PAC MAYOR OF LONDON OFFICE FOR POLICING AND CRIME

Equality Impact Analysis (EqIA)

1. Name of the strategy, policy, or project:

The London Children & Young People's (CYP) Violence & Exploitation Support Service

2. Officer(s) & Unit responsible for completing the assessment:

Alf Harris – Policy & Commissioning Officer Izzy Kennedy – Policy & Commissioning Officer Dean Nevill – Policy & Commissioning Manager

Safer Children & Young People Team, Directorate for Commissioning & Partnerships

3. What is the aim or intended outcome of the strategy, policy, or project?

The overall aims of the London CYP Violence & Exploitation Support Service are to reduce violence; reduce violent victimisation; and reduce harmful behaviours experienced and exhibited by children and young adults.

Specifically, the service is aimed at children and young adults up to the age of 25, who may or may not exhibit the following factors:

- known or suspected association with others (including family, partners, or self-identification of association) who are involved in county line or gang activity or are being coerced and controlled;
- known, or suspected involvement in county line or gang activity;
- known risk indicators for sexual violence/sexual exploitation in a group/gang related context;
- engaged with the youth justice system.

The aims of this service will be achieved by seeking a set of outcomes; these have been segmented thematically as follows:

- Reduced harm and exploitation
 - o Improved knowledge and understanding of risks/issues relating to violence and exploitation
 - o Reduced vulnerability to harm and exploitation
 - Improved practice to prevent harm
- Creating positive opportunities
 - o Improved wellbeing
 - Improved engagement
 - o Improved practice to support vulnerable young people
- Family and relationships
 - Improved family relationships
 - o Decreased family harm
 - Improved practice to support families
- Education and employment
 - o Improved engagement with education
 - o Improved employment opportunities
 - o Improved practice to prevent and reduce harm in school
- Communities and place
 - o Increased inclusive decision making

All these segments are underpinned by a final set of outcomes related to:

Systems and sectors

- Improved access to support
- Improved connection
- Improved coordination

This project will commission a new London CYP Violence and Exploitation Support Service. Given the broad range of activities and competencies required to deliver upon the scope of the requirements outlined in the specification, it is not expected that one organisation can meet all requirements. This contract is an opportunity to drive synergy where the benefits have the potential to be greater than those that would be obtained via individual activity and agreements. MOPAC is therefore seeking to procure an Alliance, where all parties are working to the same outcomes and signed up to the same success measures through one contract.

The requirements of this service were codesigned and consulted on across a period of 10 months, and encompassed a total of 18 sessions of engagement with external stakeholders, partners and children and young people. These requirements have informed the equality, diversity, and accessibility considerations in this document, and are outlined in Annex A: Consultation Log.

4. Would you receive a different outcome if you were from a particular group, and would this outcome be adverse or beneficial?

This service is aimed at children and young adults who are impacted by, or at risk of, violence and exploitation, particularly in a group or gang-related context. A Problem Profile of Violence, Gangs And Young People (2021)¹ conducted by MOPAC's Evidence & Insight (E&I) unit provided valuable insights into the type of violence experienced by children and young adults in London in addition to the characteristics of those impacted by, and perpetrating, this violence. This analysis has been foundational to MOPAC's commissioning approach and has underpinned the design of the service requirements and expectations. This design has been undertaken in partnership and consultation with: VCS organisations, statutory agencies, and children and young adults. Additional analyses and research have also informed the design of this service, notable amongst these sources are the London Gang Exit (LGE) Impact Evaluation (2021)², the Rescue & Response

 $^{^{1}\,\}underline{\text{https://www.london.gov.uk/sites/default/files/2022-10/Serious\%20youth\%20violence\%20problem\%20profile.pdf}$

² https://www.london.gov.uk/sites/default/files/final_lge_pdf_190122.pdf

(R&R) Strategic Assessments (specifically 2022)³ and the Youth Endowment Fund: Children, violence, gangs and young people (2022)⁴.

