

REQUEST FOR DMPC DECISION – PCD 26

Title: Award of grant, up to the value of £1,300,000 to a consortium led by Catch22 to deliver the pan London Restorative Justice Service.

Executive Summary:

Following an open and competitive process, a consortium led by Catch22 has been selected to deliver the pan London Restorative Justice Service. The maximum value of the Service will be £1,300,000 of which £550,000 is from the Ministry of Justice Victims grant and £750,000 is MOPAC funding.

Recommendation:

That the DMPC:

- (a) approve the award of a conditional grant up to the value of £1,300,000 to a consortium led by Catch22, to deliver the pan London Restorative Justice Service; and
- (b) delegate responsibility for the finalisation of planning and contractual/grant arrangements related to the conditional grant described below, including relevant terms and the signing of agreements, to the Chief Operating Officer.

Deputy Mayor for Policing and Crime

I confirm I have considered whether or not I have any personal or prejudicial interest in this matter and take the proposed decision in compliance with the Code of Conduct. Any such interests are recorded below.

The above request has my approval.

Signature

Seamus Henderson

Date

29/06/2016

PART I - NON-CONFIDENTIAL FACTS AND ADVICE TO THE DMPC

Decision required – supporting report

1. Introduction and background

- 1.1. From the 1st October 2014, MOPAC assumed responsibility for commissioning victims services, including restorative justice, in London and MOPAC has been awarded an annual grant from the Ministry of Justice for this purpose. The provision of restorative justice (RJ) is a duty under article 12 of the EU Directive 2011/0129 (COD), which was adopted on the 4 October 2012. Article 12 establishes the right of victims to safeguards to ensure that *"victims who choose to participate in restorative justice processes have access to safe and competent restorative justice services"*. Developing our approach to RJ will enable MOPAC to comply with that duty.
- 1.2. The provision of victim initiated RJ can lead to very high rates of victim satisfaction (85%) and enable victims to reach 'closure'.¹ However, the offer and use of RJ varies across London. The Restorative Justice Council funded 'Mapping of RJ services in London' (published October 2014) is by no means a comprehensive account but illustrates the range of services in scale, aspiration and reach. It highlights that the offer is inconsistent across agencies including statutory and voluntary sectors. There is therefore an opportunity for MOPAC to commission a Service that delivers pan-London coordination and RJ service provision, ensuring an improved offer for victims wherever they live in London.
- 1.3. The development of the pan London RJ Service also complements the Ministry of Justice's 'Restorative Justice Action Plan' which focuses on 3 key issues:
 - ensuring victims have equal access to RJ and that it is available at all stages of the criminal justice process, 'irrespective of where [...] the victim lives and where the offender is located';
 - increasing awareness and understanding so that 'people are aware of RJ and its potential benefits (particularly victims)...Victims and offenders can make informed decisions about participating in RJ and know how to access it'; and
 - delivering good quality RJ so that it is 'safe, competent and focused on the needs of the victim...with a particular emphasis on ensuring there is no re-victimisation'.
- 1.4. MOPAC has commissioned a pan London RJ Service up to the value of £1,300,000, to enable the coordination of provision of RJ across London, addressing the structural and delivery challenges outlined above. The Service will to run from July 2016 until December 2018 and has two distinct but interrelated elements, i.e. developing the foundations of an effective, integrated Service model, that is supported by partners (*Part 1 – the value of this element is up to £300,000*) and operationalising the Service, delivering effective, good quality RJ interventions for Victims integrated with local provision (*Part 2 – the value of this element is up to £1,000,000*).

Part 1- Development of a pan London 'Hub and Spoke' RJ operating model

This element of the Service will focus on;

- Engaging with statutory and voluntary sector partners to secure buy in to enable the development of a high quality, coordinated RJ service offer for Victims;
- Mapping existing RJ services to identify gaps in provision and new opportunities to extend the scope and quality of RJ provision across London;

¹ **Shapland, J et al (2007)** Restorative Justice: the views of victims. The third report from the evaluation of three schemes. Ministry of Justice Research Series 3/07. London: Ministry of Justice is at: www.justice.gov.uk/papers/pdfs/Restorative_Justice_Report.pdf

- To undertake Service user needs analysis to help shape the Service design.

Part 2 - To run a pan London 'Hub and Spoke' RJ Service

This element of the Service will focus on;

- Running a service 'Hub' to handle referrals and generate RJ cases and processes;
- Delivering primarily victim – led RJ provision and casework through 'local spokes';
- Integrating the Service with wider provision/ partners in London including borough based services, maximising the value of RJ provision more broadly.

- 1.5. MOPAC is using a split commissioning framework, enabling a review of the development of the Service at the end of Part 1 to assess the viability and efficacy of the proposed Service model before it starts receiving referrals.
- 1.6. The opportunity to review how the Service is developing, mitigates the risk of an ineffective Service going live and provides MOPAC with assurances around progress and the strength of partnership involvement in developing the offer to Victims.

2. Issues for Consideration

- 2.1 A competitive grant award process was undertaken with the aim of awarding a conditional grant. The process commenced on the 24th March and closed on the 29th April 2016.
- 2.1. MOPAC received two bids which were assessed by a multi agency panel. The bids were initially assessed against set evaluation criteria which were published with the specification. Both bids met the essential criteria and were then scored against a set of quality criteria related to service parts one and two and to value for money. The overall criteria and weightings are set out in the table below.

Ref	Criteria	Weighting
1	Service Part 1: Effective Implementation	45 %
2	Service Part 2: Capability to Deliver an Effective Service	45 %
3	Value for Money	10 %
Total		100%

- 2.2. The recommendation of the panel is that MOPAC appoint Catch22 with its consortium partners Restorative Solutions CIC, Khulisa and the IARS International Institute to undertake both elements of the specification.

3. Financial Comments

- 3.1. The maximum value of the conditional grant award for the London Restorative Justice Service will be £1.3m over a two and a half year period. MOPAC has committed to funding the RJ service through a combination of the Ministry of Justice grant and MOPAC's core budget (DMPC/D 2016/44 and DMPC/D 2015 46 refer). Agreement on the funding allocation across the financial years 2016/17, 2017/18 and 2018/19 will be made with the provider following mobilisation of service part two in November 2016. The deliverables and outcomes will be set out in the grant agreement and delivery against these will be monitored through the grant management process.

3.2. The Ministry of Justice funding is provided through an annual grant to MOPAC. This decision complies with the general conditions and scope of the grant from the Ministry of Justice and in particular will:

1. enhance the current provision of emotional and practical support services for victims of crime (as defined in Article 2(1)(a) of the Victims' Directive), by providing restorative justice services and practical support measures for all victims (whether or not they choose to report to the police), including those in the priority categories outlined in the Victims' Code, namely victims of the most serious crime, persistently targeted victims, and vulnerable or intimidated victims, to help them cope with the impacts of crime and, as far as possible, recover from the harm they have experienced;
2. build the capacity and capability of providers of services for victims of crime, including providers of restorative justice services from the Voluntary Community and Social Enterprise (VCSE) sector;
3. address an identified gap in RJ provision to meet the needs of victims within London, ensuring that the provision takes account of guidance issued by the Restorative Justice Council to ensure the development of safe and competent restorative justice services (in accordance with Article 12 of the Victims' Directive); and
4. deliver efficiency and best value through the development of an integrated service and ensure the MOJ funding is utilised within this financial year.

4. Legal Comments

- 4.1. MOPAC's general powers are set out in the Police Reform and Social Responsibility Act 2011 (the 2011 Act). Section 3(6) of the 2011 Act provides that MOPAC must "secure the maintenance of the metropolitan police service and secure that the metropolitan police service is efficient and effective." Under Schedule 3, paragraph 7 MOPAC has wide incidental powers to "do anything which is calculated to facilitate, or is conducive or incidental to, the exercise of the functions of the Office." Paragraph 7(2) (a) provides that this includes entering into contracts and other agreements.
- 4.2. Section 143 (1) (b) of the Anti-Social Behaviour Crime and Policing Act 2014 provides an express power for MOPAC, as a local policing body, to provide or commission services "intended by the local policing body to help victims or witnesses of, or other persons affected by, offences and anti-social behaviour." Section 143(3) specifically allows MOPAC to make grants in connection with such arrangements and any grant may be made subject to any conditions that MOPAC thinks appropriate.
- 4.3. The powers in section 143 were given to MOPAC following the Government's response to the consultation *Getting it Right for Victims and Witnesses* (2 July 2012) in which it set out a package of reforms to the way in which support services for victims of crime are to be provided. Section 143 creates a clear statutory basis for the proposals set out in this decision form, namely to award grant funding to Victim Support and to a number of other bodies as set out above for the provision of victim-support related services.
- 4.4. Under MOPAC's Scheme of Delegation, approval of the strategy for the award of individual grants and the award of all individual grants (for crime reduction or other purposes) is a matter generally reserved to the DMPC (paragraph 5.6). The release of funding in accordance with the proposals set out in this decision form is accordingly to be approved by the DMPC. The delegation of responsibility for the finalisation of planning and contractual/grant arrangements, including relevant terms and the signing of agreements, to the Chief Operating Officer is in accordance with the general power of delegation in paragraph 1.7.

