



OFFICE OF THE POLICE & CRIME  
COMMISSIONER FOR NORFOLK

# **Norfolk Victim, Witness and Offender Needs and Commissioning**

Version – July 2014

## **Introduction**

Police and Crime Commissioners (PCC) will be responsible for the commissioning of the majority of emotional and practical support services for victims of crime from October 2014. Services must be available for those who wish to contact the police and for those who seek support but do not want the police involved. It is also the intention that some services for victims of crime will still be commissioned nationally and the Association of Police and Crime Commissioners (APCC) are developing a method with the Ministry of Justice (MOJ) whereby PCCs will be involved within that process.

For witnesses, the Witness Charter, which was updated by MOJ in December 2013, sets out the standards of care a witness to a crime or incident in England and Wales may expect from each of the service providers involved in the criminal justice system. The Charter applies to all witnesses of a crime, whether supporting prosecution or defence, and to character witnesses, but not expert witnesses.

The Government's Transforming Rehabilitation programme aims to transform the way offenders are managed in the community, to reduce reoffending while continuing to safeguard the public. This has involved the restructuring of Probation Trusts to create a National Probation Service from June 2014, together with local Community Rehabilitation Companies (CRC). The CRC for this area is the smallest in England and Wales and covers the combined area of Norfolk and Suffolk. Integrated Offender Management (IOM) Units, which work with the most prolific offenders, will form part of CRCs and the IOM Unit, 180 Degree Norfolk, has joined up with IOM provision in Suffolk to form one unit across both counties.

This Paper brings together information about PCC's and their responsibilities around commissioning services, particularly victims' services, together with associated time frames on services for victims, witnesses and offenders, currently provided within Norfolk, together with costs, where known. It provides an overview of known information about victim, witness and offender needs.

The Paper makes the following **conclusions and recommendations** to inform potential additional research and commissioning decisions:

## **Conclusion and Recommendations**

This paper draws together information from a wide range of sources to understand need in Norfolk and to inform the PCC's commissioning and partnership work. It is underpinned by extensive dialogue and consultation between members of the PCC's team with partner agencies and service users.

It is the PCC's intention that this needs assessment is continually reviewed and updated as new evidence becomes known or as emerging needs and issues are identified.

Based on the information known to date, we have identified four priority themes:

- Support for Victims and Witnesses
- Rehabilitation of Offenders
- Domestic Abuse and Sexual Violence
- Mental Health, Drugs and Alcohol.

### **Support for Victims and Witnesses**

PCC's will have responsibility for commissioning the majority of emotional and practical support from 1 October 2014. This is, therefore, a key area of focus for the PCC, as it is for the Ministry of Justice. Areas of need include the need for increased provision of therapeutic support for victims of sexual offences, increased capacity and provision of restorative approaches and addressing gaps in Liaison and Diversion provision.

Recommendations:

1. To explore options with PCCs in the Eastern Region for collaborated arrangements for victim referrals from 1 April 2015 (page 8).
2. To explore opportunities with PCCs in the Eastern Region for any collaborated arrangements for victim services from 1 April 2015 (page 8).
3. To continue to fund, by way of Crime and Disorder Reduction Grant, current services provided by Victim Support, Leeway, Orwell Housing and Norfolk PACT until 31 March 2015 (page 10).
4. To develop a greater understanding of how the Constabulary identify victims who are vulnerable, intimidated, persistently targeted or victims of the most serious crimes at the point that officers initially record such crimes, in order that victims receive an enhanced service in accordance with the Victim Code (page 21).
5. To fund additional services, by way of Crime and Disorder Reduction Grant from MOJ Funding, until 31 March 2015 to meet the needs of victims (page 10 above).
6. To improve support and coordination for victims of Hate Crime and Hate Incidents (page 13 above), and explore use of MOJ funding (page 10 above) to commission additional services in accordance with need.
7. To develop a greater understanding of Restorative Approaches (page 40), and in

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particular, Restorative Justice (page 25), provided within the County and use MOJ funding (page 8 above) to commission a Victims RJ hub.

8. To commission generic and specialist (e.g. Domestic Abuse) victim services (including referrals) to take effect from 1 April 2015, co-commissioning with regional and/or local partners where appropriate (page 8 above).
9. To develop a greater understanding of the needs of children and young people in the CJ system.

### **Rehabilitation of Offenders**

The need to tackle the “revolving door” of offending, such as by extending integrated offender management type provision to other cohorts including female offenders, has been identified. In addition, this review has identified the need for increased support to address the mental health needs of offenders.

#### Recommendations:

1. To provide a Crime and Disorder Reduction Grant to fund a Link worker for 180 Degree Norfolk to forge relationships with those offenders who find it difficult to engage with statutory and non–statutory services and begin to learn about their needs and goals and support them in not reoffending (page 14).
2. To provide a Crime and Disorder Reduction Grant to 180 Degree Norfolk to resource an offender emergency needs fund to meet the needs of those on the project for whom there is no statutory obligation on any organisation to provide (page 14).
3. To provide a Crime and Disorder Reduction Grant to 4Women Centre in support of their work reducing the number of women entering the criminal justice system (page 16) and to enable development of an IOM type scheme for female offenders.
4. To provide a Crime and Disorder Reduction Grant to support a Caring Dads Safer Children’s Programme for Norfolk (page 16).
5. To provide funding to enable the development of a more complete health needs assessment of offenders in Norfolk working with Norfolk Public Health.
6. To fund the development of a Rehabilitation Pathways website to facilitate integrated offender management, improved partnership working and the development of a Through the Gate process.
7. To explore potential of Restorative Approaches within Youth Offending Team cohort to address low level Domestic Abuse and prevent escalation.

### **Domestic Abuse and Sexual Violence**

These offences represent a high level of harm to victims and constitute a very significant volume of offences with both repeat offending and repeat victimisation present. This is, therefore, a key priority area for the PCC and is among the policing objectives set out within the PCC's Police and Crime Plan and Constabulary's Strategic Assessment (page 30 above).

Human Trafficking and Registered Sex Offenders are identified as emerging issues within the Constabulary's Strategic Assessment, as is cyber crime which too can manifest in sexual offences. Areas of need include the need for parity of provision across the county in terms of advocacy support, including at courts and in hospitals.

#### Recommendations:

1. To provide a Crime and Disorder Reduction grant of £17,505 to support the Victim Support Domestic Abuse Project (page 12).
2. To provide a Crime and Disorder Reduction Grant of £50,000 to support the Sue Lambert Trust in meeting increased demand for therapeutic services from victims of sexual violence (page 12).
3. To provide a Crime and Disorder Reduction Grant of £40,000 to support the Harbour Centre in meeting the need for a specialist Child Advocate (pages 12 and 13).
4. To provide a Crime and Disorder Reduction Grant of £17,500 to Leeway Domestic Violence and Abuse Services to deliver county wide training to GPs and their staff to recognise domestic abuse (page 34).

**Note** - Recommendations 3 and 7 under **Support for Victims and Witnesses** also relate to the Domestic Violence and Sexual Violence theme.

### **Mental Health, Drugs and Alcohol**

This review has identified substantial mental health needs relating to victims. The evidence shows that people with mental health problems are much more likely to be victims of crime and the experience of crime will have a particularly profound impact on them because of their condition.

In addition, substance misuse and mental health have been two of the most frequently occurring issues identified in the literature review of offender needs (page 35 onwards) and are among areas for which MOJ list some of the most effective interventions (page 38).

#### Recommendations:

1. To provide a Crime and Disorder Reduction Grant in support of the Police Innovation Fund bid to provide sustained mental health professional support within the Constabulary Control Room (page 35).
2. To explore the potential to provide a Crime and Disorder Reduction Grant in respect

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of a needs assessment and pathways trial in partnership with East of England Public Health and Office of the Police and Crime Commissioner for Cambridgeshire (page 35 above).

3. To fund a 1 year co-ordinator post to map victims and offender needs with regard to Mental Health, Drugs and Alcohol, to conduct a gap analysis of Liaison and Diversion and to contribute to needs analysis and action plan re Mental Health Crisis Care Concordat.
4. To contribute to funding of an Offender Health Profile for Norfolk to inform commissioners, working in partnership with Public Health Norfolk.

## **PCC's Commissioning Responsibilities**

The Police Reform and Social Responsibilities Act 2011 provides the power for a PCC to make a crime and disorder reduction grant to any person. The Anti-social Behaviour, Crime and Policing Act 2014 extends these commissioning powers to enable PCCs to provide services to support victims or witnesses, or other persons affected by offences and anti-social behaviour.

The Ministry of Justice published a 'Victims' Services Commissioning Framework' document in May 2013 which provides information for commissioners, service providers and users. It includes information regarding the commissioning cycle, the revised Victim's Code and the EU directive on the rights, support and protection of victims of crime. Services should be available to provide the 8 categories of need developed at the time of the consultation, 'Getting it right for victims and witnesses', namely:

- Mental and physical health;
- Shelter and accommodation;
- Family, friends and children;
- Education, skills and employment;
- Drugs and alcohol;
- Finance and benefits;
- Outlook and attitudes;
- Social interaction.

There are similarities between the 8 categories of need listed above and the 7 pathways out of offending used as part of IOM, namely:

- Health;
- Accommodation;
- Families;
- Education, employment and training
- Drugs and alcohol;
- Finance;
- Attitudes, thinking and behaviours

Many offenders will also have been victims of crime and this is particularly true for female offenders.

Central Government intends that some services for victims will still be commissioned nationally, namely:

- Human Trafficking;
- Homicide Service;
- Rape Support Centres;
- Specialist Domestic Violence / Sexual Violence Services;
- Court based Witness Service;
- Telephone Helplines.

