not making best use of specialist services, with the onus always being on the voluntary organisations to engage with statutory services, rather than the other way round, yet having limited resources to do so²².

²¹ <http://www.telegraph.co.uk/women/womens-life/10488983/An-open-letter-to-Theresa-May-domestic-violence-victims-need-you-to-intervene-now.html>

²² AVA (2010) *And Still like Dust we Rise: London survivors of domestic and sexual violence*. London

3.5 Onwards referrals to other service providers

Ninety-eight percent of service providers completing the survey claimed to help victims to access additional support to meet their needs, with the highest proportions referring to mental health services.

Table 3.3 Types of additional support which surveyed organisations help victims to access

Do you refer on to...?	% 'yes'
Mental health services	83%
Housing services	72%
Substance misuse services	65%
Social services	75%
Legal Services/solicitor	26%
Counselling	12%
Victim Support	7%
Other	51%

Base: All respondents (100)

Three out of four organisations claimed to refer victims for additional support to housing and social services, with two thirds referring victims to services for substance misuse. One in four made additional reference to referring victims on to legal services (from VCS organisations), with 12% suggesting referrals were made to counsellors and 7% to Victim Support (these were provided as verbatim answers within the 'other' categories). Other types of additional support that organisations help victims to access include Local Authorities, religious society groups and providers of debt advice and restorative justice services. Overall, this highlights the existence of and need to continue to support integrated provision for victims at the local level, including referrals to other service providers including in particular mental health services and housing support.

Vicki (*name has been changed*) was a young female who had moved from a refuge to social housing and faced problems with a neighbour regarding drug dealing and anti-social behaviour. Following a reported lack of support from the police, she was referred to Victim Support by her GP. She started to receive support from Victim Support immediately and this was seen to be faultless. The Victim Support case worker contacted her on a daily basis and worked with her over a period of 3 years to help her secure a move to another property. She expressed deep gratitude for Victim Support stating:

“Victim Support saved my life – I am in debt to them.”

She felt Victim Support were there as and when she needed them and had helped her through times when she felt so low she had asked herself “what is the point of being on this earth?”.

Vicki now has only minimal contact with her Victim Support case worker, having moved into her new property. She is very satisfied with the support received from Victim Support and stresses that the level of contact with Victim Support was reduced at her request. She now feels ready to put the past behind her and move on with her life.



4.0 Effectiveness of victim services in London

A range of victim services are delivered across London, delivered by both statutory and voluntary sector providers. Yet, as confirmed through previous research, inconsistencies in access and gaps in provision still exist. Victims are often let down by ineffective identification of their needs and the matching of these to appropriate support. This is coupled with varying levels of provision available locally, dictating the access that victims have to support services. Many organisations highlighted specific gaps in provision for certain victim groups. It was felt that inadequate support is currently available for hate crime, male victims of domestic violence and individuals with disabilities. The future commissioning of services should ensure that the development of support corresponds with the needs of all victims in London, underpinned by strong partnership working between all relevant agencies. The responsibility of criminal justice agencies as well as other statutory services, alongside the voluntary sector, in supporting victims should be clear. Working together to raise awareness of the changing needs of victims and equipping staff and volunteers with the right skills to respond effectively will help to ensure that victim services are valued and supportive.

4.1 Introduction

One of the main objectives of the research was to review the effectiveness of current provision for victims across London, allowing any gaps or areas for improvement to be identified. This chapter, from the perspective of criminal justice stakeholders, VCS providers and victims themselves, explores the range of services provided.

There is a range of statutory and voluntary providers delivering victim services across London. More generic support services, such as those provided by criminal justice agencies and Victim Support as well as the more specialist services they provide, sit alongside the provision offered by the VCS. Examples are provided throughout the chapter. Many of the organisations engaged with for the review are long-standing and have been in operation for over 10 years. This is an interesting finding in light of the criticism by many that funding tends to be short term, which in turn reportedly has a negative impact on the longevity of services.

Nationally, the Ministry of Justice also currently funds Victim Support to deliver a national homicide service and Witness Service. The government has ring-fenced £40m up to 2015 for specialist local domestic and sexual violence support services, rape crisis centres, a national domestic violence helpline and stalking helpline. Included within this funding (although not their only funding source) is the provision of Independent Domestic Violence Advisors (IDVAs) and Independent Sexual Violence Advisors (ISVAs) who work across London in providing value where they can to additional core services.²³ Locally, a range of specialist victim services are also funded; some through the Ministry of Justice and others through varying funding streams (Local Authority, charitable funders).

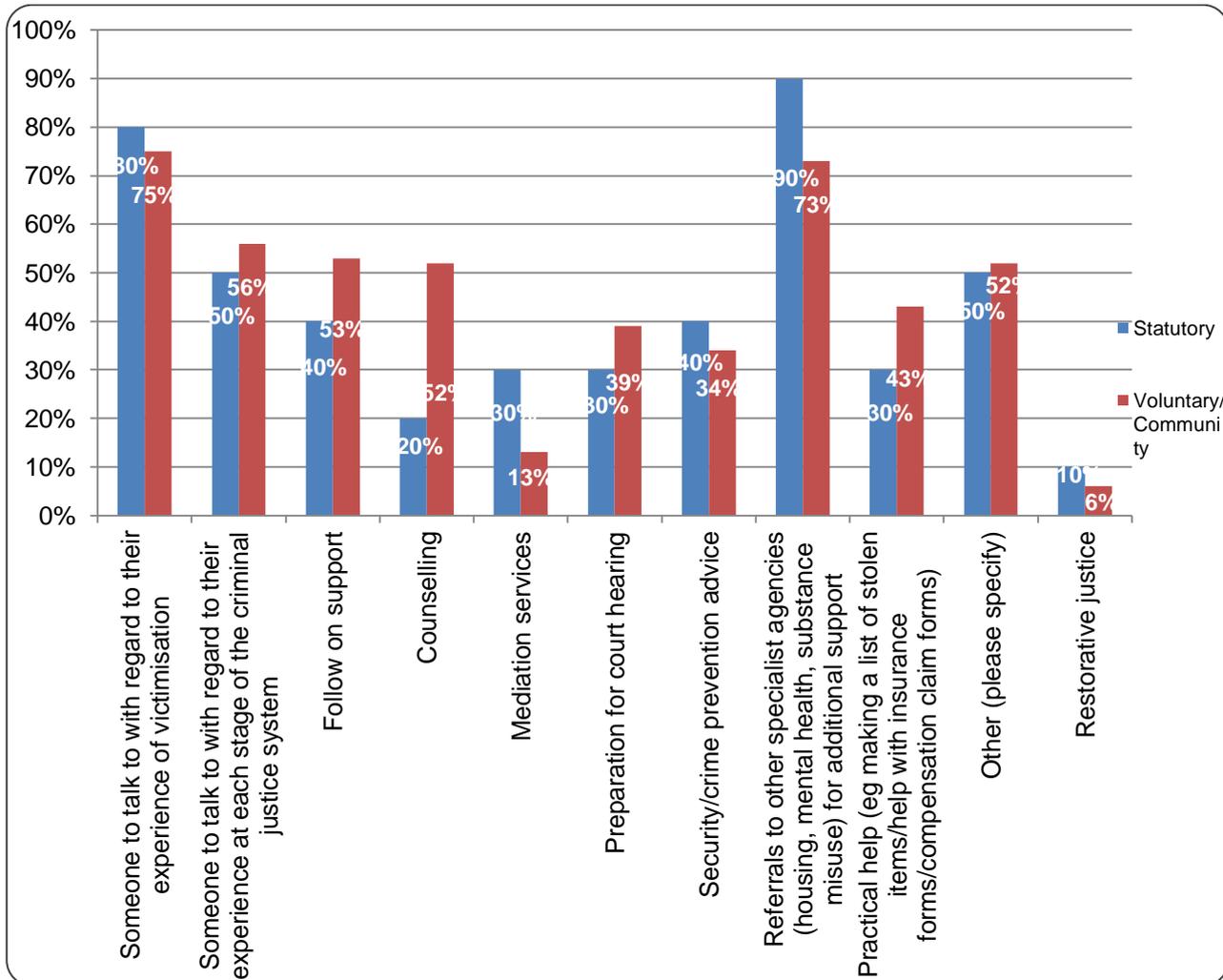
²³ Howarth, E et al (2009) Safety in numbers: a multi-site evaluation of Independent Domestic Violence Advisor Service. London. The Henry Smith Charity.

Previous research has found that inconsistencies in the services available for victims exist across the capital, often driven by different commissioning models, budget allocations and the local priorities of individual boroughs²⁴. The review sought to explore this further in establishing the level and type of current provision available.

4.2 Range of support provided to victims

Figure 4.1 illustrates the range of support services provided to victims in London, and contrasts those provided by the statutory and voluntary sectors.

Figure 4.1 Proportion of service providers providing different types of support ('best described as')



Base: all respondents = 100

Approximately three quarters of statutory and voluntary sector providers overall claim to offer 'someone to talk to with regard to their experience of victimisation', one of the most common services provided. Proportions offering this type of service were highest among organisations working with victims with disabilities (85%) and victims of repeat victimisation (84%). Services offering 'someone to talk to with regard to their experience of victimisation' were most frequently those receiving referrals from Victim Support (84% within this group, compared with 73% overall). 71% of organisations overall also make referrals to other specialist agencies.

²⁴ Raine, J.W et al (2012) Reaching Out: Improving Access for Victims of Crime. London. Victim Support

Contrasting with this, only 50% of statutory agencies and 75% of VCS providers claim to offer ‘someone to talk to with regard to their experience at each stage of the criminal justice system’, i.e. more ongoing or joined-up support. Those offering this level of service were most frequently found among those funded by the Ministry of Justice (67% of these organisations compared with 51% overall).

“We usually do a brief assessment over the phone to check if it is something we can help with. Some people just want someone to talk to, so more emotional support, some people just want to get it off their chest. As its crime related and anti-social behaviour related, most people do want us to do something for them. Especially with on-going harassment, it’s difficult to go to the police when they just want to explain how bad it is and the impact it had on them. It’s also other issues, quite often its isolation, and how they can cope with different situations, if they don’t have family and friends there to support them” (local statutory provider)

53% of voluntary sector services offer counselling compared with 40% of local statutory agencies. The proportions of services offering ‘counselling’ also range significantly across organisations dependent on the type of victims the organisations come into contact with. Only 29% of services working with victims of racial discrimination offer counselling compared with 57% of those working with victims of rape and/or sexual violence. Likewise, ‘follow-on support’ is more frequently found across voluntary services than statutory organisations. However, higher proportions of statutory organisations (90%) claim to make referrals to other specialist agencies, with this being the case for 73% of voluntary providers taking part in the survey.

Other types of support offered include safety advice, emotional support, restorative justice, peer support, legal advice and forensic medical examinations along with support with housing, benefits and finances. The combination of providing emotional and practical support to victims was integral to assisting many in their journey through the criminal justice system.

“At the onset we offer very specific suggestions of how they can help themselves practically, for example budgeting for the household if they were not the person doing that before, getting a lawyer and occasionally acting on their behalf, or taking on 10 telephone calls a day so that they don’t have to. Longer term, we help them to set up their own survivor or family support groups and how they do that - what sources of information and how to set up a memorial” (VCS provider)

Victims often spoke about being overwhelmed by the process of identifying and accessing the right support in meeting wider needs as well as understanding their involvement in the criminal justice process.

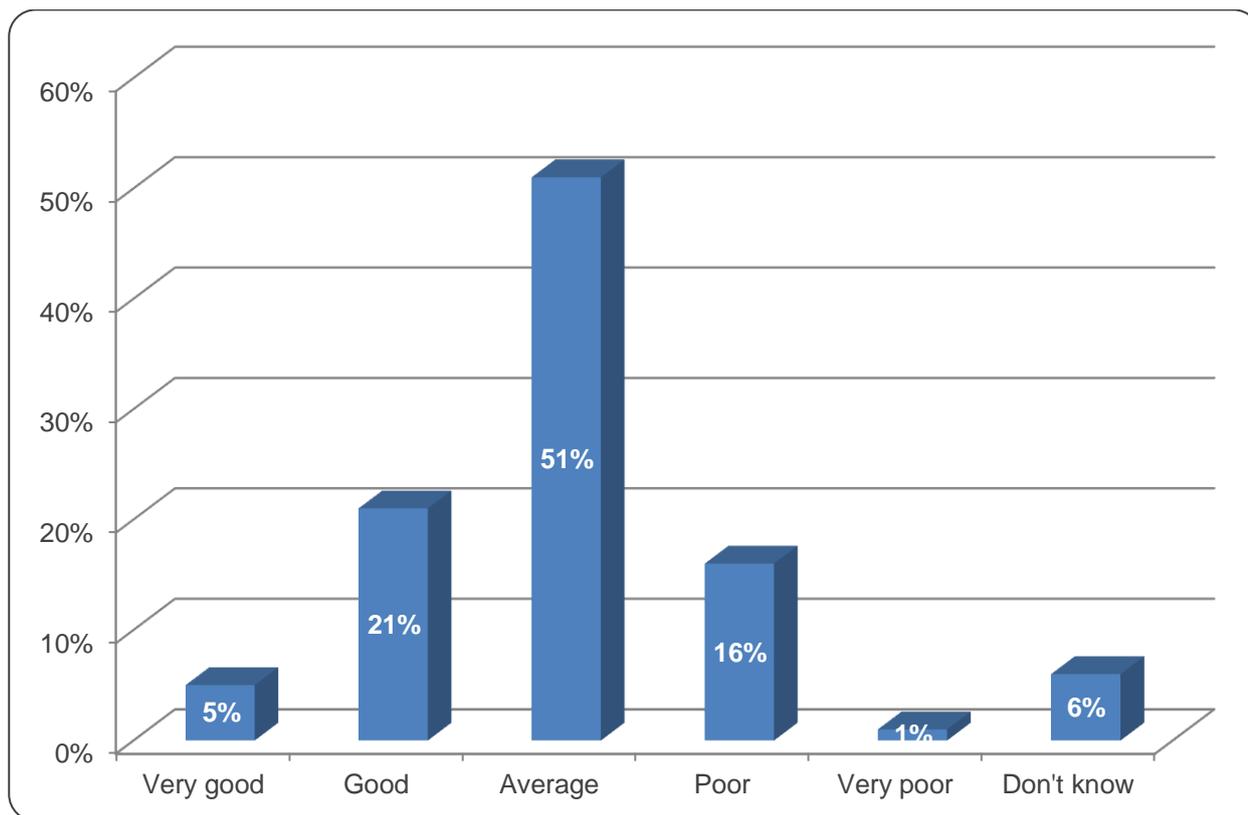
“The lawyers that we work with appreciate our role in supporting families outside of the legal process. We work as a team with the lawyers on our cases quite often, and we have a lot of contact with our cases to make sure they understand the legal process and talk through things so they feel empowered in engaging with that and to take some control” (VCS provider)

There are also variations in the length of contact victims have with services. This was seen to be driven very much by the needs of victims. Some services find that they can be supporting victims for a couple of years, particularly for those involved in lengthy court cases or who have experienced a serious offence. In other instances, where good external support is available through family and friends, contact with the service might only last 6-8 weeks. Formal processes of closing cases exist, particularly when contact has been over an extended period of time.