5. Equality Comments

- 5.1. MOPAC is required to comply with the public sector equality duty set out in section 149(1) of the Equality Act 2010. This requires MOPAC to have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations by reference to people with protected characteristics. The protected characteristics are: age, disability, gender reassignment, marriage and civil partnership, pregnancy and maternity, race, religion or belief, sex and sexual orientation.
- 5.2. The proposals detailed in this decision will ensure that free of charge, non-discriminatory, confidential restorative justice services are available to *all* victims of crime should they choose to participate in it. It must be recognised that the use of RJ in cases of domestic and sexual violence may present particular challenges, and some concern about this has been expressed by Violence against Women and Girls (VAWG) sector provider organisations. However, choice is important in the provision of any victim service, so it would be inappropriate to prohibit access to the RJ service for those who have suffered domestic and sexual violence. To mitigate against any potential risk in such cases, it will be a condition of the grant that the provider engages with VAWG sector providers during service part one to put in place effective safeguards, including appropriate training, to ensure there will be no harm or increased risk of harm to any victim.

6. Background/supporting papers

Annex 1: Pan London Restorative Justice Service – Invitation to Tender

https://www.london.gov.uk/sites/default/files/pan_london_restorative_justice_service_invitation_to_tender_.pdf

Public access to information

Information in this form (Part 1) is subject to the Freedom of Information Act 2000 (FOIA) and will be made available on the MOPAC website following approval.

If immediate publication risks compromising the implementation of the decision it can be deferred until a specific date. Deferral periods should be kept to the shortest length strictly necessary.

Part 1 Deferral:

Is the publication of Part 1 of this approval to be deferred? NO

Part 2 Confidentiality: Only the facts or advice considered as likely to be exempt from disclosure under the FOIA should be in the separate Part 2 form, together with the legal rationale for non-publication.

Is there a **Part 2** form – NO

ORIGINATING OFFICER DECLARATION:

	<i>Tick to confirm statement (✓)</i>
Head of Unit: The Head of Engagement has reviewed the request and is satisfied it is correct and consistent with the MOPAC's plans and priorities.	✓
Legal Advice: Legal considerations are covered in the body of the report.	✓
Financial Advice: The Strategic Finance and Resource Management Team have been consulted on this proposal.	✓
Equalities Advice: The Workforce Development Officer has been consulted on the equalities and diversity issues within this report.	✓

OFFICER APPROVAL**Chief Operating Officer**

I have been consulted about the proposal and confirm that financial, legal and equalities advice has been taken into account in the preparation of this report. I am satisfied that this is an appropriate request to be submitted to the Deputy Mayor for Policing and Crime.

Signature



Date

Pan-London Restorative Justice Service: Invitation to Tender

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1. Executive Summary

The Mayor's Office for Policing and Crime (herein after referred to as MOPAC) is commissioning a victim led pan-London Restorative Justice Service for London.¹

This opportunity offers a grant up to the value of £1,300,000 over two and a half years, commencing in June 2016 to November 2018.

The Service has two core elements;

- **Service Part 1:** To develop a pan London 'Hub and Spoke' Restorative Justice (RJ) operating model.
- **Service Part 2:** To run a pan London 'Hub and Spoke' RJ Service. This will include;
 - Running a service 'Hub' to handle referrals and generate RJ cases and processes;
 - Delivering primarily victim – led RJ provision and casework through 'local spokes'; and
 - Integrating the Service with wider provision/ partners in London, maximising the value of RJ provision more broadly.

A competitive, conditional grant award process is being used to commission the Service. Providers must bid for and evidence that they can deliver Service Parts 1 & 2.

The indicative profile of spend for this programme is as follows:

Service	Funding
Service Part 1: To develop a pan London RJ Service Operating Model	Up to £300,000
Service Part 2: To run a pan London RJ Service	Up to £1,000,000
Total available	Up to £1,300,000

The indicative timeline of this process is to award the conditional grant by the **8th June 2016**, with a view to the RJ Service (Service Part 1) launching from **December 2016**. This allows for a six month developmental and planning phase, to enable the Provider (s) to put in place the necessary foundations to ensure the Service is fully operational.

Due to mix of skills and experience required consortia bids are strongly encouraged.

¹ Whilst this Service is primarily focused on delivering victim initiated RJ, there should also be an opportunity to engage victims, as a result of offender initiated RJ. The 'hub' in that instance would help facilitate contact with the victim and support and prepare them to engage in RJ.

PART A: BACKGROUND INFORMATION

2. Purpose of this document

The Mayor's Office for Policing and Crime (herein after referred to as MOPAC) is commissioning a pan-London Restorative Justice Service for London.

This Invitation to Tender is split into 5 Parts:

- Part A: Background information
- Part B: Service Delivery Model
- Part C: Guidance
- Part D: Specification
- Part E: Appendices

This 'Invitation to Tender' (ITT) will allow MOPAC to obtain detailed information from potential Providers and to judge which will be successful based upon the award criteria set out in the ITT.

The purpose of Part A is to set out the context and scope of this innovative programme in order to support Providers. Part A provides details on:

- indicative timescales and budget;
- background information;
- evidence of need; *and*
- governance, reporting and evaluation of the Service.

3. Indicative Timescales and Budget

Table 1: Indicative Timescale

Procurement Process		Indicative Timeline		Budget
		Start	Finish	
Launch and award of grant	Invitation to Tender (ITT) published: a total of 5 weeks to submit the tender	24th March 2016	29nd April 2016	
	Clarification Questions: a total of 3 weeks from the date the specification goes live to submit		15th April 2016	
	Responses to all Clarification Questions will be published on this date, on MOPAC's website: https://www.london.gov.uk/what-we-do/mayors-office-policing-and-crime-mopac/support-victims/victims-services		19th April 2016	
	Assessment by Panel Members	9th May 2016	16th May 2016	
	Potential clarification interviews for Providers: Bidders maybe asked to attend a clarification interview anytime during this period	17th May 2016	23rd May 2016	
	Grant Awarded and notice to unsuccessful Providers		24 th May 2016	
Developing the Operating Model	Develop a pan London RJ operating model	June 2016	November 2016	Up to £300,000
	Presentation, negotiation and agreement on the delivery model		November 2016	
Delivering the Service	Mobilisation of the 'Hub and Spoke' Service	December 2016		Up to £1,000,000
	Service is operational with built in annual review in November 2017	December 2016	November 2018	

Budget

Service Part 1 is concerned with developing the pan London RJ operating model including developing key strategic relationships. This will require an evidence base that not only supports a more effective operational response to RJ across London, but one which supports the development and mobilisation of an effective 'Hub and Spoke' RJ model referred to as Service

Part 2. Up to £300,000 will immediately be available to the prime Provider to enable this work to take place. Conditions will be set out within the grant agreement to claw back the upfront payment based on any failure to deliver the key deliverables as set out in the tender and mobilisation plan.

A budget up to the value of £1,000,000 is available to deliver Service Part 2 over a two year period. The Provider (s), after 6 months of developing the operating model will be expected to provide 'scalable' costed options for the Service. This will facilitate negotiation between the Provider (s) and MOPAC on the delivery model and once agreed the Service can mobilise.

As a minimum, 20% of the total budget for the delivery of Service Part 2 (i.e. 20% of the total budget up to £1,000,000) will be assigned to payment by outcomes. Formal negotiations will take place during the mobilisation period to determine those outcomes. Payment to the prime Provider will be made retrospectively for services delivered and will be linked to the achievement of service outcomes.

4. Introduction

The Mayor's Office for Policing and Crime (MOPAC) was established on 16th January 2012 under the Police Reform and Social Responsibility Act 2011. MOPAC holds the MPS to account; making the police answerable to the communities they serve. MOPAC is the Police and Crime Commissioning body for London. MOPAC is required to work in partnership across agencies at a local and national level to ensure there is a unified approach to preventing and reducing crime.

