**Specification**

Issued on behalf of

The Mayor’s Office of Policing and Crime (MOPAC)

**ITQ Title: Transitions to Adulthood Pilot – Restorative Justice Service**

**Contents**

**Contents**

[1. Organisational Overview 3](#_Toc74225657)

[2. Introduction 3](#_Toc74225658)

[4 Overview of the Service 6](#_Toc74225659)

[5 Service Requirements 7](#_Toc74225660)

[6 Minimum service levels 12](#_Toc74225661)

[7 Delivering the Service 13](#_Toc74225662)

[8 Reporting 15](#_Toc74225663)

[9 Partnership Working 16](#_Toc74225664)

[10 Mobilisation and Transition 16](#_Toc74225665)

1. Organisational Overview
	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.
	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.
	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
	1. The Transitions to Adulthood Hub is a community-based trauma-informed service for 18-25 year olds on probation in Newham and 17-year olds transitioning from the Youth Offending Service to adult probation. The Hub aims to provide wrap-around support tailored to young adults’ distinct needs and informed by an understanding of maturity in order to reduce reoffending, improve mental health and support young adults to make positive life choices.
	2. MOPAC is seeking a provider to provide restorative justice interventions to young adults accessing the service and to embed restorative approaches across the hub.
	3. This work has a maximum value of £45,000 in 2021/2022 and 2022/2023, with no potential to extend.
	4. 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**

* 1. Legislative and regulatory frameworks
		1. The project is funded by the Government’s Shared Outcomes Fund which funds pilot projects to test innovative ways of working across the public sector. The lead government department responsible for the pilot is the Ministry of Justice, with MOPAC acting as programme manager and lead commissioner.
		2. The Probation Service has a statutory requirement to manage all adult offenders sentenced to custodial sentences, released from prison on licence and on community sentences.
	2. Current service delivery
		1. Young adults serving community sentences or on licence are currently managed by the Probation Service.
		2. 17-year olds serving Detention and Training Orders or Youth Rehabilitation Orders whose order ends after their 18th birthday are eligible to transfer to adult probation upon turning 17 years and 9 months. The Probation Service seconds a probation officer to local Youth Offending Teams to manage transition cases.
		3. Research from a range of disciplines demonstrates that young adults are a distinct group with needs that differ from both children and older adults, underpinned by the developmental maturation process. The typical adult male brain is not fully formed until at least the mid-20s, meaning that young adult males typically have more psychosocial similarities to children than to older adults.
		4. The Justice Select Committee’s (JSC) 2018 report on young adults in the Criminal Justice System concluded that the Criminal Justice System’s approach to managing young adults is not working and that a clear and effective strategy is needed.
		5. In addition, there is a lack of rehabilitative services available to meet the distinct needs of young adults in the criminal justice system, with generic adult services often not tailored to the particular needs of 18-25 year olds. Young people transitioning from youth to adult services often face a cliff-edge in terms of the support available to them, with support services dropping off at the age of 18.
		6. The Ministry of Justice in their response to the JSC‘s report highlighted a number of measures that were already in place to respond to the issues affecting this cohort and made a commitment to continue to develop its approach to addressing the distinct needs of young adults.
		7. As part of probation reforms being taken forward, the National Probation Service has developed new ways of working with young adults on release and under community supervision. When implemented, this will include improved support for young adults during the transition between youth and adult systems.
		8. To help identify issues with low psychosocial maturity, Her Majesty’s Prisons and Probation Service (HMPPS) has developed an evidence-informed screening tool which is available across prisons and probation to assess young adults who are still maturing neurologically, and a resource pack is also available to help staff work with those identified as needing more support.
		9. The new Offender Management in Custody (OMiC) model in prisons means that young adults will have more consistent key worker support. HMPPS is working in collaboration with the Youth Custody Service to improve the transition process from youth to adult custody. The vision is to agree a national transitions policy that can be operated consistently across the estate, with a central management body responsible for oversight of all transitions arrangements based on individual need.

Restorative justice for people on probation

* + 1. The Probation Service has a pan-London restorative justice service which offers restorative justice interventions. Restorative Justice conferencing is offered on a one to one basis primarily for high profile and high risk of harm cases. Cases that present a lesser risk receive a group-based intervention; Making Amends. This addresses harm caused by offending via a restorative justice perspective but does not lead to victim conferencing.

