



Ministry
of Justice

Supporting BAME Victims of Crime Guidance for Commissioners

May 2021



Ministry
of Justice



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Executive summary and Quality Standards for Commissioners

- In the February 'Tackling Race Disparity in the Criminal Justice System 2020' update, the Ministry of Justice committed to continue to develop understanding and challenge racial disparity within the Criminal Justice System (CJS). The Lammy Review highlighted the disproportionate experiences and outcomes in the CJS for Black, Asian and Minority Ethnic (BAME) people in the United Kingdom. This guidance forms part of wider work over and beyond the Lammy recommendations, recognising the different experiences BAME people may have being a victim of crime.
- This guidance has been developed primarily for Police and Crime Commissioners as they are funded by the Ministry of Justice to deliver and commission support services for many victims of crime. However, we hope the guidance will also be useful for other commissioners providing services for BAME victims, beyond the CJS including NHS, local authority and third sector commissioners.
- The risk of victimisation is disproportionately higher for those from a BAME background. BAME victims are also less likely to be aware of victims support services than White victims. BAME victims may have lower levels of trust and confidence in the criminal justice system overall, due to possible adverse experiences, and negative outcomes of previous engagement, which is likely to be reflected in their attitudes to victims' services.
- The term 'BAME' is widely used within the CJS to describe people who represent diverse racial and ethnic backgrounds. We understand that this term leaves little room for individuality and are aware of its limitations. To alleviate any confusion or vagueness, we try wherever possible to situate data and information into its proper context and talk precisely where a particular group is affected. For the purposes of this publication, we intend the most inclusive meaning in terms of the range of people of different races and ethnicities signified by 'BAME' and recognise that there is huge diversity within this term, the 'ethnic minority' category, and in preferences on language. There is also significant diversity within ethnic minority groups, where needs and experiences can differ greatly.
- It should also be noted that there are some crime types where BAME groups are under-represented in the data in relation to reporting and accessing support services, for example child sexual abuse. This does not necessarily indicate lower prevalence rates amongst BAME groups but is more likely to reflect specific barriers to disclosure

and accessing support. This illustrates an important need for commissioners to understand how different crimes affect BAME groups.

- We recognise that some variation in approach to best supporting BAME victims will be appropriate in different areas, for particular types of crime and for different demographics including for children and young people, but consider the three quality standards below to be an essential foundation in all areas, and which our fuller guidance supports commissioners and service providers achieve.
- The three quality standards will support commissioners in reaching BAME victims who might otherwise not access victims' services. They will also support commissioners to ensure that services are effective, strategically considered and for the benefit of as wide a range of victims as possible.
- Adherence to the three Quality Standards will be monitored through our grant funding processes, built into grant agreements and into bi-annual reporting documents. We will challenge areas that are insufficient, with a focus on what needs to be improved, what is adequately addressed proportionate to the area's needs, and where evidence is missing. We will work with PCCs to remedy any disputes in relation to these Quality Standards, putting in place timelines, action plans for improvement, escalating concerns where necessary, and suspending grant payments (as set out in the PCC grant agreement) where concerns are consistently not addressed. PCCs are also accountable to the local electorate, and so we encourage them to publicly release information on how they are working to meet these new quality standards. We will also seek to gather best practice, and case studies to evidence this work.
- We plan to learn from, how local areas work to understand and support BAME victims of crime, including through desegregated data, case studies, needs assessments and action plans, and will share this best practice wider where possible.
- The fuller guidance document which follows this summary contains a number of resources, information and case studies to helpfully assist commissioners with meeting the quality standards and with their commissioning (and/or direct provision) of services.

Quality standard 1

Commissioners must consider and capture the needs of BAME victims in every stage of their planning and commissioning of victims' services, identifying root causes, by working with local experts with experience and knowledge.

- **Young BAME individuals in particular are more likely to be victims of crime than average, with particular disproportionality for offences including serious violence, rape, sexual violence and hate crime. BAME victims may have lower awareness, trust and identification with victims' services which can link to lower confidence in the CJS overall.**
- **It is critically important for commissioners to build up an understanding of the local profile and issues for victims, including BAME victims, in their area. This must take account of intersecting factors such as gender, age, disability etc to ensure that the minority victim profile is not homogenised. This can be achieved through a mix of data collection and analysis, and ensuring they hear directly from a range of BAME voices from different backgrounds, through face to face engagement, and working with recognised experts who understand issues of vulnerabilities and risks amongst different groups in communities.**
- **It is also important that commissioners and service providers understand that BAME individuals may be more likely to engage with by and for services who have experience in delivering support to victims and witnesses, particularly where these services are provided by BAME- led organisations in the local area. It is also important for mainstream service providers to understand the value of this type of support, and foster good working relationships with by and for services.**

Prompts for commissioners to consider in working to meet this quality standard:

- What do you know about?
 - race/ethnicity and local crime profiles;
 - particular challenges and barriers to access faced by BAME victims that take account factors such as age, gender, sexuality and ethnicity.
 - relationships between BAME populations and service providers;
 - awareness, uptake and satisfaction of services among BAME victims?

- Are you engaging with community groups, including BME marginalised groups, the voluntary sector and grass-root organisations? Are they feeding in to strategic needs assessments?
- Have you utilised national insights sources to inform commissioning and planning services? This might include Office for National Statistics and Crime Survey for England and Wales data, and insights from engagement shared in this guidance?
- How are local service providers mapping services to local need? How does this fit into the statutory services pathway for children and adults' health and social care? Are they able to provide efficient data on whether and/or how BAME victims are using services? Forming part of an evidence needs based analysis.

Quality Standard 2

Commissioners must provide services that proportionately reflect the BAME demographics of their local communities.

- **All appropriate service provision should conform to equality (including Equalities Act 2010) and human rights standards whilst also remaining aware of cultural barriers (i.e. take into account the beliefs, behaviours and needs of diverse service users and how this may effect engagement and service use).**
- **While it may not always be feasible, best practice is to provide dedicated BAME-specific services. Where possible, specific services should be commissioned, local needs and issues should inform the detail of this, with respect to existing local provision.**
- **Policies, behaviours and ethos should all work towards a human rights centred victims' service.**
- **Ethnic diversity should extend to staffing in commissioners' offices, particularly at senior/managerial levels where decisions are made. There should also be similar diversity in the staffing of commissioned service providers; overall, workforces should strive to reflect the local mix of the community and their lived experiences.**

Prompts for commissioners to consider in working to meet this quality standard:

- Are you using local demographic data to ensure services are appropriately representative of, and tailored to, the clients they serve? Even in regions where BAME populations are smaller, have you considered how services might be targeted to meet their needs, or whether victims are moving across geographic boundaries to have their needs met?
- Are commissioned services able to provide detail on their service users, and evidence that they are providing an equality and human rights compliant service that specifically meets the needs of their diverse BAME clientele, and that staff members are fulfilling these objectives?
- How are your service providers illustrating better working practices with community members and grassroots organisations? Can service providers demonstrate that they are engaging with a range of BAME voices to best understand need, including children and young people, or those with specific characteristics which may prevent them being identified or seeking help? How are you supporting service providers to develop relationships with BAME community members and grassroots organisations?
- Where partnership programmes have been commissioned, how can commissioners ensure equal power dynamics, and that by and for providers are meaningfully engaged in strategy, and have access to the funding they need?

Quality Standard 3

Commissioners must evidence that they are promoting victims' services in their areas to ensure BAME victims are aware of the services available to them.

- **Due to the barriers in place, BAME victims are often less likely to be aware of, or access support available. They are also less likely to place trust in the CJS, and so it is likely that while awareness raising is key, it will not drive up access to support alone.**
- **Effective approaches to outreach can include using community workers, community venues and social media to raise awareness of services. Police (as the first point of contact in the CJS) have a critical role in signposting services effectively to BAME victims. Alternative statutory services may be more appropriate as a first point of contact for BAME victims: alongside health, youth services, schools and children's social care. Commissioners may also want to consider where victim services could be effectively located or networked into**

other statutory agencies, building mutually beneficial and trusting relationships (i.e. alternatives to the police).

- **Key messages to victims should include highlighting that victims' services are independent from police and immigration services, free to receive and don't require a crime to be reported.**

Prompts for commissioners to consider in working to meet this quality standard:

- How are commissioners and service providers ensuring they are effectively speaking to BAME groups from a range of backgrounds?
- Are you making use of groups and individuals with connections into diverse communities to achieve broad promotion of services? Are you using online resources?
- Have you reviewed the messaging used to promote victims' services to ensure this is appropriate and attractive to a diverse audience? Have you ensured this messaging is accessible in a range of languages and dialects, reflecting the needs of the local BAME population?
- How well has awareness of support services improved within local areas and what are the indicators used to measure this? How are these indicators being used to inform continued good practice? Are victims able to access services from a range of pathways? What are these pathways?

