



# The Cumbria Office of the Police and Crime Commissioner

## Turning the Spotlight Evaluation Report

The report outlines an evaluation conducted by the Brathay Trust with contribution from the Cumbria Office of Police and Crime Commissioner.

April 2017

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## Executive Summary

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There are on average 7,000 incidents of domestic abuse in Cumbria per year, recorded instances of domestic abuse have increased slightly in 2016/17 by +1.1% compared to the previous year. Proportionally, repeat victims accounted for 38.8% of all domestic abuse incidents. The cost to Cumbria of Domestic abuse and Sexual Violence is £48million per year in direct costs and is estimated to be £151 million in respect of human and emotional costs including loss of productivity. In 2016/17 there were 315 hate crimes a reduction of -13.2% when compared to the previous year. Further analysis of hate incidents suggest that in 2016 there were 459 hate incidents with 313 or 68% resulting in a crime being recorded. 33 or 0.7% were with a repeat victim. The highest proportion of hate crimes/incidents related to racism 280 or 61%. During this time period racist hate crime was the only strand to witness an increase of +11% all other strands saw a decrease when comparing police crime data for 12 months 2015 with 2016.

The Turning the Spotlight Programme was launched in 2015 following a successful bid to the Police Innovation Fund. Led by Cumbria Office for the Police Crime Commissioner (OPCC) a range of programmes<sup>1</sup> were delivered to children, young people, individuals and families to prevent and reduce incidents of hate crime and domestic abuse. The core offer of the programme aimed to prevent hate crime and domestic abuse by working alongside perpetrators during the early stages of emergent offending to help prevent repeat offending. The project drew to an end in March 2017. This evaluation aimed to provide understanding of the outcomes and impact of the programme(s) for users of the programme, key stakeholders and local communities. Additionally, it sought to present insights into lessons learned and best practice. It also makes recommendations about future service delivery and research requirements.

### Methodology

A mixed methods approach was employed to gather quantitative and qualitative data from client satisfaction surveys, service provider quarterly reporting, OPCC data, interviews with service users and professionals, professional focus groups, and observations from group sessions. The programme worked with 559 perpetrators and victims of whom 61 participants and 41 professionals were subject to a 1:1 semi-structured interview by an independent evaluator, analysis was further supported by service provider reports on participant engagement and self-reporting. Analysis of

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<sup>1</sup> The Domestic Abuse element of the project included; Step Up which worked with parents and children, Victim Support working 1-1 with victims, Restorative Thinking Limited delivering the Relationships without Conflict (RwC) restorative domestic abuse perpetrator programme with perpetrators and also the Parenting without Conflict (PWC) programme with parents and carers. The Hate Crime element of the project was AWAZ.

quantitative findings, supported by thematic qualitative analysis provided evidence of objectives and critical themes indicating the impact of the programme and the processes underpinning change.

Evaluations of perpetrator programmes have typically focused on one outcome measure 'Recidivism' without fully considering the relationship between the mechanisms of change and the resultant impact on behaviours (Bowne, 2011a)<sup>2</sup>. The evaluation of 'Turning the Spotlight' has sought to focus on both recidivism, whilst considering the relationship between mechanisms of change and the resultant impact on behaviour, whilst the outcomes linked to the reduction of incidents may not have been fully met, due to a number of variables that may have impacted on the project outcomes. What is evident is that the majority of participants have reported an improvement or change in behaviour. Future research methodologies should consider the reduction in violence risk to victim as opposed to cessation of offending and reduction in recorded crime rates for domestic abuse.

### Key findings

Feedback from both participants and professionals indicate that domestic abuse and hate crime are highly complex and often connected to wider risk factors such as poverty, trauma, mental health, physical ill health, family breakdown, social exclusion, substance misuse and unemployment. Subsequently breaking the cycle of abuse can be very difficult for individuals involved, with service users and their families often needing a holistic approach to service delivery. Evidence indicates that positive outcomes for evaluation participants were underpinned by key components in the delivery approach:

- Having a safe space to be listened to and being able to listen to others
- Support from empathic and accepting workers
- Interesting course content delivered in a group setting
- Seamless referral onto the programme(s) and robust exit routes
- Effective signposting to additional support, services and/or resources.

### Perpetrators:

The evaluation also sought to understand the impact of Step Up's programme and Restorative Thinking's Relationships without Conflict (RwC) and Parenting without Conflict (PwC) programmes on perpetrators of domestic abuse. Participant feedback indicated that desistance from offending behaviour was highly complex and specific to each person. However, there were some shared themes:

- Gaining a sense of awareness and understanding of self and others

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<sup>2</sup> The impact of domestic violence perpetrator programmes on victim and criminal justice outcomes, Vigurs.C.

- A safe space to be listened to by peers and non-judgemental workers
- Improved communication using restorative skills taught by facilitators
- Increased social network
- Access to additional support and services
- Being taught stress release and meditation techniques to manage complex emotions
- Increased mental health and well-being<sup>3</sup>

In addition, several young people from the Step Up and Restorative Thinking Limited Adolescent Programme reported that the projects had helped them to understand the impact of their behaviour and had given them the skills to *respond and not react*. They also stated that since the programme there had been a number of positive outcomes including improved relationships at home, getting on better with peers, and participating in school more. One young female from the Step Up programme reported that she had stopped running away and had started to go to school regularly for the first time in over a year.

#### Victims:

A strong focus of the evaluation was exploring the impact of the project on victims<sup>4</sup> of domestic abuse. Whilst the findings suggest that the programme did help empower, participants indicated the process of empowerment was multifaceted and highly individual. However, there were some shared commonalities:

- Improved communication skills which enabled participants to ‘safely’ assert their needs
- Improved feelings of self-worth
- Supportive workers from the Step up Programme who affirmed participant’s strengths and reflected back progress made throughout the duration of the programme.
- Increased awareness of positive opportunities, services and resources available in local areas.

Alongside this, participants reportedly gained in confidence and feelings of self-worth which led them make positive changes on **their** terms. Moreover, evidence was reported of the Step Up programme bringing participants together and encouraging social interaction and peer networking.

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<sup>3</sup> Participants attributed an increase in mental health and well-being to increased self-esteem, social connectivity, being listened to, improved coping strategies, reduction in alcohol intake for n=4 participants.

<sup>4</sup> The victims findings gathered in the course of the evaluation relates to interviews with parents from the Step Up programme, parents from the Parenting without Conflict group, and females (n=7) from the Relationships Without Conflict programme who were initially assessed as experiencing mutual partner violence (MPV) and later disclosed that they had been a victim of domestic abuse.

For some victims, who already felt excluded from their local communities, this appeared to encourage individuals to feel more comfortable in a group setting, increase their social capital and overcome feelings of intense isolation.

Service Provider (AWAZ) Key Findings for hate crime<sup>5</sup>:

- Several referrals the hate crime programme resulted in participants being identified as having specific needs that were previously unidentified, this allowed for further referrals and signposting to additional support and intervention.
- Success with participants appeared to be present when other agencies were involved with those identified as have additional needs, such as those participants identified as having Autism. Partnership working with Triple A Project/CROPT (All about Autism)<sup>6</sup> enabled the understanding around behaviour linked to Autism to be explored and integrated into programme delivery.
- The diversity of needs of the programme participants and their geographical locations required more one to one work.
- A flexible approach is required to identifying root causes of prejudice and hostility towards people from diverse communities and protected characteristics. Evidencing that success of hate crime intervention and prevention programmes requires a needs specific approach 'one size does not fit all'
- A successful component of the programme included the engagement of participants in bespoke rehabilitation activities to achieve the desired outcome in changing behaviours and attitudes. Examples:
  - The development of a local social action campaign lead by two participants for safe and non-religious/neutral places for youth friendly activities to steer young people away from risk taking behaviours.
  - The design of a public petition to lobby Carlisle City Council to provide necessary play facilities and football grounds in the local

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<sup>5</sup> This evidence comes from AWAZ and was contributed by the OPCC. It was not gathered in the course of the evaluation by the Brathay Trust.

<sup>6</sup> Triple A Project (funded by OPCC) produced an Autism specific training DVD for Police Officers on how those with Autism may present challenging behaviours, are susceptible to coming perpetrators and victims of crime through exploitation. CROPT are part of the New Horizon's Partnership delivering Turning the Spotlight on Hate Crime

neighbourhood, a deprived ward lacking in facilities and activities for Young people.

#### Service Provider (Victim Support) key findings from domestic abuse<sup>7</sup>:

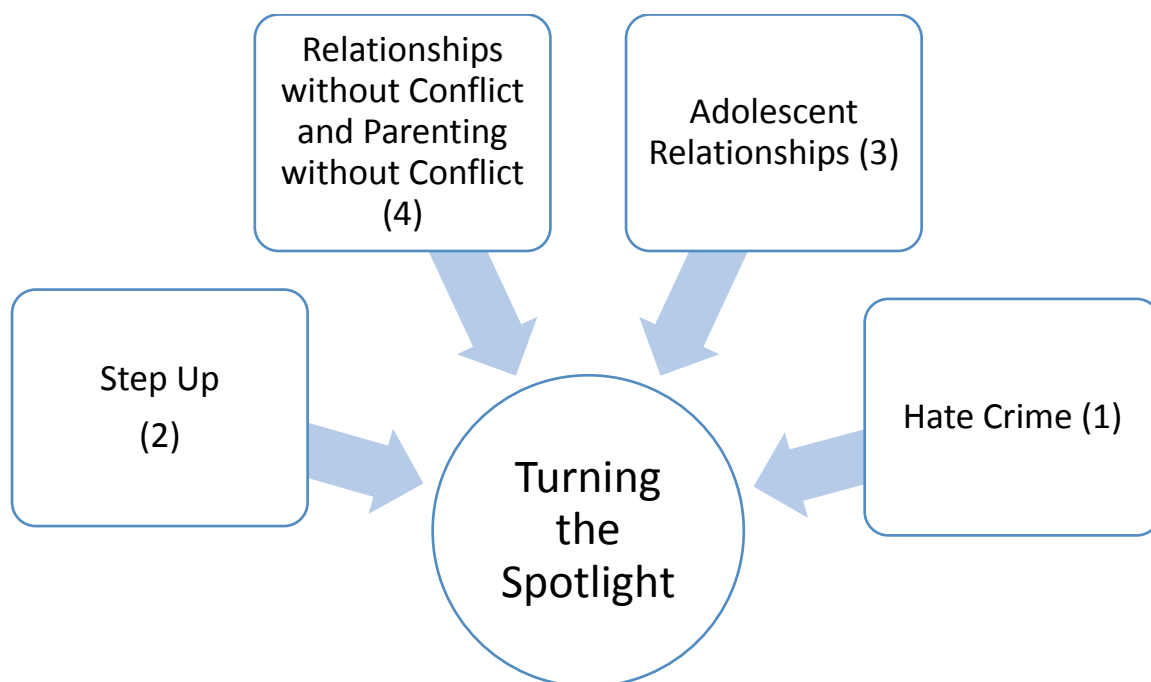
- The majority of referrals were from non-criminal justice agency, evidencing the need for multiple referral routes.
- A non-judgemental approach was a key component to the success of the programme.
- In the majority of cases victims of domestic abuse were unwilling to engage until they had witnessed a change in the perpetrators behaviour through engagement on the programme. Relationship between perpetrator and therapist is widely considered a key component for successful outcomes; this was evident in the feedback received from participants on Turning the Spotlight.
- One of the challenges experienced in the delivery of the project was the difficulty in recruiting a child and young person's worker partly due to the wide range of specialist skills required, which are currently lacking in Cumbria.
- The introduction of a single caseworker for both victim and perpetrator enable a greater understanding of family dynamics and was key component to the success of the project.
- Challenges in identifying a reliable measure of abuse has impacted on the evaluation of the project. Mixed method approach applied has been problematic in terms of the complexity of survey's and 1:1 interviews have not been appropriate for all child victims