London pilot

* + 1. 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”. Following the reelection of the Mayor in May 2021, the Police and Crime Plan for this mayoral term is currently being developed. The Mayor included a commitment in his manifesto to pilot the hub.
		2. The Transitions to Adulthood Hub pilot is a partnership between MOPAC, the Ministry of Justice, National Probation Service, Community Rehabilitation Service, Youth Justice Board, Department of Health and Social Care and Ministry of Housing, Communities and Local Government.
		3. The Ministry of Justice secured funding for the pilot from Her Majesty’s Treasury via the Shared Outcomes Fund, which was announced in July 2020, with the London Borough of Newham selected as the pilot location in January 2021.
		4. There is a higher than average level of violence and drug offences amongst young adults on probation in Newham. There is also a disproportionate number of young adults from Black, Asian and Minority Ethnic communities on probation in Newham, accounting for 66% of the cohort. Aggregate data on the ethnicity and religion of the current caseload is included at annex 4.
1. Overview of the Service
	1. Service aims
		1. The overarching aim of the Service is to increase young adults’ access to restorative justice interventions and approaches by delivering interventions and embedding restorative justice approaches across the hub.
		2. By increasing young adults’ access to restorative justice, the Service aims to support young adults to repair the harm of their crime, encourage them to take responsibility for their actions, to build their empathy and support the maturation process.
	2. **Pilot objectives**
		1. The aims of the Transitions to Adulthood pilot are to:
2. Reduce reoffending amongst young adults on probation in Newham (frequency and severity)
3. Increase compliance with probation and reduce breaches
4. Improve mental health and resilience, thinking skills and attitudes
5. Support health improvements, including substance misuse desistance
6. Reduce homelessness, rough sleeping and access to stable accommodation
7. Improve support networks and personal relationships
8. Increase employment rates, educational attainment and employment-related skills
9. Improve partnership working and information sharing between agencies
	* 1. A logic model detailing the activities, outputs, outcomes and impacts for the London Transitions to Adulthood pilot can be found in Annex 1.
		2. Young adults in the Hub will have access to tailored specialist services, including but not limited to mental health support and accommodation support.
		3. The Service is most directly linked to outcomes 1 and 3.
10. Service Requirements
	1. Scope
		1. The Supplier is required to provide a restorative justice (RJ) service for the Youth 2 Adult (Y2A) Hub. This will include assessing young adults’ and victims’ suitability for RJ, delivering RJ interventions and supporting other hub practitioners to take restorative approaches in their work.
		2. Restorative justice interventions delivered by the Supplier should at a minimum include:
* Conferences between young adults and victims;
* Conferences or mediation between young adults and family members;
* ‘Shuttle’ RJ approaches (communication via letters or videos).
	+ 1. The Supplier may also be required to provide other types of RJ interventions, such as conferences between young adults and members of the community who have been affected by their crime or mediation between young adults and professionals.
		2. The Supplier will work with Probation to identify and risk assess cases which may be suitable for RJ. A collaborative approach will be required to ensure appropriate and timely information sharing takes place. This is in order to facilitate the management of risk and deliver the sentence of the Court. Both parties will ensure clarity is provided regarding responsibilities for the delivery of RJ. Written records will be maintained regarding any aforementioned activity.
		3. The Supplier must consider and assess whether a case is suitable for RJ, taking into account young adults’ offence types and details, risk levels and mental health, as well as the needs, wishes and personal circumstances of victims, family members or other people who would be engaged in the intervention.
		4. If a case is deemed suitable, the Supplier will be responsible for engaging the young adult, explaining RJ and its benefits and encouraging them to take up the offer.
		5. The Supplier will be responsible for obtaining victim contact details and supporting them to decide whether RJ is right for them. The Supplier must therefore be able to demonstrate appropriate mechanisms for obtaining victim contact details or making contact with victims via the police or other referrers.
		6. The Supplier will be responsible for making contact with family members, explaining the RJ process and its benefits and encouraging them to take up the offer. Conferences/mediation with family members are likely to focus on the impact of the young adult’s crime, lifestyle or wider behavior on the family member and seek to repair harm and rebuild relationships.
		7. The Supplier must plan the intervention thoroughly to ensure positive outcomes for all parties involved. This should include appropriate risk assessments and safeguarding considerations.
		8. The Supplier must prepare all parties involved for the RJ intervention, ensuring they understand the process, have an opportunity to ask questions and discuss what they want to get out of it.
		9. Being confronted with the personal impact of a crime can be challenging for those who have offended. The Supplier is required to provide appropriate support to young adults throughout the RJ process.
		10. The Supplier must also provide appropriate support to victims, family members or other people partaking in RJ interventions.
		11. The Supplier must facilitate the RJ interventions, whether these be in-person conferences or shuttle RJ. Interventions should give victims and family members the opportunity to speak about how the young adult’s crime or wider behavior has affected them and support all parties involved to come up with a suggestion to repair the harm caused.
		12. The Supplier should support all parties involved after the intervention to process the experience.
		13. As an integral member of the multi-disciplinary Y2A Hub team, the restorative justice worker will be expected to work from the hub and attend hub meetings. The Supplier should endeavor to embed restorative practice across the hub, by providing guidance to hub staff on how to use restorative approaches in their work and raising awareness of RJ, its benefits and the different circumstances in which it can be employed.

