



**POLICE & CRIME
COMMISSIONER**
for Leicester,
Leicestershire & Rutland

Your Communities - Your Commissioner

Our ref: FOI 0008/24

Date: 17 April 2024

Name:

Email:

Dear,

Freedom of Information Act 2000

I write further to your freedom of information request received on 18 March 2024. I note you seek access to the following information:

I am writing to make an information request under the Freedom of Information Act 2000. I am interested in the following information:

1. *Please confirm if the VRU has a detailed Theory of Change or Logic Model which underpins the Violence Reduction Programme. If yes, please provide:*
 - a. *A copy of the Theory of Change and/or Detailed Logic Model or a link to where the Theory of Change is published.*
 - b. *The date the Theory of Change was formally adopted by the VRU to underpin its Violence Reduction Programme.*
 - c. *A summary of how the Theory of Change and Logic Model was developed.*
2. *When commissioning services for delivery to the VRU programme, please confirm whether the VRU routinely requests details of the Theory of Change/Logic Models from proposed commissioned providers. If yes, please provide copies of the Theory of Change documents/evidence provided by the last three service providers commissioned by the VRU.*
3. *Please confirm how often the VRU's Theory of Change has been formally evaluated by the VRU since 2018. Please confirm the dates of any evaluation(s) and a copy of (or link to) any evaluation reports or supporting documents.*
4. *Please confirm the level of funding received from the Home Office to support VRU activity since 2018.*
5. *Please confirm the number of commissioned services procured by the VRU each year since 2018.*



6. For each year since 2018, please confirm how many of these individual commissioned services have been evaluated by the VRU or independently, over and above any overarching evaluation of VRU performance itself.

Your request for information has now been considered and the response can be found below:

1. Please confirm if the VRU has a detailed Theory of Change or Logic Model which underpins the Violence Reduction Programme. If yes, please provide:

- a. A copy of the Theory of Change and/or Detailed Logic Model or a link to where the Theory of Change is published.

Section 21 – Information which is reasonably accessible.

The information requested is reasonably accessible to the applicant otherwise than by response through Section 1 the Freedom of Information Act 2000. This is an absolute and class-based exemption and, as such, I am not required to complete either a public interest or harm test on the issue of disclosure. The information which you have requested can be found on the Violence Reduction Network website using the following link:

[Serious Violence Prevention Strategy, Leicester, Leicestershire and Rutland 2023 to 2028 \(violencereductionnetwork.co.uk\)](https://violencereductionnetwork.co.uk) (page 26)

- b. The date the Theory of Change was formally adopted by the VRU to underpin its Violence Reduction Programme.

Document 1- We first adopted our programme-level Theory of Change in 2020 (first document) but then refreshed this in 2021/22 as the programme developed.

Document 2- Our current programme-level Theory of Change was adopted by the partnership on submission and publication of our most recent strategy (31st January 2024)

- c. A summary of how the Theory of Change and Logic Model was developed.

Our strategy, and therefore Theory of Change, was co-produced with the VRN's core membership through a series of co-production exercises. Core members include: OPCC, Police, Health, Local Authorities, Fire & Rescue Service, Probation, Prisons, Public Health England (OHID), Community Safety Partnerships, Educational establishments, VCSOs, Community Groups.

The strategy and Theory of Change is formally signed off by our governance board (Strategic Partnership Board (SPB) Exec).



2. *When commissioning services for delivery to the VRU programme, please confirm whether the VRU routinely requests details of the Theory of Change/Logic Models from proposed commissioned providers. If yes, please provide copies of the Theory of Change documents/evidence provided by the last three service providers commissioned by the VRU.*

The VRN team develop Theories of Change at the point of designing and commissioning interventions. Please find the latest Theories of Change for the following commissioned interventions attached:

Document 3 - The Phoenix Programme (Delivery Partners: Leicestershire Police, the Probation Service, Leicester City Council – Youth Justice Service, Leicestershire County Council – Youth Justice Service and Ingeus – Community Navigators)

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The Reach Programme- Theory of Change can be found using the following link; [Microsoft Word - CleanCopy-Reach Report for proofing-234290.docx \(youthendowmentfund.org.uk\)](https://www.youthendowmentfund.org.uk/wordpress/wp-content/uploads/2019/03/Microsoft-Word-CleanCopy-Reach-Report-for-proofing-234290.docx) (page 122)

Document 4 - Violence Intervention Project - A&E and Custody (Delivery Partner: Turning Point).