From the 1st October 2014, MOPAC assumed responsibility for commissioning victims services in London. Funding has transferred from the Ministry of Justice for this purpose, including funding for the delivery of RJ services.

MOPAC has adopted the MoJ definition of RJ:

'RJ brings together people harmed by crime or conflict with those responsible for the harm, to find a positive way forward. RJ gives victims the chance to tell offenders the real impact of their crime, get answers to their questions and get an apology. RJ holds offenders to account for what they have done. It helps them understand the real impact, take responsibility, and make amends'.

The provision of victim initiated RJ can lead to very high rates of victim satisfaction and enable victims to reach 'closure'. However, the offer and use of RJ varies across London². MOPAC's strategic ambition, with its partners, is for London to have the capability to deliver high-quality victim initiated RJ at every stage of the criminal justice system, to enable as many victims who choose it, to realise these benefits.

² <http://www.london.gov.uk/sites/default/files/Review%20of%20victim%20services%20in%20London.pdf>

5. The need for a new approach

It is generally agreed that there are a number of challenges to be overcome in order to mainstream and standardise the provision of RJ services in London. These include;

- low victim awareness and understanding of RJ;
- specialist RJ services need to be more accessible;
- limited referrals to RJ facilitators;
- embedding protocols and processes for sharing of information across agencies, particularly victims data, which are fundamental to successful implementation;
- Police use of RJ varies across the MPS;
- Criminal Justice System works in silos;
- existing provision is patchy but good practice does exist at the local level, which the new service should make use of;
- inconsistent provision, both geographically and in terms of approach; *and*
- RJ provision is often confined to within borough boundaries while victims and offenders may often live in separate boroughs.

This Service is being commissioned to facilitate the development of a coordinated approach to the provision of RJ across London, addressing the structural and delivery challenges outlined above.

The evidence base for the Service is provided at **appendix 1**.

6. Governance, reporting and evaluation

Governance

As the Commissioner of the Service, MOPAC will be responsible for grant management to ensure effective delivery and value for money.

MOPAC will convene a steering group, comprised of key stakeholders to monitor delivery and provide oversight of the Service. These meetings will provide an opportunity to consider progress and collectively problem solve issues that require support and direction. This approach will create development and learning opportunities for all partners and more broadly for Police and Crime Commissioners in England who have responsibility for commissioning victims services.

Reporting and Evaluation

MOPAC will work with the Provider to develop an agreed evaluation framework for the Service which will facilitate MOPAC's ability to learn how this Service is performing and whether the proposed delivery model works. There will be a mid- point review to enable MOPAC and the Provider to assess the impact of the delivery model, highlighting any potential opportunities and adjustments going into year 2. MOPAC may request additional information/data to support that process.

Data to support the performance framework will be required from the Provider every quarter or as agreed. This performance information is to include evidence that the service outputs and outcomes once agreed with the successful Provider, are being achieved. Further details of this will be agreed prior to the start of the grant and will be included as part of the grant agreement issued to the Provider. Refer to **appendix 2** for a draft outline of Service outcomes and outputs.

At the local level, Local Authorities and wider commissioned services will offer feedback and direction on how the Service is operating and integrating with and adding value to existing services.

PART B: SERVICE DELIVERY MODEL

Part B outlines a framework for the delivery of a Pan London RJ Service, which MOPAC is tendering for. Part B provides details on:

- **Service Part 1: Developing the pan London 'Hub and Spoke' RJ Operating model – Key Principles**
 - Adding value
 - Building effective partnerships
 - Driving continuous improvements
- **Service Part 2: 'Hub and Spoke' RJ Delivery Model**
 - Referral Process
 - The 'Hub'
 - The 'Spokes'
 - Eligibility Criteria
 - Enhanced support / provision for victims
 - Innovation
 - Investment

7. Service Part 1: Developing a pan London 'Hub and Spoke' RJ Operating Model – Key Principles

Providers will be required develop a pan London RJ 'Hub and Spoke' operating model, working with partners to improve access and referrals to RJ provision. This improved operational response will then be complimented by the introduction of a new RJ Service (Service Part 2) which will ensure improvements in the quantity, quality and consistency of RJ provision in London.

The Service must comply with the Code of Practice for Victims of Crime³ and will be built on the following key principles:

- adding value;
- building effective partnerships; *and*
- driving continuous improvement.

Refer to **appendix 3** which outlines the provision of RJ in the Code of Practice for Victims of Crime.

Adding Value

The pan London 'Hub and Spoke' RJ Service must be underpinned by a delivery model that effectively integrates with, builds on and adds value to existing local RJ services and partnerships, to maximise the value of that provision. There is an opportunity during Service Part 1 to build an evidence base that identifies existing RJ provision, gaps and opportunities to build on that

³ Ministry of Justice – Code of Practice for Victims of Crime; (October 2015)

provision and how the pan London RJ Service can begin to build a coordinated and cohesive service offer for Victims who wish to access RJ (Service Part 2). Refer to **appendix 4** for a summary of MOPAC funded Local Authority RJ projects in 2015/16.

Building effective partnerships

Identifying and working with partners from a range of organisations and sectors will be critical in developing a dynamic, coordinated, cohesive and responsive pan London RJ Service for victims. There are a wide range of partners that the Provider (s) will need to engage with to ensure the effective running of the Service, including but not limited to the MPS, local authorities, Criminal Justice System partners, RJ service providers and voluntary sector organisations.

Engaging partners will help to unblock some of the challenges in delivering an effective Service. A key barrier/delay to RJ processes is the inability for existing providers to identify both victim and offender. Developing strong links with a range of agencies whom hold data relating to victims and offenders will be crucial to facilitate effective information sharing and service development.

A core element of the 'Hub and Spoke' RJ (Service Part 2) operating model will be the provision of RJ case work. It is envisaged that the Provider will identify and work with existing good quality RJ providers, of an accredited level (or working towards accreditation) during Service Part 1 to incorporate them into the 'Hub and Spoke' operating model, as a supplier of RJ services.

In doing so it will be critical that a range of delivery partners are involved in building upon and developing the Service offer, ensuring that the Service integrates with other local and regional partners / providers and criminal justice agencies. This will help to ensure that victims, who wish to access RJ services, are able to access the right RJ provision for their needs.

Driving Continuous Improvement

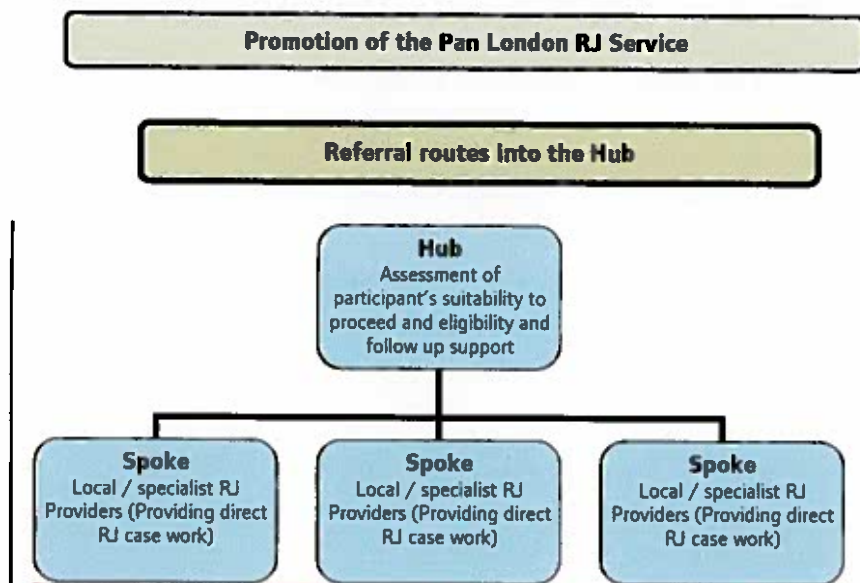
The proposed Service model should be supportive of consistent RJ service provision across London, with varied specialisms dependent on crime type, geography and demography of victims. The Service must have built in opportunities for continuous development / improvements to the model, including maintaining and growing local partnership relationships.

The development of a robust quality assurance framework should help to promote confidence amongst victims, practitioners and the wider community in the Service. This will include the provision of information and data to evaluate the Service, focusing on but not exclusively limited to victims ability to cope and recover, victims satisfaction / confidence with the process and the impact on recidivism. The successful provider will work with MOPAC to determine the data and information required.