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The Ministry of Justice is developing arrangements with APCC regarding how PCCs will be involved in the commissioning of these national services for victims and witnesses.

The Ministry of Justice currently commissions the national charity, Victim Support to provide a national referral service for victims of crime. Information is passed by Police Forces to 6 Regional Hubs, known as Victim Care Units. The 6 Local Policing Areas within the Eastern Region are all served by the Victim Care Unit located at Ingatestone in Essex, however the services provided to the Local Policing Areas were negotiated separately and differ. Some Local Policing Areas have been selected by MOJ to be 'Early Adopters' and will be piloting differing methods of making victim referrals from 1 October 2014; prior to all Local Policing Areas taking on this responsibility from 1 April 2015. Cambridgeshire is the only Early Adopter within the Eastern Region.

Norfolk victims are referred by the Constabulary to the Victim Care Unit, are needs assessed and contacted by telephone or letter. When contact is made, a risk assessment is carried out and an assessment made as to whether a home visit is required. Not all Local Policing Areas receive a service as detailed as this from the Victim Care Unit.

Many of the Pilot Local Policing Areas (LPA) appear to be focussing on developing multi-agency victim hubs which are LPA Referral Centres, whereby victims of all types of crime and incident are risk assessed, provided with relevant support information and, where appropriate referred to support organisations. Avon and Somerset and Cambridgeshire's proposals take this approach and are police centric; involving local partners. The PCCs within the Eastern Region have each agreed to contribute £10,000 towards project support for the Cambridgeshire approach. The intention is that the project will be used for learning by the whole Region and will also present options to the respective PCCs for the potential alignment of approaches, in preparation for 1 April 2015.

Police and Crime Commissioners are responsible for commissioning services within their Local Policing Areas from 1 October 2014. Indicative budgets were provided to PCCs during November and confirmed budgets should be available during April 2014. MOJ has confirmed a budget of £259,279 for the year 2013/14 for PCC Preparatory Funding, with an additional £58,892 Restorative Justice Funding. For the period 1 October 2014 to 31 March 2015 Norfolk has been granted £367,000 PCC Victim Funding. However, this will be subject of 'top slicing' to support the sustaining of the national victim referral process mentioned above, leaving £184,000 to commission services for victims, together with Restorative Justice Funding of £95,000.

Witness services, provided in Norfolk are currently funded by MOJ as part of the national Court Based Witness Service.

For 2013/14, the PCC made Crime and Disorder Grants within his Police and Crime Plan to support areas of work, including those with offenders and those vulnerable to being involved in crime:

- 180 Degree Norfolk - £110,000
- Domestic Abuse - £200,000
- Great Yarmouth Positive Futures - £31,000
- Norfolk Drug and Alcohol Partnership - £174,000
- Norfolk Youth Offending Team - £114,000

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These Grants were made for a period of one year to provide continuity of service provision, allowing organisations time to explore alternative sources of funding and the PCC time to engage further with the community and partner organisations, to gain a better understanding of need and current service provision, with a view to taking a 'zero based' approach to future commissioning.

## **Services for victims, witnesses and offenders currently provided within Norfolk**

The following section provides an overview of the services available to support victims and witnesses within Norfolk, which are additional to those provided by the Constabulary and Crown Prosecution Service.

### **Victim services currently funded by MOJ**

MOJ has advised that the victims' services that they currently fund in Norfolk are as follows:

- A court based Independent Domestic Violence Advisor (IDVA), provided by Leeway Domestic Violence Service (Norfolk) and funded until 30 September 2014. (Grant for 2013/14 of £34,612, with a further £17,306 for the 6 months 1 April to 30 September 2014).
- Target hardening service for victims of burglary who do not have the means to pay for the service and are at risk of re-victimisation, provided by Norfolk PACT (Grant for 2013/14 of £25,000, with a further £12,500 for the 6 months 1 April to 30 September 2014).
- Contribution to Sue Lambert Trust providing support to female victims of rape or sexual violence (Grant for 2013/14 of £45,000).

Applications were made to MOJ by Leeway and PACT (first two bullet points, above) to extend funding until 30 September 2014, following which MOJ's expectation is that subsequent bids for funding will be considered by the PCC from the victims' funding provided by MOJ to them (referred to in previous section). The Sue Lambert Trust (third bullet point) has applied to MOJ for funding from 1 April 2014 from a separate funding stream.

It should be noted that, in respect of Domestic Abuse, there are additionally 2 hospital IDVA posts provided by Leeway and funded by Health at a cost of £103,836 per annum:

- 1 at Norfolk and Norwich funded by the National Health Service (NHS) ending April 2014.
- 1 at Queen Elizabeth, Kings Lynn funded by NHS ending September 2014.

Additional services include 6 Domestic Abuse Refuges, across the County.

### **Victim services currently funded by Norfolk PCC**

The PCC for Norfolk provided funding to Leeway and Orwell Housing Association for the year 2013/14 to continue the Independent Domestic Violence Abuse (IDVA) provision from 2012/13 which was then funded by Norfolk County Community Safety Partnership:

- Provision of 1.5 IDVA posts by Orwell Housing Association (Grant for 2013/14 of £41,250).
- Provision of 5.5 IDVA posts by Leeway (Grant for 2013/14 of £161,250).

As a consequence of the PCC's Grant, the providers were able to fund an additional IDVA post with £40,000 Home Office match funding, which ends on 31 May 2015.

### **Services provided by Victim Support**

Victim Support receives automatic data referrals from Norfolk Constabulary of victims of crime to their Victim Care Unit at Ingatestone, and for the period 1/10/12-30/09/13 there were 26386 victims of crime. Victim Support are currently only commissioned by MOJ to support victims of some crime categories and last year received just less than 13,500 referrals for victims of crime in Norfolk, including those from other agencies and direct referrals. (Source - Victim Support Services for Victims of Crime in Norfolk Report 2013. It should be noted that these figures compare different 12 month periods and only provide a guide).

Referrals to Victim Support are triaged to identify priority cases and priority for contact within 24 hours given to burglary and serious sexual offences and vulnerable and repeat victims. The target for contact in other cases is 48 hours. Contact is made by telephone or letter and victims offered a needs assessment that may be followed by a range of support interventions including, personal and household security, practical assistance and advocacy for victims and their families. The Victim Care Unit team can link to a range of local and national providers and will instigate a risk assessment process; arranging a home visit by a volunteer, if this is required.

Victim Support Service Delivery Managers (SDMs) each cover a specific area of Norfolk. They review risk assessments and allocate cases to Volunteer Community Caseworkers. They recruit, accredit, supervise and support the caseworkers. The SDMs work with local partners to provide holistic pathways of care.

Victim Support's team of 45 Voluntary Community Caseworkers have been trained to occupational standards used by all criminal justice agencies and provide practical and emotional support, advocacy and help with Criminal Injuries Compensation. If suitable the volunteer receives further specialist training courses including the support of victims of hate crime, serious sexual offences, domestic abuse and young victims of crime.

Support is not time bound and continues for as long as the victim requires it, linking, where appropriate, with Victim Support's Witness Service, which supports people giving evidence in every criminal court in Norfolk.

Overall operational management for the Victim Support services in Norfolk and Suffolk is the responsibility of the Senior Service Delivery Manager. This includes service coordination, stakeholder, continuity, risk, quality and personnel management. Strategic management for all Victim Support services, including the Witness Service and specialist projects across the 2 counties is provided by the Divisional Manager.

Victim Support owns a building in Market Row, in Great Yarmouth and drop-in sessions take place there on two mornings a week. Other outreach activities take place with partner organisations.

### **Victim Support's Domestic Abuse Project**

This project provides a gateway and triage for all standard and medium risk domestic abuse victims. Last year it received 2782 referrals. Specialist project workers carry out enhanced needs assessments and refer clients to a wide range of services, including those provided by Victim Support, Leeway, Sue Lambert Trust, and others. The project workers actively refer, making appointments if necessary rather than just signposting and

have extensive knowledge and links with partner agencies. If a client declines services they will give safety planning advice and provide contact details for future reference, as well as offering follow up calls, maintaining a short term telephone support service for clients who are unsure or still confused by the incident.

The team preview all cases referred by the Police through agreed access to the Norfolk Constabulary Crime Information System to ensure that risk assessments are co-ordinated and that any changes in risk factors are quickly identified. The project staff have received specialist training and work closely with the refuges and IDVA service to integrate support as risk levels change. The service is funded through charitable contributions and costs £25,000 per annum.

### **Victim Support's Domestic Violence and Relationship Abuse Project**

This project supports children and young people affected by domestic abuse and is funded by Department for Education until March 2015. For further information please refer to the 'Victim Support Services for Victims of Crime in Norfolk Report'.

### **Support services for victims of Sexual Violence**

The Sue Lambert Trust delivers critical support and counselling for both men and women who are suffering, or have suffered, sexual abuse or sexual violence including sexual abuse within domestic situations. In the last 3 years the demand for service has raised dramatically, rising from 182 referrals in 2011/12 to 404 referrals during 2013/14 which is an increase of 30% based on 2012/13 figures. There were 130 referrals during the first quarter of 2014/15.

The huge increase in demand has forced the service to continually review how it delivers the right service, including maintaining the capability to cater for those acute cases needing immediate intervention and support, these cases include where suicide is a real and present danger.

The knock on of this increase in demand is to see the numbers on the waiting list for interventions grow; the length of time spent waiting also increases. The aim of the Trust is to increase capacity and as part of this intends to recruit and train 12 more volunteers. In addition they have identified that a remodelling of their current premises, St Julian's Hall, Norwich, will allow the development of two additional counselling rooms. They have secured the services of architects who are fully supportive of the Trust.

