

Victim and Offender Needs Assessment

**Originally Published July 2012 with the ‘Victims’
section April 2013**

Assessment project led by Cambridgeshire Research Group, Cambridgeshire County
Council on behalf of Cambridgeshire Office of the Police & Crime Commissioner

1. Executive Summary

April 2013 Update

- Ahead of commissioning local services for victims, the Cambridgeshire Office of Police and Crime Commissioner requested an update of the victim's section of this report. The primary objective was to redo the analysis for the police recorded victims of crime and update references to the Crime Survey for England and Wales.

The update of does not alter the main conclusion of the needs assessment which identified three distinct groups of victims: those at risk of serious harm, groups which include a number of high risk cases and those living in deprived areas.

However, noteworthy changes between 2011 and 2012 are as follows:

- The number of victims has reduced by 757, from 32,260 unique victims in 2011 (excluding businesses) to 31,503 in 2012.
- The rate of victimisation has fallen; particularly in Peterborough where 49.3 people per 1,000 were victims of crime during 2012 compared to 53.7 per 1000 in 2011.
- The gap in the rate of victimisation between the cities of Peterborough and Cambridge reported in the previous report has narrowed considerably (47.3 victims per 1,000 population in Cambridge compared to 49.3 per 1000 in Peterborough).
- The biggest fall in victimisation, by age group, was for those aged 30-44. Down from 30.7% of all victims to 24.7%.
- There has been a decline in the quality of the detailed data recorded about victims. The percentage of victim records where no age or no ethnicity for the victim is recorded has increased significantly. Also information about the extent of honour-based violence in the County was not available.
- The percentage of victims recorded as being from a non-white-British background has increased between 2011 and 2012: from 21.9% to 27.2% (only 18.6% of the population are of a non-white-British origin).
- The percentage of victims from a white - other background (mainly East European) increased for Fenland (8.7% to 10%) and Peterborough (12.4% to 13.6%).
- Peterborough still has the highest percentages of Asian and Asian British victimisation (9.1%) compared to all of the Cambridgeshire districts, including Cambridge City which has a percentage of 5.4%.
- The gap between the percentage of victims living in the most deprived areas of Cambridgeshire and Peterborough compared to the least deprived is still significant. For every three victims in the most deprived areas there is only one in the least deprived.
- Eight out of the top ten small areas (LSOAs) with highest rates of victimisation were in Peterborough.
- The Crime Survey of England and Wales shows a national reduction in the repeat rate for victims of domestic violence. Locally there have been fewer domestic violence incidents during 2012 compared to 2011.
- The Crime Survey for England and Wales reports that females aged 16-24 have now overtaken males of the same age group as the most victimised group within the population.

In Cambridgeshire and Peterborough the picture is slightly different with 17% more males

age 11-18 being victimised than females. There are however slightly more females victims than males within the 19 – 29 age group. For all other age groups up to those aged 80+, males form the largest victim group.

- For the update a much more detailed analysis of victimisation by age group was completed (see page 29).
- The rate of victimization in Peterborough is higher across all age groups when compared to Cambridgeshire as a whole, except for those aged 16-17.
- When comparing the rural districts; Fenland has a higher rate of victimisation for all age groups up to the age of 69.
- The rates of victimisation in Fenland for those aged 18 – 24 and 25 – 29 are particularly high and are comparable to those of the city of Cambridge.
- East Cambridgeshire had a high percentage of victims aged over 60 compared to all other districts. 19% of victims were aged 60+ in this district compared to 13% for Cambridgeshire and Peterborough as a whole.
- The update briefly looked at changes in the number of offenders. There was a reduction of 600 from 11,300 in 2011 to 10,700 in 2012.
- The update also considered the 2012 Commercial Victimization Survey¹ which interviewed over four thousand businesses in England and Wales. Of those almost half (46%) reported being a victim of crime during the twelve months prior to interview.
- Rates of victimisation varied between different types of business premises with manufacturing premises experiencing the lowest rate of victimisation and wholesale / retail premises experiencing the highest. This difference is mainly accounted for by the high level of theft experienced by retail premises.