8. Service Part 2: 'Hub and Spoke' RJ Delivery Model

The Provider (s) will have the flexibility to develop an operating model based on evidence of need gathered during the delivery of Service Part 1. Service Part 2 is concerned with running an effective pan London RJ Service and key to that is ensuring that there are robust referral routes into the 'Hub' and effective pathways out from the 'Hub' to the 'Spokes'.

Chart 1 – Expected relationship between the ‘Hub’ and ‘Spokes’



Referral Process

Developing effective referral pathways that integrate with other local and regional services and criminal justice agencies, will enable victims, who wish to access RJ services, to access the right RJ provision for their needs. This will also be critical for service users so that they receive a seamless service.

The Service will actively seek to identify opportunities to refer victims into the ‘Hub’ through the creation of standardised referral processes (*including prioritisation criteria and risk assessments*). This will help to ensure a consistent and high quality referral process. Referral routes should be available across the criminal justice system and covering the full range of offences.

The ‘Hub’

It is proposed that the ‘Hub’ would:

- provide triage and case management/allocation for RJ across London;
- offer the full range of restorative processes;
- use robust procedures for the selection of cases, assessment of victims and offender suitability for RJ and preparation of all participants involved;
- the provision of high quality pre and post support for victims taking part in RJ processes;
- work in liaison with statutory criminal justice agencies and other commissioned victim services to help ensure the best outcomes for all those involved; and
- provide participants with access to RJ practitioners of accredited quality facilitated through the use of clear referral pathways/ routes to local and or specialist providers delivered by the ‘Spokes’.

In order to ensure that offenders are effectively engaged through the RJ process, the Provider(s) would be expected to work with offender management organisations, ensuring effective pathways are developed. The Provider (s) must ensure that there are clear lines of governance regarding referral, accountability and costs.

The 'Spokes'

It is proposed that the 'Spokes' would provide local / specialist RJ case work. The RJ practitioners will be accredited (or working towards accreditation), to help ensure the delivery of a consistent high quality tailored service to meet the needs of those participating in RJ.

MOPAC will not specify the necessary 'number' of spoke services, but they will need to cover London in terms of geography, demography, crime type and other specialisms. What is critical though is the relationship between the 'Hub' and 'Spokes'.

Eligibility Criteria

The Service will be available for:

- victims of any age who wish to initiate RJ;
- victims of any crime; *and*
- where offenders wish to initiate RJ and use the Hub to contact victims (facilitated through for example, the Community Rehabilitation Company London or the National Probation Service), they (the offenders) must be over the age of 18.

Those not eligible to use the Service include:

- victims and young offenders under the age of 18. Youth Offending Teams already provide those young people with an opportunity to engage in RJ.⁴

This Service must not duplicate existing paid for services. Providers must ensure that clear lines of governance regarding referral, accountability and costs are in place.

Enhanced entitlement / provision for vulnerable victims⁵

The proposed Service will cover the full range of offences. The Code of Practice for Victims of Crime sets out the need for enhanced entitlements for victims in the following categories because they are more likely to require enhanced support and services through the criminal justice process:

- victims of the most serious crime;
- persistently targeted victims; and
- vulnerable or intimidated victims.

A victim will be considered vulnerable⁶ if:

- they are under the age of 18 at the time of the offence;
- the service provider considers that the quality of evidence given by the victim is likely to be diminished by reason of:
 - suffering from mental disorder within the meaning of the Mental Health Act 1983;
 - having a significant impairment of intelligence and social functioning;
 - having a physical disability or suffering from a physical disorder.

⁴ "Restorative justice is embedded within the youth justice system, but fewer than one per cent of victims of adult crime currently have access to restorative justice", page 4 of the Prison Reform Trust's report- 'Legal aid, sentencing and punishment of offenders Bill, House of Lords, Report Stage – March 2012.

⁵ Refer to Chapter 1; section 1.1 of the 'Code of Practice for Victims of Crime; Ministry of Justice (October 2015).

⁶ Refer to the Code of Practice for Victims of Crime; Ministry of Justice (October 2015).

MOPAC expects that there will be an enhanced level of support and the relevant safeguards in place for those victims outlined above, who wish to engage in RJ. For example, there are significant risks and challenges when applied to cases of Domestic Violence and Sexual Violence. RJ should only take place where the relevant safeguards are in place and there is absolute confidence that the process will be of clear benefit and will not cause harm to any individual involved.

Innovation

This will be the first time that a pan London RJ Service has been established for London. This will allow the Provider (s) to maximise opportunities and benefits from alignment to regional and local delivery partners and sustaining relations which were not previously possible. This allows for the programme to be genuinely innovative in providing a coordinated and cohesive RJ Service offer to those involved.

The opportunity to upscale provision will help generate more referrals into the Service and will provide more evidence to effectively evaluate the impact of RJ on a regional level and the potential 'savings' to be gained through this Service.

Investment

MOPAC is commissioning a pan London 'Hub and Spoke' RJ Service, but as part of the specification bidders will need to demonstrate how they will work with partners to align with existing service provision and add value.

Other services, partners and local authorities may, for example, decide to buy into the Service as funders, allowing the purchase of additional capacity and capability to increase provision. Therefore bidders will be required to outline and demonstrate their capacity and capability to upscale provision. (See Part D, Section 12, Ref 3.3).

PART C: GUIDANCE

The purpose of Part C is to provide guidance on how to complete the Specification Criteria (Part D). **Please note that Part D is available as a standalone document on the MOPAC website, which can be downloaded in a word format to be completed. The document is called 'Part D Pan London RJ ITT' to be completed'.**

9. Evaluation Process

Step 1: Complete Part D: Specification

Award of the grant will be subject to a competitive process and evaluated by a multi-agency panel against the requirements outlined in this Invitation to Tender. Bidders need to complete, in full, PART D: Specification, which contains 5 sections:

1. Cover Page
2. Essential Criteria
3. Key Criteria
4. Budget Information
5. Check list

1. Cover Page (Part D; Section 10): Please complete the cover sheet and provide a signature from the lead agency to confirm the information and costs provided are accurate. The person signing the bid must have the authority to sign.

2. Essential Criteria (Part D; Section 11): All of these requirements must be clearly met and evidenced. If the bid fails any of these criteria, due to non-compliance, missing evidence or evidence that does not support the criteria, *the bid will not progress to the evaluation panel and will not be considered further*. You must confirm (Yes or No) that you meet the requirements and if necessary provide a written response.

3. Key Criteria (Part D; Section 12): If the bid meets the essential requirements, then the bids will then be assessed against 3 Key Criteria. Each evaluation requirement will be scored on a scale from: 0 = Non-compliant, to 5 = Outstanding. See below:

Scoring standards		
Outstanding	Fully meets the requirement and offers added value - The evidence demonstrates that the requirement is fully met and provides demonstrable added value.	5
Good	Fully meets the requirement - The evidence demonstrates that the requirement is fully met.	4
Satisfactory	Almost meets the requirement - Evidence provided shows that the requirement is met but MINOR reservations exist about the quality or extent of the evidence provided.	3
Poor	Partially meets the requirements - Evidence provided shows that the requirement is partially met but SIGNIFICANT reservations exist about the quality or extent of the evidence provided.	2
Unacceptable	Fails to meet the requirements - Failed to demonstrate or provide evidence of an ability to meet the requirement	1
Non-compliant	Fails to provide the required information.	0

If the overall combined scores for any section is below an average of 3, then the overall bid will fail and will not be considered any further.

Each requirement will be scored and multiplied by the relevant sub-weighting to arrive at a weighted score. Weighted scores will be added together, providing an overall score for each of the 3 criteria.

Criteria Weighting defines the weighting that each criteria has been assigned. The table below contains a list of all criteria and the relevant weighting for each. All the criteria are mandatory; if you do not respond to all criteria and fail to provide satisfactory reason as to why you cannot respond to a particular question, *this will result in a zero mark.*

Ref	Criteria	Weighting
1	Service Part 1: Effective Implementation	45 %
2	Service Part 2: Capability to Deliver an Effective Service	45 %
3	Value for Money	10 %
Total		100%

The decision of the panel will be final and no negotiation will be entered into with unsuccessful Providers.

4. Budget information (Part D; Section 13):

Providers must complete the two tables outlining 'In Kind Contributions' and 'Match Funding'.

In Kind Contributions

MOPAC recognises that support in kind (non-cash contributions) can contribute to the successful delivery of this programme.

