Rape Crisis news

The newsletter of Rape Crisis Scotland

Special issue: Rape, sexual assault and the Law in Scotland



We are hopeful that 2006 will mark a turning point for the Scottish legal system in its response to crimes of rape and sexual assault.

With conviction and attrition rates among the lowest and highest respectively anywhere in Europe, major reforms to the law itself and the way in which it is implemented are long overdue.

Rape Crisis Scotland welcomes these developments, and in recognition of their significance, devotes this Special issue to the law and the potential for change

Issue 5 : Summer 2006

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Vulnerable Witnesses Act

VULNERABLE WITNESSES (SCOTLAND) ACT 2004

Emma Knox from the Crown Office and Procurator Fiscal Service looks at the impact of this recent piece of legislation

Background

The evidence witnesses give in court is a key aspect of trial procedure in Scotland and can be vital for the successful outcome of a criminal case. For many witnesses, giving evidence is a stressful and demanding experience. Some find the process so daunting that the quality of their evidence is adversely affected. It is in the interests of justice that witnesses are able to give their 'best' evidence (in terms of accuracy, coherence and completeness).

The Vulnerable Witnesses (Scotland) Act 2004 (VWA) aims to make certain 'special measures', such as screens and video link, more easily accessible to vulnerable witnesses and thus help them to participate more fully in the trial.

The Act is being introduced in phases, and the new regime has applied to cases tried before a judge and jury since 1 April 2005 for child witnesses (under 16 when the Indictment is served) and since 1 April 2006 for adult vulnerable witnesses, in respect of police reports received on or after those dates.

The Act is designed to make it easier for children and adult vulnerable witnesses to give evidence in court and should introduce greater certainty in relation to special measures. This article considers the support needs of victims of serious sexual offences, the reforms introduced by the VWA and its operation by the Crown Office



and the Procurator Fiscal Service (COPFS) in relation to serious sexual offences.

This article is written from a prosecution perspective but is important to note that the Act can also apply to defence witnesses and vulnerable accused, both children and adults.

Providing Support and Information

COPFS strives to be sensitive to the needs of victims and witnesses, whether defined as "vulnerable" in terms of the VWA or not. As well as the "special measures" provided for in the Act, other support measures are available to improve a witness's comfort and safety. For example, COPFS, Witness Service, Victim Support, and others work together to facilitate courtroom visits where witnesses can familiarise themselves with the environment. This can provide an opportunity to test out "special measures", for example, a live TV link to the court might be demonstrated.

Arrangements can be made for witnesses to use a different entrance from the general public and/or accused; witnesses waiting to give evidence can be put in "stand-by" rather than having to wait in the court building; and efforts are made to ensure that witnesses are met by a friendly face at court.

The work undertaken by our Victim Information and Advice service (VIA) ensures that witnesses are informed throughout, not only about progress in their case but about the criminal justice process in general.

Vulnerable Witnesses Act

What is the Definition of Vulnerability?

All children are vulnerable in terms of the Act. Other persons are vulnerable, according to Section 27(1)(b), where "there is a significant risk that the quality of the evidence to be given by the person will be diminished by reason of (i) mental disorder or (ii) fear or distress in connection with giving evidence at the trial".

The legislation lists a number of factors which help to determine vulnerability, including: the nature and circumstances of the alleged offence; the nature of the evidence; any relationship between the witness and the accused; age and maturity; and behaviour by the accused or associates towards the witness.

Adult vulnerable witnesses have no automatic entitlement to "special measures". It will be for the court to decide whether to grant an application to use one or a combination of the special measures, which are:

- A screen in the courtroom
- A television link outwith the courtroom
- A supporter
- A prior statement previously made by the witness
- Evidence taken by a commissioner.

COPFS Policy in relation to VWA

The Court can only grant the application for special measures if there is a significant risk that the quality of the particular witness's evidence will be diminished. However, the Judge has some discretion in considering factors which may affect this. The challenge for the Crown will be in ensuring that the court is provided with relevant and sufficient information.

Victims of rape and other serious sexual offences are faced with the difficulty of having to give distressing and intimate evidence.

COPFS is therefore taking steps to identify vulnerable witnesses as early as possible and have issued guidance to the police about their role in assisting with this. Where it is apparent that a witness is potentially "vulnerable" for the purposes of the Act, we will explore the use of "special measures", and other support measures, with them at an early stage.

As a matter or routine we will explore the need for special measures with the following witnesses:

- witnesses with a mental disorder, under the VWA;
- witnesses identified as potentially vulnerable by the police or other agency
- victims of offences prosecuted in the High Court
- witnesses and bereaved next of kin in High Court cases whose evidence is of a particularly sensitive or potentially distressing nature.
- Any other witness who appears to staff to be vulnerable in terms of the statutory criteria on the basis of information from the police.

The above list includes the witnesses we consider most likely to be considered vulnerable in terms of the Act. VIA will contact these witnesses (and/or a carer) at an early stage to open a discussion to discuss any vulnerability and to explore the need for special measures.

Victims of offences prosecuted before a sheriff and jury, and witnesses in such cases whose evidence is likely to be particularly sensitive or distressing, may also be 'vulnerable' under VWA. For these witnesses, VIA will provide written information about special measures at an early stage, inviting an approach from any witnesses who wish to discuss special measures.

Other agencies who work closely with

Vulnerable Witnesses Act

witnesses may offer important insights on potential vulnerability. Colleagues in other organisations, such as Health Boards, Social Work Departments, Victim Support the Witness Service, have been asked to refer witnesses who may come within the statutory criteria and benefit from special measures.

What Part does the Witness Play in an Application for Special Measures?

Witnesses must be able to make an *informed* view about special measures. VIA offers face to face discussions with child witnesses (and their parents or guardians) to explain the various options. Where practicable and where resources allow, the same approach will be followed for adult witnesses who suffer from a mental disorder. Advocacy workers will have a key role in providing information to these witnesses.

Information about special measures is provided to other adult vulnerable witnesses in booklets and a CD rom (illustrating the special measures), supplemented as necessary by discussions with VIA staff and others involved in preparing the case for trial.

COPFS staff will discuss with individual witnesses any special measures which are excluded due to evidential matters.

How will Decisions about Applications be made?

