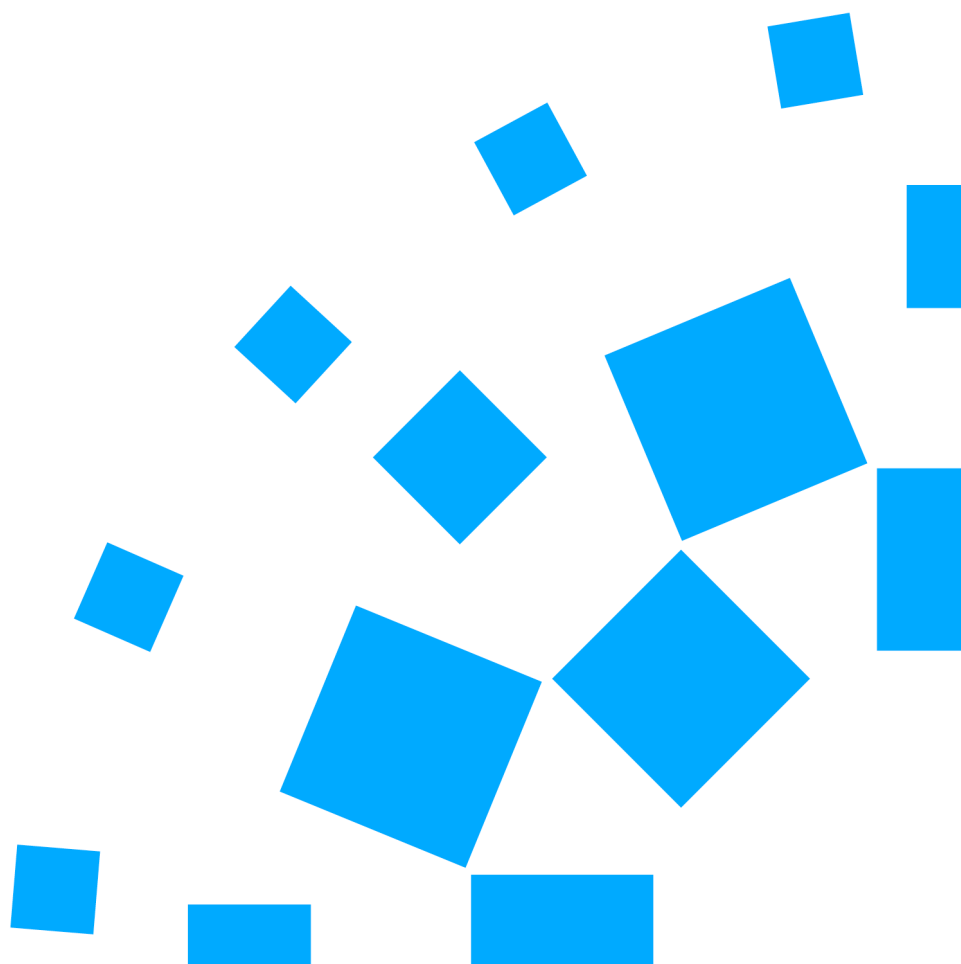


Vulnerability and Violent Crime Programme

Evaluation of the Community Initiative to Reduce Violence (CIRV)

Full technical report

July 2021



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1. Executive summary

1.1. Introduction

1.1.1. Background

The Community Initiative to Reduce Violence (CIRV) aims to take a coordinated, multi-agency approach to reduce violent behaviour among suspected or known gang members and those at risk of gang involvement or criminal exploitation. The intensity of the intervention varies depending on an individual's needs and their level of risk. CIRV's primary objective is to provide coordinated support to these people, to help change the direction of their lives for the better. A central part of the programme involves police officers giving suspected or known gang members the choice of stopping their engagement in violence and associated crimes. Those who choose to stop receive support from police officers in partnership with others (eg, a career advisor or an ex-gang member as a mentor), to help stop their offending behaviour. If gang members are unwilling to engage with CIRV, the programme can also use disruption and enforcement activities. Individuals not allocated to work with a police officer may be offered some other form of support also funded through CIRV.

CIRV has been led and delivered by Northamptonshire Police since February 2019 alongside a range of partners and support services across the county. Staff delivering the programme are encouraged to use their professional judgement and expertise guided by the three 'golden rules' (does the action feel like the right thing to do; does it progress the young person towards their goal; is the young person contributing in some way too). Decision-making is also intended to be guided by the behavioural change stairway¹, which draws on features including active listening and developing trust and rapport to help influence behaviour change.

This summary sets out the findings of the process and impact evaluation and cost analysis, commissioned by the College of Policing to explore the set-up, delivery and impacts of CIRV. The evaluation mostly focused on the support pathway for young people and adults working with police officers and other agencies, or when individuals were subject to disruption and enforcement activities, rather than those

¹ A tool usually used in police negotiation. See cirv-nsd.org.uk/About-CIRV/

who were solely offered some form of single-agency support. The findings have implications for the delivery of CIRV and provide an evidence base for other forces considering similar initiatives.

1.1.2. Methods

The first phase of the evaluation involved a scoping study, where the NatCen research team reviewed programme documentation and facilitated a workshop with the CIRV delivery team, academic advisors and College of Policing representatives. These activities informed the development of a logic model, which captured CIRV's inputs, activities, outputs, outcomes and intended impacts.

The process evaluation included in-depth interviews with staff and officers involved in CIRV, and partner agencies such as mentoring and employment services. Interviews explored the set-up, delivery and perceived impacts of CIRV. Interviews were also conducted with a small number of adults and young people who had been supported by CIRV ('programme participants'), and the parents of those who had taken part in CIRV (but who had not necessarily taken part in this evaluation). The research team observed a 'multi-agency triage meeting' where individuals were allocated into CIRV and a 'call-in event' designed to raise awareness about the programme among young people and relevant professionals. A focus group was also conducted with speakers from this session.

The impact evaluation drew on three sources of data: Northamptonshire Police's Serious Crime Matrix (SCM); programme-specific monitoring information; and a bespoke survey completed by a sample of programme participants. The analysis provides descriptive evidence about the context of running CIRV in Northamptonshire, the process of young people and adults being referred to CIRV, demographics of the participant population, and indicative evidence about changes in their behaviour, attitudes, resilience and offending behaviour. The quantitative evidence from this report is not compared with a counterfactual, as there was limited comparable data that could be used to implement a suitable quasi-experimental design, such as propensity score matching.

Finally, cost data was collected from programme leads, and was used to estimate the 'per participant' cost, averaged over three years to account for the higher costs associated with programme set-up and roll-out.

1.2. Key findings

Table 1-1 Summary of the key findings presented under the 'EMMIE' framework

Evaluation element	Findings
Effect	<p>The quantitative analysis provided indicative evidence of positive change. However, it was not possible to construct a counterfactual to estimate what would have happened in the absence of CIRV, meaning the evidence cannot be used to make a causal claim.</p> <p>The behavioural and attitude assessment scores, as measured by the Young Person's and Justice Star tools (used to monitor programme participants' progress with tackling the issues they face), had improved for young people and adult programme participants. In each case there was a statistically significant difference between the overall initial score at the beginning of their engagement and their latest assessment scores during programme delivery. However, this provides limited insight, as the samples were small and likely to suffer from non-response bias. Most progress was made in the areas where programme participants initially had most difficulties. Under 18s had most difficulties with choices and behaviour, while adults had most difficulty with using time positively and living a crime-free life. On average, participants engaged in CIRV for three to four months.</p>
Mechanism	<p>Qualitative evidence identified features of CIRV that may underpin successful outcomes:</p> <ul style="list-style-type: none"> ▪ Young people/adults are given the choice of either engaging in CIRV and receiving support services focused on the underlying causes of their behaviour, or being a 'disruption target' for a more punitive approach.

	<ul style="list-style-type: none"> ▪ Programme participants (generally those who were higher risk and with more complex needs), were allocated to a Navigator who took 'ownership' of a case and provided case management and support. Navigators played a central role in communicating with the programme participant, support providers and other agencies working with them, such as schools, to help ensure a consistent and joined-up approach. ▪ The consistent contact, open discussion and trust developed between the CIRV team, partner agencies and programme participants was felt to support positive change (young people and adults moving away from gang-related crime and engaging with CIRV). ▪ The adaptable nature of CIRV meant that programme participants' attitudinal and behavioural needs could be addressed quickly and effectively, alongside other potential areas of support such as accommodation and education, training and employment (ETE).
Moderator	<ul style="list-style-type: none"> ▪ The quantitative analysis does not provide evidence of moderator effects. Programme participants' outcomes varied with age; adults were more likely to have issues with their accommodation, relative to under 18s. Adults had a statistically significant improvement in their accommodation circumstances after engaging with CIRV.
Implementation	<ul style="list-style-type: none"> ▪ Perceived successes around implementation were underpinned by the leadership and operational team's commitment to delivery, and the engagement of a wide range of support services. ▪ Some concerns were raised over the programme's ongoing sustainability given the increasing number of referrals and the need to ensure enough resource to support individuals who may be more challenging to engage. The bespoke nature of

	the programme, where delivery depends on individual need, means that resources need to be used in a flexible way between programme participants.
Economic cost	<ul style="list-style-type: none"> Most of CIRV's costs arise from staff. The total cost of the programme was £720,000 per year, or approximately £1,190 per participant.

1.3. Conclusions and implications

All participant groups (including the adults and young people who took part in this research) were generally positive about the impacts that CIRV had on programme participants to date. Reported impacts included:

- reduced violence and gang membership
- helping programme participants to change the direction of their lives for the better
- improved relationships, health and outlook
- changing young people's/adults' perceptions of the police and support services

Strategic and operational staff also felt that CIRV had helped to address a key gap in the services and support available for those at risk of involvement with gang violence and associated crimes in Northamptonshire. However, programme participants felt less positive where they felt CIRV had not provided the support or access to services that had initially been offered.

CIRV's disruption element meant that the CIRV team could use an enforcement-led approach for individuals who did not engage and continued to be involved in gang violence and associated crimes. Strategic and operational staff felt the disruption pathway conveyed the prospect of a regular police presence, which helped people to reassess whether they wanted to engage with CIRV. The disruption pathway had also led to arrests being made and increased police intelligence on 'disruption targets', meaning CIRV may have also played a role in improving community safety.

Research participants identified the following factors as critical to ensuring the successful delivery of CIRV.

- **Consistent engagement, open discussion and the development of trust** between the CIRV team, partner agencies and programme participants. This prompted and supported positive change in young people and adults moving away from gang-related crime.
- **Adopting a holistic approach**, where possible, aiming to address the underlying causes of programme participants' behaviour rather than a more punitive approach (unless the disruption pathway was adopted). Quantitative analysis indicates under 18s were reported to make more positive choices, improve behaviour and develop their support networks and relationships with people. Adults were more likely to feel they were using their time positively and to report positive changes in their housing/accommodation situation.
- **Providing a 'package' of support**, with the Navigators taking overall ownership of individual cases. Navigators ensured all partners involved with the programme participant worked together to provide the most appropriate and effective level of support.
- **Stakeholder support and engagement with the programme.** Partner agencies in Northamptonshire could help identify suitable young people and adults for CIRV and refer them into the programme. CIRV also needed to draw on a wide range of organisations and support services to work with programme participants so they could deliver tailored and effective support plans.
- **Dedicated strategic oversight and a committed delivery team.** It was important that staff felt comfortable working within the flexible approach of CIRV, following the programme's core principles (the 'golden rules') to guide their behaviour and decision-making. The delivery team comprised a variety of professionals with a range of skills and experience, including police officers and staff, and mentors/ex-gang members who could share lived experience.
- **Centralised IT systems**, which meant that all information about cases was held in one place and easily accessible across the team. It also meant that staff had an audit trail of actions linked to each participant.
- **Replicability.** The Northamptonshire Police team drew on the learning and experiences of CIRV delivery in Glasgow to help inform their own implementation of the programme. The Northamptonshire team also had to adapt the CIRV

approach to ensure it was appropriate for the local area and context. Other police forces are considering setting up the programme at the time of writing (including Thames Valley, Essex, Kent and Bedfordshire). The emphasis in Northamptonshire on delivery being led by principles rather than prescriptive guidance poses challenges to replication, but the CIRV team have developed a user manual that provides an overview of the processes involved in referral and delivery. Moving forwards, it will be important to continually consider how learning and expertise around the implementation of CIRV can be shared more widely.

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3. Background

CIRV aims to identify and support any young people or adults where police or partner intelligence or information suggest they are involved in, or at risk of becoming involved in, gangs, gang violence and associated crimes. The intensity of the intervention and support provided varies depending on an individual's needs and their level of risk. If individuals are unwilling to engage with CIRV and stop their criminal behaviour, the programme can also use disruption and enforcement activities. The intervention has been led and delivered by Northamptonshire Police since February 2019 in close conjunction with a range of partners and support services across the county.

This report sets out the findings of the independent process and impact evaluation and cost analysis of CIRV commissioned by the College of Policing to explore set-up, delivery and impacts of the programme. The findings have implications for the delivery of CIRV and provide an evidence base for other police forces considering similar initiatives (Thames Valley, Essex, Kent and Bedfordshire at the time of writing).

This section provides the background to CIRV and the rationale for its implementation in Northamptonshire, based on a document review and evaluation data (quantitative and qualitative). It then provides the programme's logic model.

3.1. Context and rationale

The growth of gang violence and associated crime (drug dealing, acquisitive crime and county lines) in the county provided the rationale for introducing CIRV in Northamptonshire. Northamptonshire Police's Serious Crime Matrix (SCM) identified 331 individuals under the age of 18 with 'warning markers' used to alert police officers and staff to risks associated with individuals. The SCM is a risk assessment tool used to monitor Northamptonshire's organised crime groups (OCGs) (see 4.3.2.1) and provides limited information on who is involved in gangs. SCM warning markers can relate to a range of risks, such as the use of violence, sale or use of drugs and mental health issues. Nearly half (45%) of individuals under 18 on the SCM had more than one marker, and a quarter (26%) had more than two. Data on these markers suggested that weapons-related behaviour was the greatest concern

in the county. 90% of the 331 individuals had a 'weapons' marker, indicating either that the young person had used a weapon to commit an offence; intelligence suggested the person carried a weapon; or the person had self-harmed.

Frequencies of the different markers are shown in Table 3-1. While weapons-related markers were most prevalent, one-fifth (20%) of the young people had markers indicating assault against a police officer or other serious assault² or violence, and a further fifth (18%) had a marker for drug possession, use, cultivation or supply.

Table 3-1 SCM warning markers for young people in Northamptonshire

Warning type	Frequency	Proportion (%)
Weapons	297	90
Violent	65	20
Drugs	60	18
Mental disorder	52	16
Medical condition relevant to potential care in custody	49	15
Self-harm	45	14
Suicidal	20	6
Conceals items	14	4
Firearms	10	3
Escaper	8	2
Alleges**	3	1

² Common assault would normally not warrant a warning marker for violence.

***Note: percentages do not add up to 100 because a person can have several markers.**

****The 'Alleges' marker is entered for individuals who have made false allegations against police officers.**

Source: Serious Crime Matrix

Base: All individuals with a warning marker under the age of 18 (n=331)

Strategic and operational staff and partners interviewed generally supported CIRV's introduction across Northamptonshire. Staff and partners articulated the county-wide need for an intervention addressing the underlying pathways into gang violence and associated crimes, given the growth of these crimes in recent years.

'I'm talking about street gangs. They're a relatively new phenomenon for Northampton, certainly within the last 10 years [...] It's gang-related violence that's picking up.'

(Strategic staff)

Financial constraints had prevented the local authority from investing in preventative and early intervention work outside of statutory requirements, and funding cuts had also been made to the youth sector. In addition, the Integrated Offender Management (IOM) team in place before CIRV did not specifically deal with gangs or young people, and a support provider described how parents and children were asking for support in this area.

'Northamptonshire County Council has had severe financial difficulty shall we say and a lot of the services that were in place had been withdrawn [...] So that meant that the early intervention side of things was very weak. So, to have young people supported at an early stage rather than in direct crisis was an excellent way of working.'

(Support provider)

In addition, with limited community/neighbourhood policing³ force-wide, any police contact with at-risk young people/adults was perceived (by operational staff) to be limited, and reliant on investigative policing responses.

A view from CIRV's strategic staff was that the programme was closely aligned with Northamptonshire police force's overarching priorities and targets. The force has seven priority areas⁴ and CIRV was felt to focus on three of these: (1) serious and organised crime; (2) child abuse and exploitation; and (3) knife crime. The CIRV team attend the fortnightly force tasking meetings and are involved in strategic and tactical planning for the force. This included the CIRV team feeding in their local intelligence and liaising with the strategic and tactical force leads to see where they could add value. For example, CIRV would be informed when a person who had been involved in gangs and associated crime was released from prison so they could potentially work with them.

3.1.1. The intervention

Overview

CIRV takes a multi-agency and bespoke approach to early intervention, to encourage desistance from involvement in gang violence and associated crime. It gives young people/adults the choice of ceasing their involvement in gang violence and associated crimes, or facing the consequences of continuing and potentially being subject to continued disruption activities from the police. Those who choose to exit criminality, or behaviours that increase their risk of involvement in gang violence and associated crime such as not attending school, are allocated to a Navigator (a police officer member of the CIRV team), who provides case management and support, or offered another form of single-agency intervention or support. Navigators

³ Where police officers, staff and volunteers are accessible, responsible and accountable to communities; their engagement with the community builds trust and develops an understanding of their needs; and, there is collaborative problem solving. college.police.uk/What-we-do/Standards/Guidelines/Neighbourhood-Policing/Pages/definition-of-neighbourhood-policing.aspx [Accessed 26 March 2020]

⁴ The seven priority areas are serious and organised crime; child abuse and exploitation; domestic abuse; preventing and reducing road fatalities and serious injury; knife crime; rape and sexual violence; and residential burglary.

used either the Young Person's Star or Justice Star tool⁵ (depending on the programme participant's age), to identify what areas should be prioritised across the following domains:

- For programme participants under 18: accommodation; work and learning; people and support; health; how they feel; choice and behaviour; money and rent; and practical life skills.
- For programme participants over 18: accommodation; living skills and self-care; mental health and well-being; friends and community; relationships and family; parenting and caring; drugs and alcohol; positive use of time; managing strong feelings; and a crime-free life.

Depending on their support needs, engaged participants also work with the Youth Offending Service (YOS) and a range of non-statutory providers such as peer mentors and employment advisors. Each package of tailored support aims to address the issues and risk factors underpinning individual behaviour. A mandatory requirement for programme participants over 18 is to wear a GPS Buddi tag until the CIRV team consider it safe to remove. Wearing a tag is optional for programme participants under 18. A small number of lower-risk programme participants are allocated an Adverse Childhood Experience (ACE)⁶ Support Worker to provide their case management instead.

There is no specified point at which programme participants' engagement with CIRV ends. Reasons for being 'deselected' from CIRV include: the programme participant reaching a positive outcome, for example gaining employment, leaving the county, or choosing to no longer engage with CIRV.

A bespoke 'disruption element' is deployed for those who are unwilling to engage in CIRV and continue to be involved with gang violence and associated crime. A strategic staff member described how the team worked with 50 people under this

⁵ These tools are used to monitor programme participants' progress with tackling the issues they face. The Young Person's Star is suitable for young care leavers, those leaving young offender institutions and other young people experiencing homelessness or transition. The Justice Star is for people in the criminal justice system who are on short sentences, approaching release from long sentences or in the community.

⁶ A police staff member, who provides expertise around child protection and education, coordinates the referrals and conducts early visits with potential programme participants.

part of the programme at any one time, with 10 individuals likely to be receiving more intensive sorts of disruption activity. The disruption pathway uses a range of enforcement activities such as placing flags on disruption targets' cars so the police continually stop them. Disruption only ceases when the individual takes up the engagement pathway or stops their involvement in gang and criminal activity.

CIRV aims to adapt and respond to programme participants' needs and to developments within the local area. For example, if the CIRV team become aware of a change in gang presence in a specific area of the force, they would target individuals in that area who may be at risk.

Alongside these core programme activities, the CIRV team also run call-in events, which aim to inform young people/adults and professionals about CIRV's work and the consequences of gang activity. Call-in events involve short talks delivered by a range of speakers including police officers, ex-gang members, medical staff and people who have been affected by gang-related violence.

Background

CIRV is a problem-oriented policing strategy that follows the core principles of deterrence theory (Paternoster, 2010). It involves confronting a small number of offenders with a message that their criminal behaviour will be met with potential sanctions, which is then reinforced if they continue to commit crimes. Alongside this more enforcement-focused messaging the police also provide incentives for improved behaviour, such as access to social services and job opportunities (Pitt, 2018). The importance of this two-pronged approach (being clear about the consequences of engaging in criminal activity, alongside the offer of support and trying to address the root causes of a participant's behaviour), was highlighted by staff interviewed for the evaluation.

'It's about consequences because it has to be, otherwise we would have people running wild, but there is also a human approach to try and unpick what has happened to this person to cause these problems and what could you do if you started to facilitate relationship building first, and trust? That for me is really quite astronomical coming from a policing perspective,

because I don't think the police have the time to invest unless they have a unique department like CIRV.'

(Support provider)

A similar intervention, also called CIRV but with some differences in practice, was originally developed in Boston (USA) in 1996 and Cincinnati (USA) in 2007 to help address the complex nature of gang violence. CIRV in Cincinnati was implemented to deliver a 'holistic, focused-deterrence approach to address gun-related gang violence through the provision of social support' (Engel, Tillyer & Corsaro, 2013 in Williams et al, 2014: p. 697). Following implementation in the US, a form of CIRV was established in Glasgow in 2008, with the approach evolving to meet the area's needs. One difference between the areas was that in Glasgow local street gangs exist separately from the more organised crime groups and the use of firearms is rare (Violence Reduction Unit, 2010). Its implementation in Glasgow also highlighted the need to consider the demographic background and local culture of the individuals that CIRV was targeting. For example, religious leaders were used in the US to help raise awareness and convey the purpose of CIRV, but this was felt to have been less effective in Glasgow due to the different demographic make-up of communities.

'So, we talk about the different culture. [...] in America [...] They use pastors, [...] people of faith relating to the people they're working with. Typically, it was black African Americans, so they were very strong in the church. [...] In Glasgow [...] church ministers [...] were ineffective because the young people weren't religious in any way [...] It was very much White West of Scotland young boys [...] – it's a different type of culture.'

(Strategic staff)

CIRV has been delivered in Northamptonshire since February 2019 and is underpinned by a 'focused deterrence' approach. All decision-making and management of programme participants is guided by three principles or 'golden rules' (see below), which emphasise that delivery staff should use their professional expertise and judgement to deliver the programme. In Northamptonshire, the programme targets individuals at risk of involvement in gangs and associated crime, rather than individuals already entrenched in criminal activity.

‘If you can start to chip away at the people below, the younger people, the vulnerable people who have been used in gangs for violence, violent acts etc., drug couriers, etc., those people, and try and stop them becoming involved in the gangs [...] That has a big impact. That can change a lot of people’s lives. [...] – you still try and chip away at [...] the active criminals.’

(Strategic staff)

The Northamptonshire team needed to consider contextual differences between their county and Glasgow, in terms of demographics, local culture and types of gang violence and associated criminal activity. For example, a member of strategic staff explained that Glasgow has many gangs involved in activities such as casual violence and alcohol abuse. In Northamptonshire, there are a smaller number of gangs, an absence of street-based gang activity, and associated crime is more likely to be related to drug supply and county lines. These problems require different policing responses.

A strategic staff participant also described the importance of using content that was accessible to and easy to digest by (potential) programme participants. For example, to help make the ‘call-in event’ relatable to the local audience, the CIRV team used a local music artist, rather than using a music video that had been produced specifically for those attending a similar event in Glasgow. CIRV in Northamptonshire also created a specific business development mentor role to directly engage with businesses and encourage them to work with CIRV and its programme participants. The aim of this role was to help ensure CIRV supported progression into training and employment.

Some strategic staff felt that CIRV was transferable and could be successfully set up in any area, if it is run by an appropriately skilled team (as described in 5.1.3) who have drawn on available expertise around set-up and delivery.

‘The transferability of it has been proven to work and I can evidence that through my academic work and the research, so I think that’s the big thing; that, yes, it is transferable, this will

work wherever you want it to work [...] But you also need the right people involved and you also need the experts involved.'

(Strategic staff)

While considering local contextual differences, it was felt important that CIRV was transferred as a complete package, as each part was integral to the overall model.

'You don't take one part of it and transfer it [...] it's bolted together, it's a strategy which has to be embraced. You don't start cutting it up and moving it from one place to another [...] It's a strategy which you move.'

(Strategic staff)

The CIRV team

In Northamptonshire, CIRV is primarily led by the Achieve, Inspire, Maintain (AIM)⁷ police team. CIRV's core team, as well as other operational staff and core partners funded through the programme, are detailed in Table 3-2 below.

Table 3-2 Staff roles in the delivery of CIRV

Role	Key responsibilities
Two leads	A police officer (inspector) and a member of police staff funded by CIRV who provide overall responsibility for programme performance and management, and line manage the Disruption Officers and administrative staff. The Deputy is also responsible for the allocation of participants into CIRV.
Three ACE Support Workers	Police staff funded by CIRV (though the Office of Police, Fire and Crime Commissioner (OPFCC) and Home Office Early Intervention Fund) ⁸ , who coordinate the referrals and conduct early visits with potential programme participants. They also

⁷ The AIM team was launched in October 2017 and was originally an Integrated Offender Management Team. More information can be found at aimonline.org.uk/About-AIM/

⁸ Two ACE Support Workers are funded by the OPFCC on loan to CIRV, and one is funded by the Home Office Early Intervention Fund.

Role	Key responsibilities
	provide expertise around child protection and education, and manage lower-risk cases instead of a Navigator.
One sergeant and seven Navigation Officers	Navigators are police officers funded by CIRV who attempt to engage with the young people/adults to provide case management, mentoring and support. They are managed by a sergeant also funded by CIRV.
Four Disruption Officers	Police officers funded by CIRV who conduct focused deterrence activity with people who do not want to take up the 'engagement pathway'.
Peer mentors and support providers	These include two peer mentors/ex-gang members, two mentors/life coaches, two career/employment advisors, and one business development mentor, funded through CIRV.

The programme funds interventions delivered through the Prevention and Diversion Scheme, operated through the YOS. CIRV also accesses a range of supplementary partners that are not funded by the programme. These are categorised on the AIM website according to the type of support they provide, across the following domains:

- accommodation and support, including for people experiencing homelessness
- attitudes, thinking and behaviour
- effective relationships with children and families
- drugs and alcohol
- education, training and employment (ETE)
- finance, benefit and debt
- health⁹

⁹ A full list of partners organised by the support they provide can be found at aimonline.org.uk/Find-Support/

If the CIRV team felt a programme participant would benefit from accessing another type of service not listed on the AIM website they would approach the additional service directly.

Referrals, eligibility and guiding principles

Potential programme participants come to the attention of the CIRV team through two routes (see Table 5-3 for frequencies of referrals by source):

- A referral from a professional (eg, from a local school), member of the community, parent or self-referral.
- The CIRV team, drawing on police or partnership intelligence and information, proactively searched Public Protection Notices¹⁰ for cases that may be suitable for the programme.

Individuals involved in gangs, deemed to be at risk of criminal exploitation or of being recruited into gangs, would meet the primary inclusion criteria for CIRV. Gang involvement was defined using indicators from the Signs of Gang Involvement Screening (SGIS) tool developed by Northamptonshire County Council. It provides two overarching indicators of gang involvement¹¹:

- Strong signs of gang involvement, for example possession with intent to supply Class A drugs; associating with pro-criminal peers who are involved in gang activity; multiple mobiles/changing phones frequently.
- Moderate signs of gang involvement, for example sudden change in appearance; interest in music that glorifies weapons/gang culture; and whether the person had committed robbery offences.

