

Specification

Issued on behalf of
The Mayor's Office of Policing and Crime
(MOPAC)

**ITQ Title: Cookham Wood – Victimisation of
Offenders pilot – Through the Gate mentorship**

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1. Organisational Overview

- 1.1. The Mayor's Office for Policing and Crime (MOPAC) invites you to bid for the requirements detailed below in accordance with the conditions outlined within this document.
- 1.2. The Mayor's Office for Policing and Crime (MOPAC) was established in 2012 and is the Police and Crime Commissioning body for London. MOPAC works in partnership across agencies at a local and national level to ensure there is a unified approach to preventing and reducing crime. MOPAC is responsible for delivering the Mayor of London's Police and Crime plan through a range of grants and contracts. The provision of general and specialist services to victims of crime is a key element of this spending, as MOPAC has a statutory responsibility in this area, and MOPAC also funds a range of programmes focused on reducing re-offending and crime reduction.
- 1.3. London's Violence Reduction Unit, which was established in 2018, is a separate unit within MOPAC that brings together specialists from health, police, local government, probation and community organisations to tackle violent crime and the underlying causes of violent crime.

2. Introduction

- 2.1. There is growing awareness of the victim/offender overlap and how young offenders' experiences of victimisation may contribute to their offending behaviour. Addressing victimisation is therefore important to reduce reoffending and ensure young people get the right support to cope and recover in the aftermath of crime.
- 2.2. In April 2019, the Justice Secretary chaired a discussion on the effectiveness of the criminal justice system as part of the Prime Minister's Serious Youth Violence summit. The discussion was aimed at improving join-up across the criminal justice system in relation to this above point. The Government took an action to pilot specialist training for staff at YOIs to support young people in custody who have previously been victims of serious violence and help direct them to support services.
- 2.3. MOPAC, along with MoJ and Kent OPCC are seeking a provider to co-design and provide a through-the-gate service to prepare young people to engage with support in custody and continue to support them to engage with services post-release.

- 2.4. This work has a maximum value of £90,000 for work to be carried out before December 2022, with a decision taken in 2022 as to whether this work can continue for another year.
- 2.5. This document sets out the context and scope of this programme and provides details on:
- National and regional context
 - Scope of the project and requirements
 - Governance, reporting and evaluation

3. Background and context

3.1 Legislative and regulatory frameworks

- 3.1.1 The lead government department responsible for the pilot is the Ministry of Justice (MoJ), with MOPAC acting as programme manager and lead commissioner.
- 3.1.2 HMYOI Cookham Wood is located in Kent and holds up to 188 boys between the ages of 15-18. The YOI receives young people from southern England and East Anglia but a large proportion of its boys are from London. Between October 2019 and September 2020 there was an average of 138 boys in Cookham Wood. 70% were on remand, or serving a detention training order (DTO), 49% were from London and Kent. The most common offences for Londoners were violence/assaults, robbery, offensive weapons and murder.
- 3.1.3 Young people often need support to get them ready to engage with interventions. This can be done by building a trusting relationship with the young person and understanding their past experiences of trauma. The YJB trialled an approach to prepare prolific young offenders in Welsh YOTs to engage with support, called Enhanced Case Management, which takes a psychology-led approach to understanding a young person's trauma and uses a 'Trauma Recovery Model' to prepare the young person to access interventions.

3.2 Current service delivery

3.2.1 There is growing awareness of the victim/offender overlap, with a recent study by Middlesex University finding that 50% of young offenders under supervision by the Youth Offending Service have been victims of crime, which we know may contribute to their offending behavior.

3.2.2 With this in mind, HMPYOI Cookham Wood has a number of projects to support young offenders. However, efforts to specifically address victimisation are limited, and the join up with services outside the estate and upon release is patchy.

Cookham Wood pilot

3.2.3 Police and Crime Plan (2017-2021): One of the priority areas in the Mayor's Police and Crime Plan is a better criminal justice service for London. In particular, there is a commitment to "work with our partners to deliver a specific approach to young adults across all criminal justice agencies that is focused on continuing and integrating services, particularly at the transition point between youth and adult services".