4.3 Quality of support for victims and witnesses in London

Service providers were asked to rate the quality of support provided to victims and witnesses in London in general (Figure 4.2).

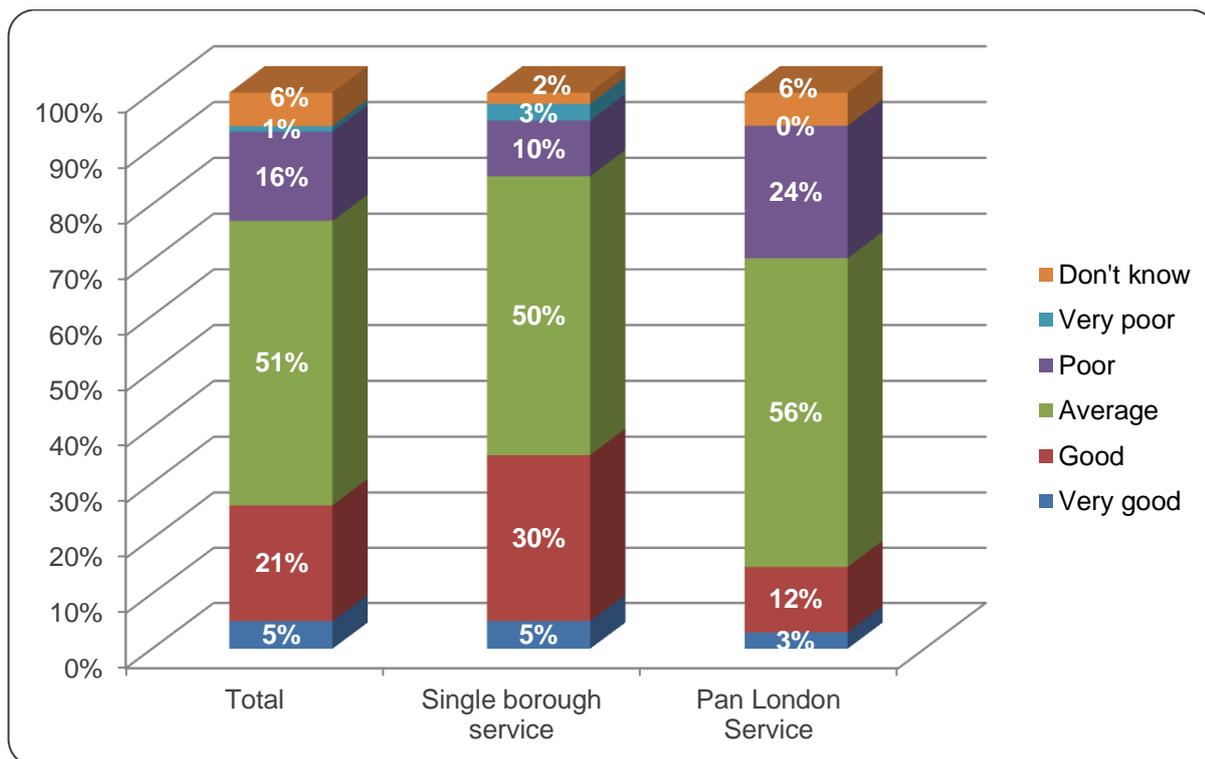
Figure 4.2 Thinking about support services provided to victims and witnesses in London in general, how do you rate the quality of support?



Base: All respondents = 100

As shown more than half of organisations rated the quality of support services provided to victims and witnesses in London to be 'average'. Overall, 26% rated services to be good ('very good' and 'good') and 17% to be poor ('very poor' and 'poor'). Within this, single borough services more frequently rated support services to be good (35%) compared with 15% of pan-London services (Figure 4.3). This suggests that localised services are perceived to be more effective in dealing with the issues faced by victims than pan-London or more generic services.

Figure 4.3 Thinking about support services provided to victims and witnesses in London in general, how do you rate the quality of support?



Base: All respondents (100)

Higher proportions of pan London services also rated the quality of support overall to be poor. Services working with victims of rape and/or sexual violence (35%), victims of racial discrimination (33%) and victims of repeat victimisation (33%) most frequently rated services provided to victims in general to be good. Those working with young victims of crime and victims of violent crime least frequently rated services as good (27% and 28% respectively).

In particular, the availability of specific victim services varies by borough and this can impact on the level of support provided. Providers, both in the statutory and voluntary sectors, as well as victims, all referred to the level and type of support available being driven by where victims live, with victims experiencing a 'postcode lottery' as to what services they can access:

"Victims should be able to access a consistent, good level of support regardless of where they live" (VCS provider)

For example, services working in single boroughs more frequently reported that they provide services to female victims and victims of domestic violence (80% and 73% respectively) compared with the survey sample overall. Services working with victims of rape and/or sexual violence and hate crime were more frequently pan London services (68% of services working across all London boroughs work with victims of rape and/or sexual abuse, and 65% with victims of hate crime). This highlights the problem of the postcode lottery particularly with respect to specialist victim services; services available to victims of domestic violence for example may be easily accessible in one borough but not another.

4.4 Statutory sector services

Following the reporting of a crime, all victims are entitled to a visit from the police. The speed at which this happens depends on the seriousness of the offence, according to the MPS. Victims are also asked whether they want to be referred to Victim Support²⁵ (see previous chapter). The police, through the crime assessment unit, conduct a screening process, normally within 24-48 hours of the crime being reported, for further investigation. Depending on the crime type, the investigation can be very short. If the case is closed then the victim will receive a letter informing them of this and if they require further support, to contact the police for after care support. If this is requested, then a neighbourhood officer will visit the victim and normally provide any required reassurance or crime prevention advice. It is reportedly quite rare that this is ever requested.

Where further investigation is needed, the case is then passed to the relevant units within the force to take forward. From this, the investigating officer should then contact the victim by phone and ask them how often they would like to be kept up to date, the level of information they would like to receive and in what form (telephone, face to face, text message). It is at this stage that an assessment of vulnerability should be undertaken and the necessary support put in place to protect vulnerable victims and witnesses. In addition to this, intermediaries can be provided through the courts, to assist victims with learning and communication difficulties and to help them understand questions and communicate their response. Both should be maintained throughout the victim's contact with the criminal justice system (see section 4.8).

For victims and witnesses, where the reporting of the crime leads to a charge and the case going before the court, the Witness Care Unit is responsible for both getting witnesses to court as well as for updating them on the progress of the investigation by the police as well as the case's progression through the court. The Unit runs in five hubs across London, each covering 6/7 boroughs, and is made up of between 35-45 members of staff. The work of the Unit runs in parallel to Victim Support's court-based Witness Service, which offers support independent to that of the courts and the police. It offers emotional and practical support, adapted to the individual needs of the witness²⁶, during and after the court process.

A number of providers, including statutory services, raised issues with current recording practices, with many management systems collecting very generic information on victims. Criticism is made of the police for failing to record detailed data on characteristics such as disability and sexuality, with many becoming 'invisible victims' in the data gathered.²⁷ There is also no mechanism for recording historical victimisation, with reliance placed on the victim to provide this insight. This is fundamental in the response and investigation of domestic abuse and sexual violence, for example.

Representatives from the police and the court process also referred to the impact recent budget cuts have had on their working practices in supporting victims and witnesses. Victims are reportedly not contacted as frequently, and the support offered now tends to be through text messages rather than telephone calls, as was the case previously. As a result, there is concern that the service has become more impersonal, making it difficult to discuss with victims their concerns and needs.

Previously, through offering a more direct service in which contact was often done verbally over the phone, vulnerability issues could be identified as well as any concerns or support required by victims and witnesses in preparing for their court hearing. Now when initially contacted, victims and witnesses are asked how often they would like to be contacted and in what form (email/text). If the case goes to trial then the witness is phoned, when a needs assessment is undertaken to determine levels of vulnerability and whether special measures are required to help witnesses in giving evidence. This can include video link evidence for children and young people or screens for vulnerable and intimidated witnesses. Contact is made within 7 days, with

²⁵ <http://content.met.police.uk/Article/How-do-I-get-further-support/1400007068419/1400007068419>

²⁶ <https://www.victimsupport.org.uk/what-we-do/national-services/witness-service>

²⁷ EHRC (2013) To what extent are agencies addressing disability related harassment? Manifesto for change: progress report
Browne, K et al (2008) Count Me in Too: Trans people Additional Findings report.

email and text updates given on court progress. Unless more frequent contact is deemed as required at this stage, the victim or witness will not be contacted again until the night before the trial goes ahead.

Statutory providers all voiced criticism of this process, stating that this offers little opportunity to allay any concerns or address any issues which may have arisen since the initial assessment was undertaken. Consequently, many see that the system, including the Witness Care Unit, often fails to respond to the changing needs of victims and witnesses and to ensure that effective support processes are put in place. The criminal justice system, it was agreed, should have the interests of victims at its core, but this way of working is perceived to be preventing this.

Whilst VCS services and victims made no reference to these specific practices, many also voiced their concern about the support provided to victims and witnesses through the criminal justice system. However, in the main, views towards the police were positive amongst both providers and victims. Similarly, *Surveys in the MPS: Londoners' Views Count*²⁸ reports that the overall satisfaction of victims of crime in London with the service that they received from the police has improved since the last financial year. This may be attributed to the Total Victim Care initiative, which was launched in 2012 to address low satisfaction levels. Since its introduction, there has been a 3% increase in overall victim satisfaction within London²⁹; satisfaction among victims with regards to the service they received from the MPS improved for three consecutive quarters and now stands at its highest since April 2011³⁰. Notably, victim satisfaction is now above 70% in all of the London boroughs, and the White-Black and Minority Ethnic gap in terms of victim satisfaction has narrowed to 4.7%.

Nonetheless, victims in London are less positive and less satisfied with the police and criminal justice system than non-victims³¹. Both statutory and voluntary sector services were critical of the role of the Crown Prosecution Service and the judiciary in supporting victims effectively, and consider that both need to have greater acknowledgement of the emotional impact that the criminal justice process has on victims:

“If I had one thing to say it would be to ask that people remember that victims are victims, and deserve to be treated as victims and not just something there to help the case along. Very often I will get that complaint, that people have been secondarily victimised by the system” (statutory sector provider)

Examples are given of victims, following a charge, progressing through the court process and the delays and inconsistencies they will often experience³². The process can be very drawn out, prolonging the healing process for victims. The trauma of attending court is felt to be insufficiently acknowledged. Cases were cited where rape victims, having waited 6 months to go to court and who have been supported in preparing for their court visit, are then told at the last minute that the case has been adjourned whilst the defence gather more information or issues with incomplete case files are resolved. It is felt that there is no understanding of the impact that this has on victims. The same is also said of the general level of information and updates given by court services on the progress and delays in courts.

“No prior contact from anybody before the court date. I had to call the police and court myself for an update and to find out what was going on” (victim)

Such negative experiences resulted in victims claiming that they would choose not to report any future crimes if they were victimised again in the future. Feelings of being dismissed, patronised and powerless were all given, as well as the lack of information and support given by court services during the process.

²⁸ Surveys in the MPS: Londoners' Views Count (2013).

²⁹ <http://content.met.police.uk/News/Duty-of-Care--improving-support-for-victims-of-crime/1400014548277/1257246741786>

³⁰ The MPS Response to “Duty of Care: Improving Support to Victims of Crime (2013).

³¹ Victim Support (2013) Listening and Learning; Improving support for victims in London

³² ICPR (2013) Out of the shadows: victims and witnesses experiences of attending the Crown Court. London

“We need to ensure that services are available to help victims who often have little understanding of the criminal justice system and find the process very traumatic. Victims want clearer communication on expectations of the criminal justice process” (VCS provider)

“Simply being kept up to date and knowing what is happening next keeps people on board” (VCS provider)

Information given to victims can still be poor and in some cases inaccessible for certain groups. The information leaflets provided by the police, for instance, are not seen as being user friendly or accessible to those with disabilities. As a result the leaflets are often ignored. Many victims are still confused by the process and the various terminologies that are used, which, it is felt, can deter victims from progressing with their case.

