

Decision Note – [5046 Violence Reduction Navigator and Tailored Support Service]



REQUEST FOR DECISION BY THE STAFFORDSHIRE COMMISSIONER

	Policing:	Crime:	Fire & Rescue:
<p>This decision relates to:</p> <p>Provision of a Violence Reduction Navigator and Tailored Support Service</p>		X	

APPROVAL (for completion by Staffordshire Commissioner only)

Rationale for approval

This service will help deliver key priorities in my new Police and Crime Plan, and meet my statutory obligations to support victims and prevent crime.

STAFFORDSHIRE COMMISSIONER

Signature

Date 12.11.2024

Date decision required by: 7th November 2024 to enable standstill period and contract award.

If an urgent approval is required, please state reasons:

For completion by Staffordshire Commissioner’s Office only:-

Decision Number: SCP/D/202425/011

Date Received: 23 December 2024

	Yes	No
Has the required decision been considered under the guidance of the Staffordshire Commissioner’s Decision-Making Policy?	x	
Has the required decision been deemed to be a Key Decision as defined within the Staffordshire Commissioner’s Decision-Making Policy?	x	
Who is empowered to make the required decision? Staffordshire Commissioner		

Title	5046 Provision of a Violence Reduction Navigator and Tailored Support Service
Summary:	
<p>The Police and Crime Plan, 2021-2024, outlines a vision to prevent harm and protect people (particularly children and those that are vulnerable) by ensuring they are appropriately safeguarded and receive the help and support they need. Both supporting victims and preventing crime are statutory duties for the PFCC.</p> <p>The <u>Staffordshire and Stoke-on-Trent Violence Reduction Strategy (2024-2029)</u> (the Strategy) was formally launched in January 2024 and assists in delivering the Serious Violence Duty. It was extensively consulted upon and developed in conjunction with a wide range of partners including professionals, young people and carers. The Strategy, predicated on a public health approach, sets out an inclusive programme to reduce violence. It aims to address the poor health and inequalities which contribute to the exposure of children, young adults and vulnerable people to the criminal justice system, both as victims and offenders and outlines plans to deliver a Navigator Service.</p> <p>The current Navigator service is due to cease on 31st March 2025. The service supports those at risk of / affected by violence in health and custody settings; seeking opportunities to intervene, break the cycle of violence, engage people in services. Consultation and engagement took place with Stakeholders, the current service provider and the broader market to develop the service and its associated Service Specification.</p> <p>Following business case approval on Thursday 20th June 2024, a light-touch regime procurement process commenced, supported by Staffordshire Police Procurement Team.</p> <p>The tender process launched on 2nd July 2024 on the E-procurement In-Tend Portal, and closed on 6th August 2024. A panel consisting of two Staffordshire Commissioners Office colleagues and a Staffordshire and Stoke-on-Trent Integrated Care Board representative (Lead Safeguarding Nurse) was established to</p>	

undertake individual scoring and moderation of the submissions (9th August to 3rd October 2024). The written submissions were supported by the undertaking of provider presentations and moderation on 17th and 18th October (finalised on Thursday 24th October 2024).

The Procurement Team has subsequently calculated all scores and have confirmed Catch 22 as the top scoring bid and as such the preferred provider. The recommendation to award is set out below.

Recommendation:

To award the 5046 Violence Reduction Navigator and Tailored Support Service to Catch 22

Chief Executive

I hereby approve the recommendation for consideration.

Signature

Date

12.11.2024



REPORT AND ADVICE TO THE STAFFORDSHIRE COMMISSIONER

1. Introduction and background

National Context

Serious violence is a **national priority due to its prevalence and impact**. Between 2014-2018 there was a rise in serious violence, with increases in homicide, knife and gun crime in virtually all police force areas. Serious violence marginally decreased in 2018, with COVID-19 restrictions further reducing figures throughout 2020/21. Figures returned to higher levels in 2022 but are now returning to previous patterns.

Serious violence is often gang related and associated with drugs markets, particularly crack cocaine. **Too frequently, children are the victims** of gun crime, knife crime and exploitation, in many cases by organised criminal groups running 'county lines'.

