



## **The Impact of the PCC in preventing and reducing serious violence in Lincolnshire**

### **1 Introduction**

- 1.1 The purpose of this report is to provide Members of the Lincolnshire Police and Crime Panel (PCP) with an understanding of the impact that the PCC has in preventing and reducing serious violence in Lincolnshire.
- 1.2 The PCC makes the following commitments in the Police and Crime Plan 2021 - 2025:

#### **Violence Reduction Programme**

- Working with policing, health, local government, organisations and community groups we will develop a programme of early intervention and prevention to address violent crime and the drivers of criminality and vulnerability.
- Provide strategic leadership and co-ordinate multiagency collaboration locally and regionally. Share anonymised, aggregated data and intelligence to inform a Strategic Needs Assessment, identifying the drivers of serious violence and the cohorts of people most affected.
- Commission interventions based on the findings of the Needs Assessment and learning from nationally funded Violence Reduction Units about 'what works'.

#### **Combat Violence against people of all genders**

Develop a Lincolnshire Violence Prevention Strategy focused on education and early intervention to combat violence against people of all genders, which recognises and reflects that certain crimes disproportionately affect women and girls – including sexual crimes, domestic abuse, stalking and harassment.

- 1.3 It should be noted that reference to the Serious Violence Duty throughout this document relates to the draft guidance. The Home Office aim to publish the final statutory guidance in December 2022 prior to the planned commencement of the Serious Violence Duty early in 2023

## **2 National Context**

- 2.1 Following public consultation in July 2019, the Government announced that it would bring forward legislation introducing a new Serious Violence Duty (“the Duty<sup>1</sup>”) on public bodies to ensure relevant services work together to share data and knowledge and allow them to target their interventions to prevent serious violence altogether. The Government also announced that it would amend the Crime and Disorder Act 1998 to ensure that serious violence is an explicit priority for Community Safety Partnerships by making sure they have a strategy in place to tackle violent crime.
- 2.2 ‘The Serious Violence Duty - Preventing and Reducing Serious Violence Draft Guidance for responsible authorities’ was published in May 2021 and updated in December 2021. The Home Office ran a consultation to seek views on the draft statutory guidance on the Serious Violence Duty which ran from 9 June 2022 to 21 July 2022. Once the consultation response and final version of the guidance have been published, the Serious Violence Duty and associated secondary legislation will be commenced and local partnerships will be required to work towards publication and dissemination of their strategies. The Home Office aim to publish the final statutory guidance in December 2022 before planned commencement of the Serious Violence Duty early in January 2023.

## **3 The Serious Violence Duty**

- 3.1 The Duty requires specified authorities to identify the kinds of serious violence that occur in their area, the causes of that violence (so far as it is possible to do so), and to prepare and implement a strategy for preventing and reducing serious violence in the area.
- 3.2 The Duty requires the following specified authorities to work together, and to consult educational, prison and youth custody authorities for the area in the preparation of their strategy.
- Police
  - Probation Services
  - Youth Offending Teams
  - Fire and Rescue Services
  - Clinical Commissioning Groups (now Integrated Care Partnerships)
  - District councils
  - County Councils

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<sup>1</sup> [Serious Violence Duty: draft guidance for responsible authorities \(accessible version\) - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/consultations/serious-violence-duty-draft-guidance-for-responsible-authorities)

- 3.3 Police and Crime Commissioners (PCCs) are not specified authorities under the Duty, however the Police, Crime, Sentencing and Courts (PCSC) Act creates powers for PCCs to convene and assist the specified authorities in the exercise of their functions under the Duty, and to monitor their exercise of those functions. For example, PCCs may assist the local partnership with the development and implementation of the local strategy, by convening and chairing meetings, jointly commissioning services where required and/or monitoring the impact of local interventions within their force area. The role of PCCs will be clarified further in the final version of the statutory guidance for the Serious Violence Duty,
- 3.4 The PCSC Act does not stipulate the partnership model through which specified authorities must fulfil their obligations to collaborate. Rather it states that representatives from the specified statutory organisations should collectively decide on the appropriate partnership in which they will work together to undertake the requirements of the duty.
- 3.5 Alongside the duty, the PCSC Act also amends the Crime and Disorder Act 1998 to include a requirement for Community Safety Partnerships to formulate and implement a strategy to prevent people from becoming involved in serious violence, both as victims and perpetrators, and to reduce instances of serious violence in the area.