The client group for Sue Lambert Trust emanates from direct victim referral and also referral from other support agencies such as Leeway Women's Aid. The ability of the Trust to offer a therapeutic service, acts as a preventative measure that goes some way to tackling the 'revolving door' situation experienced by a number of victims. This leads to long term survival and allows clients to move on.

Currently the Trust provides 2 Independent Sexual Violence Advisors (ISVAs) who work within the Harbour Centre, the County Sexual Assault Referral Centre (SARC). These two posts are funded by a £40,000 contribution by Norfolk Constabulary, match funded by a £40,000 contribution from the Government's ISVA fund. These ISVAs provide intensive support to those victims who report serious sexual assault and enter into the justice system, in 2012/13, the two ISVAs received a total of 294 referrals.

The success of the SARC has revealed a gap in service provision, identifying the need for a 'Child SARC' to be established alongside the existing service. The accommodation and logistical provision (capital spend) for this initiative is being joint funded by Health and the County Council, there remains a requirement for the provision of a specialist Child ISVA at a cost of £40,000 per annum.

The provision of this ISVA post is critical to the success of the service provision, providing necessary specialist support to the most vulnerable in our society.

### **Support services for families bereaved by Murder or Manslaughter**

The Homicide Service is a national service run by Victim Support to provide support to those bereaved by murder and manslaughter.

Norwich CRUSE and North Suffolk and Great Yarmouth CRUSE are local branches of the national independent charity CRUSE (established in 1959) providing support for bereaved adults and children.

Nelson's Journey is a charity dedicated to supporting bereaved children and young people throughout Norfolk.

### **Support services for victims of Anti-Social Behaviour**

Support for victims of anti-social behaviour (ASB) in Norfolk is principally delivered by Norfolk County Community Safety Partnership Responsible Authorities through District based Operational Partnership Teams, whose remit includes victim risk assessment and support.

Victim Support provides a support service across the county, when incidents are linked to criminal offences or victims are identified as vulnerable. Victim Support also receives a small amount of funding each year from 3 Housing Associations in order to provide support to their residents who are victims of ASB which is not a criminal offence.

### **Support services for victims of Hate Crime**

Support for victims of Hate Crime is available through the Hate Free Norfolk Network. The Network (currently funded by public sector partner agencies until July 2015) has a website which provides victims with information about how to report Hate Crime, including information on local third party reporting centres. It also provides free training and awareness raising resources. Victim Support in Norfolk provides support to victims of Hate Crimes, and there have been a number of local one-off projects to support victims in geographical areas (e.g. Great Yarmouth) or particular types of victims (Black and Minority Ethnic and disabled people). Norfolk Constabulary also provides training on Hate Crime, although the demand for this training far outstrips the capacity that the Constabulary or the Hate Free Norfolk Network has to provide it.

Over 400 organisations and individuals across Norfolk have signed up to the Hate Free Norfolk Pledge, which is a set of seven commitments and provides a framework for action.

The current level of resource and funding for the Hate Free Norfolk Network is not sufficient to develop and deliver a multi-agency action plan based upon an accurate needs assessment. A suggested way forward could be for a Hate Crime coordinator post, who could undertake an evidence-based, systematic, needs assessment for the County, and

who could then negotiate a multi-agency action plan, to be delivered by local partnerships within local communities. From the information and evidence gathered during the launch of the Hate Free Norfolk pledge, there is already evidence of a need for:

- Training and support for voluntary sector agencies who are more likely to be in contact with victims than statutory agencies;
- Mediation services to enable local dispute and issue resolution;
- Counselling and coaching support to enable victims to deal with hate incidents which by their very nature attack the very essence of a person's self-worth because they are targeted at personal characteristics that the person cannot change;
- Specific support and advice for people with learning disabilities who consistently experience hate incidents in all aspects of their lives but especially in public places and on buses;
- Training and awareness raising and capacity building with young people's organisations, since young people are most likely to be both victims and perpetrators of hate incidents and hate crimes (according to Norfolk Constabulary data);
- Specific support and advice for Lesbian, Gay, Bisexual and Transgender and BAME people who experience high levels of hate incidents and crime. There is a specific need for support for Trans people as there is a lack of capacity in local organisations to provide enough support to isolated Trans people in a large rural county and there is also specific need for support for East European communities around perpetration and victims of hate crime. A thorough needs analysis of the profile of BAME victims would help identify which particular communities were at risk and the prevalence and type of issues experienced by East European communities (which Norfolk has a significantly high population of compared to the overall BAME population).

### **Witness Services**

The only services available specifically for witnesses in Norfolk, other than those provided by the Constabulary and Crown Prosecution Service, are those within the Court Based Witness Service commissioned by MOJ and provided by Victim Support.

### **Offender services currently funded by Norfolk PCC**

The 10% most prolific offenders in Norfolk are responsible for 32% of crime and over the past 3 years overall crime levels in Norfolk have been reduced by 15.6%. **The 180 Degree Norfolk Project** is an Integrated Offender Management (IOM) approach intended to contribute to ensuring this trend continues by:

- Working through multi agency arrangements to support the business planning, commissioning and delivery of services to reduce re-offending across Norfolk;
- Coordinating the assessment, planning, interventions, review and evaluation of those offenders who cause the most risk and harm to the community;
- Working on seven of the nine established pathways to prevent reoffending and enable participants to support themselves and make a positive contribution to society;
- Intelligence-led targeted enforcement of those offenders who fail to engage with 180 Degree Norfolk staff. If an offender refuses to engage, and there is intelligence/information that they are committing offences, there will be a concerted

and specifically focused effort in catching/convicting them and having them re-engage.

There is considerable evidence that close inter-agency working of this kind can significantly reduce reconviction rates amongst the most prolific offenders. The Norfolk and Suffolk IOM schemes are reporting reductions of reoffending of between 50% and 60% when comparing the offending of offenders in the twelve months before coming onto the schemes and the first twelve months on the schemes. Although this is very encouraging, many prolific offenders still reoffend over this period of time before becoming offence free; however, their offending will reduce in both seriousness and frequency during this period. There are 120 prolific offenders currently being managed by 180 Degree Norfolk and that is set to grow to 150 over the next 12 months.

The PCC funded 180 Degree Norfolk for 2013/14 with a view to mainstreaming the funding of the project and during this period work has taken place towards the collaboration of the Norfolk and Suffolk IOM services. For 2014/15 the service will be principally funded from partners' personnel budgets, rather than by way of Grant funding, however additional funding needs have been identified in respect of a Link Worker post and an offender emergency needs fund; to meet non-statutory needs.

The 180 Norfolk scheme supports prolific acquisitive offenders out of re-offending, but there are other groups of offenders that would benefit from a similar integrated and multi-pathway approach. Extending integrated approaches to other groups of offenders has been identified as a priority action by the Norfolk Rehabilitation of Offenders Board and there is a particular need within Norfolk for an integrated service for female offenders.

**The 'REACH' Project** is an outreach project in the West Norwich area, delivered by the Henderson Trust for the Office of the Police and Crime Commissioner for Norfolk. The project seeks to improve the life chances of vulnerable young people living in a disadvantaged area of Norwich. The preparation for the project was completed with the successful recruitment of a key worker who started in November 2013. Positive outcomes so far include:

- Better attendance at school
- Improved mental and physical health
- Reduced substance abuse
- Improved living environment

Key Issues highlighted include:

- The majority of clients have an offending history
- The majority of young clients have ADHD or similar conditions
- A number of clients have drug/alcohol abuse/dependency issues
- A number of clients have mental health issues
- A number of clients experience domestic violence

Along with other funders the PCC contributes towards the **Youth Inclusion and Support Panel Programme (YISP)**, which is the early intervention activity within Norfolk Youth Offending Team (NYOT), working with children and young people referred by a wide range

of agencies because they are deemed at risk of involvement in offending or anti-social behaviour. Both criminal and anti-social behaviour prevention activity is delivered through integrated mainstream services via the three NYOT offices in King's Lynn, Norwich and Great Yarmouth. YISP seeks to support young people and reduce the demand for policing services and those of partner organisations, through preventative and restorative approaches, making interventions at the earliest opportunity.

#### **Additional providers of services for offenders**

There is an eclectic mix of service providers working with offenders within the County. The number of beds provided for offenders, for example, are considerable, but until recently has been relatively uncoordinated, outside the work of the Norfolk 180 Team. The recently established Norfolk Rehabilitation Board is taking forward this coordinating work under each of the nine Pathways. Services have previously been commissioned by different bodies; Department of Work and Pensions for employment services, for example, without a joined up approach to address the needs of offenders. By further way of example, previous work in this area by the Norfolk 180 Team highlighted 50 separate referral routes into accommodation within the County working with offenders, and 38 referral and operational routes in the field of employment. Further work has been commenced by the Board to develop and maintain an up to date, web based, directory of services.

#### **Caring Dads Safer Children's Programme**

As part of the above work, the Caring Dads Programme has come to notice. This Programme offers early support to fathers who are struggling with being a parent; Very often they exhibit behaviour that may be frightening, destructive and disruptive to the whole family. The aim of the programme is to work with the fathers to a point where they are able to recognise their inappropriate behaviour and make a positive change. The recent NSPCC evaluation of those programmes currently running found that positive improvement was evident where fathers had completed the programme.

Caring Dads has been running in Suffolk and is considered successful; it is intended that an initial programme for Norfolk will be facilitated by staff currently delivering the Suffolk programmes. The Third Sector organisation, 'Men's Craft' have an application in for a grant of £10,000 from the OPCCN Safer Norfolk Fund. If they are successful they will require match funding of £7,500 from another source.