## Introduction

This document forms an independent evaluation carried out by Brathay Trust for the Cumbria Office of the Police Crime Commissioner (OPCC) of the Turing the Spotlight programme. The programme was a county-wide project which provided a range of interventions with children, young people and families to reduce incidents of hate crime and domestic abuse. The project also aimed to prevent hate crime and domestic abuse by working alongside perpetrators during the early stages of emergent offending to help prevent repeat offending. This co-ordinated and holistic response model aimed to reduce demand on police time in dealing with repeat victims and offenders; subsequently improving outcomes for families and communities as well as making considerable financial savings to partner agencies. The project focused on victims and perpetrators of domestic abuse and hate crime, the programme 'Turning the Spotlight' consisted of four components:

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<sup>7</sup> These findings are from Victim Support and were contributed by the OPCC. They contrast with evidence gathered in the course of the evaluation by the Brathay Trust.



1. hate crime<sup>8</sup>
2. domestic abuse child on parent/guardian/sibling
3. domestic abuse in adolescent relationships
4. Relationships without Conflict is a restorative domestic abuse perpetrator programme and Parenting without Conflict is a restorative parenting programme delivered by Restorative Thinking Limited. Victim Support carried out 1-1 work with victims and oversaw referrals onto both Restorative Thinking Limited programmes.

The innovative service approach aimed to be needs-led and delivered to meet the needs of individuals and their families using a range of 1:1's, group work and signposting to raise awareness, provide education, empower and facilitate changes to behaviour. The perpetrator programme, the core offer of the project, aimed to turn the spotlight of change from the victim onto the offender to help break the cycle, by reducing and preventing offending from escalating. The co-ordinated response model sought to enhance collaboration with partner agencies and address any gaps in provision and improve services- ensuring that no victim or offender is missed. It was hoped the impact of the project would be long-lasting and the concept had the potential to be replicated in other police force areas.

#### [Hate Crime Prevention Programme:](#)

In response to the Cumbria Office of Police and Crime Commissioners call for tenders to deliver the Turning the Spotlight on Hate Crime. AWAZ Cumbria in partnership with five other partners jointly

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<sup>8</sup> Work with victims of hate crime was not carried out as per the original bid



designed a five stage holistic rehabilitation programme for hate crime offenders. The programme for changing the hearts and minds aimed to tackle the root causes of hate crime and to help and support perpetrators of hate crime to move away from prejudice-based offending. The programme consisted of five stages including Equality and Diversity Training incorporating a 10 hour module of work. Participants were expected to undertake 'homework' between sessions. At the end of stage 2, if appropriate perpetrators were assigned a mentor who continued to work with the perpetrator to promote integration which included exposure to difficulties and issues faced by minority groups. Completion of the programme led to a level 2 accredited NOCN award.

#### [Step Up: Domestic Abuse Child-on-Parent/Guardian Restorative Solutions](#)

Step Up uses a restorative approach to helping young people recognise the effects of their actions on others; cultivate empathy and takes steps to repair harm done. A restorative practice approach of engaging young people in a collaborative process with the victim (parent) in a community of families encouraging a balance of accountability and support is a key element of the programme. Parents/guardians and young people were offered support through a programme of workshops over 21 weeks consisting of 2 hour sessions in either a youth group or parent group and/or family group setting

#### [Relationships without Conflict and Parenting without Conflict: Restorative Thinking Limited](#)

Following the tender exercise Victim Support were awarded the contract, to design and deliver a bespoke innovative domestic abuse programme. Victim Support partnered with Restorative Thinking Limited who designed and delivered the perpetrator programme.

#### [Domestic Abuse within Adolescent Relationships – Victim Support and Restorative Thinking Limited](#)

In the tender exercise Victim Support were also commissioned to provide a domestic abuse programme for adolescents aged 12 to 18 years who were in abusive relationships. The programme would include participants carrying out awareness and preventative work including targeted sessions delivered by Restorative Thinking Limited, aimed at increasing communication and negotiation skills. Programme delivery would be enhanced by structured sessions with Victim Support's Child and Young Persons worker.

Initially referrals onto all 'Turning the Spotlight' programmes were slow. A comprehensive review was conducted and steps taken to open up referral routes whilst consolidating existing ones, this resulted in a gradual increase of referrals from a wider network of partners.

#### [Purpose of the Evaluation](#)

The purpose of the evaluation was to investigate the impact of the Turning the Spotlight programmes on incidents of domestic abuse and hate crime in Cumbria. It sought to critically evaluate service provision and assess the impact of the project on the lives of participants. The

evaluation focused on the processes involved in the programme to better understand the innovative nature of the project and its contribution to addressing hate crime and domestic abuse, as well as improving outcomes and generating impact for individuals, families and local communities.

Restorative Thinking Programme Elements 3 & 4					
Perpetrators	No 1:1 Assessments <sup>9</sup>	Engaged on programme Relationships Without Conflict (4)	Engaged on programme Parenting Without Conflict (3)	Disengaged	Completed
Totals	306	205	178	19	252

\*The above table indicates that 82% of participants completed Elements 3 (Parenting without Conflict) & 4 (Relationships without Conflict).

Restorative Solutions Programme Element	
Step Up (2)	Totals
Number of young perpetrators referred	79
Number of perpetrators completed the programme	21
Attended Left Early	17
Refused to engage	35
Did not meet criteria	2

\*26.5% of participants completed the Element 2 (Step-up Programme)

AWAZ (Element 1 – Hate Crime)	
Number of people referred	17
Number completed the Programme	12
Number disengaged	5

\*70.6% of participants completed Element 1 (Hate Crime Programme)

The evaluation employed a mixed methods approach, gathering both quantitative and qualitative data from client satisfaction surveys, service provider reports, Police crime data, interviews with service users<sup>10</sup> and professionals, professional focus groups, and observations from group sessions. Analysis of quantitative findings, supported by thematic qualitative analysis provided evidence of objectives and critical themes indicating the impact of the programme.

<sup>9</sup> All 1-1 assessments onto the programme were carried out and co-ordinated by Victim Support.

<sup>10</sup> Please see appendix 1 for copies of the semi-structured interview schedule used

## Interview and Survey response rate- (Objective 5.1)

Service Provider	Victim Support	Restorative Thinking <sup>11</sup>	Restorative Thinking <sup>12</sup>	Restorative Solutions (Step Up)	Restorative Solutions (Step Up)	Awaz	Professionals from partner agencies
Client Group	domestic abuse victims <sup>13</sup>	domestic abuse perpetrators	domestic abuse adolescent	domestic abuse Young Person	domestic abuse Parent/Carer	hate crime	n/a
Number of interviews	14	24	0	18	18	5	41
Number of surveys	9	50	7	14	19	0	n/a

## Professional interviews – (Objective 5.2)

In order to collect the data for objectives **4.1-10.5** the evaluation mapped service providers who had knowledge of frontline professionals who either had direct contact with clients on the programme or were appropriately placed to give feedback about the issues surrounding hate crime and domestic abuse. This was based on the premise that professionals knew the wider life contexts of clients and in some cases could give insight into the efficacy of existing systems and processes. Overall **41** professionals from the **18** organisations were interviewed (please see appendix 2).

<sup>11</sup> Restorative Thinking Limited is the delivery arm of the perpetrator programme and delivered the Parenting without Conflict and Relationships without Conflict courses.

<sup>12</sup> Unfortunately, due to Victim Support experiencing staffing issues the programme for adolescent relationships was unavailable after the first few months of delivery.

<sup>13</sup> A number of the victim interviews were females (n=7) from the Relationships Without Conflict programme who were initially assessed as experiencing mutual partner violence (MPV) and later disclosed that they had been a victim of domestic abuse.