As such the government's [Serious Violence Strategy \(2018\)](#) highlighted the need to tackle escalating violent crime, including expanding **hospital intervention programmes** to support and divert young people involved in violent crime. In 2019, the Home Office selected 18 areas across England and Wales to receive additional funding to create Violence Reduction Units.

Additionally, in January 2023, the government introduced the **Serious Violence Duty** (The Duty), which placed a **requirement** on local agencies to work together **to reduce violent crime and address its root causes**.

The role of **Navigators has been successfully developed** and tested in a number of areas (e.g. Scotland; London, Manchester). Navigators are people (often with a youth or social work background) based within **Accident and Emergency (A&E) Departments, custody suites and community/health settings** who can support people, at **"reachable" and "teachable" moments, to 'navigate' their way away from violence**, exploitation, criminal activity or other harms (whether they are a victim, perpetrator, or both). Assessment and support are provided by Navigators within the setting, and promptly afterwards in the community.

The Youth Endowment Fund (YEF) highlight Brice and Boyle's (2020) systematic review of the effectiveness of A&E based violence intervention programmes targeting patients presenting with violence-related injuries. Two primary evaluations concluded that **ED-based violence intervention programmes have a large desirable impact on offending outcomes**. The studies showed the positive effects on arrests for violence, incarceration for violence, convictions, reinjury, deaths caused by violence.

Local Context

Violence is also a **local priority** for partners. In line with national rises and timeframes, Staffordshire and Stoke-on-Trent observed a steady increase in serious violence. **Increases in the use of weapons** (such as knives) in **violent gangs, organised crime groups (OCGs)**; and in the **severity of violence** used or inflicted have been observed leading to **sustained and high levels of demand** across partner agencies, growing in seriousness and complexity – particularly the **increasing numbers of vulnerable children involved in serious violence** (such as 'county lines' drug dealing) and the linked children's safeguarding concerns. As such, violence and is recognised within various local strategies and plans.

This includes **The Police and Crime Plan, 2021-2024**, and The [Staffordshire and Stoke-on-Trent Violence Reduction Strategy \(2024-2029\)](#); both of which **outline plans to deliver a Navigator Service**.

As such, in March 2020, the SCO developed a model of hospital and custody youth intervention – the Navigator Service, as part of a Child Criminal Exploitation (CCE). The pilot was developed to operate in Northern Area Custody Facility (NACF) and University Hospital of North Midlands. Delivered by national charity Catch22, the Navigator Service:

- Identifies and supports those at risk of / affected by violence
- Reduces re-victimisation / re-injury
- Reduces serious violence and violent homicide
- Prevents offending/reoffending
- Reduces police demand
- Reduces hospital demand
- Supports police and health care settings to capitalise on existing local support
- Improves life chances for children and young adults

The current Navigator Service is due to **cease on 31st March 2025**. **Consequently**, consultation and engagement has taken place with Stakeholders, the current service provider and the broader market to develop the future service and its associated Service Specification.

Following business case approval on Thursday 20th June 2024, a light-touch regime procurement commenced, supported by Staffordshire Police Procurement Team.

The tender process launched on 2nd July 2024 on the E-procurement In-Tend Portal and closed on 6th August 2024. A panel consisting of two Staffordshire Commissioners Office colleagues and a Staffordshire and Stoke-on-Trent Integrated Care Board representative (Lead Safeguarding Nurse) was established to undertake individual scoring and moderation of the submissions (9th August to 3rd October 2024). The written submissions were supported by the undertaking of Provider presentations and moderation on 17th and 18th October (finalised on Thursday 24th October 2024).

Assessment of bids was undertaken through written Quality submission, presentation and a value for money calculation. Following comprehensive evaluation and moderations, the winning tenderer is Catch 22. As such, it is recommended that the decision to award the contract to Catch 22 be approved.

The contract value is ██████████ per annum, with a 3% annual inflationary lift being added.

2. Issues for consideration

There are no additional issues for consideration. Due process has been followed with business case sign off, with the procurement process conducted in compliance with the Public Contract Regulations 2015 and the Authorities Contract standing orders, adhering to the applicable light-touch regime guidance and requirements. Engagement with Information Governance, supporting decision note and Equalities Impact Assessment.