3. *Please confirm how often the VRU's Theory of Change has been formally evaluated by the VRU since 2018. Please confirm the dates of any evaluation(s) and a copy of (or link to) any evaluation reports or supporting documents.*

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VRUs are subject to an annual evaluation commissioned by the Home Office. You can find the full reports here:

Year ending March 2021: [Violence reduction unit year ending March 2021 evaluation report - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/524242/vru-2021-evaluation-report.pdf)

Year ending March 2022: [Violence Reduction Units, year ending March 2022 evaluation report - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/544242/vru-2022-evaluation-report.pdf)



We are currently awaiting the release of the report for 2022/23

4. Please confirm the level of funding received from the Home Office to support VRU activity since 2018.

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Information on funding for VRUs, and specifically Leicestershire, is publicly available and can be found via the following links:

- 2019/20 - [Funding for Violence Reduction Units announced - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/news/funding-for-violence-reduction-units-announced)
- 2020/21: [Additional £35 million for Violence Reduction Units - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/news/additional-35-million-for-violence-reduction-units)
- 2021/22 - [£35.5m to support young people at risk of involvement in serious violence - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/news/355m-to-support-young-people-at-risk-of-involvement-in-serious-violence)

2022/23 – 2024/25 – We received notification of a three-year funding allocation:

- 22/23 £1,414,226
- 23/24 £1,058,313
- 24/25 £1,047,170

We can confirm that we received all of the above allocated funding in full.

5. Please confirm the number of commissioned services procured by the VRU each year since 2018.

Commissioned Service	2019/20	2020/21	2021/22	2022/23	2023/24
EngAge	Y				
Violence Intervention Project (A&E)	Y	Y	Y	Y	Y
Mentors in Violence Prevention		Y	Y	Y	Y
Unlocking Potential Project		Y	Y		
Early Intervention Service (formally the Community Resolution and Prevention Service)		Y	Y	Y	
Chance 2 Change			Y	Y	
Violence Intervention Project (Custody)			Y	Y	Y
Trauma-Informed Training				Y	Y



The Reach Programme				Y	Y
The Phoenix Programme (Community Navigators)					Y
Total:	2	4	6	7	6

6. For each year since 2018, please confirm how many of these individual commissioned services have been evaluated by the VRU or independently, over and above any overarching evaluation of VRU performance itself.

Commissioned Service	2019/20	2020/21	2021/22	2022/23	2023/24	Evaluation:
EngAge	Y					
Violence Intervention Project (A&E)	Y	Y	Y	Y	Y	6e2bca_44d9fdd24e064ba2800dfcb538e39996.pdf (violencereductionnetwork.co.uk)
Mentors in Violence Prevention		Y	Y	Y	Y	Evaluation planned for 2024/25
Unlocking Potential Project		Y	Y			https://www.violencereductionnetwork.co.uk/files/ugd/6e2bca_fc4bed2a5f4442bba611118d7e374973.pdf
Early Intervention Service (formally known as the Community Resolution and Prevention Service)		Y	Y	Y		https://www.violencereductionnetwork.co.uk/files/ugd/6e2bca_7855900873ac4e488a54177e733cfaca.pdf
Chance 2 Change			Y	Y		De-commissioned
Violence Intervention Project (Custody)			Y	Y	Y	6e2bca_44d9fdd24e064ba2800dfcb538e39996.pdf (violencereductionnetwork.co.uk)
Trauma-Informed Training				Y	Y	
The Reach Programme				Y	Y	The Reach Programme Youth Endowment Fund



The Phoenix Programme (Community Navigators)					Y	
Total:	2	4	6	7	6	Currently being evaluated - ongoing