“Victims are coming into the service reluctantly. It is a clunky system that needs improving” (CJS Stakeholder)

In particular, the provision for young victims of crime is seen to be limited, with the process supporting adults more effectively than children. Courts are not child friendly environments, yet it was felt that the experiences of young victims could be improved if the system put in place for young offenders attending courts³³ was replicated. Youth courts are less formal than standard magistrate’s hearings. There is no public gallery, with only those connected to the case being allowed in the courtroom. The language spoken is simpler to allow everyone to understand the process and in some cases with very young children, court officials will not wear gowns.

Nonetheless, it was recognised that the introduction of an online tracking system by the MPS³⁴, the Code of Practice for Victims (2013) and the EU directive should improve the way victims are kept updated and informed of their case progression through the system in the future, and also encourage greater understanding of the experience of victims among criminal justice agencies.

The victim’s contact with the courts and the police will end once the case has closed, whether a sentence has been given or not, with the voluntary sector offering the provision of further support where required. The Witness Care Unit will offer, where requested, post case referral to other relevant support agencies. This may be to assist with ongoing emotional issues, such as mental health or specific support in relation to the offence, such as domestic violence³⁵. For victims of serious sexual or violent crime, where a sentencing outcome has resulted in the offender being sentenced to 12 months or more in custody, the Probation Service provides a Victim Liaison Service. Where taken up by the victim, a Victim Liaison Officer will address any concerns, and provide them information on the details of the sentence, when offenders are being considered for release and details of the offenders release date and licence conditions. The service is also available for families of victims where the offence has resulted in the death of a victim.

“The Victim Liaison Officer was professional, friendly and a keen ear to listen to issues raised” (victim)

The support that services such as the Victim Liaison Service and Witness Care Unit can offer victims was seen to be valuable and important amongst both stakeholders from the Victim Journey Group and victims themselves (*“just so relieved that service exists”*). It is the only part of the criminal justice system that provides follow-up support to victims. However, many of those we spoke with referred to the high caseload demands experienced by both services, limiting the effective service they can provide. Additionally, the number of Witness Care Units has recently been reduced from one in every borough to five hubs.

³³ <http://magistrates-court.co.uk/court-cases/youth-court/>

³⁴ Described as ‘Track my Case’ by the MPS, a service currently operating in 5 other forces that allows the victims of crime to access the progress of the investigation of their crime as well as contact the officer leading the investigation.

³⁵ http://www.cps.gov.uk/legal/v_to_z/witness_charter_cps_guidance/

4.5 Role of non-criminal justice sector

For victims who do not report the crime and those whose needs extend beyond the criminal justice process, a clear role for wider, non-criminal justice statutory agencies exists. Some victims will seek support through organisations such as Local Authorities, GPs and schools and it is therefore the responsibility of these agencies to possess the skills and insight required to respond appropriately. Certain victim groups will be more reliant on the support of such organisations than others. Victims of domestic violence and sexual violence might seek support or be referred through health specialists, whilst victims of hate crime and anti-social behaviour may contact their local authority or specific departments within the council such as housing and social services.

This requires all statutory services to be trained and aware of the range of needs that victims will present and the most effective way of supporting them in overcoming the trauma of their experience. The need to work alongside the criminal justice system and local specialist services is essential. This has been acknowledged in some boroughs, with the formation of local partnership arrangements and requests for training from specialist services.

“We have regular meetings with Victim Support and have recently trained lots of Victim Support volunteers on Restorative Justice. We are constantly looking at ways of working together. We also do joint visits where we are working with the same victim and so referral between our organisations is required” (local statutory sector provider)

Whilst there was evidence of good practice at a local level, many services, particularly within the voluntary sector, referred to the poor quality of support, coupled with limited awareness and understanding of agencies on the needs of victims. Victims are often unclear as to who they should report to and seek support from, as illustrated in the case study below.

When **Ruth** (*victim's name has been changed*) moved into a rented flat it soon became evident that her neighbour was a drug dealer who was dealing all day everyday. Ruth couldn't block up the gaps in the walls and was getting high from heroin smoke, spending most of the night getting high and the day asleep.

Nine months after of moving in she went to the police and was assigned an officer, who from the start said it would be difficult to do anything about her problems. In her view, the police were 'useless' as they had their 'hands tied'. They organised a drugs raid and found drugs and stolen passports, but still didn't evict him. She heard nothing back from the police and was offered no follow-up support. She only found out about the raid from looking on the London Met website and was surprised to see it stating that a neighbour had tipped them off. From then on the neighbour and friends threatened her, banged on walls and knocked on the door at all hours.

She had to work with the Housing Trust (of whom both her and the neighbour were tenants) who she felt saw her as a problem. She was told she would have to take the neighbour to court and could not be anonymous. She often found herself wandering the streets to avoid the smoke and was unable to work for 3 years. The effect of living in this property ruined her life. She was angry at so much negligence on behalf of the Housing Officer who was rude, ignored her calls and was patronising. She went through four appeals with the Housing Trust about a move, as she was not in a 'needy' category. She felt the police were looking to the Housing Trust for what to do but felt the Housing Trust were not interested. Police kept saying it was not a priority and they didn't have the budget to deal with it.

She visited the GP who called Victim Support and put her in direct contact with them. She received support immediately, and from the same person throughout, which she greatly appreciated. Her support worker called her every day and helped her write a letter with the MP to the Housing Trust. After 3 years of suffering she was given permission to move.

She would like Victim Support to have more authority with the Housing Trust. The latter said there would be panel meetings to bring up the case, but no-one was managing it at the Housing Trust. There was a breakdown in communication everywhere – police, Victim Support and the Housing Trust. She felt it was “her and victim support against the Housing Trust – with the police just waiting for something to happen”. She questioned living and ultimately had a breakdown. Her GP referred her to a counsellor who has been very supportive. She would like to see better communication between agencies.

It should be acknowledged that whilst this case study relates to the experience of being a victim of anti-social behaviour, this lies outside of MOPAC'S Ministry of Justice remit to fund support for the victims of crime (although MOPAC more generally can fund the provision of ASB initiatives). The significance of the experience felt by the above victim and the known limitations in the provision of support for victims of anti-social behaviour however calls into question the government's decision to omit such victimisation from the future commissioning requirements of PCCs³⁶.

Victims of domestic violence specifically referred to the need for GPs and hospitals to provide more support³⁷. Incidents of physical abuse, despite requiring the victim to seek medical assistance, did not always lead to health services offering support and referral to the police or other specialist providers.

“Health services in particular are limited; family GPs could be doing more to assist victims and signpost them to relevant agencies” (victim of domestic violence)

³⁶ Victim Support (2013) Listening and learning; improving support for victims in London
<https://www.gov.uk/government/publications/victims-services-commissioning-framework>

³⁷ Mind and Victim support (2012) At risk, yet dismissed

The support offered by the statutory sector is often supplemented through the provision of specialist voluntary sector services. For those who do not report the crime to the police, the only support they may experience is that provided by local voluntary and community services.

4.6 Voluntary and community sector

The VCS provides a range of services to victims across London. Covering a range of specialisms, services have developed to respond to the varying offence-related and need-specific issues of victims.

There are considerable benefits delivered by having strong local voluntary sector support services. They provide an essential understanding of the needs of those living in each borough as well as facilitating the right support networks to develop, helping with the engagement of victims who are often hard to reach and ensuring that effective support is provided.³⁸

"We tend to have self-referrals, word of mouth in a community setting... we advertise, we have a website and social media presence, and a visible presence in our local community... We use our profile and reputation generally really. That's something that's quite hard, that we have to keep up, because there's a high level of transient communities coming through so we have a constant task of having to establish ourselves with new communities" (VCS provider)

The understanding of issues faced locally and the support services available is further strengthened through outreach work. Volunteers and services working within local communities play an essential role in identifying and helping often hard to reach or reluctant victims seek support. This can range from linking with schools, community centres and local religious groups to health centres.

As was evident from both the survey results and qualitative discussions, the services offered by the VCS can be specific to just one or to a number of boroughs or be pan-London. The scope of the support provided can include indirect work with victims through the provision of a helpline, email support and online chat-forums through to more individualised, needs-specific support including counselling services, advocacy, specialist group work and practical support.

Such variation was seen to be a result of a number of factors. Local politics are felt to influence the variability of provision, driven by the funding priorities and agendas set locally by individual boroughs. Many also referred to the impact of borough leadership issues on the services available, with more proactive leaders working closely with the police and other statutory agencies as well as other VCS providers. One of the positive effects of such working relationships is the existence of more effective referral processes, ensuring that victims receive the appropriate support they need from the right specialist services. The need to devote time and effort into building and maintaining good working relationships between statutory and voluntary sector services was seen as being fundamental to ensuring that victims received the support they require.

However, for those VCS services operating in just one borough, many referred to how limiting service provision can be when borough led. Services spoke of their frustration of some victims experiencing a postcode lottery in being able to access the support they need in the borough they live in. This was seen to be particularly the case for some victims who tend to be part of a more transient population, for example immigrant populations, or where gang issues are evident.

"Criminally involved young people don't work across borough boundaries." (VCS provider)

Issues arise in maintaining the support when victims move out of a borough and there is no equivalent service where they move to. Also, where victims in neighbouring boroughs hear about the support offered in

³⁸ Will, A (2011) A guide to effective partnerships. London, Standing Together

a particular borough and try to access this service, they are told the service is only for borough specific residents. In such cases they are unable to access the support they need.

The review identified one particular inspiring story of a group of domestic violence victims, who set up their own outreach service to help signpost and support other victims of abuse access the right services.

In one London borough, a group of women who are all victims of domestic abuse have come together to form a support and outreach service, **Faye and Cassie's Empowerment (F.A.C.E)**.

At the early stages of reporting their victimisation to the police, and prior to even coming forward, they all struggled to identify appropriate support and advice services. Frustrated with the response of the police and criminal justice system, and feeling bullied and let down by the court process, they were determined to improve the support given to victims of domestic abuse. In particular, they felt there was a big gap in the signposting of support services for victims.

All were being supported by a local domestic violence service, which was fundamental in developing their confidence and strength in progressing their cases through the criminal justice system and helping them begin to deal with the emotional impact of the abuse. Despite the significance of the help they were receiving, they were still very much aware that more needed to be done locally through the provision of outreach services and effective signposting to services.

They know that victims are never just the victim of the offence committed against them. Most have a range of wider needs, such as family issues in terms of divorce proceeding and child custody, mental health, housing, employment and financial problems. However most do not know where to turn to in getting help, finding it difficult to talk not only about the abuse but also the wider support they require. (F.A.C.E) was set up to help such women locally, by supporting them in their communication such as reporting the abuse to the police, or writing/understanding legal documents, accessing housing support or financial help. The process of reporting as well as getting the support from appropriate services can be overwhelming for many victims and will often deter many from seeking the help they need.

The women who run F.A.C.E work closely with the local community, alerting individuals to the work they do through going into coffee shops, libraries, schools, health centres and community centres. Having been victims themselves they fully understand the anxieties and emotional trauma victims will experience in taking a step forward in getting help. The impact that F.A.C.E makes to the lives of victims in giving them support and the right connection with services, both in the criminal justice system and in the community, is inspirational. Key to the work of F.A.C.E is their own understanding of what support is needed – knowing this means that they can ensure other victims access the services they need.

4.7 Links between the statutory and voluntary sectors

The link between statutory agencies and voluntary and community services in supporting victims through their journey is key. One VCS provider used the following analogy to describe how the process of supporting victims should work:

“In an ideal world I would like to see each victim of crime given an Olympic torch which would be passed between organisations throughout the time they are receiving support so that the victim would know where things were up to at all times in the process”

There was common consensus amongst many providers that the effectiveness of joined up working locally is influenced strongly by the internal policies and leadership style of different organisations. Some reported forming good links with statutory and voluntary organisations across the borough(s) they worked in, whereas for others this was the less the case. This influences the number of referrals received as well as the ability to

join up the necessary support services victims require. Criticism in particular was directed at the statutory sector, where many VCS organisations consider there are weaknesses in partnership working, as well as towards front line practitioners, who it is felt need to talk to each other more about individual cases. The need to bring different sectors together is fundamental to ensuring that victims receive the support they require.

“To establish a firm protocol for dealing with the victim journey, so that it becomes a real collaboration between agencies, and protocols for working with third sector; it’s not too much to ask is it? It’s the hard to reach communities and people don’t and can’t communicate to the police who are really suffering, which in theory Safer Neighbourhoods could have access to, but it’s about how to develop a channel of communication between them.” (National voluntary organisation)

As a potential solution to this challenge, one representative from a statutory agency referred to the shared multi-agency partnership protocol that exists in Northern Ireland.

In recognising the multi-agency responsibility of supporting victims and witnesses, Victim Support, NSPCC and the Northern Ireland Courts and Tribunal Service have established a **shared protocol** defining their working relationship. As a result of all working together for some time in supporting victims and witnesses in Northern Ireland they sought to formalise these relationships through establishing a protocol which defined the nature of the partnership arrangements and practical aspects of their working relationship.

Faced with limited resources, the protocol seeks to bring all the agencies together to ensure the best use of resources is made and the quality of service that victims and witnesses receive is improved where needed. The protocol clearly defines the roles and responsibilities of the agencies across all aspects of work: role of case progression officers; maintenance of waiting areas; health and safety; special measures; training/awareness; communication and information exchange; and complaints. The protocol is reviewed annually and revisions made where necessary. Each of the agencies has taken on the responsibility of supporting the development and monitoring of services.

http://www.courtsni.gov.uk/en-GB/Services/Support2VictimandWitnesses/Documents/s_vw_partnership-protocol.pdf

It was recommended that similar service level agreements are established, particularly amongst big voluntary organisation like Victim Support and criminal justice agencies, setting out clear protocols for working and ensuring everyone is clear on the responsibility they hold in working with each other in supporting victims.