Key Findings – Victims

- The April 2013 update of the victims section does not alter the main conclusion of the needs assessment.
- The needs assessment identified three distinct groups of victims. The first were **victims at high risk of serious harm**. Victims of domestic abuse were the largest victim group that fell into this category and the victims of sexual violence, hate crime, honour-based violence and people bereaved by murder, manslaughter or as a result of road traffic incidents were also included.
- The next group of victim groups were those that were not all at risk of serious harm but there were a number of **high risk cases**. The biggest group were the victims of anti-social behaviour however young victims, vulnerable elderly victims and those with mental health problems were also included.

¹ Crime Against Businesses: headline findings from the 2012 Commercial Victimization Survey, 2012, Home Office (Published January 2013)

- The needs assessment also identified that **victims living in deprived areas** were a group of concern. This was due to relatively high crime rates and a concentration of both victims and offenders in these areas.
- The previous assessment identified that since 1995 the level of crime in England and Wales has fallen², this trend has continued. An individual's likelihood of being a victim has fallen with the fall in crime, however being a victim is still a reality for many people.
- Cambridgeshire Constabulary recorded 31,503 victims of crime (excluding businesses) during the calendar year 2012.
- Of these victims 84 per cent were aged between 16 and 65. A total of 85 per cent were of white ethnicity. A third of victims came from the 20 per cent most deprived areas of Cambridgeshire and Peterborough.
- The Crime Survey for England and Wales suggests that many people do not report crimes and that at least one in five people in the country are actually victims of crime each year. Applied to the population of Cambridgeshire and Peterborough this implies that approximately 100,000 people (aged 10-65) could have been a victim of some sort of crime in the last 12 months.
- The likelihood of someone reporting a crime can depend on the nature of the crime they have experienced. For example the previous crime surveys suggest almost 100 per cent of people who have had their car stolen will contact the police, while only 11 per cent of victims report serious sexual assaults.
- There is also variation in repeat victimisation. Those experiencing domestic abuse are more likely to suffer from repeat victimisation than any other type of victim. Cambridgeshire Constabulary records over 11,000 domestic abuse incidents³ each year; while the actual number of incidents experienced could be significantly higher.
- The impact of becoming a victim of crime varies from person to person. A relatively minor offence can have a serious outcome for a vulnerable victim. All agencies need to appreciate this and take a victim-centred approach; responding to the needs of the individual, rather than the crime type suffered. The demand for victim support services outweighs the resources available which means the highest risk victims are prioritised.
- The Victim Services' Advocacy Project recommended a common assessment tool should be introduced for victims across Cambridgeshire and Peterborough. It also raised a need for a seamless service for victims.
- The consultation workshops identified that the following victim groups needed to be featured within the needs assessment:
 - Victims of anti-social behaviour
 - Victims of domestic abuse
 - Victims of sexual violence
 - Victims of hate crime

² Crime Survey for England and Wales (year ending Sept 2012): This is a systematic study of victimisation in England and Wales carried out through interviewing a large sample of the population. The CSEW provides a different reflection of crime compared to police crime statistics since it includes unreported offences and those considered too trivial to be worth reporting by the victims.

³ An 'incident' is a reported event that the police have been notified about e.g. reports of a row between two individuals. On subsequent attendance and investigation a crime may or may not be identified and recorded.

- People bereaved by murder, manslaughter or as a result of road traffic incidents
- Young victims of crime
- Victims of honour-based violence
- Vulnerable, elderly victims of crime
- Victims with mental health problems
- Victims living in deprived / vulnerable localities.

A brief overview of why each of these groups has been included is within the main body of the needs assessment.

- The impact of crime on each of the key victim groups is potentially more significant. Some of these groups have high volumes of victims and place a great demand on services; for example, it is estimated there are more than 40,000 reported incidents of anti-social behaviour each year to the police. Other victim groups are relatively small in number; with Cambridgeshire Constabulary recording 155 cases of honour-based violence between August 2008 and May 2012.
- 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 single, 16–24 year olds who live in relatively deprived areas. The lowest risk lies with someone in an older age range living in an affluent rural area.

Key Findings - Witnesses

April 2013 Update

- Following on from the recommendations of this assessment a separate report on the needs of witness that includes a limited set of interviews with those who had recently acted as witnesses has been produced and is available by e-mail from research.performance@cambridgeshire.gov.uk.