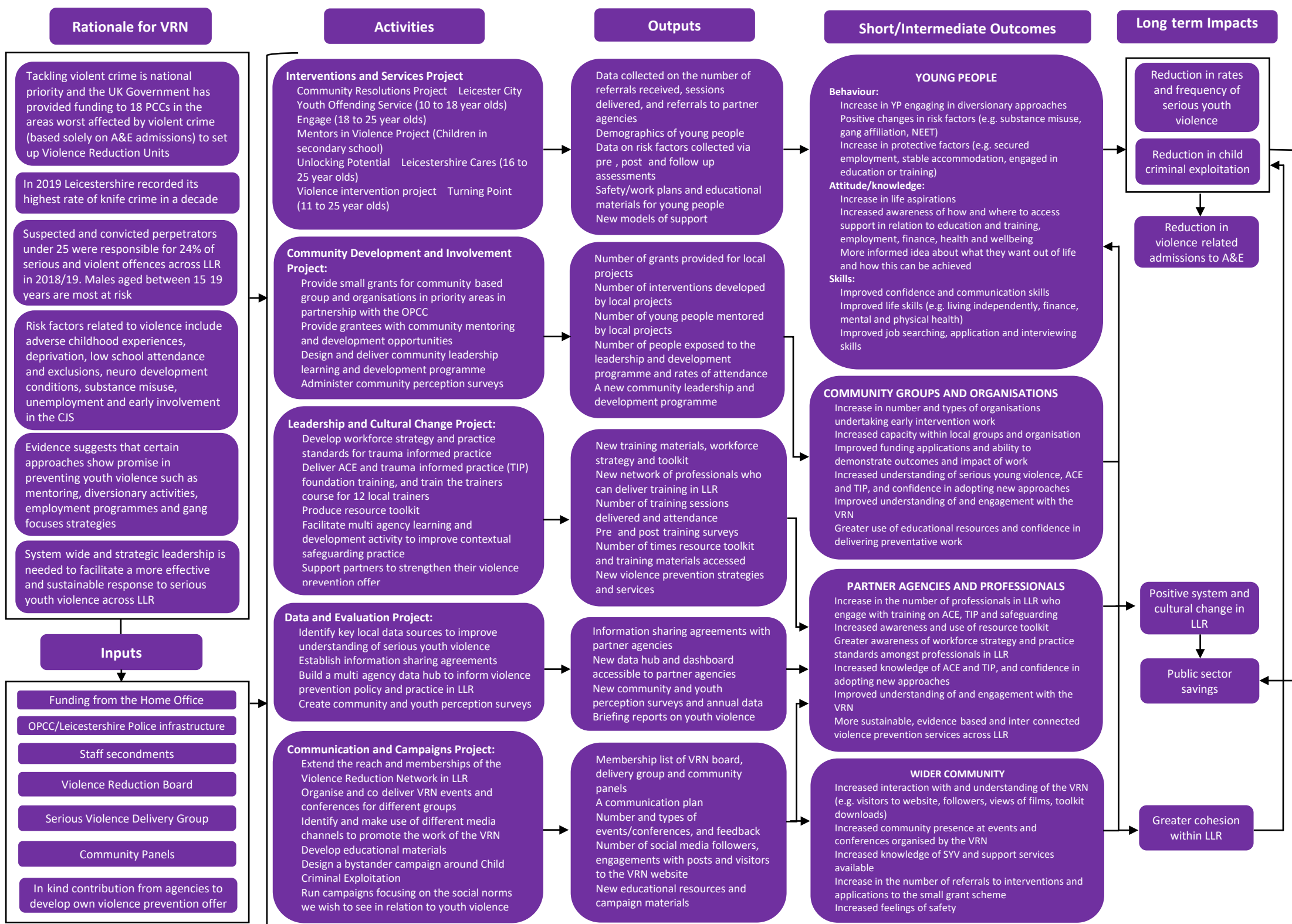
The Office of the Police and Crime Commissioner provides you the right to ask for a re-examination of your request under its review procedure. Letters should be addressed to Data Protection Officer at the above address or emailed to OPCC@leics.police.uk. If you decide to request such a review and having followed the Police and Crime Commissioner's full process you are still dissatisfied, then you have the right to direct your comments to the Information Commissioner who will give it consideration.