An application must be lodged with the court and sent to the defence. A judge in the High Court and a sheriff in Sheriff and Jury cases will consider each application on its merits. Adults, unlike children, have no automatic right to special measures.

Further Guidance

Scottish Executive Guidance on Identifying Adult Vulnerable Witnesses is available on the Scottish Executive website at www.scotland.gov.uk/Topics/Justice/ criminal/17416/InformationMaterials and has been issued to a wide range of agencies and organisations, and support workers might be interested to refer to this useful resource.

The <u>Scottish Executive Guidance Pack and</u> <u>Being a Witness booklets</u> (which can be found at the same web address) provide helpful practical advice on the advantages and disadvantages of each special measure.

Our Commitment

We fully support the vulnerable witness reforms and want to ensure that special measures are applied for in all suitable cases.

We encourage those working with victims of rape and serious sexual offences to contact us where it is felt that special measures would assist a victim or other witness in giving evidence.

We value the support of agencies such as Rape Crisis Scotland in working with us to make sure that victims in rape and serious sexual offences get the opportunity to benefit from the changes in the law.

If you have any questions or concerns about the VWA and you think we can help please contact Sandy Brindley or Eileen Maitland at Rape Crisis Scotland (email info@ <u>rapecrisisscotland.org.uk</u> or phone 0141 248 8848) who will pass them on to us.



As a full-time Commissioner with the Scottish Law Commission, Gerry Maher has been at the heart of the Commission's recent extensive consultation on the law in Scotland on rape and other sexual offences. In this interview with Eileen Maitland, Information Worker with Rape Crisis Scotland, he explains the background to some of the SLC's proposals, and answers some of the questions that the consultation process has raised for those who have engaged with it.

Eileen: What do you think are the main challenges that currently face the legal system, in providing justice for women who have been victims of rape and sexual assault?

Gerry: Well, I can only really talk what the Commission is doing, and not what the legal system in general is about. But I think, as far as our project is concerned, the priority is getting the law clear. The law as it stands doesn't have definitions of some key areas - for example of consent, and what we're trying to do is make sure that rape and other sexual assaults are clearly defined in a way that can be workable. Our view is to try to put everything in the statute.

Eileen: Are there any areas you think would be better left to the common law?

Gerry: Certainly in the areas we've looked at we'd prefer rewriting the law in statute.

Eileen: So, what do you hope to achieve through this consultation process and the legislation that will follow it?

Gerry: Well, we hope that at the end of the process, there will be a statute setting out all the main sexual offences, not just the ones we've looked at. That's what we're trying to do here.



Eileen: What about the question of how we effect a shift in focus towards the accused, in terms of looking at what his decision making process was, towards ascertaining that he obtained consent for the sexual act in question? Do you think sufficient attention is given, at the moment, to the accused's actings?

Gerry: I think the point we're making is that with sexual activity, you've got to look at the actings of all the parties concerned, and not just any one of them. The problem is that since consent is not defined, it's difficult to know. Consent lacks any definition. The law doesn't give any guidance as to which party you should be looking at. Juries are currently not given any guidance. In fact it's worse than that. They're simply told that consent is whatever they think it is.

Eileen: With regard to the concept of free agreement, do you think it's maybe, in itself, quite an open term? So open, possibly, to subjective interpretation that it offers a few advantages over the word consent?

Gerry: It could work out that way. Any definition on one level could be interpreted in different ways. Some people have argued terms like 'free agreement' are too vague. I'm not sure if that's true. I think if you try to look at discussing free agreement within the context of sexual relations, it does have meaning. But there's also the point that if we say that the general definition of consent is free agreement, or whatever it turned out to be, it should also be followed by the indicators, which are definitions of types of lack of free agreement.

Eileen: And you see these two things as being very much interlinked in this current context?

Gerry: Yes. Most models, and the models we've looked at do this - they have a general definition, and this general definition is given some substance by way of examples or indicators.

Eileen: So, with regard to the statutory indicators, could you give us an idea of how you think these might work out in practice, and how they differ from the evidential presumptions in England and Wales? How will these be different, and how do you see them working - playing out?

Gerry: Well, only England and Wales call the examples evidential presumptions. The other legal systems - for example, the state of Victoria, use the line we want to follow, which is that you have the general definition, then you have, you might say, illustrative situations of what the general definition means. A presumption is concerned with evidence. A presumption in law arises when if you prove one fact, another fact is presumed. It's concerned with how you prove things. We would rather see the examples as definitions, calling them presumptions downgrades them, because you're really just dealing with proof. You're not dealing with definitions, or lack of

Consent: the SLC proposals

- That there should be a statutory definition of consent
- That consent should be defined first through a general description of what consent means - possible options include:
 - Free agreement
 - Positive cooperation in act or attitude pursuant to an exercise of free will; involving persons acting freely and voluntarily and with knowledge of the nature of the act in question
- That the statutory definition should also provide a non-exhaustive list of examples or indicators outlining where consent does not exist

free agreement, or lack of consent. Put it this way - if a man has sexual intercourse with a sleeping woman, do you call it a presumption? Then, you're simply saying that's evidence of lack of consent. Whereas, if you call it an indicator, or something like that, you're saying it <u>is</u> lack of consent. Not simply how you prove it. It is it. It constitutes lack of consent.

Eileen: So that the sort of emphasis within the trial, in an instance like that, would then be on the accused to prove that that statutory indicator did not apply - i.e. the woman was not asleep, or something like that.

Gerry: Well, the point is - you've got to look at the whole evidence in a case. And if all the evidence falls within one of the statutory indicators then it has been proved that there's no consent.

Eileen: So you think it's tighter this way, than it is in England and Wales?

Gerry: It is not entirely clear how the English and Welsh system is working in practice. We're not here concerned with just how you would prove the matter of evidence, of lack of consent - but what is lack of consent? And I think it sends a stronger message out to people, that if the law is defining various situations which are examples of types of lack of consent or lack of free agreement, people can understand that. If they're simply saying, these are just bits of evidence, then it, in one view downgrades them.

Eileen: Do you think, though, that there's a risk that this current list of proposed statutory indicators might just be seen as a checklist, with cases involving other circumstances being dismissed or, or compromised because they don't appear on the list?