This evidence base has indicated that in the commissioning of this service, the consideration of age, race and gender are of particular importance when designing the requirements to the meet the needs of service users. Alongside the evidence base, feedback from children and young adults tells us that a gender responsive and culturally competent service promotes engagement with services and supports service users to build the trusting relationships, which are vital to working with and supporting children and young adults, who have been impacted by violence and exploitation. Children and young adults from the existing provision described the cultural competencies as being 'relatable', 'not patronising', with 'no judgement' and being welcomed 'felt like family'. Although these behaviours are not explicitly linked to age, race or gender they were described in that context and their absence would lead to adverse outcomes for these particular groups (e.g. Black children, Black females). MOPAC is therefore seeking a bidding group, which delivers a gendered and culturally competent support service that can address the specific outcomes most needed by individual service users. MOPAC are seeking a service which understands and meets the unique and intersectional needs of children and young adults to ensure a bespoke yet equitable delivery of outcomes for an individual service user. In essence, children and young adults receive the outcomes they need to be best cared and supported.

A stated outcome of the service that is being commissioned is improved practice to support vulnerable young people, this includes improved accessibility and reach of services (particularly for minoritised or often marginalised groups).

The successful bidder will need to ensure that they meet the Equality and Accessibility Standards set out in section 8.8. of VOLUME 2 – Specification. These standards include a requirement for providers to ensure that no user is excluded on the basis of protected characteristics.

³ https://www.london.gov.uk/sites/default/files/2023-08/Rescue%20and%20Response%20Strategic%20Assessment%202022.pdf

⁴ https://youthendowmentfund.org.uk/wp-content/uploads/2022/10/YEF-Children-violence-and-vulnerability-2022.pdf

Following the co-design of service requirements it was identified that, given the broad range of activities and competencies required to equitably deliver upon the scope of the requirements and associated desired outcomes, one organisation could not be expected to meet all requirements. An alliance contracting approach has been selected where all parties are working to the same outcomes and signed up to the same success measure through one contract. This is intended to drive synergy where the benefits have the potential to be greater than those that would be obtained via individual activity and agreements, which may also minimise the opportunities to recognise and address intersectionality, and minimise the likelihood of adverse outcomes for particular groups. An Alliance ensures that resource is flexibly diverted to where it will best serve to meet the collective outcomes of the service. In addition, it provides the flexibility to sub-contract to organisations outside of the Alliance throughout the 3-year duration of delivery, which may provide future ways of reducing barriers to access to particular or smaller communities.

The design of the assessment and evaluation of this tender also seeks to assure contract award to a coalition of organisations who are capable of evidencing demonstrative action to enhance the practices of equality, inclusion and diversity across their respective organisations. Practically, this means, as part of their submission potential bidding groups will be required to respond to a question to describe the following:

- Senior management engagement and their EDI objectives;
- Activity for collecting employee diversity data to improve workforce representation and inclusion;
- Activity to improve workforce diversity, reduce pay gaps and workforce progression associated with protected groups;

As part of our assessment of submissions to deliver this service, we will not be evaluating based upon target numbers of children and young adults engaged in this service, instead we will evaluate based upon a practical, feasible and quality submission which details how the outcomes of this service can be equitably delivered to the children and young adults that need support the most.

It is therefore expected that procuring an Alliance to provide this service will give the service the capacity and flexibility needed to meet the needs of individual children and young adults, whilst taking into account the below characteristics to ensure an equitable service for all service users.

The Nine 'Protected' Characteristics:

Diversity group Comments

This service is aimed at children and young adults up to the age of 25. A Problem Profile of Violence, Gangs And Young People (2021) demonstrates that those in their late teens are more likely to be the victims of violence with those 18 years of age most likely to be victimised for both homicides and overall violence. Within the current Rescue & Response pan London county lines service, the most commonly referred demographic is 15 – 17 Black males, whilst LGE saw the most common age of those completing interventions at age 19.