Yours sincerely,

Office of the Police and Crime Commissioner

In complying with our statutory duty under sections 1 and 11 of the Freedom of Information Act 2000 to release the enclosed information will not breach the Copyright, Designs and Patents Act 1988. However, the rights of the copyright owner of the enclosed information will continue to be protected by law.

Applications for the copyright owner's written permission to reproduce any part of the attached information should be addressed to The Office of the PCC, Leicestershire Police Headquarters, St. Johns, Enderby, Leicester LE19 2BX.



RATIONALE

- Tackling violent crime is a national priority. UK Government has provided funding to the areas worst affected by SV to set up VRUs
- In LLR, SV offences increased significantly from 2015-2019. Males under 25 are most at risk of committing and becoming a victim of SV
- Risk factors related to SV include ACEs, low school attendance and exclusions, substance misuse, and unemployment. Intervening early can prevent future involvement
- Local evaluation and academic evidence shows that certain approaches show promise in preventing SV such as diversionary activities, ETE support, whole family approaches and responsive, trauma-informed one to one support
- Professionals need to be equipped with knowledge of ACES, trauma informed practice (TIP), contextual safeguarding (CS) and 'what works' to provide effective support
- Lack of understanding of what is being delivered by partners to prevent SV and whether effective
- Partners/professionals are not effectively using or sharing data locally
- System-wide and strategic leadership is needed to facilitate more effective and sustainable responses to SV across LLR

INPUTS

- £880,000 from the Home Office
- VRN governance including the:
 - Core Membership/VR Board
 - Serious Violence Delivery Group
 - Community Panels
 - Central Delivery Team
 - Provider Network
- Data from SNA and evidence from local evaluation
- Existing multi-agency partnerships, interventions and strategies/policy
- In-kind contribution from agencies to develop own violence prevention offer

ACTIVITIES

LEADERSHIP & CULTURAL CHANGE

- Update Response Strategy and develop sustainability plan with Core Membership
- Strengthen organisational, sector and CSP responses in line with VRN Framework
- Implement TIP strategy and deliver training
- Cascade knowledge across the Network
- Deliver campaigns aimed at promoting positive social norms

CRIMINAL JUSTICE & ENFORCEMENT

- Establish multi agency problem solving forum to manage 'at risk' YP
- Co ordinate prevention activity in NTE
- Develop a new custody based intervention
- Implement data driven hotspot policing
- Review OM of violent offenders (IOM)

DATA SHARING, EVIDENCE & EVALUATION

- Access and analyse priority datasets
- Update Strategic Needs Assessment
- Further develop internal police dashboard
- Develop external dashboard for partners including injury surveillance
- Conduct internal evaluation and commission external impact evaluation
- Conduct Community and YP Safety Surveys

PREVENTION

- Support existing VRN interventions: Community Resolution and Prevention Service, MVP, Unlocking Potential, Violence Intervention Project (hospital based)
- Develop Provider Network for interventions
- Develop new evidence based interventions (e.g. Reach Programme HO/YEF funded)
- YP and community involvement (e.g. Leadership Programme, VR Board, campaign)
- Support community organisations through workforce development
- Work with partners to develop preventative activity across the following priorities: Education, Youth work & Diversion, Parenting & Families, Health

OUTPUTS

LEADERSHIP & CULTURAL CHANGE

- Response Strategy and sustainability plan owned by Core Membership
- Co owned sustainability plan
- Organisational and CSP plans
- LLR TIP strategy and training package
- Partners/professionals have the knowledge/support to implement evidence based approaches
- Campaigns and resources

CRIMINAL JUSTICE & ENFORCEMENT

- Multi agency problem solving forum
- At risk / high harm young people receive timely and appropriate support
- Police informed hotspots operations
- Understanding of SV in the NTE
- Agreed model for OM of violent offenders

DATA SHARING, EVIDENCE & EVALUATION

- SNA evidences drivers and risk factors
- New dashboards
- At risk cohorts identified
- Data informed operations
- Data sharing agreements in place
- Partners use data/analysis to inform approach
- Understanding of community perceptions
- Understanding of what interventions work best and for whom