Gerry: That is an important point. There is a danger in the list being seen as a full list. But we make it clear in the discussion paper, and we hope that the statute, if there is one, when it appears will make it plain that the list is not meant to be exhaustive. It's simply a number of illustrations of lack of consent or lack of free agreement. No-one should read the list as a full, complete, exhaustive list.

Eileen: What kinds of mechanisms do you think might be put in place, in order that the list might be added to in the future, to take account of subsequent developments or gaps that have been identified in the list?

Gerry: Well, I think that as with any bit of law reform, there has to be reforming legislation, which is why it's important to get the list right now. But if the list <u>is</u> wrong, or has things in that shouldn't be in it, or more likely, things missing from it, then we hope the Executive will put in amending legislation.

Eileen: Do you have some sort of specified period for when you think that might happen?

Gerry: Well, it's really up to the Executive to decide. Whenever there's an issue, showing that existing law isn't working, or there's a gap, then they have to decide on how they would seek to put things right.

Eileen: It's obviously going to be very important for juries to understand how all of this operates, in terms of what is meant by consent. How do you see this being communicated to them? How will they be able to fully understand that it's not the full list of statutory indicators that applies in every single case and how the whole thing's going to work - how do you think that might be best communicated to them?

Gerry: Well, the crucial thing is that, whatever the test is for consent or lack of consent, that it can work in practice and juries will be able to understand it. So the language of the statute is important. If juries are given some guidance directly by the law itself if they're told consent means free agreement, or whatever the definition will be, and they're also told that there are examples in the law of lack of consent, or lack of free agreement. But in any particular case, there will also be directions from the judge. Now, we've seen, in other legal systems, how judges do direct juries, using the same sort of model we're looking at. So it is for the judges themselves to determine what types of directions are appropriate. They would not have to go through the entire list. They'd only look at the list if the case fell within one of the examples.

Eileen: We noticed that none of the proposed indicators makes reference to any expression of non-consent on the part of the complainer. Maybe it was regarded as something so obvious that it might not have seemed appropriate to include it, but I just wondered if you thought it might be

useful to include some references to the complainer's behaviour in terms of words or behaviour on her part, including or indicating a refusal to take part in the activity?

Gerry: It's an interesting idea, and it's one we need to consider. Perhaps, in a sense, it is so obvious. If a woman says "I don't consent", then that's the end of it. You don't need a statute to spell it out, but on the other hand, there may be no harm in statute just making it absolutely plain. If a woman says no, she means no. Previously, in other systems, certainly when we were looking at it, I think our concern was where the woman didn't say yes <u>or</u> no. And, we want to make clear that that's not to be read as yes.

Eileen: In terms of the indicators we also wondered about the definition of force, and whether or not you intended that this should extend to psychological coercion. The meaning of force seems to be something that people have their own views on, in terms of whether or not it has to result in physical evidence of the act or of damage to the woman, or her clothing, or something like that. What are your views on extending this to psychological coercion to accommodate examples where force might manifest itself in ways which are not immediately apparent?

Gerry: I think there are possibly two different things here: there is force and there is coercion. I don't think they are quite the same thing. Certainly, one of the draft indicators in the discussion paper is force, or the threat of it, and of course, the threat could be quite implicit. But I think coercion is a different matter altogether and it may well be that we have to add an indicator on coercion, which is not concerned with physical force. I don't think it would be right to give force such a wide meaning that gets away from this idea of physical threat, the threat of physical violence. I think psychological coercion is another thing altogether. But we're not ruling out an indicator about non-physical coercion, I think the idea of psychological coercion has to be dealt with in the indicators.

Eileen: Your proposals are built around a model of consent which is a mutual activity, and your report clearly states that "The focus should be on what all parties in their respective interactions, do to arrive at genuine, consenting sexual activity." But with no current requirement on the accused to take the stand, how is this to be properly examined?

Gerry: Well, it's a question of all the evidence in the case. There are two crucial bits of evidence: one is the evidence which the complainer gives in court.

There will also be the evidence of the police interview when the police are dealing with the interviewing of a suspect. During that interview, the police will normally ask questions about whether the man admits knowing the girl, whether he admits having sex with her, and what he did to make sure that she consented. His answers will all be part of the evidence. If that evidence is damning to him - if it indicates that he just didn't bother, then, by not giving evidence, he runs the risk of the case going against him.

Eileen: Is that evidence always read out in court?

Gerry: Almost always, it is tape recorded, and the tape is played to the jury. Sometimes it is video recorded and the video is played.

Eileen: Would you say that the police are always very rigorous about that part of the interview? Do you think that perhaps there's room for them to be clearer about that part of the interview, because it has such a key impact?

Gerry: It's difficult to say at this time, because consent isn't defined. And consent has only been part of the definition of rape over the last four or five years. But under our model,

if this became law, then the police would <u>have</u> to ask questions about consent, as free agreement or one of the indicators, because the law will be rewritten. So if their job is to find out if there was a breach of the law and if the suspect committed that breach of the law, they've got to ask direct questions about these elements of it.

Eileen: So the police role in outlining whether or how consent was obtained is pretty crucial?

Gerry: Yes. Under our model, the police would have to ask the suspect: what steps did you take? What made you think the girl was consenting? And his answer to that then becomes crucial evidence. And if he says "she asked me to do it", then you've simply got a conflict of evidence. If he says, "well she was drunk", then that evidence is played out in court. If he still wants to explain why he thought she was consenting, he's going have to give evidence directly because there is no other evidence. In that situation there is no other way he can give evidence, other than going into the witness box.

Eileen: That's very interesting indeed. And if he does say she was drunk, the statutory indicators will indicate that consent was not given.

Gerry: That's right.

Eileen: As things stand now it's quite possible for the Crown to prove, beyond reasonable doubt, that a woman did not give consent, but still be unable to prove the accused's state of mind, which it's obliged to do, with the result is that he is acquitted. What are your views on this? Do you think this is compatible with gender equality?

Gerry: Well, I'm not quite sure it's really an issue of gender equality, because the same issue arises with any kind of sexual assault, including male on male assaults. It's a fundamental principle that the Crown has got to prove - not so much the accused's state of mind, as such, but the guilty mind, the *mens rea*. A lot of it depends on how you define the *mens rea*, and that's something we're consulting on. Whether it's the actual state of mind of the accused at the time, or it's whether or not a reasonable person would have that thought, or whether it's a mixture of these is one of the key issues that we have to focus on and now make our minds up about, once we analyse all the responses.