Age

It is not expected that there will be adverse variation amongst age groups able to access the service. In fact, this service should seek to prevent adultification of users, concurrently understanding the distinct harm that can be imposed on children and how age can be used as a source of vulnerability to exploit children and young adults. It is essential that the provision of support confers agency where possible and appropriate to children and young adults, yet still understands the distinct vulnerability that age may pose, and understands the responsibility of service providers and statutory agencies to safeguard these individuals due to said vulnerability.

The age of a child or young person, as well as what stage of development they are at, will naturally impact upon their need; it is critical the service responds to this.

Through our pattern of codesign sessions (Oct 2022 – May 2023), we heard clearly from professionals with expertise in working with children and young adults, and from children and young adults themselves, that it was important that the service avoided a cliff edge of support. Therefore, it was determined that the service will not seek to end support at the age of 25, instead a young person will exit the provision once it is determined that they can safely complete/end their engagement, ultimately avoiding a cliff edge of support for those engaged.

The evidence suggests that children and young adults with a disability may be more vulnerable to exploitation. The Rescue and Response Strategic Assessment Year 3 (2021)⁵ noted that 12% of young people had at least one disability recorded at the time of referral, with the most common disabilities continuing to be ADHD, Autism, and learning difficulties. This continued in Year 4 of Rescue and Response delivery – 6 of the 30 cases that reached the end of the child or young adult's support period in 2021-2022 had suspected or diagnosed Autism. Similarly, the LGE Final Impact Evaluation found that, when looking at combined vulnerabilities, behaviours, and concerns, 35% of individuals were recorded as having a disability at the point of referral.

Disability

Throughout the codesign of this service, the importance of accessibility of the service and the ubiquity and variety of pathways into the service were emphasised as essential by partners and children and young adults. Improved practice to support vulnerable young people, including improved accessibility and reach of services (particularly for minoritised or often marginalised groups) is a stated outcome of the service. To support this access, this service will seek to provide simple navigation to, through and on from support and services so that it is easier to find the right support or for the right support to find the children and young people that need it most, including persistency with those that don't immediately engage.

This accessibility was first considered in terms of age, i.e. what pathways were children and young adults most likely to use. Ease of access for those with a physical and/or mental disability was also then considered. This is particularly pertinent when you consider the absolute crisis in children and young adults' mental health. A requirement of this service will be the provision of accessible and digital support so that children and young adults can reach support when they need it, with increased choice and autonomy in how they access it. We want to see how digital mediums can be integrated into support and services to enhance the experience for children and young adults.

The specification for this service outlines a range of equality and accessibility standards, this includes a requirement for providers ensure that no user is excluded on the basis of disability, and specifies that the

⁵ https://www.london.gov.uk/sites/default/files/rescue and response strategic assessment 2021.pdf

Provider must take the need for disabled access into account in the delivery and management of the service, and must make reasonable and proportionate adjustments where appropriate. Disability will present no adverse barrier to accessing equitable outcomes from this service.

Under the characteristic of *sex*, the binary notion of those perceived as cis-gender male or cis-gender female* is explored specifically, the exploration under the characteristic of *gender reassignment / gender identity* takes a broader, more fluid approach and considers how gender-non-conforming, non-binary and transgender children and young adults may access this service and be impacted by violence.

*Please note it is understood that cis-gender male and female identities are in fact gender identities within themselves, however for ease of discussion and to reflect the protected characteristics outlined in legislation, this is how the analysis has been organised.

Sex

When exploring what core aspects of the service would be required in our codesign sessions, the need for a gendered service was explicitly emphasised. This insight came strongly from organisations delivering services for young women and girls, as well as statutory workers who were supporting girls and young women impacted by violence or exploitation in a gang-related context. As noted previously, our engagement with children and young people (a balanced cohort of male and female participants) also emphasised the importance of youth practitioner relatability. Although not explicitly linked to gender, it was noted that the absence of this relatability could lead to adverse outcomes for a particular group, in this case young women or girls.