PREVENTION

- Evidence informed interventions and understanding of who accesses them
- Number of at risk young people receiving appropriate support
- Young people and communities influence direction of the VRN
- Community organisations have the understanding and resources to respond to serious violence
- New activity/services across priority areas of prevention

OUTCOMES

STRATEGIC/OPERATIONAL

- Strategic**
- Int SNA and dashboard enables a focused, data driven and whole systems Response Strategy
 - Int Increased awareness of partners roles, gaps and duplication in system
 - Int/Lt Partners/professionals buy in to TIP and CS, and orgs embed TIP/CS activity
 - Int Partners/CSP ready for SVD
 - Lt Partners support the cultural and financial sustainability of the VRN
- Operational**
- Int Partners/professionals understand how their role contributes to the Response Strategy
 - Int/Lt Improved understanding and increased use of evidence/evaluation
 - Int/Lt Partners/professionals understand and are better able to respond to individual/local needs
 - Lt Increased efficiency and effectiveness of interventions, partners and community organisations

YOUNG PEOPLE/COMMUNITIES

- Young People**
- Int Successful identification (referrals) and engagement of those at risk
 - Int Underlying risk factors are supported/addressed
 - Int/Lt Improved access to local services for support
 - Lt Diverted away from crime/violence
 - Lt Reduced reoffending
- Communities**
- Int Improved understanding of VRN and partners, and increased opportunity to influence decision making
 - Int Community Leaders understand and are better able to respond to individual/community needs
 - Lt Activity of VRN and partners better reflects community needs

IMPACTS

Whole systems approach adopted and sustained through: organisational cultural change and effective multi agency working

Reductions in Serious Violence

- Home Office measures: (especially those under 25)
- Reduction in hospital admissions for assaults with a knife or sharp object
 - Reduction in (police recorded) knife enabled serious violence
 - Reduction in all non domestic homicides (Home Office Index)
- Additional measures
- Reductions in police recorded public place violence overall and specifically:
 - Violence with injury
 - Robbery
 - Knife enabled SV

Improved life outcomes for young people

- Improved engagement at school and fewer expulsions
- Improved employment prospects
- Improved mental and physical health
- Improved accommodation
- Reduced substance misuse