All referrals are kept on the central database, EC Connect. They are monitored by the CIRV team and discussed at a multi-agency triage meeting chaired by CIRV's deputy lead. The primary purpose of the meeting is to consider the referrals made to the programme and what level of intervention may be required.

¹⁰ A police officer/civilian staff member submits a Public Protection Notice when they hear or see something that raises a concern over an individual's safety.

¹¹ A copy of the SGIS tool is provided in Appendix A.

Unlike in social care or other children's services, CIRV does not work with specific eligibility thresholds to determine whether a referral is accepted. Instead, the guidance from the SGIS tool is used alongside the three key questions within the CIRV 'golden rules' and the CIRV deputy lead's professional judgement. The golden rules were developed by the CIRV management team to help inform decision-making around allocation, delivery and deselection from the programme. When faced with a decision, CIRV staff are encouraged to ask:

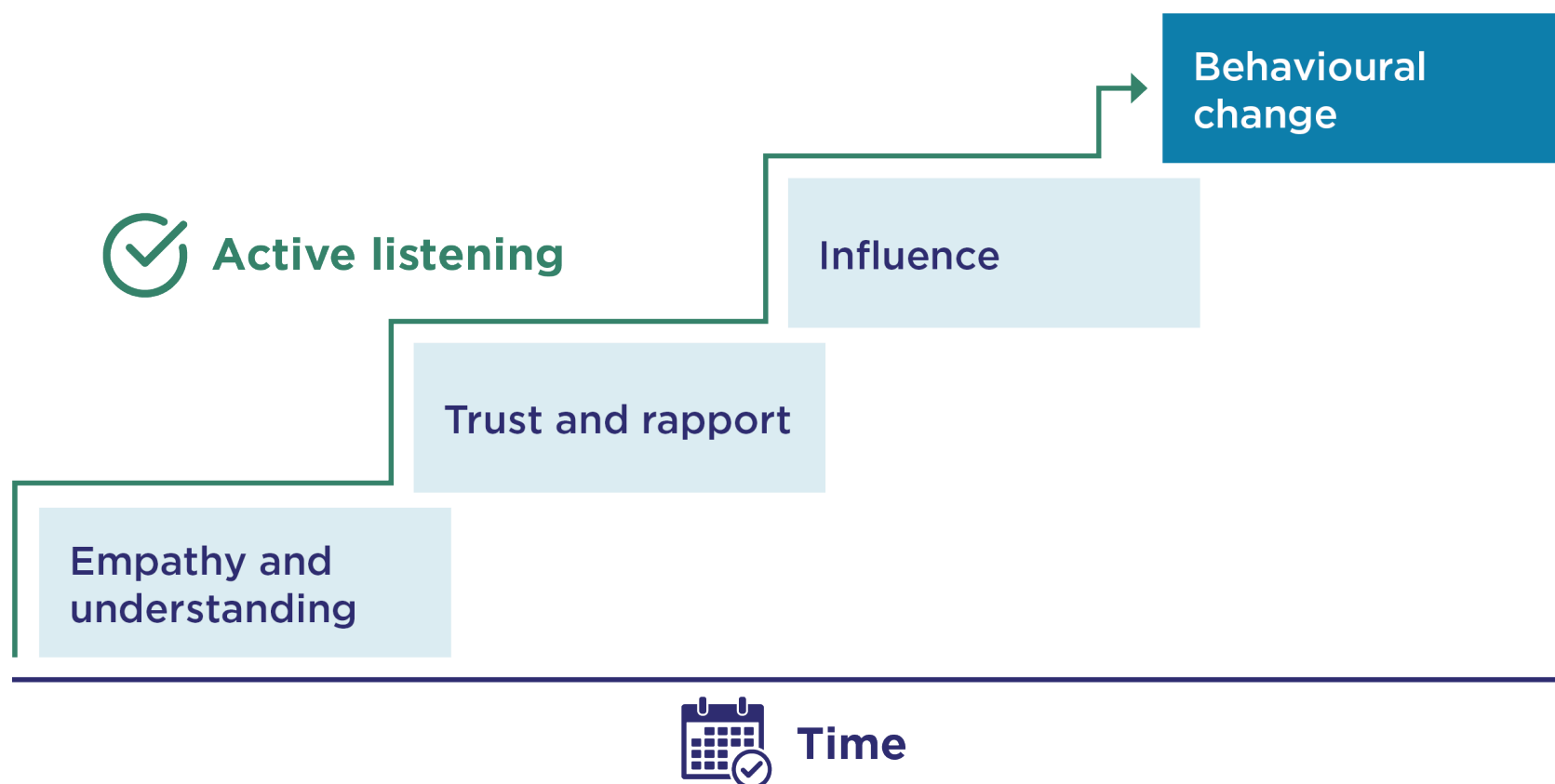
1. **'Does it feel like the right thing to do, and would it stand up to public scrutiny?'** For example, if the CIRV team were looking to deselect a programme participant they would be guided by a range of factors about the individual to determine whether this was the 'right' decision or whether they should continue working with them.
2. **'Does what I am doing progress them towards their goal?'** Every action taken as part of CIRV, including for example the tailored support offered, should help the participant develop in terms of their aspirations and needs.
3. **'Are they contributing in some way too?'** A core part of the programme was that it was a 'joint effort' between the programme participant and CIRV, rather than the participant adopting a passive role.

The intention of the golden rules was to guide the CIRV team in delivering a person-centric approach. The rules were intentionally non-prescriptive, while providing some parameters for the team to work with in a flexible and responsive way.

CIRV also adapts the 'behavioural change stairway' model to help shape delivery. It is an established policing model, usually used in negotiation. Its key elements are active listening, empathy and understanding, and the building of trust and rapport to help influence behaviour change¹².

¹² cirv-nsd.org.uk/About-CIRV/

Figure 3-1 The Behavioural Change Stairway model

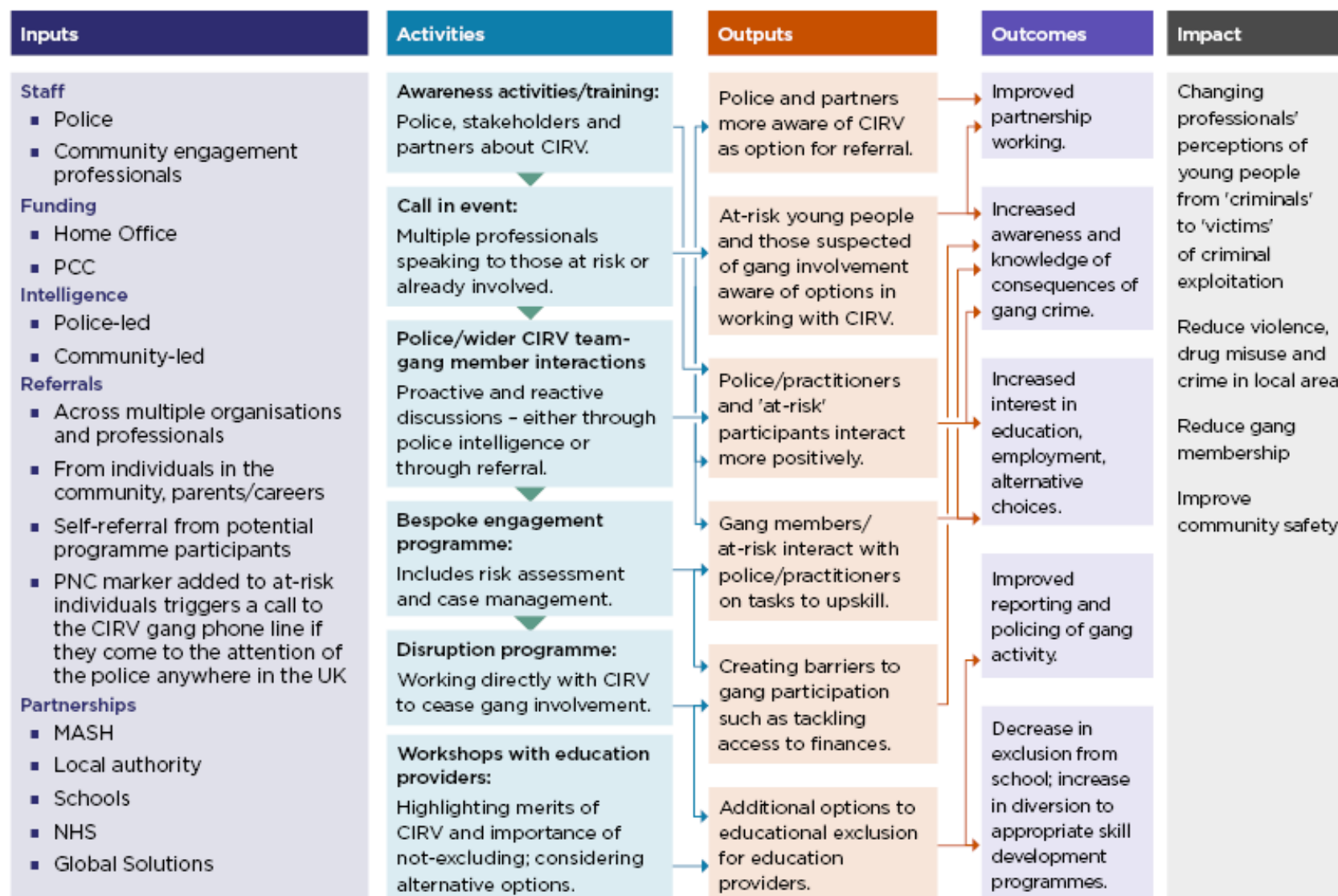


3.1.2. Logic model

The logic model for CIRV is provided in Figure 3.2. It is based on discussions with CIRV stakeholders and a review of project documentation. The logic model methodology is provided in section 4.2.

Independent evaluation of Community Initiative to Reduce Violence (CIRV)

Figure 3-2 CIRV logic model



There are four key areas where CIRV aims to have an impact in Northamptonshire.

1. **Changing professionals' perceptions of young people from 'criminals' to 'victims' of criminal exploitation.**
2. **Reducing overall violence, drug misuse and crime in the local area.**
3. **Reducing gang membership** and helping programme participants reach their full potential without getting 'stuck' in a cycle of violence or crime. CIRV also intends to encourage a prosocial lifestyle without the need for criminality and to change gang members' perceptions of the police.
4. **Improving community safety.** This can include a reduction in risk of harm among young people.

4. Methods

4.1. Aims and objectives

The National Centre for Social Research (NatCen) was commissioned by the College of Policing to scope, design and deliver an independent evaluation of CIRV during its first 10 months of operation. It forms part of a series of work evaluating interventions tackling vulnerability and serious violence as part of the Vulnerability and Violent Crime Programme (VVCP). The overall objectives of the VVCP are to evaluate a range of interventions being implemented by forces across England and Wales, to understand effective practice and share learning across policing.

The findings from the evaluation aim for conclusions to be drawn across the following domains of the EMMIE framework¹³:

- **Effect** – whether the intervention had a causal impact on specified outcomes.
- **Mechanism** – what it is about the intervention that could explain any effect.
- **Moderator** – the circumstances and contexts in which the intervention is likely (or unlikely) to work.
- **Implementation** – the conditions that should be considered when implementing the intervention.
- **Economic cost** – costs associated with the intervention, both direct and indirect, and whether there is any evidence of cost benefit.

The evaluation used quantitative and qualitative approaches to identify whether CIRV was an effective intervention and to contribute to the evidence base around vulnerability and serious violence for policing in England and Wales.

¹³ EMMIE is an evidence appraisal framework. It was developed by academics at University College London. One aim is to help practitioners and decision-makers interpret evidence easily and quickly. EMMIE rates evidence against five dimensions: effect, mechanisms, moderators, implementation and economic cost. Available at: [whatworks.college.police.uk/toolkit/Pages/About the CRT.aspx](https://whatworks.college.police.uk/toolkit/Pages/About_the_CRT.aspx)

4.2. Phase 1: scoping study

The aim of Phase 1 was to develop an evaluation design that would capture evidence on CIRV's effectiveness, using impact (where feasible), process and cost analysis approaches.

The research team reviewed documentation relevant to CIRV and facilitated a workshop with key stakeholders involved in setting up CIRV, academic advisors¹⁴ and College of Policing representatives. The findings from the document review and workshop informed the development of a logic model for CIRV, which captured its inputs, activities, outputs, outcomes and intended impacts.

The research team also considered appropriate research designs based on information about the intervention and available data sources. Gang violence and associated crime in Northamptonshire was recorded on several systems. Northamptonshire Police believed that the quality and quantity of available intelligence had increased substantially over recent years because of CIRV's proactive work in intelligence gathering.

Counterfactual evaluation designs were ruled out because of concerns about the availability and quality of data available to construct a comparison group. Intelligence gathering by CIRV had improved the quality of data in Northamptonshire over time, including intelligence collected on gangs and individuals at risk of gang involvement. However, these changes meant that a robust over-time comparison could not be estimated. It was also felt by the CIRV leads that data availability and quality from other police forces would not be comparable, therefore preventing a robust comparison between Northamptonshire and other areas. This could not be verified, as the evaluation team did not have access to intelligence data in Northamptonshire or elsewhere. Further discussion of the specific issues with data sources can be found in 4.3.2.

The Phase 1 findings informed the quantitative analysis plan for Phase 2. This consists primarily of descriptive analysis, as outlined in section 4.3.2.2.

¹⁴ The College of Policing appointed three academic advisors to support the VVCP. Advisors undertook a range of activities, including visiting interventions, acting as critical friends to the College and independent evaluators, and providing feedback and peer review throughout programme delivery.

4.3. Phase 2: mainstage evaluation

Phase 2 included a qualitative process evaluation; a quantitative strand drawing on multiple data sources to provide descriptive data about the operating context of CIRV, its delivery and indicative outcomes; and a cost analysis to assess the sustainability of CIRV. As described in 3.1.1, the intensity of intervention delivered varies depending on an individual's needs and their risk level. The evaluation focused on the engagement and support pathway where young people and adults at higher risk and with more complex needs are generally assigned to a Navigator, and the disruption pathway deployed for individuals who remained involved in gangs and associated crime. For this reason, the use of 'programme participants' in the report generally refers to young people and adults who were working with a Navigator, rather than receiving single-agency support. The methodology for each strand of the evaluation is described below.

4.3.1. Process evaluation

The process evaluation included in-depth interviews with CIRV strategic and operational staff and delivery partners (see 3.1.1 for details). Interviews were also conducted with young people and adults engaged in CIRV ('programme participants') and with the parents of programme participants (who had not necessarily taken part in this research). Observations were conducted at both the multi-agency triage meeting where those referred into CIRV are discussed, and the call-in event designed to raise awareness about CIRV. A focus group with call-in session speakers was also carried out. Each is discussed below.

4.3.1.1. Strategic and operational staff

In-depth interviews were carried out with the following people:

1. **CIRV strategic staff** including the programme leads and other staff involved in setting up and providing strategic input and oversight of CIRV.
2. **CIRV operational police officers and staff** including Navigators (the case managers), Disruption Officers and police staff including the ACE Support Workers.
3. **CIRV support providers and partner agencies** including those who were directly funded by CIRV and those who were not.

The programme leads supported NatCen with the recruitment of CIRV staff and support providers, identifying suitable individuals and sharing information with them about participation in the evaluation. More individuals were approached than required for the evaluation to maintain participants' anonymity. Individuals who agreed to participate were contacted by the research team to arrange a suitable time for a telephone interview.

In total, 15 in-depth interviews were conducted with 16 strategic, operational staff and support providers¹⁵ averaging 60 minutes in length. Interviews focused on participants' views and experiences of CIRV set-up and delivery, and perceived impacts and outcomes of the programme.

A breakdown of interviews by participant group is shown in Table 4-1.

Table 4-1 Number of participants per participant group

Type of participant	Quota achieved
CIRV strategic staff and leads	4
CIRV operational staff (across the following roles: Disruption Officer, Navigator and ACE Support Worker)	5
Support providers funded by CIRV (eg, mentoring and employment services)	4
Support providers who are not funded by CIRV	3
Total	15

A focus group discussion with five speakers who had taken part in the call-in event was also conducted. This explored speakers' perceptions of the delivery of the event and its potential impacts on the young people.

¹⁵ One interview was with two people.

4.3.1.2. Programme participants and their parents

In-depth interviews were conducted with programme participants and, where appropriate, their parents. Parents/carers gave permission for the research team to contact programme participants under the age of 18. Information leaflets about what participation in the evaluation would involve were given to individuals by CIRV Navigators.

On agreeing to participate, individuals could either arrange a suitable time for a face-to-face or telephone interview with NatCen through their Navigators, or contact the research team directly. The research team attempted to rearrange on the day of the interview if the participants did not answer their phone or it was no longer a good time for them to take part.

In-depth interviews were carried out with five programme participants and four parents of young people/adults who have taken part in CIRV (but who had not necessarily taken part in the evaluation). They lasted an average of 40 minutes. Parents were included after the recruitment of programme participants was found to be challenging. Interviews focused on their experiences and views of their/their child's involvement in CIRV as well as its perceived impacts and outcomes on the programme participants, their families and the local community.

The characteristics of the achieved sample of programme participants are shown in Table 4-2.

Table 4-2 Achieved sample of programme participants

Programme participants' characteristics	Quota achieved
Gender	
Male	3
Female	2
Age	
Under 18 years	3
18 years and above	2

Programme participants' characteristics	Quota achieved
Whether participant wanted to engage when first introduced to CIRV	
No	2
Yes	3
Total	5

All CIRV programme participants and parents were given a support leaflet when their interview appointment was arranged via the Navigators, in case the interview raised any issues or concerns. This was developed by NatCen in collaboration with the programme leads and the College of Policing. There were different versions for those under and over the age of 18.

4.3.1.3. Observation

Two members of the NatCen research team observed the call-in event held in October 2019. A member of the NatCen team also observed a multi-agency triage meeting in January 2020, where the CIRV team and partners discussed 49 cases. These observations provided a more detailed understanding of CIRV delivery and prompted specific areas of questioning for the interviews and focus group, such as the impact of the layout of the room and the levels of engagement among the young people present. A pro-forma was used to take notes during observations (see Appendix B).

4.3.1.4. Interview conduct and analysis

The qualitative fieldwork took place between October 2019 and February 2020. Separate topic guides were developed for data collection with different participant groups, and were used to ensure a consistent approach across encounters, while allowing the research team a degree of flexibility. The research team used open and non-leading questions to ensure they responded appropriately to participants' accounts. An overview of key themes covered by the topic guides is included in Appendix B.

With participant permission, interviews were audio recorded and transcribed verbatim. Transcripts were analysed using the Framework approach (Ritchie et al., 2013), a systematic case and theme-based approach to qualitative data management (see Appendix B). Verbatim interview quotations are used throughout this report to illustrate themes and findings where appropriate.

The findings in this report show the range and diversity of views and experiences among those interviewed. As this is qualitative research, the prevalence of views and experiences cannot be estimated.

4.3.2. Quantitative evaluation

The quantitative strand draws on several data sources to provide descriptive data about the context of running CIRV in Northamptonshire, the process of programme participants being referred to CIRV, the profile of programme participants engaging with CIRV, and indicative evidence concerning programme participants' behaviour, attitudes and resilience.

4.3.2.1. Quantitative data sources

Three sources of quantitative data were considered for the evaluation:

1. The SCM used by Northamptonshire Police to profile people suspected to be involved in or at risk of gang violence or associated crime.
2. Monitoring information used by the CIRV team to track young people and adults referred to the programme.
3. A bespoke survey completed by a sample of programme participants to collect additional information about the profile of young people and adults engaging in the programme.

Serious Crime Matrix and Niche

The SCM is a risk assessment tool, containing intelligence information on OCGs, drug supply (including county lines activity), urban street gangs, and individual group members across Northamptonshire. The SCM uses a methodology consistent with

the national tactical Management of Risk in Law Enforcement (MoRiLE)¹⁶ guidance (Home Office, 2018), which is used for risk assessment of organised crime nationally. Although the SCM was used to identify individuals of all ages, the extract provided for the evaluation contained information on under 18s only.

The SCM is used to inform the Organised Crime Group Mapping (OCGM) process, to prioritise resources and preventative activities against criminal organisations and individuals posing the greatest threat and risk. The SCM also gives Northamptonshire Police the ability to track risk scores (from April 2018) to assess changes in risks associated with individuals or organisations over time.

The SCM draws primarily on intelligence data stored in NicheRMSTM¹⁷, a police records management system. Over time, the quantity and quality of intelligence recorded in this dataset has substantially changed, particularly since CIRV in Northamptonshire has been operating (the evaluation team did not have access to intelligence data in Northamptonshire or elsewhere to verify this). CIRV leads have partially attributed this to the proactive work the programme undertakes in identifying individuals involved in gangs or at risk of criminal exploitation. The substantial change in data quality prevents using historical data to provide a robust assessment of changes in gang violence and associated crime over time. The proactive intelligence gathering in Northamptonshire also means that the data quality is likely not comparable with data quality in other areas, preventing a robust comparison with other forces.

The SCM data is primarily used in the evaluation to provide contextual information about the gang violence and associated criminal activity profile of Northamptonshire for under 18s.

Monitoring information

There are four elements to the monitoring information:

1. Referral data
2. 'De-selection' data

¹⁶ MoRiLE is a risk management strategy used to assess and prioritise law enforcement activities.

¹⁷ Nicherms.com/

3. Young Person's Star (for those under the age of 18)
4. Justice Star (for those aged 18 and above)

Referral data

CIRV referral data was available from a range of organisations (as listed in Table 5-3) from the launch of the programme in February 2019 until the end of the year. The data also includes several cases that had already been piloted by CIRV in January 2019¹⁸. It includes referrals for those below and above the age of 18 and both those assigned a Navigator and those who were not. It does not, however, specify whether the individual engages with the programme or enters the disruption pathway.

Specifically, the dataset records the following information:

1. Gender
2. Date of referral
3. The source of the referral (for example, the police or schools – a full list of referring organisations is found in Section 11.3 of Appendix C)
4. Whether it is a new referral, or whether the person has been referred previously (eg, first referral, second referral etc.)
5. The outcome of the referral (whether assigned a Navigator or not)
6. The location where the referral was made (Corby, Daventry, East Northamptonshire, Kettering, Northampton, South Northamptonshire, Wellingborough)
7. Who the referral was assigned to¹⁹

The data used in this evaluation includes all individuals referred to CIRV between February and the end of December 2019, as well as some of the cases piloted in

¹⁸ An existing AIM cohort, made up of traditional integrated offender management cases and new CIRV cases, was gradually introduced to the programme from summer 2018. At the point of formal launch on 1st February 2019, there were 70 traditional AIM cases and 126 CIRV cases, 26 of whom were actively engaging with the programme.

¹⁹ If the individual was accepted into CIRV, the Navigator they were assigned to is named. If they were not accepted but were referred to other support, the organisation the individual was referred to is named. If they were not accepted but were deemed to require or receive specific support, the required/received type of support is named here.

January 2019. There were 846 referrals in this period, corresponding to 694 individuals.

The referral data is used to:

- understand which organisations refer individuals to CIRV
- explore the expected number of individuals referred to CIRV
- investigate whether there are patterns in the referral process

De-selection data

The de-selection data contains information about individuals who had engaged with CIRV but who are no longer engaging (for either positive or negative reasons). This data was only available for the sub-sample of individuals that had been deselected at the time of the evaluation (n=75). It contained the dates the individual started and stopped engaging in CIRV and their final status at the end of engagement, such as exiting the programme due to lack of engagement or having a confirmed positive outcome, such as take-up of ETE.

Young Person's Star

The Young Person's Star is suitable for young care leavers, those leaving young offender institutions and other young people experiencing homelessness or transition. It is collected to understand readiness for independent living. CIRV conducted Young Person's Star assessments with programme participants under the age of 18 as part of their navigation sessions. The Young Person's Star has eight domains for assessment:

1. Accommodation
2. Work and learning
3. People and support
4. Health
5. How you feel
6. Choice and behaviour
7. Money and rent
8. Practical life skills

Programme participants and Navigators discuss each of these domains together, and for each domain assess where the programme participant sits on a five-point scale. The scale is as follows:

Table 4-3 Young Person's Star scale

Score	Definition
1	Stuck
2	Accepting help
3	Trying to sort things out
4	Getting there with support
5	Independent

The Young Person's Star is used to monitor programme participants' progress at tackling the issues they face. Typically, a programme participant will complete their first Young Person's Star assessment at an initial meeting with Navigators, and will be reassessed at various points throughout their engagement with CIRV.

Comparison of participants with a follow-up assessment and those without indicated that the groups were similar in terms of gender and age profile.

The Young Person's Star also facilitates the creation of an action plan to help the programme participant set objectives to improve the areas in which they are struggling.

The CIRV team introduced the Young Person's Star when the programme was launched in February 2019. However, it was used sporadically in the beginning and it took up to six months for the assessments to be used systematically by all navigators. Assessment scores are therefore only available for 96 programme participants, meaning that the analysis has low power, making it harder to detect changes in outcomes.

Justice Star

The Justice Star is for people in the criminal justice system who are on short sentences, approaching release from long sentences or in the community. CIRV conducted Justice Star assessments with programme participants aged 18 and over. Justice Star is similar to the Young Person's Star, but covers 10 domains:

1. Accommodation
2. Living skills and self-care
3. Mental health and well-being
4. Friends and community
5. Relationships and family
6. Parenting and caring
7. Drugs and alcohol
8. Positive use of time
9. Managing strong feelings
10. A crime-free life

As with the Young Person's Star, programme participants discuss each of these domains with their Navigator. An assessment is then made of where on the scale the programme participant sits. Each domain gets a score, which is summed to provide the overall score. The Justice Star also has a larger scale, of 1 to 10:

Table 4-4 Justice Star scale

Score	Definition
1-2	Stuck
3-4	Accepting help
5-6	Motivated and taking responsibility
7-8	Learning what works
9-10	Self-reliance

The Justice Star is used to monitor programme participants' progress at tackling the issues they face. Typically, a programme participant will complete their initial Justice Star assessment at an initial meeting with Navigators, and will be reassessed at various points throughout their engagement with CIRV. Comparison of those with a follow-up assessment and those without indicated that the groups were similar in terms of gender and age. As with the Young Person's Star, the Justice Star is used to create an action plan to help individuals tackle the issues they face.

The CIRV team introduced the Justice Star when the programme was launched in February 2019. However, it was used sporadically in the beginning and it took up to six months for the assessments to be used systematically by all Navigators.

Assessment scores are therefore only available for 26 programme participants. The low sample size means analysis has low statistical power, making it harder to detect changes in outcomes.

Validation of the Young Person's Star and Justice Star

Triangle is a commercial entity that produces the star tools for a wide variety of contexts. The Young Person's Star and Justice Star were both produced by Triangle in 2015-2016. Both tools have been tested for acceptability in consultation with expert bodies and charities with expertise in criminal justice and young people. The Justice Star has also been tested for reliability – with high test-retest reliability and high inter-rater reliability.²⁰

Data linkage

To make the best use of the monitoring information, NatCen attempted to link the referral data with the de-selection data, Young Person's Star and Justice Star data. This proved challenging given the limited number of identifiers available. Young Person's Star records were available for 122 cases out of the 249 assigned a CIRV Navigator. This may be because the Young Person's Star assessment was not yet conducted, the subject may not have been engaging with the intervention (for

²⁰ Test-retest reliability assesses the consistency of a person's scores when assessed on the test at multiple points in time. The Cronbach alpha of 0.78 indicates relatively good test-retest reliability (the maximum score is 1.0). The inter-rater reliability is how similar scores are when assessed by different people using the tool. The inter-rater reliability is high (Krippendorfs alpha of 0.83, the maximum score is 1.0) indicating the tool is relatively consistently applied between different assessors.

example, they were being disrupted) or the data may have been missing. Out of the 122 Outcomes Star records, 65 were successfully linked to referral data (50 Young Person's and 15 Justice Star records). Only 31 of all matched Outcomes Star records had follow-up data at the time of the evaluation.