3.2.4 The HMPYOI Cookham Wood Victimisation of Offenders pilot is a partnership between MOPAC, the Ministry of Justice, and Kent Police and Crime Commission.

3.2.5 The pilot will work with young people serving Detention and Training Orders (DTOs); young people on remand *and young people serving longer sentences which will see them serve no more than 1 year in the adult estate*. (Those serving long sentences will be transferred to the adult estate where support to address victimisation may not be continued so the pilot would not be suitable for this cohort. Targeting those on DTOs will enable those young people to be supported to address their experiences of victimization, alongside their resettlement upon their return to the community^[OBJ] The pilot would also work with young males remanded into custody, as this cohort are often overlooked. Support for this cohort is usually limited given the uncertainty over whether they will remain in custody. Many of these young males will return to the community and continuity of support will facilitate greater resettlement opportunities.

3.2.6 As part of the pilot addressing victimisation, the project team are also working with the YOI staff, to look at what can be done within the YOI to support the boys recovering from trauma. This work is separate to the through-the-gate mentorship pilot, but will look to support with the aims.

4 Overview of the Service

4.1 Service aims

4.1.1 The pilot will work with young people who have suffered harm, including physical, mental or emotional harm, as a result of a criminal offence, including witnessing domestic abuse, or who are relatives of someone whose death was directly caused by a criminal offence. This definition is taken from the Government's Victims Code of Practice¹.

4.1.2 The overall aim of the through the gate mentors is to address these individuals experiences of victimization, to help them cope and recover, including by increasing links with victim services, and increasing the wellbeing of the boys.

4.2 Pilot objectives

4.2.1 The aims of the HMPYOI Cookham Wood Victimisation of Offenders pilot are to:

1. Support with links to victim services, helping the boys cope and recover from their victimisation
2. Reduce reoffending amongst boys who are released from Cookham Wood YOI.
3. Reduce violence levels in Cookham Wood YOI
4. Improve mental health and resilience, thinking skills and attitudes
5. Improve support networks and personal relationships
6. Increase employment rates, educational attainment and employment-related skills
7. Improve partnership working and information sharing between agencies, specifically with victim services

4.2.2 A logic model detailing the activities, outputs, outcomes and impacts for the Cookham Wood Victimisation of Offenders pilot can be found in Annex 1.

4.2.3 Due to the short term nature of this pilot, some outcomes, such as reducing reoffending, may not be able to be measured straight away, but the other outcomes may have an overall effect on this outcome in the long term.

¹ [Code of Practice for Victims of Crime in England and Wales \(Victim's Code\) - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/publications/code-of-practice-for-victims-of-crime-in-england-and-wales)

5 Service Requirements

5.1 Scope

- 5.1.1 The Supplier is required to recruit suitable mentors who will work in Kent and London to provide a through the gate service for young people over the course of the project.
- 5.1.2 We expect the Supplier to define clear timelines for this engagement, we know that individuals will engage at different paces, and so will look for flexibility in this plan. At a minimum we would expect 8 weeks of support (4 in prison and 4 outside) but expect this to be treated on a case by case basis. We would also expect to see information on exit strategy's, including join up with victim support services and other relevant agencies once the individuals have been released.
- 5.1.3 The YOI will only have a certain amount of boys leaving per month, and so the mentors can expect no more than 15 boys in their care at once. This will be confirmed by HMYOI Cookham Wood on a case by case basis.
- 5.1.4 The Supplier should endeavor to engage the young people in ensuring the mentors deliver a person-centered approach
- The mentor is congruent with the client
 - The mentor provides the client with unconditional positive regard
 - The mentor shows an empathetic understanding to the client
- 5.1.5 The Supplier must be able to demonstrate a trauma-informed approach to their work with the boys, along with a needs assessment to explain which boys are chosen for the mentorship.
- 5.1.6 The Supplier must be able to mobilise in September 2021 to commence recruitment and security clearances, with mentors starting in January 2022 at the latest. Work is being done with HMYOI Cookham Wood to expedite the clearance process. A project timeline is included at 5.1.14.