Commissioners may want to consider opportunities to collaborate and share approaches with other commissioners of services dealing with similar issues, including Police and Crime Commissioners, NHS and local authorities.

Introduction

- In the year ending March 2020, a higher percentage of people from the Mixed (19.5%), Black (14.3%) and Asian (14.9%) ethnic groups said they were victims of crime compared with White people (12.9%)¹.
- Despite this, there is some evidence to suggest that BAME victims can be less likely to be aware of available support services in comparison to White victims².
- This guidance has been developed for commissioners responsible for delivering and commissioning support services tailored to meet local needs of victims. It seeks to support efforts to improve the effectiveness and level of engagement between victim support services and BAME victims. It may also be of particular interest to victims' services providers and other voluntary sector organisations working within or outside the CJS.
- It is expected that commissioners are able to demonstrate clearly how they have met the quality standards set out in this guidance. MoJ provides funding for victims' services, and, as part of the future grant agreement and reporting process, will be introducing standards specifically around work to support BAME victims of crime.
- We plan to monitor and learn from how local areas work to understand and support BAME victims of crime through reporting processes around funding to commissioners for victims' services. We will challenge areas as part of the grant monitoring process if updates are absent or insufficient, and follow-up directly with commissioners on how this could be improved.
- Section 149 of the Equality Act 2010 requires that public bodies, and bodies that carry out public functions endeavour to provide equal opportunity for all and eliminate discrimination and harassment. This guidance, alongside others supports commissioners and victims' service providers to achieve this requirement, by ensuring local commissioners provide sufficient local support provision, including provision designed specifically to support victims from marginalised groups e.g. specialist BAME-led refuges.

¹ Crime Survey of England and Wales: Year Ending March 2020 (figures excluding fraud and computer misuse)

² <https://cdn.catch-22.org.uk/wp-content/uploads/2018/04/The-changing-needs-of-victims-and-how-to-support-them-better-2.pdf>

- Equality and human rights standards and ethos must be at the core of all service provision, we expect commissioners to ensure that service providers have the right processes and policies in place and that victims are given adequate support.
- This guidance will support commissioners in considering how they can make the services they commission or provide as effective as possible for a wide range of victims, many of whom from BAME backgrounds might not usually seek help from mainstream service providers.
- This guidance gives commissioners recommendations and alternative approaches to consider how they might commission services more strategically; these recommendations are based on engagement with stakeholders who provide frontline services and regularly engage with BAME victims. By ensuring service providers effectively meet the needs of BAME victims from a range of backgrounds, commissioners will be providing support to some of the most vulnerable victims and minimising repeat and secondary victimisation.
- To inform this guidance, MoJ also worked closely with PCCs, voluntary sector organisations and colleagues across government. Scoping work included a stakeholder forum with voluntary sector and grass root organisations who work closely with victims in various capacities, a note of which can be accessed [online](#)³. A workshop was held with PCCs from across the country to discuss the landscape of current victim support services, findings from a survey of PCCs and what PCCs would find useful in this guidance. A range of third sector organisations, both broadly and BAME-specific, were also consulted and invited to provide their input on this guidance.

Structure of this guidance

- This guidance looks in turn at three areas which each support a quality standard against which commissioners will report. The chapters focus on practical actions which can be taken by commissioners, third sector organisations and partners:
 - Understanding needs (supporting quality standard 1)
 - Addressing barriers (supporting quality standard 2)
 - Raising awareness (supporting quality standard 3)
- The main chapters are supplemented by:
 - A collection of case studies demonstrating existing work relevant to the quality standards

³ <http://criminaljusticealliance.org/wp-content/uploads/2019/06/CJA-MoJ-Policy-Forum-on-BAME-victims-of-crime-190619.pdf>

- A selection of links and resources to support further exploration of topics

To note

- We also heard feedback from BAME-led organisations (including those providing victims' services) about the challenging funding environment, which can disadvantage small, grassroots and BAME-specific organisations, and measures which could support these organisations^{4,5}. We are grateful for this considered feedback and have fed these issues for consideration into MoJ's forthcoming Victim Funding Strategy.
- This guidance does not present a one size fits all solution. It will be for each area to consider what is most appropriate, in light of factors including diversity of victims in an area, scale of available services and available resources.
- While we know there are specific disproportionality issues faced by BAME victims, racial and ethnic identities that overlap with many other characteristics such as socio-economic status, (dis)ability, gender, etc. We have focused on race, which is closely linked to other characteristics such as socio-economic status. We also recognise commissioners and service providers will want to take a broader view around equalities, and many of the prompts in this guidance will also be very relevant to many other characteristics.
- A note on Terminology: We will use a range of terminology regarding race and ethnicity in this publication while concurrently recognising that no single term can encompass all lived experiences. Many terms have fraught and complicated histories that elicit emotive responses: we are attuned to this and are constantly working to use language in the most appropriate manner.

⁴ <https://www.clinks.org/publication/state-sector-2019>

⁵ <https://www.thirdsector.co.uk/ethnic-minority-charities-need-funding-pot-umbrella-organisation-voice4change-england-says/finance/article/1356763>

Understanding Racial and Ethnic Minority Victims Needs

Quality Standard 1: Commissioners must consider and capture the needs of BAME victims in every stage of their planning and commissioning of victim's services, from start to finish.

SUMMARY

Young BAME individuals in particular, are more likely to be victims of crime than average, with particular disproportionality for offences including serious violence and hate crime. BAME victims may have lower awareness, trust and identification with victims' services which can link to lower confidence in the CJS overall.

It is critically important for commissioners to build up an understanding of the local profile and issues for victims, including ethnic minorities, in their area. This can be achieved through a mix of data collection and analysis, and ensuring they hear directly from a range of BAME voices.

It is also important that commissioners and service providers understand that BAME individuals may be more likely to engage with by and for services, particularly where these are provided by BAME-led organisations in the local area.

This chapter shares national data and learning and describes tools and questions which can be used to build an effective local picture.

- This chapter sets out advice for commissioners and service providers around what good practice looks like and the further steps required to understand local communities and their needs. This is followed by a summary of what is known at a national level around BAME victims, both from data and softer intelligence gathered via engagement.
- It is important to build a better understanding of the profile, needs and experiences of a range of BAME victims in order to provide appropriate support services.
- Of course, there is no single experience, or single effective approach which will apply to all BAME individuals, nor should we assume that the needs of these groups will always be different to those of the White majority or groups with protected characteristics.

Approaches to understanding local victims by commissioners and service providers

- Commissioners must understand and respond to local needs and demands and grant funded commission services should be tailored accordingly. As part of this responsibility, commissioners must ensure that, in commissioning services, they also cater to the differing needs of BAME victims who aren't accessing services at the same rate as White victims, despite higher rates of victimisation.
- Efforts to understand the overall population of areas that victims' services support are vital, and the problems and issues that are affecting minority groups must also be taken into consideration (including those under-represented among current victims' services users). This information allows services to be tailored to the particular needs of BAME victims.
- It is important to recognise that the needs of victims (including BAME victims) won't always stay the same, therefore it is vital that services are regularly monitoring data, promoting joint working partnerships and engaging directly with a range of victims and partners to ensure the right services are being commissioned and delivered.
- Commissioners should also understand that BAME victims may present to services in different ways to one another and may disclose or describe their experiences differently to White victims. It is important that any commissioned service provider takes account of this.

Data and analysis

- Beyond national data, commissioners and service providers should look to draw data and examine as many of the below measures as possible (where this is not currently collected, there may be an opportunity to define this as a requirement in a future commissioning rounds):
- Local area population ethnicity (available through ONS and local area needs assessment)
- Victim ethnicity, split further by
 - Where possible, crime type (captured, for example, in PCC reporting template to MoJ)
 - Other protected characteristics (including age, sex, sexual orientation, disability and gender reassignment in particular) (captured, for example, in PCC reporting to MOJ)
- BAME awareness and uptake of victims' services – levels of satisfaction with these services, and how this data is being used to improve the provision.
- BAME outcomes from victims' services – this could include measures such as attrition/dropout rates, satisfaction levels and details of the specific elements of support offered. Where possible, the aim should be to break data down into the current 18+1

standard⁶. It may be that, in many cases, numbers are not statistically significant at this level of detail for all groups, but it may support in identifying issues which could otherwise be lost such as differences between Black African and Black Caribbean groups, or issues for Gypsy, Roma and Traveller individuals. As a minimum, areas should look at a 5+1 breakdown⁷, as simply comparing White to BAME results fails to consider the different experiences, needs and cultural aspects of different identities within the BAME umbrella grouping.