3. What other options have been considered?

A waiver for the further extension of the service with the current provider was considered but ruled out. Given the project development history and the anticipated extension in service scope, it was necessary and prudent to follow due process and take this opportunity to the market.

Also, the option of not re-commissioning the service was considered.

4. Consultation and Engagement undertaken

Consultation and engagement with partners, the current provider and the market has taken place.

We held a market engagement event which was advertised using a Prior Information Notice (PIN) which informed the market about the upcoming procurement opportunity. Publication of this was through the E-procurement portal In-Tend.

Children and young people were consulted in June 2023 recommended investment in more appropriate support services for young people across the most affected age cohorts, and that commissioned support services should focus on key foundations such as building strong relationships between young people and at least one trusted adult, strengthening connections to their local community.

Additionally, the consultation with children and young people suggested, the 18-29 cohort were the most likely to be involved in serious violence as both victims and perpetrators. They proposed it critical that the partnership explore what interventions work with this age group aligned to the protective factors; connection, belonging, validation, opportunities to contribute, as well as basics such as housing, economic wellbeing, etc. all being critical in re-engaging this older cohort.

Children and young people highlighted the use of the term youth violence suggests it is a largely a teenage problem, and therefore the apparently simpler solutions of education and diversionary activities are key, whereas more intentional thought needs to be applied to address the needs of this older cohort.

The Violence Reduction Navigator and Tailored Support Service has been developed to support the findings of the consultation and engagement.

Report Implications

5. Monitoring Officer comments:

Due process has been followed throughout the procurement process.

Signature _____ Date 12.11.2024



6. Section 151 Officer comments:

The funding is included within the baseline budget (innovation).

Signature _____ Date 12th. November 2024



	Yes	No
Has legal advice (outside of that provided by the Monitoring Officer) been sought on the content of this report?		X
7. Legal Comments: N/A		
8. Risks - please give the details of any operational or strategic risks that are affected by this decision (add risk reference number and title below) Strategic Risks <ul style="list-style-type: none"> • Elements of the Police and Crime Plan and VRA Violence Reduction Strategy would not be delivered • Full delivery of the Serious Violence Duty would be hampered • Reduced ability to deliver the PFCC statutory duties to support victims of crime and to prevent crime • Partnership, Commissioner and SCO reputation Operational Risks <ul style="list-style-type: none"> • Continued and forecast demand for the Navigator Service; leaving opportunities to intervene and engage those at risk of / affected by violence into services • Missed opportunities to reduce police demand • Gaps in provision; absence of alternative provision • Added value the service provides to partnership arrangements (particularly the force and hospital trusts) and community safety outcomes • Missed safeguarding opportunities • Reduction in police intelligence, made available through the contact made with children and young adults associated with violence. 		
9. Equality Comments – please attach the completed EIA See attached		
10. Background/supporting paper Please see specification		
Please answer the following questions	Yes	No
11. Public access to information?		X
12. Does this decision involve the processing of personal data? (If yes please attach a completed Data Impact Assessment)		X
13. Is the publication of this form to be deferred? (If yes approx. how long?)		X

14. Does this form contain commercial or operationally sensitive information which is to be redacted? (If yes, please provide details with the submission of this note)		X
--	--	---

15. ORIGINATING OFFICER DECLARATION:

Author	Naomi Smith
Signed	Naomi Smith
Date	07.11.2024



Equality Impact Assessment

The purpose of this EIA is to ensure you consider any equality issues as part of your decision making when developing / reviewing your policy / procedure.

Please complete the sections below and send to the Staffordshire Commissioner's Office to be quality assured. New / revised policies cannot be published on the policy database until the EIA has passed the quality assurance process.

Title of policy/procedure:	5046 – Violence Reduction Navigator and Tailored Support Service
Department:	Commissioning and Partnerships Team
Date:	29 th October 2024

1. Identify the aims and purpose of the policy

The provision of a Violence Reduction Navigator and Tailored Support Service to further improve the offer of support for young victims of violent crime. The Navigator Service aims to:

- Prevent violence-related offending/reoffending;
- Reduce violence and violence-related homicide;
- Reduce violence-related re-victimisation / re-injury;
- Reduce violence-related attendance at A&E, hospital and custody settings;
- Increase engagement in relevant support services;
- Support A&E, hospitals, health-care, custody and community settings to capitalise on existing local support;
- Improve life chances for children and young adults.