For Young Person's Star, there were 59 initial matches to referral data, including 57 by date of birth and two by ID number provided by CIRV. Six observations were removed as duplicate matches and a further three were removed due to missing data. There were 37 unlinked observations. Unlinked observations were likely due to typographic errors when records were inputted. In addition, there are cases in the referral data that were assigned a Navigator before the Young Person's Star and Justice Star were used by the CIRV team for all participants²¹. There were no systematic differences in the demographic characteristics or assessment scores of the linked and unlinked cases.

The initial Outcomes Star scores of the 50 linked cases were analysed by referring organisation, ethnicity and the individuals' location. Significance testing (using paired t-tests) was carried out to explore differences in initial assessment scores between the largest category within each variable and the smaller ones, comparing police (n=17) with other referring organisations (n=33) (see list of these in 11.3 of Appendix C); White ethnicity (n=23) with other ethnic groups (n=27); and Northampton (n=25) with other areas in Northamptonshire (n=25). Due to low numbers, the smaller categories were grouped together and not examined on their own. Since a follow-up assessment score was only available in 23 cases, differences between outcome and follow-up scores were not analysed by subgroup.

The research team linked the Justice Star observations to the referral data following the same process. Only 15 out of the 26 cases in the Justice Star data had corresponding observations in the referral data. As with the Young Person's Star data, this may be due to typographic errors when data was inputted, or because individuals were referred before the Justice Star was used by CIRV. A follow-up assessment score was only available in eight out of these 15 cases. This may have

²¹ These include both cases present in the programme prior to its launch as well as cases after launch when the Outcomes Stars were not yet used with all participants.

been because individuals had not been engaged with the intervention for long enough for a follow-up assessment at the time of the evaluation. The group was therefore judged too small for analysis by referring organisation, ethnicity and area.

Survey data

NatCen conducted a paper survey on a convenience sample of programme participants. Results should therefore be interpreted with care as the survey could suffer from non-response bias. The survey combined and adapted²² two pre-existing measures: the Strengths and Difficulties Questionnaire (SDQ)²³ and the modified Criminal Sentiments Scale (CSS-M). These measures were collected to understand the profile of CIRV participants, in relation to their socio-emotional problems and their association with crime. The measures were originally intended to assess behaviour change in response to 'increased awareness and knowledge about the consequence of gang crime' (see the intervention's logic model). However, as described below, the data collection strategy was changed because of low response and data gathered is therefore only used descriptively to understand the cohort of CIRV participants. In addition, the survey contained questions asking for individuals' characteristics (age, gender and ethnicity). Surveys were administered by CIRV staff during navigation sessions, with individuals completing the surveys alone. The same survey was administered to participants regardless of age.

The survey was administered in two periods. Wave 1 was administered between 18 September and 18 October 2019, while Wave 2 was administered between 2 December and 20 December 2019. The initial research design had been to administer the survey with the same individuals in both periods, to facilitate time-series analysis. However, due to low response rates, the survey was opened up to additional respondents beyond the Wave 1 cohort. Low response may have partially been attributed to participants only having recently been involved in CIRV and therefore reluctant to complete a survey. Navigators may have also been reluctant to

²² The order of responses for the CSS-M scale was flipped to correspond to the order of the SDQ scale from positive to negative. This was done on consultation with the NatCen questionnaire development team, to aid the respondent.

²³ The 11-to-17-year-old version of the SDQ was chosen due to the composition of the CIRV target age group. As discussed in 5.2.1, 50% of individuals referred to CIRV were between 14 and 17. While a version of the SDQ for those above the age of 18 exists, the questions are similar across the two questionnaires and it is scored in the same way.

administer the survey if they felt this may undermine progress made in their relationship with the participant.

In total, 29 individuals completed Wave 1 and 16 individuals completed Wave 2. In total, only eight individuals completed both surveys. As the sample achieved was too small for robust analysis, time-series analysis of the survey data was not conducted. Instead, all Wave 1 cases and new Wave 2 cases were pooled for analysis (n=37), with follow-up surveys of the same individual excluded from the Wave 2 sample. The CIRV staff administered the survey and the number of young people approached was not recorded. A conservative estimate²⁴ of response rates was calculated using the total number of live cases during the fieldwork periods. The reported response rates were 17% and 9% for Wave 1 and Wave 2 respectively. Findings based on survey data should therefore be interpreted with caution, as there is a risk of non-response bias.

The SDQ is a brief, 25-item behavioural screening questionnaire. It includes questions from five subscales:

1. Emotional symptoms
2. Conduct problems
3. Hyperactivity/inattention
4. Peer relationship problems
5. Prosocial behaviour

The scores can be analysed within each category and as a total score. Based on their scores, individuals were grouped into four categories relating to the risk of socio-emotional problems relative to the general population: close to average, slightly raised, high and very high²⁵. The category classifications were established using distributions of responses from a UK survey of children. The SDQ scale is frequently used to measure change over time.

²⁴ This is likely to underestimate the true response rate because response rates are normally calculated from the number of individuals approached, which is unknown. For example, individuals who were never engaged with or had stopped engaging with CIRV would not have been approached for the survey.

²⁵ Further information about SDQ content and scoring can be found at sdqinfo.com/

The SDQ has been widely used and tested to assess mental health in children and young adults, and has been found to be a 'psychometrically sound measure of overall child mental health problems in studies all over the world' (Goodman et al., 2010), including correlations with other survey instruments and interview data. There is relatively little information about its validation to assess change over time.

The CSS-M measures antisocial attitudes, values and beliefs directly related to criminal activity (Simourd, 1991). While the CSS-M is a strong measure of risk of criminal activity, it has not typically been used to measure change over time²⁶.

The CSS-M has three subscales:

1. Law-Courts-Police (LCP)
2. Tolerance for law violation (TLV)
3. Identification with criminal others (ICO)

The LCP subscale assesses respect for the law and the criminal justice system. TLV explores justifications for illegal conduct, and ICO asks for evaluative judgements of individuals who break the law.

Both the SDQ and CSS-M measures were used in the surveys to provide further information about the profile of people engaged with CIRV.

The second wave of the survey also asked four additional questions, concerning the length of project participant involvement in CIRV, the frequency of engagement with staff at navigation sessions, satisfaction with the programme and the suitability of the support provided²⁷.

4.3.2.2. Quantitative analysis

The quantitative analysis was primarily descriptive, reporting frequencies of all available outcomes.

²⁶ Psychologist David J. Simourd is an expert in both the CSS-M and the Pride in Delinquency scale (PID), which was also under consideration. He recommended using the former, considering it better suited for contemporary use. He also sent NatCen the questionnaire, scoring key and cut-offs for high, medium and low scores.

²⁷ The full questionnaire is in Appendix C.

Where outcomes are categorical, a correlation or 'cross-tab' analysis has been conducted and significance testing has been undertaken using a Chi-squared test. The Chi-squared test measures whether associations of a categorical outcome between two groups in a sample are likely to reflect a difference in the population. Results from cross-tab analysis presented in this report are statistically significant at the 5% level, unless otherwise stated. This indicates that the chances of observing an association as large as this by chance alone if the sample were drawn from a population where the two variables is unrelated is less than 5%.

In the analysis of the Young Person's Star and Justice Star data, associations between continuous outcomes and population subgroups were estimated using two-sample t-tests. Changes over time within the same group were assessed using paired t-tests. Results of t-tests that were statistically significant at the 5% level are reported, unless otherwise stated. The results of these tests should be interpreted with caution, given likely non-response bias and small sample sizes.

4.3.3. Cost analysis approach

To assess the sustainability of CIRV, NatCen collected cost data from the programme team.

4.3.3.1. Cost data collection

Cost data was collected from the programme leads using a pro-forma. Cost was divided into four categories:

1. 'One-off' implementation costs
2. Staff time costs
3. Marginal financial costs
4. Other variable costs

Implementation costs are defined as fixed costs associated with the set-up or early roll-out of the programme, for example training costs for new staff, development of a website, developing outcome indicators or raising awareness about the intervention. Staff time costs are estimated using the mid-point of staff pay bands, accounting for the proportion of the time they spend each month working on the intervention. Marginal financial costs include equipment, expert advice, rent, utilities and bills and

any other goods or services purchased on a regular basis. Other variable costs include printing, events, other services purchased externally, ongoing training and support.

4.3.3.2. Cost analysis

The costs are estimated as a three-year average. This reflects the higher costs associated with set-up and implementation. A breakdown of the estimated costs for each of the four categories outlined above is provided, alongside an estimate of the total cost and the 'per-participant' cost.

The 'per-participant' cost uses the volumes of people recorded as assigned a Navigator, or who received alternative support, regardless of whether they engaged or were disrupted. However, the interventions may approach or consider a greater number of individuals. Costs are presented at 2019 prices and have not been adjusted for inflation.

4.4. Methodological limitations

As with all research and evaluation, the methodology had limitations, and it is a marker of high-quality research to acknowledge them.

The main methodological challenge associated with the process evaluation involved the recruitment of programme participants. The original intention was to carry out six interviews with programme participants who had taken part in CIRV. After discussion with the programme leads this was increased to nine, so the research would aim to capture a wider range of views and experiences about programme delivery and perceived impacts. While Navigators made continued attempts to encourage programme participants to participate, recruitment was challenging. Therefore, to help ensure the research captured a range of views alongside the perspectives of staff, the Navigators also approached programme participants' parents/carers to take part in an interview to feed back their experiences of CIRV and perceived impacts on their child. These interviews happened towards the end of the fieldwork period.

Interviews were carried out with five programme participants (under and over 18 years) and four parents of young people/adults who had taken part in CIRV (but who had not necessarily taken part in this research). While the interviews provided valuable insight on programme participant views and experiences, the evaluation did

not capture the full range of experiences due to small sample size. It is also possible that those with less positive engagement with CIRV, those who were continuing to engage in criminality or who lived a more 'chaotic lifestyle', may have been less likely to take part.

Interviews were conducted with a range of staff and support providers who were involved in the set-up and delivery of CIRV. However, the original research design did not include interviewing a representative from local schools, and therefore the findings around the involvement of and impacts on schools are limited.

The original qualitative research design also included observing two engagement sessions between a programme participant and a Navigator. Again, Navigators fed back that programme participants were reluctant to take part in the research in this way, and as a result one of the observation encounters was replaced by an observation of the triage meeting. This provided valuable information around the referral process and decision-making involved in assigning individuals to work with a CIRV Navigator or recommending them for a different pathway. However, it does mean that the research is less able to draw on observation data to triangulate the findings on the interactions between the Navigators and programme participants.

The quantitative evidence is based on the available quantitative data. As discussed in 4.3.2, there are limitations with each of the data sources. The Young Person's Star data was only completed at baseline and follow-up for a small proportion of programme participants. This may be because individuals stopped engaging with the programme, or had not reached a suitable point in their engagement to reassess their progress. However, scores for participants with follow-up data were similar to scores for participants without follow-up data.

The surveys had a very low level of response. While the estimates of the response rates are conservative, they are low and therefore there is a risk of non-response introducing bias to the results. Finally, the lack of a counterfactual group means that the quantitative evidence cannot provide a causal claim. A counterfactual evaluation was not feasible, as there was a lack of comparable data for a comparison group.

5. Findings

This chapter integrates evaluation findings from across the three strands (process, impact and cost).

Summary of key findings

- Strategic and operational staff reported that CIRV had support from within the Northamptonshire police force, including at a senior level. This support meant that strategic staff could plan programme delivery and secure resources for the programme.
- Selecting a team with the appropriate skills was felt to be a critical part of the set-up phase. Navigators were selected based on their ability to form and maintain positive relationships with police and partner agency colleagues, their communication skills, and their experience of working with offenders.
- There were 846 referrals to CIRV in 2019. Half (52%) of referrals were from the police, a quarter (25%) from education providers (such as schools) and 15% were from proactive searching of Public Protection Notices. A range of other organisations, such as Children's Services, probation and the YOS also referred individuals to CIRV. The weekly multi-agency triage meeting chaired by CIRV's deputy lead considered each referral and what level of intervention may be required.
- 249 referrals were assigned a Navigator. Of those not assigned a Navigator, 32% were offered alternative support or provision, 31% were provided with specialist support (where this was deemed more suitable than CIRV support) and 37% were not provided with support.
- Programme delivery was guided by the three 'golden rules' which included whether it was felt an action was the 'right' decision to make to help the programme participant achieve a positive outcome. The golden rules sought to create a culture whereby staff were empowered to address issues in the way they felt was most appropriate. This included the ability to tailor how the programme's resources were used for each case. For example, Navigators put measures in place to support programme participants' continued

engagement with support providers, such as arranging for a taxi to take them to the support venue.

- Strategic and operational CIRV staff reported that non-police staff, such as the ex-gang members and life coaches, were successfully used to engage programme participants who did not want to initially engage with CIRV.
- For programme participants aged 18 and over a mandatory condition of receiving CIRV support was agreeing to wear a GPS tag. The tag potentially included/excluded the wearer from criminal investigations by providing the CIRV team with the wearer's location, as well as acting as a deterrent from engaging in criminal behaviour.
- Navigators worked closely with programme participants who engaged with CIRV to build a trusting relationship and help motivate behavioural change. They also used the information gathered during their ongoing engagement to assess what other support a participant may need to move away from crime, such as access to ETE. Having a Navigator take overall ownership of individual cases meant that they could help ensure that all partners involved with the programme participant worked together to provide the most appropriate level of support.
- The behavioural and attitude assessment scores, as measured by the Young Person's Star and Justice Star tools, had improved for both young people and adults. In each case there was a statistically significant difference between the overall initial score at the beginning of a programme participant's engagement and their latest assessment scores during programme delivery. The quantitative analysis cannot be used to make a causal claim as it has not been compared with a counterfactual.

5.1. Set-up and implementation

This section explores how CIRV was set up, from the perspective of strategic and operational staff and partners. This includes information on timeframes; initial support for CIRV; funding and resource considerations; and communication, guidance and training received by staff delivering and working with CIRV (Navigators, Disruption Officers, ACE Support Workers and mentors).

5.1.1. Timeframe

The team started designing CIRV in July 2018 and the official launch was postponed from October 2018 to February 2019, to ensure the programme was ready to start receiving what they felt would be high levels of referrals.

‘We decided then we were going to postpone until February because it [October] was a self-imposed deadline and we wanted to make sure everything was right before we formally started with taking referrals into the programme.’

(Strategic staff)

Strategic staff involved in the set-up phase felt they had the time and space to develop a delivery plan before the programme went live.

5.1.2. Strategic and operational support for CIRV

A business case was developed by the CIRV lead during summer 2018, to address the perceived need for an intervention in Northamptonshire to tackle increased gang violence and associated crime. Prior to CIRV, the management team was already running an Integrated Offender Management (IOM) programme that was working with offenders in a supportive way, but it did not specifically work with gang members. The business case focused on repurposing the IOM team so that it was gang-focused and similar to the CIRV programme delivered in Glasgow.

Strategic and operational staff described how CIRV had support within the Northamptonshire police force, including senior management, the Chief Constable and the Police and Crime Commissioner (PCC). The business case for CIRV was supported by the force’s Prevention and Intervention Board, which is chaired by the Assistant Chief Constable. Senior support meant strategic staff could plan programme delivery, and resources could be secured for the programme. While CIRV is overseen by the Prevention and Intervention Board, strategic staff were given autonomy over implementation, which meant that decisions around set-up could be made quickly and efficiently.

‘What other thing did we have that was really supportive? In fact, the lack of [...] reports, bureaucracy, other issues. We were allowed just to go and [...] be trusted to make decisions without

having to refer everything back to a board to retrospectively [agree] or delay decisions that need to be made quickly.'

(Strategic staff)

Such decisions included how programme finances were used for programme participants. The CIRV team were given purchase cards to help meet programme participants' support needs, without the lead needing to supply financial statements to the board. Instead, decisions were monitored during regular reviews, including whether use of CIRV funds would stand up to public scrutiny.

'All the officers have got their own purchase cards, so providing they fulfil those golden rules and they have to be accountable for their decisions, then they can make whatever decision they want to [...] So effectively we were trusted to go and make the right decisions for the right reasons provided we delivered, which is what we've then, I think, shown that we've done.'

(Strategic staff)

Support from a senior level within the force continued throughout delivery, with the PCC attending CIRV events and the Chief Constable writing blogs in support of CIRV's work. However, a strategic staff member also highlighted how the police can be inflexible to new ways of working, which had prompted some questioning over the programme's worth and approach.

'I could give you anecdotes where people have acted almost to undermine the service [CIRV] because it's different, or they personally don't like it.'

(Strategic staff)

The set-up phase involved designing the referral pathway with input from referral partners, as well as forging and strengthening existing relationships with external partners including probation, social services and housing providers. One potential challenge facing programme set-up was coordinating and securing support from a range of agencies and partners. Before embarking on CIRV, the IOM team had only dealt with adult offenders. To ensure CIRV could work with young people, new relationships had to be built with other partners and children's services. Prior to

launch, the force held awareness-raising events to inform partners about CIRV. This included explaining how it could support the work of wider partner agencies, because of its coordinated multi-agency approach.

‘We often then present it from the perspective of, this is how we can support you. So, if you’ve got a social worker for example that had to manage things on their own, suddenly they have now got a whole service that’s an integrated programme that can offer all your additional supports. I think we spent a lot of time consciously briefing others.’

(Strategic staff)

The CIRV team have continued to engage new providers to expand the range of support available. One support provider described how they had been keen to get involved with CIRV, due to their shared commitment to work with young people who had faced challenging circumstances at home, in education, or as a result of poor life choices.

‘Whatever had happened to an individual that was potentially not only holding them back, but causing destruction to their lives and others, was something that we were very interested in getting involved in.’

(Support provider)

Partnership working between the CIRV team, support providers and other local partners is explored in section 5.2.

5.1.3. Funding and resources

CIRV is funded through the existing IOM budget, the OPFCC in Northamptonshire and by the Home Office Early Intervention Fund. Strategic staff generally felt that funding had been appropriate. One view at a strategic level was that while more funding was always helpful, excessive funding could mean that resources were not always focused where they were most needed. The programme was designed so ‘people with fewer issues required less resource’ meaning existing funding could cover many referrals. As shown in Figure 5-2, the volume of referrals was relatively consistent, with approximately 15 new referrals a week in 2019. However, the

number of referrals was considered demanding by some strategic and operational staff, raising concerns about their ability to ensure a timely and responsive service, and to ensure that there were appropriate resources for people less willing to engage.

‘My one concern is keeping up with that demand and making sure that the funding and the staffing is available to ensure that that can keep going, and can make sure that we keep making that kind of purposeful change as opposed to just having these kids on a list and we’re seeing them once every two weeks and nothing changes for that young person.’

(Operational staff)

Plans for the future of the programme include funding by the OPFCC and creating a social enterprise to allow larger businesses to invest in CIRV as part of their Corporate Social Responsibility. This social enterprise is being led by CIRV’s business development mentor and funding will also be gained by applying to separate funding bodies. This means that the programme will not be as reliant on funding from the OPFCC, Home Office Early Intervention Fund and Northamptonshire police force. Securing ongoing funding was felt to be important so that staff felt secure in their roles, as well as to ensure CIRV can continue building its brand and reputation and attract high-quality staff.

Resource considerations for set-up included the need for office space and staffing. The police force was fortunate to already have use of a non-police building from the prior IOM team at no cost. The CIRV lead negotiated a larger space with the company who owned the building for the CIRV team. This meant the CIRV team was co-located with all the paid-for services (apart from the Prevention and Diversion Scheme), for example the employment advisors. Providing this space was felt to help fulfil the company’s Corporate Social Responsibility as CIRV was intended to bring value to the community. Operating from a non-police building also meant that access was easier for non-police partners and programme participants.

Selecting a team with the appropriate skills and abilities was reported as a critical part of the set-up phase. Staff were selected from the existing IOM team. The CIRV lead also placed an advertisement to reach officers from outside this pool.

Navigators were selected based on their ability to form and maintain positive relationships with police colleagues and partner agencies, their communication skills, as well as experience of working with offenders. Selection criteria also included being able to adopt the problem-solving and non-judgemental approach required of the programme. Other important attributes for the role included organisational skills and the ability to manage a heavy workload when necessary.

‘We reselected the team based on their innate skill and ability around dealing with people and their experience of doing that [...] We re-selected officers based on their communication skills, abilities to self-manage, be able to manage a high workload, resilience factors, those kinds of things.’

(Strategic staff)

Criteria for both the Navigator and Disruption Officer roles (see Appendix A for job descriptions) included a good understanding of IOM, gangs and early intervention; and the ability to be open minded about alternative approaches to reduce crime and harm.

Staff also needed to feel comfortable working within the flexible approach of CIRV as guided by the ‘golden rules’ (see section 3.1.1), rather than prescriptive guidance felt to be more typical of policing practices.

5.1.4. Governance

CIRV is managed and overseen by:

1. A lead who reports to the Prevention and Intervention Board and has overall responsibility for the implementation, management, delivery and performance of CIRV.
2. A deputy lead responsible for the selection of people into the programme and management of some team members including the Disruption Officers and administrative staff.
3. An operational sergeant responsible for managing the Navigators.

Operational staff and support providers felt that the governance structure was clear and that the team worked closely together like a 'family' with a strong commitment to delivering CIRV.

'We all get on like a house on fire. We are likeminded people that bring different strengths to the team but we're all of the opinion that CIRV is what matters and CIRV is what is required and that we would like to implement it and help people.'

(Operational staff)

CIRV staff and support providers also spoke about the leadership and vision around setting up CIRV and the leadership team's close involvement in programme delivery, including addressing any challenges. The leadership team's vision was described by a support provider as being reflected in the actions of a dedicated operational team.

'As far as I'm concerned [member of leadership team] has handpicked a team that [they] feels would be unique in their delivery and I think that being led by somebody that's just so passionate and so driven in what they want to see as their result in the end, [they've] got a team that basically responds exactly as [member of leadership team] does.'

(Support provider)

A lack of specific job descriptions was highlighted by an operational member of staff, as well as a lack of clarity around roles within the team, such as between the Navigators and the ACE Support Workers. The implications of this however appeared to have been limited and the lack of clarity accepted as a feature of a new programme. Staff could also see value in having flexibility across roles so that team members could draw on each other's expertise, especially given the different backgrounds across the team.

'We all dip in and out of each other's roles in order to support, but I suppose for clarity, it would be useful to have more structure in place in terms of where everybody's roles start and finish, but on the understanding there is that flexibility for everybody to be able to support each other and not feel as though, 'That's not my role'.

(Operational staff)

5.1.5. Communication, guidance and training

5.1.5.1. Training received by the CIRV team

The CIRV team drew on a range of expertise to inform programme implementation. As described in 3.1.1, the CIRV team visited the intervention leads in Glasgow to draw on their learning and knowledge around what had worked well to help structure, manage and operationalise the programme in Northamptonshire. Drawing on such learning was felt to be especially important by a strategic staff member, who reported how not all attempts of setting up CIRV in the UK had been successful. CIRV in Northamptonshire also mirrored the minimal formal training provided to the team in Glasgow. Instead the focus was on providing staff with parameters around decision-making and how to work with programme participants, including using the ‘golden rules’, as well as the autonomy to use their ‘innate’ skills in problem solving and engagement to deliver the programme effectively.

Rather than receiving a standard ‘training package’, Navigators, Disruption Officers, ACE Support Workers and mentors received a mix of practical and theoretical training and guidance (face-to-face, written, videos and online) relevant to their current experience, role and the intervention cohort. This included:

- General training around safeguarding, Public Protection Notices and on using police databases such as Niche.
- General awareness training around drugs, alcohol and sexual health.
- Shadowing and mentoring opportunities between staff in similar roles.
- Theory-based training, which included communication and engagement skills as well as the behavioural change stairway model.
- Training around how to deliver the CIRV programme including the use of electronic databases and the ‘golden rules’ intended to guide decision-making.
- Training around the use of GPS tags.
- Navigators received a one-day training course and were licensed to use the Outcomes Star tool.

- Awareness-raising workshops around gangs and some of the specific issues in the area such as county lines.
- Bespoke training on the 'Chimp model', delivered by its developer, psychiatrist Professor Steve Peters. The model is advertised on his website as a mind management model that is intended to help an individual to become 'happy, confident, healthier and a more successful person'²⁸.

5.1.5.2. Feedback on the training

Operational and support provider staff were generally positive about the training and guidance they received. They spoke about how it helped to ensure they had realistic expectations of their role with CIRV. It also provided an opportunity to develop the skills required to carry out their roles, including working within CIRV's flexible approach. Theoretical training about the 'Chimp model' was found to be particularly valuable among the Navigators, Disruption Officers and support providers. An operational staff member described how they:

'Really found the Chimp training [...] very interesting. To understand [...] people's brains and how they work and understand the model of it, it was brilliant. It makes you think every time you go and speak to people really.'

(Operational staff)

One support provider also described how the training had challenged their team's preconceptions about the people they would be working with and helped them to understand the backgrounds and circumstances of this potentially vulnerable and marginalised group. A strategic staff member described how the CIRV team were currently working with the developer of the Chimp model to better understand people's ability and likelihood to change, and the areas of their life where CIRV can best support. The longer-term intention is that the CIRV team will have the skills to do this assessment themselves.

Operational staff and support providers were mindful of the limitations of formal training. A mentor spoke about the importance of being able to bring 'real world'

²⁸ More information on the model can be found at chimpmanagement.com/the-chimp-model/

experience to their respective roles, while a Navigator highlighted the importance of learning 'on the job', especially due to programme participants' varying needs.

'Each case has to be looked at as an individual because all of them require different services, they have different needs and require a different level of involvement. Some will require constant speaking to them, communication, whereas some don't want that.'

(Operational staff)

The training was also felt to help ensure non-police staff understood police policies and procedures.

'It was more the operational training around the general cohort that we were working with [...] It was just to make sure I suppose that we had some synergy with the rules, regulations, policies and procedures within the police so that the team they were employing were directly in synergy to what their policies and procedures demanded.'

(Support provider)

Some staff felt there had been no gaps in the training and guidance received in preparing them for their role and were confident in starting and delivering their roles. Other staff identified limitations to the training, for example that it was still relatively new and both content and style were continuously being adapted.

'I suppose [training] in terms of the day-to-day role, could have been helpful. Being a new programme, I do sometimes think to myself, what would they have trained me in? Actually, it is about just seeing where the work is and getting on with it [...] It's not as though I think anyone could necessarily train, 'Right, this is how you do this job,' because [...] it's kind of new.'

(Operational staff)

5.1.5.3. Ongoing training, guidance and communication

Training was delivered on an ongoing basis as and when required. Operational staff valued continued supervision and support from programme leads, including monthly one-to-one reviews for the Navigators' team, and ad hoc advice from supervisors when required. Supervisors also had regular meetings and circulated action points to the rest of the team.

'The supervisory support is brilliant. It's the one unit in the police that I've worked where we get that support [...] It's just having that knowledge that if you needed your supervisor, they would be there.'

(Operational staff)

The CIRV leadership team developed a programme manual which documents the main processes involved in referral and delivery. The intention is that this central overview of the programme can be updated to reflect changes in delivery. It was envisaged that such a tool will continue to be useful in the future, not only for the CIRV team in Northamptonshire but also for sharing more widely with other areas considering setting up the programme.

One view among operational CIRV staff was that it would be helpful to review communication and wider information sharing within the CIRV team. Conveying information about changes to the programme was thought to be difficult to articulate in emails, resulting in key messages not being read due to high workloads. Ideally the programme manual would address this issue in the future.

'That's where the communication needs to come in really tightly in ensuring that everyone's keeping up with that rapid pace of things changing. Sometimes one person will think that, 'This is how we do it now because this is a change that has been implemented,' but then not necessarily everybody knows that. It is about [...] making sure that everybody is on the same page.'