In-kind contributions are defined as non-cash contributions to a project, typically donated goods and services, which are necessary for the project and would otherwise have to be purchased for the programme to go ahead.

Support in kind may include, but not limited to:

- Waived fees/specialist support
- Volunteer time

Match Funding

Match funding is the amount which organisations give towards the eligible costs of a project.

Match funding will not include:

- Existing MOPAC funding, for example, money from the London Crime Prevention Fund (LCPF)
- Existing match funding that is being used for other projects

You must provide supporting evidence of match funding. At the proposal stage this could include a letter of support. If the application is approved, a grant agreement will not be issued until the applicant supplies full confirmation detailing the amount of the match funding and conditions including timescale and any other conditions. Only then will the grant agreement be issued. To ensure parity between bids and that support in kind and match funding are clearly understood, all bidders must clearly outline all support in kind and match funding by completing tables 1 and 2 in Section 13.

5. Checklist (Part D; Section 14): You must complete the Checklist to ensure all required documents have been completed.

Format and Questions

- Font should be size 12 Arial
- Strictly limited to page count outlined under each criteria. Any information over the set page count, excluding copies of requested documents, will not be reviewed.
- Additional diagrams, charts must be clearly labelled.
- Copies of requested policies and documents are excluded from the word count.
- Bids should be a maximum of 50 pages in length excluding copies of requested policies and documents).
- Bids should only be submitted on the templates provided in Part D of this Specification.

There is a period of 3 weeks from the date the specification goes live to allow potential bidders to submit clarification questions which should be emailed to **victims@mopac.london.gov.uk**. All questions submitted will be responded to and made publically available to all on MOPAC's website, which will be published at the same time (Part A; Section 3):

<https://www.london.gov.uk/what-we-do/mayors-office-policing-and-crime-mopac/support-victims/victims-services>

No direct contact should be made with MOPAC regarding the tender. Any attempt to communicate may result in your tender being disqualified. All communications should, in the first instance, be sent to **victims@mopac.london.gov.uk**. All information and additional clarifications about the ITT will be on the website, (<https://www.london.gov.uk/what-we-do/mayors-office-policing-and-crime-mopac/support-victims/victims-services>) so in the first instance please check here.

MOPAC has arranged for Safer Future Communities to support providers who are interested in setting up consortia, including assistance by introducing different providers to one another. The key contact at Safer Future Communities is Sara Hyde - **sara@lvsc.org.uk**

Step 2: Submit bid

You should email your bid to the following email address: **victims@mopac.london.gov.uk**

If you have not had an acknowledgement from us that we have received the bid within 1 working day of submission, please contact us to ensure receipt of bid. Please see the indicative timetable (Part A: Section 3) for the submission deadline.

Step 3: Clarification Interviews

After assessment by a multi-agency panel, bidders may be invited to a clarification meeting (Part A: Section 3). The purpose of this meeting is to solely seek further clarification on the requirements within the specification. Please see the indicative timetable (Part A: Section 3) for the expected dates for clarification interviews.

Step 4: Grant Awarded and notice to unsuccessful Providers

Please see the timetable (Part A: Section 3) for expected dates of notification. All bidders will be emailed directly to inform them of the outcome of the bid.

PART D: SPECIFICATION

Please note that Part D is available as a standalone document on the MOPAC website which can be downloaded. <https://www.london.gov.uk/what-we-do/mayors-office-policing-and-crime-mopac/support-victims/victims-services>

Deadline – 6pm on Friday 29 April 2016

10. Cover Sheet

	Pan-London Restorative Justice Service
Providers Name – both organisation name and individual (if a consortium then use the lead organisation):	
Other providers names within the consortia - both organisation name and individual:	
Date:	
Signature from lead agency: *	
Name:	
Position within the organisation:	
Lead Agency contact details:	
Address:	
Telephone number:	
Email:	
Alternative email:	

*To be signed by an Officer from the prime Provider in their own name on behalf of the Company and must have authority to do so.

I certify that the information provided is accurate to the best of my knowledge and that I accept the conditions and undertakings requested in the Invitation to Tender. I understand and accept that false information could result in rejection of the organisation's tender.

I also understand that it is a criminal offence, punishable by imprisonment to give or offer any gifts or consideration whatsoever as an inducement or reward to any servant of a Public Body. I also understand that any such action will lead MOPAC to cancel any grant agreement currently in force and will result in rejection of the Company's application to tender and the cancellation of any grant agreement (if awarded).

11. Essential Criteria

Ref	Essential Criteria	Confirm you meet the criteria Yes / No	Response - no more than 300 words for each point – where relevant
1	Reference: Provide a minimum of two references for each of the Providers within the bid. These should be <i>completed references</i> with contact details should there be further questions.		
2	Accounts: Provide two years of audited accounts for each of the Providers in the bid.		
3	Information Sharing and Confidentiality: All Providers should ensure that effective information sharing is in place and that data protection, risk management, and confidentiality duties are met. To meet these essential requirements, Provider(s) must indicate in their bid that they are willing to sign confidentiality agreement (see appendix 5 , available on the website – https://www.london.gov.uk/what-we-do/mayors-office-policing-and-crime-mopac/support-victims/victims-services) and information security agreements with MOPAC (see appendix 6 , available on the website – https://www.london.gov.uk/what-we-do/mayors-office-policing-and-crime-mopac/support-victims/victims-services). There will be a requirement to share names of all individuals on the programme. All Providers should provide a copy of their Data Protection Policy.		
4	Structure Chart and Confirmation of lead: All Bidders must provide a structure diagram, details of the key roles, responsibilities and reporting lines, staffing arrangements and arrangements for performance management. Consortia Bidders must also provide		

Ref	Essential Criteria	Confirm you meet the criteria Yes / No	Response - no more than 300 words for each point – where relevant
	information on consortia arrangements; including: A letter confirming who the lead organisation within the consortia is. A named prime Provider for the consortium, how the prime Provider will interface with subcontractor/ consortia member/partner organisations (if applicable) and how quality will be assured.		
5	Terms and Conditions: The Provider (s) must indicate that they are content with the terms and conditions as set out in MOPAC's standard grant agreement, as attached at appendix 7 (and available on the web – https://www.london.gov.uk/what-we-do/mayors-office-policing-and-crime-mopac/support-victims/victims-services) and that they will participate and support any evaluation of this service. The Provider(s) must have the ability to put in place mechanisms and systems for recording data in line with the service requirements and agree to share data with MOPAC and other partners.		
6	Experience of partnership working: Provide evidence of strong partnership working. All bidders must provide details of the last two areas/organisations, where they have worked together with authorisation for MOPAC to contact them (if not part of your submitted references).		
7	Victims: The Provider (s) delivering the Service must provide evidence they have a track record of delivering triage, advice and support to meet the needs of victims of crime, complying with the Code of Practice for Victims of Crime.		

Ref	Essential Criteria	Confirm you meet the criteria Yes / No	Response - no more than 300 words for each point – where relevant
8	Safeguarding: Provide assurance that front line staff have been DBS checked or provision of appropriate policy and processes to ensure oversight and safeguarding are taken into account when working with vulnerable clients. All bidders including those as part of any consortia should provide copies of their safeguarding policies and risk management processes. Bidders should also show evidence of safeguarding training.		
9	Equal Opportunities: All Providers must demonstrate commitment to equal opportunities and understanding of equality issues. All Providers and services must be compliant with the public sector equality duty set out in section 149(1) of the Equality Act 2010. This requires MOPAC (and its providers and services) to have due regard to the need to eliminate discrimination, advance equality of opportunity and foster good relations by reference to people with protected characteristics. Equal opportunities policies must be provided. If the bid is from a consortium, these must be provided from all agencies involved.		
10	Complaints: All Providers must supply a copy of Complaints Policy for service users who are not satisfied, including the complaints process and how the response is managed.		
11	Budget: Provide a breakdown of how funding will be allocated and used to deliver Service Part 1. This can be a high level breakdown as more detailed information is required in the next section. Proposals to stay within the overall funding, with any on-costs and overheads to be built within this amount.		