Eileen: And with regard to corroboration by distress, although this does offer promise to victims to whom it applies, don't you think there's a risk that the converse might be inferred in cases where it doesn't apply? By that I mean that where a woman's not visibly distressed at or around the time of an attack, it might be assumed that she wasn't the victim of an assault?

Gerry: Yes, some consultees have raised an interesting point around whether there should be experts, or the ability to bring in experts who can give evidence as to the nature of reaction to sexual assault.

Eileen: What are your views on that?

Gerry: It's something we are considering. I think that the underlying idea is that juries may simply not know what a typical response is. Indeed, I think the point is that there may not be such a thing as a typical response to a sexual assault. There are a number of possible reactions, because two women who are sexually assaulted might react in quite different ways, both of which are compatible with them having been assaulted.

And I think you're right - that rules on corroboration by distress could give rise to the risk that the impression they would be giving is that if there's no distress - there's no assault.

Eileen: Are you going to consider expert testimony within the scope of this enquiry then?

Gerry: Well, that's one of the things we'll need to look at. We didn't really consult on it, but people have mentioned this to us and we'll need to have a look at that as an issue.

Eileen: Do you intend to wait until you've heard the evaluation of the Sexual Offences Act before finalising the legislation, based on the results of this consultation?

Gerry: Well, we're concerned mainly with redefining the offences and the evidence. We will submit our report when we've finished with it. What the Executive might want to do with the sexual history evidence evaluation is really for them to decide. They will know more about the timetable for that research project. It's really a question of what the Executive decides whether they should do it in one big statute, or whether there's any need to reform or amend the sexual history elements.

Eileen: They do seem to be quite enmeshed in some ways though, don't they?

Gerry: They are, but we felt we should just get on with the project. But the Executive may take the view that they prefer to put

everything in one statute. That's really for them to decide, not for us.

Eileen: When do you expect a report to be made?

Gerry: We will spend the rest of this calendar year analysing the responses and making policy decisions on all the key issues. We will then be instructing a Bill to be drafted. For the rest of this calendar year, we will be preparing a report, which will be a detailed statement of all our final proposals, and a draft Bill which will give effect to them. And we will then submit the report to the Executive some time next year. We haven't really started that bit of the project yet, but our aim is to try and get things more or less finished towards the end of this year, then get the final report put together sometime early in 2007.

Eileen: Have you had a good response?

Gerry: There have been a lot of responses. It's been quite a different consultation exercise from most projects, but understandably so because this is not by any means dry technical law, this is something that affects so many people.





Witness Service

Being called as a witness in a court case is for many people the first and only experience or involvement they have had in the judicial process, and, for a range of reasons, this may be a very intimidating experience and fraught with anxiety.

Anyone who has been a victim of crime, or who has seen or heard of a crime being committed may be required to give evidence in court, and the prospect of having to do this in the unfamiliar and austere surroundings of a courtroom in front of strangers can be very intimidating. For complainers in rape trials in particular, the thought of facing the accused and his/ her family is something that can be very difficult to contemplate.

The Witness Service was set up and is run by Victim Support in order to help people through this process and lessen the ordeal, by supporting individuals who are called as witnesses, by providing them with information, and with practical and emotional support. Witnesses are usually contacted by the Witness Service before the trial, but can contact the service at any time themselves. The service is free to all witnesses.

Witness Service staff and trained volunteers are based on court premises, serve both High Courts and Sheriff Courts, and offer their services to both prosecution and defence witnesses as well as their families and friends. They may explain details of court procedure to witnesses and help them to prepare for the experience of giving evidence by letting them know what to expect when the case commences. They can also arrange for a court visit to take place before this happens to give the witness extra reassurance, and can even accompany them into court during the trial. Practical advice with forms and by means of putting witnesses in touch with



other support agencies can also be given, in addition to emotional support, and someone to talk to in confidence during the course of the trial, though never on the subject of evidence.



Where the witness in question is a child, special provision is made for his or her evidence to be given. In cases involving a jury, children are not obliged to sit within the court itself, but can give their evidence from a private room which is quite separate from the public court, and is equipped with a video link to it.

These provisions do not yet cover summary cases, where entitlement to special measures, even for children, is still at the discretion of individual sheriffs and will continue to be so until April 2007.

Where the case is of a particularly sensitive nature, and extra protection is required, or if facilities are not available locally, it is even possible for a child's evidence to be given at a location remote from the court

Witness Service

proceedings (i.e. in a different town). In Scotland there are two facilities in place to cater for such circumstances.

These pictures show the High Court in Glasgow and some of the facilities available there for witnesses. The Witness Rooms offer privacy and seclusion for witnesses for as long as they require it over the course of a trial, and in circumstances where a witness feels uncomfortable at the prospect of going to the court canteen for food and drink, Witness Service staff can arrange to go on their behalf. Great care is taken at the High Court to ensure that witnesses from disputing parties in court cases do not encounter one another in the waiting areas where this might lead to public disputes (or worse) : usually they are assigned to different corridors and kept as far as possible away from one another. For witnesses whose first language is not English, translation facilities can be arranged.



Further information can be obtained from: The Witness Service, High Court of Justiciary, 1 Mart Street, Glasgow G1 5NA



Tel: 0141 552 5484 or Email: <u>witness</u> <u>service@victimsupportsco.demon.co.uk</u>

Victim Information and Advice (VIA)

VIA is another organization which offers services to witnesses in court cases, and more generally to victims of crime, and bereaved next of kin. Based within the Crown Office and Procurator Fiscal Service since 2002, VIA is a dedicated victim information and advice service which was set up to improve the information flow to victims and witnesses, and to encourage participation in the criminal justice process.

Those who take up the offer of services from VIA can be kept up to date with the progress of their cases, including information on key court hearings, bail, verdicts and sentencing. Because the service is offered pro-actively, VIA will make initial contact with victims and witnesses as soon as a case is marked for proceedings, and provide information on the local VIA office, after which the recipient is free to decide whether or not to take up the offer of assistance.