#### **4 Defining Serious Violence**

- 4.1 Section 12 of the PCSC Act provides that, for the purposes of this duty, violence includes violence against property and threats of violence but does not include terrorism. Section 12 also provides that in considering what amounts to serious violence in any given area, account must be taken of the following factors:
- a. the maximum penalty which could be imposed for any offence involved in the violence
  - b. the impact of the violence on any victim;
  - c. the prevalence of the violence in the area, and
  - d. the impact of the violence on the community in the area.
- 4.2 This approach allows the response to take account of new and emerging forms of serious violence as they develop and are identified and recognises the geographical difference in the prevalence of different types of serious violent crimes. In considering how to define serious violence within their area, specified authorities should encompass serious violence as defined for the purposes of the Serious

Violence Strategy<sup>2</sup> and include a focus on issues such as public space youth violence.

- 4.3 The Serious Violence Strategy sets out specific types of crime of particular concern, including homicide, violence against the person which may include both knife crime and gun crime, and areas of criminality where serious violence or its threat is inherent, such as in county lines drug dealing. These crimes should be at the core of any definition of serious violence for the purpose of its reduction and prevention. However there is flexibility for specified authorities in local areas to take account of their evidence-based strategic needs assessment and include in their strategy actions which focus on other related types of serious violence, this could include (but is not limited to) domestic violence, alcohol related violence, sexual abuse, modern slavery or gender-based violence.

## **5 Lincolnshire Needs Assessment**

- 5.1 In the mould of Violence Reduction Units and Networks elsewhere across the country (which have been centrally funded by central government), and in anticipation of the Serious Violence Duty, the PCC and Public Health commissioned a Violence Reduction Needs Assessment (VRNA) which reported in April 2022 (see Annex A and B).
- 5.2 The VRNA took a public health approach using data and the available evidence base to answer the following questions for Lincolnshire:
- Who does violence affect?
  - What types of violence affect which people most?
  - When and where does violence happen?
  - Is this different for different kinds of violence?
  - How and why does violence happen?
  - What leads to violence?
- 5.3 Key findings from the needs assessment show that Lincolnshire is an incredibly safe county, but with very specific pockets of violence. There are nearly 5 times more domestic offences in Lincolnshire than serious violent offences and violence has one of the strongest inequalities gradients.
- There were 2209 serious violence offences in Lincolnshire in 2021. This is up 13% over the prior 12 months (January to December 2020). Lincolnshire is ranked 25th in the country in terms of the lowest number of violence against

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<sup>2</sup> <https://www.gov.uk/government/publications/serious-violence-strategy>

the person (VATP) offences per 1000 residents. Lincolnshire residents have a 3% chance of being a victim of violent crime.

- Lincolnshire is significantly or very significantly better than the England average for most serious violent crimes.
- Lincolnshire is not significantly different from the England average for homicide, but is significantly worse against the regional average.
- Skegness, Gainsborough and Lincoln Built Up Areas (BUAs) have the highest levels of violence, the highest rates of resident victims, and the highest rates of resident perpetrators.
- These towns are the most disproportionately highly impacted by violence.
- They are also the most deprived areas of the county.

<p><b>Children and young people</b> Female admission rates to hospital for assault in Lincolnshire is highest in the 0-4 year age group (28.4 per 100,000).</p> <p>The causes of admissions in 0-4 year olds were various 'assault', neglect and abandonment, and maltreatment.</p> <p>Children ages 0-17 are most at risk of sexual offences.</p> <p>Young adults, especially in transition years of 16, 17, and 18 are more likely to be the offenders.</p>	<p><b>Adults/gender</b> 85% of perpetrators of serious violence are males.</p> <p>72% of victims of serious violence are male.</p> <p>Male perpetrations peak at 24 to 31 years of age. Female victimisations peak at 17 to 35 years.</p> <p>Adults aged 30-65 are more likely to be victims of domestic, public space, and serious violence incidents.</p> <p>Violence without injury occurs equally for males and females.</p> <p>Men are much more likely to be victims of serious violence, when domestic violence is considered separately.</p>
<p><b>Domestic violence</b> Serious violence is a relatively small part of violence overall in the county.</p> <p>The serious violence statistics look predominantly male because:</p> <ul style="list-style-type: none"> <li>• Domestic violence is listed separately, and violence against women and girls occurs mostly in the home.</li> <li>• 21% of all violence with injury offences are incidents of domestic abuse occurring in the home.</li> <li>• There are nearly 5 times more domestic offences in Lincolnshire than serious violent offences.</li> </ul>	<p><b>Night time economy</b> 24% of all VATP offences are night time economy related (NTE).</p> <p>34% of all violence with injury offences were NTE related.</p> <p>The majority of NTE violent offences take place at weekends between 01:00am and 03:00am.</p> <p>Serious violence has clear links to substance misuse in violent crimes.</p> <p>In 44% of offences alcohol was an impact factor and in 7% drugs was an impact factor.</p> <p>26% of serious violence offences involved the use of a knife, in the 3 year period ending June 2021.</p>