Ref	Essential Criteria	Confirm you meet the criteria Yes / No	Response - no more than 300 words for each point – where relevant
	MOPAC expects the successful Provider (s), following an analysis of need, to provide scalable funding options for the delivery of Service Part 2, to be agreed by MOPAC.		
12	Sub-contracting: Outside of the named consortia, Providers must provide details of any services that may be sub-contracted to a 3rd party during the grant agreement period and must give details of those sub-contractors.		
13	Insurance: The Provider shall have adequate insurance cover (including but not limited to public liability insurance) with regard to liabilities and losses that may arise in connection with the Funded Activities and shall provide evidence of such insurance. Professional Indemnity - £1M Employers Liability - £10M Public/Products Liability - £10M		
14	Health and Safety: Health and Safety (H&S) regulations stipulate if a company has 5 or more employees it is obliged to have a H&S policy. Please confirm the following for all Providers: That your organisation has a written Health and Safety at Work Policy? Please confirm your organisation complies with the Health and Safety at Work Act 1974? Your organisation trains its staff in Health and Safety? Provide a copy of your H&S policy for each Provider.		
15	Health and Safety continued: Under the Reporting of Injuries, Diseases and Dangerous Occurrences Regulations (1995) (RIDDOR), how many reportable incidents and dangerous occurrences (near misses) has your company had? For each occurrence please define: <ul style="list-style-type: none"> the date(s) when the incident 		

Ref	Essential Criteria	Confirm you meet the criteria Yes / No	Response - no more than 300 words for each point – where relevant
	<p>occurred;</p> <ul style="list-style-type: none"> • what the incident involved; • how the incident was recorded; <i>and</i> • what actions have been taken since the occurrence to mitigate future risk. 		

12. Key Criteria

Ref	Outcome	Weighting 1-3	Maximum score
Service Part 1: Testing expertise and experience to develop an effective pan London RJ operating model			
1	45% Effective Implementation: (11 pages in total) Effective and timely implementation of the Service including effective consortia arrangements (if applicable). We want to understand your experience and expertise in delivering high quality Restorative Justice Services to victims and offenders.		
1.1	A detailed plan for Service Part 1 (June to November 2016). This should include identification of key activities, milestones, timescales, risk and contingency arrangements, as well outlining who and how partners will be engaged during this period to enable the Service to commence on time. The project plan will outline the duration of the tasks and the resources required to ensure success. Providers should submit a project plan using Excel, MSPProject or Word.	3	15
	Enter response here (maximum of 4 pages):		
1.2	The Provider must assign a dedicated named programme manager/ contract manager to manage this programme from inception to post project review to ensure its successful delivery. The Provider must include details regarding the skills, experience and qualifications (CV is acceptable) of the nominated programme manager/ contract manager who will be the first point of contact.	1	5
	Enter response here (maximum of 1 page)		
1.3	Outline your expertise and experience of delivering high quality RJ provision and implementing innovative RJ solutions.	3	15
	Enter response here (maximum of 2 pages):		
1.4	Outline your experience and expertise of establishing, developing and sustaining partnerships with other services and statutory partners; and in negotiating, managing and resolving conflict (outside of the consortia arrangement).	3	15

Ref	Outcome	Weighting 1-3	Maximum score
	Enter response here (maximum of 2 pages):		
1.5	The provision of high quality pre and post support for victims taking part in RJ processes is critical. Outline how you intend to ensure that this happens and that the Service provided is effective.	3	15
	Enter response here (maximum of 2 pages):		
Service Part 2: Testing the bidders capability to run a pan London 'Hub and Spoke' RJ Service			
2	<p>45% Capability to deliver an effective service: (18 pages in total)</p> <p>Whilst MOPAC expects the successful Provider to develop a pan London RJ service delivery model (Service Part 2), there are essential elements MOPAC would like to test in advance. We want to know you can deliver, promote and integrate the Service with existing RJ provision taking into account the needs of the Service user. We also want to test the Providers ability to have robust quality assurance mechanisms in place to drive confidence in the Service.</p>		
2.1	Explain how your service would integrate with existing provision on a sub – regional and pan regional level to ensure that you are offering additionalty.	2	10
	Enter response here (maximum of 2 page):		
2.2	Provide an outline of potential referring partners / routes into the Service and what you would do to engage them to refer into the Service. How would you manage those referrals (into the Hub) and how do you ensure effective oversight of the different delivery routes (to the Spokes)?	2	10
	Enter response here (maximum of 3 pages):		
2.3	Explain how your Service would accommodate the needs of different victims in terms of geography, demography and crime types. Explain how you intend to ensure the needs of victims who have enhanced entitlement and /or vulnerable, are met. Refer to Part B: Service Delivery Model, section on enhanced entitlement / provision for vulnerable victims (page 12 for definition).	3	15

Ref	Outcome	Weighting 1-3	Maximum score
	Enter response here (maximum of 3 pages):		
2.4	Outline how your Service would liaise with the relevant offender management organisations to ensure that offenders engage effectively in RJ, either as a result of victims initiating the RJ process or where offenders wish to engage victim's thorough offender initiated RJ.	2	10
	Enter response here (maximum of 2 pages):		
2.5	Explain how your Service would promote the value of RJ including an outline of your target audience and methods for engagement. Explain how you would assess the impact of that communication.	2	10
	Enter response here (maximum of 2 pages):		
2.6	Explain how you will ensure that the Service complies with industry standards and with the Code of Practice for Victims' of Crime.	2	10
	Enter response here (maximum of 2 pages):		
2.7	Outline your ability to identify learning and drive continuous improvement.	1	5
	Enter response here (maximum of 1 page):		
2.8	High quality and consistency of staff is critical. Outline how you would achieve this.	3	15
	Enter response here (maximum of 2 pages):		
2.9	Outline your mechanisms and systems for recording data in line with the Service requirements. Provide a comprehensive list of the data you will collect and share, as well as the frequency of recording this data.	1	5
	Enter response here (maximum of 1 page):		

Ref	Outcome	Weighting 1-3	Maximum score
	Core to Service Parts 1 & 2		
3	10% Value for Money: (3 pages in total) This is not a cost saving exercise but economies of scale is an advantage with this service model.		
3.1	Outline how you will ensure that your Service will provide value for money.	2	10
	Enter response here (maximum of 1 pages):		
3.2	MOPAC welcomes any other additional value through 'in kind' match or other ways that service users will receive added value. Please outline any other additional value through 'in kind' as well as any additional value added by completing Part D, Section 13.	1	5
	Enter response here (maximum of 1 pages):		
3.3	Outline and demonstrate your capacity and capability to upscale provision and providing additional services should other parties wish to become funders and purchase additional services.	2	10
	Enter response here (maximum of 1 pages):		

13. Budget

Table 2: In Kind Contributions

In Kind Contributions			
Type	Cash equivalent	Annual Value	Comments (please provide costings)
For example, Volunteers			
Room			
Specialist Fees			
Other (please specify)			
Total			

Table 3: Match Funding

Match Funding			
Source	Confirmed	Pending	Comments
For example, Home Office	Confirmed	n/a	Tell us more about this.
Total			

14. Checklist

Number	Relevant Section	Name of document	Have you included?
1	Part D: Section 10	Cover Sheet	Yes / No
2	Part D: Section 11	Essential Criteria	Yes / No
3	Part D: Section 12	Key Criteria	Yes / No
4	Part D: Section 13	Budget Information	Yes / No
5	Part D: Section 11: Ref 1	Two completed references for each Provider named on the bid	Yes / No
6	Part D: Section 11: Ref 2	Two years audited accounts for each Provider named on the bid	Yes / No
7	Part D: Section 11: Ref 3	Data Protection Policy	Yes / No
8	Part D: Section 11: Ref 4	Letter confirming lead organisation and structure diagram	Yes / No
9	Part D: Section 11: Ref 8	Safeguarding Policy and Risk Management Process for each Provider named on the bid	Yes / No
10	Part D: Section 11: Ref 9	Equal Opportunities Policy for each Provider named on the bid	Yes / No
11	Part D: Section 11: Ref 10	Complaint Policy Process for each Provider named on the bid	Yes / No
12	Part D: Section 11: Ref 14	Health and Safety Policy	Yes / No
13	Part D: Section 11: Ref 13	Evidence of Insurance Policies	Yes / No
14	Part D: Section 13: Ref 10	Breakdown of funding allocation to deliver Service Part 1, in kind contributions and match funding opportunities	Yes / No
15	Part D: Section 14 (this document)	Check List completed	Yes / No
Add any additional appendices or supporting information not covered by the above and clearly label.			