Victim Information & Advice



VIA has three principal functions:

- provide information to certain victims, witnesses and bereaved next of kin about the criminal justice process in general.
- 2. keep certain victims, witnesses and bereaved next of kin informed about the progress of the case that affects them in particular
- 3. advise on, and facilitate referral to, other agencies for specialist support and counselling as required



The main groups of individuals who can benefit from VIA's services are:

- Next of kin in cases involving deaths where there may be criminal proceedings, a Fatal Accident Inquiry, or significant further inquiries.
- Victims in cases of domestic abuse, cases with a racial aggravation or cases involving sexual offences.
- Victims in all cases where the nature of the charges is indicative of solemn proceedings.
- Child victims or witnesses in any case.
- Vulnerable victims or witnesses in any case. Vulnerability may arise due to an individual's circumstances or personal characteristics.

VIA offices are based within local Procurator Fiscal Offices throughout Scotland. VIA can be contacted either through the VIA National Office at Caledonian House Greenmarket, Dundee DD1 4QA, by telephone on 01382 341185, or by e-mail to: <u>elaine.paterson@</u> <u>copfs.gsi.gov.uk</u>



Criminal Injuries Legal Rights Project

The Criminal Injuries Legal Rights Project is funded by the Scottish Executive's Violence Against Women Fund. It has been in existence now since March 2004. Based at Castlemilk Law Centre, the Project covers the whole of Glasgow.

The objectives of The Project are:

- To provide free legal advice and Appeal Hearing representation to women and children, who have been victims of rape, sexual assault and domestic abuse.
- To maximise financial settlements for the above group, in new and existing cases.
- To raise awareness of Criminal Injuries as a remedy for these victims, amongst statutory organisations and voluntary organisations.
- To work with statutory and voluntary organisations who provide services to this group of women and children, to assist them develop a strategic approach to Criminal Injuries Compensation within their organisations; all with the purpose of benefiting local women and children.
- To raise awareness of Criminal Injuries Compensation amongst women and children in this group.

From the experience of the first two years, it is clear that women and children do benefit from representation and that it increases their chances of a successful award. The Criminal Injuries Appeal Panel in its latest Annual Report acknowledged that legal representation does increase the chances of a successful outcome at appeal. We have had several cases, which have been refused at the first paper stage but following oral appeal hearings, significant awards have been made. No legal aid is available for solicitors in private practice to represent at this stage, resulting in our client group being left without proper representation at the most crucial stage.

The Project takes on individual cases, allowing it to use its experiences to inform a strategic approach to Criminal Injuries for victims of domestic abuse, rape and sexual assault amongst partner organisations. One of the specific aims of the Project is to work with organisations that provide advice to survivors, to assist them develop their own policies about Criminal Injuries.

The Government is currently considering whether to change the Criminal Injuries Compensation Scheme. One of the suggestions in the consultation paper 'Rebuilding Lives' (Home Office Consultation Document) has been that people who benefit from lower level awards in region of £1,000 to £2,000 should not receive financial compensation but instead should receive counselling and some specific practical advice; for example, advice about home security. Many domestic abuse survivors are likely to fall within this category and we have been advocating that financial compensation should not be removed. The Home Office claimed, in the consultation document, that sexual abuse and rape cases would continue to be treated in the same way as the current Scheme. This is an area were the project is keeping a close eye on the outcome of the consultation and any pilot being announced in the coming months. Watch this space.....

Criminal Injuries Legal Rights Project

One of the ways the Scheme treats sexual abuse and domestic abuse differently from other types of crimes of violence, is by the 1979 cut off rule. The rule states that where the perpetrator and the victim were living as part of the same household, and the crime occurred before 1 October 1979 then no compensation can be paid. (Para 7 CIC Scheme) In Scotland, this rule is currently being challenged under Human Rights Law and a decision is expected in the case sometime soon. If the Court were to decide that compensation is payable then this will have implications for many survivors of rape within families, who have previously not been able to claim. This is one example of how the Scheme treats our client group differently, for no objective or fair reason.

But despite this, the Scheme can be used to give survivors some closure or sense that they have obtained some justice, in the absence of justice from the criminal justice system :

Criminal Injuries Applications Figures for UK March 2003

- 1808 cases involving rape
- More than half involved rape against children
- Awards made in 1146 casessuccess rate 63%
- Rape conviction rate in Scottish Courts 6%

Ann Johnston, SCOLAG Article

One of the aims of the project has been to develop links with the Criminal Injuries Authority. We provided training along with The Women's Support Project to a cross section of employees within the Authority last year. The training focused on rape, sexual abuse and domestic abuse. The Authority does have internal guidance about how these issues should be dealt with, particularly since certain parts of the Scheme give a wide discretion to decision makers. The internal policy is forward thinking in some areas - it recognises, for example, the significance of grooming in sexual abuse cases involving children and young people. However, there are areas where the Scheme and how it is applied could be improved : for example, we are arguing that the amount of compensation in rape and sexual abuse cases should be increased, as part of the consultation, to give a better reflection of the effect these crimes have on victims.

We know that money will never fully compensate someone for rape, sexual assault or domestic abuse but sometimes it can be important both in practical terms and as validation of suffering. For many victims Criminal Injuries compensation is the only recognition they get of the wrong committed against them. As shown above, in many cases, the criminal justice system fails them.

'Financial compensation for victims of crime is one of the most important, tangible expressions of society's compassion for those amongst us who have been harmed by crime. Compensation cannot address all that victims suffer, but it can provide a critical ingredient in repairing the harm'.

(Susan Herman, Executive Director National Centre for Victims of Crime; Repairing the Harm US 2004)

Julie Smith, Castlemilk Law Centre



Crown Office Review

Publication of Crown Office Review of the Investigation and Prosecution of Sexual Offences In Scotland

Elish Angiolini, the Solicitor General for Scotland, announced on the 14th June 06 the publication of the report on the review of the investigation and prosecution of sexual offences.

The aims of the review, which commenced in October 2004, were to make recommendations:

- To improve the standard of service provided by the Crown Office and the Procurator Fiscal Service to victims and witnesses of sexual offences;
- For the development of comprehensive guidance for prosecution staff on the investigation and prosecution of sexual offences; and
- For the delivery of appropriate training to prosecution staff in the investigation and prosecution of sexual offences.

The work of the review was overseen by an Advisory Group, which included representatives from Rape Crisis Scotland and other relevant voluntary organisations.