- When drawing insights from data, commissioners may want to consider collaborating with local BAME-led service providers to better understand the nuances of BAME victims' needs and take account of cultural contexts and barriers to accessing services.

Engagement with victims and BAME communities

- Regular engagement with individuals of diverse backgrounds who have insight into local communities and are able to inform needs assessments is vital. This should include a range of victims and those frontline services supporting them directly. There will also be significant insights to gain from and those who work in the BAME led community and voluntary sector, including frontline VAWG organisations and BAME women-led community organisations. They will be well positioned to talk on the issues faced by the people they serve, what help and resources are needed and how to strengthen relations and engagement with the communities. It's important to remember that individuals alone cannot speak on behalf of the experiences of all victims since each victim may have unique experience of the CJS.

A range of approaches could be taken:

- Ensuring that the existing engagement forums/panels/advisory groups which many commissioners already have in place for their victims' work are ethnically diverse and include a range of victim voices, and that victim support services are consulted to ensure this engagement is meaningful and safe.
- Recruiting a specific diversity-focused panel from diverse backgrounds (if this is to be a regular standing group, the membership could also seek to cover other protected characteristics, and the remit need not be constrained solely to victims' services, if this makes it a more viable proposition) who can be consulted.
- Carrying out bespoke engagement with a range of victims – potential to learn from those who have engaged with services (e.g. a follow-up survey or case studies with a sample of racial and ethnic minority victims who have used services), but also exploring how to hear from victims who did not use services.
- Carrying out insight / needs assessment work to meaningfully inform commissioning strategy development and/or decision-making pertaining to victims' services.

⁶ Further guidance on this can be found at <https://gss.civilservice.gov.uk/policy-store/ethnicity/#england>

⁷ <https://www.ethnicity-facts-figures.service.gov.uk/ethnic-groups>

- These approaches could be used to test and build upon some of the potential variances in the needs and experiences of BAME victims set out in this chapter, as well as to identify novel or locally-specific issues.
- When commissioning services, commissioners could seek out BAME-led providers working in the local area who have a proven track record in working on equality and human rights matters. Where this is not possible, or where non BAME- specific providers are also being considered, commissioners should ask whether the providers are able to show detailed plans for how they will deliver BAME-specific support.

Examples of key questions that can be asked during engagement:

- What do you understand to be the main challenges faced by victims in your community?
 - What is your knowledge of victims' services, and how far they cater to the particular issues for BAME victims?
 - What might prevent BAME victims from different backgrounds in your area from accessing support?
 - How can relationships between the community and service providers be improved?
 - How can service providers better engage with the community and victims on a long-term viable basis?
 - What are your trusted sources of information about any crime or victims' issues?
- Although this chapter is primarily focused on the opportunity to better understand need and the adequacy of current services, any engagement will be equally valuable in helping to improve services, making them equality compliant and broaden the appeal of victims' services. The quality of a service should be assessed not simply whether it caters to the needs of a particular demographic. It is also important to understand the intersectional needs amongst BAME victims and the various by and for services that support those needs. For instance, BAME women that are victims of domestic violence may require different forms of support (and therefore a different service) than disabled black adolescent male or child that is a victim of sexual abuse.

Background: Insights from national data

- In the year ending March 2019, a higher percentage of people from the Mixed (18.7%), Black (16.4%) ethnic groups said they were victims of crime compared with White people (14.7%)⁸. In the year ending March 2018, Black men aged 16-24 years experienced the largest increase in sharp instrument homicides (78% increase from 23 to 41 homicides⁹). In comparison, there are significantly smaller datasets for Asian,

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<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/crimeinenglandandwalesannualtrendanddemographictables>

⁹

<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/articles/homicideinenglandandwales/yearendingmarch2018>

Black and Mixed-race respondents over 75, suggesting the possibility for a high degree of hidden harm against older people.

- There are certain types of crime that disproportionately affect BAME people more than other racial groups such as domestic violence, hate crime and serious violence. BAME women, for example are disproportionately affected by forced marriage and 'honour' based violence¹⁰.
- BAME people are over-represented among victims and suspects of serious violence. Between 2013–14 and 2017–18, there was a 43% increase in hospital admissions for knife crime among ethnic minority groups, compared with a 17% increase for White victims¹¹.
- In a national dataset of 42,000 cases, SafeLives found that victims from BAME communities suffer domestic abuse 1.5 times longer before getting help than those who identify as White, British or Irish¹².
- On average between 2014/15 and 2016/17 young people aged 16-24, were more likely to say they were victims of crime than older people¹³. Those particularly from the White, Black and Mixed ethnic groups were more likely to be a victim of crime than people in the same age group from the Asian and Other ethnic groups¹⁴.
- Commissioners need to be aware of the changing demographics in the UK, that may not be obviously captured in these data sets. Research has highlighted that the number of BAME people aged 70+ is projected to rise¹⁵, as such commissioners will need to adapt to meet the needs of an ever-changing population.

Background: Insights from engagement work

- In developing this guidance, the MOJ held stakeholder discussions with a range of statutory and voluntary sector organisations and community leaders, to try and gain a more nuanced understanding of the issues BAME victims may experience which could inform the appropriate provision of services. We asked partners to engage with BAME victims in their area directly to inform their input. Common themes are set out below. We anticipate that many of these issues will apply across all areas, but commissioners and partners may want to consider with victims and local stakeholders if particular issues are especially acute locally, and to identify areas which are important locally beyond those identified below.

¹⁰ http://safelives.org.uk/practice_blog/supporting-bme-victims-%E2%80%93-what-data-shows

¹¹ https://www.london.gov.uk/sites/default/files/gangs_matrix_review_-_final.pdf

¹² http://safelives.org.uk/practice_blog/supporting-bme-victims-%E2%80%93-what-data-shows

¹³ <https://www.ethnicity-facts-figures.service.gov.uk/crime-justice-and-the-law/crime-and-reoffending/victims-of-crime/latest#by-ethnicity-and-age-group>

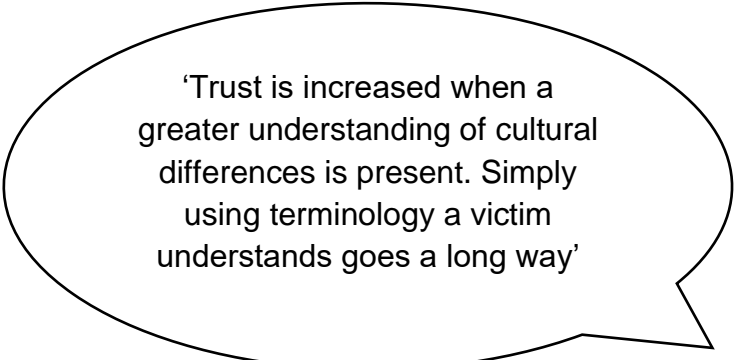
¹⁴ <https://www.ethnicity-facts-figures.service.gov.uk/crime-justice-and-the-law/crime-and-reoffending/victims-of-crime/latest#by-ethnicity-and-age-group>