PART E: APPENDICES

Appendix 1: Evidence Base

- An introduction to the principles and benefits of RJ can be found at <https://www.restorativejustice.org.uk/what-restorative-justice>
- The Ministry of Justice has a [Restorative Justice Action Plan](https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/375581/restorative-justice-action-plan-2014.pdf) which can be found at https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/375581/restorative-justice-action-plan-2014.pdf

Key Contextual Facts

The MoJ RJ Action Plan contains a vision for good quality, victim-focused RJ to be available at all stages of the CJS. Success will mean that:

- victims have equal access to RJ at all stages of the CJS irrespective of their location, the age of the offender or offence committed against them;
- people have an awareness and understanding of RJ, its benefits, what it entails and how to access it; *and*
- good quality RJ is delivered by trained facilitators.

Article 12 of the forthcoming EU Directive on Victims of Crime establishes the right of victims to safeguards to ensure that *'victims who choose to participate in RJ processes, have access to safe and competent restorative justice services'*. Member States who opt in to the Directive also agree to ensure that victims are offered information on the availability of restorative justice services and that victims participating in RJ services are treated *'respectfully, sensitively, professionally and in a non-discriminatory manner'*.

Demand and Supply

The main question remains, if and when people know what RJ is and how it can benefit them if they become a victim of crime, what will the demand be?

Youth RJ is mainstreamed in community settings insofar as Referral Orders have a restorative element, though more could be done to involve victims in the process.

The pre-sentence trials in Croydon and Wood Green Crown Courts have shown that it is hard to stimulate demand for RJ at this point in the criminal justice system, although similar trials in the past were more successful.

The Probation Service in London is a strong advocate of RJ initiated from the offender side. This results in around 50 face-to-face conferences per year.

The Restorative Justice Council funded Mapping of RJ services in London (published October 2014) is by no means a comprehensive account but illustrates the range of services in scale,

aspiration and reach. The mapping reports can be found at <https://www.restorativejustice.org.uk/resources/mapping-restorative-justice-provision-0> and provide useful information about local RJ providers.

Table 4: A summary of pan London RJ provision

Stage of the criminal justice system	Number of RJ services
Diversion from the CJS	6
Out of court disposals	10
Magistrates Court pre-sentence	4
Crown court pre-sentence	10
Community Order	13
Custody RJ	6
Prior to release from custody	7
Post release or reintegration	7
Other	6
Other community RJ	1
Total	70

Research⁷ indicates that victim-offender conferencing is likely to deliver the best outcomes in terms of improved victim satisfaction and reduced reoffending when:

- targeted to those who have committed violence or acquisitive offences; *and*
- where there is a clear victim and the offender is med/high likelihood of reoffending.

Appendix 2: Commissioning approach and draft outline Service Outcomes and Outputs

The approach by which MOPAC commissions its Services is outcome – based, to ensure effective delivery and value for money. The commissioning approach is also in line with MOPAC's approach in commissioning Victim services for London and will ensure that Providers:

- have clear referral protocols in place to access RJ services for both victims;
- recognise the need for a personalised, victim centred approach;
- fully integrate locally with local services and community organisations; *and*
- provide maximum value for victims, through effective integration and clear referral pathways to local borough provision and where relevant, broader regional providers.

Draft Service Outcomes and outputs

The pan-London target outcomes and outputs for the Service will be agreed with the successful bidder but the following are indications of the areas to be included:

Draft outcomes

⁷A summary of the research can be found in NOMS Better Outcomes through Victim-Offender Conferencing <http://www.justice.gov.uk/downloads/about/noms/better-outcomes-through-victim-offender-conferencing.pdf>

- enhanced London's RJ offer, delivered through the coordinated provision of good quality accredited RJ together with the Services' ability to innovate to meet the needs of victims;
- increased public awareness (including borough partners and criminal justice professionals) of RJ and its benefits;
- improved accessibility of RJ resulting ensuring that victims have access to RJ both in terms of geography and at each stage of the criminal justice process;
- effective flow of information between agencies facilitating increased and swifter referral times;
- impact on recidivism and /or the rates/ speed/ severity of reoffending;
- improving victims' experiences with the criminal justice system; *and*
- increased victim satisfaction and increased feelings of closure with regard to their experience.

Draft outputs

- the number of assessments per 12 months to ascertain suitability for RJ;
- the number of RJ conferences between victims and offenders held per 12 months;
- the number of other restorative processes undertaken;
- the proportion of all offenders contacted willing to participate in face-to-face RJ processes;
- all victims informed of the benefits of and opportunities to participate in RJ and the proportion of victims that voluntarily decide to take part in the process;
- measure victim satisfaction post RJ;

Appendix 3: RJ in the Code of Practice for Victims of Crime⁸

The full Code of Practice for Victims of Crime can be accessed here:

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/254459/code-of-practice-victims-of-crime.pdf

- If the offender is an adult, you are **entitled** to receive information on Restorative Justice from the police, including how you could take part. This is dependent on the provision of Restorative Justice in your local area.
- Restorative Justice offers you an opportunity to be heard and sometimes to have a say in the resolution of offences. This can include agreeing activities for the offender to do as part of taking responsibility for their actions to repair the harm that they have done. Restorative Justice can provide a means of closure and enable you to move on, while providing an opportunity for offenders to face the consequences of their actions and to understand the very real impact that it has had upon others.
- Appropriate measures will be put in place to make sure that anything you agree to take part in is safe. If the offender has admitted guilt and is willing to participate in a meeting or communicate with you, you may be able to explain to the offender how the incident

⁸ Refer to Section 7 of the Code of Practice for Victims of Crime
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has affected you. You may then decide to seek an apology, or agree an activity that the offender has to undertake as part of making good the harm that has been done.

- Restorative Justice is voluntary – **you do not have to take part**, and both you and the offender must agree to it before it can happen. You can request to participate in Restorative Justice at a time that is right for you. However, even if both parties want to take part, it might not be appropriate in every case.
- Restorative Justice can take place whilst criminal proceedings are ongoing or after the conclusion of criminal proceedings as part of a sentence and it can be used as an out of court disposal. Where available, this will be led by a trained Restorative Justice facilitator who will take your needs into consideration and deliver services in line with recognised quality standards.
- Restorative Justice is not the same as Community Resolution. Community Resolution is an informal police disposal that enables the police to deal more proportionately with low level crime and anti-social behaviour, outside the formal criminal justice system. Community Resolutions are primarily aimed at first time offenders where genuine remorse has been expressed, and where the victim has agreed that they do not want the police to take formal action.
- If the offender is under the age of 18, you are **entitled** to be offered the opportunity by your Youth Offending Team to participate in voluntary Restorative Justice activities where appropriate and available.
- You can ask the police not to pass on your details to a Youth Offending Team if you do not want to participate in Restorative Justice activities.
- You will be told about the Youth Offending Team's role so that you have an informed choice about whether you wish to participate in Restorative Justice. If you do want to take part you will be asked for written consent. You should not be pressured into taking Restorative Justice at any time. You and the community (where appropriate) should be consulted about the types of restorative activities the offender may undertake. The Youth Offending Team will take necessary measures to ensure any Restorative Justice activity is safe. They will also make sure that any Restorative Justice activity is delivered in line with recognised quality standards.

Appendix 4: MOPAC Funded Local Authority RJ Projects

Background and context

Restorative justice (RJ) brings together people harmed by crime or conflict with those responsible for the harm, to find a positive way forward. RJ gives victims the chance to tell offenders the real impact of their crime, get answers to their questions and get an apology.

RJ holds offenders to account for what they have done. It helps them understand the real impact, take responsibility, and make amends.

The Ministry of Justice has devolved funding for RJ to Police and Crime Commissioners (MOPAC in London). MOPAC wants to develop victim-led RJ in London and the recently published Hate Crime Reduction Strategy contains a commitment that criminal justice system partners will ensure there is a consistent RJ offer for hate crime victims in appropriate cases, and for those who want it, throughout the criminal justice process.

MOPAC consulted with London Heads of Community Safety Service and established that local areas are interested in developing RJ capacity and capability. Therefore, MOPAC invited expressions of interest from boroughs to submit proposals to enhance the RJ offer across London, making it more accessible to victims, by:

- building local foundations and capacity for referrals;
- testing out new approaches;
- driving innovation; or
- promoting RJ.

The overarching objectives are to:

- enhance London's RJ provision and improve accessibility;
- improve victims' experience of the criminal justice system;
- ensure that victims are satisfied and have increased feelings of closure with regard to their experience; and
- focus on outcomes – cope and recover; prevention of repeat victimisation and offending.

MOPAC will use any learning and best practice from funded programmes of work to help develop RJ services.

Commissioning through Boroughs

MOPAC is working with London boroughs, who are well-placed to understand local demand and supply of RJ. As with all victim services in London, MOPAC is looking at a phased approach to change. In the short term, we are looking to drive local innovation through this funding opportunity.