As part of the review, a case analysis was carried out within the Crown Office & Procurator Fiscal Service (COPFS) of rape cases from 2002/2003.

This analysis found that of adult rape cases proceeding to court, only 26% resulted in a conviction for rape. This conviction rate increases slightly when convictions for different offences are included i.e. where the original charge of rape has been downgraded to a different offence – this happened in 9% of cases, meaning an overall conviction rate for adult rape cases *proceeding to trial* of 35%. It is important to differentiate this from conviction rates of rapes *reported to the police*, as the vast majority of reported rapes do not get to court.

This analysis indicates the crucial importance played by medical and forensic evidence in supporting a successful prosecution.

The report itself is very comprehensive, examining all stages of the investigation and prosecution process. It contains 50 recommendations, some of which are summarised opposite:



The case analysis also looked at each of the possible court outcomes and what evidence was available for each:

Crown Office Review

Percentage of cases within 120 100 each outcome Medical Evidence 80 Forensic Evidence 60 Distress Evidence 40 Admissions 20 0 Guilty Plea of Not Proven Not Guilty Guilty Court outcomes

Sources of evidence relative to court outcome

• A comprehensive guidance manual on rape and other serious sexual offences should be produced for those investigating and prosecuting rape and serious sexual offences.

• A comprehensive system of specialised sexual offences training should be developed within the Crown Office and Procurator Fiscal Service (COPFS) and a system of certification should be developed for all COPFS staff working with sexual offences;

• A programme of comprehensive specialist training for Advocate Deputes should be developed to ensure they are sensitised to the issues arising in sexual offences and that they are supported in delivering the highest level of advocacy;

• A Standing Group on Forensic and Medical Evidence should be convened to represent the interests of the police, COPFS and medical and forensic practitioners, to permit communication about and development of policy and practice around advances in the field of medical and forensic evidence;

• A working group should be convened by COPFS to examine the merits of the use of expert evidence;

• There should be a presumption in favour of prosecution where there is sufficient credible and reliable evidence to prosecute;

• Victims should be advised of any defence application to lead sexual history or character evidence, and notified of the outcome of any such applications;

• In all trials of rape and other serious sexual offences, there should be a presumption that the trial prosecutor introduces him or herself to the victim and assists with any questions the victim may have about the procedure;

• A comprehensive Information Pack should be published for use by both male and female victims of sexual offences, spanning their information needs across the entire criminal justice process.

For a full copy of the Crown office report, see http://www.crownoffice.gov.uk/Resource/ Doc/9/0000174.pdf

1 Other outcomes included, for example, cases in which the court ruled that there was insufficient evidence for the jury to consider (no case to answer) or where the prosecutor withdrew the charges.

Our aspiration is to build strong, more compelling cases, while treating victims with the courtesy, respect and sensitivity which they are due

Elish Angiolini, Solicitor General

Sexual Assault Referral Centre

Recently released statistics on rape from the Scottish executive for 2004/05 1 indicate that of 900 reported rapes, only 86 or 9.5% led to a prosecution. The same figures show that of these 900 reported rapes, there were only 39 (4.3%) convictions.

Statistics of this kind are what have prompted a number of actions on the part of the Executive to improve the legal and judicial framework surrounding rape and sexual assault and its investigation and prosecution in Scotland.

In advance of these national developments, steps had been taken by agencies in Glasgow to address concerns about rates of disclosure and attrition in relation to rape and sexual assault. These local and national efforts have now come together in a commitment to pilot a sexual assault referral centre (SARC) in Glasgow. The findings from the pilot will inform learning and good practice in this area across Scotland. A SARC is a one stop location where male and female survivors of rape and sexual assault can receive medical care, support and counselling, have the opportunity to undergo a forensic examination and, if they wish, make a formal report to the police.

There are around 12 SARCS already in existence in England and Wales, with the first one being established in 1986 at the St Mary's Hospital, Manchester. Most SARCS are a collaboration between Health Services and the Police SARCs and some include the voluntary sector and local authority as key partners.

In Glasgow, the SARC has been developed under the auspices of the Glasgow Violence Against Women Partnership as part of its strategic efforts to improve multi-agency responses to gender-based violence in Glasgow. The SARC has been developed in response to evidence of deficiencies in forensic, medical and follow on services for survivors of rape and sexual assault. It will provide a service for women, men and young people over 13 years of age in what was the Greater Glasgow Health Board Area. GGNHS (now NHS GGC) took the lead in developing the SARC in consultation with a range of agencies and services across the city including Strathclyde Police, Procurator Fiscal Services, both Rape Crisis Scotland and the local Rape Crisis Centre, COMPASS, Glasgow City Council, Yorkhill Trust, GCC Social Work Services, Notre Dame Services and the Sandyford Initiative.

Informed by evidence of good practice from USA, Australia and the UK, the SARC will bring forensic, health and support services together within one central location – the Sandyford Initiative – in order to provide an integrated service of enhanced quality in the immediate aftermath of an assault. By immediate is meant where an attack has taken place within the past 72 hours although there will be some flexibility with this timeframe. The service will be available for all survivors over the age of 13 as gaps in services were recognized across this age spectrum for both female and male survivors.

The SARC is being piloted in Glasgow with funding received from the Scottish Executive's Health, Justice and Communities Department. Funding across Scottish Executive Departments for locally conceived initiatives is unusual and it has been very validating that these departments recognize that they all have a key role to play in addressing issues surrounding rape and sexual assault, and have agreed to jointly fund the piloting of the new service. The national funding arrangements mirror the local ones where Strathclyde Police, NHS GGC and Glasgow City Council have all made a commitment to fund the SARC beyond the life of the pilot and to consider how to ensure the service is available to

Sexual Assault Referral Centre

the wider Strathclyde Police service area in the future. While Rape Crisis Scotland and the local Rape Crisis Centre are not in a position to provide funding both have been active in informing the development of the SARC and will continue to be active and key partners as the service moves towards delivery early in 2007.

Accessing the Service

Referral to the service can be through self referral or via the police or any other agency. The service will be available 24 hours per day, 7 days per week. As part of action to improve the medical and forensic response a new cadre of specially trained forensic health examiners will be in place in the SARC to enhance existing forensic provision and ensure that survivors have access to a female/ male examiner as they so choose. All staff will be trained to ensure they are sensitive to the social context within which people will access the service including sensitivity to inequalities linked to race, gender, sexuality or disability and age.