MOPAC is, therefore, seeking gendered provision, which is able to recognise and respond to the distinct impact that sex and gender has on:

- the experience and typology of violence, and the manifestation of associated trauma;
- the varying roles a child or young person may play in the context of a gang or County Lines activity;
- the support a child or young person may require;
- the perception of the systems and sectors interacting with a child or young person (as well as the wider public) who has experience of, or who has perpetrated, or is at risk of, violence.

In the last three years the vast majority of victims of **recorded** teenage violence have been male at 90% of all victims. Males are also significantly more prominent in accused recorded data, with 94% of accused.

Within current provision, males represent the vast majority of referrals: within the Rescue & Response service in 2021/22 81% of those referred into the service were male, compared to 19% female. It should be noted however, that this 19% represents an increase of 4% from the previous year and is a substantial minority of those referred. Within this divide, the cohort of children and young adults accessing the County Lines element of R&R followed 93% male and 7 % female. Children and young adults accessing London Gang Exit (LGE) were predominantly male at 70%, and those predominantly completing interventions also being male. Service managers have commented on a range of structural inequalities and referral biases that may contribute to these demographics.

Current understanding suggests that County Lines is predominately male run, resulting in inherent power imbalances and young women and girls may play different roles in County Lines to those of their male counterparts.

There is a need for universal services to better identify young women at risk. Intimate relationships with young men (e.g. familial or dating), can make young women who are being exploited harder to identify, and can present an additional emotional obstacle in escaping the relationship as well as the exploitation. In addition, young women in relationships with a network member are often targeted by other networks, ultimately increasing their vulnerability. Young women are exploited to perform a range of roles that are not always understood as harmful, which is compounded by some young women not self-identifying as being involved in a gang or criminal activity. Additionally, gender biases in wider society can enable young women to fly under the radar, and this makes their associations harder to track. Wider data collection and analysis methodologies often miss young women, meaning their needs are not always considered at a system and policy level.

MOPAC recognises that this is an area of developing understanding, and MOPAC's Evidence and Insight team (E&I) are currently undertaking research into young women and girls at risk in London. The aims of the research are to identify the risk factors and trajectories for group offending and gang association for young women and girls, and an assessment of the support available for this cohort. To date over 30 semi-structured interviews have been undertaken with staff from the Metropolitan Police (both in central specialist units and local BCUs), with service providers, staff from Local Authorities and academics to gather their views about the provision that is currently provided, preventative work that is being undertaken, variations in the nature of this support, areas of duplication, and the extent to which current service provision is fit for purpose. The research will also look at what is known about the scale of the issue of group offending and gang involvement by young women and girls in London, and the extent to which existing data sources/research provide accurate understanding of these issues. In addition, E&I have contracted the University of Bedfordshire to undertake life history interviews with 20 gang associated young women and girls examining their pathways into gang involvement, the nature of this involvement, previous contact with the criminal justice system, as well as their assessment of any support received. The life history work will be taking place during autumn 2023. Research outputs from the project overall are expected to be available in early 2024.

The dynamics discussed here are not completely concrete. The service will seek to respond to a child's gendered needs, whilst concurrently viewing a child or young person outside of the typical restrictive gendered narratives of offender and victim. Additionally, a key outcome of the service will be improved practice to support vulnerable young people, this includes improved knowledge and understanding of the needs of vulnerable young people (e.g. young women associated with County Lines / Criminal Networks). To support this outcome, we expect learning and improvement to be embedded in practice, so that the service evolves through delivery. This includes developing an accurate picture of need, demand and provision for children and young people impacted by violence (including emerging and maturing areas of interest such as county lines and girls and young women). This also includes a commitment to support the evaluation of the service.

Our understanding of need, and the complexities of violence and exploitation, coupled with our open and transparent commissioning process will safeguard against adverse barriers to children and young adults accessing equitable outcomes from this service based upon their sex.