In the event that Caring Dads is found to be successful the intention would be to establish it as a rolling 12 week programme within the County, for which an additional £20,000 would be required. This is an early intervention approach working with fathers and families, it is therefore in line with aspirations to break the cycle of abuse.

#### **4 Women centre**

There are overlaps between services provided for offenders and for victims of crime, as many offenders will also have been victims. The 4 Women Centre offers a non-judgemental supportive environment for women living in Norfolk who may have been an offender or who may have been a victim. The centre is based in the heart of Norwich and takes its client group from women age 18 years and older. The centre provides a range of specialist services including pre court and court support at both Magistrates and Crown Courts. As a follow on from this 4 Women provide added value by delivering 'through the gate' support for some women who are serving prison sentences.

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4 Women is both dedicated to reducing the number of women entering the criminal justice system and the number of short term prison sentences and to ensuring that victims of domestic and sexual abuse get the help they need. They work closely with Offender Managers, Social Workers, GPs, Solicitors and other specialist service providers.

The client group referred to 4 Women tend to be complex and already involved in many of the pathways to prevent reoffending. The time invested into the rehabilitation has assisted a number of women offenders to break out of the cycle of offending and go onto recover their self-esteem. A number of these have gone on to offer counselling and support to others. They also act as a conduit for progression from crime into learning, accommodation and employment, critical to sustained rehabilitation. The next step is to trial an integrated approach to managing women offenders in partnership with other agencies.

In addition, the 4 Women Centre are the only service in Norfolk who work across all generations within one family from the grandmother down to the granddaughter, to educate, build self-esteem and promote independence with women who have been / are victims of abuse.

The 4 women centre plan to expand its service for victims of abuse to allow them to work with more women in new and innovative ways.

## **Victim, witness and offender needs**

The following provides a concise review of relevant statistical information from Norfolk Constabulary regarding recorded crime, from the Crime Survey for England and Wales about people's experience of crime and from Norfolk and Suffolk Criminal Justice Board regarding criminal justice outcomes.

This is followed by a concise review of associated reports which have considered the needs of victims of crime and antisocial behaviour, the needs of witnesses and those of offenders.

## **Recorded Crime**

There were 37891 crimes recorded for the 12 month period between 1/10/12-30/09/13, which can be broken down by crime type and the District where the crime occurred, as presented below.

### **Breakdown of Crime by Type:**

<b>Crime Banding</b>	<b>Number of Crimes</b>
Burglary Dwelling	1298
Burglary Non-Dwelling	2361
Crime Other	520
Criminal Damage	6959
Drugs Offences	2448
Fraud and Forgery	427
Robbery	171
Sexual Offences	827
Theft from Motor Vehicle	1932
Theft of MV Inc. TWOC	495
Theft Other	10954
Violence Against Person	9499
<b>Total</b>	<b>37891</b>

### **Breakdown of Crime by Policing District:**

<b>Policing District</b>	<b>Number of Crimes</b>
A Kings Lynn & West Norfolk	6015
B Breckland	4846
C North Norfolk	2765
D South Norfolk	3874
E Broadland	2970
F Norwich City Council	11688
G Great Yarmouth	5733
<b>Total</b>	<b>37891</b>

**NOT PROTECTIVELY MARKED**

Of the 37891 crimes, 3264 (8.62%) had a Domestic Abuse marker and 436 (1.15%) had a Hate Crime marker. These were as follows:

<b>Hate Indicator</b>	<b>Number of Indicators*</b>
Believed Disabled	75
Believed Faith	14
Believed Hate Other	27
Believed Homophobic/Transphobic	109
Believed honour-based	6
Believed Race	267
<b>Total</b>	<b>454</b>

In addition to those crimes with a Domestic Abuse marker the police recorded 10,117 Domestic Abuse incidents.

It will be noted that there are more indicators than crimes as some crimes have more than one applicable indicator.

For the same period (1/10/12-30/09/13) there were **26386** victims of crime (some crimes, such as possession of controlled drugs, do not have an identified victim), which can be broken down by crime type and the District where the crime occurred, as presented below.

**Breakdown of Crime by Type:**

<b>Crime Type</b>	<b>Number of Crimes</b>
Burglary Dwelling	1291
Burglary Non-Dwelling	1574
Crime Other	32
Criminal Damage	5371
Fraud and Forgery	223
Robbery	154
Sexual Offences	807
Theft from Motor Vehicle	1623
Theft of MV Inc. TWOC	468
Theft Other	5957
Violence Against Person	8670
<b>Total*</b>	<b>26170</b>

\*The total is different to the number of victims specified above as some crimes have more than one victim involved.

**NOT PROTECTIVELY MARKED**

**Breakdown of Crime by Policing District:**

<b>Policing District</b>	<b>Number of Crimes</b>
A Kings Lynn & West Norfolk	4122
B Breckland	3324
C North Norfolk	2013
D South Norfolk	2800
E Broadland	2132
F Norwich City Council	7613
G Great Yarmouth	4166
<b>Total</b>	<b>26170</b>

The characteristics of the victims can be represented as follows:

○ **Gender:**

<b>Gender</b>	<b>Number of Victims</b>	<b>%</b>
Female	12089	45.8
Male	14288	54.1
Not Specified	7	0.03
Unknown	2	0.008
<b>Total</b>	<b>26386</b>	<b>100</b>

○ **Age (when crime occurred):**

	<b>Number of Victims</b>
0-9	319
10-19	2772
20-29	5704
30-39	4723
40-49	4785
50-59	3354
60-69	2311
70-79	1266
80-89	685
90-99	231
100-109	5
Date of Birth not recorded	231
<b>Total</b>	<b>26386</b>

**NOT PROTECTIVELY MARKED**

○ **Ethnicity:**

<b>Ethnicity</b>	<b>Number of Victims</b>
Arabic Or North African	82
Asian	304
Black	344
Chinese, Japanese, Or Any Other South East Asian	131
Unknown	1893
White - North European	23214
White - South European	301
Not Specified	117
<b>Total</b>	<b>26386</b>

When a crime is recorded by the police a 'Victim Support Referral' may be completed and for the above 26386 victims of crime, was completed as follows:

<b>Referred to Victim Support</b>	<b>Number of Victims</b>
<b>No</b>	1436
<b>Yes</b>	24950
<b>Total</b>	<b>26386</b>

The referral forms part of the Victim Contact Contract and/or Domestic Abuse Risk Assessment.

Although for a different 12 month period, it will be noted that there is a wide differentiation between the 24,950 victims Norfolk Constabulary reported to Victim Support and the 13,500 referrals Victim Support received from all agencies and self referrals. If the victims are believed to be vulnerable in any way, this should be recorded by the police. For the 26,386 victims of crime reported between 1/10/12-30/09/13, the reasons for vulnerability were as follows:

<b>Reason for Vulnerability</b>	<b>Number of Victims</b>
Bereaved Through Criminal Act	32
Child Under 17	721
Complainant In Sexual Case	209
Fear/Distress At Giving Evidence	58
Learning Disability	147
Mental Disorder	447
Physical Disability/Disorder	225
Subject To Intimidation From Any Source	89
Victim Of Domestic Violence	1122
Not Specified	23336

**NOT PROTECTIVELY MARKED**

<b>Total</b>	<b>26386</b>
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The statistics provided in the table above indicate that there may be some inaccuracies in recording practices. For example, 209 victims are included as vulnerable owing to being the complainant in a sexual case and a previous table shows there were 807 victims of sexual offences over the same period. Recording practices need to be revisited to ensure data is being captured correctly when accessing vulnerability around victims of sexual offences.

In addition to the 37891 crimes reported for the 12 month between 1/10/12-30/09/13, there were 10117 non-crime domestic incidents and 547 non-crime hate incidents. The non-crime hate incidents can be broken down as follows:

<b>Indicator</b>	<b>Number of Hate Incidents*</b>
Believed Disabled	74
Believed Faith	26
Believed Hate Other	48
Believed Homophobic/Transphobic	119
Believed honour-based	1
Believed Race	347
<b>Total</b>	<b>615</b>

\* There are more indicators than incidents as some incidents have more than one applicable indicator

There were 538 victims of non-crime hate incidents between 1/10/12-30/09/13 which may be broken down by Policing District and characteristics as follows:

○ **Policing District:**

<b>Policing District</b>	<b>Number of Hate Incident Victims</b>
A Kings Lynn & West Norfolk	69
B Breckland	49
C North Norfolk	35
D South Norfolk	32
E Broadland	43
F Norwich City Council	211
G Great Yarmouth	99
<b>Total</b>	<b>538</b>

**NOT PROTECTIVELY MARKED**

○ **Gender:**

<b>Gender</b>	<b>Number of Hate Incident Victims</b>
Female	223
Male	312
Not Specified	3
<b>Total</b>	<b>538</b>

○ **Age:**

<b>Age Range</b>	<b>Number of Hate Incident Victims</b>
0-9	4
10-19	69
20-29	113
30-39	145
40-49	107
50-59	62
60-69	28
70-79	6
80-89	4
<b>Total</b>	<b>538</b>

○ **Ethnicity:**

<b>Ethnicity</b>	<b>Number of Hate Incident Victims</b>
Arabic Or North African	20
Asian	52
Black	65
Chinese, Japanese, Or Any Other South East Asian	10
Unknown	64
White - North European	300
White - South European	24
Not Specified	3
<b>Total</b>	<b>538</b>

**Experience of Crime in Norfolk**

The Crime Survey of England and Wales estimates that there were 8.6 million incidents of crime covered by the survey for the year ending March 2013 compared with 3.7 million offences recorded by the police over the same period. The Government Office for National Statistics advise that statistics are not available specifically for Norfolk, but the national figures continue to support the view that a considerable number of crimes are not reported to the police.