Many organisations also called for the development of a centralised database, which would include details on all the services available across London. This could usefully be accessed by both statutory and VCS providers as well as victims themselves. It would encourage more joined up working if other services became more aware of other support being delivered both in their own borough and across London, as well as helping victims find and access the services they need.

The role of Local Authority Community Safety Units was voiced as being central to identifying, referring and supporting victims locally. This is seen as being particularly true for victims of anti-social behaviour and hate crime, but more generally it is the insight these units have of their local areas that is fundamental to ensuring that victims locally are accessing the support they need. It was argued that the local intelligence held by these units should be used more effectively in working with local voluntary and community providers.

4.8 Support of the most vulnerable victims

The quality of support received is often questioned in relation to those deemed to be particularly vulnerable or who have experienced certain types of victimisation.

Victims coming into contact with the criminal justice system are assessed to determine levels of vulnerability and whether other issues such as learning disabilities or physical disabilities exist, in order for the system and services to be tailored appropriately. As discussed earlier in this chapter, vulnerable victims are able to access the use of intermediaries through the courts to support them throughout the criminal justice process. This enables those with learning and communication difficulties to be assisted in understanding questions asked by police and other criminal justice agencies and in communicating their answers.

Many VCS providers working with victims with such needs were critical of what they see as the police and criminal justice agencies' low levels of awareness about the benefits intermediaries can provide. Variable use is seen to be made of them in assisting victims during police interviews. As a result, providers referred to instances where victims did not receive this support or realise that they were eligible for it. Such cases, as a result, often resulted in charges being dropped or the case not progressing due to limited evidence being gathered (often due to victims not being given the necessary support to provide additional evidence required). The same issues were seen to be evident in the use of special measures with vulnerable and intimidated witnesses (this can include video links and screens provided in courts), with specialist services again referring to a number of instances where victims requiring such support at court failed to receive it and the implications this then had on their engagement with the case at court.

"The courtroom was really hard for me, so intimidating. I definitely couldn't have carried on without the volunteer working with me; she gave me moral support which helped me get through" (Victim Support, 2014).

The criminal justice system has received considerable criticism on the support it provides to vulnerable victims, particularly in relation to those with a disability³⁹ and those who have been a victim of domestic abuse. A number of specialist support services interviewed claimed, for example, that the criminal justice system is providing inadequate support to victims of disability hate crime. The detection and recording of such crimes by the system means that disability hate-crimes are underreported, and even where reported, support given to assisting victims during the crime being taken to charge is said to be poor.⁴⁰

Hate crime more generally was also picked up as a key area requiring further provision. Again the need for such crimes to be reported and recorded more effectively was voiced, with many not receiving the support they need due to the way in which the offence was recorded by the police. There is also concern that victims of anti-social behaviour, where hate crime forms the nature of victimisation, are not being given the attention required⁴¹.

Social attitudes to such crimes, as well as the criminal justice system's inability to deal effectively with cases that have inherent complexities, is leading to a failure to support the needs of these victims.⁴² There is a need for the criminal justice agencies to assist more in tackling the underlying prejudice and ignorance that drives hate crime⁴³. This needs to start with reviewing the definition of what is meant by 'hate crime'. It is seen to be an umbrella term, which includes any offence perceived motivated by a prejudice based on a personal characteristic. This can include disability, gender-identity, race, religion/faith and sexual orientation;

³⁹ EHRC (2013) To what extent are agencies addressing disability related harassment? Manifesto for change: progress report; Sheikh, S et al (2011) Don't stand by: Hate Crime research by Stand by Me campaign. London. Mencap

⁴⁰ MPS Recorded crime statistics (2013)

⁴¹ Victim Support (2013) Listening and learning: improving support for victims in London

⁴² Criminal Justice Joint Inspection (2013) Living in a different world: joint review of disability hate crime

⁴³ Challenge it, Report it, Stop it: The government's plan to tackle hate crime (2012) Home Office

however such distinctions are rarely recorded in the reporting of hate crimes. Consequently, victims are then not referred to specialist services to help them overcome the impact of the crime.

The same is seen to be true for victims of domestic violence, with concerns raised that the term 'domestic violence' fails to acknowledge the range of abuse that victims may experience, which can include both violent abuse as well as mental or emotional abuse. In particular such criticism is often directed at the police and the limited understanding that still exists in responding to 'domestic violence' incidents. There is a tendency, it is argued, for the police to focus on the violence aspect of the abuse, failing to acknowledge the significance of the wide range of abuse that the term 'domestic violence' encapsulates. There are concerns that officers are under-assessing the risk posed to victims and the action needed through a lack of understanding of the complexities of domestic abuse. Her Majesty's Inspectorate of Constabulary also found inconsistencies between boroughs on the priority given to tackling domestic abuse, with little training given to response officers in the police to inform positive action for victims⁴⁴.

"We try very hard to go and do regular training [on domestic violence] with social workers, and now that we're involved in the safeguarding training that social services runs, we have a better way to reach out to them. They know about us, but they don't understand." (VCS provider)

Victims of domestic abuse are still often reluctant to report the crime to the police in the first place for a number of reasons (fear of not being believed, fear of reprisals) but even when they do there is a huge shortfall in the number of cases that actually get to court. Between August 2012 and August 2013, the MPS recorded 50,263 incidents of domestic abuse. Of these 26% resulted in a charge, 19% a caution and less than 1% an out-of-court disposal.⁴⁵

Sophie suffered from domestic violence from her partner for several years, and contacted the police on numerous occasions throughout this period. She has mixed experiences of reporting to the police with responses sometimes but not always helpful. The first time she reported her partner to the police, she did not receive the help she required.

"The first time I called the police I didn't get any help, support or encouragement to press charges – I wasn't put in contact with any agencies".

She felt this left her at risk as the police left without arresting her partner, leaving her to 'pick up the pieces' having reported him to the police. Her confidence dropped at this stage and she felt reporting incidents to the police was not an option for the next couple of years. When the violence increased, she felt she had to break away from the relationship and called the police again. On this occasion she found the police to be very judgemental and not supportive. The last time she called the police she had a good experience, with the officer helping her throughout the process (including helping her to move accommodation and also talking to other professionals such as a GP and social worker on her behalf). She provided assistance with security and supported her on a weekly basis through to the trial (where her partner was convicted and sent to prison). The Police Officer also put her in contact with Victim Support.

"Victim Support has been brilliant for me and my family. I feel safe in my home and that was because of Victim Support".

Through this support she had taken part in counselling and therapy. Whilst it had been a long journey, she suggests this has allowed her to "turn her life around". Sophie stresses the importance of the first response being 'critical' in giving victims confidence to take their case forward.

⁴⁴ HMIC (2014) Everyone's business: improving the police response to domestic abuse. London

⁴⁵ Ibid.

A number of specialist services working with victims who have experienced violence and domestic abuse identified the gaps in provision that exist for such victims in London. Budget cuts across London boroughs have resulted in the closure and decommissioning of several refuges, reducing the number of available spaces in refuges across the capital, particularly for certain groups. There is also limited bed space tailored to those with disabilities (with limited wheelchair access available) and immigrants with no English, as well as no refuges existing for male victims of abuse. This was seen as being discriminatory to certain victims and a show of ignorance on the part of the services responsible. Services working with male victims of abuse recounted stories of many clients having to remain in violent and abusive environments or seeing homelessness as their only option as a result of having nowhere safe to go⁴⁶.

This was coupled with concern over being able to meet increasing demand from male victims of rape and sexual offences, and gender-based crimes against lesbian, gay, bisexual or transsexual victims, as well as developing appropriate service provision specific to meeting their needs. Whilst every attempt is made to work with those who contact victims' services, services often risk-assess the victims and then prioritise those they can offer support to. Many organisations have to adapt themselves to reflect this changing demand, which they find difficult within the constraints of funding provision.⁴⁷

More generally it was considered that there is a need for statutory and voluntary services to receive training and guidance on gender-based violence and for the attitudes towards masculinity and male on male violence to be challenged. A number of providers working specifically with such victims reported instances where the assumption was made by the police that it was 'just two blokes fighting and that there was no need to intervene', as though it was just a brawl in the pub. Likewise accounts were given where the police failed to take the domestic abuse being reported seriously where the man was the victim and the perpetrator was a woman. More consideration and awareness of the increasing numbers, seen by providers, of male domestic abuse is needed. Within these discussions, there seemed to be little awareness or recognition of the government's recent announcement to commit £500,000 over the next financial year to support male victims of sexual violence⁴⁸. It is hoped that many of the concerns raised can start to be addressed by these funds.

In the main the view amongst criminal justice professionals was that police officers and staff working in the system are suitably trained to provide emotional and practical support to victims. However interviewees felt that there is still a need for the police (since for many victims they provide the gateway to victim services) to be trained in understanding that, due to the shock and trauma of what they have experienced, victims will often be initially reluctant to accept any suggested support but in time may become more willing to accept such offers. Greater attempts at later stages should be made in re-engaging with victims in offering support and signposting them to relevant services. There is also seen to be a need for more specialist training to be undertaken, with greater focus given to diversity issues, with specific reference given to developing more appropriate responses to lesbian, gay, bisexual and transgender victims and hate crime victims⁴⁹.

Good practice examples of staff development and awareness raising amongst other organisations were given. One voluntary service supporting victims of domestic violence invest in their staff through providing an internal accredited training system, known as 'skills for justice'. This has not only improved the skill set of staff but has also resulted, the organisation believes, in low staff turnover. The combination of ensuring that the nature of the crime is clearly defined and the needs of the victim are identified allows the support required to be appropriately tailored and delivered to each victim in providing them with the quality of care they need.

⁴⁶ Standing Together (2010) sexual violence mapping: Hammersmith and Fulham. London

⁴⁷ Ibid

⁴⁸ <https://www.gov.uk/government/news/500000-to-help-break-the-silence-for-male-rape-victims>

⁴⁹ Browne, K et al (2008) Count me in too: trans people additional findings report; Brighton

Kelley (2009) Filling in the blanks. London

Home Office (2012) Challenge it. Report it, Stop it: The government's plan to tackle hate crime. London

4.9 Restorative justice

The offer and use of restorative justice varies across London. There is mixed support towards using such an approach in supporting victims. Many spoke of it as only being of benefit in the case of certain offences, namely low level crimes, and with the required full consent from victims to engaging in this process. It also needs to be delivered sensitively and in a correct setting.

Youth Offending Teams (YOTs) are now required to maximise opportunities for victims to get involved in restorative justice. This seems to be a key area where it is being pushed and progressed. All YOTs are to be given grant funding, as part of a new Restorative Justice Development Grant, to think restoratively and prioritise victims' needs. However those working within these environments still report very low buy-in from victims, so young offenders involved with restorative justice tend to focus more on victim awareness training, rather than direct contact with victims.

"Its quite a slow process to get information, as we only have two police officers that provide information to us, so it sometimes takes quite a while for them to get the information to us, which delays us contacting the victim. We would like to contact all the victims prior to the court sentencing hearing so we can feed into a pre-sentencing report whether they would be willing to engage in restorative justice process or not, but very rarely do we get that information in time because of delays from the police because of their workload. The officers are very keen and co-operative with us and eager to get us the information, but they are under a lot of pressure" (local statutory provider)

Of the restorative justice providers spoken with, it was clear that many victims are reluctant, soon after being victimised, to consider meeting with the perpetrator, yet over time once they have had support to deal with the shock and upset experienced there can be more of a willingness to engage in a restorative process.

"of those contacted 25-30% want some kind of help...such as a letter of apology, questions they want answered by the offender, but it is only around 7-10% who actually take up the opportunity for full restorative justice - like a meeting with the offender" (statutory provider)

There is seen to be variability in the quality of restorative justice practice and, as with any services, it is essential that what is offered is done to a good standard. The Restorative Justice Council are seeking to promote best evidence and encourage agencies to follow this. They are doing this through the development of Restorative Standards Quality Mark (RSQM), which is being supported by the Ministry of Justice. This also ensures that volunteers are supported as part of their work and that effective practice is developed.

4.10 Resourcing of victim services

4.10.1 Staff and volunteers

Surveyed organisations were also asked about staffing and volunteer levels. 38% of those surveyed said they had between one and five members of paid staff working for their service. As would be expected, statutory services reported having a larger pool of paid staff. When asked about the number of volunteers working for their service, the highest proportions (mainly in VCS organisations) claimed to have between 21 and 50 volunteers working for them (although this will be considerably higher for organisations such as Victim Support).

The inability to offer certain services without the support of volunteers was voiced strongly by criminal justice agencies as well as by the VCS. This ranges from specialist community services through to national services provided by Victim Support, such as the Witness Service. Volunteers often form the core of a service's workforce and as a result many providers operate strict recruitment and retention criteria. Victim Support, for instance, requires volunteers to stay with the service for a minimum of one year. Most services spoke of the long-term commitment of many of their volunteers. For a small number of the services interviewed, issues of

volunteer turnover were raised, which creates resource implications in finding new volunteers and training them, as well as ensuring that cases always have someone assigned to them. In this respect, criticism was made of the limited scope to use funding to extend to the recruitment, retention and training of volunteers, despite the fact that they play a fundamental role in the operation of the service.

It was also felt more generally that there is a huge reliance on the voluntary sector in providing an effective service to victims. Both statutory and non-statutory services felt that greater recognition needs to be made of this, with the voluntary sector becoming more embedded in the work of the statutory sector.