5.4 Using the outcomes of data analysis, a review of evidence of best practice, and stakeholder interviews in the VRNA three main priorities were identified:

1. Take a multi-agency, place-based, whole system public health approach to violence prevention
2. Ensure interventions are designed, commissioned, and delivered to be effective, giving value for money through consistent and systematic use of robust data and evaluation
3. Invest in a monitoring, evaluation, and learning infrastructure

## **6 Governance**

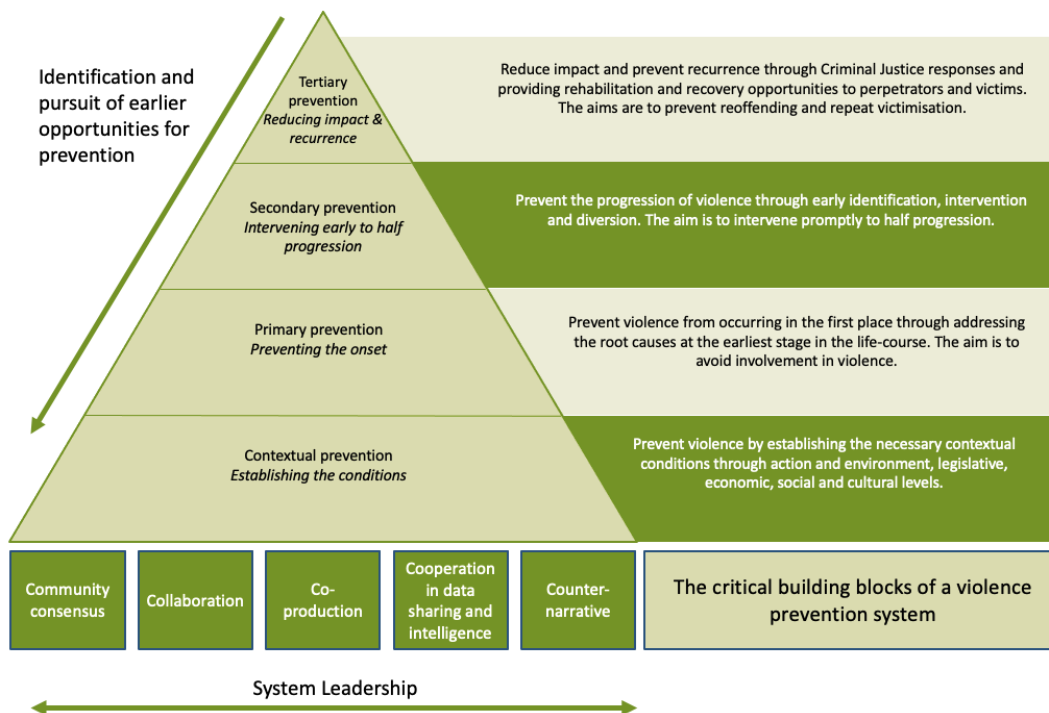
- 6.1 The needs assessment was shared with partners across Lincolnshire, including those with a responsibility under the Duty. The PCC, Safer Lincolnshire Partnership and Public Health share a commitment to the priority to establish a Violence Reduction Programme and collectively wrote to Chief Executives of the specified authorities requesting that they nominate a senior officer to represent their organisation within a partnership model to develop a Serious Violence Strategy.
- 6.2 It was agreed that the Safer Lincolnshire Partnership is the most appropriate local multi-agency structure through which the requirements of the duty would be fulfilled in Lincolnshire. This recognises the SLPs wider remit in relation to community safety, and that many issues concerning violent crime can be interrelated. It will help to ensure that individual strategies (such as reducing reoffending, domestic abuse and substance misuse) are aligned without being duplicative or causing unintended gaps in provision. It also means that the strategic needs assessment and strategy can account for both the Serious Violence Duty and Crime and Disorder Act requirements, mitigating the need for unnecessary duplication of effort.
- 6.3 A Serious Violence Core Priority Group (SV CPG) has been established under the Safer Lincolnshire Partnership. The Group is co-chaired by the Deputy PCC and Councillor Bradwell (Deputy leader of the Council). Membership of the group comprises the statutory partners who have a responsibility under the Serious Violence Duty.
- 6.4 The SV CPG terms of reference have been agreed and include the following responsibilities:
- Plan and carry out actions required to address the Serious Violence Prevention Strategy and parameters as assigned to the SVCPG by the Strategy Board.
  - Manage and monitor ongoing multi-agency activity in pursuit of Serious Violence Prevention Strategy priorities and goals.
  - Apply continuous learning to inform future activity of the SVCPG.
  - Identify and monitor the risks and barriers that the SVCPG encounters whilst carrying out actions. Escalate risks that cannot be resolved by the SVCPG to the Strategy Board.
  - Identify emerging and cross cutting issues requiring partnership attention and seek collaborative approaches as appropriate.