**NOT PROTECTIVELY MARKED**

Research in Cambridgeshire (Draft Victim Strategy for Cambridgeshire 2013) highlighted the likelihood of someone reporting a crime depends on the nature of the crime they have experienced. It is suggested that almost 100 per cent of people who have had their car stolen will report it to the police; while only 11 per cent of people who are a victim of a serious sexual offence will report it.

### Criminal Justice Outcomes

The following table, provided by Norfolk and Suffolk Criminal Justice Board, sets out the number and percentage of detected crimes, set out by quarter, for the period 1 January to 31 December 2013 and broken down by the type of criminal justice outcome.

	Jan-Mar 13	Apr-Jun 13	Jul-Sep 13	Oct-Dec 13
<b>Norfolk</b>				
Total crime	9,078	9,270	9,791	9,333
Total detections	3,644	3,906	4,116	3,766
Detection rate	<b>40.1%</b>	<b>42.1%</b>	<b>42.0%</b>	<b>40.4%</b>
Total Restorative Justice/ Extended Professional Judgement (Numbers are included in total detections, above)	478	556	498	420

	Jan-Mar 13	Apr-Jun 13	Jul-Sep 13	Oct-Dec 13
<b>Norfolk</b>				
<b>Total charges/ summons</b>	1,963	1,981	2,202	2,165
Charge/ summons as % total detections	53.9%	50.7%	53.4%	57.5%
<b>Total cautions</b>	499	546	551	513
Cautions as % total detections	13.6%	13.9%	13.3%	13.6%
<b>Total conditional cautions</b>	19	64	61	48
Conditional cautions as % total detections	0.5%	1.6%	1.5%	1.2%
<b>Total youth cautions</b>	95	127	154	138
Youth cautions as % total detections	2.6%	3.2%	3.7%	3.7%
<b>Total youth conditional cautions</b>	64	29	24	9
Youth cond. cautions as % total detections	1.7%	0.7%	0.6%	0.2%
<b>Total TICs</b>	232	221	251	147
TICs as % total detections	6.3%	5.6%	6.1%	3.9%
<b>Total Fixed Penalty Notices</b>	142	147	163	152

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FPNs as % total detections	3.8%	3.7%	3.9%	4.0%
<b>Total cannabis warnings</b>	152	235	212	174
Cannabis warnings as % total detections	4.1%	6.0%	5.2%	4.6%
<b>Total restorative/ youth restorative disposal</b>	191	229	217	186
Restorative/ youth restorative as % total detections	5.2%	5.8%	5.3%	4.9%
<b>Total extended professional judgment</b>	287	327	281	234
Total EPJ as % total detections	7.8%	8.3%	6.8%	6.2%

### The needs of victims

The following is a summary of related recent research, regarding the needs of victims of crime and of witnesses.

The Victim Support report, **Summing Up: a strategic audit of the criminal justice system (2011)** highlights the fall in crime and rise in public confidence in recent years but points out that victims of crime are statistically less satisfied with the criminal justice system (CJS) and have a poorer opinion of the police than non-victims. This suggests that interaction with the CJS reduces rather than improves confidence, however the report shows that contact with Victim Support can increase confidence and restorative justice (see number of restorative justice outcomes on previous Table) shows high victim (and offender) satisfaction.

The likelihood of being a victim of crime is disproportionate. The report provides the example of a young man, who goes clubbing, owns a car, lives in social accommodation in a deprived and disordered urban area and has previously been stopped by the police, as having a 60% risk. An older woman, who does not go clubbing or own a car, lives in her own home in a rural area that is not deprived or disordered and has not been stopped by the police has a 3% risk. There is also an overlap between victims and offenders. Among a group of 15 year olds, those who had been victims had seven times higher offending rates, than those who had never been victims of crime.

In more than one in five crimes, the victim wants some form of support. Need varies depending on the type of crime but can include, depression, trouble sleeping, financial, emotional or psychological.

The report highlights that around 13% of crimes go to court, but in 2008 only two out of five trials were effective. The most common reasons for an ineffective trial were the absence of a defendant or witness, the prosecution or defence not being ready or court administrative problems.

The Victim Support report, **Out of the shadows, Victims' and witnesses' experiences of attending the Crown Court (July 2013)** builds on the above comments regarding the CJS and courts in particular, and takes the view that victims and witnesses are often

regarded the 'poor relation' in a CJS that is often weighted in favour of the defendant or focussed on 'cases' rather than individuals. The following is a summary of some of recommendations from the report:

- Continued resourcing of the Witness Service is essential to sustain witness confidence in, and satisfaction with, the court process;
- More needs to be done to prevent witnesses encountering defendants in the public areas of court buildings, entry halls and just outside;
- Efforts should be made to reduce the time between incident and trial date;
- More needs to be done to minimise court case cancellations, adjournments and the amount of times cases are put on the, 'warned list'. The updating of victims and witnesses also need to be improved regarding these areas;
- The offering and providing of special measures should be timely and more consistent so witnesses are clear, well in advance, regarding how they will be giving evidence. Equipment should be fit for purpose and in working order;
- Victims and witnesses should have access to clear and consistent information about the court process, legal concepts, cross examination, rules of evidence, the roles of prosecution and defence, the judge etc;
- Prosecution barristers should ensure they introduce themselves to witnesses and update them;
- Judges and court officials should emphasise to witnesses that the witness may ask for clarification of anything they do not understand;
- Victims need to be clearly informed about Victim Personal Statements;
- CJS professionals can do much to ensure victims and witnesses feel valued, particularly by being considerate and respectful in their interactions and by providing clear, consistent and timely information about the court process.

Many of the above recommendations have been included within the Revised Victims' Code.

The Victim Support report, **Victims' Justice? What victims and witnesses really want from sentencing (2010)**, considers the potential for criminal justice reform and how this could be taken forward to enhance the experience of victims and witnesses. The following is a summary of some of the recommendations from the report:

- If prison is to continue to be used, victims want to be sure that this is both an appropriate punishment and one that prevents reoffending. Effective rehabilitation has to be at the heart of the prison system;
- Though victims accept that any reforms have to be cost-effective, if individual sentencing decisions are seen to be motivated by concern for cost more than justice, they will not inspire the support of victims or the general public;
- The use of short-term prison sentences, should be reduced, with evidence based alternatives that will stop reoffending, put in their place;
- Community sentencing should be applied as a meaningful and effective alternative to custodial sentences;
- Sentencing needs to be much more transparent; the principles involved must be put more forcefully into the public domain, in comprehensible language;
- Victims should have sentences explained to them as clearly and as simply as courts do to defendants;

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- Every victim should be helped and encouraged to make a victim personal statement;
- A compensation fund should be created so that the Government bears the cost, rather than individual victims, if the defendant is financially incapacitated or absconds;
- The Criminal Injuries Compensation Authority can be of great value for victims. Ways should be found to administer it more efficiently and cost-effectively;
- The support role of voluntary sector organisations needs to be developed and they should be encouraged to give advice, help and, in cases of the most vulnerable, offer a free representation service to victims;
- Restorative justice should be a victim-led process where different methods are trialled throughout the UK in partnership with voluntary organisations. However, it is vital that such trials receive adequate investment to ensure that restorative justice is carried out by appropriately trained and qualified practitioners working to agreed occupational standards. This is necessary to ensure that both victims and offenders alike get as much as possible out of the process.

The Victim Support report, **Left in the dark, why victims of crime need to be kept informed**, focuses on 'one crucial area of information for victims: being kept informed and updated about their case'. The following is a summary of some of the recommendations from the report:

- Victims need to be updated regularly on the progress of their case with information that is, understandable, comprehensive and accurate;
- The police should look at innovative and cost effective solutions to widen victim's choices and tailoring information to need, freeing up resources for face to face contact and exploring alternative methods such as Avon and Somerset police', 'TrackMyCrime';
- Staff need sufficient training and awareness in victim care, including giving information;
- There needs to be an accurate, consistent and reliable way of measuring compliance to replace the former Witness and Victim Experience (WAVES) Survey.

In preparation for the election of Police and Crime Commissioners, the then Victims' Commissioner, Louise Casey, commissioned a report in each Local Policing Area to be written by a Victims' Services Advocate. The report for Norfolk, '**Listening and Learning: Improving support for victims in Norfolk (April 2012)**', aimed to provide a picture of the current support for victims, identify what victims need from local services and propose a course of action by the PCC to meet those needs.

Victims said that they valued independent services where they existed and wanted information to be available to allow them to make choices and access the support they needed. Improved communication is a theme throughout the report, including the need for the police to keep victims up to date with the progress of their case; explaining the criminal justice process. Victims highlighted that they would have to explain what had happened repeatedly to representatives of different agencies who lacked a coordinated approach. Those who had an advocate working on their behalf to coordinate agencies and support, valued this approach.

Stakeholders highlighted a need for the development of a clear route for victims to be risk assessed and referred to support agencies through a common process of assessment. Currently this is different and more developed for some types of crime, such as Domestic Violence. There was acknowledgement that there was minimal support for victims assessed as lower risk, but that information provided to victims at an early stage should manage their expectations.

The **Listening and Learning** report proposed (in summary) that the PCC should:

- Appoint a 'Norfolk Victims' Champion and the PCC has taken on this role personally;
- Ensure the sustainability of independent services for victims;
- Establish a Norfolk multi-agency victim hub, providing information, updates and options for support and actions and acting as a single contact point for victims;
- Invest in training and support for volunteer services to support victims;
- Ensure victims' voices are heard by supporting victims' personal statements, restorative justice and victims' advisory panels.