“Voluntary sector pick up the pieces in lots of cases” (criminal Justice stakeholder)

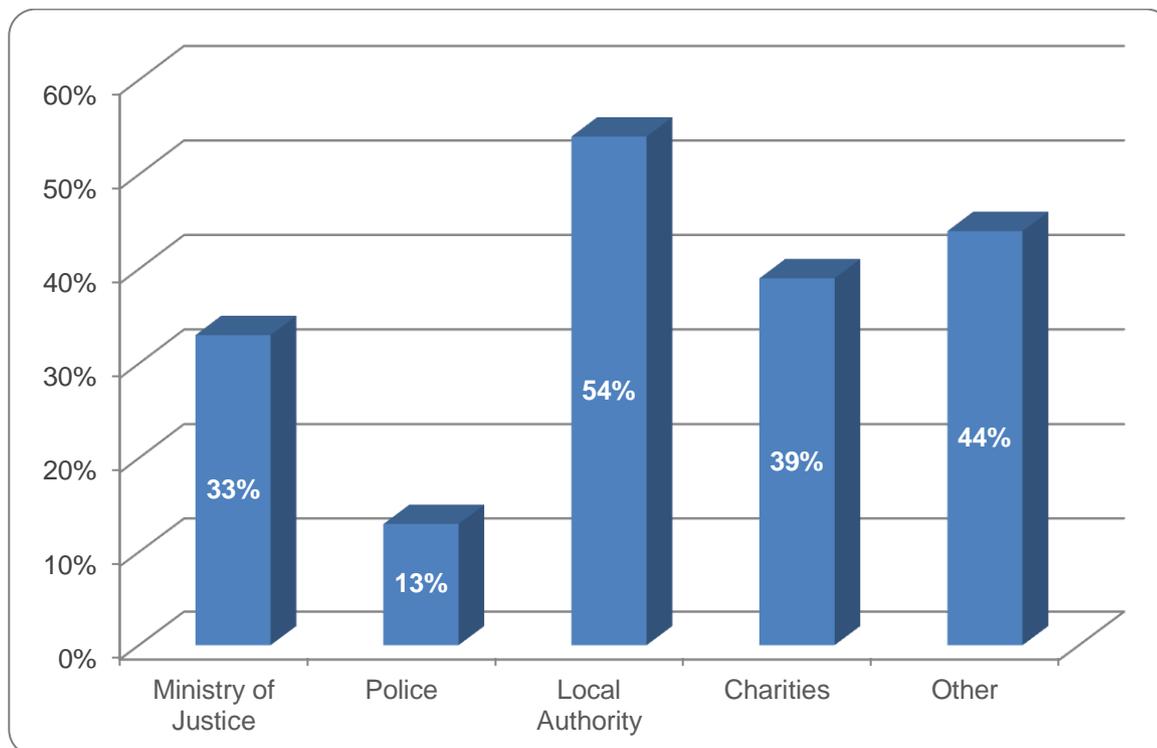
Many expressed the view that the voluntary nature of the work provided was taken for granted, with little recognition given to the invaluable support volunteers give to statutory agencies. The nature and flexibility of the support volunteer’s offer, in their local communities, is seen as being fundamental to the delivery of effective victim services.

For many VCS providers, there is a huge reliance on volunteers to take forward many aspects of the work they undertake, whether that includes manning helplines, helping raise awareness and conducting outreach work through to direct emotional support. This is evident in the number of services that are predominantly volunteer-driven, according to anecdotal feedback from providers and our survey findings (49 out of the 85 organisations surveyed through the review which provided staffing information).

4.10.2 Current funding sources

Statutory and voluntary sector providers spoke of being funded through a number of sources. Of respondents completing the survey, more than half referred to receiving funding through local authorities, with 39% receiving funding from charities and one third from the Ministry of Justice. Local authority funding was more evident for services operating in individual boroughs (67%), with those offering a pan London approach more likely to be receiving funding from the Ministry of Justice (41%).

Figure 4.4 Proportion of victim support services receiving funding from different sources



Base: All respondents

Services also referred to receiving 'other' sources of funding. This included MOPAC, London Councils, the Department of Health, NHS, the Home Office, Trust Funding, the Big Lottery, Comic Relief, Housing Associations and public donations through fundraising and events.

Whilst services were appreciative of the funding opportunities available to them, there were concerns about the majority of funding being offered on a short-term basis. This is seen to greatly hinder the sustainability and effective development of a service. There was a common view that the expectations of funders is increasing, with little consideration given to the breadth of work that services need to conduct in delivering an effective service. Frustrations were raised about the prescriptive nature of the funding allocated and the fact that they were unable to use funds for business planning and communication/publicity, which is fundamental to the operation and awareness of the service. The ongoing onus on services to publicise the support they can offer is seen as being particularly important in those boroughs where the population is transient. Yet with budgetary resources limiting the scope and frequency of publicity drives, services felt that they are not doing enough to raise awareness at a local level and with other agencies. As voluntary organisations they feel penalised, with the expectation that they and their volunteers offer a range of services incurring little additional expense, whilst the same does not apply to statutory service provision.

Concern was also expressed about the tendency for funding to be dictated by what is seen to be 'in trend' at the time. Currently, it is felt that young people, gangs and homelessness are the focus. Whilst many felt that there is a need for improved provision in these areas, there was also the view that such an approach was often detrimental to sustaining existing services where there is existing demand. There is also a danger that services try to mould themselves to fit within this 'trend', in order to secure funding, which then becomes an issue in terms of the actual service they deliver. There is also said to be an expectation from funders that service providers should provide something new when bidding for new funds, even where existing services are seen to be effective.

A number of services and victims referred to the impact being made by the cuts to legal aid provision. This was particularly the case for domestic violence cases but also for those involved in private family law disputes. The change in provision and required eligibility criteria has meant that many are no longer entitled to legal aid support. As a result, some specialist services and domestic violence victims interviewed saw this as having a significant impact on the numbers reporting and also progressing their case to charge in the courts.

4.11 In summary

The findings in this chapter echo many of the conclusions made by other studies of victim services both nationally and more specifically in London. The dissatisfaction of victims with the service they receive from the police and criminal justice system, the shortcomings of services in meeting their needs both practically and emotionally, and the diversity of experience of victims of different crime types and by London borough have long been voiced in other research⁵⁰.

The fact that so few victims still come to the attention of the police, or that their case makes it to charge, requires further attention in light of the factors driving these issues. It is essential that victims have the confidence to report their experience and seek the necessary support they require, whether in the criminal justice system or the community in which they reside. Victims need to feel they will be supported effectively in their journey of recovery, with services responding to the individual trauma and needs each will present. Statutory and voluntary sector agencies should work collectively to identify needs and provide a tailored, flexible response in responding to the changing needs of victims. There is a clear role for future commissioning in effectively developing such a support process, alongside addressing evident gaps in the nature and delivery of current provision. This is considered in the next chapter.

⁵⁰ ONS (2013) Crime Survey for England and Wales; Victim Support (2013) Listening and Learning: Improving support for victims in London



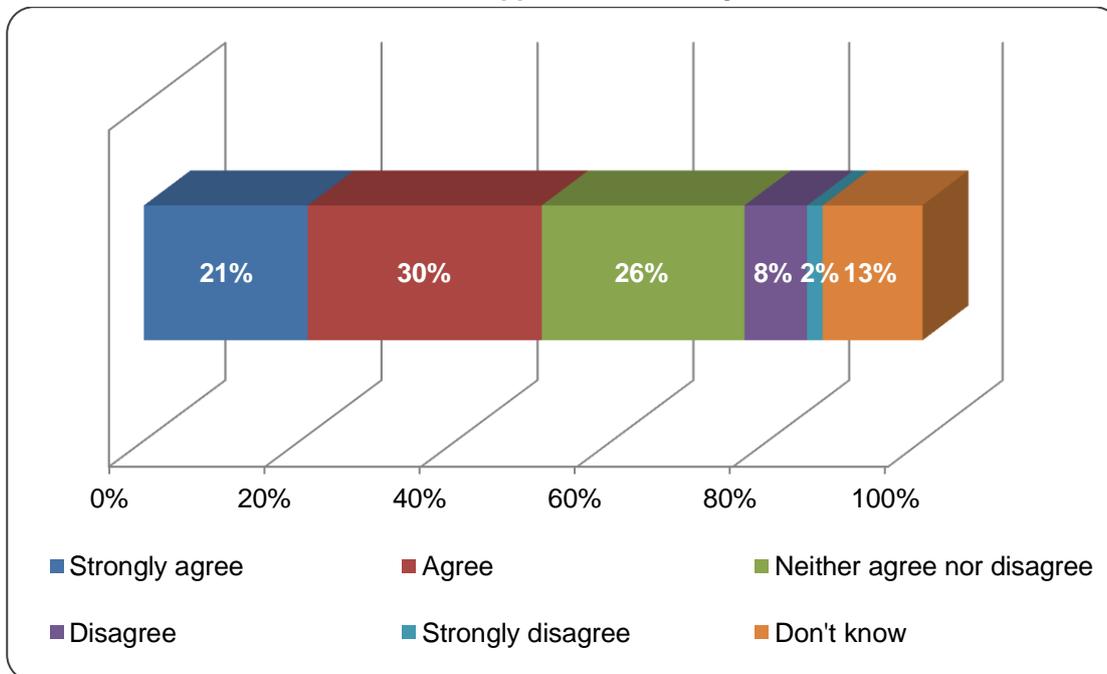
5.0 Future commissioning of services

There was strong recognition of the changing landscape of victims' services and of the future commissioning arrangements amongst agencies and providers. Statutory and voluntary sector organisations offered a mixed perspective on the implications of these changes. For some it provides an opportunity to ensure that the quality of support is improved in London, whilst others were concerned that the work of smaller specialist services will be lost, with the new commissioning process for example favouring bigger organisations with the skills and capacity to respond to opportunities. It was hoped that the development of a commissioning framework will ensure that funds are directed at addressing identified gaps in support services for certain victims, as well as towards sustaining existing good practice.

5.1 Overall views on commissioning arrangements

Service providers were asked how far they agreed or disagreed with a number of statements regarding the future commissioning of victims' services. Just over half, some 51%, of participants agreed that the *'Future commissioning arrangements will fail to ensure all victims are identified and supported effectively'* (Figure 5.1).

Figure 5.1 How far do you agree or disagree that 'future commissioning arrangements will fail to ensure all victims are identified and supported effectively'?

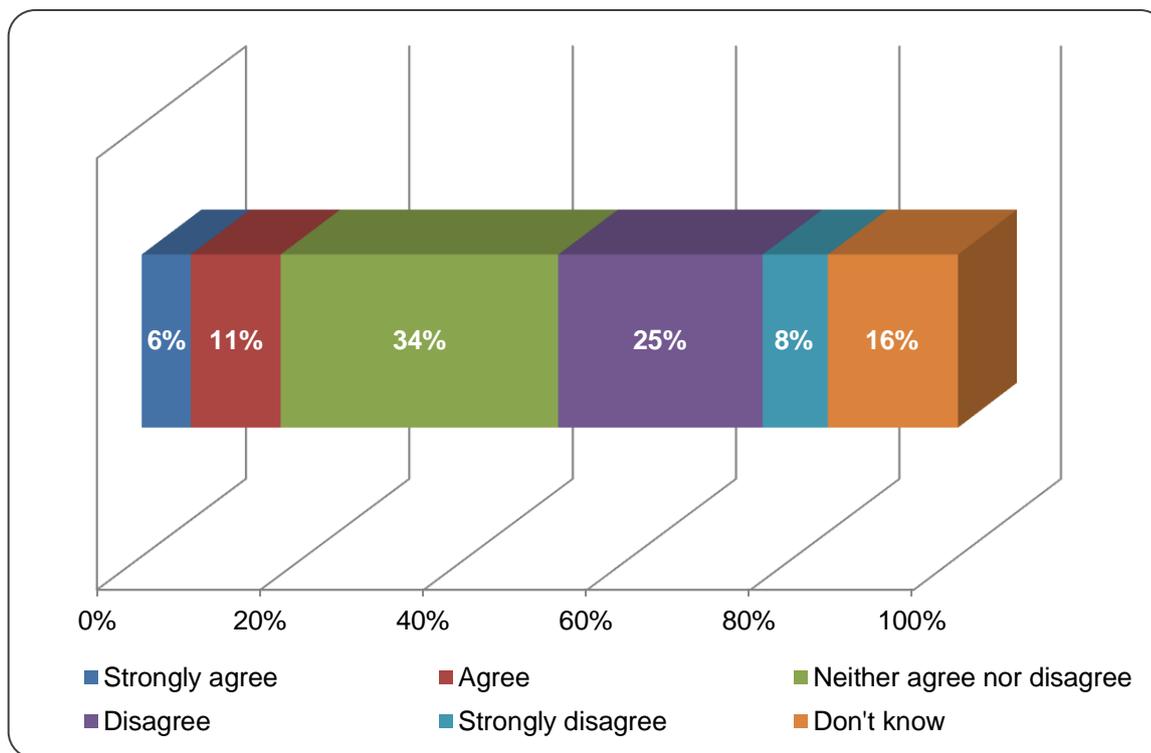


Base: All respondents (100)

A smaller proportion, 10%, disagreed with this statement ('disagree' and 'strongly disagree'), with one in four neither agreeing nor disagreeing.

Furthermore, only 17% of participants agreed that the *'future commissioning arrangements will ensure local services meet the needs of victims and harm caused by the crime'* (Figure 5.2).

Figure 5.2 How far do you agree or disagree that 'future commissioning arrangements will ensure local services meet the needs of victims and harm caused by crime'?