The model will comprise the following:

- Navigators (dedicated workers building referral pathways, identifying and providing support to those involved in, at risk of being involved in or affected by violence within identified A&E, hospitals, health-care, custody and community settings);
- Tailored support to those involved in, at risk of being involved in or affected by violence (where support services do not exist or do not have capacity).

All elements of the Service will be delivered across Staffordshire and Stoke-on-Trent and will be subject to regular reviews.

2. Identify the individuals and organisations who are likely to have an interest in, or be affected by the policy.

Organisations

Staffordshire Police, Fire and Rescue and Crime Commissioner, Staffordshire Police, Staffordshire and Stoke-on-Trent Integrated Care Board (including associate Trusts), West Midlands Ambulance Service, Local Authorities (predominantly upper-tier), West Midlands Probation Service, Youth Offending Services for Staffordshire and Stoke-on-Trent and potentially educational establishments and community/voluntary sector provision.

Individuals

The service will offer support from Northern Area and Watling Street Custody Facilities, for those aged 10 to 18-years old who are involved in, at risk of being involved in or affected by violence.

It will also offer support provision for those aged 10 to 25-years old who present at A & E, Health-Care settings and other community facilities and are involved in, at risk of being involved in or affected by violence.

3. Data

Summarise the findings of any monitoring data / information which you have considered regarding the impact of this policy on people from all or any of the protected groups. This could include national or local data:

Between 2014-2018 there was a rise in serious violence, with increases in homicide, knife and gun crime in virtually all police force areas. From 2018, serious violence levels saw a small steady decrease. COVID-19 impacted on figures throughout 2020/21 where levels rapidly lowered. Since the removal of COVID-19 restrictions violence figures have seen a return to higher levels; with 2022 having marginally higher figures than usual. However, recent figures are now returning to previous patterns of lowering year-on-year.

In line with national rises and timeframes, Staffordshire and Stoke-on-Trent observed a steady increase in serious violence. There were increases in the use of weapons (such as knives), in violent gangs, organised crime groups (OCGs); and in the severity of violence used or inflicted. This led to sustained and high levels of demand across partner agencies, growing in seriousness and complexity – particularly the increasing numbers of vulnerable children and young adults involved in serious violence (such as ‘county lines’ drug dealing) and the linked safeguarding concerns.

In Staffordshire and Stoke-on-Trent, violence accounts for around **45% of all offences**, with serious violence accounting for less than 2.5% of all crimes from 2018 to 2022. However, the distribution of where and who is impacted by violence is not evenly spread.

3.1 Age

The annual Serious Violence Strategic Needs Assessment consistently identifies males aged 18 to 25-years old as most at risk of being involved in or affected by violence. When suspects are included in the data, under 18-year old males also present as highest risk of involvement in serious violence.

3.2 Disability

The current data does not suggest disproportionality for any disabilities. There are however limited local data sets highlighting learning needs and disabilities as a risk factor associated with criminal and risk-taking behaviour. Nationally there is evidence to suggest that those with learning needs/disabilities and neurodivergence are over-represented in the criminal justice system. This service has the ability to help support our broader knowledge and understanding of this locally.

3.3 Race

The current data does not suggest disproportionality relating to race, however there are limitations to this data and it has previously been identified that the recording of ethnicity needs to improve. This is an ongoing action being addressed at an Executive level.

3.4 Religion or Belief

The current data does not suggest any disproportionality.

3.5 Sex

Although data suggests the serious violence risk sits predominantly with males as both victim and perpetrator, there is some early evidence of young females being at increased risk of less serious violence. This will continually be monitored and this service can help monitor these levels.

3.6 Sexual Orientation

The current data does not suggest any disproportionality.

3.7 Transgender

The current data does not suggest any disproportionality.