Original findings

- Witnesses play a crucial role in supporting victims and ensuring offenders are brought to justice. If they are witness to a traumatic event then they could be considered a secondary victim group.
- There is only a limited amount of local information available about witnesses and their experiences. Research with a small sample of witnesses as part of the joint inspection of Witness Care Units (WCU) in 2009 found that 14.3 per cent would not be prepared to give evidence should they witness a crime again. This point was also raised by those people who attended the stakeholder workshops in Cambridge and Peterborough. In particular those working within the third sector reported that many witnesses they had come across had expressed the view that “if they had know what it was going to be like, and entail, they would not have come forward as a witness”. More research is needed to identify if this is a common experience in Cambridgeshire and Peterborough or not.

Key Findings – Offenders

April 2013 Update

- When the new victim data was collected information was also collected for offenders. This information is yet to be analysed although the totals are available.
- Cambridgeshire Constabulary identified at least 10,700 individual offenders during 2011 – this includes those linked to a crime as the offender and those who have been convicted, cautioned or recently arrested.

Original findings

- The total extent of offending is difficult to gauge. Estimates of offending based on the national 2003 Crime & Justice Survey applied locally suggest that more than 50,000 people living in Cambridgeshire and Peterborough aged between 10 and 65 years could have committed some sort of offence in the last 12 months. However many offences, as suggested in the British Crime Survey, go unreported, indeed many would have been considered too trivial to have been reported.
- More than 80 per cent of the offenders identified by Cambridgeshire Constabulary are male. Nearly one third are aged between 18 and 24, and 17 per cent are under the age of 17. Over a third reside in the 20 per cent most deprived areas in Cambridgeshire and Peterborough.
- Many local agencies are involved in managing offenders. Within Cambridgeshire and Peterborough there are three prisons with a total of 2,727 prisoners. Each year more than 2,000 offenders are supervised for periods by the Cambridgeshire and Peterborough Probation Trust – with approximately 10 per cent re-offending each quarter.
- The re-offending rate amongst short-sentence prisoners (those serving less than 12 months, who are not subject to probation supervision) has been highlighted as being the highest of all offender groups⁴ even higher with 57 per cent reoffending within a 12 month period.
- More than 950 young offenders (those aged under 18) are managed by youth offending services in Cambridgeshire and Peterborough each year.
- The risk factors in childhood which lead to offending can be the same as those which accompany substance misuse, other risk taking behaviours, and mental ill-health. Early interventions with young people can be the most effective, but need to address a broad range of behaviours, not just offending.
- Analysis into the current most prolific adult offenders in the area has revealed most started out as young offenders in Cambridgeshire and Peterborough. In fact it revealed 85 per cent of them started their offending in the county at an average age of 13.
- The Integrated Offender Management Scheme currently manages 169 prolific offenders, many of whom also have drug and/or alcohol dependency problems. This represents less than two per cent of offenders identified in Cambridgeshire Constabulary's nominal database.
- The MAPPA (Multi Agency Public Protection Arrangements) scheme has identified 726 offenders (512 sex offenders and 154 violent offenders) who are specifically assessed to manage the risk they pose within the community in Cambridgeshire and Peterborough.

⁴ 2011 Compendium of Reoffending Statistics and Analysis, Ministry of Justice

- No single issue causes someone to re-offend rather it is an interaction between many different factors e.g. drug misuse, homelessness, lack of social skills or lack of employment opportunities. Therefore offenders need to be managed holistically with co-ordinated inputs from a number of relevant agencies.

Key Findings – Vulnerable Individuals

- Having a mental health problem increases personally vulnerability to becoming a victim of crime, to self-harm or in some cases to cause harm to others (either directly or inadvertently).
- People with mental health problems have been identified within the assessment as being a needs group that features across multiple crime types and as a subset of offenders, victims and witnesses. Therefore there needs to be clear links between the commissioning of policing and criminal justice services and the commissioning of mental health treatment.
- The consultation workshops also highlighted that many offenders can also become victims of crime. In particular sex workers, substance misusers and chronically excluded adults were identified as being at risk. Approaches to managing offenders need to take account of these vulnerabilities.