(Operational staff)

5.2. Delivery

This section explores delivery of CIRV, including:

1. The profile and types of cases considered for CIRV.
2. The referral pathway and allocating individuals into CIRV.
3. The processes involved in the delivery of CIRV including the engagement pathway between the CIRV team and programme participant.
4. The role of partnership working in programme delivery.
5. The disruption pathway.²⁹

5.2.1. Programme participant profile

Individuals identified as suitable for the programme included adults and young people who were involved in or at risk of involvement in gang violence or associated crime such as dealing offences and weapons offences. Some support providers felt that the focus of CIRV had changed over time, moving from an initial emphasis on those who were involved in gangs to a broader group of individuals seen to be at risk, and where the intervention had a preventative 'early intervention' focus.

However, strategic staff described how the focus had been consistent throughout.

CIRV participants who were allocated a Navigator often had complex needs, and operational staff described how CIRV focused on younger age groups, including those who were vulnerable to exploitation by gangs. A support provider also recognised how many of the young people they worked with lacked a strong family support network and came from 'disadvantaged' backgrounds. Unlike social care or other children's services, staff described how CIRV does not work with specific eligibility thresholds. Gang involvement was defined using indicators from the SGIS tool alongside the CIRV lead's professional judgement and guided by the three 'golden rules'.

'It's such a wide remit really [...] Unlike social care or other children's services we don't work on thresholds. So, we could

²⁹ The evidence on the disruption pathway draws solely on qualitative data, as no quantitative data was available for these activities.

accept somebody who is vulnerable and at risk of becoming involved in gangs right the way through to somebody that has been involved with gangs for years and is coming out of prison [...] and anything in between.’

(Strategic staff)

As noted in chapter 4, the quantitative evidence is based on the available data. This section draws on data collected from surveys with a low response rate. Sample sizes are reported under each table/figure and findings should be interpreted with caution. Figure 5-3 shows that three in five (61%) of all individuals referred to CIRV were aged 14 to 18 and only one in five (21%) were aged 18 and above. The surveyed group was slightly older, with half (51%) of respondents aged 14 to 17 and around a third (36%) aged 18 and above.

SDQ scores were categorised into groups based on the SDQ classifications, which are used to establish the level of socio-emotional problems relative to the general population. The survey findings indicated that CIRV participants tend to have greater socio-emotional issues than the general population, including difficulties in subscales related to controlling their temper, conduct issues (such as issues with temper, fighting or stealing from peers) and poor peer relationships. The scores for each subscale and the overall scores are grouped into four categories and displayed in Table 5-1. The small sample size means that inferences to the wider group of programme participants must be made with caution.

Table 5-1 Programme participants’ emotional issues (SDQ) of those surveyed

Domain	Severity of problems			
	Close to average ³⁰ (n)	Slightly raised (n)	High (n)	Very high (n)
Emotional problems	24	4	4	4

³⁰ This indicates the SDQ scores is close to the average for the general population.

Domain	Severity of problems			
	Close to average ³⁰ (n)	Slightly raised (n)	High (n)	Very high (n)
Conduct problems	12	8	10	7
Hyperactivity	26	2	2	7
Peer problems	18	10	4	5
Prosocial skills	26	4	0	7
Overall SDQ score	13	12	3	8

Source: Wave 1 and Wave 2 survey

Base: All first responses to Wave 1 or Wave 2 survey (n=37)

Out of the 37 survey participants, 11 experienced a high or very high degree of social-emotional problems, as indicated by the overall SDQ score. A further third (12 out of 37) experienced slightly raised socio-emotional problems, as reflected by the breakdown of the total SDQ score. Examining the SDQ subscales, just under half (17 out of 37) had a high or very high degree of problems associated with their conduct – this could include anger management, disobedience, fighting and lying. One-quarter (nine out of 37) also reported a high or very high degree of difficulty interacting with their peers – this could include isolation and difficulties making friends.

Antisocial attitudes, values and beliefs directly related to criminal activity were examined using the CSS-M measure. Table 5-2 displays the breakdown of CSS-M scores among the 37 programme participants surveyed³¹.

Table 5-2 Antisocial attitudes, values and beliefs related to criminal activity (CSS-M) of those surveyed

Domain	Severity of problems (%)		
	Low	Medium	High
Law-Courts-Police* (LCP)	0	14	17
Tolerance for law violation (TLV)	1	16	20
Identification with criminal others (ICO)	3	20	14

Source: Wave 1 and Wave 2 survey

Base: All first responses to Wave 1 or Wave 2 survey (n=37)

***Note: Six LCP scores are missing due to item non-response**

Over half (20) of the 37 programme participants surveyed had a high TLV score, indicating they tended to have attitudes supportive of criminal behaviour. Two-fifths (14 out of 37) had a high level of identification with criminal others (for example feeling that people who break the law have similar ideas about life as themselves, or having little in common with people who never break the law). This may indicate that a minority of those surveyed identify with individuals engaged in criminal activity.

³¹ To the knowledge of the authors, CSS-M scores have not been bounded for the general population. The bounds for high, medium and low scores were sent to us by David Simourd and are based on a sample of incarcerated Canadian federal offenders who had an average age of 30.7 (range 19 – 60) and had 18 prior convictions (range 1 – 108). While this group does not match the demographic of CIRV programme participants, the bounds are used to give a broad sense of the range of scores.

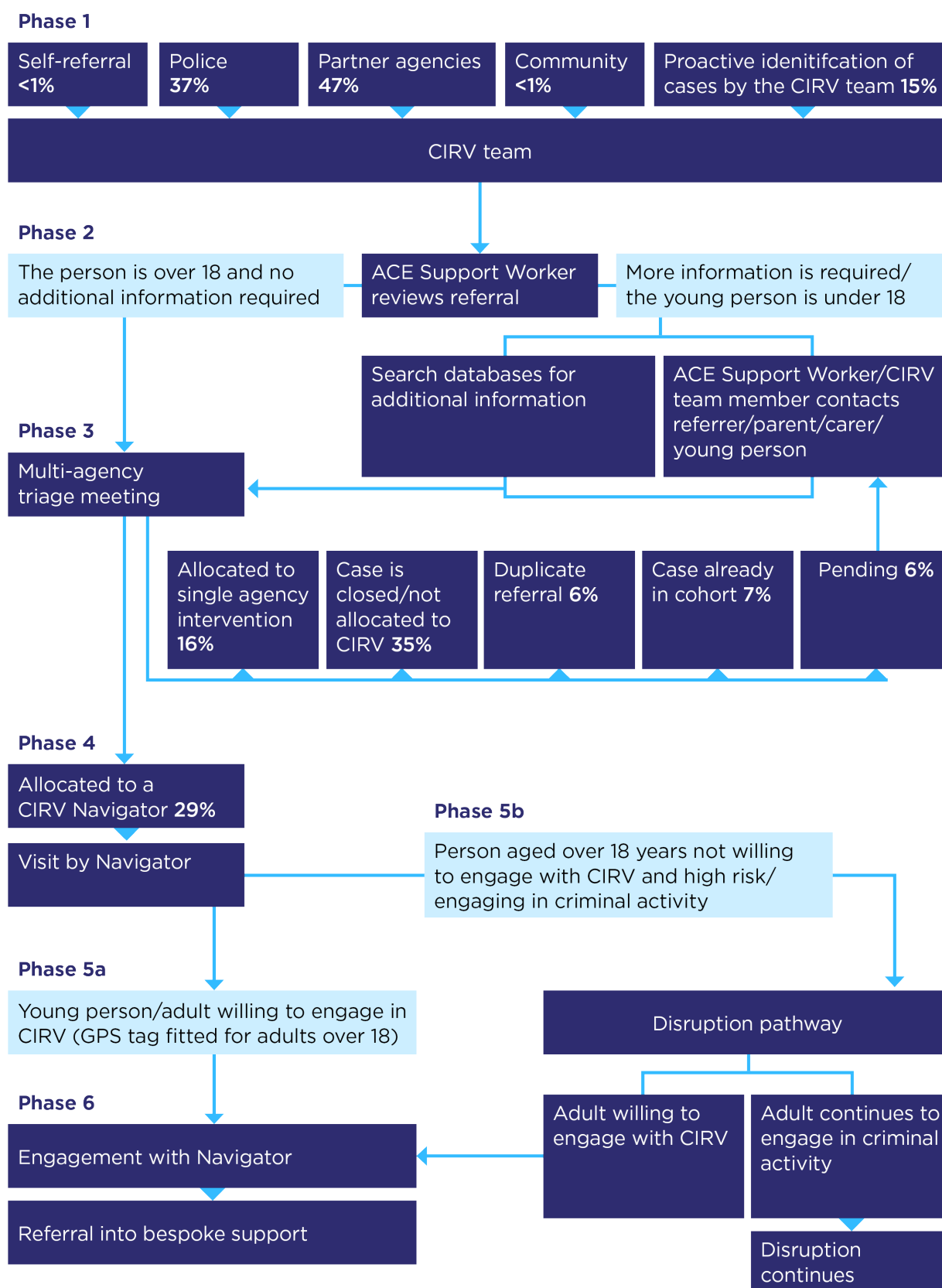
The LCP element measured respect for and feelings about the fairness of the law, courts and police. Programme participants surveyed generally had high LCP scores (17 of 31), with no participants falling into the low category. Individuals over 18 were more likely to have a high LCP score relative to those under 18, though this was not statistically significant.

5.2.2. Referral and delivery pathway

Figure 5-1 presents an overview of the main stages involved in the CIRV referral and delivery pathways³². All numbers in this section are based on referral data (to CIRV) in 2019. The different phases of referral and delivery are then described in the sections below.

³² At phase 5b, CIRV may continue to try to engage young people into CIRV support services; the disruption pathway was only used in exceptional cases.

Figure 5-1 Overview of CIRV referral and delivery



Source: Referral data

Base: All referrals (n=846)

5.2.2.1. Phase 1: Referral to CIRV or identified as potentially eligible

Over a third (37%) of referrals came from the police, with an additional 15% originating from proactive CIRV team searches of Public Protection Notices.

Educational institutions made a quarter (25%) of referrals; the most after the police (see Table 5-3). Safeguarding and children's services for Northamptonshire County Council made 11% (94) of referrals. Self-referrals and referrals by parents/carers were relatively rare and made up just 1% of all referrals³³. However, referrals from parents/carers were noted as being particularly useful for gathering contextual information that was not held by police or other agencies.

'It gives parents/carers the option to refer and they will have more information quite often than the police will. Certainly, a social worker for instance may know quite a lot, but a parent who has known their child for the period of their life will know [...] what's been going on and give it some context and texture.'

(Operational staff)

A Police National Computer (PNC) marker is also added to individuals who have been referred into CIRV but have not engaged, with a trigger to call the CIRV gang phone line if they come to police attention anywhere in the UK (for example, through being taken into police custody or from stop and searches). The CIRV team can then visit the individual and use these 'teachable moments'³⁴ to try to re-engage them.

Table 5-3 Source of referrals (referrer categories explained in Appendix C)

Referrer	Frequency	Proportion (%)
Police	309	37
Education	211	25

³³ See Table 11-1 for a list of organisations in each category.

³⁴ In criminology research, a 'teachable moment' is broadly described as a time when a person may be most willing to listen and engage, providing an opportunity for intervention to support changes in offending behaviour (HM Government, 2018).

Referrer	Frequency	Proportion (%)
Public Protection Notice	129	15
Safeguarding and Children's Services	94	11
Probation	32	4
Youth Offending Service	22	3
Adult social care and foster care arrangements	21	3
Health services	10	1
Guardian or self	9	1
Charities and other services	9	1
Total	846	100

Source: Referral data

Base: All referrals (n=846)

Referrers used a range of routes including a gang phone line manned by on-call officers available 24 hours a day, seven days a week, and the CIRV referral form on the CIRV website. Referrers had to provide their own details on the form (this was mandatory) as well as the following information about the person being referred:

1. The potential programme participant's personal and educational details.
2. The reason for the referral and an assessment of their risk of harm.
3. Details of any agencies already involved in their case.

If the individual being referred was under 18, the referrer was asked to provide details of their parent/carer and whether they had consented to the referral being made. The questions on the online form were either multiple choice or asked for an

open text response³⁵. The intention was for the form to be concise so as not to deter people from completing it, while encouraging referrers to include as much information as possible. CIRV staff generally felt that the online referral system worked well as it provided a secure tool to collect information and it also recorded the date each referral was made.

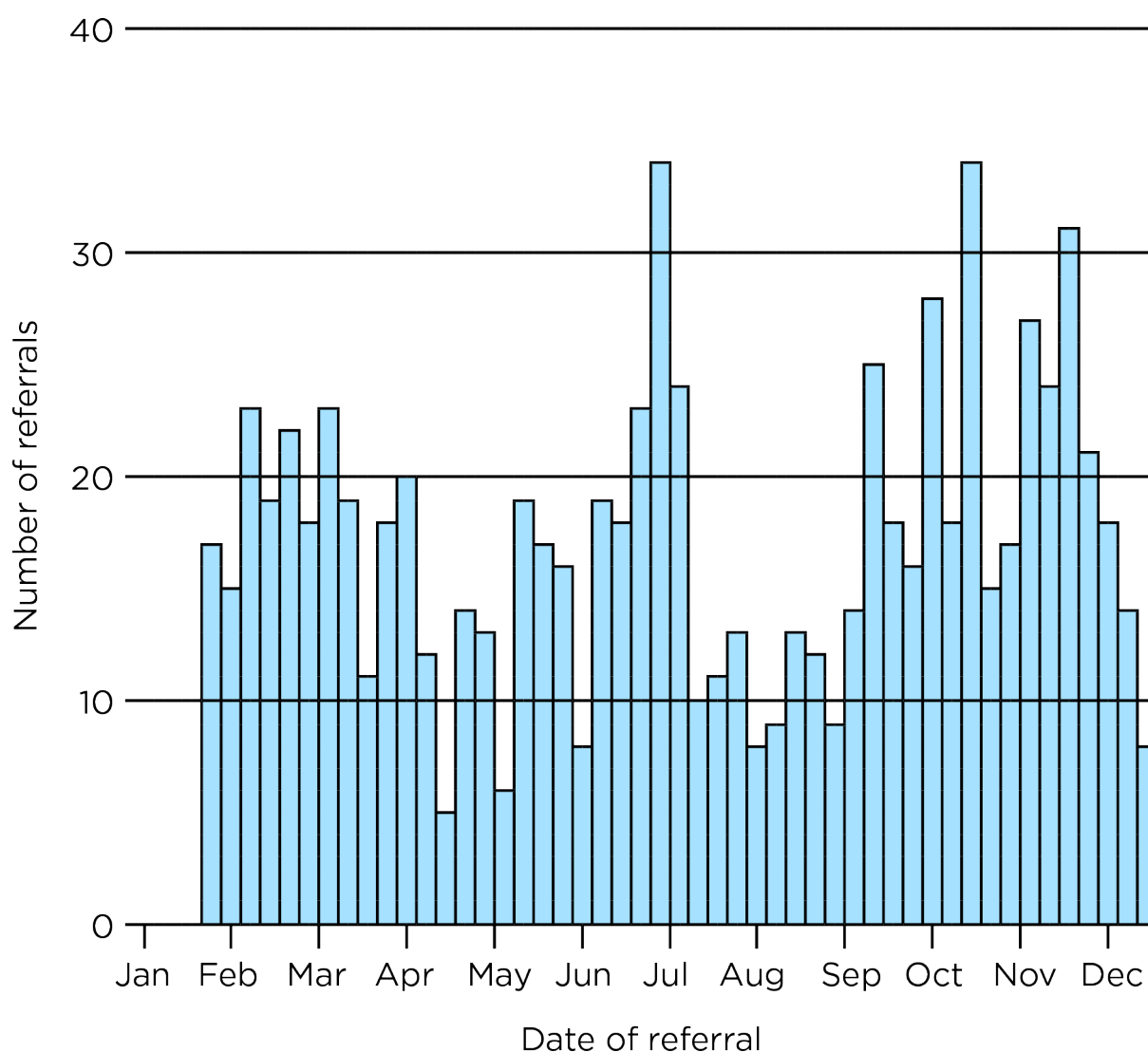
Individuals could be referred to CIRV on more than one occasion. During 2019, 846³⁶ referrals were made to CIRV concerning 694 individuals³⁷. The outcome of referrals is fed back to referrers. The volume of referrals was relatively stable over time, with an average of 15 referrals per week (see Figure 5-2).

³⁵ A copy of the referral form can be found at [cirv-northants.ecconnect.org/form/Community%20Initiative%20to%20Reduce%20Violence%20\(CIRV\)%20Referral](https://cirv-northants.ecconnect.org/form/Community%20Initiative%20to%20Reduce%20Violence%20(CIRV)%20Referral)

³⁶ This figure treats referrals coded twice for the same person within the same day as a single referral, for example, ones identical in referral date, customer date of birth and customer name.

³⁷ This is an estimate: the units in the data were referrals rather than referred individuals. To calculate the number of individuals, duplicates have been identified by name and date of birth.

Figure 5-2 Volumes of referrals over time in 2019*



***No data for January, as CIRV was launched in February 2019**

Source: Referral data

Base: All referrals referred to CIRV in 2019 (n=846)

The numbers of referrals for individual programme participants is illustrated in Table 5-4. Four-fifths (81%) of individuals were referred to CIRV once during 2019. In very rare instances, individuals were referred to the programme on as many as four occasions. Re-referrals were encouraged, particularly if there were changes in risk or a person's circumstances. Additionally, referrals for the same individual could come from multiple organisations.

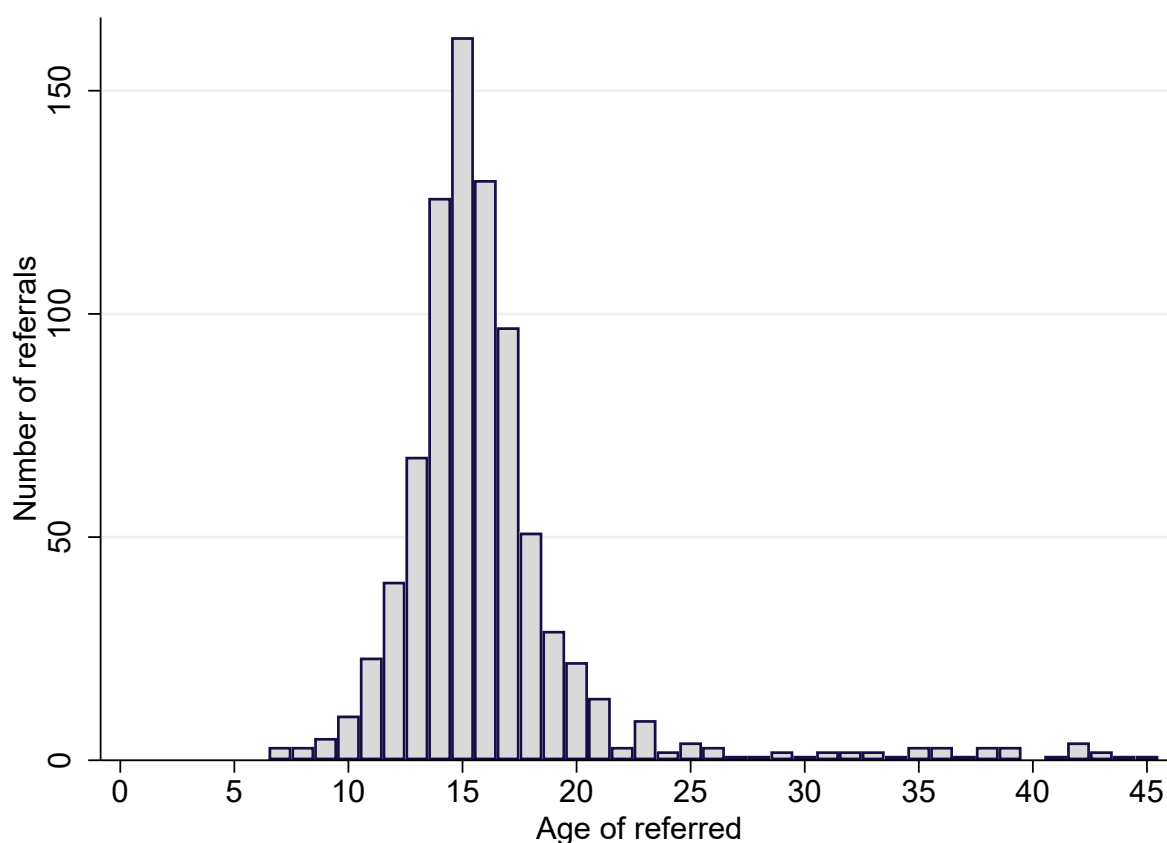
Table 5-4 Number of referrals for each individual

Referrals	Frequency	Proportion (%)
One referral	569	81
Two referrals	104	15
Three or more referrals	21	3
Total	694	100

Source: Referral data

Base: All individuals with a referral record (n=694)

Most referrals to the programme (84%) were male. Ethnicity was available for 508 out of the 846 referrals, of which over three-quarters (77%) were White, 9% from Mixed heritage, 7% Black, 5% Asian and 1% from other ethnicities. Non-white ethnic groups are therefore over-represented in the context of Northamptonshire County, where 92% of individuals were White according to the 2011 census (Northamptonshire County Council, 2019). Almost all (95%) referrals were for individuals below the age of 25 with almost half (46%) between 15 and 17, 30% between 11 and 14, 21% aged 18 or above and 2% aged 10 or below. Figure 5-3 shows how age is distributed across referrals to CIRV.

Figure 5-3 Age distribution of referrals to CIRV³⁸

Source: Referral data

Base: All referrals to CIRV (n=846)

5.2.2.2. Phase 2: Reviewing referrals

All referrals were kept on the central database EC Connect and continuously monitored during working hours. This meant that individuals who were felt to be at significant risk could be identified and the appropriate action put in place, including swift follow-up by the CIRV team. All cases were then reviewed weekly at a multi-agency triage meeting, and any decision-making around cases that had already taken place could be agreed. Not all referrals included the information required to determine whether the person was suitable for CIRV. When more information was needed, the CIRV team spoke with the referrer (face-to-face or telephone) before the

³⁸ There are two cases where the age of the referral is recorded as higher than 45. These are not included in the graph for readability.

triage meeting where possible. The ACE Support Workers attempted to contact parents/carers where the referred individual was under 18 and the young people themselves to seek their views on the case. Broadening initial contact beyond the referrer and including relevant parents/carers and young people was particularly important to ensure triage meetings were as informed as possible and had buy-in from the parents/carers and young people as needed. It also meant that the young person and their parent/carer had an ACE Support Worker as a point of contact while the decision was being made over their case.

At the time of the research over 18s were only visited before the triage meeting where there was a clear need for additional information to inform whether they should be assigned a Navigator. These visits were conducted by a Disruption Officer³⁹. For example, a strategic staff member described how attempts were made to visit self-referrals to ascertain an individual's understanding and expectations of CIRV, as well as people in prison who had been referred by probation to consider their level of motivation to change. Referrals that were identified through existing intelligence did not usually require a visit before the triage meeting, if it was immediately apparent that the person would be assigned a Navigator due to the risk they posed. However, a visit would then take place post-triage if they were assigned in this way.

Where additional information was required, operational staff attempted to contact individuals as quickly as possible to inform decision-making at the triage meeting. Information sought at this stage included how CIRV could benefit the individual, considering the other support they may be receiving, and/or what other type of support may be needed. CIRV staff reported that gathering further information was more challenging when the number of referrals coming in were higher, meaning at times the team needed to prioritise some cases over others. Decisions around prioritisation were guided by the professional judgement of the CIRV team, and

³⁹ Since fieldwork was conducted, all potential programme participants aged over 18 are now visited by a plain clothed PCSO, on loan to the CIRV team, mirroring the ACE Support Worker visit for the under 18s. If the individual is felt to be 'high risk' or a potential disruption target the initial visit may still be conducted by a Disruption Officer.

information provided on referral forms about the level of risk to the individual at the point the referral was made⁴⁰.

‘Preferably we try and contact people within a couple of days of the referral, but more lately they’ve been coming in [...] fast, that’s been more likely a week before we’ve managed to contact. We do try and prioritise; there’s some that come in which we go, ‘We need to call that one now,’ or, ‘That one can maybe wait a couple of days’. There’s always that triaging process going on.’

(Operational staff)

One view among support partners was that a lack of information from a referrer may in some cases be due to the referral being driven by other professionals wanting someone else to take responsibility for safeguarding the individual, even when there may be no clear signs of risk of gang involvement.

‘I’ve seen referrals that come in [...] they say, ‘He’s in gangs.’ [...] It doesn’t give any detail or anything like that, so it goes back to [...] whoever has made that referral. They’ll [CIRV] ask for more information. [...] with the state of the gang situation at the moment, I would suspect there’s a bit of professional anxiety there as well [...] Yes, so it’s important to get the right information to make sure it’s substantive.’

(Support provider)

5.2.2.3. Phase 3: The multi-agency triage meeting

The multi-agency triage meeting is chaired by CIRV’s deputy lead. Its primary purpose is to consider referrals and what level of intervention may be required. The meeting is attended by ACE Support Workers, as well as other partners working directly with young people, particularly those at risk of gang involvement such as

⁴⁰ The referral form asks referrers to explain both the reason for the referral and to indicate their own assessment of risk of harm (high, medium or low).

representatives from YOS, Multi-Agency Safeguarding Hub (MASH), social housing and children's services. Not all organisations would attend all meetings.

Decisions about whether to allocate an individual into CIRV to work with a Navigator or single-agency intervention focused on:

- whether they were at risk of harm and involved in gang violence or associated crime (informed by the indicators in the SGIS tool described below)
- their willingness and perceived readiness for change, informed by the initial meeting between the CIRV team and the potential participant, as well as any relevant information from partner agencies
- their contextual and personal circumstances, such as family background, support already in place and the factors surrounding vulnerability to criminal exploitation
- whether they were already known to the police

Decision-making at the meeting was informed by a holistic consideration of the individual's profile, including risk indicators from the SGIS tool (see 3.1.1), and combined with the professional judgement of the Chair (the CIRV deputy lead). The observation of the triage meeting also highlighted how other agencies used their own databases and knowledge of an individual's suitability for CIRV to inform decision-making.

'That's the good thing about triage as well, because you've got the right people around the table, with the right information, [they] can then make a decision whether they're suitable for CIRV or not.'

(Support provider)

Decision-making was also guided by the golden rule of 'whether it feels right'. One view among the CIRV team was that the use of eligibility thresholds would undermine the process, because it was not possible to have an exhaustive list of eligibility indicators.

'We look at the professionals around the room [...] and say, 'Well what do we think as a collective?' with [the Chair] making the ultimate decision around whether they are accepted [...] into the programme [...] or aligning other support to sit outside of

CIRV. That's the important thing. We always wanted to make it human-centric because [...] thresholds and pathways [...] often undermine the support package or process put in place because they don't hit a number of these arbitrary level indicators because it's not an exhaustive list [...] So we wanted to be, again, free from a lot of process and be back to making good decisions based on professional judgement.'

(Strategic staff)

There were three key outcomes for individuals reviewed at the meeting:

- 1. Allocated to work with a Navigator who would then go and visit them.**
- 2. Not allocated to a Navigator but may be referred to another form of support, or closed.**
 - a. If an individual was not assigned to a CIRV Navigator but needed some other form of support, the appropriate agency/service was considered (for example see Table 5-7); some of which were also funded through CIRV. For example, lower risk cases could be referred to work with other forms of support funded through CIRV such as the ACE Support Workers or the Prevention and Diversion Scheme offered through the YOS. Alongside interventions funded through CIRV other services across the police force and wider partners may also be considered such as social services and the Local Authority Early Help Team. One view at a strategic level was that one of the benefits of the multi-agency triage meeting was that cases could be directly referred to a range of services without delay.
 - b. Other cases may be closed when it was felt that they were already receiving the support they needed. For example, a strategic staff member described how at-risk cases identified through Public Protection Notices were often already engaged with other services and therefore CIRV would not add any value. When a case had come to CIRV's attention through the referral route, the referrer would be told that if concerns remained, they could refer the case back to the CIRV team. Some CIRV staff and support providers felt that some referred cases were more appropriate for earlier forms of intervention than

CIRV. In these instances, the ACE Support Workers provided the referrer (such as a school) with advice on other appropriate support networks.