4. Research

Summarise the findings of any research you have considered regarding this policy for all or any of the protected groups. This could include information you have obtained from other sources e.g. Home Office.

Academic studies support many **victims will themselves have a propensity to offend**. The risk is increased where the victim has been the subject of or exposed to serious violent crime. YEF (2022) found that **44% of perpetrators of violence were victims of violence** in the previous 12-months. This was slightly lower for the reverse; 40% of victims were also perpetrators. The difference is likely to be due to the difference in definitions.

This is further supported by the Staffordshire Centre for Data Analytics (SCDA) serious violence project which aimed to identify those who are most vulnerable of becoming associated with serious violence, focusing on children and young people living within Staffordshire County. The analysis identified 272 individuals as the most at risk, based on 9 indicators of serious violence. Experience of victimisation was identified as the most significant indicator for the overall cohort; **98% of all individuals prioritised had in the data period been a victim of a violent crime**. Many young victims will often know the offender, due to geographical area, educational setting and gang associations, leading to an even greater risk of retaliation, or carrying a weapon for protection.

Navigators are trained individuals, who engage with at-risk individuals and **provide wrap around support to prevent their re-involvement** in crime, especially **serious violence**. This is often done using motivational conversations, building rapport, and signposting to services that can continue to provide support once they have left those environments. Navigators have a role in following up after initial contact and continuing to encourage the take-up of support from other services, usually on a short to medium-term basis.

Navigator schemes are now widespread across England and Wales and evaluations have proved promising (College of Policing, 2023; Harris et al., 2023; Sutherland et al., 2023). Around 38 hospitals across the UK have adopted Navigators and in-hospital serious violence interventions (Royal College of Nursing, 2022).

Navigator schemes are predicated on the idea that **being in an uncomfortable and unfamiliar environment** (such as hospital ward or custody suite) that has a direct consequential link to behaviours, **generates a 'teachable moment'** (or 'reachable moment') that can be used as **a springboard for change**. The use of the 'teachable moment' for behaviour change in the healthcare context has been proven to be effective. Many studies have documented health events such as cancer diagnosis or cardiovascular events as powerful motivators for behaviour change (Carlos et al., 2015; McBride et al., 2013).

The conceptual model that supports the idea of the 'teachable moment' comes from Hochbaum, Rosenstock and Kegels in the 1950s, and is termed the health belief model (HBM). The HBM posits that six constructs determine health behaviour change, these are risk susceptibility, risk severity, benefits to action,

barriers to action, self-efficacy and cues to action (Hochbaum & Rosenstock, 1952; Jones et al., 2015). **The determination of behaviour change is based on individual calculation of knowledge, concern of consequences, barriers to action and support to action** (Goldsmith and Hochbaum, 1975). This conceptual model of behaviour change has been widely adopted across healthcare and beyond, now extending into interventions in the criminal offending pathway.

Two studies of Navigator schemes that worked with people up to the age of 24, and a further study with participants up to the age of 30, evidenced reductions on a range of measures (**risk factors, arrests, injuries or an overall reduction in violence aggression scoring**) (Zun et al., 2006; Dicker et al., 2009; Aboutanos et al., 2011). Further to this, an evaluation of the Thames Valley Navigator scheme, which worked with cases up to those aged 24, showed encouraging results (Sutherland et al., 2023). **These are promising results and indicate that expanding Navigator schemes to young adult groups may be effective.**

An [evaluation of the Navigator service](#) delivered in Nottinghamshire show that **the police also acknowledge that having a youth worker not in uniform or representing any statutory services can break down barriers and build trust with young people, helping to disrupt the repeat cycle of involvement in violence.** [This evaluation](#) also reported that **young people who engaged in the programme were 51% less likely to attend hospital again** than those who didn't, while a cost benefit analysis found that every **£1 spent led to £4.90 in economic and social benefits.**

4.1 Age

National data reflects the local presentations as highlighted above.

4.2 Disability

National data reflects the local presentations as highlighted above.

4.3 Race

Nationally research suggests that there is evidence of disproportionality relating to race when reviewing individuals at risk of being affected by serious violence, either as a victim or perpetrator.

Current local data does not reflect this, however is under constant review as highlighted above.