Base: All respondents (100)

33% disagreed ('disagree' and 'strongly disagree') that future commissioning arrangements will ensure local services meet the needs of victims and harm caused by crime, highlighting a low level of confidence among service providers. Services funded by the Ministry of Justice were more confident, with 21% of these organisations agreeing with the above statement, compared with 13% of those funded by charities.

Qualitative feedback reflected this mixed perspective. Most organisations consider that they have a good understanding of the new commissioning arrangements, with a mix of optimism and concern being expressed. Some see it as an opportunity to improve current services and increase the level of support provided for certain victims.

Whilst it is acknowledged that the future commissioning arrangements will not provide a financial response to many of the budgets cuts that statutory and voluntary sector services have suffered over the last couple of years, there is a hope that the money made available will be allocated more effectively in light of these cutbacks. Statutory providers referred to the impact staffing cuts have made to the quality of service they can provide, with staff struggling to keep up with the demands and pressures they face. Many effective ways of working have been replaced by more inefficient and impersonal processes. As discussed previously, the belief that the service offered by criminal justice agencies has become more impersonal as a result of the cuts is seen to be strongly affecting the quality of the service victims receive.

However, positive messages came with important caveats. Many, from both the statutory and voluntary sectors, stressed the need to ensure that the services commissioned reflect the needs of victims and that onus is placed on providers to work together in meeting the range of needs often present – *'a more intelligent approach to the service provided is needed'* (VCS provider).

“A single point of contact to assess the needs personally and refer to multiple agencies would be the ultimate aspiration. Far too often victims services are dictated by the needs of the Agencies involved: Police, CPS, Courts – rather than the Victim” (VCS provider)

A key message communicated by one stakeholder was also the need to continue to “listen to victims and witnesses and listen to experts” in developing and delivering effective services. Without doing so, there can be little understanding of the needs of victims and how they can be best supported.

If victims are to be supported effectively and appropriately signposted or referred to specialist services, then staff also need to be better trained in understanding and identifying the needs of victims and ensuring the right mechanisms are in place to support them.

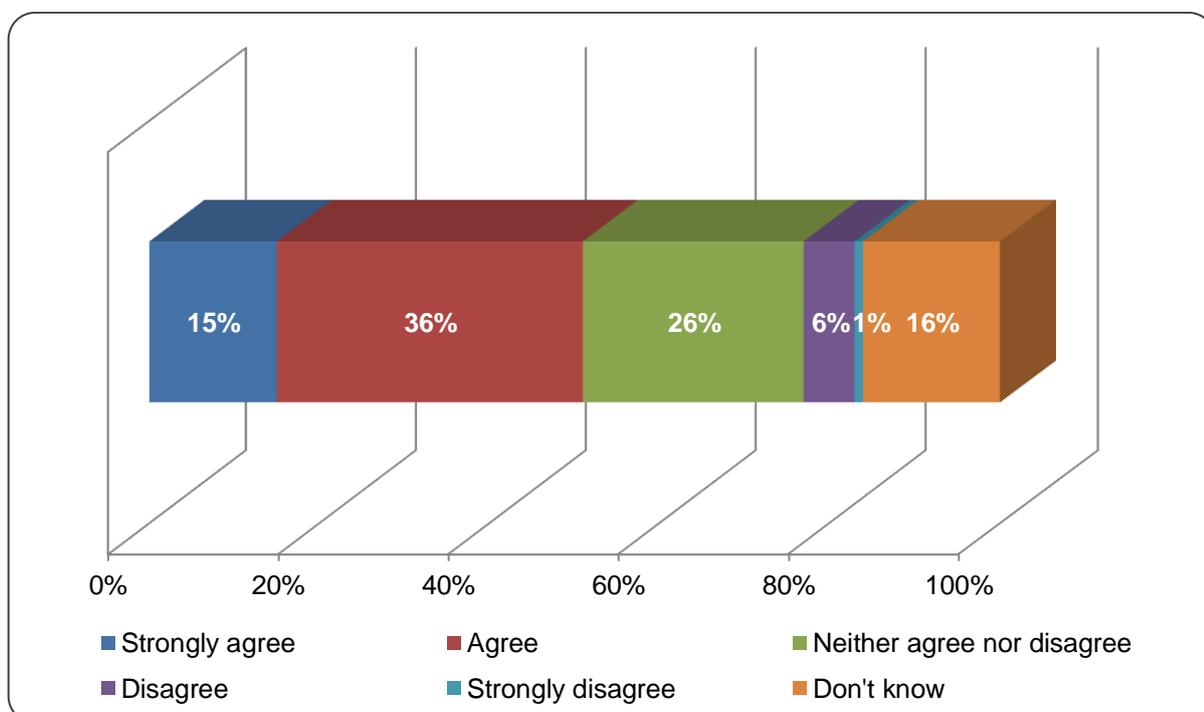
5.2 Concerns within the voluntary sector

Other organisations consulted with were more critical of the proposed funding formula, with concerns expressed that the needs of victims will suffer as a result. A closely related concern amongst the VCS sector is that the bigger organisations will dominate the commissioning process to the detriment of smaller organisations, who are not as skilled in responding to bidding processes.

“Unless the commissioning of services is simplified and made open to small local services, the quality of service is likely to be diminished through impersonal set-ups and a lack of consistent support.” (VCS provider)

This is reflected in the responses to two further survey questions. Organisations were asked how far they agree or disagree that ‘future commissioning arrangements will reduce funding opportunities for VCS services’. Some 51% of participants agreed with this statement (Figure 5.3).

Figure 5.3 How far do you agree or disagree that ‘future commissioning arrangements will reduce funding opportunities for VCS services’?



Base: All respondents (100)

Only 7% disagreed with this statement with approximately one in four (26%) neither agreeing nor disagreeing. Half of the VCS organisations participating agreed with this statement, but also local authorities.

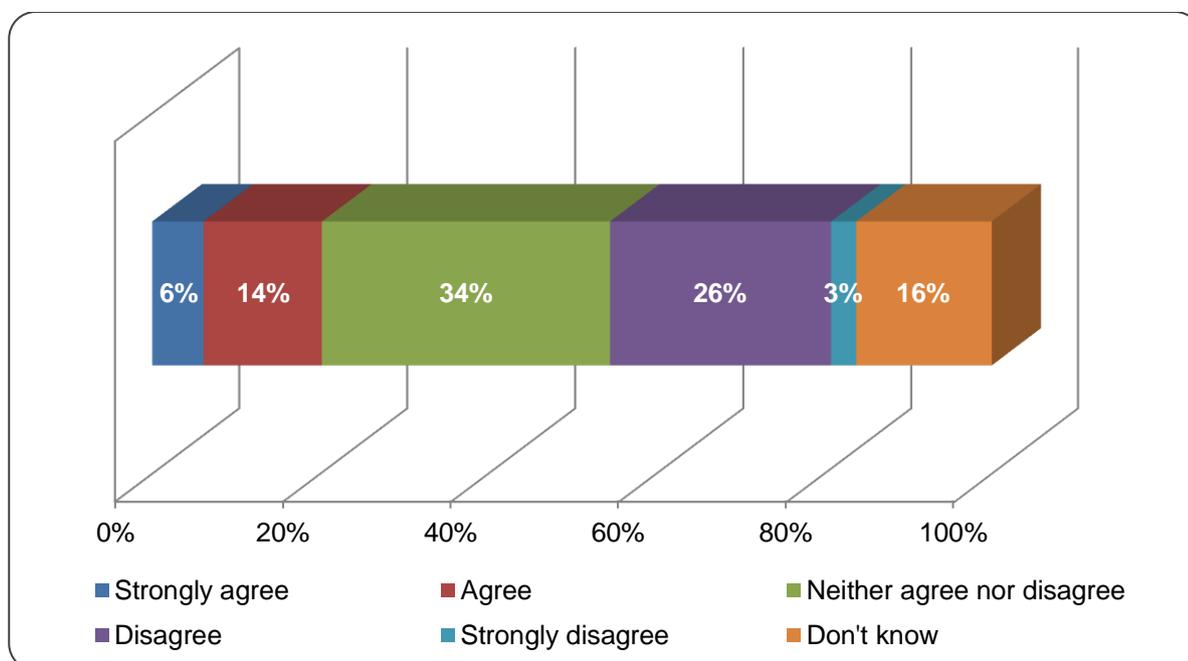
Some 55% of organisations working with victims of hate crime and 54% of those working with victims of repeat victimisation agreed that future commissioning arrangements will reduce funding opportunities for VCS services.

Many voluntary providers stressed the limited resources (time and staff) that they have to respond to funding applications.⁵¹ It was also argued that voluntary services do not have the requisite skills and experience of the commissioning process, which impacts on their ability to respond to and produce good quality bids;

“...it is important to start conversations early. We don’t want to see tenders advertised with only 4 weeks for responses as this does not give organisations the time needed to work together to prepare bids. Being kept informed throughout the process is really important. Small organisations only have small budgets and are limited with resources and time to bid for funding/work.” (VCS provider)

29% of organisations disagreed (‘disagree’ and ‘strongly disagree’) that the future commissioning arrangements will encourage the development and provision of VCS services (Figure 5.4).

Figure 5.4 How far do you agree or disagree that ‘future commissioning arrangements will encourage the development and provision on VCS services’?



Base: All respondents (100)

Sustainability is key to ensuring that an effective service is offered to victims. Many called for longer-term funding provision through the commissioning process, allowing for a more consistent service to be delivered. There is also a need for transparency in the commissioning process and how funding allocation is proposed.

"The way commissioning is done and the rules are continually changing... It presents real difficulties when you contrast them [our members] with the organisations they have to compete against for funding. You get specialist women's organisations who may have been in their communities for twenty or thirty years or more, and who are absolutely the best placed to do long term work with women survivors that needs doing, having to compete with generic housing associations who are not specialists in this area at all but who do have bid writers and specialists who are used to the commissioning process. The constant change in the commissioning function and the way organisations that provide services are expected to respond to that is very difficult for the sector and it is leading to organisations closing down. Looking at the long term, at who really provides the best service for victims of violence against women, then it is our sector - every measure

⁵¹ Victim Support (2013) Listening and learning: improving support for victims in London.

will show you that - and it's the commissioning itself that's leading to them being knocked out by providers who won't provide the best results" (VCS provider)

5.3 In summary

The new commissioning arrangements are seen as offering an opportunity to improve victim services in London. There is hope that proposed funding will assist in filling identified gaps in provision, ensuring that appropriate support is developed to match the evolving needs of victims. Yet there were mixed views as to whether the new arrangements will support the development of suitable provision for vulnerable, hard to reach groups.

Many are apprehensive that the new arrangements will lose sight of the importance that smaller, locally developed services have in responding to the needs of victims. In particular, it was felt that there is a danger of bigger organisations monopolising the commissioning process as a result of their capacity and skills in responding to funding opportunities. It is hoped that MOPAC will acknowledge this potential imbalance and assist smaller services where needed in responding to the new commissioning arrangements. Likewise, many hope existing, effective services will not be lost due to funding being directed at the setting up of new provision. Whilst there was acknowledged need for funds to be used in helping to fill identified gaps, all organisations called for the funding arrangements to recognise the need to sustain good practice, with monies being directed at ensuring that victims receive a more seamless package of support as they progress through their journey of recovery.

Many organisations also stressed the importance of MOPAC acknowledging the role that local community services can play in supporting victims particularly those who fail to notify the police and other statutory services of their experiences. There is a further concern that future commissioning will fail to take into account the significance of these organisations and the insight they have into the needs of victims within local communities. The need to harness this knowledge is fundamental to ensuring that an effective support service is available to all victims of crime across London.



6.0 Conclusions and recommendations

6.1 Conclusions

The Government's commitment to improving services for victims is clear from the number of policy changes which have come into force. However, it is essential that such developments reflect expertise that lies at a local level, as well as a greater understanding of the needs of victims and the extent to which appropriate support is available across London. Such insights should inform the implementation of proposed changes and the future commissioning of victim services.

The existence of good working relationships between services, and the positive experiences of many victims of being supported through their journey of recovery, should not be overlooked. However, the effectiveness and consistency of services varies across the capital.

Despite the availability of a wide range of victim services, there is consensus across statutory agencies and the VCS, and amongst victims, that much of this support provides no more than 'average' levels of support to victims, with clear areas for improvement identified. The efficacy of referrals to more specialist services at a borough level was seen to be strongly influenced by existing relationships between local statutory sector and VCS services. Where provision does exist locally, the appropriate matching of this support to need requires a collective multi-agency response. Such practice was perceived to be variable, with many considering agencies to be working in silos, with VCS services particularly seeing a clear disconnect between their organisations and the statutory sector.

This disconnect has particular implications for the consistency of support experienced by victims, and particularly for the relatively small minority of victims whose cases result in a charge. For such victims, in addition to their journey of recovery from their initial experience of the offence itself, they then embark on a further journey through the criminal justice system. Many victims express feeling overwhelmed by the criminal justice system, and particularly the court process. With little understanding of what is required of them, coupled with limited information on the progression of the case and experiencing last minute adjournments, victims often report feeling let down by the system that they assumed was there to support them.

The findings from this research, reinforcing similar conclusions drawn from similar studies, identify clear recommendations for MOPAC's role as a commissioner of victim services. These are presented overleaf.