¹⁵ <https://www.runnymedetrust.org/uploads/pdfs/Runnymede%20briefing%208.pdf>

- ***Appetite for by and for and sensitive services:*** Victims highlighted the need for staff to appreciate the individual's background and preferences and also take into account different needs and experiences. It is important to consider the context in which by and for services operate. For instance, faith groups may not always be the most appropriate forum for certain victims due to differing values.
- ***Appetite for specific services led by BAME organisations:*** Stakeholders highlighted the value in engaging small, community-based organisations to provide victims' services, as this is likely to drive up BAME victim engagement. Victims are more likely to feel their experiences, including of racism, will be understood. It is important for BAME victims to feel adequately supported and represented; the provision of appropriate by and for services that are staffed and led by BAME individuals are important, but it is also important to remember that BAME victims are not a homogenous group. Commissioning these by and for services must take recognition of issues of intersectionality and the cultural barriers that BAME victims face when accessing generic services.
- ***Lower trust and confidence:*** In the CJS overall, and including victims' services specifically, there can be a greater challenge to overcome in obtaining the trust of BAME individuals and communities, with a particular concern, about services 'connected' to the police.
- ***Limiting stereotypes:*** Within the BAME umbrella term, there are various practices, cultural differences and values. Those working with and providing services to BAME victims should exercise greater consideration and not make generalisations based upon first appearances, ethnicity, gender, religion etc. Effective engagement and better understanding of how structural and cultural barriers can play a key role in ensuring such biases are limited. It's worth noting that there are differences and cultural nuances even within victims from the same background.
- ***Police-community relations:*** Tensions between the police and BAME communities may lead to lower levels of engagement with support services. Such relations may exist due to: instances of racism, compounding generational issues between the police and BAME communities, and a lack of understanding by authorities of cultural differences that constrain their ability to seek support. For many victims, regardless of ethnicity, their first contact with the CJS will likely be with the police. Commissioners should be mindful of the different political and historical context that frames the attitudes and levels of engagement between the police and BAME victims.
- ***Separating victims' services from the police:*** Multiple stakeholders highlighted the significant barrier posed to many BAME victims by support services which were

‘insourced’ (operated within the local police force) or where police would be the sole or main pathway in accessing services. Stakeholders also reported victim disengagement where support services carried the branding of the local police force. Due to a lack of trust in the CJS, BAME victims were less likely to engage with support services that did not appear to be fully independent of the police.

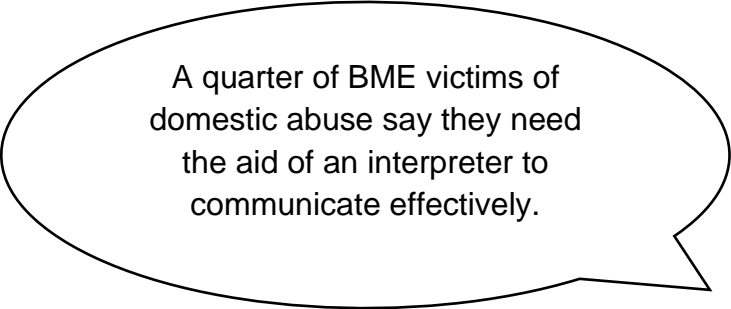
- **Lack of self-identification as victims:** Efforts were needed to ensure BAME people (particularly children and young people) who weren’t necessarily seeing themselves as victims were able to access support services and were treated as victims as opposed to perpetrators. For example, victims of honour-based violence may not necessarily see their abusers as perpetrators as they may be closely linked to the family or the community.
- **Lack of identification with victims’ services:** There is a common perception that services are too broad, which some victims may feel are unable to support their specific needs. This may include perception/reality of a lack of workforce diversity in victim support services, particularly where a service provider is not BAME-led.
- **Safeguarding:** Some specific communities are small, and so extra care is needed – for example, using an interpreter from the same community may pose a risk to the victim.
- **Hate Crime:** Identified as a particularly sensitive area, as BAME victims felt that by reporting a crime, they could be re-victimised or would not be taken seriously.
- **BAME migrants:** May experience additional barriers such as English as a second language, lack of awareness of how to navigate public services and fear of reporting offences to the police due to uncertainty in their immigration status.
- **BAME women:** For some, experiences may also be heightened by cultural and religious norms, for example, being prevented from speaking to anyone other than immediate family members and having limited access to digital support or helplines. Stakeholders have also flagged that some BAME women may strongly prefer gender-specific spaces and will disengage if these are not available.
- **Terminology:** The use of the term BAME may hinder effective service provision as it fails to capture the multiple vulnerabilities or other protected characteristics that a



‘Trust is increased when a greater understanding of cultural differences is present. Simply using terminology a victim understands goes a long way’

victim may have. Such vulnerabilities may further disproportionately affect certain groups than others. Within the heading are a range of diverse groups with various needs, experiences and characteristics.

- Considering all people on an ‘intersectional’ basis ensures that we do not lose important parts of people’s identities behind acronyms. For example, where a victim is both from a BAME background and LGBT, it may be that they prefer to access support aimed at primarily at LGBT victims.
- **Isolation issues:** Lack of awareness and how to navigate the support services available can contribute to some BAME victims being isolated from the community, society and services. It is important to take this into account when working on service delivery. This may be compounded if the local BAME population is smaller and is a reoccurring theme for victims of gender-based abuse, where victims may be fleeing multiple perpetrators and a whole community, leaving them estranged, with detrimental impact to mental health and wellbeing.
- **Accessibility of services:** For some, the methods and means of accessing BAME victims’ services can hinder their willingness to approach support services. For example, victims may wish to access services anonymously, and the timings and location of services might not be practical for some victims.
- **Language barriers:** Many stakeholders highlighted the language barriers many BAME victims face when reporting a crime and when attempting to access victims’ services and flagged the need to provide gender sensitised interpreters or other language support to local BAME communities. Commissioners should consider funding these to sit alongside BAME-focused victims’ services, and these should be in house where possible. One stakeholder highlighted that commissioning BAME-led by and for services may also provide some level of language support, as some of these organisations may be able to provide support for as many as 20 different spoken languages.



A quarter of BME victims of domestic abuse say they need the aid of an interpreter to communicate effectively.

Proportionality and Barriers to Accessing Support

Quality Standard 2: Commissioners must provide services that proportionately reflect the BAME demographics of their local communities.

SUMMARY

All appropriate service provision should take into account the various backgrounds, behaviours and needs of diverse service users.

We share a range of training tools and practical guidance which victims' service providers should see and aim to use – this recognises specific issues of intersectionality between race and other characteristics (such as gender, religion, trust level and language competence).

Ethnic diversity should extend to staffing in commissioners' offices, particularly at senior/managerial levels where decisions are made. There should also be similar diversity in the staffing of commissioned service providers; overall, workforces should strive to reflect the local mix of the community.

This chapter makes practical suggestions about how services could be tailored (addressing specific prompts on language, gender, religion and dealing with low levels of trust), and how staff in commissioning and victims' services could be supported to build better awareness. The discussion picks up issues of trust in victims' services and the CJS among BAME victims, and workforce diversity.

Practical considerations

- Below is some practical advice on actions which could improve engagement with support services. This is likely to be of most direct use to service providers – commissioners may wish to share this advice with commissioned or prospective providers.
- Providers should regularly seek to develop and/or maintain their knowledge and understanding with respect to cultures, diversity and needs amongst their local population and victim demographic, this is crucial to understanding why some groups

may shy away from accessing support services or encounter barriers in obtaining support.

Levels of trust in victims' services / the criminal justice system

- Historically, BAME groups illustrate lower levels of trust and confidence in the police than their White counterparts. Overall, in 2017/18, a lower percentage of people from mixed-race groups said they had confidence in their local police compared with White people. The Crime Survey for England and Wales further revealed that, over the last 5 years, a lower percentage of Black Caribbean people said they had confidence in the local police compared with White people¹⁶.

Commissioners need to:

- Differentiate between services provided by the police and victim support services – clarifying that victims do not need to go to the police to access victims' services, as set out in the Victims' Code, and clearly explaining upfront at what point support services must hand over information to the police.
- Provide clearly signposted information, in a range of languages and mediums accessible to the local BAME population, that is age appropriate, and allows victims to self-refer to victims' services, without having to go to the police.
- Consider the physical premises where victims' services are based – services which are co-located with the police are highly likely to be off putting to some BAME victims and, where there is no permanent alternative, it is worth considering what can be achieved in terms of outreach or offering pop up services in other venues (see the next chapter on outreach).
- In the interest of local accountability, commissioners should be as transparent as possible with their processes and planning - publicly sharing information including local action plans, and efforts to support BAME victims of crime, including how the quality standards above are being met.

Limited English Proficiency¹⁷

- Service users whose first language is not English may be at a disadvantage in accessing and receiving the benefits of services. Service users may be vulnerable, and it is the responsibility of a service provider to make sure they can effectively communicate their provisions, this is particularly important when supporting older BAME people. Commissioners should encourage service providers to consider:
 - Where possible, provide interpreter services for the full range of languages and dialects commonly used in the local BAME population. Having an ethnically diverse

¹⁶ <https://www.ethnicity-facts-figures.service.gov.uk/crime-justice-and-the-law/policing/confidence-in-the-local-police/latest>

¹⁷ <https://www.diversesecymru.org.uk/wp-content/uploads/Cultural-Competency-Toolkit.pdf>

workforce which reflects the local BAME community, and commissioning BAME-led organisations will also support this.