The terms of reference also describe how the work of the group, namely the Serious Violence Prevention Strategy, will be subject to the arrangements for independent scrutiny via the Strategy Board to the SLP Overview and Scrutiny Board.

- 6.5 The SV CPG Co-ordinator, funded by the PCC and provided through the LCC Safer Communities Service, will lead on the development and implementation of the strategy, co-ordinate the work of the SV CPG, and work with other coordinators, SLP members, and boards to prevent duplication and overlap whilst ensuring integrated and complementary work programmes.
- 6.6 In addition to the co-ordination of local partners, the PCC is involved at a national level influencing policy through Home Office Policy meetings and the APCC Serious Violence Portfolio Group.

## **7 Serious Violence Strategy**

- 7.1 The Serious Violence Prevention Strategy (see Annex C) aims to describe the three priorities identified in the needs assessment, and how we plan to address them, in line with the Serious Violence Duty.
- 7.2 These priorities aim to address our main categories of violence as indicated by the needs assessment. Identifying these priorities does not preclude, and indeed aims to complement, priorities identified in the needs assessment being addressed through existing groups, strategies, and action plans that have been doing intensive work on those main categories in forums across the SLP and in related forums. These include, but are not limited to:
- Domestic Abuse Partnership
  - Lincolnshire Safeguarding Boards
  - Substance Misuse Core Priority Group
  - Reducing Reoffending Core Priority Group, including Integrated Offender Management and the Lincolnshire Women's Strategy
  - Violence Against Women and Girls (VAWG)
  - Stay Safe (part of LCC Safer Communities).
- 7.3 The strategic principles include: a focus on a public health approach to prevention and early intervention across the life course; investing in evidenced-based programmes that mitigate risk factors and bolster protective factors; using a system-wide, partnership and place-based foundation; and informed by community insights.
- 7.4 The SV CPG's focus on prevention and early intervention gives it a unique position to lead on the 5 C's of a multi-agency response to serious violence, as illustrated in the violence prevention framework figure below.



7.5 Lincolnshire has a very different profile of violence than indicated by initial guidance and the selection criteria for areas identified for VRUs, for instance. At the inaugural meeting of the SV CPG, data and findings from the VRNA were presented to contextualise the local picture and support discussion about serious violence priorities for Lincolnshire. It was agreed at the inaugural meeting that we will focus our strategic plans and interventions on:

- public place serious violence, with or without a weapon, particularly in the night time economy and related to the illicit drug trade
- male on male violence, particularly in the under 25s
- sexual offences, particularly against the 0-19s
- assault, maltreatment, and neglect in the 0-4 age group
- emphasising action on the causes of violence, addressing prevention and early intervention in early years and families, and fostering protective factors.

7.6 The intended long-term impacts, based on the VRNA, include:

- Reduced knife-enabled serious violence
- Reduced violence related hospital admissions for 0–4-year-olds, for assault, maltreatment, and neglect
- Reduced hospital admissions for violence in the night time economy
- Reduced homicides
- Reduced incidents of violence in the home



- Reduced male on male violence with injury

## **8 Monitoring and Compliance**

8.1 The Home Office outlined three key outcomes for Violence Reduction in its interim guidance:

- 1) A reduction in hospital admissions for assaults with a knife or sharp object and especially among those victims aged under 25;
- 2) A reduction in knife-enabled serious violence and especially among those victims aged under 25;
- 3) A reduction in all non-domestic homicides and especially among those victims aged under 25 involving knives.