Summary of key objectives and domestic abuse findings:

Objective number	Output	Quantitative Evidence	Qualitative Evidence	Objective achieved/not achieved
1.2	20% reduction in repeat domestic abuse incidents and call-outs	As of April 2017 the data indicates an increase of <b>57</b> incidents involving repeat victims. This is a <b>2% increase</b> . However when comparing repeat victims against Constabulary base line data there has been a <b>decrease of 6%</b> equating to a reduction of 29 victims	Several repeat victims from the Step Up programme and also the Relationships Without Conflict reported a reduction of conflict within the family home.	Quantitative evidence shows objective was not fully achieved. However qualitative evidence indicates that there was decrease in repeat incidents. This suggests that this objective was partially achieved. This forms the basis of a recommendation that future programmes & research need to distil the micro elements of change (participants) from the macro (regional statistics) and create appropriate measurement tools.
2.2	14% reduction in first time victims of domestic abuse incidents	As of April 2017 there has been an increase of <b>62</b> first time victims. This is a <b>1.5% increase</b> <sup>14</sup>	No data gathered	Evidence suggests objective 2.2 was not achieved. Again the evaluator suggests that there is a refinement of evaluation tools for future research. The increase in 1 <sup>st</sup> time victims reporting to police could be contributed to Cumbria Constabulary's encouragement to increase reporting of domestic abuse. National evidence suggests that domestic abuse remains significantly unreported.
4.1	No of statutory and non-statutory partners using the	Victim Support reported 10 main referral routes <sup>15</sup> . With the main source of	<ul style="list-style-type: none"> <li>Professionals reported a lack of clarity and awareness about the programme set up.</li> <li>Concerns that the overarching programme was</li> </ul>	Service provider data indicates that a range of partner agencies used the programme. This provides evidence that this objective has been

<sup>14</sup> The increase in first time victims could be indicative of increased access to services

<sup>15</sup> Please see appendix 3 for further detail of Victim Support referral sources

	programmes.  Experience of partner agencies using the programme	referrals coming from Children and Adult services <sup>16</sup> which accounted for <b>46%</b> of all referrals.	not joined up with partner agencies <ul style="list-style-type: none"> <li>• There were a number of reports from professionals that the partnership between Victim Support and Restorative Thinking Limited was confusing<sup>17</sup>.</li> <li>• Feedback from Probation (CRC), Children's Services, Youth Offending, staff from HMP Haverigg and Focus Families indicates good outcomes for clients on the Restorative Thinking Limited programmes.</li> <li>• Concerns were made by participants that the programme was being used inappropriately by Social Services to force compliance.</li> </ul>	achieved. However, it is recommended that a more rigorous stakeholder management process is implemented.
4.3	Number and type of uses of the programme in a community remedy and restorative justice context.  Experience of agencies using the programmes in this context	No data gathered	No data gathered	This objective was not achieved due to limitations within the scope of the evaluation and the usage for Community Remedy and Restorative Justice practices for domestic abuse within Cumbria:-  However there is a drive within the Cumbria to improve and expand the utilisation of Community Remedy and Restorative Justice practices to include referral to intervention programmes in the future.  This objective is being driven jointly by the multi-agency Out of Court Disposal Panel chaired by the OPCC and Community Safety Officers.
5.1	No of statutory and non-statutory	Data from Victim Support indicated that Cumbria	<ul style="list-style-type: none"> <li>• N=3 Probation workers placed value on the programme delivery and stated good outcomes</li> </ul>	Objective achieved. Victim Support returns as well as professional feedback indicates that a

<sup>16</sup> Broken down further the figures indicate that **41%** of all Perpetrator referrals and **59%** of Victim referrals have come from Children and Adult Services.

<sup>17</sup> This forms the basis of a recommendation that there should be a more joint approach to service management and delivery.

	<p>partners using the programmes.</p> <p>Experience of partner agencies using the programme</p>	<p>Police, Probation (CRC &amp; NPS) and the court have used the programme.</p>	<p>for clients on case load.</p> <ul style="list-style-type: none"> <li>Concerns made about the lack of enforcement, staff retention, difficulty in getting feedback and the impact of this on 'RAR days and breaches' - <i>"due to staff changes we weren't getting feedback and offender managers need to know this stuff it messes up enforcement and puts victims at risk!"</i></li> </ul>	<p>range of partner agencies within the criminal justice system used the programme. See recommendations section for further details.</p>
8.1	<p>Victims reporting feel safer</p>	<p><b>66%</b> of those who received support from Victim Support &amp; Restorative Thinking Limited (Parenting without Conflict) reported feeling more empowered to keep themselves safe.</p> <p><b>47%</b> of parents from the Step Up programme reported feeling more empowered to keep themselves safe.</p>	<p>Victims from a variety of referral sources reported feeling more empowered to keep themselves safe. Feedback linked this to increased self-worth, improved health and well-being, access to wider services, increased social inclusion, domestic abuse education and empathic workers.</p>	<p>This objective was achieved. See critical themes section 7.2.1 for more detail</p>
8.2	<p>Victims reporting feel able to take control over their lives.</p>	<p><b>55%</b> of those surveyed from Victim Support/Restorative Thinking Limited (Parenting without Conflict) felt able to take control over their lives.</p> <p><b>78%</b> of parents from the Step Up course felt more able to take control over their lives.</p>	<p>Participants attributed this to supportive workers as well as increased confidence and improved communication skills which helped them to begin asserting their needs and make decisions about their lives.</p>	<p>This objective was achieved. See findings section 7.2.2 for further details</p>

8.3	Victims are engaged with employment and training (ETE).	<b>58%</b> of all Step UP participants surveyed were engaged with employment, education or training	Findings indicate that facilitators Step Up helped to raise the expectations of participants. Giving them the confidence to make positive changes related to employment, training and/or education. N=3 participants already in ETE reported that their daily experience of work/training was improved.	This objective was partially achieved, although it should be recognised that life choices and parental responsibilities will differ for each person. Further consideration needs to be given to the time constraints of the evaluation, a longitudinal study may indicate that a higher level of victims have sought training or employment. See 7.2.3 for further explanation.
8.4	Victims report feelings of improved life chances.	<b>55%</b> of participants from Victim Support and Restorative Thinking Limited reported improved life chances.  <b>71%</b> of parents from Step Up reported improved life chances.	Emergent findings indicate that in the case of mutual partner violence those who attended the Relationships without Conflict programme experienced better outcomes than those who solely had 1-1 work:	This objective was achieved. See section 7.2.4 for more details.
8.5	Victims report feelings of being willing and able to contribute to communities.	<b>57%</b> of parents surveyed from the Step Up course felt willing and able to contribute to their community.	Parents from the Step Up Course reported that they felt a sense of increase social connection and as such a desire to 'give-back' to their communities through volunteering or supporting other parents.	This objective was partially achieved. See critical themes 7.2.5 section for further details.
9.1	Perpetrators report changed behaviour, reduced violence and anger resulting in reduced criminality.	<b>88%</b> of those surveyed who attended Restorative Thinking Limited's Relationships without Conflict and/or Parenting without Conflict course reported changed behaviour.  <b>71%</b> of Young People on the Step Up course	Participants from a variety of referral sources indicated reduced levels of anger and violence which they attributed to increased awareness, skills to manage emotions, improved communication and conflict resolution skills from the programme.  It was hoped that the research would be able to draw comparisons between self-referral, voluntary or mandatory participant outcomes. However the evaluation was not in a position to get guaranteed numbers of each group. As such it is very difficult to	This objective was achieved and evidenced through 1:1 structured interviews with a proportion of perpetrators engaged in the programme.

		<p>reported a change in their behaviour.</p> <p>Out of <b>n=7</b> young people surveyed on the peer on peer course, <b>85%</b> reported a change in their behaviour.</p>	<p>get a definitive cross-comparison of the three groups. This forms the basis of a recommendation for future research.</p>	
9.2	Perpetrators report feelings of improved life chances.	<p><b>78%</b> of those who attended Restorative Thinking Limited's Relationships without Conflict &amp;/or Parenting without Conflict programme reported improved life chances.</p> <p><b>71%</b> of young people on the Step-Up course reported improved life chances.</p> <p>Of <b>n=7</b> young people surveyed on Restorative Thinking Limited's Adolescent course <b>71%</b> felt their life chances had improved.</p>	<p>Feedback indicates that participants felt able to improve their life chances. This was achieved through an increase in mental health and well-being, improved communication, healthier relationships, feelings of self-worth, as well as access to additional support where appropriate.</p>	<p>This objective was achieved and evidence through 1:1 structured interviews with a proportion of perpetrators engaged in the programme.</p>
9.3	Perpetrators report feelings that the life chances of their partners and children have increased.	<p>Of <b>the n=27</b> participants with partners, <b>85%</b> of those surveyed on Restorative Thinking Limited's Relationships/Parenting course stated that the life chances of their partners</p>	<p>Participants reported that the chances of their partners and children have increased. They attributed this to the ability to manage emotions, communicate more appropriately and understand the wider impact of their behaviour.</p>	<p>This objective was achieved and evidenced through 1:1 structured interviews.</p>



		<p>had improved.</p> <p>Of the <b>n=28</b> participants with children, <b>78%</b> of those surveyed reported an increase in their children's life chances.</p>		
10.1	Children/parents/professionals report feeling safe and secure.	No quantitative data available	N=2 Parents and n=1 Social worker reported that children feel more safe at home as there is a marked reduction to conflict. Parents attributed this to expressing emotions appropriately and learning restorative parenting skills.	<p>This objective was partially achieved due to the time and resource constraints of the evaluation. Further research required.</p> <p>This objective can be contributed to the recommendation for considering 'When' the measurements of outcomes are conducted.</p> <p>See the recommendation section for further details.</p>
10.2	Children/parents and professionals report and demonstrate that they are comfortable to engage in healthy communication.	No quantitative data available.	N=2 professionals and n=2 parents who attended the Parenting without Conflict programme report that children are able to engage in healthy communication. This is attributed to feeling safer within the family home as well as parents being more 'approachable'.	<p>This objective was partially achieved due to the time and resource constraints of the evaluation</p> <p>Further research needed. This objective would be more appropriately applied to a longitudinal study where the measurement of multiple outcomes can be evaluated at specific stages of intervention.</p>
10.3	Children/parents/professionals report that they are comfortable and demonstrate willingness to express and understand feelings.	No quantitative data available	Emergent findings indicate that n=2 children whose parents attended Restorative Thinking Limited's RWC & PWC programme are able to express their feelings within the home environment. Parents attribute this to improved empathic course facilitators who delivered material which supported them to develop better communication and parenting skills.	<p>This objective was partially achieved, due to the time and resource constraints of the evaluation.</p> <p>This objective would be more appropriately applied to a longitudinal study.</p> <p>.</p>

10.4	Children/parents/ professionals report feelings of improved life chances.	As per objective 9.3, <b>78%</b> of those surveyed reported feelings of improved life chances for their children.	Victim Support case workers and social services report that the parents of n=3 children have had their life chances improved. They attributed this to a combination of several things: <ul style="list-style-type: none"> <li>• parent 1 addressing his substance use-</li> <li>• Parent 2 reported- <i>“my social worker is proud of us as he was a heavy drinker and has made big changes... they are much happier with how safe the kids are now”</i></li> <li>• Both parents attending the Parenting without Conflict programme</li> <li>• Parent 2 getting additional support for her mental health needs.</li> <li>• The children’s school putting a robust support plan in place.</li> </ul>	This objective is partially achieved due to the lower than estimated victims engaging in the programme:  Further constraints included:  Lack of parental consent for evaluator to conduct 1:1 structured interviews with children.
10.5	Children/parents/ professionals report feelings of improved health.	No quantitative data available	No qualitative data.	This objective was not achieved due to the time and resource constraints.  This objective would be more appropriately applied to longitudinal research.