Those using the service will be able to access immediate medical and emotional support and if they choose to undergo a forensic examination. While there will be no obligation on survivors to make a formal report to the police, it is hoped that by ensuring that the forensic examination takes place in a sensitive manner together with the additional support measures and ethos of the service, that the rate of reporting will be increased. Service users can also choose to undergo a forensic examination without reporting to the police as facilities will be in place in the Centre for storage of forensic samples. This will enhance investigations as it means that a survivor can change their mind about reporting at a later stage and still have evidence intact. It will also allow for the possibility of survivors to give permission for forensic samples to be used to corroborate evidence of attacks on other women/ men/ young people.



The Sandyford Initiative, where the new SARC will be based

SARCs are part of a raft of measures at national and local level which it is hoped will improve the rate of disclosures or identification by services of rape or sexual assault. It is also hoped that the consistent delivery of services in a supportive and sensitive atmosphere together with the option of storage of forensic evidence, will result in increased reporting to the police and an improvement in the quality of the investigative process. Again there are national developments such as the recent COPFS review of the investigation and reporting of rape and sexual assault which it is hoped will create changes that will in turn enhance the investigative process. It is hoped that all of these measures will contribute to reducing the current high levels of attrition.

A further goal of the service is to lessen the negative health and social impact of rape and sexual assault with the aim of promoting the future good health and well being of

Sexual Assault Referral Centre

survivors. This in turn will reduce the impact on services further down the line saving significant sums from the public purse.

The SARC is due to open its doors early in 2007 and work is well underway to get everything operational for that time. Over the next few months staff will be recruited, training delivered and alterations to premises made in order to accommodate and provide the high standards required of the SARC.

However, the work does not stop there and the Glasgow Violence Against Women Partnership will also be bringing agencies together in 2006 to begin the next stage of our strategy – considering how agencies can work together to improve the medium to longer term responses to survivors of rape and sexual assault, including support through the judicial process itself.

Those of us that have been working to develop the service hope the SARC will live up to the hopes and ambitions invested in it and that it will bring measurable benefits to all survivors in terms of their health and well-being, and to survivors and the wider community in terms of restoring faith in the justice system's response to these serious and abhorrent crimes.

Kath Gallagher, GVAWP June 2006

1 - Statistics given by Justice Minister Cathie Jamieson in response to a parliamentary question from the Green Party 1st June 2006.

Latest Statistics

Scottish Executive statistics on complaints, prosecutions and convictions for rape in Scotland between 1996-97 and 2004-5

In response to a parliamentary question from the Green Party, the Scottish Executive recently published detailed statistics on rape in Scotland – these are summarised below:

Total reported rapes recorded by police in Scotland, 1996-7 to 2004-5 96-97 97-98 98-99 99-00 00-01 01-02 02-03 03-04 04-05 469 743 596 607 586 549 631 845 900 Total number of prosecutions for rape in Scotland, 1996-7 to 2004-5 96-97 97-98 98-99 99-00 00-01 01-02 02-03 03-04 04-05 78 63 64 58 58 59 58 80 86 Total number of convictions for rape in Scotland, 1996-7 to 2004-5 96-97 97-98 98-99 99-00 00-01 01-02 02-03 03-04 04-05 35 32 35 30 34 37 37 38 39 These statistics indicate that of 900 reported rapes in 2004-5, only 86 led to a prosecution – 9.5% For these 900 reported rapes, there were only 39 convictions -4.3%To see a full geographical breakdown of all of these statistics, see : http://www.rapecrisisscotland.org.uk/documents/RapeStats-scotpq260551.pdf The newly published Crown Office and Procurator Fiscal Service Review of the Investigation and Prosecution of Sexual Offences in Scotland indicates that of adult rape cases which reach court, only 26% result in a rape conviction. To see the Crown Office Report in full, go to : http://www.crownoffice.gov.uk/Resource/Doc/9/0000174.pdf

Rape: Myths and Prejudice

The legal process and societal attitudes which underpin it continue to discriminate against rape victims in a way which would not be tolerated by victims of any other crime. The cross-examination of Mr Smith highlights the myths surrounding rape and sexual assault which perpetuate a culture in which women, and not their attackers, are blamed.

BLAME MYTHS

If there are no weapons involved, or the woman doesn't fight back, it's not rape.



If a woman has had sex before, it's not rape.



A woman who gets raped deserves it, especially if she agreed to go to the man's home or ride in his car.

If a woman wears certain types of clothing, she wants sex.

It is the woman's responsibility to stop rape by modifying her lifestyle rather than the responsibility of the perpetrator. "Mr. Smith, you were held up at gunpoint on the corner of 16th & Locust?" "Yes." "Did you struggle with the robber?" "No." "Why not?" "He was armed." "Then you made a conscious decision to comply with his demands rather than to resist?" "Yes." "Did you scream? Cry out?" "No. I was afraid." "I see. Have you ever been held up before?" "No." "Have you ever given money away?" "Yes, of course —" "And did you do so willingly?" "What are you getting at?" "Well, let's put it like this, Mr. Smith. You've given away money in the past — in fact, you have quite a reputation for philanthropy. How can we be sure that you weren't contriving to have your money taken away from you by force?" "Listen, if I wanted ---" "Never mind. What time did this holdup take place, Mr. Smith?" "About 11 p.m." "You were out on the streets at 11 p.m.? Doing what?" "Just walking." "Just walking? You know that it's dangerous being out on the street that late at night. Weren't you aware that you could have been held up?" "I hadn't thought about it." "What were you wearing at the time, Mr. Smith?" "Let's see. A suit. Yes, a suit." "An expensive suit?" "Well - yes." "In other words, Mr. Smith, you were walking around the streets late at night in a suit that practically *advertised* the fact that you might be a good target for some easy money, isn't that so? I mean, if we didn't know better, Mr. Smith, we might even think you were asking for this to happen, mightn't

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we?"

Bulletin Board

Wise Women and the Deaf Violence Against Women Group have jointly developed a new information and resource pack on violence against deaf women.