However, as the PCC noted in his response to the Serious Violence Duty consultation, our VRNA showed that Lincolnshire's serious violence problem profile differs from the priorities set for VRU areas. Therefore our success measures align with violence elements that are most prevalent in the county and that impact our population the most, as indicated by the data. We can view these measures in a theory of change framework against the VRNA aims and recommendations. This will allow us to identify activities that address them and to also show how we will assess our achievement of them.

8.2 There are 20 recommendations under the 3 key aims from the VRNA, which are aligned to years 1 through 3 of the strategy. These aims are our priority areas for these first few years of the SV CPG's work programme. Each recommendation has a measure of success identified. Together, each priority area along with its relevant recommendations shows how it will reduce violence in Lincolnshire, its outputs, outcome measures, and its intended impact, along with any assumptions made. These are summed up in overall long-term impacts in which we aim to see reduced numbers of some of our most prevalent and impactful violence indicators.

## **9 Funding**

9.1 The PCC has committed £3 million over 3 years to tackle violence and harm reduction in Lincolnshire. Spend to date against this commitment totals c. £130k and includes the commissioning of the needs assessment and strategy, funding a serious violence co-ordinator for 2 years to drive delivery of the strategy and costs relating to the refurbishment and intervention development of Project Think Sharp. Project Think Sharp is the creation of a hub based within the long-term disused custody suite of Sleaford Police station for the young people of Lincolnshire, their families, and respective organisations. This will be a community based multi-agency

initiative, a facility where we can raise awareness of the dangers of knives and seek to divert and channel positive change through education using a wide variety of delivery methods including interactive video, graphics, and dramatized role plays/scenarios. The aim is to reach out to every young person in our County aged between 10 and 19 years and enable them to make the right decisions and to be better informed as to the risks of knife and weapon-based offending and to consider the impact it could have on them, their friends, family and the wider community including the emergency services who attend such scenes.

- 9.2 The decision has been taken by the Home Office to channel funding for the Serious Violence Duty through PCCs to cover the costs associated with delivering the Duty. PCCs will be able to apply for funding, with funding allocations confirmed shortly after by way of a Grant Agreement. The intention is to commence the provisions in January 2023, but this is subject to the Government response to the consultation on the draft statutory guidance and the secondary legislation that is expected to be put before Parliament in the late Autumn. It is for this reason that any funding allocation remains provisional and not definite. The indicative sums Lincolnshire will be eligible to apply for are as follows:

2022/23	£ 45,000
2023/24	£ 259,475
2024/25	£ 358,134
Total	£662,609

- 9.3 As ever the PCC is seeking to maximise opportunities by bidding directly, with partners, or signposting local organisations to other potential funding streams including but not limited to the Homicide Prevention Fund, Youth Endowment Fund and Female Offender Funding.

## **10 Support to Victims of Serious Violence**

- 10.1 The PCC is responsible for commissioning services to support victims and survivors of crime and takes an integrated approach, working with social services, charities and partners. Full details of the services can be seen in the PCC Victim Impact Report: [Victims Impact report 2021 - 22 \(lincolnshire-pcc.gov.uk\)](https://www.lincolnshire-pcc.gov.uk/victim-impact-report-2021-22)
- 10.2 In addition to locally commissioned services, the National Homicide Service is commissioned by the Ministry of Justice from Victim Support. Bereaved families affected by murder or manslaughter are referred to the Homicide Service by the police family liaison officers (FLOs).

## **11 Next Steps**

- 11.1 The Strategy will be presented to the Safer Lincolnshire Partnership Strategic Board on 12<sup>th</sup> December for approval. This approval will be subject to any amendments required as a result of the publication of the final guidance in December 2022.
- 11.2 Once the draft is approved at the December Strategy Board, we will disseminate, consult, implement, and evaluate the strategy.

## **Annex A and B – Needs Assessment, Executive Summary and Full Version**



VRNAExecSummary DeckFINAL130422.pdf



FullVRNAFINAL1404  
22.pdf

## **Annex C – Serious Violence Prevention Strategy**



Serious Violence  
Prevention Strategy\_F