## Domestic abuse critical themes

Thematic analysis of qualitative data from surveys, interviews with participants and professionals, shadowing groups and network focus groups, provided more in-depth understanding of how the programme contributed to the specific objectives. The findings have been themed under 'Victim' and 'Perpetrator', however it is noteworthy that this was a contentious subject, for example, in some cases, perpetrators could also be considered victims. This should therefore be considered in future work.

Evidence from Victim Support<sup>18</sup> indicates the development of a single caseworker supporting both partners, which is recognised as unusual within domestic abuse support work, nonetheless was a key component to the success of the programme. Caseworkers found that they were able to gauge a greater understanding of the family dynamics enabling them to support the family to make better choices for their future. This approach is innovative and needs further exploration. The success of this approach is dependent on the skill and knowledge of the caseworkers in the complexities of domestic abuse including power, control and coercive behaviour. However, feedback is encouraging with participants reporting their families have been brought back together and have been stepped down from Local Authority involvement

## Victim findings

### Victims of domestic abuse will feel empowered to keep themselves safe – (Objective 7.1)

Empowerment is a key concept in supporting victims to break the cycle of abuse. Encouragingly, high levels of participants from the Step Up programme and Parenting without Conflict reported an increase sense of empowerment in relation to keeping themselves safe (objective 8.1). Evaluation participants identified a number of personal development factors contributing to this, including:

- Increased feelings of self-worth
- Improved communication skills
- Increased awareness of self and situational context
- Recognition of personal strengths

Additional feedback indicates that supportive workers, domestic abuse education, and access to wider services and support also contributed towards victims making positive changes to stay safe:

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<sup>18</sup> The evidence presented in this section was contributed by the OPCC and contrasts strongly with findings from the Brathay Trust.

*“I keep myself safer with men now as I can spot the signs of abuse... I’m also in a better head space now... plus I know that I don’t want live like that again!”*

*“My case worker has put me in touch with other professionals who are helping me to stay safe after my partner comes out of prison”*

*“Before the programme [Step Up] I didn’t feel strong enough to leave and I was worried about my son. Now I am no longer in the relationship as I had the courage to leave him”*

Professional feedback from a family support worker indicated that a parent from the Step Up programme had become more motivated to keep herself safe from harm:

*“she seems more motivated to keep herself safe...and definitely more open with me in terms of what’s ‘really’ going on in the house”*

This highlights the need to place more value on the role of empowerment in the process of keeping people safe and suggests future services focus to a greater extent on this and gather evidence supporting this. There were a small number of participants who reported little or no sense of increased empowerment- this was attributed to relationship/family breakdown, no change in the perpetrators behaviour and/or perpetrators non-engagement with the programme:

*“My son has not totally engaged with the programme and as a result whatever plans we try to put in place do not work”.*

Additional findings indicate that victims of domestic abuse not only face emotional, psychological and physical barriers to empowerment and safety, but also structural barriers such as poverty, low educational attainment, and lack of access to information and services. Hence future programmes should continue to provide domestic abuse education and also facilitate access to additional services and/or support through robust signposting processes.

[Victims of domestic abuse will feel empowered to take control of their lives – \(Objective 7.2\)](#) Literature<sup>19</sup> indicates that the most effective way to support victims to elicit change is to empower individuals to take back control over their lives. Evidence suggests that the Step Up programme supported victims to feel more empowered in taking control over their own lives. This was

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<sup>19</sup> Morgan, M. and Coombes, L. (2013), Empowerment and Advocacy for Domestic Violence Victims. *Social and Personality Psychology Compass*, 7: 526–536. doi:10.1111/spc3.12049

attributed to encouraging workers who helped participants develop and improve their communication skills<sup>20</sup> as well as boosting participants' self-esteem:

*"Each week they kept telling me I could do it... I was getting somewhere... So my confidence just went up and up and up!"*

*"I used to be scared to say no to my daughter and she would walk all over me...which caused complete chaos in the house. But now I feel confident and have the ability to say no and live my life how I want to!"*

Participant feedback also identified the key role that facilitators play in supporting victims to maintain motivation while they are taking control over their lives. This is exemplified by a parent from the Step Up programme, who stated:

*"[Name] kept reinforcing that I shouldn't give up.... even when I was struggling to make changes at home and my son was fighting against me putting things in place like time outs...she kept me going, supporting me from the side-lines... a bit like a cheerleader!"*

As can be seen workers play a pivotal role in supporting victims to take control by supporting them to gain the skills and self-belief that their *"life is their own"*. It also serves as a reminder that empowerment isn't something done to another; it's a supportive process in which the facilitator provides the victim with the support, encouragement and resources required to make changes on their own terms. This forms the basis of a recommendation that all domestic abuse programmes should be underpinned by an empowering delivery approach which incorporates inter-personal and social development such as communication skills, confidence building and future planning.

#### [Victims of domestic abuse will access employment/training – \(Objective 7.3\)](#)

An important objective of the Turning the Spotlight programme was supporting victims to access Employment, education and/or training (referred to hereafter as ETE). Survey results indicate that **78%** of parents from the Step Up course and **66%** of parents surveyed from the Parenting without Conflict course were unemployed. Participant feedback contextualises these findings further by identifying both internal and external barriers faced when accessing Entry to Employment:

- Existing mental and/or physical health conditions
- Stress
- Various issues related to dependent children

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<sup>20</sup> Participants reported that having the space to be listened to and heard, as well as being taught restorative skills/ techniques helped improve their level of communication-enabling them to assert their needs in a 'safe' way.

- Gaps in skills, references and CV's.
- low confidence
- Isolation and a sense of 'not knowing what's out there'
- lack of self-esteem
- Unstable and volatile home environment

A parent from the Step Up course described the difficulties she faced in her constant struggle to find balance between the 'chaos' at home and maintaining her job:

*"I used to work at [names former place of work]... I loved it as it gave me a sense of independence... but things got more and more chaotic at home which spilled over into school. I honestly felt like I was being pulled from pillar to post with no support or nothing. Eventually, things got worse and I had to leave my job! I have wanted to find work but it felt like one more thing I needed to do and to be honest I couldn't cope with anything else"*

Encouragingly, feedback indicates that group facilitators from both Step Up and Parenting without Conflict helped to raise the aspirations of **n=16** participants by giving them the confidence to make positive changes. Participant's attributed this to an increase in mental health and well-being<sup>21</sup>, stability within the home environment and feelings of empowerment:

*"Before Step Up I was close to breaking point and had stopped working. Now I am not as stressed out I'm definitely gonna go back to driving... before it was just too stressful and I was beginning to get angry at work which was just an outlet really..."*

*"I've stopped dragging my heels and started living. I've not thought of myself and what I need in over ten years... I've decided to go back to work full time rather than the one shift a week I was doing"* (parent from the Step Up programme)

*"Coming on this course (Parenting without Conflict) has made me think that I can do stuff... I really want to work in Hospitality and I can actually see myself getting there now!"*

*"Just having people to talk to has helped. I'm not as worked up. Coming has helped my depression loads. Before Step Up I was self-harming every day but I'm not doing that now... I'm looking to the future... Even thinking about college!"*

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<sup>21</sup> Participants attributed an increase in mental health and well-being to decreased social isolation, increased feelings of self-worth, stress release and mediation techniques, improved coping mechanisms as well as feeling heard and valued by facilitators and peers.

Our results link to existing research<sup>22</sup> which states that empowering victims and enhancing access to ETE with a long-term goal of gaining secure employment could prove an important contributor to breaking the cycle of domestic abuse. This forms the basis of a recommendation that victims need a specialist employment support programme which comprises of mentoring, coaching, confidence building and skill support within a safe environment.

#### Victims of domestic abuse will have improved life chances (Objective 7.4)

A strong focus of Turning the Spotlight was helping victims to improve their life chances. Evidence suggests that the programme(s) largely enabled participants to seek out more positive opportunities in their lives, thus improving their life chances. Interview findings, identified a number of factors contributing to this, including:

- Stability within the home environment<sup>23</sup>
- Permission giving to self
- Increased social connectivity
- Facilitators and peers reinforcing strengths, progress and positive qualities
- Increased awareness of positive opportunities and resources within local communities

Of particular note were emergent findings that suggest individuals who were assessed as experiencing Mutual Partner Violence (MPV) and attended the Relationships without Conflict group sessions reported higher levels of improved life chances in comparison to those interviewed who hadn't attended any group sessions. Exploration of this further revealed that highly-skilled facilitators, peer-support, increased social inclusion and access to more resources were crucial:

*"being on you own with a room with a worker isn't the same as being in a room with other women in a group...coz you bounce off each other and kinda push each other to do better"*

*"I feel safer and happier since the groups...as I had a place where I could talk but also learnt how I can change my life for the better"*

Similarly, one female participant who was assessed as being in relationship with MPV reported being supported by workers and members of the group to find her 'own identity' and this was crucial in increasing her own life chances and breaking the cycle of abuse:

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<sup>22</sup> Anderberg, D., et al. (February 2014), 'Unemployment and Domestic Violence', CentrePiece, Paper No' CEPCP411, Winter 2013/14 Issue

<sup>23</sup> Participants attributed this to a reduction of conflict within the home which, was underpinned by improved coping strategies, emotional regulation and restorative communication skills

*"I feel like they helped open my eyes to how my life could be... and who I could be... last week they suggested different music to listen to so I could decide what I liked... I have even started re-decorating the house the way I like it! I'm now going out regularly to see friends when before I couldn't leave the house and even when I did I was clock watching and checking my phone!"*

Further exploration revealed a complex interplay between domestic abuse, isolation and loss of identity. Moreover, several participants made reference to a cyclical dynamic in which the abuse they experienced eroded their sense self-worth and confidence, increasing feelings of exclusion and thus reinforcing the cycle of abuse. This is exemplified by one female from the Step Up programme:

*"[Domestic abuse] just destroys any good feelings you have about yourself... you lose all your confidence...so going out the house and even making eye contact is near on impossible so you just hide away... Except what you don't realise at the time is that it's part of the cycle. And that feeling of shame makes you feel more isolated...which just prolongs it and life just gets steadily worse... That's why I think coming here and going to the Women's Centre has been so important as it's like I'm back in the world again... [What does back in the world mean?] Its means like normal stuff... talking to people, making friends, getting out and about and making plans..."*

These findings form the opinion that a safe space to be heard, alongside social connectivity and peer support is a crucial aspect of improving the life chances of those affected by domestic abuse. It is therefore recommended that empowering group work delivered by highly skilled workers should be developed and offered as part of a holistic support package.