- Where possible develop resources in partnership with BAME victims not just translating existing resources
- Use simple and common language. Avoid jargon, acronyms and idioms.
- Use images or miming to help convey or explain something. An image to look at may also ease tension during difficult conversations.

Language and Communication¹⁸

- Forms of non-verbal communication may serve as additional barriers. Individuals can subconsciously construct a culturally informed framework surrounding gestures, facial expressions and physical space. It is important to be aware of how these forms of non-verbal communication are perceived cross-culturally. Commissioners should encourage service providers to consider:
 - Styles of speech: Do not be offended by long gaps in speech or interruptions. Modify the volume and speed of your speech to closely match that of the service user to make them more comfortable.
 - Eye contact: Do not force eye contact. Consider sitting next to a service user if they seem uncomfortable with direct eye contact.
 - Body language: Remain sensitive to physical touch. Allow service users to lead on physical distance. Refrain from relying on gestures and facial expressions to communicate, as these may vary from culture to culture and are best clarified.
 - Steering the conversation: Ask open-ended questions and avoid yes or no questions. Clearly demonstrate that you are listening.

Sexual Orientation

- BAME victims may feel disconnected from society, afraid to speak up and like they are deserving of the crimes committed against them due to their sexuality. It is therefore essential to improve confidence in reporting to support BAME victims who at times may feel alienated from wider society. Commissioners should encourage service providers to consider:
 - Engagement: encourage conversations with Lesbian, Gay, Bisexual and Transgender (LGBT) victims to ensure that they do not face additional barriers when trying to access services. This should include using gender neutral language and displaying LGBT friendly posters and leaflets so victims are made to feel welcome.

¹⁸ <https://www.diversesecymru.org.uk/wp-content/uploads/Cultural-Competency-Toolkit.pdf>

- Make use of Stonewall's Service Delivery toolkit¹⁹, designed to assist with breaking down barriers and developing LGBT inclusive services.
- NAZ Project – range of services and support on issues of sexuality and sexual health²⁰

Gender²¹

- Culture can have a significant impact on gender roles. In some cultures, men and women are often segregated, whilst in others physical contact between males and females is strictly regulated. This can also extend to other interactions. For example, in some cultures a male holding eye contact with a female may be seen as aggressive. In situations that may be perceived as sensitive or compromising, a gender match between support worker and service user is recommended.
- Commissioners should also encourage service providers to consider:
 - Chaperones: Ask if a service user would like to bring a chaperone. Ensure that this question is asked in private, to avoid a service user being involuntarily chaperoned, and be mindful of the fact that family members are not always 'protective figures' for women and girls in the context of VAWG and may be active participants in the abuse.
 - Gender Matching: Ask if the service user would be comfortable with a service provider of the opposite gender. Use open-ended question to avoid any pressure.
 - Communication: Ask the service user how they would like to be addressed. Allow the service user to guide you in regard to physical touch, eye contact and body language.
 - Service space: All victims of VAWG crimes should be provided with the choice of gender-specific support services (including helplines, refuges and community support) and gender-specific spaces to access support.

Religion²²

- Religion can have a significant impact on an individual's beliefs, values and attitudes. Care should be taken to ensure that religion and spirituality are taken into account. Both religion and spirituality can be altered and challenged by victimisation. Religion is deeply personal and will vary from individual to individual. Generalisations of individuals from the same religious background should not be made and each individual should be regarded separately. Service users may wish to seek guidance from religious leaders before taking up services but should also be provided with

¹⁹ <https://www.stonewall.org.uk/resources/service-delivery-toolkit-step-1-beginning-journey>

²⁰ <http://www.naz.org.uk/>

²¹ <https://www.diversesecymru.org.uk/wp-content/uploads/Cultural-Competency-Toolkit.pdf>

²² <https://www.diversesecymru.org.uk/wp-content/uploads/Cultural-Competency-Toolkit.pdf>

independent spaces to express their wishes outside of the context of any associated religious institutions. Religion can be a source of solace for many victims but, equally, religious leaders may not always fully understand the issues faced by a victim, and in some instances may reinforce harmful ideas and behaviours, therefore advice given may not always be best suited to the needs of a victim.

- Commissioners should also encourage service providers to consider:
 - Religious Holidays: Be aware of religious festivals and celebrations and how these might impact service users. Be respectful of holidays and allow service users to adjust their plans accordingly. It is important to keep updated on religious holidays as the dates may change year on year.
 - Naming systems: Ask the service user their preferred name and refrain from using nicknames unless asked to do so.
 - Avoid stereotypes: Even where a victim describes themselves as strongly religious, avoid making assumptions about their experiences and the barriers they may face in accessing support.


Older Age

- Culture can have a significant impact on perceptions of crime and one's individual rights for older people. Attitudes toward the caring role of communities, family members and the Local Authority can be vastly different and impact an older person's understanding of their right to care and support. Additionally, poor public awareness about the types of crime experienced by older people creates hidden harms and situations of shame or embarrassment for older people. Commissioners should encourage service providers to consider:
 - The interconnectivity needed between victims' services and health and social care services to support older people.
 - The educating role of services around more hidden types of harm.
 - Services that reduce social isolation of older people through community engagement as both preventative measures and support for older victims of crime.

Resources – training and toolkits

- Commissioners and service providers may find the following guides helpful for reference and as possible resources to support staff development. Many of the most developed resources come from other sectors, including healthcare, however many of the issues covered remain relevant and helpful in the context of victims' services.

- Cultural Competency Toolkit²³ – A good practice guide in ethnic minority mental healthcare that provides an overview of different BAME backgrounds and religions including dress, diet, hygiene and more.
- Cultural Competency Toolkit²⁴: Provides more in-depth advice and resources to assist communication across language barriers and increase awareness of cultural backgrounds. It also provides resources for cultural, linguistic, equality and mental health services.
- Safelives' Spotlight on 'Honour'-based violence and forced marriage²⁵: Research, blog posts and podcasts by a leading UK-wide domestic abuse charity.
- Karma Nirvana: Further information and guidance on honour-based abuse and forced marriage.²⁶
- E'learning course on forced marriages:
- <https://www.virtual-college.co.uk/resources/free-courses/awareness-of-forced-marriage>
- E'learning course on FGM: <https://www.virtual-college.co.uk/resources/free-courses/recognising-and-preventing-fgm>



'Having a really diverse workforce in victims services and reflecting communities across different parts of the country is hugely important'.

Effective victim support in the commissioning process

- At a strategic level, by assessing the specific needs of victims when procuring services for public consumption, commissioners are able to improve the quality of service provision. This information should then be used to plan and provide services that specifically take into account the needs of a wide range of victims rather than using common or prominent needs generalisations as a basis for the commissioning process.
- In setting contract/grant specifications, and in

assessing applications from providers, commissioners may wish to ask providers to demonstrate the skills, experience, policies, ethos and behaviours which enable them to meet the needs of the local population, proportionate to the size of the provider. For example, where the provider is a small, BAME-led grassroots organisation, they may be able to provide detailed evidence of their understanding of, and engagement with, local BAME populations, alongside case studies and awareness of internal and external barriers to accessing support and how they help victims overcome them.

²³ <http://www.womenssupportproject.co.uk/userfiles/CCTK.pdf>

²⁴ <https://www.diverseecymru.org.uk/wp-content/uploads/Cultural-Competency-Toolkit.pdf>

²⁵ <https://safelives.org.uk/spotlight-4-honour-based-violence-and-forced-marriage>

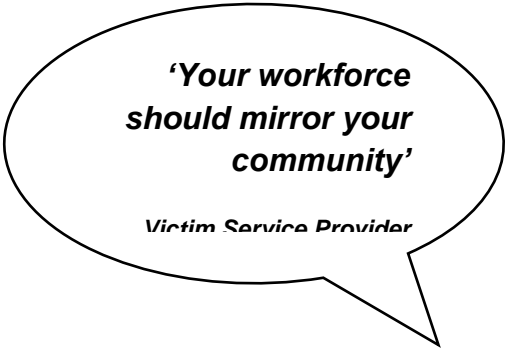
²⁶ www.karmanirvana.org.uk

However, given the smaller nature of the organisation, they may not be able to immediately provide extensive data at the outset. Similarly, while a larger, broad organisation may be able to provide detailed demographic data, they may be unable to provide detailed information on experiences of, and the barriers facing, the local BAME population.