The pack is intended to help deaf women who may be in need of help, or know someone else who has experienced violence. It includes six different leaflets covering:

- * Bullying and Harassment
- * Child Sexual Abuse
- * Domestic Abuse
- * Personal Safety
- * Prostitution
- * Rape & Sexual Violence

The project to develop the resource pack was funded by Deaf Connections, Glasgow Healthy City Partnership, Glasgow Violence Against Women Partnership, We're No Exception and Wise Women.

New Staff

A very warm welcome to all of the following staff who have recently taken up posts at Rape Crisis Scotland Network Centres and at the RCS National Office:

Angela Campbell (Interim Coordinator with Western Isles Rape Crisis Centre)

Isabelle Kerr (Centre Manager at Glasgow Rape Crisis), Catherine Campbell (Training Coordinator at Glasgow Rape Crisis), Alison Black (Coordinator at Argyll & Bute Rape Crisis Centre), Julie Scobbie (Administrator for Rape Crisis Scotland), Katy Mathieson (National Helpline Development Worker for RCS), Eileen Maitland (Information & Resource Worker for RCS)



Campaign

Rape Crisis Scotland is currently exploring options around a public awareness campaign with a view to exploding many prevalent myths and misconceptions which currently mask the reality of rape.

Perth : New Rape Crisis Centre

Funding has now been approved to establish a new Rape Crisis Centre for Perth and Kinross.

Recruitment for staff is currently underway.

Further Information

Reading:

Ruling Passions. Sexual Violence, Reputation and the Law. Sue Lees. Open University Press, 1997

The Word of a Woman? Police, Rape and Belief. Jan Jordan. New York : Palgrave, 2004

Policing Sexual Assault. Jeanne Gregory and Sue Lees. Routledge, 1999

Sex Equality. Rape Law. Catherine A. MacKinnon. New York : Foundation Press.. 2001

Rape and the Legal Process (2nd ed.). Jennifer Temkin Oxford University Press, 2002

Carnal Knowledge. Rape on Trial (Revised and updated with new introduction). Sue Lees. London :The Women's Press, 2002

Representing Rape. Language and Sexual Consent. Susan Ehrlich. London : Routledge, 2001

Preparing Young Witnesses for Court. NSPCC/Childline. London, 1998

Being a Witness Going to Court. Edinburgh : Scottish Executive, 2006

Being a Witness The Use of Special Measures. Edinburgh : Scottish Executive, 2006

Web resources:

Scottish Law Commission - http://www.scotlawcom.gov.uk/

Scottish Law Commission Discussion Paper on Rape & other sexual offences http://www.scotlawcom.gov.uk/downloads/dp131_rape.pdf

Rape Crisis Scotland response to SLC proposals http://www.rapecrisisscotland.org.uk/documents/RapeCrisisScotlandFullResponse.pdf

Rape Law Reform Group response to SLC proposals http://www.rapecrisisscotland.org.uk/documents/RLRGresponseSLCApril06.pdf

Crown Office & Procurator Fiscal Service - http://www.crownoffice.gov.uk/

Scottish Law Online - http://www.scottishlaw.org.uk/

Scottish Courts Website - http://www.scotcourts.gov.uk/

The Journal Online Online Journal of the Law Society of Scotland - <u>http://www.journalonline.co.uk/library.aspx</u>

Witness Service - http://www.victimsupportsco.demon.co.uk/main/witnesses.html

Victim Information & Advice - http://www.crownoffice.gov.uk/Victims/VIA/via-services/Overview

Special Measures for Vulnerable Adult & Child Witnesses A Guidance Pack http://www.scotland.gov.uk/Publications/2006/03/31093410/0

Victims & Witnesses : Information from The Scottish Executive http://www.scotland.gov.uk/Topics/Justice/criminal/18244/12279

Vital Voices (Electronic newsletter providing information to interested parties on the work of the Scottish Executive Victims and Witnesses Unit) - <u>http://www.scotland.gov.uk/Publications/2005/04/19114533/45341</u>

Law of Evidence in Sexual Offence Trials: Base-line study - <u>http://www.scotland.gov.uk/</u> Publications/2005/09/13144738/47390

Contact Details

Aberdeen

Rape And Abuse Support 46A Union Street, Aberdeen AB10 1BD Helpline: 01224 620772 Office: 01224 639347 Email: rasane@btinternet.com Website:

www.rapeabusesupport.org.uk/

Dundee

Women's Rape and Sexual Abuse Centre PO Box 83, Dundee DD1 4YZ Helpline: 01382 201 291 Office/Fax: 01382 205556 Email: wrasac@btconnect.com Website: www.wrasacdundee.org Email: info@lanrcc.org.uk

Lanarkshire

Rape Crisis Centre **Brandon House Business** Centre, 23-25 Brandon Street, Hamilton ML3 6DA Helpline: 01698 527003

Argyll & Bute

Rape Crisis Centre PO Box 9338, Dunoon PA23 8WS Helpline: 0870 608 5656 Office/Fax: 01369 706662 Email: abrapecrisis@aol.com

Western Isles

Rape Crisis Centre PO Box 9929, Stornoway HS1 2DS Helpline: 01851 709965 Office: 01851 709967 Fax: 01851 708868 Email: wircc@btconnect.com

Kilmarnock

The Rape Counselling and Resource Centre PO Box 23. Kilmarnock KA1 1DP Helpline: 01563 541769 Office: 01563 544686 Email: rcrc1@tiscali.co.uk Perth

A new service is being developed for Perth & Kinross - expected Autumn/ Winter 2006. Please refer to Rape Crisis Scotland for further information

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Glasgow

Rape Crisis Centre PO Box 53 Glasgow G1 1WE Helpline: 0141 552 3200 Office: 0141 552 3201 Minicom: 0141 552 4244 Fax: 0141 552 3204 Email: info@rapecrisiscentre-glasgow.co.uk Website: www.rapecrisiscentre-glasgow.co.uk

Edinburgh

Edinburgh Women's Rape and Sexual Abuse Centre PO Box 120, Brunswick Road Edinburgh EH7 5WX Helpline: 0131 556 9437 Office: 0131 557 6737 Minicom: 0131 557 6757 Fax: 0131 558 1612 Email: support@ewrasac.org.uk

Rape Crisis Scotland, Central Chambers, 93 Hope Street, Glasgow G2 6LD. Tel: 0141 248 8848 Fax: 0141 248 8748 Email: info@rapecrisisscotland.org.uk