#### [Victims of domestic abuse will contribute to healthier communities \(Objective 7.5\)](#)

The evaluation found that largely participants did not contribute towards healthier communities. Further exploration identified a number of barriers to community contribution, with low confidence, lack of transport and isolation being prevalent themes. However, findings indicated that for parents from the Barrow Step Up group, the programme did support them to contribute towards their local community. Participants attributed this to feelings of improved social inclusion and a shared sense of belonging<sup>24</sup> which made them 'want to give back' and thus be able to positively contribute:

*"Even after the group has finished some of us are gonna carry on supporting each other... having a moan sharing the burden and going back out there to help others like us!"*

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<sup>24</sup> Parents attributed the long-term nature of the programme giving them time to build up trusting relationships with staff and other members of the group.



*“They just made me feel like I had something to offer... I had never felt like that before... so I’m volunteering now which, is a really big step is for me!”*

Parents also credited the delivery team workers as helping them to **feel** accepted and that they had something to offer their local community. Further exploration revealed that ‘grass-roots’ based team comprised of well-established professionals whose local knowledge and connections enabled them to engage and signpost participants to various organisations and services. These findings confirm that the delivery approach of Step Up is of benefit to both victims and communities. It is therefore considered to be an example of **‘what works’** and should be replicated in future turning the Spotlight programmes.

## Perpetrator findings

### Perpetrators of domestic abuse will change their behaviour to reduce their violence, anger and criminality (Objective 7.6)

Evidence from both participants and professionals indicate that domestic abuse and the associated behaviour is highly complex and often exacerbated by wider socio-economic risk factors such as poverty, life-span stressors, mental health, physical ill health, family breakdown, substance misuse and unemployment. Encouragingly, participants reported that the Relationships without Conflict programme helped them to start changing their behaviour. Further exploration revealed that whilst the process of change was multifaceted and individual to each person concerned, there were some shared themes:

- Gaining a sense of awareness and understanding of self and others
- Improved communication with self and others using restorative skills
- Support and encouragement from peers and non-judgemental and accepting workers
- Knowledge of how the brain works and the link between emotions, thoughts and behaviour
- Being given effective tools to manage intense emotions and reduce stress levels

Crucially, participants of the Relationships without Conflict programme indicated that the supportive and reflective delivery approach, alongside accessible learning materials helped to develop self-awareness which, became a foundation for change and formed a critical link to emotional management. This, in turn, helped participants to begin to improve outcomes for themselves and family members (Objective 9.3). This is exemplified by one male participant who reported that gaining awareness of himself was an important catalyst to changing his behaviour at home:

*“Just learning about me and who I am has helped massively... through stuff I’ve learnt on the course I know what my triggers are... so like what will set me off... But now I have the tools to stop me reaching that point of no return... so I can nip it in the bud sharpish instead of taking it out on my partner and the kids”*

Similarly one young person, who took part in the Step-Up course, reported that he had a better understanding of himself and his behaviour:

*“The course had helped me to learn consequences so I can understand and make better choices (how did you learn this) well [names workers] are teaching me things and building my knowledge so I can take it with me at home and school and make better choices”.*

Participants also reported the role Restorative Thinking Limited and Step Up workers played in their process of change by reflecting back positive improvements and encouraging them to imagine a different and more positive future self and life. One male participant stated these ‘imagined outcomes’ provided him with the motivation to start making real changes:

*“[Names workers] made me feel like I could make real change by helping me to see that I could turn my life around... it wasn’t all lost! They helped me to believe in myself and see that I had choices and only I could make things better”*

Added to that feedback from prison staff stated that for one participant the Relationships without Conflict programme had helped him to become calmer and talk more appropriately to staff members and other prisoners:

*“Before the programme [names participant] was very hostile towards staff and other inmates. Now he’s coming out of his cell, mixing a bit more and can talk more appropriately to people”*

A large number of male participants from the Relationships without Conflict/Parenting without Conflict groups highlighted their difficulties in talking through their problems and how a lack of healthy coping strategies manifested itself into anger:

*“Men just don’t talk and that’s part of the problem...we just bottle things up coz we think talking’s for women and then it builds up and up and up and then we explode! There are a lot of men in Barrow that could do with this course!”*

*“I stopped talking about two years ago, I let things get on top of me, my wife kept asking what was up but I didn’t say anything coz I just didn’t know where to start. So I started*

*drinking and then one day just lashed out. My behaviour might have cost me my marriage but at least I can talk now and deal with things properly”*

Feedback indicates that Relationships without Conflict programme delivered by Restorative Thinking Limited not only gave participants the tools to cope with everyday life it crucially provided a supportive space where people felt valued and safe. This is an example of **‘what works’** and should be replicated in future programmes. A triangulation of findings indicated that the objective has been met and draws a supportive link between the programme and positive outcomes for participants. This implies that the programme has been the catalytic factor, or an important part of a network of attributing factors towards change.

#### [Perpetrators of domestic abuse will improve their life chances \(Objective 7.7\)](#)

Findings indicate that aspects of the Step Up programme(s) and Relationships without Conflict/Parenting without Conflict course contributed towards improved life chances. Participants attributed this to a combination of increased mental health and well-being<sup>25</sup>, improved communication, feelings of self-worth, as well as access to additional support where appropriate:

*“It wasn’t until I came on the programme that I realised that not everyone drunk every day... I decided to stop half-way through the course. I’ve noticed a difference in my mood and work have commented I’m a lot more approachable... plus my wife is really happy she’s asked if I can keep coming as I’m back to my old self living the life I used to...going fishing with my pals instead of just sitting in front of the telly drinking”*

*“Things at home with Dad are so much better... we talk and don’t shout **and** I’m getting on better with my brother as well! Things at school are even better! One teacher that was always telling me off said I was behaving a lot better and he gave me a merit point!”*

In this this sense, both programmes are justified in their positioning as ‘preventative’ by supporting individuals with risk factors before they could manifest and potentially prevent participants from improving their life chances. This was highlighted by one male participant who reported:

*“I honestly feel that if it wasn’t for the programme and the support I got with everything that’s going on I probably wouldn’t have gone to the doctors about my stress and depression, it might have got a whole lot worse but instead I’ve taken positive steps and can start to move forward with my life!”*

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<sup>25</sup> Participants stated having a safe space to talk, the skills to develop better coping mechanisms as well an increase in self-esteem was crucial to improving mental health and well-being.

The early intervention and preventative approach provided by Step Up and the Relationships and Parenting without Conflict programme was recognised as a valuable by participants and partners in terms of improving life chances. One Social Worker reported that the Parenting without Conflict programme gave support to those with complex lives and in some cases unidentified needs which may have prevent individuals from taking positive opportunities in the future. This suggests that the project met its objectives and did help to improve the life chances of those on the programme(s).

#### Perpetrators of domestic abuse will have a positive impact on the life chances of their partner and children (Objective 7.8)

As outlined previously, evidence across the findings suggests that the outcomes, such as improved communication, increase in mental health and well-being, have helped contribute to increased life chances for the service users and their families. One participant stated that learning coping techniques and strategies on the Parenting without Conflict course had helped him to create a more positive home environment (objective 10.1):

*“ I used to take it out on the kids... my stress and frustrations... but now I know it not ok and use time out and other things dive been taught to calm down... so home life is so much better for the kids...it’s not a war zone anymore it’s definitely calmer”.*

Building on this further, one participant reported that the skills learnt on the Parenting without Conflict and Relationships without Conflict programme had given him an alternative way to communicate and respond to professionals involved with the care of his children. This had enabled him to work more collaboratively with them to improve the life chances of his young children (Objective 10.4):

*“I’ve been speaking to professionals like social services and the court better. I used to be obnoxious and I came across as aggressive. But now I know my body cues, and can speak better and actually listen to what they say about the kids and help make that happen”.*

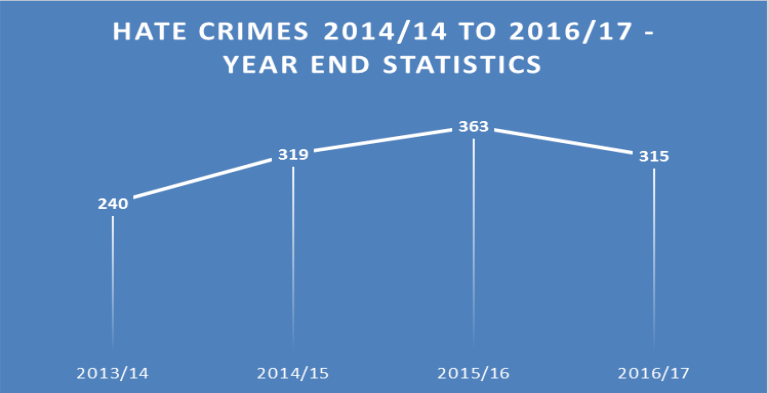
Added to that feedback from the previous participant’s social worker stated:

*“He’s definitely easier to communicate with and more open to listening to what we request regarding the safety and care of his children”*

Both survey data and interview findings indicate that the life chances of partners have been improved as a result of the programme. However it is noteworthy that the findings in relation to children lacked depth which was attributed to a lack of access to relevant data. This forms the basis of a recommendation that future research focuses on the impact of the programme on children.