Design and Preparation

- 5.1.7 The sessions should be carried out via a range of methods to ensure it is accessible to boys with different engagement styles. These may include drop-in sessions, informal consultation before and after appointments or by telephone or more formal consultation approaches.
- 5.1.8 Cookham Wood will refer the boys to the mentors, with the Supplier creating a needs assessment to ensure a person-centered approach.

Delivery

- 5.1.9 Each individual mentorship will take place over a minimum of 8 weeks, with the first four weeks being used to prep the young person to leave the YOI, and the final four to help them reacclimatize to life outside the YOI. This will include using a trauma aware recovery model, to prepare the young person to access interventions, engage with psychologist support in custody, and to continue to engage with victim support services upon release.
- 5.1.10 The Supplier must ensure that the mentors chosen are trained correctly and performing to a high standard.
- 5.1.11 As the number of boys eligible for the pilot will continue to change, it is expected that there will be changes in workload for the mentors as the pilot is delivered. There will not be more than 15 cases per mentor at any one time.
- 5.1.12 During the course of the pilot, the Supplier is expected to collect data on the mentorship scheme and share the data with MOPAC for the evaluation. The information needed will be confirmed with the contract, but would likely include:
- Impact data
 - Numbers of boys worked with
 - Number of interactions with Victim services
 - Performance of the mentors
 - Surveys of the boys on their wellbeing, motivation, attitudes and thoughts on the mentorship.
 - Surveys with the mentors on implementation challenges, and thoughts on the process

5.1.13 The Supplier will need to adhere to GDPR guidelines, and ensure data is gathered and deleted in the correct manner.

Project Timeline

5.1.14

Details	Date
Invitation to Quote (ITQ) Published	4 August 2021
Deadline for Clarification Questions	11 August 2021 at 12 NOON
Deadline for Submission of ITQ Bids	6 September 2021 at 12 NOON
Evaluation	7-17 September 2021
Governance	21 September 2021
Notification Letters	27 September 2021
Contract issued for signature	28 September 2021
Mobilisation meeting	30 September 2021
Recruitment period (including security clearance)	18 October – 31 December 2021
Start date for mentors	10 January 2022
Current end date for mentors (subject to change)	March 2023

It is recognised that ensuring security clearance can take longer than two months which may impact the start date of mentors. In this instance, the Supplier must be in contact with MOPAC to update on the timelines of this.

Offence types and needs

5.1.15 The Supplier may be required to consult and engage young adults who have committed the following offences or who display the following needs:

- Boys convicted of sexual offences;
- Boys convicted of murder offences;

- Boys convicted of arson offences;
- Boys at risk of domestic abuse or serious group offending;
- Boys with extremist views;
- Boys with substance misuse needs;
- Those where there are public protection concerns including MAPPA Level 2 and 3 cases;
- Care Leavers;
- Foreign National Offenders;

5.2 Key Attributes

- 5.2.1 The Supplier will recruit for mentors that are trained in working with children and young people.
- 5.2.2 The Supplier will create a through the gate mentorship programme which focuses on helping the young person cope and recover from their victimisation.
- 5.2.3 The Supplier will support and manage the mentors, ensuring they are paid in a timely manner and upholding to the London Living Wage
- 5.2.4 The Supplier will ensure links are made through the mentors to current Victim Services in Kent and London, whilst also ensuring mentors are focusing on the wellbeing of the young person
- 5.2.5 The Supplier is required to ensure all mentors have Safeguarding training, and are fit to work with young people.

5.3 High-Level Delivery Model

1. The Supplier recruits suitable mentors
2. The Supplier designs an appropriate Through The Gate model for the mentors to lead
3. The Supplier works with Cookham Wood YOI to assess the needs of the young people leaving Cookham Wood
4. The Supplier creates contacts with Victim services
5. The Supplier organizes and manages the collection of data needed to evaluate the pilot, including before and after surveys with the boys involved.
6. The mentors work with the boys on an 8-week programme up until March 2023.
7. The Supplier shares the data with MOPAC and partakes in the evaluation

5.4 Service Eligibility

5.4.1 The Service is for boys due to leave Cookham Wood YOI. These include:

8. Boys serving DTOs (Detention Training Orders)
9. Boys on remand

5.5 Delivery Locations

5.6.1 The Service will be delivered in Kent and London (separate mentors for each). The first four weeks of the programme will be based in Cookham Wood YOI, Kent. The final four weeks will need the mentors to travel to somewhere appropriate for the young person, either in London or Kent.