Profile of young adults accessing the Service

* + 1. The Supplier/s will work with both young men and young women and must be able to demonstrate a gendered approach in their work.
		2. The Supplier will work predominantly with 18-25 year olds but may also be required to work with 17 year olds due to transition from the Youth Offending Service to adult probation.
		3. It is anticipated that 550 young adults will access the Y2A Hub over the duration of the pilot (6 September 2021 – end of March 2023).

Offence types and needs

* + 1. The Supplier may be required to work with young adults who have committed the following offences or who display the following needs:
* Young adults convicted of sexual offences;
* Young adults convicted of arson offences;
* Young adults at risk of domestic abuse or serious group offending;
* Young people with extremist views;
* Young adults with substance misuse needs;
* Those with physical and mental health issues, including those being released from hospital, and including those with a diagnosis or traits of personality disorders;
* Those where there are public protection concerns including MAPPA Level 2 and 3 cases;
* Care Leavers;
* Foreign National Offenders;
* Those who are or have been subject to Criminal Behaviour Orders.
	1. **Key Attributes**
		1. The Supplier will assess the suitability of cases for RJ.
		2. The Supplier will deliver RJ conferences between young adults and victims.
		3. The Supplier will deliver RJ conferences between young adults and family members.
		4. The Supplier will facilitate shuttle RJ in cases where face-to-face contact is not appropriate.
		5. The Supplier will support all parties involved in RJ interventions, preparing them for the interventions and providing appropriate support after the event.
		6. The Supplier will support other hub practitioners to take restorative approaches in their work and to understand the benefits of RJ and the different contexts in which it can be employed.
	2. **High-Level Delivery Model**

The Supplier must develop their own delivery model. A suggested delivery model includes:

1. The Supplier and Probation discuss suitability of cases for RJ, including risk assessment
2. The Supplier makes contact with young adult to explain the RJ process and encourage uptake
3. The Supplier makes contact with victim/family member to ascertain their interest in taking part and to explain the benefits
4. The Supplier considers the most appropriate RJ intervention for all parties involved
5. The Supplier plans the intervention, including risk assessment and safeguarding considerations
6. The Supplier supports and prepares all parties involved
7. The Supplier facilitates the intervention
8. The Supplier supports all involved parties to process the experience
9. The Supplier provides feedback to probation and other hub services where relevant on the intervention
10. The Supplier provides guidance and awareness raising for hub staff on RJ
	1. **Service Eligibility**
		1. Any service user accessing the Y2A hub who is deemed suitable for RJ is eligible for this Service.
		2. The eligibility criteria for the Y2A Hub is:
* 17 year old males and females due to transition from the Youth Offending Service to adult probation in Newham;
* Young adult males and females aged 18-25 years old serving a community sentence or on licence in Newham for any offence type.
	1. **Operating times**
		1. The Service will operate within the probation office opening hours:

Monday 9am–5pm

Tuesday 9am–5pm

Wednesday 9am–7pm

Thursday 9am–7pm

Friday 9am–5pm

* + 1. The above opening times may change and/or require flexibility by the Supplier to meet the needs of individual service users.
	1. **Delivery Locations**
		1. The Supplier will be based predominantly in the Y2A Hub but will be required to meet some service users, at other locations across the local authority. The Supplier may also be required to deliver services remotely, depending on service user needs.
		2. The Y2A Hub is located within Newham probation office:

134-138 Romford Rd

London

E15 4LD

* + 1. The dedicated reporting location for young women is a women’s centre in Stratford, where the Supplier will be required to meet young women.
		2. Young adults who are affiliated to gangs in the south of the borough are unable to attend the Y2A Hub and will access hub services at Beckton Library. The Supplier would be required to meet these young adults here.
1. Minimum Service Levels
	1. **General**
		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.
		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.
		3. The Supplier is required to submit an invoice and monitoring return in accordance with the deadlines and procedure set out in the Contract.
	2. Referral and assessment
		1. Young adults will be referred to the service by their Probation officer. The Supplier and Probation will work together to assess a case’s suitability for RJ.
		2. The Supplier is required to make contact with young adults within five working days to discuss RJ.
	3. Governance and management of the services
		1. The Supplier/s is required to identify a contract manager for the Service.