MOPAC provided £250,000 funding for borough proposals for projects across the range of uses for RJ with victims of crime in the financial year 2015 to 2016. The funded projects are listed in the table below and more details will be provided to the winning bidder to ensure that the pan London RJ Service links in with these projects.

Borough	Funding amount	Description
Barking & Dagenham	£40,000	Youth RJ
Greenwich	£29,592	RJ for sexual violence victims
Haringey	£38,300	Adult RJ - work in prisons
Hillingdon	£6,300	RJ community champions

Lewisham	£50,000	Restorative Borough
Merton	£12,500	Youth RJ (PRU)
Tower Hamlets	£4,292	RJ community champions
Tri-borough	£27,500	Youth RJ
Waltham Forest	£41,516	Youth RJ

Appendix 5: Confidentiality Agreement

An example of a confidentiality agreement is attached below. Provider(s) must indicate that they are willing to sign a confidentiality agreement. This document is also available on the website – <https://www.london.gov.uk/what-we-do/mayors-office-policing-and-crime-mopac/support-victims/victims-services>



Q 14-09-29 LAC
Nondisclosure Agreeen

Appendix 6: Information Security Agreement

An example of an information security agreement is attached below. Provider(s) must indicate that they are willing to sign an information security agreement. This document is also available on the website – <https://www.london.gov.uk/what-we-do/mayors-office-policing-and-crime-mopac/support-victims/victims-services>



SECURITY
SCHEDULE.docx

Appendix 7: MOPAC Standard Grant Agreement

This document is also available on the website – <https://www.london.gov.uk/what-we-do/mayors-office-policing-and-crime-mopac/support-victims/victims-services>



Generic Grant
Agreement.doc

Background Information

Appendix 8: Background

Following on from the Government consultation, 'Getting it Right for Victims and Witnesses',⁹ Police and Crime Commissioners (MOPAC, in London) have become responsible for commissioning the majority of emotional and practical support services for victims, including

⁹<https://www.gov.uk/government/publications/getting-it-right-for-victims-and-witnesses-the-government-response>

Restorative Justice provision, in their local areas from October 2014. The Anti-Social Behaviour, Crime and Policing Act 2014 which came into force in March 2014 widened the commissioning powers available to PCCs, including those that PCCs will use in commissioning services for victims.

At a national level, the MoJ will continue to commission a court-based witness service¹⁰, a homicide service, support for victims of human trafficking, support for victims of rape through rape support centres, some national telephone help-lines for victims, and other needs-based services through competitive grant funding arrangements, for example, to support male victims of rape and serious sexual assault.

In addition, from October 2015, the UK along with 26 other Member States of the European Union (EU) will be bound by the obligations of the EU Victims Directive establishing minimum standards on the rights, support and protection of victims of crime. The Directive aims to ensure that a victim of crime anywhere within the EU receives a minimum standard of support and protection. The Directive sets out the requirement that support services must be available to victims and, in some instances, their families, in accordance with their needs and the harm caused by the crime. The services commissioned by PCCs will be required to comply with the EU Directive (particularly Articles 8 and 9 of that Directive). In summary, services commissioned or provided by PCCs must be in the interests of the victim and be:

- free of charge,
- confidential,
- non-discriminatory (including being available to all regardless of residence status, nationality or citizenship),
- available whether or not a crime has been reported to the police, and
- available before, during and for an appropriate time after any investigation or criminal proceedings.

Appendix 9: Demographic Profile of the Service Area

Greater London comprises an area of 1,572 square kilometres and has a population of approximately 8.42 million residents or 13 per cent of the population of the UK. London's population is estimated to grow at a rate of over 100 thousand people per year and with a population density of 54 persons per hectare it is by far the most densely populated region in the UK. Around 40 per cent of Londoners live in the 14 boroughs that make up the inner London sub-region while 60 per cent live in the 19 outer London boroughs.

London has a younger than average age structure with many young adults from both within and outside the UK migrating to the capital for work and study. Approximately 43 per cent of Londoners are aged between 20 and 45, compared with a national average of 34 per cent. Just 11 per cent of residents in London are aged over 65 while nationally the average is 16 per cent.

¹⁰ From 1 March 2015 this service will be provided by the Citizens Advice Bureau
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London is the most ethnically diverse region in the UK and is becoming more diverse over time. In 2011 over half of London's population was BME (55 per cent) an increase of 15 percentage points since 2001. White British and white Irish are the only ethnic groups that saw a decline in recent years 'Other Black' and 'Other Asian' communities have seen the largest rise in numbers (182 per cent and 200 per cent).

London remains one of the most polarised parts of the country in terms of deprivation. Over 26 per cent of London falls within the most deprived 20 per cent of England and over two thirds of London has above average deprivation. Conversely, London contains some of the lowest levels of income deprivation in the country.

Appendix 10: Crime Profile of the Service Area

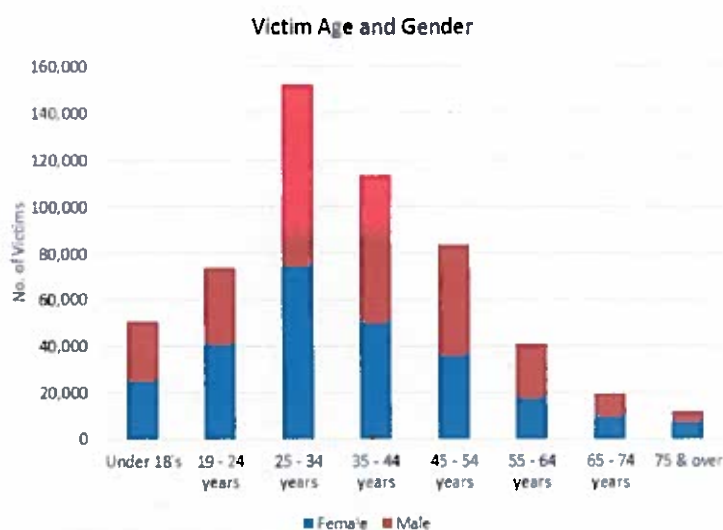
General Crime / Victims Profile

- **The majority of crime in London is recorded as victim based** (i.e. against individuals or businesses rather than the State) 91%- In London, in the year to October 2015, there were 726,664 Total Notifiable Offences, resulting in **661,683 Victim Based Crimes**
- This equates to **almost 700,000 victims of crime in London per year.** (*Metropolitan Police Service data extract Nov 2015 for year Nov 14 – October 15– 694,953 victims of crime*)
- London accounts for approximately **one in five recorded crimes** across England and Wales
- **This is higher for acquisitive crimes: Robbery in London accounts for approximately 44% of the England and Wales total and Theft person 42%**
- Although **theft is seen as a widely under reported crime**, this still represents the **highest proportion of victims in London. Violence against the person is second most frequently recorded**
- In general there is no significant difference in the gender of victims – yet males are slightly more represented
- **Exceptions include Women more frequently recorded as victims of sexual offences and men most frequently victims of robbery offences**
- Due to under-reporting the **scale of victimisation is likely to be underestimated.**

Recorded victim demographics differ dependent on the crime

- White males are most frequently recorded as victims of crime – in line with the population
- The majority of victims are aged between 25 and 34 years, with little gender difference between the victims.

Graph 1: Profile of Victims (per age and gender)



Source: MPS crime data: Victims year to October 2015

Victims Residence

- Most victims (71%) experience crime in the borough in which they live whilst 8% of London victims are resident within other police forces

Victim Ethnicity

- From the available data, victims ethnicity generally follows the overall population ethnicity trends¹¹
- However, compared to the general population:
 - There is a higher proportion of victims of Violence Against the Person who are of Black ethnicity relative to population
 - There is a higher proportion of victims of Burglary and Theft & Handling who are of White ethnicity

Repeat Victimisation

One in eight victims of crime are repeat victims

- On average, repeat victims account for 13% of all victims of crime per month over the last year (Oct 2014 to October 2015)
- This is an average of almost 8,000 victims per month that have experienced at least one other offence in the preceding twelve months
- On average 36% of repeat victims per month have experienced two or more offences in the preceding twelve months
- Victims of violence (including domestic) and theft are more likely to experience multiple victimisations of the same crime type

Vulnerability

Identifying and dealing with vulnerability more than doubles satisfaction¹²

¹¹ Source: MPS crime data: Victims year to October 2015

¹² Data based on rolling 12 months to September 2015 using data from the User Satisfaction Survey