3. Decision pending so the case could be reviewed again, due to more information or parent/carer consent being needed. The absence of parental consent for those under 18 meant the triage meeting was unable to accept some young people onto CIRV. An ACE Support Worker or an officer working within the CIRV team would follow up and collect additional information or parental consent, as required. A strategic team member described how occasionally they had received referrals where it had been unclear whether there was a genuine risk of gang involvement and associated crime or just individuals implying that they were involved in gangs when this was not the case, due to 'bravado', and the CIRV team had been unable to ascertain this during a pre-triage visit. In such cases an ex-gang member may also be asked to conduct a visit to inform decision-making.

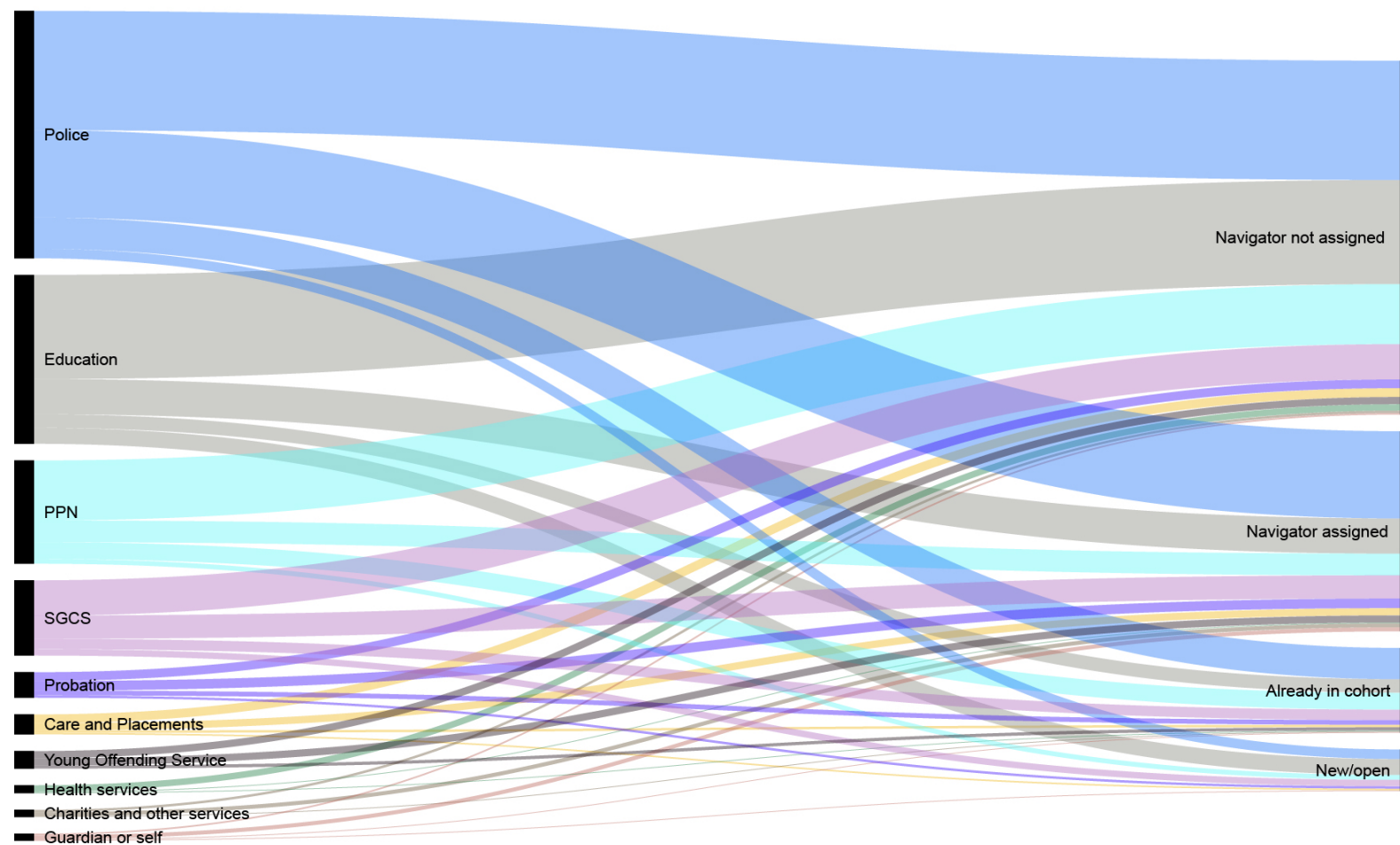
Table 5-5 outlines the outcome of referrals made in 2019. Three in 10 (29%) referrals were assigned a Navigator, while half (51%) were not. The remaining referrals concerned either existing programme participants or individuals already under consideration for CIRV. The majority (90%) of all accepted referrals were first referrals. The remaining 10% were second, third or fourth referrals for the same individual.

Table 5-5 Outcomes of referrals to CIRV

Status	Frequency	Percent (%)
Not assigned a CIRV Navigator	434	51
Assigned a CIRV Navigator	249	29
Case already in cohort	63	7
Pending	52	6
Duplicate referral	48	6
Total	846	100

Source: Referral data**Base: All referrals to CIRV (n=846)**

Different referring organisations had varying shares of referrals accepted through the CIRV triage process. Figure 5-4 illustrates the outcome of referrals from each organisation type following triage. Referrals from the police and safeguarding and children's services (abbreviated as SGCS in Figure 5-4) were more likely to be accepted, compared with other organisations. The pattern of re-referrals suggested that concerning behaviour from the same individuals was being identified multiple times. This could be because different organisations referred the same individual or the individual was re-referred following a change in circumstances or risk.

Figure 5-4 Referrals and their outcomes by organisation type⁴¹⁴¹ See Appendix 11.4 for the figures underlying the diagram.

To explore any aggregate differences in the characteristics of individuals who were assigned a Navigator and those who were not assigned a Navigator, basic demographic information for all 249 individuals accepted into CIRV was compared with information from the most recent referral for 357 individuals who had never been accepted (see Table 5-6).

Females are less likely to be referred to CIRV than males and were less likely to be accepted. The majority of individuals referred identified as White and there were no differences in ethnicity between those assigned a Navigator and those not assigned a Navigator. Ethnicity was unstated in a large proportion of cases (104 out of the 249 accepted and 149 of the 357 not accepted had their ethnicity recorded as 'Not stated'). Accepted individuals were slightly older on average, compared with those not accepted. No one below the age of 11 was accepted, while the not accepted group contains individuals as young as seven years old.

Table 5-6 Characteristics of those accepted and not accepted into CIRV

Variable	Category	Assigned a CIRV Navigator		Not assigned a CIRV Navigator	
		n/N (missing)	%	n/N (missing)	%
Gender*	Male	231/249 (0)	93	274/356 (1)	77
	Female	18/249 (0)	7	82/356 (1)	33
Ethnicity	Asian	9/145 (104)	6	8/208 (149)	4
	Black	14/145 (104)	10	13/208 (149)	6

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Variable	Category	Assigned a CIRV Navigator		Not assigned a CIRV Navigator	
		n/N (missing)	%	n/N (missing)	%
	White	105/145 (104)	72	165/208 (149)	79
	Mixed	15/145 (104)	10	20/208 (149)	10
	Other	2/145 (104)	1	2/208 (149)	1
Age*	10 or below	0/249 (0)	0	19/356 (1)	5
	11-13	24/249 (0)	10	72/356 (1)	20
	14-17	166/249 (0)	67	189/356 (1)	53
	18 or above	59/249 (0)	24	76/356 (1)	21

Source: Referral data

Base: Referred individuals assigned a CIRV Navigator (n=249) and referred individuals not assigned a CIRV Navigator (n=357)

*Indicates statistically significant difference at the 5% level

The analysis also investigated outcomes of referrals that were not assigned a CIRV Navigator at the point of triage meetings. Here the unit is referral rather than the individual, as the same individual could have multiple non-accepted referrals with different outcomes. Referrals not assigned a CIRV Navigator could either be assigned to an alternative support service/organisation (32%), flagged as requiring or receiving specialist support⁴² (31%), or not assigned any support (37%). Those not assigned to any support were either deemed to not need it, to be out of area, or were adults who refused to wear a GPS tag and could therefore not be accepted onto the engagement pathway⁴³.

Table 5-7 illustrates referrals to external agencies in cases where the referred individual is not assigned a CIRV Navigator. In over half (56%) of these referrals, the individual was referred to the Prevention and Diversion Scheme. In one-fifth (19%) of the cases, the individual was referred to the ACE Support Worker, with a similar proportion (16%) referred to NGAGE drug and alcohol services. The majority (70%) of these referrals were for individuals between the ages of 14 and 17, with 26% between 11 and 13. A small minority of referrals were for individuals below the age of 10 (1%) or above the age of 18 (3%).

Table 5-7 Support agencies for individuals referred to external support*

Sector	Agency	Frequency	Proportion (%)
Diversion	Prevention and Diversion Scheme	77	56
Early intervention	ACE	26	19
Drug and alcohol	NGAGE	22	16
Peer support	Guiding Young Minds	12	9

⁴² These are cases where another type of support is considered more appropriate than CIRV. Specialist support includes school support; Youth Tier 2-4 support; RISE support; or mental health support. In some cases the individual is already in receipt of such support, but where not, this is offered to them by the county council or social care.

⁴³ These individuals were deemed to be too low risk to require disruption.

Careers and skills	Prospects	5	4
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Source: Referral data

Base: Individuals referred to external organisations (n=138)

***Note: People could be assigned to multiple agencies, so percentages do not add up to 100.**

5.2.2.4. The engagement pathway

Phase 4: Initial engagement

Once an individual is accepted onto CIRV to work with a Navigator, they are visited by the Navigator allocated to their case. Ex-gang members tended to visit those who were initially reluctant to engage and Disruption Officers visited those who did not want to work with CIRV but were criminally active. Parental/carer consent was also required prior to visits by mentors for those aged under 18. Strategic staff felt that it was important that this initial engagement happened quickly after referral to demonstrate that CIRV was different from other agencies (where there can be long waiting times).

Matching programme participants with a member of staff they could relate to was a key facilitator to engagement in CIRV. For example, police officers wore civilian clothes rather than police uniform, to avoid coming across as a 'stereotypical police officer' and counter any negative preconceptions. In addition, ensuring that discussions happened at locations where programme participants were comfortable was felt to help change how the police and the programme were viewed.

'So [...] the initial appointment. If they're comfortable I will take them normally for a [fast food restaurant] or a drink somewhere in a setting in which they're familiar, and that's where I do meetings, so they're not in their home situation. They can talk openly, comfortably, and that builds up the trust there.'

(Operational staff)

Nonetheless, operational staff acknowledged that potential participants could be reluctant to engage with the police and it could be especially challenging to overcome this, even when staff explained the supportive nature of CIRV.

‘I try not to come across as your stereotypical police officer. We don’t wear uniform. We try to wear the CIRV logo if anything to get away from perhaps the barrier that people have with police [...] If [...] I am unable to connect with them because they can’t get past the barrier that I’m there to help and not stereotypically the sort of person they’d spend time with, then we’ve got some options in life coaches, mentors and an ex-gang member and they often tend to succeed where we’ve been unable to.’

(Operational staff)

Staff recognised the benefits of having team members from non-policing backgrounds, and flexibility over who could conduct initial engagements with potential participants, particularly when programme participants were reluctant to engage. In this case, a peer mentor/ex-gang member might visit them to encourage them to work with a Navigator. A mentor described how they had minimal information about the individual before the visit to reduce any preconceptions about them, and that they would try to meet them at a location where they felt comfortable. Topics discussed included what the individual liked to do and how they spent their time. An ex-gang member described how they shared their own experiences with individuals as this helped give them credibility. If the young person then chose to take part in CIRV the mentor would keep in touch with them (alongside their ongoing contact with the Navigator), to help keep them engaged.

‘They end up with a gang member or a former gang member straight in front of them, telling them, ‘Look, I’ve been where you’ve been, chap. Let me tell you where this road ends. I know how you feel, I know how it feels. I was the same. We can work on this together’.’

(Strategic staff)

The purpose of this initial engagement (whether pre- or post-triage) was to explain CIRV’s ethos and content, including potential use of the disruption pathway. It also provided an opportunity for the CIRV team to begin building rapport and trust with the individual and gain an understanding of their support needs.

Once the person was willing to engage, they were referred to a Navigator to assess their needs and to administer the Young Person's or Justice Star instrument to identify support provision priorities (see Phase 5 below).

CIRV make four attempts to bring an individual into the programme. If the individual refuses to engage after the fourth attempt, the team then look for opportunities to re-engage the individual at a future 'teachable moment'. As described above, a PNC marker is also added on the individual with a trigger to call the CIRV gang phone line if they come to police attention anywhere in the UK.

The CIRV strategy was to keep trying to engage people who needed support. For example, if the CIRV team were informed someone had been arrested in a different county they could drive to the police station when they were released and use the journey back to discuss CIRV. 'Being there' for people in these sorts of circumstances was used as another way of illustrating to potential programme participants how CIRV was 'different' to other agencies, in that they persevere with their offer of support.

Programme participants and parents were asked to reflect on this stage of the process during the interview. Some programme participants were initially reluctant to engage, either because they were unsure about how CIRV would help them, or because they did not want to be involved with a police-led programme. However, receiving information about CIRV encouraged programme participants to take part. Programme participants stated they took part in CIRV for four main reasons:

- To change the direction of their lives and try to live a 'normal life' or 'get a second chance'.
- The belief that participating in CIRV would help the court see them in a favourable light when considering outstanding criminal cases as it demonstrated their desire to change.
- The range of support services on offer, including those that matched their existing interests such as music.
- The approach appeared to offer a different way of engaging with the police compared to previous experiences.

‘I thought it was too good to be true because normally when I’m approached by police [...] there’s a lot of apprehension there towards what they’re offering.’

(Programme participant)

Phase 5a: Fitting and wearing the GPS tag

For programme participants aged 18 and over, a mandatory condition of receiving support from a CIRV Navigator and other agencies was agreeing to wear a GPS Buddi tag. From a strategic perspective, agreeing to this requirement was felt to indicate a programme participant’s understanding of and commitment to engaging with the programme.

‘It’s a deterrent and I think [...] it shows that they’re not getting involved in crime [...] and it’s a sign of their pledge to engage positively with the project. That’s what it’s about. If they don’t put it on, they can’t engage.’

(Strategic staff)

Wearing a tag was optional for programme participants under 18, as it was felt that enforcing this would undermine CIRV’s engagement attempts with this more vulnerable group. However, if a younger programme participant’s actions or behaviour caused concern, then the CIRV team could insist that they wore a tag. CIRV generally have 20 to 30 tag wearers at any one time and approximately half of the wearers are under 18 years old. The tag serves a dual purpose; providing the CIRV team with the wearer’s location, thereby potentially including/excluding them from criminal investigations, as well as acting as a deterrent from engaging in criminal behaviour.

‘Everybody [over 18] that signs up [to CIRV is] put on an electronic tag. This is a way of deterring them from – and trying to get them out of [...] their past. I know they’ve had some people went off the rails and committed crime and have been caught because they’ve been wearing the tag, [it] puts them at the scene of the crime.’

(Strategic staff)

Police officers from the CIRV team fit the tags and felt that the system was easy to navigate and worked as intended. Operational staff and support providers felt that the tag deterred the wearer from becoming involved in crime and served as a visual tool so that peers were more reluctant to encourage the wearer to get involved in criminal activity. A police officer explained how they told programme participants that the tag could be used to avoid certain situations where they may be vulnerable, such as being out with a gang late at night; a view also expressed by a parent.

‘I speak to people when it’s fitted, ‘You use that to your benefit. If you don’t want to go out, you could say, ‘My Buddi tracker’s fitted and you’re on a curfew, I’ve got to be in by this time [...]’ I say, ‘Make that Buddi tracker work to your advantage to stop putting you in situations or to stop making you vulnerable to people.’

(Operational staff)

‘It keeps them safe. We said to [child], ‘If you’re out with your group of mates or whatever and you think things are going to get out of hand, you’ve got a choice’ and I think that’s exactly what they were trying to get across to [child] from day one is that we all have choices. So, yes, that was brilliant that Buddi, really good.’

(Parent)

Programme participants and parents were initially resistant to the tags due to its connotations and how wearers felt they would be perceived by the public. However, they understood that the tag helped to stop them offending.

‘There were a lot of positives to it [CIRV]. The only negative was really I had to wear a Buddi tracker and keep it charged, but that’s keeping me out of prison. I guess it’s like a catch-22.’

(Programme participant)

Some programme participants found it difficult to remember to charge the tag. A parent described how their concern around whether their child would forget to charge the tag had caused arguments between them. However, it was also felt that

receiving text reminders to charge the tag in the middle of night was unnecessary (although the reminders come from an automated system rather than CIRV). Some operational staff felt that not charging the tag could be a sign that a wearer was less engaged with CIRV, or that they were still criminally active and did not want the police to be able to track them. However, not charging the tag could also be due to a wearer's lack of organisational skills. As described in section 3.1.1 practical life skills was one of the domains Navigators focused on with programme participants.

Some programme participants found the tags difficult to wear discretely due to their size. This mirrors experiences documented in other research on GPS tags (Kerr et al., 2019).

Another concern raised around the tags was that they put the wearer at risk among their peer group through demonstrating links with the CIRV programme, making the individual look like a 'grass'.

Phase 6: Ongoing engagement

Once established that a person was willing to engage with CIRV, they were visited by a Navigator. Information about the individual is shared with the Navigator by email through EC Connect before their meeting. Any early contact that other members of the CIRV team had with the person is noted, and staff could also search for information about the programme participant on police databases.

'We get quite a lot of information; [...] we get an email that says you've been assigned someone, you go into EC Connect, you can see who's referred, but then also we've got the police system that we can then have a research and look into as well to see their background a bit more. On EC Connect, you've got the early intervention contacts, so the people that have contacted them first and they update that, so it gives us a good picture of what we're looking at.'

(Operational staff)

At their initial visit Navigators spoke to programme participants about CIRV, its aims and their own role. Navigators highlighted that while they were a police officer they were not visiting as an enforcer of the law. One Navigator explained how they would

often take the participant to a local fast food venue, or somewhere they felt comfortable that was outside of their home to help them talk openly, including about their interests. However, a strategic staff participant described how it was also important for Navigators to explain the boundaries of their role, especially around their obligation to disclose certain information, for example about offences. To help manage this, Navigators provided programme participants with alternative sources where they could disclose such information without fear of repercussions.

The nature and content of ongoing engagement was guided by the 'golden rules', and so varied between cases. The engagement pathway usually involved Navigators visiting the programme participant weekly to conduct a needs assessment and the relevant Outcomes Star tool. Although topics discussed varied between cases, they often included the individual's wellbeing, their home and school life (including reasons for not attending), the programme participant's interests and how the Navigator could support them.

'We work with the young people and try to engage them into activities like services such as life coaching. So, our whole point is to navigate them on to the right paths to try and get them into education; back into school; find them hobbies or something they're interested in; help if they've got any mental health problems or medical problems; assist them and guide them.'

(Operational staff)

In some cases, rapport between Navigators and participants developed quickly and discussions could swiftly focus on support needs, whereas in other cases a participant's support needs could only be assessed after several months of meetings. Progress with participants was felt to be influenced by their previous experiences with the police and other authority figures. However, the Outcomes Star was usually initially completed over the first two or three appointments and then reviewed or re-scored every six weeks to look at where progress (or otherwise) had been made to inform the discussions between the Navigators and programme participants.

Navigators were tasked with helping participants understand the choices available to them, building a trusting and supportive relationship, and motivating behavioural

change. The approach was underpinned by the behavioural stairway model (see 5.1.5).

‘The children’s behaviour sometimes can be challenging, but I have found that because you’re building that rapport up with them to start with, you do hit the influencing stage and you then can start influencing them.’

(Operational staff)

A support provider commented on the excellent relationship building they had observed between programme participants and their Navigators. The strength of this relationship was also reflected in the accounts from programme participants and their parents, who described how they had found Navigators to be open, honest, accessible, non-judgemental and to genuinely care about the people they were working with.

‘They understand it, they speak to you actually on a level. They don’t speak to you as a cop to a criminal; they actually get on your level and actually try and understand where you come from.’

(Programme participant)

Strong relationships were also supported by the Navigators’ consistent and regular contact with programme participants and their dedication to delivering on the action points they had agreed.

‘We’ve had years of [type of organisation] saying that they’d put this in place and that in place and have a mentor, and things didn’t get put in place. So then therefore, [programme participant] didn’t trust very many people. So, I think [...] to have continuous support and to know that somebody is going to be there, I think the best thing with them is that they do not judge anything.’

(Parent)

Navigators would consider whether it would be helpful to link the programme participant and their family to other support services such as counselling, coaching or mentoring to help provide a stronger network for the programme participant.

‘We get a lot of that, and the Clarity life coaching can do family sessions if needed as well. I’ve got one that’s worked with the [parent] and [child] in a joint session, and that’s been really successful. They’ve both engaged well and the [child’s] behaviour’s improved massively and their relationship’s improved massively.’

(Operational staff)

CIRV runs a support group for parents on WhatsApp which is overseen by a Disruption Officer and has set up another similar WhatsApp group without any oversight from the programme. A strategic view was that the latter group may also be used to reassure parents who may be reluctant for their child to be involved in CIRV, though parents themselves did not express this view.

As discussed, some of the lower risk cases were case managed by one of the ACE Support Workers rather than a Navigator. Due to the nature of the programme and the participants they were working with, ACE Support Workers used the Outcomes Star tool flexibly and may only need to focus on one or two areas.

Phase 6: Referral to support partners

The Navigator used the information gathered about the programme participant at the referral stage, and during their ongoing engagement, to identify the support provider(s) participants should work with. Navigators selected the most appropriate support from the range of partners listed on the AIM online directory, across areas such as accommodation and support; drugs and alcohol; ETE; and finances, or approached providers outside of this list if considered helpful. As described in 5.1.3, support opportunities could also be accessed through CIRV’s business development mentor who engages with businesses and organisations to help create opportunities for programme participants.

Table 5-8 highlights the number of participants referred to partner organisations. The organisation with the most referrals was the peer support organisation Guiding Young Minds, followed by careers and skills support by Prospects.

Table 5-8 Referrals of CIRV participants to partner organisations

Sector	Agency	Frequency
Peer mentor	Guiding Young Minds (GYM)	142
Careers and skills	Prospects (careers advice)	103
Careers and skills	CLARiTY Inspired (life coaching)	88
Careers and skills	RE Enterprise (business development)	34
Prevention and diversion	Prevention and Diversion	26
Early intervention	Early Intervention/ACE Support Team	17
Drugs and alcohol	NGAGE	17
Drugs and alcohol	S2S Team	5
Bike fixing	Police Cycl-ops	2
Counselling and psychotherapy	Service Six	1
Total		435

Source: CIRV Pathways data

Base: CIRV participant referrals to external support (n=435). Note that the unit here is referrals, as the same individual may have received an intervention from multiple organisations.

Navigators could refer programme participants to work with one of CIRV's peer mentors/ex-gang members. Similar to the Navigators, peer mentors tended to visit programme participants every one to two weeks, aiming to develop a relationship built on trust. Peer mentors would spend time with programme participants at various locations, such as at a local café or exercising, and spoke about the choices they had over the direction of their lives and about their concerns and goals. A parent of a programme participant described how their child had a positive experience of the support that their mentor had provided during their weekly meetings. They also saw the benefits of the mentor having a similar background to their child. Mentors would share relevant information with Navigators to help ensure appropriate support was put in place that would help progress participants towards their goals.

A key benefit of CIRV was felt to be the central coordinating role of Navigators, who took ownership of individual cases to help facilitate multi-agency working and ensure a coordinated response across partner agencies working with programme participants.

‘[Usually] [t]here are caseworkers and support workers and social workers and schools and it's actually nobody takes ownership, whereas for me, CIRV takes ownership over that person [...] as long as that person engages and basically tows the line.’

(Support provider)

A support provider highlighted the importance of the Navigators having a good understanding of the services and relevant agencies in the area so they could work together to provide a coordinated response. Successful working between the CIRV team and partners was also supported by shared access to the electronic database Ecins, where each agency updated a central record following contact with the programme participant. The benefits of one central record were reported to be that information would be up to date; it avoided the risk of multiple versions; cases were easily accessible across the CIRV team; and it provided an audit trail of actions. Information was shared responsibly, as each support provider or partner could only see information about a case that was relevant to their role.

CIRV operational staff and support providers reported how regular meetings and information-sharing between a Navigator, the support providers and other partner agencies working with a participant facilitated effective partnership working and a joined-up approach. They also felt they helped to provide a more holistic understanding of the programme participant. These meetings were also felt to help demonstrate to programme participants that different partners were working together and that CIRV 'cared' about them.

'Everyone always invites CIRV along to that just because it's a way of maintaining a relationship between education outside and the police, just to make sure everyone is on the same page [...]
It's good to get an update from the school how they're engaging with education, but also it's really good to see an update from CIRV to see how they're finding the engagement with the young person [...] Just to show that everyone's working together.'

(Support provider)

Programme participants and parents acknowledged the support that the Navigators had facilitated access to. This included support around ETE and accommodation.

'Yes, it's opened up doors to knowing what I want and the career I want to go down, and they've helped me with all that.'

(Programme participant)

In some instances, Navigators had not only introduced programme participants to the relevant service but had also put measures in place to support their continued engagement, such as arranging for a taxi to take them to the support venue.

However, successful referral to support providers could be undermined when the service did not deliver the support programme participants were expecting. For example, one programme participant described how after a few meetings with a support provider, contact ended, and they did not know why. Partner agency resource and capacity issues could also have a bearing on programme participants' ability to access their services. For example, certain services for young people aged under 18 had to be funded by their schools and securing this funding could be challenging. A support provider described how CIRV had helped to address this

challenge for one young person they were working with by funding their place. In addition, a strategic staff member highlighted how CIRV's business development mentor played an important role in securing funding for programme participants to be able to take part in activities that they may otherwise have not had access to, such as boxing.

5.2.2.5. Phase 5b: The disruption pathway

Potential programme participants who chose not to engage with CIRV could become 'disruption targets'. In deciding who to disrupt, the CIRV team would identify individuals who were the least motivated to engage, and who were most active in – or at risk of getting involved in – gang violence or associated crime. Decisions were informed by existing police intelligence and the indicators from the SGIS tool. Staff described how for younger people the decision may be to continue to try to engage the young person into CIRV support services, and the disruption pathway would only be used with children in exceptional cases. For example, where they were known to be actively involved in drug dealing, or recruiting and exploiting other young people for financial gain. One view among strategic staff was that the disruption pathway had helped to give the police credibility as it showed that there were consequences of continued engagement in criminal activity.

'What the disruption does is, it says, 'Well, we know we gave you that choice to come and join us and you chose not to take it? Well, now this is what we're going to do'.'

(Strategic staff)

Disruption targets were referred to the four dedicated full-time police officers on the disruption team, who received a written report about why the person had chosen not to engage with CIRV support services. Officers could draw on police intelligence, existing information on police systems, the information provided by the referrer and previous contact with the CIRV team to create a 'disruption plan' for each individual, which outlined the tactics that they would use.

As with CIRV's engagement and support offer, the approach to disruption and enforcement was tailored to each individual. Disruption activity for each individual was determined by two parameters:

1. Their level of involvement in gang violence and associated crime, for example a 'high' level of involvement may be an individual grooming others to get them involved in gangs and associated criminal activity.
2. Whether they were already under the attention of the Serious and Organised Crime team.