### Summary of emergent hate crime findings

The evaluation cannot provide conclusive evidence on the outcomes of the hate crime programme or the long term impact on perpetrators, victims and communities due to the lack of survey data and interview response rate. However, there is emergent evidence that points to some positive outcomes which have been linked to objectives in the table below:

Objective number	Output	Quantitative Evidence	Qualitative Evidence	Objective achieved/not achieved										
3.1	20% reduction	As of March 2017 the data indicates a 0.3% increase in hate crimes when compared to baseline data 2013/14.	Police Hate Crime data 2013/14 to 2016/17	<p>Although qualitative evidence suggests that this objective was not fully achieved. Police data indicates that hate crimes have been steadily rising; peaking in 2015/16, this may be due to changes in recording standards, an encouragement to increase reporting and the actions taken by Cumbria Constabulary to engage with protected groups. However, when comparing police data year-end 2015/16 with year-end 2016/17 there has been a -13.2% decrease in hate crimes.</p>  <table border="1"> <caption>HATE CRIMES 2014/14 TO 2016/17 - YEAR END STATISTICS</caption> <thead> <tr> <th>Year</th> <th>Number of Hate Crimes</th> </tr> </thead> <tbody> <tr> <td>2013/14</td> <td>240</td> </tr> <tr> <td>2014/15</td> <td>319</td> </tr> <tr> <td>2015/16</td> <td>363</td> </tr> <tr> <td>2016/17</td> <td>315</td> </tr> </tbody> </table>	Year	Number of Hate Crimes	2013/14	240	2014/15	319	2015/16	363	2016/17	315
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4.2	<p>No of statutory and non-statutory partners using the programmes.</p> <p>Experience of partner agencies using the programme</p>	<p>Service provider data indicates 7 partners have accessed the programme.</p>	<p>N=1 social worker and staff from a Pupil Referral Unit reported good outcomes for clients which they attributed to the mentoring process.</p> <p>Feedback also indicates that the referral process was smooth and seamless.</p>	<p>Service provider data indicates that the Police, child and adult services, 3<sup>rd</sup> Sector agencies are using the Hate crime programme. This objective has been achieved.</p>
4.3	<p>Number and type of uses of the programme in a community remedy and restorative justice context.</p> <p>Experience of agencies using the programmes in this context</p>	<p>No data gathered</p>	<p>No data gathered concerning the number of referrals as a result of restorative justice practice.</p>	<p>This objective has not been achieved due to the low number of referrals received and the time and resource constraints of the evaluation.</p> <p>To date the options available for Community Remedy and Restorative Justice is limited and have not been fully explored within Cumbria. However there is a drive within the Cumbria to improve and expand the utilisation of Community Remedy and Restorative Justice practices to include referral to intervention programmes in the future.</p> <p>This objective is being driven jointly by the multi-agency Out of Court Disposal Panel and Community Safety Officers.</p>
5.2	<p>No of statutory and non-statutory partners using the programmes.</p> <p>Experience of partner agencies using the programme</p>	<p>Limited data gathered</p>	<p>No data gathered concerning statutory and non-statutory feedback on the outcomes of the programme</p>	<p>This objective was achieved. Referral agencies included Police, Cumbria and Lancashire CRC, Children Services, Pupil Referral Units.</p> <p>The number of referrals by CJS agencies onto the programme was significantly lower than anticipated.</p>
9.1	<p>Perpetrators report reduced violence and anger resulting in reduced</p>	<p>No quantitative data gathered</p>	<p>No data is available to conduct comparative analysis concerning the reduction in violence and anger against a reduction in offending/re-offending.</p>	<p>This objective was not fully achieved due to the lack of evidence on reduced criminality of perpetrators attending the programme. This objective is more pertinent to longitudinal studies.</p>

	criminality.			
9.2	Perpetrators report feelings of improved life chances.	No quantitative data gathered	A small number of participants reported improved life chances. They attributed this to the mentoring process.	<p>This objective was partially achieved. This objective could not be analysed to a statistically significant level, due to the low number of participants subject to qualitative analysis and surveying.</p> <p>However the small number of participants interviewed report an improvement in attitudes towards life chances – Examples:</p> <p><i>‘before I was just coasting a long but now I’m gonna try and get into armed forces’</i></p> <p><i>‘I am learning about things I can do to make my community better....like trying to make the skate park better’</i></p>
9.3	Perpetrators of Hate crime report feelings that the life chances of their partners have increased.	No quantitative data gathered	No qualitative data gathered	This objective was not achieved. This objective was not within the remit of the programme design.

## Hate crime critical themes<sup>26</sup>

Understanding the stimulus and motivations that lead to a person committing a hate crime is essential to the development and design of hate crime preventions and interventions. The overall aim of the prevention programmes are to inhibit factors and mediators that cause offending in the first place thus preventing re-offending and re-victimisation. It is well known that hate incidents and hate crimes are grossly under-reported to the police; police data on accused offenders offer a reliable source of information about the characteristics of offenders. In 2015 Cumbria Constabulary conducted a comprehensive review of hate crime incidents and crimes, the report highlighted that males account for the great majority of those accused of hate crimes, in Cumbria 107<sup>27</sup> males were recorded as being perpetrators of hate. This evidences the need to explore and address gender identity and masculinity for offending in rehabilitation programmes. However, as data and referrals to Turning the Spotlight on Hate Crime has shown offending is not an exclusively male activity, rehabilitation interventions need to be adaptable to working with female hate crime offenders as well. 88.2% of participants referred to 'Turning the Spotlight' hate crime programme were males with only 11.7% being female.

National research has also indicated that although there are some differences in the age profile and patterns between police force areas and the different strands of hate crimes. Evidence suggests that offenders are more likely to be within the younger age range with over half of offenders aged under 25 years. This pattern is not dissimilar to the age profile of offenders in general. In Cumbria research has suggested that the average age of hate crime offenders is 27 years and data suggests that offenders are getting younger. Turning the Spotlight on hate crime received 17 referrals with the majority of participants being under the age of 16 years; however consideration should be given to the referral sources and low numbers in referrals prior to any statistically accurate conclusions being drawn on the age and gender of hate crime perpetrators in Cumbria.

- Characteristics of hate crime offenders
  - Autism
  - Learning difficulties as a result of brain injury
  - Victim of domestic abuse (young person witnessing domestic abuse)
  - Behavioural issues and anger management problems
  - Cultural and religious influences

None of the data on the characteristics of hate crime perpetrators referred to TSP provides an indication about the significance of 'hate' and prejudice, as motivating stimulus for hate offending.

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<sup>26</sup> This section was contributed by the Office for the Police Crime Commission

<sup>27</sup> Cumbria Constabulary Hate Crime Profile 'Nov 14 to Oct 15'



National evidence suggests that many offenders are involved in a range of offending activity rather than specifically isolated to hate motivated offending (Smith 2006). The motivations behind hate crime offending can often be committed through boredom, for the fun of it, for the thrill and other reasons such as peer dynamics and pressure related to adolescent developmental needs, resentment and retaliation.

Due to the lack of referrals there are limitations to the analysis around key variables such as offender age, gender, ethnicity and socio-economic impacts on offending behaviour, however the referrals onto TSP Programme highlights the need for perpetrator prevention programmes to be made flexible enough to deal with the diverse range of motivating behaviours of perpetrators.

#### Improved life chances and community development (Objective 9.1)

Emergent findings indicate the mentoring process delivered by the programme helped improve n=3 participants life chances (Objective 9.2) as well as contributing towards community development:

*"I was nervous about going at first and didn't know what to expect. But Aftab really listened to us and helped me to set goals in things I was interested in... before I was just coasting a long but now I'm gonna try and get into armed forces ... I've even been down to the centre to get more information and get the ball rolling"*

In addition, a Social Worker identified that the mentoring aspect of the programme was of huge benefit to the young person she had referred onto the programme:

*"The change for [names participant] really came about from the positive relationship with Aftab and the mentoring he did... he supported [names participant] to not only change himself but to also enact change within his community by teaching him how to start a campaign and get more resources in his area"*

Similarly, an additional young person stated:

*"I'm learning about things I can do to make my community better... like trying to make the skate park better"*

#### Experiences of partner agencies using the hate crime programme (Objective 9.2)

The value of the hate crime programme was reinforced by several professionals who were interviewed in the course of the evaluation. However, a professional from the Youth Offending Team suggested that more preventative work needed to be done:

*"The programme is good and helps those on the cusp of the criminal justice system. But really time and energy should be spent engaging children and young people earlier on by*

*raising their awareness. Rather than that nip it in the bud approach get in there before the first seed is even sown”*

## Summary

Domestic abuse and hate crime takes place across Cumbria despite a range of preventative, support and enforcement measures being delivered. Findings suggest this is partly due to the complex interplay of ‘push and risk’ factors such as mental/physical health, life-time stressors, unemployment, poverty, family breakdown and social isolation. Subsequently breaking the cycle of abuse can be very difficult for individuals involved, with service users and their families often needing a holistic approach to service delivery. As commented by one participant from the Relationships without conflict programme:

*“I just had so many problems in my life which seemed to come to a head at once... I couldn’t cope and I lashed out... But that just made everything even worse... the course helped as it gave me the time to talk thing through and gave me the tools I needed.... It didn’t take all those other problems away but it did make me stronger and more able to cope!”*

Participant narratives reveal how their process of change was supported and sustained through the programme by emphatic and non-judgemental workers. Specifically, the themes of improved communication, emotional management, healthier coping skills and increased mental health and well-being were found to underpin the other outcomes. These proved to be a critical link to the overall aims of the project. What also became evident is that connecting with others, participation in something meaningful and access to additional support and resources were all crucial in helping to break down stigma and promote social inclusion. Despite good outcomes for clients the overarching programme appeared to be complex with professionals voicing strategic concerns that the project was confusing and fragmented. As such, there are calls for future work to learn from this and design a simpler delivery model. Finally, we conclude that the programme can be evidenced as having a positive impact on the lives of its participants.

### Limitations for the scope of the review and project delivery<sup>28</sup>

Owing to time and resource constraints, a number of decisions were made which reduced the scope of the research to ensure its feasibility. It was not possible to interview children due to ethical constraints, in some cases parents were reluctant to allow the evaluator to interview their children

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<sup>28</sup> This section was contributed by the Office of Police and Crime Commissioner.

which could not be conducted without parental consent. During the evaluation of the project there have been challenges around identifying a reliable measure of abuse, police call-out data may only reflect a proportion of re-offending, due to under-reporting or provide an inaccurate record (i.e. this is evident when a police call-out occurs yet no crime is identified due to lack of evidence). Self-reporting for both victims and perpetrators present challenges around potential bias, problems with recall, under-reporting and fear of repercussions. It is therefore recommended that a multiple method approach is adopted. Consideration should also be given to a less ambitious measurement of change and reductions in abuse including whereby intervention reduces the amount of severity of violence should be considered effective as opposed to complete cessation of offending. The research assessed the perceptions and experiences of service users and professionals

#### Court mandated versus voluntary<sup>29</sup>

Further research is required around mandatory attendance at intervention programmes, evidence suggest that legal pressures to attend programmes and to have the perpetrator accept guilt increases the success rates for rehabilitation. However, this theory is at odds with the non-judgemental holistic approach where the building of relationship and trust between the worker and client has been found to be successful. Evidence suggests that without external pressures some perpetrators of domestic abuse may not feel the need/incentive to self-refer or may not acknowledge they exhibit inappropriate behaviours. Referrals on to the programme were slow and inhibited by the inability to mandate perpetrators to attend. The ability to mandate perpetrators could have increased the number of referrals onto the Turning the Spotlight.