Young people and communities feel safer

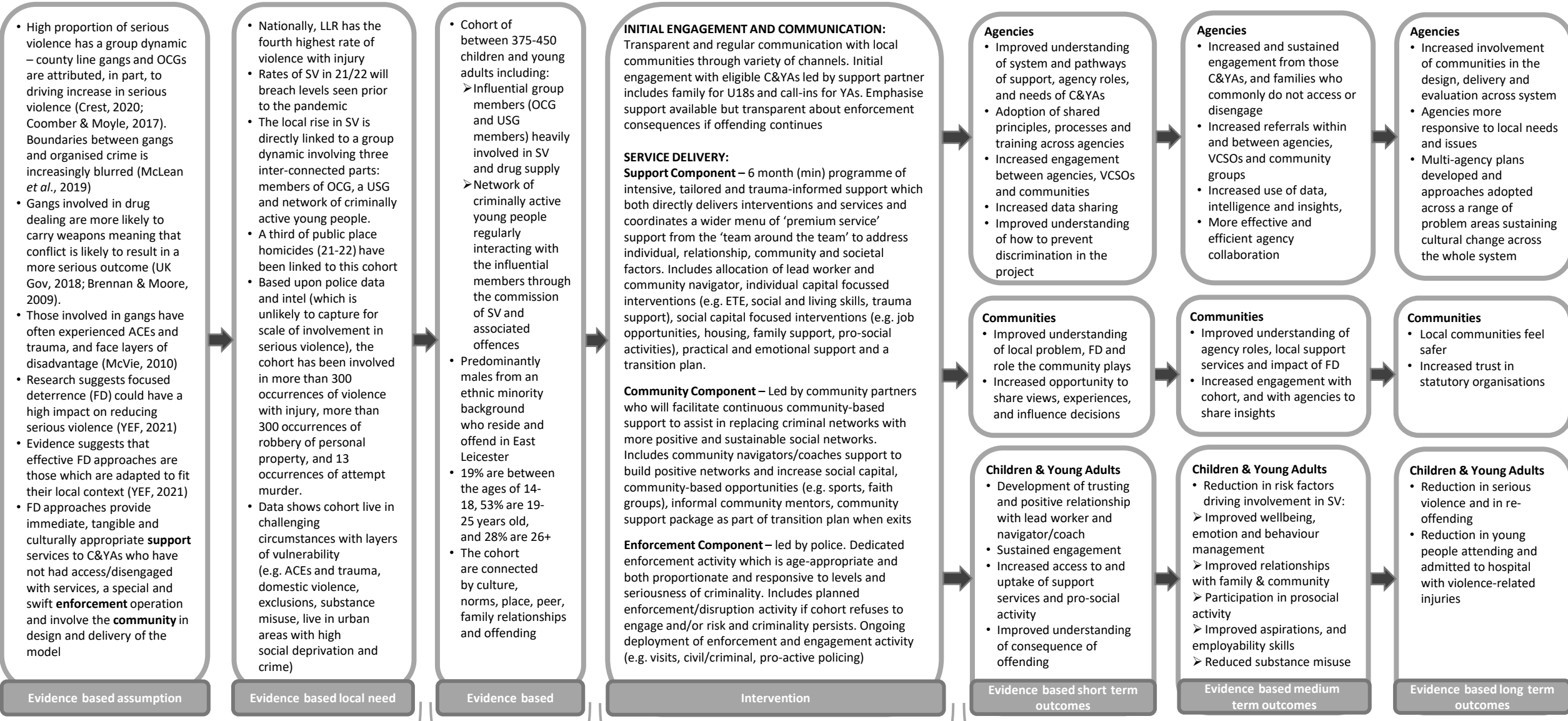
- Perceptions of community safety
- Trust in VRN and partners

FEEDBACK LOOP

CONTEXTUAL FACTORS

- Increased vulnerability of children and young people as a result of Covid-19 including increased unemployment, mental ill health and substance misuse amongst under 25s
- Impact of Covid-19 on crime/violence and on service delivery to identify/engage those at risk and deliver support. Additional restrictions imposed on Leicester for most of 2020
- New Police and Crime Commissioner elected. Leicestershire Police receive GRIP funding focused on driving forward operational responses to serious violence
- Local, regional and national policy/activity targeting the drivers of serious violence (e.g. county lines, drugs and theft)
- Enactment of the Serious Violence Duty places legal duty on local partners to share data to understand and respond to serious violence
- Short term contracts in VRN and in VRN-funded interventions lead to high turnover of staff. Additional resource needed to delivery HO/YEF-funded SVV interventions

The Phoenix Programme – Theory of Change



- High proportion of serious violence has a group dynamic – county line gangs and OCGs are attributed, in part, to driving increase in serious violence (Crest, 2020; Coomber & Moyle, 2017). Boundaries between gangs and organised crime is increasingly blurred (McLean *et al.*, 2019)
- Gangs involved in drug dealing are more likely to carry weapons meaning that conflict is likely to result in a more serious outcome (UK Gov, 2018; Brennan & Moore, 2009).
- Those involved in gangs have often experienced ACEs and trauma, and face layers of disadvantage (McVie, 2010)
- Research suggests focused deterrence (FD) could have a high impact on reducing serious violence (YEF, 2021)
- Evidence suggests that effective FD approaches are those which are adapted to fit their local context (YEF, 2021)
- FD approaches provide immediate, tangible and culturally appropriate support services to C&YAs who have not had access/disengaged with services, a special and swift enforcement operation and involve the community in design and delivery of the model

- Nationally, LLR has the fourth highest rate of violence with injury
- Rates of SV in 21/22 will breach levels seen prior to the pandemic
- The local rise in SV is directly linked to a group dynamic involving three inter-connected parts: members of OCG, a USG and network of criminally active young people.
- A third of public place homicides (21-22) have been linked to this cohort
- Based upon police data and intel (which is unlikely to capture for scale of involvement in serious violence), the cohort has been involved in more than 300 occurrences of violence with injury, more than 300 occurrences of robbery of personal property, and 13 occurrences of attempt murder.
- Data shows cohort live in challenging circumstances with layers of vulnerability (e.g. ACEs and trauma, domestic violence, exclusions, substance misuse, live in urban areas with high social deprivation and crime)