5.6.2 In some cases, it may be appropriate to conduct consultation remotely by telephone or video call.

5.6.3 Cookham Wood YOI is based at:

Sir Evelyn Rd,
Rochester
ME1 3LU

6 Minimum Service Levels

6.1 General

6.1.1 The Supplier will maintain a complete and correct set of records pertaining to all activities relating to the Service and the obligations under the Contract.

- 6.1.2 The Supplier will maintain all records in line with Data Protection laws and regulations, including using only approved IT systems to store and record personal and sensitive information, including on health conditions, protected characteristics and previous convictions.
- 6.1.3 The Supplier is required to submit an invoice and monitoring return in accordance with the deadlines and procedure set out in the Contract.

6.2 Referral and assessment

- 6.2.1 Service users will be referred to the service by HMYOI Cookham Wood. The Supplier is required to make contact with the boys within three working days to arrange consultation. Cookham Wood will provide risk assessments for group sessions.

6.3 Governance and management of the services

- 6.3.1 The Supplier/s is required to identify a contract manager for the Service.

MOPAC governance

- 6.3.2 The HMYOI Cookham Wood Victimisation of Offenders Team will be responsible for monitoring the progress of the service to ensure effective delivery and value for money. At an operational level, the service will directly report to MOPAC.
- 6.3.3 The membership of the The Cookham Wood Victimisation of Offenders Team includes: MOPAC (chair), MoJ and Kent PCC.
- 6.3.4 This Group will lead and pay for the evaluation, the provider will need to work with the group to ensure correct data is shared.
- 6.3.5 The project reports into MOPAC's Reducing Reoffending Board which is part of the multi-agency governance structure that oversees delivery of the Police and Crime Plan.

7 Delivering the Service

7.1 Complaints

7.2.1 The Supplier is required to have a defined process for dealing with and resolving complaints. Formal complaints about the service should be reported to MOPAC within five working days of receipt.

7.2 Staffing

7.2.1 The Supplier's team should consist of:

- Lead/s to manage the design of the programme and the workload of the mentors;
- Mentors to carry out the programme with the young people.

7.2.2 Staff, in particular the mentors, should have significant experience working with young people in contact with the criminal justice system and possess a strong understanding of the context in which offending occurs. Lived experience is welcome, as long as this does not impact too heavily on the ability to get security clearance.

7.2.3 Relatability and shared experiences are particularly important for this group and so the Supplier/s should endeavor to provide a diverse, culturally competent and relatable team.

7.2.1 Staff must also have significant experience working with young people in contact with the criminal justice system or at risk of offending. They must possess a strong understanding of the context in which offending occurs, specifically the link between victimisation and offending. Knowledge of the local area and lived experience is desirable.

7.2.2 The Supplier shall ensure that the Supplier personnel delivering the Services should have the following general skills:

7.2.3 The ability to:

- listen and communicate effectively;
- motivate and promote young adults' belief in their ability to change;
- work with young adults with varying complexity of needs and to understand the specific needs of young adults;
- work with young adults from diverse backgrounds;

- be alert and responsive to behaviour, information or other changes which could indicate a change in Risk of Serious Harm; and
- respond appropriately to challenging behaviour in order to de-escalate tension, enable a Service User to manage strong feelings and to ensure their own safety and that of others.

7.2.4 Comply with policies/procedures - The ability to:

- Understand and follow policies and procedures appropriate both to the Supplier and to the probation sector generally.

7.2.5 Staff are required to have a recent DBS check. Due to the project timeline, it is important that staff already have a DBS check.