To assist the PCC with his responsibility for the commissioning of the majority of emotional and practical support services for victims of crime from October 2014, Victim Support developed a report during May 2013, **Services for victims of crime in Norfolk**. This report presented an overview of the services provided by Victim Support for victims of crime in Norfolk including those administered at the Victim Support Victim Care Unit in Ingatestone. It includes that Victim Support received just under 13,500 referrals of victims of crime in Norfolk last year, including those from Norfolk Constabulary, self-referrals and referrals from other agencies.

The **Understanding who commits hate crime and why they do it** (2013) report was commissioned by the Welsh Government to explore and assess what is known about the perpetrators of Hate Crime. One study (McDevitt, Levin and Bennett's (2002)) on Hate Crime identified 4 broad categories of offenders:

- Thrill seekers;
- Area or territory offenders;
- Retaliatory offenders;
- Mission offenders.

While the majority of Hate Crime offenders in the UK are white, male and under 25; Hate Crime offenders convicted of more serious and violent offences tend to be older. Very few Hate Crimes are committed by strangers and only a small proportion of offenders appear to 'specialise' only in Hate Crime.

The report explores patterns of behaviour, where Hate Crimes take place and motivation. Recommendations include:

- Geographical analysis of Hate Crimes to understand what is happening in Hot Spot areas with a view to the development of monitored interventions appropriate to different Hate Crime categories;

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- Exploring the use of Restorative Justice interventions for less violent/ serious Hate Crime offenders as a possible way of preventing progression in Hate Crime careers and reducing victim impact;
- Establishing a wider and deeper third party Hate Crime reporting mechanism, particularly with regards to Disability Hate Crime.

The **Hate Crime in Suffolk- Understanding prevalence and support needs** (September 2013) report was commissioned by the Suffolk Hate Crime Partnership to provide independent evidence of the prevalence of Hate Crime in Suffolk and the needs of victims and communities affected by Hate Crime across the victimisation themes of race, allegiance to a faith, sexuality, gender identity and disability. The report highlights the considerable amount of Hate Crime that goes unreported; believed to be as much as 90% for homophobic crime, and conclusions include a correlation between the number of Hate Crimes that are recorded and the resources dedicated to supporting victims and encouraging reports. Insults and harassment make up more than half of Hate Crimes recorded by the police (53.8%) followed by physical assaults (22.1%) and property related offences (14.2%). Hate Crime in Suffolk is under reported by up to 74% with reasons for not reporting including, perceived seriousness of the incident, common occurrence, efficacy and willingness of the police and fear of reprisal.

Victims of Hate Crime referred to generic support needs but also support needs specific to their community group, such as language for individuals from black and minority ethnic communities; recognition that family support may not be available to some from lesbian, gay, bisexual and transgendered communities; that for people with disabilities perpetrators are commonly women and someone close to them, such as a carer and/ or family member. The recommendations within the report include a framework of generic Hate Crime Service provision which covers the following stages in the Hate Crime service process- pre-incident; pre-reporting to the police; reporting to the police; criminal justice system; post criminal justice.

The way in which victims of Hate Crime are treated before, during and after their involvement in the criminal justice system is as important as the criminal justice system outcome itself. The report suggests a case management approach, with victims being assigned a case manager who can broker a package of support from appropriate agencies. Specific objectives from the report include:

- Increase awareness of Hate Crime;
- Encourage and support victims in making an informed decision about reporting;
- Support victims effectively throughout the criminal justice process;
- Establish a common and consistent reporting and case management process across agencies;
- Pilot an effective counselling service for victims;
- An effective buddies scheme;
- Increase understanding of Hate Crime amongst children and young people.

The Victim Support report, **At risk, yet dismissed The criminal victimisation of people with mental health problems**, follows a study of people with mental health problems' experiences with the criminal justice system. The study found that people with mental health problems are up to ten times more likely to be a victim of crime, more likely to suffer

repeat victimisation and less likely to be satisfied with the response they receive from the police.

The survey found:

- Forty-five percent of people with severe mental illness (SMI) were victims of crime in the past year.
- One in five people had experienced a violent assault; a third were victims of personal crime and a quarter were victims of a household crime.
- People with SMI were five times more likely to be a victim of assault, and three times more likely to be a victim of household crime, than people in the general population, after taking into account socio-demographic differences. Women were 10 times more likely to be assaulted.
- They reported very high rates of sexual and domestic violence, with 40% of women reporting being a victim of rape or attempted rape in adulthood, and 10% being a victim of sexual assault in the past year.

Recommendations include the following:

- Commissioners for health, social care and police (PCCs) should jointly address prevention and provision for people with mental health problems who are victims of crime in their planning and commissioning;
- Police forces should recognise and prioritise the high risk of being a victim of crime among people with mental health problems in the Police and Crime Plan, the Annual Community Safety Plan and related processes for action planning, consultation and Equality Impact Assessments;
- Police forces should encourage people with mental health problems to report crimes and hate incidents;
- Remove the barriers and improve the experience of people with mental health problems in court;
- PCC's should establish clear referral routes and information sharing across different agencies;
- Increase and develop understanding of why people with mental health problems are at such greater risk of crime.

The **Code of Practice for Victims of Crime (October 2013)** seeks to make the CJS more responsive to victim needs and sets out the information and support which is available to victims from reporting a crime onwards. It sets out minimum standards for service providers which provide services for victims, which includes PCC's. All service providers must include information about the Code on their websites. This information must signpost victims to the relevant pages of the GOV.UK website and have a mechanism for providing feedback.

All victims of 'criminal conduct' have entitlements under the Code and should have access to information on a range of victims' services. Criminal conduct is behaviour constituting a criminal offence under the National Crime Recording Standards. All victims of criminal conduct are entitled to have their details automatically passed to victims' services by the

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police within 2 working days of reporting the crime (this is the referral mechanism referred to in the PCC's Commissioning Responsibilities for Victims of Crime section above).

Victims' services are voluntary organisations which offer victims of crime help and support to help them cope and recover after a crime (these are the services PCC's will have responsibility for commissioning, so that these are available from 1 October 2014). There are enhanced entitlements for victims in the following categories:

- Victims of the most serious crime;
- Persistently targeted victims;
- Vulnerable or intimidated victims.

The 3 categories are designed to ensure that victims who are most in need will be able to access enhanced support. A victim of Domestic Violence, for example, is eligible for enhanced services as a victim of the most serious crime, but may also qualify for enhanced services as a vulnerable or intimidated victim.

On 11 January 2013 the PCC for West Midlands held a Victims' Summit to speak to victims and their representatives to ensure adequate support services were in place; particularly with regards to the distribution of funding coming to PCCs to commission victims' services from 2014. The resulting, **Report on the Police and Crime Commissioner's Victims Summit**, raised a number of points to be considered further, the following is a summary of some of those relevant beyond the West Midlands area:

- Services are not joined up currently, or it's very patchy;
- Services for Hate Crime victims are seen as the weakest, services for Domestic Violence, the strongest;
- Better information and communication about victim services is required;
- There is a need for a database of victim support agencies so that people know who does what and where. A mapping exercise should be undertaken to ensure that the information is available;
- Several suggestions for contact points of victim services, multi-agency hubs or an online portal;
- All services need to improve their feedback to victims;
- A call for transparency and accountability given there is no recourse for the victim if the system fails;
- A disconnect between the CJS and the public;
- One size does not fit all- sometimes victims are only signposted to a limited range of support;
- Data and information protocols remain an issue;
- Victim support is for a shorter time than offender management – offenders get more support than victims;
- Front line officers need to be aware of the range of services and agencies available for victims and should receive regular updates from the police;
- Housing agencies still tend to move a victim instead of evicting a perpetrator;
- There is a need to work more closely with statutory agencies such as Housing, Social Services, Schools and NHS;
- There is a need to show that the agenda and distribution of funds is victim driven and led;

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- There is a need to know what money is available and what services the money is spent on currently;
- Greater use needs to be made of consultations, focus groups and reports by victim organisations;
- It is essential that victims' needs are mapped;
- Effective sharing of good practice;
- There should be a simple process for all agencies to be able to register an interest in funding. There should be a collaborative effort to make sure all agencies are aware of how they can apply for funding;
- Organisations should be willing to avoid duplication and to be the representatives of all agencies working in an area of work e.g. violence against women, without a conflict of interest.

The PCC for Northamptonshire has established a Northampton Victims' Commission and, produced a report following a 3 month campaign and consultation on improving services for victims of crime in Northamptonshire, involving 1,000 victims. The resulting, **Victims' Voice Report of the Northampton Victims' Commissioner (September 2013)** concludes with 79 recommendations on how the Criminal Justice System in Northamptonshire could be improved. These include:

- For Anti Social Behaviour (ASB) – mainstreaming services for all victims; including ASB, and integration and continuity of support throughout agencies;
- For Domestic Violence – increasing access to services by innovative advertising, coordinating the various organisations providing help, so it feels to the victim like one service. Reviewing current support to identify gaps and enhance services;
- For Sexual Offences – enhanced police training for first response and investigations, ensuring specialist resources are readily available. Ensuring victims have the choice of being examined by a doctor of the same gender. Reviewing the attrition rate for serious sexual offence and rape cases and ensuring CPS explain the discontinuance of any cases. The development of confidential reporting enhanced support for victims of historical abuse and research with victims of online exploitation;
- For Hate Crime – Effective management and training with better outcomes for victims, greater consideration of pernicious and longer term cases, and with regards to support for victims;
- For Roads Victims – support should be extended over longer time periods and to include family members and witnesses.