4.4 Religion or Belief

National data reflects the local presentations as highlighted above.

4.5 Sex

National data reflects the local presentations as highlighted above.

4.6 Sexual Orientation

National data reflects the local presentations as highlighted above.

4.7 Transgender

National data reflects the local presentations as highlighted above.

5. Consultation

Summarise the opinions of any consultation for all or any of the protected groups. Who was consulted and how e.g. survey, discussion, forum. If there was no consultation please justify why.

Consulted 10 to 25-year olds in June 2023 to support the development of the Violence Reduction Strategy. This research was a broad on-line consultation with some targeted sessions taking place with those that had previously been affected by violence (survey and forums).

Consultation also took place with key stakeholders (statutory and voluntary and community sectors).

The protected groups were highlighted aligned with the data as previously described.

5.1 Age

Aligned with the data.

5.2 Disability

Learning needs, disability and neurodivergence were highlighted as risk factors associated with the criminal justice system. This service can assist in improving our knowledge base and understanding in this area.

5.3 Race

Nothing identified

5.4 Religion or Belief

Nothing identified.

5.5 Sex

Nothing identified. Stakeholders acknowledged that young males are most at risk, however also recognised recent increases in young females associated with less serious violence.

5.6 Sexual Orientation

Nothing identified.

5.7 Transgender

Nothing identified

6. Conclusions

Taking into account the results of the monitoring, research and consultation, set out how the policy impacts or could impact on people from the following protected groups? (Include positive and/or negative impacts)

6.1 Age

The Service is targeted at the age groups considered most at risk of being involved in, or affected by violence. As such, there should be a positive impact observed for this group.

6.2 Disability

The Data will remain under review. The Service will be asked to monitor data to ensure all those eligible for the service are receiving proportionally. There could be positive impacts observed as the monitoring of the Service could assist in our knowledge/understanding of those who have disabilities and are at risk of being involved in or affected by violence.

6.3 Race

The Data will remain under review. The Service will be asked to monitor data to ensure all those eligible for the service are receiving proportionally. There could be positive impacts observed as the monitoring of the Service could assist in our knowledge/understanding of those who have disabilities and are at risk of being involved in or affected by violence.

6.4 Religion or Belief

The Data will remain under review. The Service will be asked to monitor data to ensure all those eligible for the service are receiving proportionally. There could be positive impacts observed as the monitoring of the Service could assist in our knowledge/understanding of those who have disabilities and are at risk of being involved in or affected by violence.

6.5 Sex

The data will remain under review. The Service will be asked to monitor data to ensure all those eligible for the service are receiving proportionally. There could be positive impacts observed as the monitoring of the Service could assist in our

knowledge/understanding of those who have disabilities and are at risk of being involved in or affected by violence.

6.6 Sexual Orientation

The data will remain under review. The Service will be asked to monitor data to ensure all those eligible for the service are receiving proportionally. There could be positive impacts observed as the monitoring of the Service could assist in our knowledge/understanding of those who have disabilities and are at risk of being involved in or affected by violence.

6.7 Transgender

The data will remain under review. The Service will be asked to monitor data to ensure all those eligible for the service are receiving proportionally. There could be positive impacts observed as the monitoring of the Service could assist in our knowledge/understanding of those who have disabilities and are at risk of being involved in or affected by violence.

7. Decisions

If the policy will have a negative impact on members of one or more of the protected groups, explain how the policy will change or why it is to continue in the same way.

If no changes are proposed, the policy needs to be objectively justified.

The decision to provide a Violence Reduction Navigator and Tailored Support Service currently identifies no negative impacts for the protected characteristics.

The Data will continue to be reviewed. Data improvements have been identified and are being acted upon.

There is a requirement for the Service Provider to consistently undertake review of proportionality of access to the Service and notify the Commissioner.

8. Monitoring arrangements

If the policy is new what consideration has been given to piloting the policy?

If monitoring is not already in place what arrangements have been made to monitor the effects of the policy on equality and diversity?

The Service has quarterly performance management and contract review meetings in place which include equality and diversity measures.

This equality impact assessment will be published on the SC website.

EIA Form Dated
01/08/2018