In deciding which activities to deploy, the Disruption Officers and CIRV team considered the person's age and current circumstances to see where they can create 'obstacles' to their behaviour. They also drew on the AIM Disruption Action Plan form which lists a range of opportunities and activities that can be used for disruption (see Appendix A). For example, placing flags on disruption targets' cars so the police continually stop them (using the Auto Number Plate Recognition (ANPR) system in police vehicles). Disruption Officers would then use this opportunity to discuss CIRV with the potential participant. Other activities included running benefit and driving licence checks; issuing a criminality notice to inform disruption targets that the police were aware that they were engaged in criminal activity; conducting stop and searches, and arrests. For disruption targets released from prison on licence or bail, the team also had the option of liaising with probation and looking for opportunities to breach them. Disruption activities might also be expanded to the associates of the target individual where they were part of a known gang or crime group.

'We target their associates as well, not just that individual; they could be part of a crime group, so it could be the fact that we know someone's been referred in to us, they refuse to engage with us. But their gang or their crime group, their people they associate with continue to commit crime. It might be the decision we look to target more than just one person from it.'

(Operational staff)

At every contact, Disruption Officers relay the same message about how disruption will stop with the cessation of their criminal activity, and reiterate the support available through CIRV. One Disruption Officer described how they adopted more of a 'Navigator role' in highlighting the support available.

‘It was more like being a Navigator, going to see [the disruption target] with a different hat on, saying, ‘Come on, we can support you, we can help you. Enough must be enough now; you’re in this police station. Would you like our support? We don’t want to keep coming disrupting you’.’

(Operational staff)

The continued presence of Disruption Officers, and their focus on promoting the supportive nature of CIRV, was felt to help develop rapport between the police and disruption targets.

‘Just simply turning up and being there regularly, being that face that keeps appearing and asking how they are and how can we help them or what are they up to. That’s always a good starting point. If somebody is giving their probation officer the run-around for example, we can look to try and support and help out with getting that relationship back on track [...] build a rapport in another area and help affirm that we’re there to help rather than disrupt.’

(Operational staff)

Finally, being in the community and talking to professionals and those potentially engaged in criminal activity also helped to create intelligence about what was happening in the county that could be used by the police force’s intelligence department.

‘I think also disruptions create a big intelligence picture of what’s going on in the county. That’s just because we’re out there, we’re talking to, potentially, criminals or we’re talking to professionals and we do get a really good high rate of intelligence that we feed back to our force. [...] It can be used by the intelligence department. It could be that they do a drugs warrant. It can put other officers from the proactive teams in the right area at the right times. [...] we could create a pattern of lifestyle as to what they’re up to. It’s beneficial for everyone.’

(Operational staff)

Disruption Officers' presence in the community also helped them to develop relationships with partners such as schools.

All officers across the force were able to identify the individuals being disrupted as they were all given a marker on Niche. Individual disruption action plans could also be viewed by any officer in the force. While the core disruption activities were coordinated and undertaken by CIRV's disruption team, they were also able to draw on wider officers across the force where helpful, for example to conduct ANPR and benefit checks. The disruption team also worked with partner agencies when relevant to an individual's disruption plan such as housing and probation.

5.2.2.6. End of CIRV engagement

There is no specified point at which participants' engagement with CIRV ends. The CIRV team's decision-making is guided by the progress participants are making⁴⁴, further police intelligence, and the golden rule of 'what feels right'. All programme participants have an exit plan that is developed collaboratively with their Navigator. For some programme participants this involved ending engagement with their Navigator, while continuing contact with other support providers, allowing Navigators to take on new cases while participants continued receiving the support they needed.

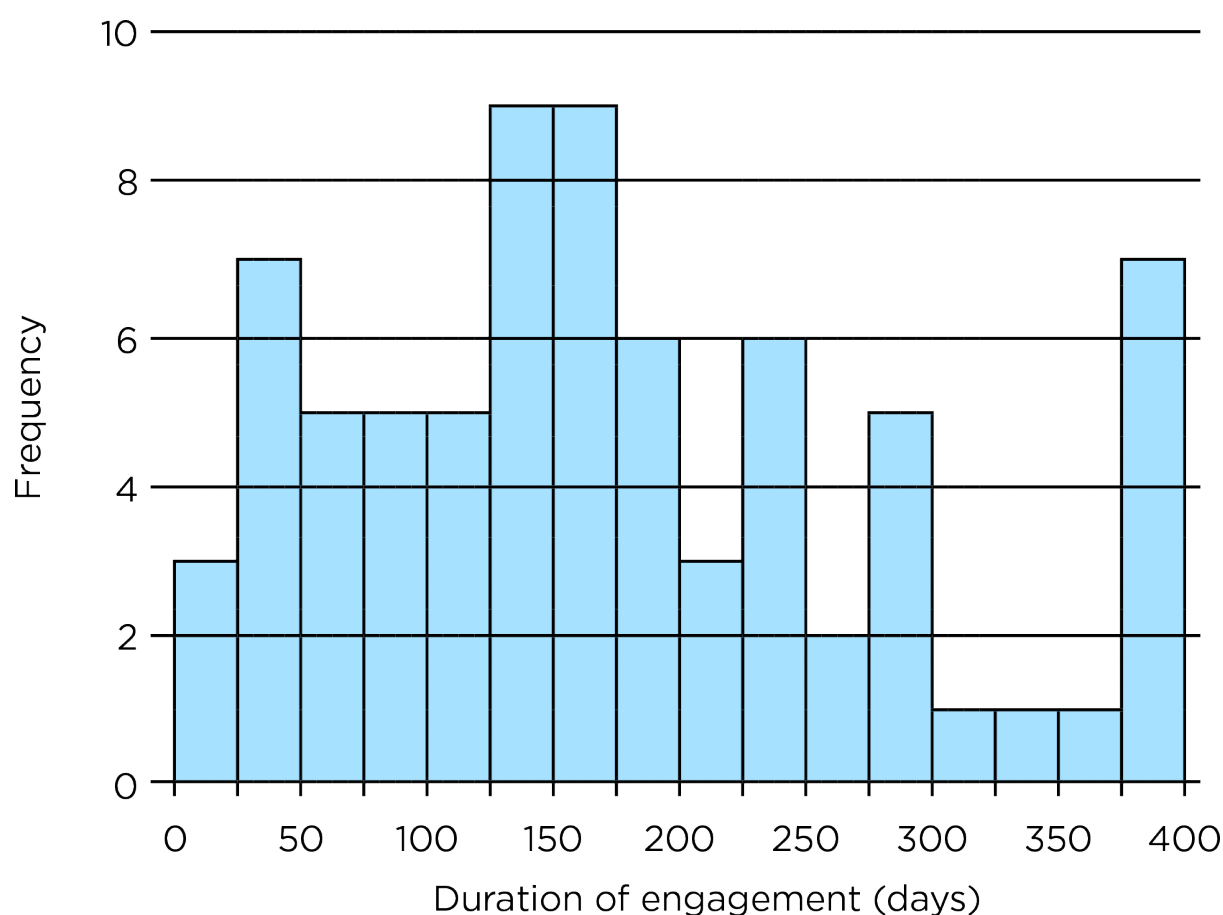
'It might be somebody for example that's been working with us for a while and they're quite stable and all they now need is some support into employment or going back to college [...] At that point, part of the exit strategy would be for the Navigator then to hand over responsibility for that young person to the Prospects adviser and that would be part of an exit strategy which then allows the Navigator capacity to pick up a more complex case in their place. Obviously, [...] the Prospects advisers are aware that if there are any issues that arise or there's any setback that person can go back to a Navigator.'

⁴⁴ This is partially guided by the Outcomes Star score, which is used to measure change. When a programme participant reaches 75% on their Outcomes Star score, this prompts a review to consider whether they still need to work with a Navigator. When a participant's Outcomes Star score remains unchanged, it may also prompt the Navigator to review whether CIRV is working as intended and whether the participant should remain on the programme.

(Strategic staff)

On average, programme participants were engaged with CIRV for three to four months. This did not vary between programme participants with different characteristics (such as age). However, the length of their involvement in CIRV varied depending on the complexity of their situation. Figure 5-5 illustrates the average duration of engagement for programme participants who finished their engagement.

Figure 5-5 Duration of engagement with CIRV



Source: 'De-selection' data

Base: All individuals who have completed engagement with CIRV (n=75)

Engagement with CIRV ended for a variety of reasons (see Table 5-9).

Approximately one-third (32%) had a confirmed positive outcome, such as being in ETE. A further one-third (31%) were no longer engaging with the programme but were no longer assessed as being a significant risk (and, if over 18, not needing disruption). Just over one in 10 (13%) individuals left the programme because of lack

of engagement – which would be considered a ‘negative outcome’. If programme participants stopped engaging with the programme and were aged over 16, they could be disrupted. As discussed, individuals under 16 were only disrupted in exceptional circumstances.

Table 5-9 Reasons for ending engagement with CIRV

Deselection reason	Count (%)
Confirmed positive outcome	24 (32)
Fallen below risk threshold	23 (31)
Lack of engagement	10 (13)
Managed by another team	9 (12)
Moved out of county	7 (9)
Other	2 (3)

Source: ‘De-selection’ data

Base: All individuals who have completed CIRV engagement (n=75)

5.2.2.7. The call-in event

Alongside the core programme, the CIRV team also ran two ‘call-in events’ in 2019. These events are designed to inform attendees about CIRV and the consequences of gang violence and associated crime through a range of speakers, and can be the first contact a potential participant has with CIRV. The events are also intended to prompt wider conversations about CIRV among relevant professionals.

A range of young people/adults attended the first event, from those who were involved in organised crime to school children who were identified as being at risk. The second call-in event was more focused on school children identified by local schools as being at risk of involvement in gang violence and associated crime, based on knowledge of their students. A small number of those attending had been referred to CIRV but refused to engage.

The CIRV team gathered feedback from attendees of the first call-in event and set up a working group to feed into delivery of the second event. For example, some operational staff felt that the first event had been modelled on the Glasgow call-in events and had not yet been fully adapted for delivery in Northamptonshire. There was general agreement among operational and support provider staff, and speakers who had attended both events, that the second had been an improvement on the first. For example, seating arrangements were felt to be better, as the young people were sitting in the gallery rather than directly in front of the speakers and so appeared less anxious about being the 'target' of discussions.

A range of speakers addressed young people directly at the event, for between five and 10 minutes. This length was felt to facilitate young people's engagement in the event. Speakers included⁴⁵:

- Relatives talking about their own experiences of losing family members to violent crime. This had included showing CCTV footage of the violent incident and describing the impact it had on their lives.
- A police officer speaking about the punitive measures they had taken against gang members. This included a description of a prison cell and its lack of privacy, and how all those engaged in criminal activity would eventually get caught. Messaging around enforcement came later in the event, with the aim of maximising engagement earlier on.
- A doctor showed graphic images of knife wounds on a screen and talked about his personal experiences of treating wounds and the permanent and life-changing damage they often cause. He also talked about the impact on the mental health of health workers working with knife crime victims.
- An ex-gang member discussed his past involvement in an incident where someone had lost their life and the subsequent impacts on his life, including feelings of guilt, and how he did not want the young people present to follow in the same direction.

⁴⁵ Some of the event's content listed below deploys what might be described as 'shock tactics'. Existing evidence suggests that police engagement with young people is most effective when underpinned by social bonds, trust and legitimacy, rather than threat and deterrence (Bradford and Yesberg, no date).

- A support provider who works closely with CIRV spoke about their work in the community through music school courses and showed a video of young people using their studio.
- A music school tutor also showed an animated rap video about the consequences of gang life and knife crime.

CIRV staff and speakers described how the young people attending the second event appeared engaged and supported, evidenced by the young people's eye contact and body language. This was felt to have been facilitated by the work CIRV staff had done with the young people in preparation for the event and having an 'ice breaker' at the beginning.

'The students were a lot more engaged and it was purely because the Navigators had already been out to the school to visit the students and build a relationship with them before the event. The students weren't coming in and being – well, not forced to be there – but being asked to be there.'

(Support provider)

Strategic and operational staff, support providers and speakers felt that the young people had an increased understanding of the consequences of knife crime, sentences given and impacts on victims after the event. It was also described by speakers from the second event as an 'amazing platform' to convey how CIRV offered a non-judgemental, non-punitive and supportive approach.

'The reality of it dawns on you [...] but in fact what's happening is you're being offered a chance and you're showed that there is support and a network around you to be able to move forward, but this is where you could be.'

(Operational staff)

Some of the programme participants and parents who took part in the evaluation had attended a call-in event. They described how it had been effective in conveying the consequences of gang-related activity to those in gangs or at risk of involvement in gangs, and that this pathway was not the only option available to them.

‘It sort of opened your eyes that actually, come on kids you don’t have to live like this. I know for some of them they feel it’s not a choice, but if you catch them quick enough they really can change.’

(Parent)

Learning points were also identified from the second event. One view was that the event should have focused more on the young people present, rather than generating publicity about the programme. At the end of the event the young people had to leave quickly. A strategic staff member described how this had been to manage any risk involved between unknown associates from different schools, and all the young people received follow-up from the CIRV team at a later point. However, a support provider described how the young people would have welcomed the opportunity to speak with the panel members, and some had felt ‘used’.

‘The kids were moved very quick out of it. They didn’t really have time to speak to the panel. Didn’t have time to speak to the panel personally. [...] I don’t think that was very good, [...] the kids had a view of they didn’t feel that they were wanted. [...] [T]hey felt used.’

(Support provider)

5.3. Impacts

This section draws on both qualitative and quantitative data to describe the impacts of CIRV on programme participants, the staff and agencies involved in delivery, and the wider community. It also explores the attributes of CIRV which were felt by staff, programme participants and parents to underpin these impacts.

5.3.1. Impacts on programme participants

This section explores perceptions of the impacts CIRV had on programme participants, followed by findings from the quantitative impact data. It also explores the factors which were felt to have facilitated the positive outcomes described in 5.3.1.1.

5.3.1.1. Perceived impacts from the CIRV programme

CIRV was felt to have a positive impact on programme participants in four ways:

1. **Reduced violence and gang membership** were two key intended impacts of CIRV (see logic model, 3.1.2). Staff felt that CIRV had helped to achieve these impacts in Northamptonshire by encouraging and supporting programme participants to move away from their links to and involvement in gang-related crime. CIRV staff, programme participants and parents described how CIRV had helped to increase awareness and knowledge around the consequences of gang-related activity and associated crimes, and help programme participants to realise that they could choose a different path in life.
2. CIRV was felt to offer programme participants the chance to **change the direction of their lives**. This might include reduced exclusions from school and less diversion into the criminal justice system, and increased access to ETE and other support services, such as careers advice and housing services.

‘I think if this programme [CIRV] wasn’t here there [would] be a lot more young people not reaching their potential at all and maybe even going into the prison system.’

(Support provider)

A support provider described how schools had been largely supportive of CIRV and had worked with them to help reduce school exclusions. Alternatively, if the CIRV team became aware of a young person who had been excluded, they could visit the school to explain the programme and the school’s responsibility to try and keep the young person in education. Staff interviews reported numerous ‘success stories’ of those who had taken part in CIRV, including an individual who was successfully completing an apprenticeship and another following their chosen career path. A strategic staff member highlighted how access to careers advice is only available under local authority funding to individuals who are ‘Not in Education, Employment or Training’ (NEET) and aged 16 to 18, yet CIRV offered this service to all programme participants.

Programme participants and parents also described how it had changed the direction of individuals’ lives. One programme participant described how without

CIRV they would be in custody, and one parent described how the programme had helped move their child away from being at risk of involvement in gangs.

3. Engagement with CIRV was perceived as having a **positive impact on programme participants' relationships, health and outlook**. A Navigator and mentor described how they had received feedback from parents about how CIRV had a positive impact on their child's behaviour, attitudes and hopes for the future. Programme participants also described how CIRV had helped improve their relationships with others, including with family members. Speaking with the Navigator was felt by a programme participant to support mental wellbeing. The programme was also felt to have helped participants to increase their confidence and skills to make the 'right' choices, for example when choosing friendship groups.
4. **Changing perceptions of the police and support services among young people/adults**. One view among strategic and support provider staff was that the programme helped participants to see the police as 'real people' who wanted to help them. This in turn could increase programme participants' willingness to engage and trust other support services. Changing perceptions were also reported by programme participants who had been initially reluctant to engage.

Staff also highlighted how measures of 'success' varied according to the individual taking part in the programme. Meeting their Navigators once a week could be classified as a significant positive outcome.

5.3.1.2. Change in attitudes and behaviour among under 18s

At an early point in their engagement with CIRV, under 18s completed a Young Person's Star with their Navigator to assess their needs and areas for improvement. The Young Person's Star was then used as a tool throughout the time participants engaged in the programme to monitor progress across the eight domains the measure explores (see section 4.3.2.1). Follow-up assessments are conducted at various points in an individual's engagement.

Baseline Young Person's Star scores for under 18s engaged with CIRV are displayed in Table 5-10. The number of young people with an initial assessment

recorded was 93⁴⁶, of the 190 individuals aged under 18 assigned a Navigator in 2019. However, not all those accepted into CIRV will engage with the programme, and some individuals were engaging with CIRV before Outcomes Stars were introduced, though this cannot be assessed because of challenges in linking Outcomes Star data with referral data (see Chapter 4).

Table 5-10 Baseline Young Person's Star scores

Domain	Frequency (n)				
	Stuck	Accepting help	Trying to sort things out	Getting there with support	Independent
Accommodation	7	9	9	17	51
Work and learning	27	15	28	18	4
People and support	10	18	30	25	10
Health	11	16	23	19	24
How you feel	15	16	36	15	11
Choices and behaviour	20	33	25	6	7
Money and rent	8	11	13	17	42
Practical life skills	10	20	24	21	17

⁴⁶ This excludes three cases with a score of 0 for all components, deemed as missing data.

Source: Young Person's Star data**Base: All individuals with an initial Young Person's Star score (n=93)**

Individuals under 18 had the most difficulties with their choices and behaviour. One-fifth (20 out of 93) felt stuck, with a further third (33 out of 93) described as 'accepting help'. This corresponds with evidence from the survey, where individuals had a high or very high degree of problems associated with their conduct (see Table 5-1). Under 18s appeared to have difficulties with work and learning (27 out of 93 report being 'stuck' within this domain).

At baseline, individuals had an average Young Person's Star of 25 out of a possible 40 (see Table 5-11)^{47 48}. The baseline Young Person's Star score was compared to follow-up assessments, recorded for 51 people (out of the 190 under 18s assigned a Navigator)⁴⁹. The length of time between assessments ranged between 19 and 221 days. On average, individuals' Young Person's Stars increased by just over four points between the two assessments. This suggests that under 18s engaging with CIRV felt they were making progress towards resolving the issues they faced.

To check if the length of duration was associated with a change in scores, sensitivity analysis was conducted comparing change for those engaged for less than 60 days, 61 to 120 days and more than 120 days. There was no clear and consistent pattern between change in the total Young Person's Star score or component scores and the duration between the baseline and follow-up assessment. It may be, for example, that people who engage for longer have more difficult issues to work with.

⁴⁷ As both Outcomes Stars are paid-for products, detailed information on their scoring is not freely available online. Scores are reached based on a discussion between the Navigator and the programme participant. The Navigators have each received training to ensure that they score individuals consistently.

⁴⁸ The mean Young Person's Star at baseline is consistent for the sample with an initial outcome assessment (n=93) when compared with the sub-sample with both an initial and a follow-up assessment (n=51).

⁴⁹ Follow-up assessments are not available for all 93 individuals with a baseline assessment: the individual may not have participated in the intervention for long enough; the Navigator may have judged it not appropriate to carry out a follow-up assessment; or the individual may have stopped engaging with CIRV. This could introduce bias into the results presented in this section, and they therefore should be interpreted with caution.

Table 5-11 Change in Young Person's Star while engaging with CIRV

Domain	Mean		
	Baseline	Follow-up	Mean change
Accommodation	4.0	4.1	0.1
Work and learning*	2.6	3.2	0.6
People and support*	3.0	3.9	0.9
Health*	3.3	3.9	0.6
How you feel*	3.0	3.5	0.5
Choices and behaviour*	2.4	3.3	0.9
Money and rent	3.9	3.9	0.0
Practical life skills*	3.2	3.9	0.7
Total*	25.3	29.5	4.2

Source: Young Person's Star data

Base: All individuals with a baseline and follow-up Young Person's Star score (n=51)

***Indicates statistically significant change at the 5% level**

Based on changes in Outcomes Star scores, CIRV appeared to be directly improving the areas which presented the biggest issues for under 18s. On aggregate, there are statistically significant improvements under all the Young Person's Star domains, except for accommodation and money and rent, which were not necessarily particular areas of concern for under 18s. As the Outcomes Star data is used to target support, we would expect to see the changes recorded in areas where individuals had most difficulty at baseline.

5.3.1.3. Change in attitudes and behaviour among adults

Changes in attitudes and behaviour among adults were measured using the Justice Star.

Table 5-12 outlines the Justice Star scores at baseline for adults engaging with CIRV.

Table 5-12 Baseline Justice Star scores

Domain	Frequency (n)				
	Stuck	Accepting help	Trying to sort things out	Getting there with support	Independent
Accommodation	7	6	2	5	6
Living skills and self-care	3	4	8	8	3
Mental health and well-being	5	5	5	6	5
Friends and community	9	5	5	6	1
Relationships and family	9	2	2	10	3
Parenting and caring	3	3	1	5	11
Drugs and alcohol	5	6	5	2	8

Domain	Frequency (n)				
	Stuck	Accepting help	Trying to sort things out	Getting there with support	Independent
Positive use of time	8	8	6	4	0
Managing strong feelings	7	5	3	8	3
A crime-free life	4	5	6	7	4

Source: Justice Star data

Base: All individuals with a baseline Justice Star score (n=24)

One-third (nine out of 26) of adults reported being stuck with their friends and community and a further third (nine out of 26) reported being stuck in particular relationships (either with a significant other and/or their family). Other areas of difficulty were using time positively and managing strong feelings.

The Justice Star also showed that the issues faced by adults were different from the issues faced by individuals aged under 18. Under half (11 out of 26) of programme participants with a Justice Star described themselves as stuck or accepting help with drugs and alcohol. Relatively few under 18s reported issues with their accommodation. By comparison, roughly a quarter (seven out of 26) of adults felt they were stuck with their accommodation, with a further quarter (six out of 26) saying that they were accepting help.

Duration between baseline and follow-up assessments ranged between 34 and 221 days. On average, adults had a Justice Star score of 53 at baseline, rising to an average of 70 at follow-up⁵⁰. This was a statistically significant change, indicating

⁵⁰ Note that Justice Star scores were slightly lower in the sample with both baseline and follow-up Justice Star scores (mean: 51, n=14) relative to the sample with Justice Star score only at baseline (mean: 54, n=24). This difference was not statistically significant. As both Outcomes Stars are paid-for

that CIRV had also helped adults feel they were tackling their issues. However, due to the small number of individuals with both baseline and follow-up scores, results should be considered with caution. Table 5-13 outlines changes in the individual's situation for adult programme participants. However, as with the Young Person's Star, there is a range in duration between baseline and follow-up Stars being recorded. The small sample size and likely bias from missing data should also be considered when interpreting these findings.⁵¹

Table 5-13 Change in Justice Star scores while engaging with CIRV

Domain	Mean		
	Baseline	Follow-up	Mean change
Accommodation	2.6	4.1	1.5
Living skills and self-care	2.8	3.9	1.1
Mental health and well-being	3.1	3.9	0.7
Friends and community	2.3	3.5	1.1
Relationships and family	2.4	3.4	1.0
Parenting and caring	3.6	4.1	0.5
Drugs and alcohol	3.1	3.4	0.3
Positive use of time	2.0	3.6	1.6

products, detailed information on their scoring is not freely available online. Scores are reached based on a discussion between the Navigator and the programme participant. The Navigators have each received training to ensure that they score individuals consistently.

⁵¹ For this reason, statistical significance testing was not conducted for this analysis.

Domain	Mean		
	Baseline	Follow-up	Mean change
Managing strong feelings	2.7	3.7	1.0
A crime-free life	2.7	4.1	1.4
Total	52.9	69.9	17.0

Source: Justice Star data

Base: All individuals with a baseline and follow-up Justice Star score (n=14)

Table 5-13 indicates that adults felt they have been able to tackle some of the biggest issues they faced. This included improvements in use of time, accommodation and a perceived reduction in involvement in crime. This is to be expected, given that the tool is used to target areas where participants need the most support.

5.3.1.4. Facilitators to success

Staff, programme participants and parents identified specific factors that underpinned success, both for individual programme participants and the programme itself. Successful participants reportedly displayed a willingness and motivation to change, and a clear commitment to CIRV. Programme participants and parents saw the success of CIRV as a two-way process, with programme participants and Navigators working together to bring about change.

‘I really do value our relationship [with the Navigator] and having that relationship where I won’t let you down and you don’t let me down is really, really beneficial because the only way you can move is forward from that sort of thing.’

(Programme participant)

Specific features that were felt to underpin the success of the programme included:

1. **Addressing the underlying causes of programme participants' behaviour** for those on the engagement pathway rather than adopting a more punitive approach. The CIRV team had a wide range of partnerships in place to refer programme participants to the support they needed. They would also approach additional services if programme participants' needs could be better addressed by an organisation they did not have links with.

'Because we're working with fantastic partnerships with loads of different people, we seem to have things in place to help them. If we don't, as I said, we get them.'

(Operational staff)

Communicating that CIRV worked with a range of participants, including those who were at risk of gang involvement but had not yet offended, was felt to have facilitated some organisations getting involved.

'I think that top end when some businesses see gangs, that puts their bristles up a little bit. We then have to explain our full remit. Yes, we do deal with some gang members and ex-gang members and those on the periphery, but we're also dealing ultimately with vulnerable and marginalised kids.'

(Support provider)

2. **Providing a 'safety net' around the individual.** The CIRV team, wider partners, programme participants and parents described the central role of the Navigators in keeping participants engaged with the programme. Programme participants described Navigators as a consistent, supportive and positive presence in their lives. Having someone to confide in who was not an existing family member or friend was felt to be particularly beneficial. Navigators also helped ensure partners (such as the YOS and schools) and other people in a participant's social network who may have a bearing on their progress worked together.

'I think again it's that wraparound service, so the Navigator is the key element and so they are in contact with the young person, family, school, etc. So, I think they're the ones who tie it all

together and then that helps the young person because they develop a relationship with the Navigator.'

(Support provider)

In addition, CIRV staff and partners described how programme participants may be motivated by seeing the agencies working with them also working together as it gave a sense that everyone 'cared'. This may have differentiated their involvement in CIRV from prior contact with agencies, which may have lacked this joined-up approach.

'Previously you'd have things like the police might be looking to evict a family because of anti-social behaviour, but you've got social services trying to do a load of support and they don't link. So, one job of the CIRV officer is to make sure all of those things link and engage with each other and are all in the same direction to save anything being undermined.'

(Strategic staff)

A parent reflected on how the different elements of the programme all helped to reinforce each other and support positive change.

'It's like a triangle; without the family, [child will] fall down, without [Navigator] there's no services and [child will] fall down, and without [their] motivator, [child will] fall down.'

(Parent)

As part of this 'safety net', a support provider also described how CIRV offered its programme participants a sense of belonging, which they may otherwise have had from gang involvement.

'Becoming part of a family, because remember, if somebody is entrenched in gang activity, they really want to be part of a family. They want to be part of something. If you then give them the opportunity to be part of something that's positive, that is extraordinarily powerful.'

(Support provider)

3. **The speed with which CIRV engaged with programme participants after referral**, which was felt to differentiate their experience of CIRV compared with other agencies.

‘Someone might refer in today and they’re seen within a very short space of time and that was again conscious, because [...] we need to show that we’re different from other agencies, because they’re used to being let down by agencies is the reality.’