Evidence suggests that legal pressure to attend substance abuse programmes have been effective in the reduction of substance abuse and encouraging compliance with the programme. Criminal Justice Systems are in a unique position to exert pressure on domestic abuse perpetrators to attend perpetrator intervention and prevention programmes with the threat of sanction for non-compliance. The joined up approach to mandated attendance working alongside the holistic non-judgemental components of the programme could increase the success of early intervention and prevention schemes.

#### Disengagement:

The scope of the evaluation and level of data gathered was not sufficient enough to firmly report or evidence the associated barriers and risk factors present in disengagement from perpetrator

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<sup>29</sup> This section was written using evidential Research conducted by the Office of Police and Crime Commissioners included comparisons with academic research papers, consultation with Police and external partners.

intervention programmes. As a result of time constraints and resource limitations to the evaluation no evidence was gathered regarding the mediators and barriers associated with disengagement.

#### External Variables which may have impacted on the outcome of the objectives<sup>30</sup>:

- Lack of ability to mandate perpetrators to attend may have resulted in low than estimated referrals being received onto the programmes; this will be evident for both domestic abuse and hate crime elements of the TSP Programme.
- Drive to improve standards in crime reporting 'National Crime Recording Standards' may have contributed to an increase in crime.
- Constabulary's encouragement to increase reporting of domestic abuse and hate crimes including targeted actions to engage with victims and protected groups may have contributed to a positive increase in these types of crimes<sup>31</sup>
- Participant characteristics and moderating factors that may exist prior to intervention and likely to affect the response to intervention.

Victim Support feedback indicated that the requirement to identify a victim or perpetrator resulted in some case workers artificially assigning clients into certain groups and categories as the programme would allow. This is a contentious issue especially when viewed in the context of coercive and controlling behaviour and had the unintentional result of causing a high level of misunderstanding and disengagement. Victim Support Case workers discovered that by introducing a more non-judgemental and aided engagement approach supporting the family as a whole unit increased engagement and success of the programme. Some referrals, for the Step Up programme for example, were ineligible due to age, location or they had been on the peer to peer programme. Step Up session content was altered from original format to make it more inclusive and increase engagement and deliver the programme to the needs of families involved.

Further issues resulting in disengagement included the lack of Victim Support case workers in the initial stages of the programme, too much emphasis was placed on increasing referrals rather than working with clients already referred, too long lead in time for programme to start and a fragmented approach to service delivery. However, in the later stages of the project following a review, the implementation of a fixed programme of courses where referring agencies could plan, allocate and

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<sup>30</sup> This section was contributed by the Office of Police and Crime Commissioner and does not include findings gathered in the course of the independent evaluation by the Brathay Trust.

<sup>31</sup> Domestic abuse (aspirational target to increase) accounted for +34.9% increases in Violence against the person offences linked to domestic abuse.

refer improved the level of disengagement since clients were not left waiting for long periods between assessment and start of course.

### Limitations to Evaluation<sup>32</sup>

Challenges around evaluation of the programme were a result of poor survey and interview responses in relation to victims. Issues identified by Victim Support included:-

- The length and complex of the survey's posed an issue for some clients and impacted on the completion results.
- Confusion around the role of victim and perpetrator created issues around allocation of survey data.
- Lack of definition and clear support to victims especially in the first half of the project due to Victim Support staffing issues resulted in less defined end points of support for victims.

### External Variables Impacting on the outcome of the objectives<sup>33</sup>:

- Lack of ability to mandate perpetrators to attend may have resulted in low than estimated referrals being received onto the programmes; this will be evident for both domestic abuse and hate crime elements of the TSP Programme.
- Drive to improve standards in crime reporting 'National Crime Recording Standards' may have contributed to an increase in crime.
- Constabulary's encouragement to increase reporting of domestic abuse and hate crimes including targeted actions to engage with victims and protected groups may have contributed to a positive increase in these types of crimes<sup>34</sup>
- Participant characteristics and moderating factors that may exist prior to intervention and likely to affect the response to intervention.
- Retention of staff was an issue for Victim Support in the initial stages of the project, this impacted on the effectiveness and efficiency of service delivery.

Although the project received and worked with a lower than estimated number of participants, the positive feedback received from participants and referring agencies has resulted in aspects of the programme being extended for a further 6 months to 2 years respectively. Referral pathways have

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<sup>32</sup> This evidence comes from Turning the Spotlight on Domestic Abuse Programme (April 2015 – March 2017) Summary and Recommendations – Victim Support. These findings were not gathered in the course of the independent evaluation.

<sup>33</sup> This section was contributed by the OPCC

<sup>34</sup> Domestic abuse (aspirational target to increase) accounted for +34.9% increases in Violence against the person offences linked to domestic abuse.

noticeably strengthened in the last 6 months of the project and work is on-going to identify any barriers that may impact on the level of referrals.

## Recommendations

### Domestic abuse recommendations:

- Programme to be offered to individuals and families before they reach crisis point
- Domestic abuse providers to attend all network/champions meeting to ensure information sharing, joined up provision and the closing of any gaps
- Joint approach to service delivery, assessment and referrals by Victim Support and Restorative Thinking. This evidences the need for Multi-agency interventions that include an element of involvement from criminal justice system.
- Implementation of a rigorous stakeholder management system
- Regular stakeholder events throughout the life of the programme
- The programme to be taken to the Cumbria Strategic re-offending board and formally linked in with legal processes
- Ensure that each programme has a robust signposting system in place
- Employment support programme which comprises of mentoring, confidence building and more generalised employment skill development.
- Victim group work delivered by skilled workers to be developed further and to be offered as part of a holistic support package
- Greater emphasis should be placed on the utilisation of perpetrator intervention programmes as part of an out of court disposal for low level domestic abuse crimes.
- The ability to mandate perpetrators to attend intervention/prevention programmes would increase referral rates<sup>35</sup>.
- Prevention strategies attached to programmes designed to reduce disengagement<sup>36</sup>
- Clearer understanding and identification of presence of abuse or conflict. The TSP programme highlighted that in a number of cases there was more evidence of conflict within family units as opposed to specific abuse<sup>37</sup>.
- Early intervention and referral to intervention programmes should include police call-outs where no crime has been identified but where there are clear conflict issues within

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<sup>35</sup> Recommendation by the OPCC

<sup>36</sup> Recommendation by Cumbria Office of Police and Crime Commissioner – future Perpetrator programmes need to design and develop prevention strategies to reduce the risk of disengagement

<sup>37</sup> Recommendation by the Cumbria Office of Police Crime Commissioner

the family; thereby introducing a support package that does not require the identification of either a perpetrator and victim.

#### Hate crime recommendations:

- Separate hate crime programme
- Greater emphasis should be placed on the utilisation of Perpetrator programmes as options for Community Remedy and Restorative Justice in low level hate crimes where an out of court disposal is been deemed appropriate.
- Hate crime awareness work to be undertaken with children and young people schools across in Cumbria.
- Scope for the implementation of a hate crime network meeting

#### Future research recommendations:

Evaluation of the Turning the Spotlight programme has highlighted a number of recommendations for future research evaluations of perpetrator intervention programmes:-

- Review of referral pathways
- Future research needs to distil the micro elements from the macro and design measurement tools accordingly.
- Future research needs to consider 'when' the most appropriate time to measure the impact of intervention is, a more systematic approach to evaluation including outcomes measured at different stages should then be analysed against the length of the follow-up period.
- Further exploration into disengagement to establish barriers and risk factors
- Follow up research from a variety of different data sources with evaluation participants to triangulate initial findings due to the challenges in identifying a reliable measure.
- Refinement of evaluation tools and measures for future work
- Future research designs needs to consider the most appropriate method(s) of analysing the impact of domestic abuse on children; 1:1 semi-structured interviews/surveying vs longitudinal observations of a child's demeanour.
- Review of the requirement and need of gender specific perpetrator programmes, such as female only programmes.

## Appendix 1

### Perpetrator Interview Plan – semi-structured framework

Go through the evaluation information sheet first to ensure consent, introduce the role of Brathay and the purpose of the interview.

#### **Perpetrators (could be children/young people if they have done Step Up)**

Ask questions around –

- Change of behaviour to reduce their violence, anger and criminality (9.1)
- Improvement of life chances (9.2)
- Positive impact on life chances of partners/children (if relevant) (9.3)
- The holistic nature of the intervention i.e. both harmers and people who are harmed receiving the intervention and in some cases being brought together to work together
- What are the key messages they feel they have taken away and where did they get these from
- Any improvements or feedback related to the programme

Focus on life before/after intervention (attribution)

If change is attributed (or not) to programme ask why/details of this

Did the participant attend on a voluntary basis or where they compelled to attend?



## Appendix 2

### Victim Interview Plan – semi-structured framework

Go through evaluation information sheet first to ensure consent, to introduce the role of Brathay and the purpose of the interview.