MOPAC governance

* + 1. MOPAC and the Transitions Operational Group 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.
		2. The membership of the Transitions Operational Group includes: MOPAC (chair), MoJ, the Probation Service and LB Newham.
		3. This Group will provide updates to the Transitions Programme Board, chaired by the Director of Commissioning and Partnerships at MOPAC and the Director of Youth Justice and Offender Policy at MoJ.
		4. 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.

1. Delivering the Service
	1. Complaints
		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.
	2. Staffing
		1. The Supplier is required to provide one restorative justice worker for the service. It is anticipated that the worker will be part-time. Bidders should set out in their bid the proposed FTE of the worker.
		2. The Supplier may also provide additional volunteer or paid RJ facilitators for the Service.
		3. Staff must be RJ practitioners with significant and varied experience delivering RJ interventions with young people in the criminal justice system. They should possess a strong understanding of the context in which offending occurs. Cultural humility and relatability is particularly important for this group of young adults. Lived experience is welcome.
		4. The Supplier shall ensure that the Supplier personnel delivering the Services should have the following general skills:
		5. 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.
	+ 1. Comply with policies/procedures - The ability to:
* Understand and follow policies and procedures appropriate both to the Supplier and to the probation sector generally.
	+ 1. Staff are required to have a recent DBS check.
	1. Legislative parameters
		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
* Restorative Service Provider Framework
* 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
	1. Information security
		1. 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.
		2. “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)
		3. Detailed provisions on the Provider(s) obligations in relation to data protection are set out in the contract at Annex 2.
		4. The Supplier must work with Probation to put in place an Information Sharing Agreement.
1. Reporting
	1. Management Information
		1. The Supplier is required to produce quarterly 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.
		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.
		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 assessments completed
	* Number of cases deemed suitable for RJ
	* Number of RJ interventions delivered and type
	* Record of meetings
		1. Where possible, all data should be recorded alongside equalities information to allow for monitoring of disproportionality in the process.
	1. Information sharing
		1. A DPIA is required with MOPAC and MoJ and will be developed following the selection of a provider.
	2. Key Performance Indicators (KPIs)

|  |  |  |  |
| --- | --- | --- | --- |
| **KPI Description**  | **Measurement**  | **When** | **Target**  |
| Young adults assessed for suitability for RJ  | * Percentage of people receiving initial assessment within 10 working days of being referred to the service
* Percentage of cases assessed in partnership with Probation
 | Quarterlyfrom the first quarter | * 90%
 |
| Young adults take part in RJ interventions | Percentage of young adults whose cases are deemed suitable for RJ who take part in an RJ intervention  | Quarterlyfrom the first quarter | 70%  |
| Young adults report that taking part in RJ was beneficial  | Percentage of young adults who take part in RJ who agree it was beneficial  | Quarterlyfrom the first quarter | 80% |
| Victims report that taking part in RJ was beneficial  | Percentage of victims who take part in RJ who agree it was beneficial  | Quarterlyfrom the first quarter | 80% |
| Family members/other people who take part in RJ agree it was beneficial  | Percentage of family members/other people who take part in RJ who agree it was beneficial | Quarterlyfrom the first quarter | 80% |
| Young adults report feeling supported through the process | Percentage of young adults who report feeling supported by the service throughout the process | Quarterlyfrom the first quarter | 80% |
| Victims/family members/other people who take part in RJ reporting feeling supported throughout the process | Percentage of victims/family members/other people who report feeling supported by the service throughout the process | Quarterlyfrom the first quarter | 80% |
| Hub staff agree they have a better understanding of RJ and feel more confident in employing RJ approaches | Percentage of hub staff who report having a better understanding of RJPercentage of hub staff who feel more confident employing RJ approaches | Quarterlyfrom the first quarter | 70% |

1. Partnership Working
	1. The Y2A hub is a multi-agency wrap-around service, therefore there will be a significant requirement for partnership working. The Supplier is expected to work in partnership with Probation and other hub services, to attend multi-agency hub case management meetings to update on cases and to provide guidance on RJ practice. This will involve accepting referrals from Probation and sharing relevant information.
2. Mobilisation
	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 October 2021.
3. Appendices

Annex 1- pilot logic model

Annex 2 – draft terms and conditions