- For prospective and appointed providers, commissioners can share resources and training, or more pro-actively set an expectation for providers to source or deliver training to staff which helps them become more culturally sensitive and aware of the varying needs and experience of the BAME they serve, including empowering staff in having uncomfortable conversations with service users. Simply delivering training packages may not be enough, however, and several aspects should be considered, such as;
 - Who is delivering the training packaging and what is their understanding of cultural barriers and the local BAME population?
 - What will the training entail and how will it be delivered to ensure effectiveness?
 - How will impact be measured and evidenced?
- Depending on how advanced services are in this respect in a given area, an initial workshop with current (and perhaps open to potential future) service providers, to discuss how human rights and awareness of cultural and religious constraints to reporting could be more deeply integrated into the work of victims' services could be a useful tool in agreeing a proportionate and realistic approach to this issue.

Background: Workforce diversity/recruitment

- A diverse workforce assists in building trust and confidence with service users and also displays inclusiveness²⁷ among many other benefits.
- Commissioners have the opportunity to emphasise to service providers the need to recognise and respond to the differing needs of the diverse populations they serve. This also means recognising the benefits of a diverse workforce that is able to cater to the needs and experiences of different community groups. Workforce diversity which reflects the local BAME population is a vital complement of staff being aware of their needs.
- To aid this, commissioners should ask service providers to provide data on workforce monitoring on a regular basis. A wide range of resources around workforce diversity exist, including:
 - Business in the Community: Inclusive Succession, A Toolkit for Employers



***'Your workforce
should mirror your
community'***

Victim Service Provider

²⁷ <https://www.nhsconfed.org/-/media/Confederation/Files/Publications/Documents/Engaging-BME-communities-insights-for-impact.pdf>

- Mckinsey: Diversity Matters report
- Mckinsey: Delivering through Diversity report
- Chartered Institute of Personnel and Development (CIPD): Building Inclusive Workplaces kit

Background: Proportionate service provision

- Many of the stakeholders we engaged with in developing this guidance were advocates of specialised or by and for victims' services specifically for BAME victims in appropriate circumstances, in particular, where there are high absolute numbers of BAME victims in an area, and where the crime experience may be particularly different for racial/ethnic minorities. For example, we already see more BAME by and for services for hate crime, domestic abuse and sexual offences where the victim experience and needs may differ particularly for minorities, perhaps in recognition of the fact that BAME victims may be less likely to access mainstream services.
- It is not possible to give definitive advice about when a more specialised service should be developed – that is ultimately for local areas to consider and justify.
- Nonetheless, in many areas, BAME victims will be largely reliant upon mainstream services, and there is work that can be done with any victims' service to build internal capacity and capabilities, to make services more reflective of, and responsive to, the communities it serves. Where local BAME-led organisations are active, their expertise should be sought. This can include working closely with them to co-develop resources for BAME victims or in jointly providing victims' services. This should be complemented by working to improve the cultural competence of all local victims' services. Commissioners should also review where these BAME by and for services may be excluded from tendering processes, due to unreachable requirements, or commissioned into partnerships that have unfair power dynamics, where they are seen as either a box ticking exercise, or provided specific referrals with little of the funding to carry out this work.
- If BAME victims feel as though services are inappropriate or inaccessible, they are less likely to make use of victims' services. It is important to consider how cultural and religious background can also hinder effective engagement with victims of crime. demonstrating an understanding of the demographics in their area, service providers will be able to develop a holistic service.

Raising Awareness of Victims' Services

Quality Standard 3: Commissioners must evidence that they are promoting victims' services in their areas to ensure BAME victims are aware of what is available to them.

SUMMARY

BAME victims are less likely to be aware of available support and may be less likely to ask for help. They are also less likely to place trust in the CJS.

Effective approaches to outreach can include using community workers, community venues and social media to raise awareness of services. Police (as the first point of contact in the CJS) have a critical role in signposting services effectively to BAME victims.

Key messages to victims could include highlighting that victims' services are independent from police, free to receive and don't require a crime to be reported.

Data monitoring is essential to successfully engage with racial and ethnic minority groups. Better understanding of barriers to engagement and how to overcome these

This chapter sets out prompts for effective methods of outreach, ideas around effective messaging, and considers specifically the role of police in promoting victims' services. This can all be tailored and improved through an understanding of the needs of specific groups in the local area, and so can be enhanced where commissioners and service providers have a continuous dialogue with the communities they are serving.

- Research by Catch 22 reveals that, although ethnic minority groups are more likely to be victims of crime, they are less likely to ask for support²⁸. Our engagement with PCCs and victims also suggests anecdotally that there can also be racial disparities in whether BAME victims are (or can recall) being offered services.
- Though there may be various factors influencing uptake of services (many touched upon previously in this guidance – such as trust and confidence, cultural differences

²⁸ <https://cdn.catch-22.org.uk/wp-content/uploads/2018/04/The-changing-needs-of-victims-and-how-to-support-them-better-2.pdf>

and language barriers), a critical factor raised in our engagement is a lack of awareness of victims' services among BAME victims.


Effective messaging

- Our engagement with victims' representatives and insight from broader campaigns suggests some key messages could be relevant for inclusion when promoting victims' services to ethnic minorities, likewise access routes should mirror this messaging, and be reviewed where they don't (example: police email addresses for in-sourced support services):
- Victims' services are independent from the police – this means that:
 - Information shared with a victims' service will not be sent to the police
 - As set out in the Victims' Code, victims' services are accessible even without formally reporting a crime
- Victims' services are open for you to access in a range of ways that best suit your preferences; you have a right to support as set out in the Victims' Code
- Victims' services are offered free of charge

Approaches to outreach

Community / outreach workers

- Utilising outreach workers to assist in building relations and links between service providers and the community can be an effective way of raising awareness.
 - In circumstances where there aren't any by and for services dedicated to meeting the needs of BAME individuals in an area, mainstream services can be more effectively promoted to diverse communities via outreach workers that have knowledge and connections with under-represented groups. Commissioners should consider how they can support service providers in resourcing effective outreach, capacity building and also note that dependent on victim experiences these organisations may be preferred by some individuals who are fearful of local services and want to feel more anonymous.
- Outreach workers should possess in-depth knowledge of the specific characteristics and needs of a given group and can serve as a key link between service providers and communities. Commissioners may want to consider giving service providers an information sheet that details what is expected of outreach workers such as the following example:



BAME-led service providers are able to do deep community outreach, not as outsiders, but as

Specimen person specification for an outreach worker

Have a very good knowledge of the community including the language he/she will be working with;

Have a very good understanding of the barriers to accessing services that people from ethnic minorities face;

Have a good knowledge about the area or service he/she will be helping to open for diverse groups;

Have a proven record of working with communities;

(Where English is a second language for some communities) have a very good knowledge of the key language(s) in common community use;

Be able to establish good interpersonal relationships with members of the community;

Be able to show flexibility in working with groups;

Be able to demonstrate effective listening skills

Adapted from:

<http://bemis.org.uk/wp/wp-content/uploads/2013/10/how-to-engage-em-htr-groups.pdf>

- Commissioners should consider funding outreach workers, especially in areas with a large BAME population – either directly, or as an expectation for service providers within a broader contract/grant. They should also consider specific marketing budgets for proactively promoting services specifically to BAME groups.
- Those working within grassroot organisations and who have close links to BAME communities place emphasis on the need for better collaborative working. Commissioners should push support services to explore options for partnership working and consider how their commissioning practices might facilitate rather than undermine relationships between providers. By working more collaboratively with community groups and members, deeper insight can be gained into the experiences of ethnic minority victims.

Community venues

- Community centres can be an important asset in supporting engagement and reaching out to diverse groups, as well as specialist charities working on gender-related abuse and spaces. Working with establishments (schools, GP surgeries, youth clubs, social

clubs) to facilitate outreach initiatives that bring service users and providers together under one roof to engage directly can play a key role in improving user engagement. This will allow providers to better identify needs and barriers, and use the data collected to inform better service provision. The community, for many ethnic minority groups, at times can act as a safe hub, a place to seek advice and share stories and experiences. However, it is also important to be aware that not all community venues are safe spaces, particularly for BAME women and girls, and many victims of gender-related abuse will be reluctant to engage in these spaces.

- Promising ideas raised from our engagement with victim organisations included the use of outreach workers based at diversity festivals, community psychotherapists from within the BAME community effectively acting as outreach workers, key worker surgeries held in libraries or waiting rooms and work with sports teams/youth clubs. Unfortunately, little evaluation is available to date on direct impacts.
- Areas should consider having victims' services (including information about the services and outreach workers) based in 'community hub' spots – whereby racial and ethnic minority victims can access support in a safe environment. Within such hubs would be culturally competent outreach workers and accessible information (available in a variety of languages).