#### **Victims (could be parents if they have done Step Up)**

Ask questions around –

- Who they were referred onto the programme by
- Was the referral process smooth and seamless?
- Did they feel more able to keep themselves safe? (8.1)
- Increased control over life (8.2)
- Access to employment, education and training (8.3)
- Improvement in life chances (8.4)
- Contribution towards healthier communities (8.5)
- The holistic nature of the intervention i.e. both harmers and people who are harmed receiving intervention and in some cases being brought together to work together
- What are the key messages they feel they have taken away and where did they get these from
- Any improvements or feedback about the programme

Focus on before/after intervention (attribution)

If change is attributed (or not) to programme ask why/details of this

## Appendix 3

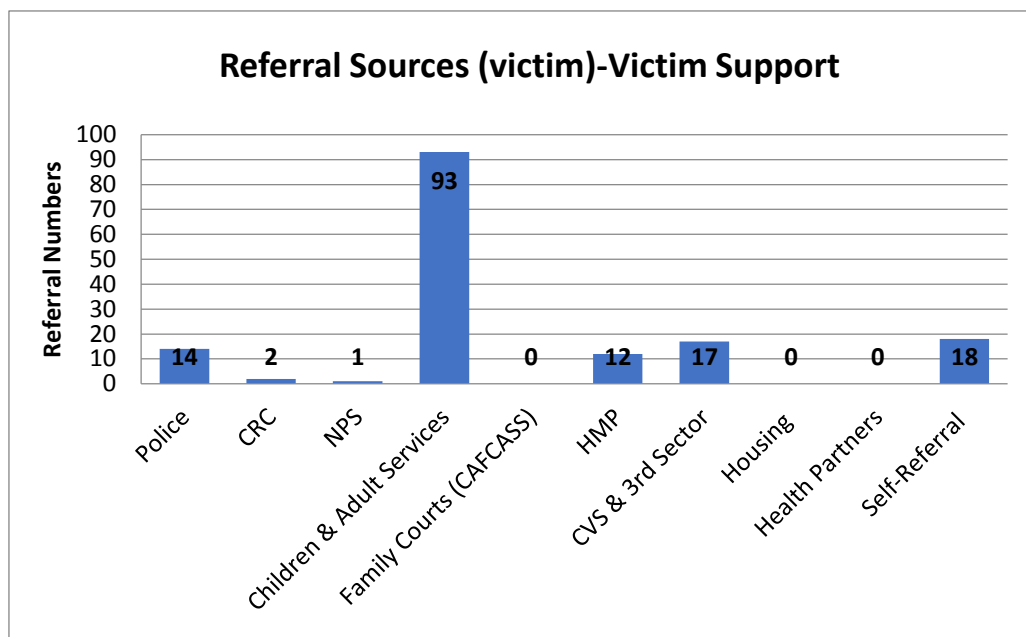
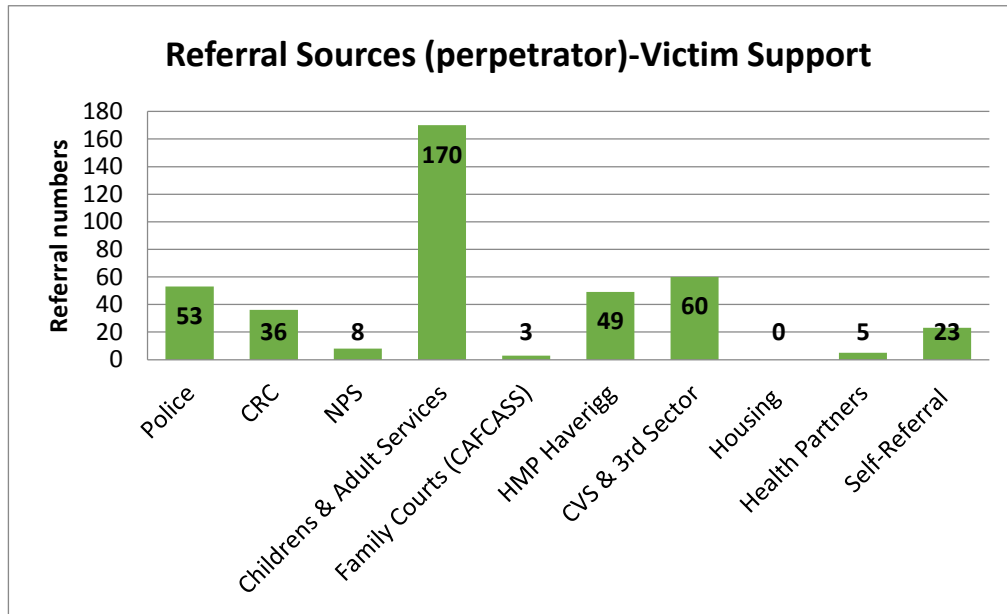
Table 1.0

<b>Professionals interviewed for the Research</b>
• <b>Focus families</b>
• <b>Youth offending Team</b>
• <b>Probation workers</b>
• <b>Housing and accommodation providers</b>
• <b>Prison Staff from HMP Haverigg</b>
• <b>Social Services</b>
• <b>Secondary Schools teachers, inclusion officers and pastoral care workers</b>
• <b>Cumbria police</b>
• <b>Specialist Domestic Abuse Workers</b>
• <b>Turning the Spotlight Case workers</b>
• <b>Family workers</b>
• <b>Barrow Women's Community Matters</b>
• <b>Barnardo's</b>
• <b>Children's services, including looked after children</b>
• <b>Health Visitors</b>
• <b>Cumbria fire-service</b>
• <b>Occupational Therapist</b>
• <b>Psychologist</b>
• <b>Staff from a Pupil Referral Unit</b>

## Appendix 4

### Referral Sources – Victim Support

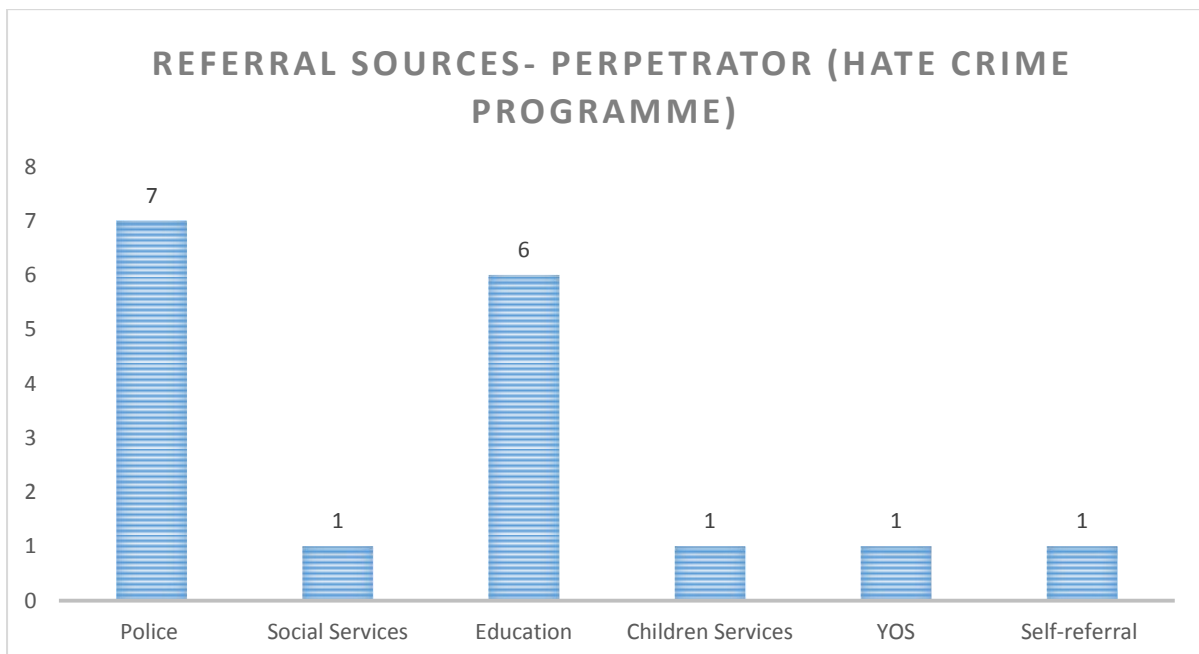
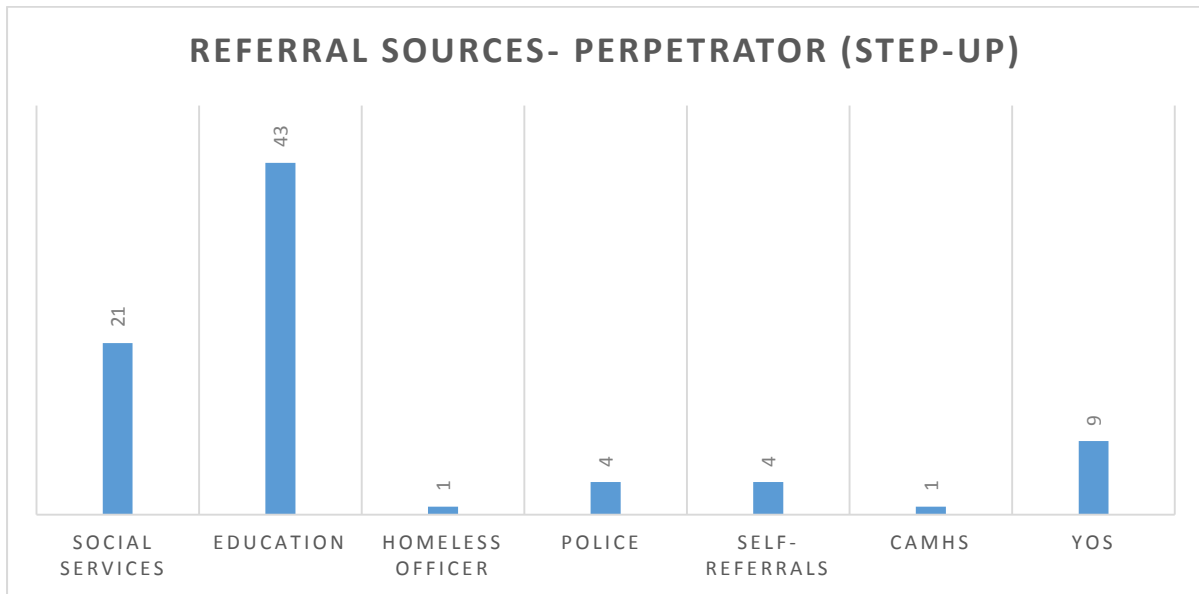
Below is a graphical breakdown of Victim Support’s referral sources. In total the organisation received **564** referrals- comprising of **407** perpetrator and **157** victim referrals.



## Appendix 5

### Referral Sources – Step-up and Hate Crime

Below is a graphical breakdown of Step Up and Hate Crime referral sources. In total the Step Up programme received **79** referrals and Hate Crime Programme received **17**.<sup>38</sup>



<sup>38</sup> Graphs provided by Office of Police and Crime Commissioners using data supplied by AWAZ and Restorative Solutions (Step-Up)

## References

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Anderberg, D., et al. (February 2014), 'Unemployment and Domestic Violence', CentrePiece, Paper No'CEPCP411, Winter 2013/14 Issue

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