(Strategic staff)

There were examples where the Navigator had helped programme participants access services, for example around accommodation and support, more quickly than they may have done alone, due to accessing the service on the participant’s behalf. Strategic and operational staff described how this may in part be aided by the Navigators being police officers and by the close working relationships they had developed with partner agencies over time. This helped to ensure information about the programme participant was shared quickly and effectively.

4. **Lack of prescriptive practices and a responsive approach.** The support provided by CIRV was felt to be facilitated by a lack of prescriptive thresholds about who should be allocated to the programme and its lack of fixed guidelines about delivery. Instead, a core part of delivery relied on the CIRV team’s judgement and expertise in deciding how individuals were provided with support or referred onwards.

Decision-making is also guided by the ‘golden rules’ and a bespoke engagement pathway for each programme participant, which empowers staff to address problems in the way they feel is most appropriate. As described in 5.1.1, this includes the ability to tailor how the programme’s resources are used for each case.

A strategic staff member described CIRV’s overall ‘enterprising’ nature, which meant that the programme was constantly developing and evolving to address challenges and incorporate learning points. For example, the CIRV team had actively sought feedback from those attending the first call-in event so they could draw on any learning points to inform delivery of the second event.

5. Lastly, the **disruption pathway** helped to convey the consistent presence of the police if a person continued to commit crime. The prospect of regular police presence was felt to help people to reassess whether they wanted to engage with the programme.

‘People don’t think you’re serious [...] I think people think you’re going to go away and they’re going to continue their lifestyle. I think our message is quite clear; we aren’t going to go away, we’re not going to let you continue to commit crime, [...] I think them knowing that we are serious potentially puts them on the road to think, hold on, maybe I should have a rethink.’

(Operational staff)

5.3.1.5. Barriers to initial and ongoing engagement with CIRV

One of CIRV’s key eligibility criteria was that young people/adults were motivated to engage in the programme and change their behaviour. **Barriers to initial engagement** reported by staff included:

- **Police officers on the CIRV team may be at a disadvantage in initial (and/or ongoing) engagement with the young person/adult** because of negative perceptions or previous experiences of the police. For example, a parent described how young people may have concerns about their lack of anonymity if they spoke freely with the police and that they would feel more at ease engaging with a non-police member of the team.

‘I think they need to take the police element out of it. I sort of think like the police are fishing for information anyway. I just assumed that. I don’t know why. [...] you need to have that playing field where the youngsters can say what they’ve got to say and it doesn’t go any further. [...] I don’t feel the youth know there’s any confidentiality there, so they’re dead resistant against it.’

(Parent)

The use of non-police officer staff (mentors and ACE Support Workers) was a strategy used to help overcome this barrier.

- The **perceived negative financial repercussions** for some individuals, of moving from gang-related offending and associated crime to legitimate employment.

‘It’s a programme where it won’t work if they [the programme participant] don’t want to do it [...] Often there is a financial deficit between them gaining some employment legitimately or doing what they’re doing and they have to be ready for that. If they’re not ready and if they’re not fully engaged in changing, then there can be some to-ing and fro-ing in and out of the programme.’

(Operational staff)

- **An individual’s personal circumstances.** For example, they may come from a family with an offending background or they may not be used to having a consistent authority figure in their life. A Navigator explained how they tried to overcome this challenge by encouraging the person to consider the different choices available to them.

‘You’re always going to have challenges with the people that we’re working with because they haven’t ever had the consistency with anyone [...] but it’s how we deal with them and the choices that they make. We try and explain that the choices that they’re making aren’t correct for them, and then explain why and try and get them to think about a different choice.’

(Operational staff)

- **Lack of negative consequences for some people if they did not engage.** There was recognition among support providers that CIRV was not a statutory service, and so therefore there were not necessarily any consequences for those individuals who did not want to engage, apart from being potentially disrupted by the police.

‘I’ve seen young people who won’t engage full stop. I’ve seen people that want to engage and have decided enough is enough and I want to try something new. There’ve been some success stories and I’ve also seen some people get involved and say,

‘Not for me’ and they go back to their old lifestyle [...] with CIRV there’s not necessarily a consequence to a young person other than being disrupted by the police.’

(Support provider)

However, once engaged, individuals may face **challenges continuing this engagement**. Challenges reported by staff, programme participants and parents included:

- **An individual’s circumstances.** There was recognition among strategic staff that the complexity of an individual’s circumstances could mean they did not necessarily disengage out of choice. For example, they may become homeless (an area that CIRV helps to address), or the behavioural change required may be too extensive.

‘They [the young people] are often in very complex situations anyway so it’s whether we [CIRV] can make enough progress in enough time to keep them on board [...] They may be becoming homeless because of their parents’ actions, all those kinds of things. Often there are quite engrained issues that do take time and requires them to stay engaged. So, we [CIRV] do our best but sometimes that’s [not] enough. They may choose to become disengaged or disengage because of other issues that are going on.’

(Strategic staff)

- **Limited access to the full range of support.** Accessing the full range of support services could also be challenging for some programme participants, especially where funding or specific qualifications were required. One support provider described how it had been challenging to secure funding for a particular vulnerable young person to attend their service. In this instance CIRV had supported the young person by providing the funds, because they were vulnerable and motivated to engage. However, this was not a sustainable approach for all young people with challenging circumstances. A support provider also described how certain qualifications were needed for some of the traineeships available through CIRV, and programme participants could find not

getting a place because of this demotivating. On such occasions the support provider described how they would work with the programme participant to see how they could still follow their chosen career path by using a different route in.

- **A lack of consistent communication from the CIRV team** with programme participants, both initially and during ongoing engagement. It was felt that this may have been partly explained by CIRV team members taking leave or their heavy caseload. One parent described how the lack of ongoing contact with the Navigator and inability to assist in accessing services had made them reluctant to continue their child's engagement with CIRV – they had lost trust in them and what the programme could deliver.

‘They came out and told me a bit about them, disappeared [...] I didn't have any support from them. I kept trying to ring them [...] I emailed them and I texted them and no one got back. [...] Then they contacted me again. I explained to them [...], “I let you into my home. My child doesn't trust hardly anyone as it is. You spoke to [child] and told [them] you were coming back. You've never come back.” So, I was a bit hesitant to let them back in.’

(Parent)

In addition, one programme participant described the importance of feeling that they were continually moving forwards in a positive direction with both the CIRV team and other members of their support network.

‘It's like they're [...] slacking and I can't stand things like that. If we're moving forward then we're marching. It's like a gang, isn't it? I look at them as part of my gang. [...] I've got a strong support network. Now, if one slacks or there's a gap then there's a break and then we're going to have problems. [...] If one part of the team falls, the other ones are picking up the slack and it doesn't work very well.’

(Programme participant)

- **The impact parents/carers may have on programme participants' engagement.** Staff and parent participants highlighted the importance of extending the offer of support to programme participants' parents. As described

in section 5.2.2.4, CIRV extends its support to parents through a WhatsApp group and CIRV's life coaches also work with programme participants' wider family networks. Other types of support that may be helpful included bespoke parent/carer training programmes from CIRV or partners around communication skills and identifying the signs that their children may be at risk of being drawn into criminality again. A parent also described how they would have found a support group useful as they had felt lonely and isolated.

5.3.2. Impacts on staff

Two key impacts on police staff and delivery partners were reported:

1. **An increased awareness of young people's vulnerabilities and the challenges they face.** Although noted as a prerequisite for working with CIRV, one view was that this was felt to have further shifted staff engagement and language from a punitive to a more supportive approach.

'They change how they speak to them. They don't say nasty words, they say, "Oh, how are you today? Oh, are you okay?" and that kind of stuff. Just morals and respect, it all changes.'

(Support provider)

This change was felt to be reflected more widely across the police force, evidenced by the volume of referrals from police officers. As found by the quantitative analysis, referrals from the police accounted for just over half (52%) of the overall referrals into the programme (see Table 5-3).

2. **A positive impact on their role, including improved job satisfaction, skillset and decision-making skills** because of CIRV's person-centric delivery model. Operational and strategic staff described how the CIRV team were 'empowered' to be creative and use their innate skills to engage and support programme participants, which differed from other police approaches.

'We are asked to make decisions that you wouldn't ordinarily be asked to make as a police officer. So, I think it's sharpened them up and it's improved them.'

(Operational staff)

In addition, the CIRV team generally felt that they worked well together, which was felt to limit stress and have a positive impact on staff wellbeing.

There was some concern that programme delivery would become ‘overwhelming’ and capacity among partner agencies appeared to be similarly stretched at times. One operational member of staff described how they hoped this was being looked at by the management team to ensure ongoing optimal delivery. However, a strategic member of staff said the CIRV programme had been set up to manage large demand and that there was no concern around the current team’s workload.

5.3.3. Wider perceived impacts

The CIRV team and partners described what they considered to be the wider impacts of the programme. Without CIRV, it was felt that gang violence and associated crime would have increased, especially given the current wider funding constraints across the police force for preventative services.

‘I think a lot of young people would have gone under the radar. I think the drugs and gang issues would have got a lot worse and that is as well because of the Northamptonshire funding issues and the people who used to do the preventative work have been taken away [...] I think more young people would be at risk of harm [...] if CIRV wasn’t here.’

(Support provider)

Given these funding constraints, the delivery of CIRV was felt to be an effective use of resource because it saved time and investment across partner agencies in the long term.

‘The cost to society of violent crime is enormous [...] When you look at issues where young people are injured in stabbings, they end up in hospital, you’ve got hospital costs, police costs, court – everything. It’s enormous [...] Councils, police, everybody is under pressure to make cost cuts, [...] this is a way of making a difference in society, which is making it safer but it’s also saving a lot of work as well – and a lot of money for the organisations.’

(Strategic staff)

In addition, the disruption pathway had led to arrests being made and increased police intelligence on 'disruption targets', meaning CIRV may have also played a role in improving community safety. A strategic staff member reported how CIRV's four Disruption Officers submitted a significant amount of intelligence of which the majority had contributed to three of the force's priority areas (serious and organised crime, child abuse and exploitation, and knife crime)⁵². Contact between operational staff and young people meant that they also generated intelligence and information that would not have been known otherwise, including information around safeguarding people other than the programme participants and submitting Public Protection Notices⁵³.

'We don't just safeguard them [programme participants], we also safeguard other people involved, because as police, we're allowed into their lives a lot more than they would normally allow, so we get to see a lot more information than we would normally.'

(Operational staff)

The CIRV team worked closely with a range of partner agencies and support services. One view among support providers was that partners had already been working well together before CIRV was launched. However, the accounts from strategic and operational staff and support providers also demonstrated how CIRV had helped to bring the different diversion pathways together to provide a coordinated response, and to develop and improve partner relationships.

'Yes, it's a partnership that works both ways. [...] If I have a concern [about a person], I will refer in to CIRV and if CIRV have a concern about a [person], they will refer them in to me to see how we can work together to do the best for that [person].'

(Support provider)

⁵² The four CIRV Disruption Officers submit one in every 100 intelligence logs for the Northamptonshire police force (there are 1,400 officers in the force).

⁵³ From October 2019 to February 2020 (the fieldwork period for this evaluation), the CIRV team entered 1.14% to 1.25% of the total Public Protection Notices about child or adult concern for the force each month.

Partnership working has also been further supported by the CIRV team being co-located with most of the support providers that are funded by CIRV, such as the employment advisors.

Lastly, the CIRV team worked to create a brand that was well-known across the county. This meant that CIRV was visible to gang members and they could see that the police were actively addressing gang violence and associated crime.

‘CIRV has also given us the opportunity to show that we’re taking this seriously. People know it’s out there. We’ve invested so much time and effort in the brand and getting it out there that most of the gang members out there, they know what CIRV is.’

(Strategic staff)

5.4. Sustainability and cost

To assess the sustainability of the programme, cost data was collected from the intervention. The full cost breakdown, by category, is presented in Table 5-14. As discussed in section 4.3.3.2, costs are presented as a three-year average to account for the higher costs associated with set-up and initial roll-out, which tend to be higher than typical running costs for established interventions.

Table 5-14 Costs of the CIRV programme

Cost type	Average cost per year (over three years)
‘One-off’ implementation costs	£5,000
Staff time costs	£640,000
Marginal financial costs	£60,000
Any other variable costs	£15,000
Total	£720,000

Source: Pro-forma

Based on the number of individuals assigned a Navigator or otherwise

supported through the intervention (n=605), the estimated ‘per-participant’ cost is £1,190.

There were relatively few costs associated with set-up. These costs consisted of set-up of the CIRV website and one-off purchases of equipment. Marginal financial costs, including some equipment, such as the GPS tags, incurred an annual cost.

Almost all costs associated with running CIRV were staff costs. This included 16 strategic and operational staff within the police force: the intervention lead and deputy lead, a sergeant, four Disruption Officers, seven Navigators and two administrators. Most of these staff worked full time. In addition to operational staff, the programme also funded external support staff. This includes two careers advisors, one employment support worker, two peer mentors/ex-gang members, three ACE Support Workers and two life coaches. Any other variable costs included ongoing costs such as materials, purchase cards, printing and running the call-in event.

As discussed throughout the report, CIRV relies heavily on partner organisations providing services to help the cohort it engages with. Some single-agency support was funded directly by CIRV, however other support was not. For example, the CIRV team are based in facilities provided to them at no cost by a local company, Goodwill Solutions.

‘It’s a concept which works within the existing organisations and sectors which are already there [...] If it’s funded and people who work in the project are already working for the police, working for the council, working for housing, then they’re already there. They’re just accessing their own systems, [...] their own support mechanisms.’

(Strategic staff)

Maintaining good relationships with partners was therefore a vital part of the programme’s sustainability. These services were not included in the cost estimate provided here, unless funded directly by CIRV themselves. CIRV therefore supported local agencies that would not have had funding or had difficulties maintaining referrals (beyond the statutory support they provided).

Another challenge for CIRV's sustainability is the difficulty in understanding the intensity and duration of support required for each individual and the impact this has on individuals' outcomes. As illustrated in Figure 5-5, the length and frequency of engagement varies substantially from one individual to the next.

6. Discussion

This section explores the implications and key learning arising from the evaluation to inform the ongoing delivery of CIRV across Northamptonshire. The findings also provide an evidence base to draw on when considering setting up an approach like CIRV in other locations.

6.1. Key implications from the process evaluation

6.1.1. Key benefits

All police and staff participant groups interviewed were positive about the perceived impacts of CIRV on programme participants to date, as well as the programme's potential to move them away from gang violence and associated crime. Reported key benefits of the programme included:

1. **Consistent engagement, open discussion and trust developed** between the CIRV staff, partner agencies and programme participants. Staff reported how a programme participant's contact with CIRV may be the first time they had a trusted adult in their life that they could speak with, or the first time someone had spoken to them about gang involvement without criminalising them.
2. **Composition of the team.** The CIRV team comprises both police and non-police staff including mentors/ex-gang members who may have had similar experiences to programme participants. These ex-gang members could be positive role models, developing trust and encouraging programme participants to engage. The Navigators also used strategies to ensure that information was shared quickly and effectively with partners and that the programme participant received the support they needed.
3. **Focus on addressing the underlying causes of an individual's behaviour** for those that engage with the programme rather than adopting a more punitive approach. CIRV's approach concentrates on addressing the 'root causes' of a person's behaviour alongside targeting individuals before they commit a crime.
4. **CIRV works as a package of support**, with the Navigators taking ownership of the case. This helps to ensure all the partners supporting the programme participant are working together to provide the best outcomes for them.

5. **Responsive and non-prescriptive approach.** CIRV aims to deliver the support a person requires quickly, and for as long as necessary, which is partly determined by progress made on the Outcomes Star tools. The absence of prescriptive thresholds and fixed guidelines around allocation to CIRV and delivery also meant that individuals across the spectrum of risk could potentially benefit from its bespoke package of support. In addition, this meant that the strategic team could continually review their approach and use learning points to help shape ongoing delivery.

6.1.2. Key barriers and challenges

Staff also reflected on challenges to delivery. These included:

1. A need to **review and improve communication across the CIRV team.**
Conveying information about changes to the programme could be hard to communicate in emails, and team-wide meetings were difficult to convene. As described in section 5.1.5.3, the CIRV team have developed a user manual that is intended to give an up-to-date overview of the programme. However, setting up in-house learning sessions would provide the whole team with opportunity to reflect on delivery so far.
2. **Concern for programme demand and capacity to deliver**, which meant that an operational staff view was that programme delivery may become 'overwhelming' and risked not achieving successful outcomes for programme participants. There was also recognition among the CIRV team that sustainability was very much dependent on the quality of the team in place. There was also evidence of partner agency capacity being similarly stretched when, for example, there was a lack of continued contact between a support provider and programme participant, or when a lack of funding had a bearing on whether a programme participant could access the support they required.

6.2. Key implications from the quantitative evaluation

From February to December 2019, 846 referrals were made to CIRV. The number of referrals was relatively steady, at around 15 per week.

1. Two-fifths (37%) of referrals came from the police force, with a further 15% of referrals sourced from proactive searches of Public Protection Notices.

2. A quarter (25%) of referrals came from education institutions.
3. Referrals from the police and children's care services were more likely to be accepted than referrals from other organisations. This may reflect a better understanding of the suitability of individuals for the CIRV programme. CIRV also has access to more information and can identify higher risk cases (through police systems and intelligence) relative to other referral organisations.

Three in 10 (29%) individuals referred to the programme were assigned a Navigator. The paper survey conducted with participants assigned to a Navigator had a low response rate (estimated at 17% and 9% for Waves 1 and 2 respectively) and small sample size. The results indicate that the sample of programme participants had a range of socio-emotional, attitudinal and behavioural issues such as difficulties with their conduct, tolerance for criminal activity and potential identification with criminals. Programme participants also had expressed difficulty in their relationships with friends and family.

Young Person's Star data suggested that programme participants under 18 had difficulty making life choices and issues with antisocial behaviour at baseline. There was indicative evidence suggesting that CIRV participants experienced positive changes to their circumstances and improved their behaviour during their engagement. Typically, these changes were observed three to four months after the initial Young Person's Star was recorded.

- Overall Young Person's Star scores improved by approximately four points on average among under 18s engaged with CIRV.
- Overall Justice Star scores improved by approximately 19 points on average among adults engaged with CIRV.
- Programme participants experienced most change in the areas where they reported most difficulties. This is to be expected as the Outcomes Star tools were used to identify which areas individuals needed the most support. For example, choices and behaviour for young people, and accommodation for adults.

Changes in Young Person's Star and Justice Star scores may partially reflect that engagement ending was informed by changes in Outcomes Stars, though follow-up assessment is only an end line measure for individuals who have finished their engagement (when the participants' needs had been met). A limitation of the

Outcomes Star data is that it was only available for 122 of the 249 participants assigned to a Navigator. Missing data could be attributed to assessments not taking place or individuals not engaging with the intervention.

In total, 75 individuals had completed their engagement with CIRV at the time of the evaluation. One-third (32%) left with a confirmed positive outcome, such as being in ETE. A further three in 10 (31%) left the programme as they were no longer engaging but were no longer felt to present a substantive risk. Just over one in 10 (13%) of individuals left the cohort because of lack of engagement (or obtaining 'three strikes').

6.3. Key learning for CIRV delivery and wider roll-out

CIRV had the full support of strategic and operational staff and it was felt to address a gap in service provision across Northamptonshire around gang violence and associated crime, including the need for early intervention. Specific key learning is discussed below.

- 1. Proactive rather than reactive policing.** CIRV adopted a problem-solving proactive approach to policing by using early intervention to target people who may be at risk of becoming involved in gang-related crime and changing the direction of their lives, as well as targeting disengaged individuals with enforcement activity. This was felt to be an effective strategy rather than relying on the more traditional reactionary approach of arresting someone once a crime has been committed.
- 2. The need for strategic oversight and a committed team.** The operational team felt supported by the supervision and support in place. The value of having different staff strengths across the CIRV team, alongside a shared understanding and belief in the programme's aims and ethos, was felt to facilitate close working relationships. It was also important that staff felt comfortable working within the flexible approach of CIRV as guided by the 'golden rules'. It will be important to consider the transfer of staff expertise resulting from staff turnover across key strategic or operational staff roles. Consideration also needs to be given to how existing learning around implementation and delivery can be systematically recorded, such as keeping a 'lessons learned' log.

3. **Stakeholder engagement.** The programme relies on being able to work closely with a broad range of partners who have a shared understanding of its aims to deliver its 'person-centric' approach. It will be important to maintain positive working relationships with wider partners and to continually consider any additional agencies that could come on board to offer a wider range of support and opportunities.
4. **Having supportive infrastructure and systems in place.** The CIRV team currently use a non-police building at no cost, which is easily accessible by non-police partners and programme participants. They also use a centralised IT system, which means that all the information about a case is easily accessible across the CIRV team as well as providing an audit trail of actions.
5. **Sufficient and well managed sources of funding.** There are some concerns about long-term sustainability. The management team have developed plans for funding the third year of delivery, which includes being less reliant on government funding by drawing on a separate funding stream so that larger businesses can invest in CIRV.
6. **Replicability.** Other police forces are currently considering setting up the programme. For CIRV to be successfully set up and delivered in any area, strategic staff felt it needed to be transferred as a 'complete package'. Strategic staff described how the CIRV model had been successfully adapted for delivery given the area's local context and type of gang activity, however the balance between retaining the programme's core model and principles alongside adapting its delivery for the local context is a key consideration for further roll-out. It will be important to maintain a core set of materials that document its key features and share key learning. However, given the programme's bespoke nature (guided by the three golden rules, which were developed specifically for CIRV delivery in Northamptonshire), the team need to consider the best way this can be captured and shared. In addition, the need to have a committed strategic and operational team in place may also raise challenges for transferability.
7. **Raising awareness about CIRV and working with other groups.** Increased awareness about CIRV in general and with specific groups, such as parents, was important so that they understood the programme's supportive and non-judgemental approach. Staff and parent participants also suggested it was

important to consider how parents of young people could be better supported while their children went through the CIRV programme. For example, by offering support to parents through bespoke training programmes around communication skills and around identifying the signs that their child/children may be at risk of being drawn into criminality again, or support for those that feel lonely and isolated.

6.4. Methodological challenges

Careful consideration of the limitations and their potential impact on how the research findings are interpreted is a marker of high-quality research. The limitations of this evaluation were set out in section 4.4 and further discussion of their implications in interpreting the findings are described below.

The findings may not fully capture programme participants' views and experiences, as some participants' accounts suggested that those who had moved away from being at risk of/involved in gang violence and associated crime were more likely to take part. The research was also less able to draw on observation data to understand the interactions between the Navigators and programme participants, as programme participants were reluctant to take part in the evaluation in this way.

The quantitative strand of the evaluation faced several limitations. The CIRV leads perceived the intelligence and data on gang membership in Northamptonshire to be of poor quality prior to CIRV's implementation. Consequently, no counterfactual analysis could be conducted.

Further, data was supplied to NatCen in multiple files, and due to a lack of common identifiers, and differences in coverage between datasets, data linkage was not possible for several datasets. There is also a substantial risk of bias with many of the estimates presented in the report, due to missing data and low sample sizes, alongside the low response rates to the paper surveys. With sufficient lead-in time, future research could use a different survey mode, contacting individuals directly – for example through a web survey, though this may also suffer from low response. Future research should also consider the use of alternative instruments to measure change in the target population.

7. Conclusions

CIRV targets young people and adults at risk or involved in gangs and associated crime. The intervention supports young people and young adults to improve their circumstances and helps to address their criminogenic and support needs, or uses targeted enforcement activity to disrupt gang members who are unwilling to stop being involved in crime. This research provides evidence on the mechanisms underpinning the intervention, including programme participant identification and selection, Navigator engagement or disruption enforcement pathways. It also provides indicative evidence of positive impact on programme participants, in helping them to move away from being at risk or involved in gangs and associated crime.

The CIRV cohort consists of a range of individuals, each with their own needs and vulnerabilities, and whom may have had limited opportunity to make positive life choices. Through consistent and bespoke engagement and support, Navigators aim to help young people improve their situation and change their attitudes.

Despite targeting a challenging group of young people and adults, the programme was felt to achieve successes. CIRV staff perceived the programme to do well at identifying the young people and adults who would benefit from the support offered and making a difference in their lives, including increased awareness of the consequences of gang crime and increased interest in ETE and alternative choices, as outlined in the programme's logic model. This was supported by indicative evidence of change observed through the Young Person's and Justice Star data. However, this is to be expected as the tool was used to target support to match participants' needs. Among under 18s, these findings suggested improvements in attitudes and behaviour, particularly around their conduct and relationships. Adults who completed a Justice Star reported positive changes in a range of areas, but were more likely to report a reduction in involvement in crime and using their time positively after engaging with the programme. Less positive experiences of delivery were underpinned by a lack of consistent engagement between the programme participant and Navigator, and where CIRV had not met an individual's expectations of being able to provide access to support or wider services. Overall, CIRV has facilitated cooperation and partnership among local agencies, in line with this outcome in the programme's logic model.

A key challenge for CIRV is its sustainability. The person-centric approach at the heart of the programme makes resource planning challenging as the level of support required for each participant is dependent on individual circumstances and needs. There were some concerns among staff about programme sustainability and that the number of referrals might become 'overwhelming'. In addition to the number of incoming referrals, anticipating the length of time an individual may be engaged with the programme or how much resource they may require was difficult.

CIRV is also heavily reliant on the services delivered by partner organisations. This presents both opportunities and challenges. The wide range of organisations affiliated with CIRV ensures that Navigators can provide individuals with support tailored to their individual needs. However, programme participants may also face challenges accessing this full package of support, if it requires additional funding for example. In contrast, a strategic stakeholder's view was that as CIRV's wider support provision came from multiple funding streams the model was more stable than those with a single funding stream.

Replicability is a further challenge for programme roll-out elsewhere. Identifying, recruiting and sustaining both core staff and relationships with partner organisations with the desire and capacity to support young people and adults in the community is essential for CIRV's success. To do this successfully, the programme needs a strong presence and brand, and strong commitment from both newly recruited staff, and from partner organisations.

The Northamptonshire Local Authority is subject to acute funding pressures and CIRV fills a gap in proactive, preventive services. In addition, the context of the local area and type of gang violence and associated crime may affect how the programme operates and the type of support it provides. Consequently, while the premise of the intervention is the same irrespective of where it is delivered, the challenges faced for successful implementation may differ from one area to the next.

One of the programme's perceived benefits and underpinning factors for positive outcomes in Northamptonshire is its adaptable and bespoke nature, guided by its 'golden rules', including the primary rule of whether the decision or action 'feels right' in relation to helping the programme participant to achieve a positive outcome. The golden rules were developed by the CIRV leadership team to guide delivery staff in

using a person-centric approach, and to help ensure that their decision-making would stand up to public scrutiny. The leadership team are also not afraid of changing or adapting their approach if there is evidence that something is not working or could be done more effectively, for example by actively seeking feedback after the first call-in event. The adaptability of the intervention may help it overcome the differences of implementation in different local contexts.

Further research is needed to provide stronger evidence about the causal impact of CIRV, particularly against its longer-term objectives of reducing involvement in gang violence and associated crime. If data quality improves, both in Northamptonshire and nationally, through consistent and sustained improvement in intelligence, a counterfactual evaluation of the intervention may be feasible in the future. CIRV is expanding, with new police forces setting up CIRV in their areas. As new iterations of the programme develop, further opportunities to assess the intervention's effectiveness may present themselves.

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9. Appendix A: CIRV background documents

This appendix includes additional information about CIRV. It includes the Signs of Gang Involvement Screening Tool developed by Northamptonshire County Council, the job descriptions for the Disruption Officer and Navigator roles and the Disruption Action Plan.