Social media

- Social media platforms can be an important tool in reaching younger groups and those not typically engaged with public services. Commissioners and/or victims' service providers should consider opportunities from different social media channels to promote messages on victims' services. This [blog](#) post by the National Police Chiefs Council²⁹ explains the importance of using social media channels and why it should be done more often.
- Approaches could include searching for and responding to online discussion about local crime (be that on Twitter, Facebook or other local fora), posting short visual messages about victims' services (such as case studies of the support on offer to victims) and contacting popular local voices (individuals, community organisations, BAME-led news outlets, etc.) to ask them to share this to their followers. This can also include promoting support for victims within wider online guides or articles (e.g. as part of wider messages about how to stay safe on the streets, home security or understanding what denotes hate speech, to include references to victims' services).
- There are several social media monitoring tools, both free and paid for, that commissioners and/or victims' service providers can use to identify key social media influencers as potential partners in sourcing and sharing service information. [Hootsuite](#) is a monitoring tool which you monitor what people are saying about a topic of interest,

²⁹<https://www.npcc.police.uk/ThePoliceChiefsBlog/ChiefConstableGavinStephensexplainstheroleofsocial.aspx>

all in one place. Google Alerts is another free tool that alerts users when a topic of interest has appeared online.

Collaborative partnering

- There are a number of existing campaigns aimed at different groups that are successful in engaging with a wide range of groups and communities, commissioners may want to consider linking in with other existing campaigns and projects to assist with awareness building and effective outreach. [Stop Hate Crime UK](#) is an example of this - they help to co-ordinate and promote events and activities which take place in the UK in the lead-up to, and during, National Hate Crime Awareness Week³⁰. Many PCC areas are already partners of Stop Hate Crime UK.

Social media monitoring tools

- [Buzzsumo](#) and [Brandwatch](#) are two examples of paid for monitoring tools which help spot trends, monitor levels of engagement and identify key influencers. These both come with user friendly videos which give a step by step guide on how they can be used.

Best practice in police role raising awareness of victims' services

- Police are the first point of contact many victims will have with the CJS. Getting this initial contact right is essential to building trust, helping to raise awareness of victim support services and has a lasting impact on a victim's experience of the justice system. It is vital that police are engaging with BAME victims effectively. A failure to promote available support, or the negative perception of what support is on offer, in early engagement with the police can significantly reduce the likelihood of racial and ethnic minority victims accessing support services.
- We recommend that commissioners consider adopting a short standard introductory script which can be used by police when introducing victims' services, to ensure they cover off key messages and introduce this in a consistent way (see the 'effective messaging' section which follows for advice). More broadly, commissioners may want to engage with police services to ensure sufficient priority is given to their responsibility and role in signposting victims' services. It may be appropriate to have additional training or awareness-raising among police about victims' services, and to highlight to officers their unique opportunity to promote these.
- Our research and engagement found that some victims, particularly those who are migrants, are concerned that whilst taking advantage of support services, information shared about their crime with the police could be used against them at a later date, or even be passed to immigration enforcement. Older populations may also be disinclined to engage with services for fear of undermining their agency. It is important to make clear the boundaries of information sharing between police and victims' services. We

³⁰ <https://www.stophateuk.org/events/>

would therefore advise referral to BAME by and for services at the first point of contact, to avoid any unforeseen adverse consequences. The South Wales Victim Focus charity gives an example of a statement on information sharing which police/PCCs may wish to adapt:

Sample Confidentiality and Disclosure Policy: South Wales Victim Focus Charity³¹

The South Wales Victim Focus charity is a local service which is managed by the national charity Victim Support. The charity provides help and support to anyone affected by crime in the South Wales area.

South Wales Victim Focus does not normally disclose your personal information to third parties except to service providers acting on its behalf under the strictest confidentiality conditions and with your consent.

We may however, in exceptional circumstances, give the personal information you supply to us to other agencies without your consent – such as local authorities or the police – to comply with specific legal requirements. This is normally for one of two reasons – either to prevent harm to you or another person – or to comply with child protection requirements.

Outreach and measuring success

- Data monitoring is essential if services are to engage successfully with racial and ethnic minority groups. Commissioners and service providers should aim to hold data broken down by ethnicity to show which groups are using services, how satisfied they are with them, their confidence levels in these services, and what changes should be made to make these services evidence by the data gathered, to make them more responsive to BAME needs³². Commissioners should work with others in the community to better understand data, and in turn the communities need.
- Engaging effectively with victims from racial and ethnic minority communities can be challenging as there may be several barriers to navigate. Understanding what these barriers are and how to successfully overcome them is a critical part of improving access to support services. The Humberside Modern Slavery³³ work gives a good example of raising awareness within different communities and using identifiable outcomes to measure success.

³¹ <https://www.southwalesvictimfocus.org.uk/privacy-policy/>

³² <https://www.jrf.org.uk/report/experiencing-ethnicity-discrimination-and-service-provision>

³³ <https://www.humberantislave.com/>

- It is important to think carefully about both the message and the messenger(s) in planning steps to better raise awareness (and widen uptake) of victims' services. It is worth remembering that while victims are diverse, the single largest group of ethnic minority victims are those aged 16-34. Therefore, in addition to thinking about some of the well-established routes into diverse communities (such as working closely with the community sector), we need to also think about innovative approaches which capture a group who may normally have very little involvement with public or community services.

Annex A: Case Studies

Case Study: Use of SafeLives Insights Data, (Leicester City Council)

Quality standard 1

United Against Violence and Abuse (UAVA) is a consortium of domestic abuse and/or sexual abuse services covering Leicester, Leicestershire and Rutland. Leicester City Council commissions UAVA to use SafeLives Insights outcome measurement to enable the use service level data to show the “so what” of provision including service reach, client journey and the impact of support provided. Equality is very important to Leicester, the ability to monitor access and outcomes allows them to be aware of any disproportionality at the earliest point so they can take mitigating action.

The system provides instant access to data at area and role level and allows users to include relevant demographic and contextual information. BAME is a very broad (majority) population group across the area UAVA serves and the data collected indicates it is important to consider sub-categories within ethnicity, and not at ‘BAME’ level only, in order to fully understand the picture in terms of access, barriers and outcomes.

Insights is one example of a data analysis and measurement service that can be accessed online or integrated with an existing case management system, enabling a service to collect, interpret and use evidence to improve their understanding of how their service is helping victims of domestic abuse.

M.Tomlinson, SafeLives

Case study: PCC Partner Meetings (Nationwide)

Quality standard 1

The PCCs of Avon & Somerset, Devon & Cornwall, Dorset, Gloucestershire and Wiltshire have previously organised regional PCC partner meetings. These meetings aim to connect people to decision-makers and ensure that the particular needs of South West groups are being met. PCCs and commissioning managers outline the future intentions for commissioning victims' services and provide timescales for their services. The meetings also include workshops to identify the needs of victims and opportunities for partnership working.

OPCC for Wiltshire

Case Study: Breaking the Silence – Increasing Legitimacy (Bradford, West Yorkshire)

Quality standard 2

Breaking the Silence are a victims' service provider who work with male BAME victims of sexual abuse. They noted that many male BAME victims refused to seek support due to a lack of trust in the criminal justice system and PCCs. Breaking the Silence implemented three reforms to increase victims' sense of legitimacy in accessing support.

Many male victims did not identify with the word 'sexual' in terms of their abuse, believing instead that this was something that could only happen to women. These victims need their experiences legitimised, from the way services are advertised and where, to the support they receive, from trained service providers. It is important that support services listen to the voice of the victim, to fully understand their viewpoint and build this trust.

Men often see counselling and therapy as feminine activities. Male victims thus disliked the idea of undergoing counselling and refrained from seeking support. Breaking the Silence refers to their services as a 'program' rather than counselling, which reduces barriers for men seeking support.

Posters advertising services include images of BAME men and used language familiar to BAME men. These posters were put up in areas frequented by BAME men, including shisha lounges and gyms. Where service users are able to relate to and see themselves in service providers, they are likely to have increased levels of trust.