6.2 Recommendations

6.2.1 Commissioning strategy and funding

1. **Commissioning should address key gaps in provision**, including support for: young victims; victims of hate crime (and particularly victims with disabilities); repeat victims; victims of trafficking and exploitation; and male victims of abuse.
2. **Ensure that the provision of core support and specialist services is underpinned by clear referral protocols.**
3. **The commissioning strategy should recognise the need for a personalised, victim-centred approach**, as no two victims will react in the same way and the offence-type is not a reliable indicator of need.
4. **Develop fully integrated and individualised support which links to local services and community organisations**, and which facilitates the identification and support of vulnerable victims and those who self-refer to services.
5. **Create sustainable funding models for providers of victims' services**, by ensuring appropriate alignment between commissioning timescales, restrictions on the use of funding, and the required service outcomes to help support the sustainability of provision.

6.2.2 Capacity building

6. **Develop a capacity building approach to support the engagement of VCS organisations in the commissioning of victims' services.**
7. **Help improve VCS and criminal justice staff awareness of, and responsiveness to, the diverse range of victims' needs**, in order to ensure a more sympathetic service.
8. **Establish a centralised database of victims' services**, to enhance partnership working between statutory agencies, VCS organisations and local service providers, and help better align provision with need.

6.2.3 Data recording and monitoring

9. **Develop a framework that enables victim satisfaction and confidence to be understood, measured and monitored across all parts of the criminal justice system.**
10. **Improve the way that victim data is recorded and shared across the criminal justice system**, and support organisations to provide appropriate and tailored responses based upon the needs of the individual.
11. Work with other funders to **develop a robust and consistent outcomes framework which measures and monitors how victims are coping and recovering in London**, and to allow compliance with the Code of Practice for Victims of Crime to be monitored.

6.2.4 Continuous improvement

12. **Conduct detailed mapping of the victim journey and support pathways**, in order to understand why so few victims embark on a 'victim journey' through the criminal justice system, and to help address and streamline the multiple referrals.
13. **Introduce reforms to further improve the effectiveness of the criminal justice system to respond to victims' needs**, thereby increasing the confidence and engagement of victims in the longer-term.

Annex One: Glossary of terms

A&E – Accident and Emergency

ACPO – Association of Chief Police Officers

Anti-Semitism – Prejudice or discrimination against, or crime against Jews or those perceived to be Jews

ASB – Anti Social Behaviour

ASBOs – Anti Social Behaviour Orders

BME (Black and Minority Ethnic) – A term used to describe anyone who considers themselves to come from an ethnic group other than white

CJS – criminal justice system

Commissioning – The process of ensuring that services are provided effectively and that they meet the needs of the population.

CPS – Crown prosecution system

Crime – An act punishable by law, often used interchangeable with the term ‘offence’⁵²

CSEW – Crime Survey for England and Wales

DV (Domestic violence) – Domestic violence and emotional abuse are behaviours used by one person in a relationship to control the other. Partners may be married or not married; heterosexual, gay, or lesbian; living together, separated or dating⁵³

GBH – Grievous bodily harm

Hate crime – Crimes that are targeted at a person because of hostility or prejudice towards their disability, race or ethnicity, religion or belief, sexual orientation or transgender identity. This can be committed against a person or property⁵⁴

Incident – A single distinct event occurrence which disturbs an individual’s, group’s or community’s quality of life or causes them concern. Incidents can be a crime or non-crime and range from transport incidents through ASB to matters of public safety and welfare⁵⁵

Islamophobia - Prejudice against or crime towards Muslims or those of ethnic groups perceived to be Muslim

LGBT – Lesbian, gay, bisexual, and transgender

MARAC (Multi-Agency Risk Assessment Conference) – The MARAC process is a countywide strategic response to domestic violence/ abuse, that aims to increase identification of victims at very high risk of serious harm from domestic abuse; and then to produce a multi agency risk management plan to reduce the risks to victims, their children and any other vulnerable person in the household⁵⁶

MoJ – Ministry of Justice

⁵² http://www.essex.pcc.police.uk/wp-content/uploads/2012/11/20111013EPA-Report-Glossary_2011-12.pdf

⁵³ <http://www.domesticviolence.org/definition/>

⁵⁴ http://www.report-it.org.uk/what_is_hate_crime

⁵⁵ http://www.essex.pcc.police.uk/wp-content/uploads/2012/11/20111013EPA-Report-Glossary_2011-12.pdf

⁵⁶ http://www.essex.pcc.police.uk/wp-content/uploads/2012/11/20111013EPA-Report-Glossary_2011-12.pdf

MPS – Metropolitan Police Service

MOPAC - Mayor's Office for Policing And Crime

NHS – National Health Service

Offence – See 'Crime'

PCCs – Police and Crime Commissioners

Recorded crime – Police recorded crime statistics covering all 'notifiable' offences recorded by the police. This does not mean all criminal offences, as often minor summary offences are excluded, as are unreported crimes

RJ – Restorative justice

Unreported crime – Crimes that take place that are not reported to, or recorded by, the police

Violent crime – A crime in which the offender uses or threatens to use violent force upon the victim

VPS – Victim personal statements

VCOP – Victims code of practice

VCS – Voluntary and community service

VCSE – Voluntary, community and social enterprise

VCSOs – Voluntary and community sector organisations

Warning – An official sanction issued by police to juveniles for a second or more serious offence, as an alternative to prosecution⁵⁷

YOT – Youth offending teams

⁵⁷ http://www.essex.pcc.police.uk/wp-content/uploads/2012/11/20111013EPA-Report-Glossary_2011-12.pdf

Annex Two: Methodology

Quantitative Survey - Service Providers

An online survey was designed and distributed to victims' services across London. Links to the online survey (including an explanation of the review and the importance of getting their response to the research) were sent to c300⁵⁸ service providers and were also posted on a number of websites and detailed in newsletters.

A minimum of two reminder emails were sent to all service providers with follow-up telephone calls made where appropriate to further publicise the survey. A total of 100 service providers completed the online survey during February/March 2014. The breakdown within the 100 included, 10 statutory sector providers; 64 VCS providers; and 26 unknown/who did not provide contact details.

Qualitative interviews/discussions

Service providers were asked at the end of the online survey whether they would be willing to take part in a one-to-one interview or attend a discussion group session to provide more detailed information on their experiences and expectations of victim support services in London. A total of three groups with 11 participants were held in March 2014 at City Hall. These sessions lasted for two hours. The majority of providers opted to take part in one-to-one telephone interviews. A total of 30 service providers were interviewed over the phone, with interviews lasting between 30 minutes and 1 hour. One-to-one interviews were also completed with 6 representatives from Criminal Justice Service agencies, such as the police, Probation and CPS.

A range of services were represented in this element of the research. This included local statutory agencies as well as mix of specialist and more general voluntary and community services. Some represented larger, national organisations whilst others reflected smaller, localised services. The breadth of work undertaken and diversity of victims targeted by these services ensure the findings represent the spectrum of provision available in London. Along with the interviews with service providers and Criminal Justice Service agencies, it was important to ensure that the study included the viewpoints of victims themselves, to capture their experiences, views and satisfaction of the support they received.

In order to access victims, service providers were asked during discussion groups, one-to-one interviews and on completing the survey whether they would be able to identify any victims who would be willing to help with the review. A total of five personal interviews were completed with victims along with one discussion group involving seven domestic violence victims. The number of victims successfully engaged in the review has been disappointing, although it is recognised that service providers are very busy. A number of organisations also felt that as a result of numerous research requests to interview victims, they felt it would not be appropriate on this occasion to ask victims to participate in the review.

Capturing the views of victims is essential to informing future developments of services and processes. Yet, the experience of this review is not dissimilar from many studies seeking to interview victims, particularly those who have suffered more serious offences. It is important that research projects have sufficient time to gain the participation of victims, and potentially involve the use of more innovative means of engaging them in the research process. This could include the setting up of online discussion boards or other similar forums which offer victims an indirect means of expressing their views. Other methods could include working closely with community projects who offer support to victims, rather than liaising with more established services. It is also being mindful of the timings of attempting to gain participation in the research; it is unlikely that a victim who has just sought support or is in the midst of their court case will be willing to be interviewed. It is much more realistic to assume that most victims will engage once they have had a chance to deal with the impact of their experience, therefore allowing a retrospective viewpoint to be gained.

⁵⁸ An invitation and survey link was sent to a database of nearly 300 providers and additional links were sent through these services to relevant others, as well as the link to the survey being posted on a number of projects websites. This makes it difficult to be certain of the total number of services who had access to the link.

Secondary data analysis

To set the findings from the survey and qualitative discussions within the broader context of the levels of victimisation and profile of victims in London, data collected by the Metropolitan Police Service (MPS) was gathered. The data supplied, covering the last three calendar years, provided details on crimes with a recorded victim by offence (distinguishing between reported crime and offences charged), borough as well as any information recorded on the gender, age and ethnic origin of the victim.

The analysis was conducted in two stages. An initial comparison was made of the data for the first two years (i.e. 2011 and 2012) based on the eight main categories under which the data were organised (i.e. violence against the person, theft and handling, sexual offences, fraud and forgery, criminal damage, burglary and 'other notifiable offences'⁵⁹). This confirmed that the patterns in the data were very similar in both years and thereby provided the necessary reassurance that the data for 2013 would provide a reliable basis for further and more detailed analysis at the second stage.

The first stage also highlighted a number of issues which would need to be taken into consideration. One was that the data provided by the MPS appeared to include as 'victims' many individuals who just happened to be the person responsible for reporting an offence on behalf of an organisation rather than someone who had themselves been victimised in this instance. This was because the eight overarching categories covered a wide range of offences, by no means all of which were crimes against individuals and private dwellings. 'Burglary', for example, includes domestic burglary and burglary of commercial or other 'non-dwelling' premises, while 'robbery' covers both muggings and offences like bank robberies.

Whilst the data on gender was nearly complete, information on ethnicity was missing in 50 percent of cases so could not reliably be used. In the case of age, this seemed at first to be nearly as complete as the information on gender; but closer inspection highlighted areas of uncertainty and many apparent anomalies – particularly with regard to the very youngest and oldest ages. For example, the data included incidences where children aged under five were recorded as victims of 'non-domestic burglary' or harassment. Due to the uncertainties relating to recorded ages at the lower and upper end, the analysis was restricted to entries where the victim was recorded as being aged between 10 and 85.

The second stage of the analysis looked at the 2013 data but focused only on a range of specific offences within the overarching categories which seemed most likely to affect private households and individuals rather than commercial and other institutions. This level of analysis is essential in establishing a more accurate profile of victim's in London in determining where support is required.

The presentation of the results of this analysis sit alongside supplementary analysis, conducted by MOPAC, of additional sources to those mentioned above. It is important to note that the findings presented from this analysis include commercial victims as well as private victims, so caution must be taken in interpreting the information provided. Clear reference is made to this where relevant in the presentation of the findings throughout this chapter.

⁵⁹ Notifiable offences are those which form the basis of the police returns required by the Home Office and are the basis on which the Home Office then publishes the official crime figures, as recorded by the police. They do not, however, include some minor offences including reports of some types of anti-social behaviour.

Annex Three: Data tables

Table A.3.1 Crime categories used in the data

Overarching categories	Offence sub-groups
Burglary	Domestic burglary
	Criminal damage (dwelling)
	Criminal damage (vehicle)
	Criminal damage (other)
	Robbery, personal
Sexual offences	Rape
	Other sexual
Theft and handling	Other theft
	Other theft person
	Theft from motor vehicle
	Theft of/taking motor vehicle
	Theft of/taking pedal cycle
	Motor vehicle interference and tampering
Violence against the person	Assault with injury
	Common Assault
	GBH
	Harassment
	Murder
	Other violence

Table A.3.2 Crimes per thousand per population, 2013

	Burglary	Criminal damage	Fraud and forgery	Other notifiable	Robbery	Sexual offences	Theft and handling	Violence against the person	All
Westminster	22.2	9.6	0.8	0.6	10.9	2.5	159.5	30.7	236.8
Camden	17.7	7.2	0.6	0.2	4.4	1.5	74.3	19.9	125.8
Islington	14.9	8.2	0.3	0.2	5.0	1.6	61.6	22.8	114.5
Kensington and Chelsea	14.1	5.4	0.6	0.2	3.7	1.4	70.8	15.6	111.9
Lambeth	16.9	8.2	0.4	0.3	8.5	1.6	47.6	21.9	105.5
Hackney	14.9	7.0	0.2	0.3	4.5	1.6	48.6	22.7	100.0
Tower Hamlets	13.8	8.5	0.4	0.4	5.5	1.6	43.2	24.5	97.7
Hammersmith and Fulham	11.4	6.7	0.4	0.3	3.5	1.5	51.3	20.3	95.4
Newham	11.6	7.1	0.5	0.3	7.3	1.8	41.4	19.3	89.3
Waltham Forest	13.2	7.3	0.4	0.3	4.2	1.1	37.2	19.2	83.0
Barking and Dagenham	14.3	8.8	0.3	0.3	3.1	1.6	33.8	20.9	83.0
Haringey	13.8	7.4	0.4	0.3	3.9	1.3	37.7	17.2	81.9
Lewisham	15.7	8.3	0.3	0.2	5.2	1.6	27.2	21.0	79.4
Ealing	13.4	6.9	0.3	0.3	3.0	1.2	32.1	18.3	75.6
Hounslow	11.9	8.0	0.2	0.2	2.0	1.3	31.5	19.3	74.5
Wandsworth	12.9	6.1	0.3	0.2	3.6	1.2	37.1	12.8	74.1
Croydon	13.0	8.0	0.3	0.2	5.2	1.4	29.2	16.6	73.8
Greenwich	11.2	8.2	0.4	0.2	2.0	1.3	30.0	19.5	72.7
Brent	12.3	6.7	0.4	0.3	4.0	1.2	25.8	18.4	69.0
Hiillingdon	12.9	7.9	0.2	0.2	2.2	1.1	26.3	17.1	67.9
Redbridge	12.1	5.5	0.5	0.3	3.5	1.0	30.0	14.6	67.7
Enfield	12.9	6.5	0.3	0.3	3.2	1.1	29.3	13.9	67.5
Barnet	13.4	5.3	0.4	0.2	2.4	1.0	28.3	11.8	62.9
Havering	12.5	6.5	0.2	0.2	1.4	0.9	27.4	13.3	62.3
Bromley	11.9	6.6	0.2	0.2	2.1	1.0	25.8	13.3	61.1
Southwark	13.7	8.4	0.4	0.3	8.6	1.6	5.0	21.2	59.2
Merton	10.7	6.1	0.2	0.2	2.3	1.1	25.3	12.0	57.8
Kingston on Thames	8.5	6.0	0.2	0.1	1.1	0.9	26.8	12.5	56.0
Richmond on Thames	12.3	6.4	0.2	0.2	1.2	0.6	25.0	9.7	55.5
Sutton	8.0	6.5	0.1	0.1	1.4	1.1	22.3	12.0	51.6
Harrow	10.5	4.9	0.4	0.2	2.3	0.9	17.7	12.5	49.5
Bexley	8.6	6.3	0.4	0.1	1.4	0.9	18.7	11.5	47.8