The PCC for Cambridgeshire has developed a **Draft Victim Strategy for Cambridgeshire**, based on the Cambridgeshire Police Authority **Victim and Offender Needs Assessment**. Cambridgeshire Constabulary recorded 32,260 victims of crime (excluding businesses) during the calendar year 2011. Of these victims 85% were aged between 16 and 65 and a total of 80% were White British or from other white backgrounds e.g. European. A third of victims came from the 20% most deprived areas of Cambridgeshire and Peterborough.

The report highlights that the impact of being a victim varies from person to person; potentially having a disproportionate impact on the most vulnerable. The likelihood of becoming a victim varies depending on personal circumstances and lifestyle. For example

the risk of being a victim of crime is highest amongst 16-24 year old males who live in relatively deprived areas; lowest risk applying to someone in an older age range living in an affluent rural area.

There was recognition of the limited amount of information available about witnesses and their experiences. Research with a small sample of witnesses in 2009 found that 14.3% were not prepared to give evidence should they witness a crime again, links are made to qualitative research with witnesses that suggest that had they of known what their experience was going to be like; they would not have come forward.

The **Draft Victim Strategy for Cambridgeshire** recognises that many people who are victims of crime do not report these crimes to the police and therefore within the strategy people who are victims of crime are divided into 3 groups:

- The many people who do not report crime and do not seek additional support. Of those victims who do not report to the police, many will not need any additional support to their personal networks; however some will decide not to report out of fear, their vulnerability or other reasons;
- Those people who enter the criminal justice system, are supported within it and do not seek additional support;
- Those people upon which the crime has had such a profound effect that they require significant additional support.

The draft Strategy includes actions in respect of each of the 3 bullet points above and that a commissioning strategy is required to be put in place to enable appropriate support for those who require it.

The December 2013 Norfolk Constabulary **Interim Strategic Assessment**, provides an update against the policing objectives within the Police and Crime Plan and emerging issues.

The policing objectives include the areas of:

- Priority crime, reoffending and anti-social behaviour;
- Serious sexual and serious violence offences;
- Domestic Abuse;
- Collisions resulting in death or serious injury;
- Public satisfaction.

The emerging issues include:

- The supply of drugs from outside Norfolk becoming more prevalent;
- The need to embed work responding to Human Trafficking;
- The rising number of Registered Sex Offenders in the County;
- The increase in cyber-enabled crime and particularly fraud;
- The likelihood of the area of Mental Health to pose an increasing demand on police and partner resources.

Following the tragic deaths of a husband and wife in North Norfolk in December 2012, the subsequent **Domestic Homicide Review** highlighted that Mrs A had, for a lengthy period, been regularly presenting to her GP exhibiting symptoms, that may have been recognised as indicators of domestic abuse, regrettably the GP did not make the association between Mrs A's condition and being a victim. The nature of domestic abuse is such that for many well documented reasons, on average a woman will experience more than 30 incidents of abuse before reporting it. During the extended period of abuse that this represents we know that the severity of the abuse tends to increase and with it the risk to victim and any children who may be present within the household. There are numerous symptoms which may present as indicators that someone is being subjected to domestic abuse, these include: depression, irritable bowel, anxiety, poor sleeping, suicidal tendencies, drug and alcohol abuse and mental illness. These issues often lead a victim to refer themselves into the health service, and in particular to their local GP surgery.

The recommendations from that review, published in September 2013, made it clear that it is essential that GPs and their staff be equipped to recognise possible symptoms of domestic abuse, and to feel able to ask the question of the patient to establish if domestic abuse is present. They also need to understand the referral process into appropriate support and the associated risks to the victim of interventions and no intervention. Within Norfolk there are 115 GP practices across 5 Clinical Commissioning Groups (CCGs), it is necessary for each of these practices to receive an appropriate level of awareness training in recognising and referring domestic abuse, this training has already begun.

Leeway Women's Aid have been delivering specialist domestic abuse training across Norfolk for a number of years, they are the only multi agency domestic abuse awareness training provider in the county. They are the only providers of female genital mutilation and honour based abuse training in Norfolk.

Critical to the delivery of awareness training is knowledge and understanding of the referral pathways and support following disclosure. Leeway are the providers of these 24 hour services including emergency bed space. This brings added value that cannot be found elsewhere. It has been costed that £20,000 will allow Leeway to deliver awareness training to all GP practices in Norfolk, reaching between 2,000 and 3,000 practitioners and staff.

The November 2013, Norfolk Constabulary, Suffolk Constabulary and University of East Anglia report, **A Health Needs Assessment for complainants of Sexual Assault in Norfolk and Suffolk** highlighted the 'very good' service provided by the SARC and concluded with recommendations including the need for improved commissioning and provision of mental health and paediatric services and access to genito-urinary clinics and other referral services. The need for a permanent Child ISVA post is particularly highlighted.

### **The needs of offenders**

The following is a summary of related recent research, regarding the needs of offenders.

The July 2009, **Health Needs Assessment for HMP and YOI Norwich**, highlights that the prison population, at the time of the study, is more likely to suffer poor health, low educational achievement, unemployment and poverty with almost half of all prisoners having no educational qualifications and being unemployed prior to entering prison. 'Many

of the most vulnerable people in our society will end up in prison'. Levels of chronic physical disorders such as epilepsy, asthma, diabetes, coronary heart disease and cancer are similar to those found in an equivalent population outside of prison. Numbers of prisoners with mental health problems are high with the prison environment often further exacerbating mental health problems. Drug and alcohol problems are often present in prisoners with poor mental health.

The April 2012, **Health Needs Assessment for HMP Wayland** outlines the health needs of the then prison population, identifying gaps in service provision to inform future commissioning and concludes with 46 Findings with Recommendations. Most of these relate to processes, but specific health issues identified include:

- Epilepsy rates appear to be twice those expected;
- Insufficient provision for diabetic prisoners;
- Waiting times for dental treatment and smoking cessation services are too long;
- Insufficient mental health provision;
- High levels of opiate and anti-convulsant prescribing.

The October 2012, **Health Needs Assessment for HMP Bure** highlights that the main issue facing healthcare is the aging population, meaning that the prison will have to accommodate more elderly, disabled and infirm prisoners, with greater consideration for end of life care. Additional specific health issues identified include those appertaining to smoking cessation, alcohol specific therapeutic support and mental health care.

The September 2009, **East of England Lifestyles Report – research into attitudes towards health and health related benefits of people within the Criminal Justice System** points out that, whereas most offenders are aware of the contributors towards a healthy life style, dealing with underlying mental health or family problems are often seen to be more important. The Report makes recommendations regarding smoking, diet, physical exercise, alcohol and drug abuse, financial planning and mental health for offenders and service providers.

The 2013 Revolving Doors Agency briefing, **Balancing Act – Addressing health inequalities among people in contact with the criminal justice system** highlights health inequalities experienced by people in contact with the criminal justice system are well above the average experienced by the general population. Those at risk of offending frequently suffer multiple and complex mental and physical health issues and the paper suggests actions including:

- Understanding health needs;
- Building existing partnership arrangements, such as Community Safety Partnerships, Drug and Alcohol Teams and IOM;
- Making links with other common risk factors such as homelessness;
- Exploring opportunities for joint commissioning and co-located services.

Many of these issues are identified with the Core Briefing on Liaison and Diversion which found a high prevalence of vulnerabilities within the offender population:

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- National Evaluation of Prison Mental Health In-Reach Services found that 71% of the prison population were identified as having either a severe and enduring mental illness, a substance misuse problem or both. 23% of the prison population had a severe and enduring mental illness with 19% suffering from major depression and 4% from psychosis.
- Users of opiates and/or crack cocaine are twice as likely to have one or more convictions pre-treatment than those who use other drugs, and they also have a 50% higher average number of convictions per year.
- An analysis of data drawn from over 120,000 Offender Assessment System (OASys) Assessments found over 2004/5 found that nearly half 47% had misused alcohol in the past, 32% had violent behaviour related to their alcohol use and 37% were found to have a criminogenic need relating to alcohol misuse, potentially linked their risk of reconviction.
- Evidence from a 1997 ONS survey of psychiatric morbidity among prisoners found that the prevalence of any personality disorder was 78% for male remand prisoners, 64% for male sentenced and 50% for all female sentenced prisoners.
- Just over half (53%) of prisoners in the SPCR survey reported having a qualification, compared to 85% of the general population. 21% of prisoners reported needing help with reading and writing or ability with numbers, 41% with education and 40% to improve work-related skills.

The January 2014, Department of Health document, **Closing the Gap: Priorities for essential change in mental health** advises that mental health must have equal priority with physical health, highlighting premature mortality, discrimination, gaps in provision and long waits for services. The document provides 25 areas for change under headings of:

- Increased access to mental health services;
- Integrating physical and mental health care;
- Starting early to promote mental wellbeing and prevent mental health problems;
- Improving the quality of life of people with mental health problems.

Some of these areas are Criminal Justice centric, including 'Street Triage', 'Liaison and Diversion' and 'Victims' Code' provisions.

The joint Norfolk Constabulary, Suffolk Constabulary and University of East Anglia, **Norfolk and Suffolk Health Needs Assessment 2012**, brings together police, ambulance, mental health and prison data with the following general findings:

- Significant alcohol problems are evident in a minimum of 20% of detainees, with a further 20-30% at risk of alcohol related harm;
- Important drug problems are evident in a minimum of 15% of detainees;
- Very high levels of smoking were evident (approximately 80%);
- Important mental health problems occur in a minimum of 20% of all detainees;
- While mental health problems are common among detainees, most are at a level that could be managed by primary care. However, a small but important minority have psychosis.