- Cohort of between 375-450 children and young adults including:
 - Influential group members (OCG and USG members) heavily involved in SV and drug supply
 - Network of criminally active young people regularly interacting with the influential members through the commission of SV and associated offences
- Predominantly males from an ethnic minority background who reside and offend in East Leicester
- 19% are between the ages of 14-18, 53% are 19-25 years old, and 28% are 26+
- The cohort are connected by culture, norms, place, peer, family relationships and offending

INITIAL ENGAGEMENT AND COMMUNICATION:
Transparent and regular communication with local communities through variety of channels. Initial engagement with eligible C&YAs led by support partner includes family for U18s and call-ins for YAs. Emphasis support available but transparent about enforcement consequences if offending continues

SERVICE DELIVERY:
Support Component – 6 month (min) programme of intensive, tailored and trauma-informed support which both directly delivers interventions and services and coordinates a wider menu of ‘premium service’ support from the ‘team around the team’ to address individual, relationship, community and societal factors. Includes allocation of lead worker and community navigator, individual capital focussed interventions (e.g. ETE, social and living skills, trauma support), social capital focused interventions (e.g. job opportunities, housing, family support, pro-social activities), practical and emotional support and a transition plan.

Community Component – Led by community partners who will facilitate continuous community-based support to assist in replacing criminal networks with more positive and sustainable social networks. Includes community navigators/coaches support to build positive networks and increase social capital, community-based opportunities (e.g. sports, faith groups), informal community mentors, community support package as part of transition plan when exits

Enforcement Component – led by police. Dedicated enforcement activity which is age-appropriate and both proportionate and responsive to levels and seriousness of criminality. Includes planned enforcement/disruption activity if cohort refuses to engage and/or risk and criminality persists. Ongoing deployment of enforcement and engagement activity (e.g. visits, civil/criminal, pro-active policing)

Agencies

- Improved understanding of system and pathways of support, agency roles, and needs of C&YAs
- Adoption of shared principles, processes and training across agencies
- Increased engagement between agencies, VCSOs and communities
- Increased data sharing
- Improved understanding of how to prevent discrimination in the project

Communities

- Improved understanding of local problem, FD and role the community plays
- Increased opportunity to share views, experiences, and influence decisions

Children & Young Adults

- Development of trusting and positive relationship with lead worker and navigator/coach
- Sustained engagement
- Increased access to and uptake of support services and pro-social activity
- Improved understanding of consequence of offending

Agencies

- Increased and sustained engagement from those C&YAs, and families who commonly do not access or disengage
- Increased referrals within and between agencies, VCSOs and community groups
- Increased use of data, intelligence and insights,
- More effective and efficient agency collaboration

Communities

- Improved understanding of agency roles, local support services and impact of FD
- Increased engagement with cohort, and with agencies to share insights

Children & Young Adults

- Reduction in risk factors driving involvement in SV:
 - Improved wellbeing, emotion and behaviour management
 - Improved relationships with family & community
 - Participation in prosocial activity
 - Improved aspirations, and employability skills
 - Reduced substance misuse

Agencies

- Increased involvement of communities in the design, delivery and evaluation across system
- Agencies more responsive to local needs and issues
- Multi-agency plans developed and approaches adopted across a range of problem areas sustaining cultural change across the whole system

Communities

- Local communities feel safer
- Increased trust in statutory organisations

Children & Young Adults

- Reduction in serious violence and in re-offending
- Reduction in young people attending and admitted to hospital with violence-related injuries