Source: MPS

Table A.3.3 Number of victims recorded in (selected) offence subgroups, 2013

Notifiable household and personal crimes

Number of victims recorded by borough in (selected) offence subgroups 2013

	Motor vehicle crime				Sexual offences		Other property crime			Violence					All
	Criminal damage (vehicle)	Theft from vehicle	Theft of vehicle	Motor vehicle interference	Rape	Other sexual offences	Domestic burglary	Personal robbery	Other theft person	Murder	GBH	Assault with injury	Common assault	Harassment	
Westminster	880	3195	671	146	163	395	2039	2237	8682	10	947	1934	1802	1756	24,857
Lambeth	950	2541	819	152	183	314	3657	2373	3648	20	973	1955	1696	1678	20,959
Newham	833	3270	1115	203	221	320	2615	2095	2222	13	811	1637	1801	1321	18,477
Southwark	876	2226	1024	161	181	292	2286	2220	2828	15	831	1731	1613	1602	17,886
Croydon	1234	2833	776	180	204	309	3382	1638	894	14	762	2010	1524	1430	17,190
Ealing	1108	3298	657	189	134	268	3209	903	968	17	645	1750	1519	1940	16,605
Hackney	599	2424	603	158	147	258	2172	1024	3054	13	730	1576	1456	1507	15,721
Tower Hamlets	756	2080	849	127	136	264	2008	1256	1674	16	682	1730	1661	1786	15,025
Lewisham	898	1706	755	197	164	267	3480	1203	788	15	700	1648	1528	1597	14,946
Camden	572	2215	709	157	106	235	1996	839	3827	9	589	1227	1125	1211	14,817
Islington	569	1843	656	127	94	226	1765	915	4002	13	600	1187	1292	1418	14,707
Brent	815	2219	586	143	129	234	2975	1140	927	12	758	1576	1485	1524	14,523
Enfield	899	3436	914	240	140	201	2919	887	611	13	484	1378	1042	1247	14,411
Barnet	817	3155	783	276	103	245	3433	738	775	8	480	1112	1120	1290	14,335
Waltham Forest	803	2831	976	228	110	186	2479	937	924	13	625	1498	1249	1296	14,155
Haringey	683	2737	835	166	131	200	2654	878	1381	16	703	1414	1012	956	13,766
Wandsworth	804	2868	860	186	123	257	2367	911	1381	15	424	1104	1162	1008	13,470
Redbridge	688	2563	1094	251	126	166	2689	886	625	9	434	1212	1041	1125	12,909
Hounslow	971	2143	445	99	113	224	2208	470	511	2	535	1370	1381	1405	11,877
Hillingdon	943	2066	493	106	107	182	2537	545	471	6	527	1436	1095	1310	11,824

Notifiable household and personal crimes

Number of victims recorded by borough in (selected) offence subgroups 2013

	Motor vehicle crime				Sexual offences		Other property crime			Violence					All
	Criminal damage (vehicle)	Theft from vehicle	Theft of vehicle	Motor vehicle interference	Rape	Other sexual offences	Domestic burglary	Personal robbery	Other theft person	Murder	GBH	Assault with injury	Common assault	Harassment	
Bromley	845	2081	677	130	114	192	2440	522	374	7	435	1311	996	1203	11,327
Greenwich	791	1773	620	167	116	221	1784	444	639	13	559	1564	1252	1302	11,245
Barking and Dagenham	661	1869	843	147	127	166	2040	518	391	4	457	1224	1000	969	10,416
Hammersmith and Fulham	503	1961	504	102	86	180	1418	565	1008	10	404	1012	1004	1088	9,845
Havering	748	1742	840	200	72	142	2360	284	379	4	365	1003	761	890	9,790
Kensington and Chelsea	348	1708	481	79	79	144	1291	529	1823	0	296	688	673	704	8,843
Harrow	509	1436	249	67	76	147	2020	510	360	0	361	839	720	858	8,152
Merton	568	1341	299	87	68	151	1374	422	377	3	283	684	634	645	6,936
Bexley	695	1139	520	126	73	132	1271	237	162	6	294	802	659	748	6,864
Sutton	564	1367	267	99	64	154	828	222	193	4	256	764	569	612	5,963
Richmond on Thames	567	1170	292	92	36	85	1225	204	231	2	242	494	493	532	5,665
Kingston on Thames	443	668	120	32	44	102	828	146	504	4	281	646	504	499	4,821
Total	23940	69904	20661	4821	3770	6859	71610	28698	46634	306	17473	41516	36869	38457	411,518

Source: MPS

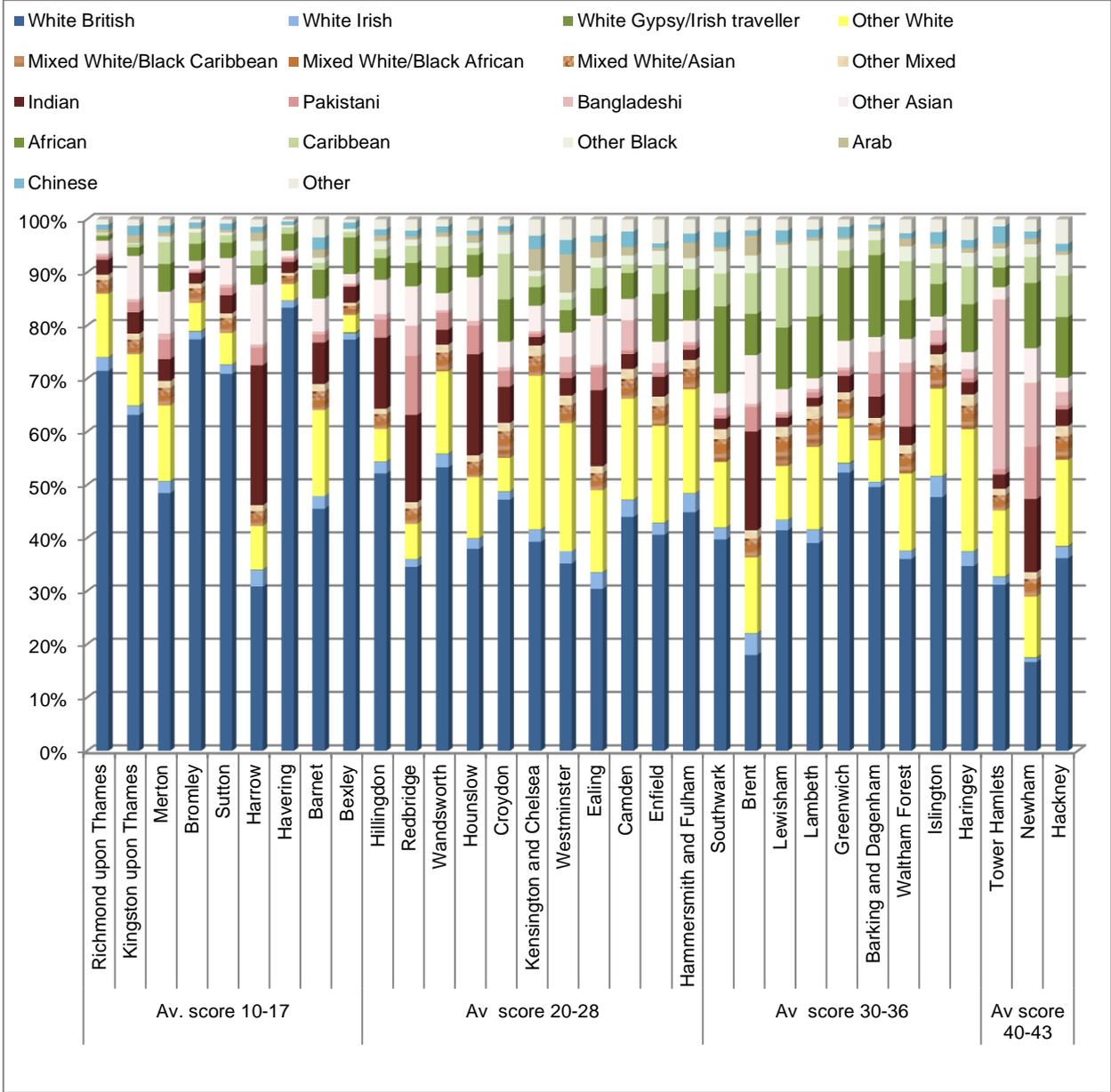
Table A.3.4 Borough deprivation scores by population characteristics and recorded victims*

Borough	Deprivation score 2010	Non-white British as % population 2011	Foreign born as % population 2011	Victims recorded 'per thousand population' 2011
Richmond on Thames	10	26.0	22.5	7.9
Kingston on Thames	12	35.1	27.1	5.0
Merton	15	49.3	36.2	5.3
Bromley	15	21.0	13.3	6.8
Sutton	15	27.3	18.7	4.5
Harrow	15	65.9	42.7	7.0
Havering	17	15.3	9.2	5.3
Barnet	17	52.1	37.2	7.3
Bexley	17	21.3	13.2	6.8
Average	15	35	24	6
Hillingdon	20	45.5	28.4	6.0
Redbridge	20	64.0	35.9	6.5
Wandsworth	21	44.1	33.6	5.5
Hounslow	22	60.1	42.0	7.5
Croydon	23	51.1	28.5	5.7
Kensington and Chelsea	23	58.3	49.9	12.6
Ealing	25	66.4	46.0	6.2
Camden	25	52.7	40.1	10.7
Westminster	26	62.5	51.6	16.6
Enfield	26	57.2	33.6	5.4
Hammersmith and Fulham	27	51.5	40.1	9.8
Average	24	56	39	8*
Southwark	30	58.0	37.8	10.9
Brent	31	77.9	52.2	8.1
Lewisham	31	56.5	32.3	9.7
Lambeth	31	58.4	37.0	11.5
Greenwich	32	45.8	29.7	8.6
Barking and Dagenham	34	49.5	30.0	14.9
Waltham Forest	35	62.4	37.4	8.6
Islington	36	48.3	32.7	11.6
Haringey	36	62.5	42.8	6.4
Average	33	58	37	10
Tower Hamlets	40	67.2	42.0	9.2
Newham	42	82.4	53.1	10.6
Hackney	43	61.5	37.5	10.0
Average	41	70	44	10

*omits Westminster

Sources: Department for Communities and Local Government, Census, and MPS

Figure A.3.5 Ethnic composition of resident populations (2011) and borough deprivation rank (2010)



Source: Census, and Department for Communities and Local Government

Annex Four: Organisations consulted

The following is a list of the organisations that were consulted with as part of this review. Please note that some organisations did not wish to provide their identity, and so have not been included.

Against Violence and Abuse	Newham Action Against Domestic Violence
The Association of Panel Members	Newham Monitoring Project
Bede House StarFish Project	officium.org.uk
Brent Bereavement Service	One in Four
Broken Rainbow	Rape and Sexual Abuse Support Centre
Campaign Against Living Miserably	Redbridge Equalities and Community Council
Chinese Information and Advice Centre	Refuge
Community Security Trust	Respect
Croydon Borough Neighbourhood Watch	Respond
Croydon Family Justice Centre	Restorative Justice Council
Croydon Youth Offending Service	Restorative Solutions
Crown Prosecution Service	Safer London Foundation
Cruse Bereavement Care	Safe 'N' Sound Youth Project
Disaster Action	SAMM Abroad
Domestic Violence Intervention Project	Solace Women's Aid
Empowering People for Excellence	Southwark Hate Crime Network
End Violence Against Women	Southwark Youth Offending Service
Faces in Focus	Southwark Youth Offending Team
Faith Matters	Stay Safe East
Family Matters	Stonewall Housing
Freedom Programme	Stop Hate UK
Gallop	Survivors UK
Her Centre	Sutton Women's Aid - Helping Hands Project
JAN Trust	The Haven the Survivors Network
Jigsaw4u	The Havens (Kings College Hospital NHS Foundation Trust)
Lambeth Council	The WISH Centre
Lambeth Cruse	The Women's Centre Sutton
Lambeth Mediation Service	Tower Hamlets Asian Women's Aid
Limes College	Tutu Foundation UK
London Probation Trust	Victim Services Alliance
Lucie Blackman Trust - Missing Abroad	Victim Support
Metropolitan Police Service	Victim Support - Southwark
Mothers Against Murder and Aggression	Victims' Advocate
Metro Centre Ltd	

West London Gay Men's Project

Why me?

Witness Care Unit

Woman's Trust

Women's Aid

Women's Resource Centre