The Male Victim Sexual Abuse Campaign is another West Yorkshire base service aimed at supporting male victims of abuse, more information on the campaign can be found at <https://www.westyorkshire.police.uk/MaleSexualAbuse>

Case Study: Diversity Panel (Humberside)

Quality standard 2

The Diversity panel is made up of paid volunteers, recruited through a fair and transparent process. They are reimbursed at a rate of £14 per hour for work undertaken, in addition to out of pocket expenses. Humberside OPCC currently have 14 panel members with a range of knowledge and experience. Members are recruited partly on their lived experience of diversity issues and ability to advocate and engage with others from a minority or marginalised background. The panel is led by the OPCC but operates independently supporting the wider Criminal Justice Board partnership and network. The scope of the panel can cover scrutiny on any equality and diversity related topic from any local criminal justice agency, and others represented on the Humberside Criminal Justice Board. The panel is also utilised by the OPCC in its role of holding the Force to account to scrutinise particular areas of work in more detail and provide an assurance role on areas such as 'Stop and Search, and Use of Force.

Case study: BAME Health Outreach Pilot Project (Nottinghamshire)

Quality standard 2

The BAME health outreach project ran for two years in Nottinghamshire and sought to raise awareness of health inequalities within the BAME community and to encourage take up of services and collaborative working.

The main aim was to enable individuals from BAME groups to self-manage their long-term conditions and to support people from BAME communities to access health and wellbeing information.

Health risks are much higher in BAME communities, and healthcare support was sought less frequently.

The outreach project developed a number of solutions in response to the issues including:

- Health champions -people that have in-depth knowledge of a particular health condition and experience of successfully engaging with communities
- Self-help groups - so that people share experience of a long-term condition e.g. diabetes
- Links with health services -we bridged the gap between health services and self-help groups
- Health roadshow events - we held many successful roadshows aimed at engaging with different faith centres in Nottingham City
- Mainstream BAME principles of working into Self Help UK and other organisations.

Self-help are a not for profit provider of self-help support, the organisation is mainly funded by the NHS and local authorities.

Case study: Humberside Modern Slavery Campaign (Humberside)

Quality standards 3

OPCC Humberside developed a campaign in Partnership with the Humber Modern Slavery Partnership (HMSP) to help run a public campaign aimed at raising awareness of modern and exploitative practices in the car wash industry, to reach potential victims and create awareness among the wider general public.

Humberside drafted a vehicle window sticker in consultation with partners, displaying the National Modern Slavery Helpline number alongside useful information aimed at people working in car washes. We utilised local police knowledge of potential victim's nationalities and translated the sticker into corresponding languages (English, Polish & Albanian).

Humberside OPCC assisted HMSP to launch the stickers as part of a wider public awareness campaign to increase understanding among the public about modern slavery, where to get help and pass on local community intelligence. The stickers were also designed to act as a source of help for those employed within car washes who may then be able to get access via the Modern Slavery helpline number or by talking to the car driver.

The campaign raised awareness among those using car washes. It also increased understating of the subject of modern slavery and trafficking internally and within partner agencies and has genuinely improved Humberside OPCC's work with partners in the Humber Modern Slavery Partnership.

M.Morgan, Humberside PCC

Resources/Links

Below are links to key resources which PCCs and partners may find useful. This is in part a recap of material highlighted in this guidance, and in part sharing of material on specific crimes or approaches which are more specific than the general scope of this guidance.

Data Sources

- Statistics on Victims of Crime (Office for National Statistics, 2018)
- <https://www.ethnicity-facts-figures.service.gov.uk/crime-justice-and-the-law/crime-and-reoffending/victims-of-crime/latest>
- Statistics on Race and the Criminal Justice System (Ministry of Justice, 2019)
<https://www.gov.uk/government/statistics/race-and-the-criminal-justice-system-statistics-2018>
- Gangs Matrix review (MOPAC, 2018). Illustrates statistics on rates of victimisation
https://www.london.gov.uk/sites/default/files/gangs_matrix_review_-_final.pdf
- Crime Survey for England & Wales Annual Trend (Office for National Statistics, 2019)
<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/crimeinenglandandwalesannualtrendanddemographictables>
- Statistics on Homicide in England & Wales (Office for National Statistics, 2018)
<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/articles/homicideinenglandandwales/yearendingmarch2018>

Ethnicity Classifications

- List of ethnic groups (Cabinet Office)
<https://www.ethnicity-facts-figures.service.gov.uk/ethnic-groups>
- Harmonisation guidance, (Government Statistical Service, 2019)
- <https://gss.civilservice.gov.uk/policy-store/ethnicity/#england>

Community engagement support

- Engaging with BME communities, insights for useful impact (The NHS Confederation, 2013)
<https://www.nhsconfed.org//media/Confederation/Files/Publications/Documents/Engaging-BME-communities-insights-for-impact.pdf>
- Engaging BME communities about mental health (Mental Health Trust, 2017)
<https://www.mentalhealthtoday.co.uk/engaging-bme-communities-about-mental-health>

- Good practice in ethnic minority healthcare guide (West London Mental Health NHS Trust, 2007)
<http://www.womenssupportproject.co.uk/userfiles/CCTK.pdf>
- A guide to engaging with ethnic minorities and hard to reach groups (BEMIS, 2015)
<http://bemis.org.uk/wp/wp-content/uploads/2013/10/how-to-engage-em-htr-groups.pdf>

Advice relating to specific crimes/victims

- Violence Against Women and Girls Services: Supporting Local Commissioning (Home Office, 2016). Toolkit on effective commissioning of VAWG services to meet needs effectively, includes advice on Equality Impact Assessment and advice on innovative commissioning including pooled budgets and co-production of services.
- https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/576238/VAWG_Commissioning_Toolkit.pdf
- National Statement of Expectations' and a Commissioning Toolkit for Violence against women and girls (Home Office, 2016)
- https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/574665/VAWG_National_Statement_of_Expectations_-_FINAL.PDF
- Action Against Hate Crime: The UK Government's Plan for Tackling Hate Crime
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/748175/Hate_crime_refresh_2018_FINAL_WEB.PD
- Ending Violence Against Women and Girls (Home Office & MHCLG, 2018)
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/522166/VAWG_Strategy_FINAL_PUBLICATION_MASTER_vRB.PDF
- "Three steps to escaping domestic violence" – a leaflet aimed specifically at BAME women and is available in 12 languages (Home Office, 2012)
- <https://www.gov.uk/government/publications/three-steps-to-escaping-domestic-violence>
- 'A survivor's handbook' – Women's aid toolkit (Women's Aid)
- <https://www.womensaid.org.uk/the-survivors-handbook/women-from-bme-communities/>
- Anti-Slavery Partnership toolkit (University of Nottingham & Independent Anti-Slavery Commissioner, 2017)
- <https://iasctoolkit.nottingham.ac.uk/>
- Restorative Justice guidance (Restorative Justice Council, 2017)
- https://restorativejustice.org.uk/sites/default/files/resources/files/BAME%20Practitioner%20guide_FINAL.pdf
- Resource for supporting young victims of crime (Catch 22, 2018)
- <https://cdn.catch-22.org.uk/wp-content/uploads/2018/04/The-changing-needs-of-victims-and-how-to-support-them-better-2.pdf>

Workforce Diversity

- Toolkit for employers around talent management (Business in the Community, 2019)
<https://www.bitc.org.uk/wp-content/uploads/2019/10/bitc-race-toolkit-inclusivesuccessionplanning-ap19.pdf>
- A report around building inclusive workplaces (Chartered Institute for Personnel and Development, 2019)
<https://www.cipd.co.uk/knowledge/fundamentals/relations/diversity/building-inclusive-workplaces>
- A report around the importance of diversity (McKinsey, 2015)
<https://www.mckinsey.com/~/media/mckinsey/business%20functions/organization/our%20insights/why%20diversity%20matters/diversity%20matters.ashx>
- A report around maximising learning and development to impact growth (McKinsey, 2018)
https://www.mckinsey.com/~/media/mckinsey/business%20functions/organization/our%20insights/delivering%20through%20diversity/delivering-through-diversity_full-report.ashx

Reports

- IICSA's report into CSA in ethnic minority communities,
- <https://www.iicsa.org.uk/document/%E2%80%9Cpeople-dont-talk-about-it%E2%80%9D-child-sexual-abuse-ethnic-minority-communities-executive>

Guide to Acronyms

BAME – Black, Asian and Minority Ethnic

CSEW – Crime Survey for England and Wales

HMSP – Humber Modern Slavery Partnership

LGBT – Lesbian, Gay, Bisexual and Transgender

MoJ – Ministry of Justice

NHS – National Health Service

ONS – Office for National Statistics

OPCC – Office of the Police and Crime Commissioner

PCC – Police and Crime Commissioners

UAVA – United Against Violence and Abuse



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