Evidence based assumption

Evidence based local need

Evidence based

Intervention

Evidence based short term outcomes

Evidence based medium term outcomes

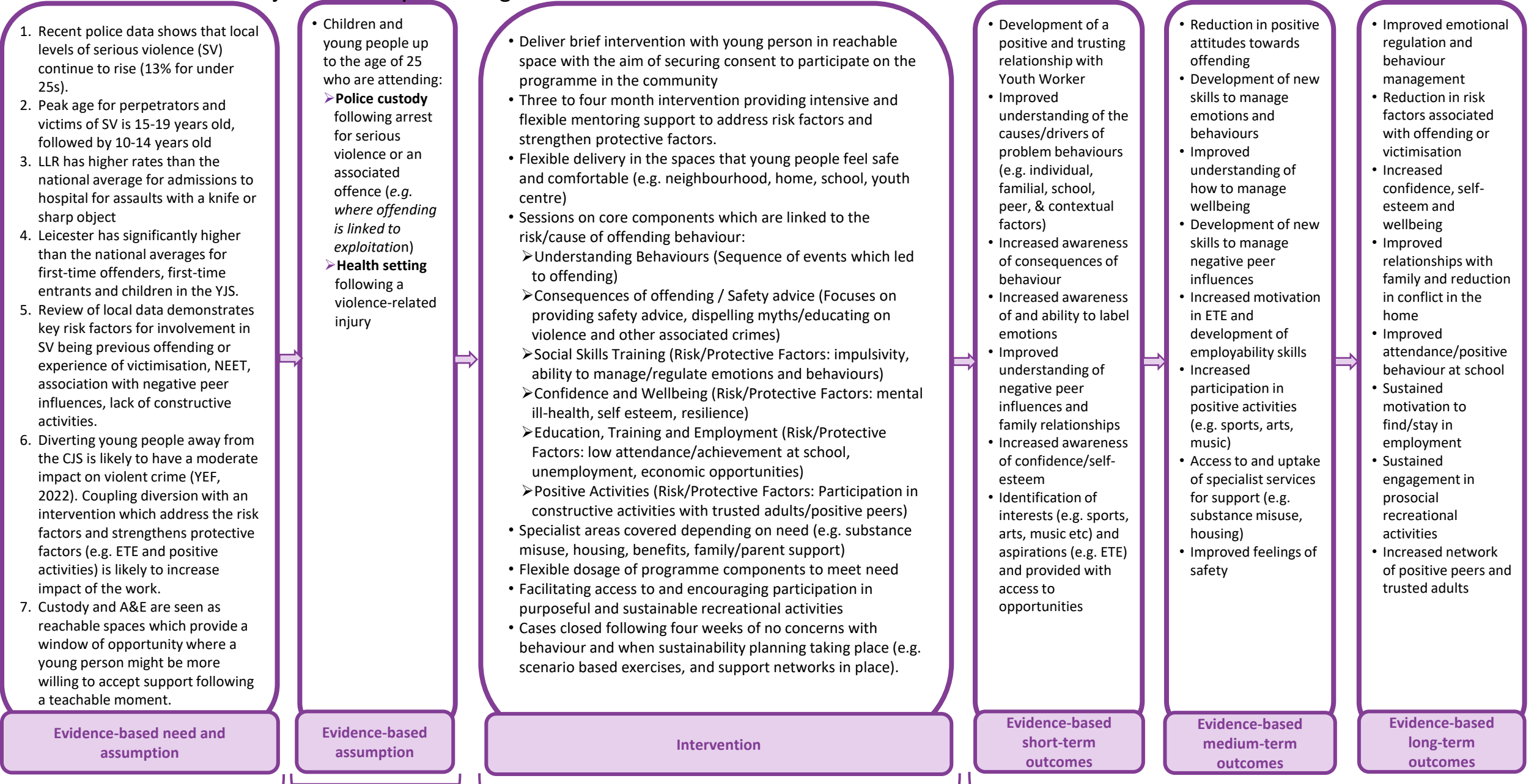
Evidence based long term outcomes

WHO the intervention is for

WHAT the intervention is

WHAT the intervention will achieve and WHY this is important

Violence Intervention Project – Theory of Change



WHY is the intervention needed

WHO the intervention is for

WHAT the intervention is and **HOW MUCH** participants will receive

WHAT the intervention will achieve and **WHY** this is important