7.4 Legislative parameters

7.4.1 The Provider(s) and all staff members, paid or unpaid, shall be expected to work according to relevant National and local policies (including any amendments arising during the course of the contract), including but not limited to:

- Victims Code of Practice 2015
- Witness Charter 2013
- Domestic Violence, Crime and Victims Act 2004
- Human Rights Act 1998
- Data Protection Act 2018
- Race Relations (Amendment) Act 2000
- Equality Act 2010
- [Working together to safeguard children 2018](#)

a. Information security

7.5.2 The Provider(s) must ensure that the Service complies with the requirements of (i) the Data Protection Act 2018; UK GDPR; and (iii) any other applicable privacy and data protection legislation.

7.5.3 “UK GDPR” means Regulation (EU) 2016/679 (General Data Protection Regulation), as it forms part of the law of England and Wales, Scotland and Northern Ireland by virtue of section 3 of the European Union (Withdrawal) Act 2018, (including as further amended or modified by the laws of the United Kingdom or of a part of the United Kingdom from time to time)

7.5.4 Detailed provisions on the Provider(s) obligations in relation to data protection are set out in the contract at Annex 2.

- 7.5.5 An Information Sharing Agreement will be put in place to enable data sharing between the Supplier and probation.
- 7.5.6 Working together to safeguard children 2018² stipulate that the Data Protection Act 2018 and General Data Protection Regulations (GDPR) do not prevent the sharing of information for the purposes of keeping children safe. Fears about sharing information must not be allowed to stand in the way of the need to promote the welfare and protect the safety of children.

8 Reporting

8.1 Management Information

- 8.1.1 The Supplier is required to produce monthly data reports for all funded activities detailed in the contract in a consistent format specified by the MOPAC; the format, data provided, and timing may be subject to change. However, any changes must be agreed and confirmed by MOPAC by email before the submission of the next report.
- 8.1.2 MOPAC will conduct regular monitoring meetings with the Supplier to review progress against agreed outputs and outcomes in line with the requirements of the commissioned activities.
- 8.1.3 Aggregate data will be collected from all commissioned services to support this. The information required from the Supplier includes:
- Number of referrals received
 - Number of young people engaged in the programme, with information to show how many sessions the young people started and completed.
 - Number of surveys sent to young people engaged to understand the change in their behaviours before and after the programme
 - Number of young people involved in victim services
 - Number of young people who remain engaged/re-engage with education
- 8.1.4 Where possible, all data should be recorded alongside equalities information to allow for monitoring of disproportionality in the process.

8.2 Information sharing

- 8.2.1 A Data protection impact assessments (DPIA) is required with MOPAC and will be developed following the selection of a provider.

² [Working Together to Safeguard Children 2018 \(publishing.service.gov.uk\)](https://publishing.service.gov.uk)

8.3 Key Performance Indicators (KPIs)

KPI Description	Measurement	When	Target
Recruit and train through the gate mentors	Number of mentors	After consultation	At least 2 mentors
Create a mentorship programme linking boys with victim services	Number of boys engaged User satisfaction	After installation	90% of boys who are referred to be engaged with mentors
Increase in boys wellbeing	Increase in motivation levels of young people Number of boys able to cope with victimisation Significant decrease in violent behaviour Increase in bonds with family and friends	End of mentorship programme (surveys before and after to measure change)	90% of boys who participate to have decreased violent behaviour and increase in engagement with services

9 Partnership Working

9.1 The Supplier is expected to work in partnership with Cookham Wood YOI and Victim services, within the secure stairs model – working to ensure joined up assessment and wrap around support for CYP within the estate³.

9.2 Good multi-agency working is key to this project, and we would expect suppliers to demonstrate how they have built good relationships with necessary agencies in the past.

10 Mobilisation and Transition

10.1 The Supplier is required to mobilise the service to go live in January 2022. This will include attending an initial mobilisation meeting after contract award in September 2021.

³ [NHS commissioning » Children and young people \(england.nhs.uk\)](https://www.england.nhs.uk/commissioning/)

11 Appendices

Annex 1- pilot logic model

Annex 2 – draft terms and conditions