9.1. Signs of Gang Involvement Screening Tool

Signs of Gang Involvement Screening Tool	
Strong signs/indicators of possible gang involvement	Comments
1. Possession with intent to supply Class A drugs	
2. Possession with intent to supply Cannabis	
3. Unexplained physical injuries and/or refusal to seek/receive medical treatment.	
4. Associating with pro-criminal peers who are involved in gang activity	
5. Started adopting certain codes of group behaviour (e.g. ways of talking and hand signs)	
6. Refuses/scared to enter certain geographical areas	
7. Expressing aggressive or intimidating views towards other groups of young people, some of whom may have been friends in the past	
8. Multiple mobiles/changing phones frequently	
Moderate signs/indicators of possible gang involvement	Comments
1. Sudden change in appearance	

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2. New nickname	
3. Using new/unknown slang words	
4. Increase in aggressive behaviour/use of intimidation or threats	
5. Unexplained money or possessions	
6. Seems withdrawn/emotionally 'switched off' – from family	
7. Interest in music which glorifies weapons/gang culture	
8. Changed friendship groups and no contact with old friends	
9. Stays out unusually late without reason or consistently breaking parental rules	
10. Robbery offences – used as test of loyalty/initiation	
11. Concerned by the presence of unknown youths in their neighbourhoods	
12. Loss of interest in school, decline in attendance or achievement	
13. Possession of knife or other weapon – to protect/threaten	
14. Constantly talking about someone who seems to have a lot of influence over them	
15. Dropped out of positive activities	
16. Increased episodes of going missing and/or absconding	

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17. Drug misuse – to encourage selling to users	
18. Increased use of social networking sites	
19. Starting to adopt codes of group behaviour e.g. ways of talking and hand signs	

	Risk levels – Please use the below as a guide exercising your professional judgement as necessary.	Comments
	<p>Low risk</p> <p>A child or young person who is at low risk of being involved in a gang/gang activity (None of the strong signs are present less than 5 of the moderate signs are present. There are few risk factors present).</p>	
	<p>Medium risk</p> <p>A child or young person who is likely to be linked to others known to be involved in gang activity and is at risk of being drawn into the behaviours.</p> <p>(1-3 of the strong signs and some moderate signs are present. There are a number of risk factors present).</p>	

	<p>High risk</p> <p>A child or young person who is likely to be involved with a gang and the behaviour could already be entrenched. A level of control/coercion will be present and a change of lifestyle could be difficult</p> <p>(More than 3 of the strong signs and more than 5 of the moderate signs are present. A high number of risk factors are also present.)</p>	
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Additional comments

9.2. Job descriptions for the Navigator and Disruption Officer roles

Job description for the Navigator Officer

ROLE: Gangs and prolific offender navigator

RANK: Constable

DUTY BASE: Kettering PIC/Goodwill Solutions

SUPERVISION & CONTROL: Team Manager, AIM Team.

MINIMUM TENURE PERIOD: 24 Months

PURPOSE OF ROLE: The AIM team officers (Navigators) work with ex-offenders and gang members including those at risk of getting involved in gangs to support their desistance from crime, thereby reducing offending and protecting the people of Northamptonshire from harm.

MAIN RESPONSIBILITIES:

1. To build strong relationships with individuals who wish to move away from previous offending lifestyles by being clear, consistent, honest, supportive, and fair. To support those who genuinely wish to stop offending by addressing each individuals offending nationally recognised pathways and personal vulnerabilities and guiding them around the obstacles they face.
2. To actively encourage people to achieve the benefits a crime-free life can bring to them (and those around them) and assist them to maintain this.
3. The navigator will explain the choices that each offender has and enable the offender to make their own choices towards the destination that the ex-offender identifies.
4. To use innate empathy, compassion understanding and the officers own experience to influence offender behaviour
5. To promote and support ex-offender desistance

6. To work within the AIM boundaries to support those who are committed to desistance and where required disrupt those who will not engage or who continue to offend or break the rules of the program.
7. Be prepared to go the extra mile to support the ex-offenders desistance from crime
8. Navigators will take personal ownership for the management of each of their ex offenders and this will include the management of their risk, and the timeliness of moving that person to the disruption side of the business if necessary or into employment
9. Represent Northamptonshire Police at relevant multi-agency forums.
 - a. Navigators will share information with other departments/agencies, and will action nominations from tasking, reporting back to the same within specified timescales.
10. To act as a role model for the ex-offenders you manage
11. To have a detailed knowledge of the interventions AIM have and proactively use them to assist with managing ex-offender behaviour
12. To gather and submit intelligence on the cohort members
13. Engage with other agencies to comply with strategies and protocols, to exchange information, help secure accommodation, employment and any other identified needs for the client.
14. To undertake night-time economy duties in line with the needs of the organisation.
15. To be willing and able to undertake proactive duties as and when required

NOTE: The job description reflects the major tasks to be carried out by the post holder and identifies a level of responsibility at which the post holder will be required to work. In the interests of effective working any major tasks may be reviewed from time to time to reflect the changing needs and circumstances. Such reviews and other consequential changes will be carried out in consultation with the post holder. The post holder will also be required to carry out such other duties, as may be within the general scope of the post.

PERSON SPECIFICATION**Navigator – AIM Team****ESSENTIAL CRITERIA:**

1. To have exceptional problem solving skills
2. A good understanding of Integrated Offender Management
3. To be an excellent communicator and have excellent interpersonal skills
4. To be able to work independently with a minimum of supervision
5. Be able to work a shift pattern of days and nights including weekend work (1 weekend in 4)
6. A sound understanding of Northamptonshire Police priorities in relation to keeping people safe from harm
7. Have a full driving licence.
8. Be prepared to offer a minimum of two years in the role.
9. Candidates must be able to demonstrate a level of awareness of equality and diversity issues appropriate to this role.
10. Able to form and maintain good relationships with offenders, colleagues and partner agencies
11. A good understanding of gangs
12. A good understanding of early intervention
13. To be open minded to alternative and radically different approaches to reduce crime and harm
14. A non-judgemental attitude or behaviour
15. Be highly committed and motivated to the role

DESIRABLE CRITERIA:

1. Have a good understanding of the working practices of the Police Service, National Probation Service, Her Majesty's Prison Service, Northamptonshire support service.
2. To possess good Information Technology skills.
3. Experience of working with various agencies in a partnership arena.

4. Experience of work with gangs and or early intervention
5. Experience of proactive policing

Job description for the Disruption Officer (also referred to as an Enforcement Officer)

ROLE:	AIM Enforcement officer
RANK:	Constable
DUTY BASE:	Goodwill Solutions, Northampton or Kettering PIC
SUPERVISION & CONTROL:	Team Manager, AIM Team.
TENURE PERIOD:	24 months

PURPOSE OF ROLE:

The AIM team work with ex-offenders to support their desistance from crime, thereby reducing offending and protecting the people of Northamptonshire from harm.

The AIM team enforcement officers role in this is to proactively target those offenders who make the choice to continue offending thereby disrupting their offending activity and encouraging them towards rehabilitation. The role will also include the gathering of intelligence on gangs members and the disruption of gangs.

MAIN RESPONSIBILITIES:

1. To expeditiously and robustly carry out all reasonable enquiries to arrest/disrupt those individuals who are in the AIM disruption pathway
2. Ensure that when a warrant has been issued in respect of a Prison Licence Revocation, that this warrant is executed as soon as is practicable
3. Represent Northamptonshire Police at relevant multi-agency forums and share information with other departments/agencies, including relevant enforcement agencies
4. Advise relevant persons and agencies of the offender's activities, making their chosen offending lifestyle less favourable and so further disrupting them and encouraging towards rehabilitation
5. Gather and submit intelligence and safeguarding reports

6. Action referrals from tasking, reporting back to the same within specified timescales.
7. Enforcement officers will take personal ownership for the management of each of their allocated offenders and this will include the management of their risk and timeliness of moving that person to consideration for more intensive disruption as necessary
8. To promote the opportunities and benefits of working with the AIM navigators, assessing the appropriate time to re offer the choice to desist from crime and choose to rehabilitate
9. To work under the CIRV gang principles to engage and disrupt gang members where directed

NOTE: The job description reflects the major tasks to be carried out by the post holder and identifies a level of responsibility at which the post holder will be required to work. In the interests of effective working any major tasks may be reviewed from time to time to reflect the changing needs and circumstances. Such reviews and other consequential changes will be carried out in consultation with the post holder. The post holder will also be required to carry out such other duties, as may be within the general scope of the post.

PERSON SPECIFICATION

Enforcement officer, AIM Team

ESSENTIAL CRITERIA:

1. A good understanding of Integrated Offender Management
2. To be able to work independently with a minimum of supervision generating your own work
3. Be able to work a shift pattern of days and lates including weekend work (1 weekend in 4)
4. A sound understanding of Northamptonshire Police priorities in relation to keeping people safe from harm
5. Have a full driving licence
6. Be prepared to offer a minimum of two years in the role.

7. Candidates must be able to demonstrate a level of awareness of equality and diversity issues appropriate to this role.
8. Extensive experience of effective proactive policing
9. To be open minded to alternative and radically different approaches to reduce crime and harm
10. Be highly committed and motivated to the role
11. To be able to collaborate with others and work as part of a team

DESIRABLE CRITERIA:

1. To possess good Information Technology skills
2. Experience of working with various agencies in a partnership arena
3. Experience of working with gangs
4. Current SRP driving qualification
5. Current MOE qualification
6. Willing to be trained to carry Taser or already Taser trained

9.3. Disruption Action Plan



AIM DISRUPTION ACTION PLAN

Name: Click here to enter text.		Address: Click here to enter text.
Date of Birth: Click here to enter text.		
Disruption Officer: Click here to enter text.		Date Action Plan created: Click here to enter text.
Benefit Checks:	Housing benefit	<input type="checkbox"/>
	Universal credit	<input type="checkbox"/>
	ESA	<input type="checkbox"/>
	JSA	<input type="checkbox"/>
	Working Family Tax Credit	<input type="checkbox"/>
	Council tax	<input type="checkbox"/>
	Joint claims	<input checked="" type="checkbox"/>
Click here to enter text.		
Driving Licence:	Check driving licence	<input type="checkbox"/>
	Correct DOB given to DVLA	<input type="checkbox"/>
	#DL check if nominal has points	<input type="checkbox"/>
	Does insurance company Know	<input type="checkbox"/>
Click here to enter text.		
DVLA/Insurance companies:	Check what is disclosed on policy	<input type="checkbox"/>

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	Risk assessments can we check custody records – Have they disclosed drink/drugs	<input type="checkbox"/>
	If they have admitted Drugs should we let DVLA know?	<input type="checkbox"/>
Click here to enter text.		
Partnership working:		
Click here to enter text.		
Hire Vehicles:	Can we dispute with use of hire cars for OCGs?	<input type="checkbox"/>
	Make companies aware of using girlfriends/friends to hire cars	<input type="checkbox"/>
Click here to enter text.		
Criminality Notice:	Inform nominal via a criminality notice that we are aware they are engaged in criminal activity	<input type="checkbox"/>
Click here to enter text.		
Send Birthday/ Christmas cards:	Birthday card sent:	<input type="checkbox"/>
	Christmas card sent:	<input type="checkbox"/>
Click here to enter text.		
Days of Action:	Partner agency days	<input type="checkbox"/>
	MDA warrants	<input type="checkbox"/>
	Use of ANPR	<input type="checkbox"/>

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Click here to enter text.		
Prison licence/Bail conditions checks:	Liaise with probation confirm licence conditions. Can we breach them?	<input type="checkbox"/>
	Can we breach bail conditions?	<input type="checkbox"/>
	Carry out overnight address checks – to see if we can breach them for breach of bail.	<input type="checkbox"/>
Click here to enter text.		
Embassy checks	Are our OCG nominals planning to travel outside the country?	<input type="checkbox"/>
	Can we make embassy aware that holiday/travel would have been paid for by criminal money/money laundering.	<input type="checkbox"/>
Click here to enter text.		
Intell:	Can AIM work on any new intell that may stop an OCG taking place?	<input type="checkbox"/>
Click here to enter text.		
Court Reports:	Aim to produce court reports via the normal route	<input type="checkbox"/>
Click here to enter text.		
Cold Calling:	Cold call nominals address	<input type="checkbox"/>

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	Cold call girlfriend/Boyfriend address	<input type="checkbox"/>
Click here to enter text.		
NHS:	Can we take clients away from OCGs, work together with NHS to offer rehab	<input type="checkbox"/>
	Is it more cost effective for NHS/Police to place people into rehab, than commit crime or use NHS for treatment	<input type="checkbox"/>
Click here to enter text.		
Gang Injunctions:	Has this been looked into?	<input type="checkbox"/>
Click here to enter text.		
Liaise with Early Intervention:	Can they identify gang members?	<input type="checkbox"/>
Click here to enter text.		
Violent Offender Order:	Can we apply for a VOO on violence offences?	<input type="checkbox"/>
Click here to enter text.		

10. Appendix B: Qualitative fieldwork materials and data analysis

10.1. Topic guides

Tailored topic guides were used to ensure a consistent approach across all the interviews and between members of the research team. The guides were used flexibly to allow researchers to respond to the nature and content of each discussion, so the topics covered and their order varied between interviews. Researchers used open, non-leading questions, and answers were fully probed to elicit greater depth and detail where necessary.

The main headings and subheadings from the topic guides used for interviews with strategic and operational staff and support providers, and programme participants are provided below.

Staff interview topic guide

Introduction

- Introduce self and NatCen, and who is funding the evaluation (College of Policing)
- Introduce research, aims of evaluation and interview process
- Overview of topics to discuss
- Explain voluntary nature of interview
- Explain reporting process
- Length
- Permission to record interview
- Confidentiality, anonymity and potential caveats
- Disclosure
- Check if any questions before starting
- Consent

Background

- Participant role

- Brief overview of how participant became involved with CIRV
- Nature and profile of local area
- Crime types, especially among their target group
- Key priorities for crime reduction/offender management

Early understandings

- Early awareness and understanding of CIRV
- Initial/early views of CIRV

Set-up and implementation

- Role in set-up and implementation (for staff who were present at time of roll out)
- Their role/broader awareness of how CIRV was initially set-up
- Training and guidance offered/received
- Funding and resources available for CIRV
- Governance – overview of how CIRV is managed
- Partnership working
- Any other key facilitators/barriers to set-up

Delivery

- Referral pathway
- Panel meetings, pathway decision-making
- Initial engagement
- Ongoing engagement and support
 - Ongoing engagement between the person and navigation officers
 - Assessing ongoing support needs
 - What works well/less well; how barriers are overcome
 - Receiving bespoke support
 - Range of delivery partners involved (if not already covered)
 - Length of engagement/provision of support
- Mock court room

- Selection of individuals/experts to participate in the mock courtroom
 - Delivery of mock courtroom experience
- Infrastructure and operational issues

Perceived outcomes and impacts

- Key outcomes CIRV aims to achieve
- What constitutes a successful/unsuccessful outcome for
 - CIRV programme itself
 - Those taking part in CIRV
 - The CJS, including the police
 - Wider society, including victims and local communities
- Perceived impact of CIRV
 - On staff
 - Other CJS stakeholders
 - On people taking part in CIRV
- What part(s) of the intervention underpin impacts on people
- External factors underpinning impact
- Wider impacts
- Facilitators and barriers to achieving impact
- Alternatives and added value

Recommendations

- Reflections on whether/how CIRV is currently meeting expectations
- Is it targeting the right people
- Views on sustainability
- Lessons for implementing and delivering CIRV going forward
- Any suggestions for improvements

Next steps and close

- Final closing comments – anything else to raise

- Any questions?
- Thank participant and reaffirm confidentiality and anonymity, including any caveats

Programme participant topic guide

Introduction

- Introduce self and NatCen, and who is funding the evaluation (College of Policing)
- Introduce research, aims of evaluation and interview process
- Overview of topics we would like to discuss
- Explain voluntary nature of interview
- Reporting process and confidentiality
- Length
- Permission to record interview
- Disclosure
- Check if any questions before starting?
- Consent

Background

- Who they live with and where
- What they think of the local area (can frame as 'best and worst things')
- What they enjoy doing in their free time

Referral pathways

- How they were invited to participate in the CIRV programme
- Information provided to them about CIRV
- Their understanding of the reasons for their referral
- Involvement in similar programmes – what and why

Experience of delivery

- What factors informed their decision to engage with CIRV

- What activities did the participant engage with following the initial referral onto the programme
- Views on these activities (e.g. did they find them helpful/unhelpful)
- Who did they interact with during their engagement with the CIRV programme (note that participants may not necessarily be able to differentiate between them)
- Describe the quality of the interactions with those they engaged with (e.g. what they liked or did not like)
- Nature of the relationships of those they engaged with (e.g. perceiving them as a mentor, friend, the police, etc.)

Perceived impacts

- Impacts of CIRV on the individual
- Which element(s) of the intervention were perceived to lead to these impacts
- External factors underpinning impact
- Wider impacts

Recommendations

- Overall reflections on CIRV
- What works well/less well
- Comparison to other interventions/support (if applicable)
- What would it look like/how would it work in a perfect situation

Next steps and close

- Final closing comments – anything else to raise
- Any questions?
- Thank participant and reaffirm confidentiality and anonymity, including any caveats

10.2. Observation pro-forma

The headings from the pro-forma used to take notes of the call-event are provided below.

Role of speakers/staff present

- Roles of speakers/other staff present e.g. job or role, how this is introduced, whether there is anyone present in observational capacity, whose role is unclear.

Process observation

- Immediately before session e.g. when and how people arrive and are seated for the session, interactions with each other.
- During session e.g. what events occur, timing, order of events
- After session e.g. if there are additional activities after the courtroom, when people leave

Environment and setting

- General observations
- Environment, describe atmosphere, e.g. level of formality, nature of location, etc.
- Seating, describe or draw layout of session

Individuals' appearance and disposition

- Staff/speakers appearance
- Staff/speakers disposition
- CIRV potential recipient's appearance
- CIRV potential recipient's disposition e.g. whether they appear engaged, anxious

Nature of interactions

- Interactions among staff/speakers e.g. tone, framing or language used, whether the meeting is led by a particular person, if staff are privately discussing information amongst themselves, etc.
- Interactions between staff/speakers and potential CIRV recipient e.g. tone, framing or language used, duration, whether it is a back and forth conversation or just one person speaking, etc.

- Interactions among CIRV potential recipients e.g. whether they speak to each other, for how long, in what context, etc.

Content of discussion

- Discussion during self-referral session, content of speakers' speeches, language used.

10.3. Qualitative data analysis

With participants' permission, the interviews were recorded and transcribed verbatim. Where permission was not given, notes were taken instead. Interview data was managed and analysed using the Framework approach developed by NatCen (Ritchie et al., 2013). This matrix-based analytic method facilitates rigorous and transparent qualitative data management, with a thematic framework used to classify and organise data according to key themes, concepts and emergent categories.

11. Appendix C – Quantitative fieldwork materials and analysis

11.1. Wave 1 survey

Views and Attitudes Questionnaire

We would like you to answer some questions about yourself, your views and your feelings.

Your responses will be used to evaluate the services of Northamptonshire Police. This evaluation is being conducted by an independent organisation, called NatCen Social Research.

Your responses will be kept confidential and will not be seen by anyone else than the team at NatCen Social Research.

You do not have to complete the survey if you don't want to, and you can refuse to answer any questions you don't want to answer.

INSTRUCTIONS: Once you have completed the questionnaire, please place it in the envelope provided. Seal the envelope and hand it to your Navigators.

Age (please write down your age in years): _____

What is your gender? (Tick one box)

☐ Male ☐ Female ☐ Other

What is your ethnicity? (Tick one box)

- | | |
|---|---|
| <input type="checkbox"/> Asian – Indian | <input type="checkbox"/> Black Caribbean |
| <input type="checkbox"/> Asian – Pakistani | <input type="checkbox"/> Black African |
| <input type="checkbox"/> Asian – Bangladeshi | <input type="checkbox"/> Any other Black background |
| <input type="checkbox"/> Any other Asian background | |
|
 | |
| <input type="checkbox"/> White & Black Caribbean | <input type="checkbox"/> White British |
| <input type="checkbox"/> White & Black African | <input type="checkbox"/> White Irish |
| <input type="checkbox"/> White & Asian | <input type="checkbox"/> Any other white background |
| <input type="checkbox"/> Any other mixed background | |
|
 | |
| <input type="checkbox"/> Chinese | |
| <input type="checkbox"/> Other ethnic group | |

INSTRUCTIONS: For each statement, please tick the box for Not True, Somewhat True or Certainly True. **There are no right or wrong answers:** please answer all statements as best you can, even if you are not absolutely certain. Please give your answers based on how things have been for you over the last six months.

	Not true	Somewhat true	Certainly true
I try to be nice to other people. I care about their feelings	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I am restless, I find it hard to sit down for long	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

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I get a lot of headaches, stomach-aches or sickness	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I usually share with others, for example food or drink	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I get very angry and often lose my temper	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I would rather be alone than with other people	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I am generally willing to do what other people want	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I worry a lot	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I am helpful if someone is hurt, upset or feeling ill	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I am constantly fidgeting or squirming	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I have at least one good friend	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I fight a lot. I can make other people do what I want	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I am often unhappy, depressed or tearful	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other people generally like me	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I am easily distracted, I find it difficult to concentrate	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I am nervous in new situations. I easily lose confidence	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I am kind to children	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

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I am often accused of lying or cheating	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
Other people pick on me or bully me	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I often offer to help others (family members, friends, colleagues)	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I think before I do things	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I take things that are not mine from home, work or elsewhere	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I get along better with older people than with people of my own age	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I have many fears, I am easily scared	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
I finish the work I'm doing. My attention is good	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

INSTRUCTIONS: Read each statement carefully and decide how you feel about it. Tick Disagree, Undecided or Agree. **Remember, there are no right or wrong answers.**

SECTION 1	Disagree	Undecided	Agree
1. Most laws deserve our respect.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
2. It's our duty to obey all laws.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
3. Laws are usually bad.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
4. The law is broken at all levels.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

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5. You cannot respect the law because it's there only to help a small and selfish group of people.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
6. All laws should be obeyed just because they are laws.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
7. The law does not help the average person.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
8. The law is good.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
9. Law and justice are the same thing.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
10. The law controls most people for the few people in charge.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

SECTION 2**Disagree Undecided Agree**

11. Almost any jury can be persuaded.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
12. You cannot get justice in court.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
13. Lawyers are honest.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
14. The crown often produces unreliable witnesses.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
15. Judges are honest and kind.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
16. Court decisions are nearly always fair.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
17. Almost anything can be made to seem true in court if you have enough money.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
18. A judge is a good person.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

SECTION 3	Disagree	Undecided	Agree
19. The police are honest.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
20. A police officer is a friend to people in need.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
21. Life would be better with fewer police.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
22. The police should be paid more for their work.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
23. The police are as bad as the people they arrest.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
24. Society would be better off if there were more police.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
25. The police almost never help people.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

SECTION 4	Disagree	Undecided	Agree
26. Sometimes a person like me has to break the law to get ahead in life.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
27. Most successful people broke the law to get ahead in life.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
28. You should always obey the law, even if it keeps you from getting ahead in life.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
29. It's OK to break the law as long as you don't get caught.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
30. Most people would commit crimes if they wouldn't get caught.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

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31. There is never a good reason to break the law.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
32. A hungry person has the right to steal.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
33. It's OK to get around the law as long as you don't actually break it.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
34. You should only obey those laws that are reasonable.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
35. Working for a living is pointless if there's an easier way, even if it means breaking the law.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

SECTION 5**Disagree Undecided Agree**

36. People who have broken the law have the same sorts of ideas about life as me.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
37. I prefer to be with people who obey the law rather than people who break the law.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
38. I'm more like a professional criminal than the people who break the law now and then.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
39. People who have been in trouble with the law are more like me than people who don't have trouble with the law.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
40. I have very little in common with people who never break the law.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
41. No one who breaks the law can be my friend.	<input type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

11.2. Wave 2 survey

The Wave 2 survey had all the questions included in the Wave 1 survey. It also contained the following additional questions:

How long have you been taking part in CIRV? (Tick one box)

- ☐ Less than 1 month
- ☐ 1-2 months
- ☐ 2-3 months
- ☐ 3-4 months
- ☐ 4-5 months
- ☐ 5-6 months
- ☐ Longer than 6 months

How often do you meet with a CIRV team member? (Tick one box)

- ☐ More than once a week
- ☐ Roughly once a week
- ☐ Roughly once every two weeks
- ☐ Once a month
- ☐ Once every two months
- ☐ Less often than once every two months

How satisfied or dissatisfied are you with your experience of the CIRV programme? (Tick one box)

- ☐ Not at all satisfied
- ☐ Not very satisfied
- ☐ Neither satisfied nor dissatisfied
- ☐ Quite satisfied
- ☐ Very satisfied

To what extent was the support from the CIRV team suited to your situation and needs? (Tick one box)

- ☐ Very well suited
- ☐ Quite well suited
- ☐ Not well suited
- ☐ Not suited at all to my situation and needs

11.3. Categorisation of referring organisations

Table 11-1 Categorisation of referring organisations

Referrer category	Organisations
Police	Police Office of Police, Fire and Crime Commissioner (OPFCC)
Public Protection Notice	Public Protection Notice (PNN)
Education	Education School nursing
Safeguarding and Children Services	Children's Safeguarding and Care Planning Team Early Help Support Team Edge of Care Team Education Inclusion and Partnership Team First Response Team Looked After Children Team Multi-Agency Safeguarding Hub (MASH) Reducing Incidents of Sexual Exploitation (RISE) Advisory Centre for Education (ACE) Support Team Targeted Support Team Northamptonshire County Council Child Protection and Conference Chair

Referrer category	Organisations
Probation	Probation
Care and Placements	Leaving Care Team Adult Social Care Care home Youth Placement
Youth Offending Service	Youth Offending Service
Health Services	Northamptonshire Healthcare NHS Foundation Trust (NHFT) NHFT Early Intervention in Psychosis NFHT Health Visitor NHS Child and Adolescent Mental Health Services Northampton General Hospital
Guardian or self	Parent Self-referral
Charities and other services	Guiding Young Minds (GYM) HASBAG NGAGE Prospects Free2Talk Action for Children

11.4. Outcome by referral organisation

Referrer category	Outcome	Frequency (n)	Percent of referrals by referrer category (%)	Percent of all referrals (%)
Police	Not accepted	149	48	18
	Accepted	109	35	13
	Already in cohort	39	13	5
	New/open	12	4	1
Education	Not accepted	130	62	15
	Accepted	44	21	5
	Already in cohort	17	8	2
	New/open	20	10	2
PPN	Not accepted	75	58	9
	Accepted	27	21	3
	Already in cohort	21	16	2
	New/open	6	4	1
SGCS	Not accepted	44	46	5
	Accepted	29	31	3
	Already in cohort	13	14	2
	New/open	8	8	1

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Referrer category	Outcome	Frequency (n)	Percent of referrals by referrer category (%)	Percent of all referrals (%)
Probation	Not accepted	11	34	1
	Accepted	12	38	1
	Already in cohort	6	19	1
	New/open	3	9	0
Care and Placements	Not accepted	11	38	1
	Accepted	9	38	1
	Already in cohort	3	14	0
	New/open	2	10	0
Youth Offending Service	Not accepted	9	41	1
	Accepted	9	41	1
	Already in cohort	4	18	0
	New/open	0	0	0
Health services	Not accepted	8	80	1
	Accepted	1	10	0
	Already in cohort	1	10	0
	New/open	0	0	0

Referrer category	Outcome	Frequency (n)	Percent of referrals by referrer category (%)	Percent of all referrals (%)
Charities and other services	Not accepted	3	33	0
	Accepted	5	56	1
	Already in cohort	1	11	0
	New/open	0	0	0
Guardian or self	Not accepted	2	22	0
	Accepted	5	55	1
	Already in cohort	1	11	0
	New/open	1	11	0

About the College

We're the professional body for the police service in England and Wales.

Working together with everyone in policing, we share the skills and knowledge officers and staff need to prevent crime and keep people safe.

We set the standards in policing to build and preserve public trust and we help those in policing develop the expertise needed to meet the demands of today and prepare for the challenges of the future.

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