The 2004, Research Plus Report, **The Accommodation and related Support Needs of Offenders in Norfolk** sought to obtain, then, up to date, accurate information regarding

the provision of housing and related support services for offenders in Norfolk. The Report concluded that despite the support then in place, there were still people coming out of prison homeless. The main issues hindering people in obtaining and sustaining appropriate accommodation included:

- Substance misuse;
- Mental health problems;
- Rent arrears;
- Accessibility of local authority and social housing;
- Cost.

Low literacy, communication or and numeracy skills sometimes exacerbated the situation. The Report concludes with numerous recommendations for agencies and service providers.

The Ministry of Justice Publication, **Statistics on Race and the Criminal Justice System 2012** is published for the purpose of, 'facilitating the performance of those engaged in the administration of justice to avoid discriminating against any persons'. The document includes arrests per 1000 population by self defined ethnicity and Local Policing Area (LPA) for the year 2011/12. The following table shows arrests per 1000 population by self defined ethnicity for Norfolk.

White	Black	Asian	Mixed	Chinese or Other	Total
18.8	113.7	16.9	32	19.6	19.6

Nationally, per 1,000 population aged 10 or older, a Black person was nearly 3 times more likely to be arrested than a White person and a person from a Mixed ethnic group. There was no difference in the rate of arrests between Asian and White individuals. In Norfolk, the table shows that the likelihood for a Black person to be arrested, compared to a White person, over this period was less proportionate than the position nationally and is an area for focus.

The Ministry of Justice Publication, **Statistics on Women and the Criminal Justice System 2011** is published for the same reasons as those for 'Race' above and is the most up to date MOJ publication in respect of 'Gender'. Between 2006/07 and 2010/11, there was an eight per cent reduction in the number of arrests by police forces in England and Wales (from 1,482,156 to 1,360,451). This comprised of a 13 per cent decrease in arrests of females and a seven per cent decrease in arrests of males. Overall, less than one in five arrests recorded by the police in 2010/11 and in the preceding four years involved females.

The most recent population data suggests that, in 2011, females accounted for a relatively stable proportion of the population aged 10 or over (between 50 per cent and 52 per cent) across all Local Policing Areas (LPA), except for in the City of London. In 2010/11, females (adults and juveniles) accounted for between 13 per cent and 19 per cent of all those arrested in each of the 43 LPAs in England and Wales (overall, females represented

16 per cent of arrests in 2010/11), which is consistent with the previous four years. Statistics are not available from MOJ broken down to individual LPA; instead comparisons are made between London and all the other LPAs combined.

Juvenile arrests for both genders decreased in each LPA between 2006/07 and 2010/11, however, no consistent trend was discernible for adults.

The 2012, All Party Parliamentary Group on Women in the Penal System report, **Inquiry on girls; From courts to custody**, highlights:

- A lack of awareness among professionals of the differing roles and services provided by children's services and youth offending services;
- There is a lack of gender-specific provision for girls when sentenced;
- The needs of girls are overlooked due to the small number of girls in the penal system.
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The report concludes with related recommendations for ministers, Youth Justice Board, courts and local authorities.

The Prison Reform Trust report **Brighter Futures** recommends the development of women specific integrated offender management type approaches and calls for more women specific interventions. It notes significant differences between women and men who offend including:

- Their patterns of offending: women are more likely to commit acquisitive crimes and less likely to commit serious and violent offences
- The social and economic contexts of their lives: women are more likely to experience poverty and be primary carers of dependent children, including as lone parent; many women are victims of domestic violence or sexual abuse, and their offending is more likely than men's to be linked to their relationships
- Patterns of substance use: women in prison report higher rates of opiate use (e.g. heroin and crack cocaine) and use of (legally or illegally obtained) prescription drugs
- Health inequalities: women have higher rates of self-harm and eating disorders, their rates of depression and anxiety are twice as high as those for men, they are more likely to have symptoms associated with post-traumatic stress disorder and are more likely than men to have a mental illness
- The impact of human trafficking: women are vulnerable both to sexual exploitation and to coercion into criminal activity.

The report notes that many women in the criminal justice system are themselves victims of violence:

- More than half of women in prison report having suffered domestic violence
- A WomenCentre survey of 44 women receiving intensive support found that three quarters of them were recent victims of domestic abuse and 8 had been raped
- One in three women in prison report having experienced sexual abuse

Additionally women in prison exhibit worse physical health than women in the general population, and drug and alcohol dependency are common and often integral to the woman's offending. For example nearly half of women prisoners (48%) report having committed offences to support someone else's drug use.

The 2012, Howard League for Penal Reform report, **Out of place: The policing of criminalisation of sexually exploited girls and young women**, sets the context around many girls and young women's sexual exploitation as taking place within exploitative friendships and relationships, whereby girls may use crime as a resource to make themselves safe, knowing that in being arrested they will be removed from the position in which they find themselves. The report concludes with recommendations linked to the support of girls and young women, particularly in respect of sexual exploitation and youth prostitution.

The 2013, Howard League for Penal Reform report, **Overnight detention of children in police custody 2010-2011**, highlights the high number of overnight detentions of children aged 17 and under in police custody and that this is inconsistent across England and Wales. The report's recommendations include:

- The practice of detaining children overnight in police cells should be brought to an end;
- Police services should work closely with children's services to provide safe and appropriate care for children who come to their attention.

The 2013, Independent Commission on youth crime and antisocial behaviour report, **A fresh start to tackling youth crime – A briefing for Police and Crime Commissioners**, 'identifies ways that PCCs can play a leading part in reducing crime and antisocial behaviour by children and young people'. It concludes that PCCs are well placed to:

- Lead and facilitate evidence-based strategies for early intervention;
- Plan for a future in which community resolutions, youth conferencing and other restorative approaches provide the default response to crime and antisocial behaviour committed by children and young people;
- Ensure young people receive timely interventions that tackle the full range of problems they face;
- Engage with young people to gain their support in making neighbourhoods safe.

Youth justice board commissioned research in 2005 showed significant that 31% of young people (aged 13-18) who offended (including young people in custody and in the community) were identified as having a mental health need. A Core Briefing on Liaison and Diversion notes significant vulnerabilities among youth offenders;

- Based on data from 2006, 64% of young people in the secure estate (aged 12 to 18) reported drinking alcohol daily or weekly and 77% of those sentenced reported illegal drug use in the past 12 months (YJB, 2009). In comparison, in 2011, the proportion of pupils (aged 11-15 years in England) who drank alcohol in the last week was 12%, 3% of pupils who had taken drugs in the last year had done so regularly (once a month or more).

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- A study by Lader et al. (2000) found that 84% of male remand and 88% of male sentenced young offenders (aged 16 to 20) showed signs of a personality disorder. In the general population of children the prevalence of conduct disorder, which is a necessary condition for adult anti-social personality disorder, was estimated at 6%.
- For youths research studies suggest generalised learning disability is more common in young people in custody; a prevalence of 23-32%, compared to 2-4% of the general population. Based on the study by Harrington & Bailey (2005), Chitsabesan et al. (2006) found that 20% of young offenders had a learning disability, with a further 31% assessed as 'borderline' regarding intellectual functioning as measured via the Wechsler Abbreviated Scale of Intelligence (WASI).

The January 2014, Norfolk Early Help Board proposal, **How to tackle the challenge of providing early help**, recommends a model of multi-agency hubs to transform the approach of services, to deliver help and to improve outcomes for the residents and communities of districts, by understanding and responding to needs.

The June 2013, Norfolk County Council, **Norfolk Restorative Approaches Strategy 2013-2015**, sets out to encapsulate direction for all agencies and partnerships within Norfolk. In broad terms, 'Restorative Approaches constitute an approach to challenging behaviour, which puts repairing harm done to relationships and people, over and above the need for assigning blame and dispensing punishment.' Restorative Approaches is the umbrella term for different practices, including Restorative Justice, which gives victims the chance to tell offenders the real impact of their crime, to receive answers and an apology, while offenders get the chance to understand the impact and do something to repair harm. The Strategy aims to:

- Develop Norfolk as a restorative County by 2015;
- Provide every child and young person in Norfolk with access to restorative approaches;
- Develop restorative communities;
- Embed restorative justice;
- Embed restorative practices within organisations and businesses as requested.

The March 2014, Ministry of Justice presentation, **Using Evidence to Promote Effectiveness**, lists the most effective, evidenced, interventions to reduce reoffending.

Evidence is identified as 'good' in respect of:

- Drug misuse interventions;
- Cognitive behavioural interventions for impulsivity, self-control and criminal attitudes;
- Interventions that aim to improve family relationships and parenting;
- Psychosocial interventions aimed at reducing violence;
- Restorative Justice Conferencing (face to face).

Evidence is mixed/ promising on:

- Interventions to address employment needs;
- Mentoring;
- General restorative justice;
- Domestic violence offender behaviour programmes;
- Sexual offending offender behaviour programmes.

**For conclusions and recommendations resulting from this needs assessment, please turn to page 3.**

**This paper is a live document, regularly reviewed to ensure it continues to accurately reflect the needs of Norfolk.**

**Input from groups or individuals is welcome at any time and will be fed into the review process.**

Office of the Police and Crime Commissioner for Norfolk  
Building 8, Jubilee House  
Falconers Chase  
Wymondham  
Norfolk NR18 0WW

Telephone: (01953) 424455  
Email: [opccn@norfolk.pnn.police.uk](mailto:opccn@norfolk.pnn.police.uk)  
Website: [www.norfolk-pcc.gov.uk](http://www.norfolk-pcc.gov.uk)