Gender Reassignment

Please note that

this section considers the wider characteristic of

Gender Identity,

alongside the specific

characteristic of

Gender
Reassignment
as outlined in the
Equality Act
2010, as this
analysis is felt to
be pertinent to
both groups.

Under the characteristic of sex, the binary role of those perceived as male or female is explored specifically, the exploration under the characteristic of gender reassignment and gender identity takes a broader, more fluid approach and considers how gender-non-conforming, non-binary and transgender children and young adults may access this service and be impacted by violence.

Those involved in the co-design sessions clearly voiced the need for this service to provide an advanced gendered approach so that bespoke needs are identified and provided for. This approach includes the needs of trans and non-binary children and young people as well as boys/men and girls/women being seen and supported to meet their needs beyond the offender and victim stereotypes. When seeking this provision, MOPAC has sought a gendered service, which is able to recognise and respond to the distinct impact that gender has on:

- the experience and typology of violence, and the manifestation of associated trauma;
- the varying roles or a child or young person may play in the context of a gang or County Lines activity;
- · the support a child or young person may require;
- the perception of the systems and sectors interacting with a child or young person (as well as the wider public) who has experience of, or who has perpetrated, or is at risk of, violence.

It should first be admitted, that MOPAC's understanding of how transgender and gender-diverse identities interact and are impacted by violence and exploitation in a gang-context is not developed nor broad; this reflects a lack of understanding present in wider literature.

However, encompassed in the requirement for a gendered service is the need to provide a service for gender-nonconforming, non-binary and transgender children and young adults; respecting their gender identity, and being cognisant of the vulnerabilities, complexities, and barriers that society may impose upon these identities. As described above, any service provider will be required to respond to a child or young person's gendered needs, whilst concurrently viewing a child or young person outside of the

typical restrictive gendered narratives of offender and victim. The same applies for those who are gender non-conforming, non-binary or transgender; a recognition of how their identity will impact upon their experience and need, but concurrently recognising their distinct needs outside of any preconceived pre-determined societal stereotypes.

Whilst our understanding of how transgender and gender-diverse identities interact and are impacted by violence and exploitation is an area for development, we are clear on the need for this service to be gender responsive, and expect that this service will present no additional barriers to gender-non-conforming, non-binary and transgender children and young adults attaining equitable service outcomes.

Race is a key consideration in the provision of this service, and it is essential that people from ethnic minorities face no barriers in access. This is particularly important when consulting the evidence base for this work, including referral data from current provision and the Problem Profile of Violence, Gangs And Young People (2022).

The Problem Profile of Violence, Gangs And Young People demonstrates that racial disproportionality is stark in terms of violence, notably for homicide where Black individuals were almost 8 times more likely than white individuals to be victims of homicide, and 11 times more likely to feature as a suspect in a homicide investigation, In terms of robberies, Black individuals were almost 8 times more likely to feature as a suspect. In addition, Black boys aged 16-17 were 5.3 times more likely to receive a knife crime disposal - compared to white boys.

Race

At present, the majority of children and young adults referred to the Rescue and Response service and the London Gang Exit service are Black males. Within R&R there is overrepresentation of Black individuals in both the referrals and County Lines cohort. Referrals for White, Asian, and Other ethnicities are under-represented compared to the London population. The LGE clients were predominantly young, male and Black. The average age of individuals completing the programme is 19; 70% are male and 89% are from ethnic minorities.

We know from feedback from children and young adults that language surrounding services can also impact accessibility. For example, the word 'gang' is often racialised, and in the delivery of the London Gang Exit service it became clear that describing a service specifically as a 'gangs' service can prove to be a barrier for children and young adults. This service has therefore moved away from describing itself as a 'Gang Exit' service in day-to-day delivery to try and reduce this barrier and has also evolved to encourage children and young adults, friends, and families to refer directly to try and reduce bias on behalf of referral agencies. Learning such as this will be incorporated into the delivery of the new service.

	Throughout the codesign, it was explicit that it would be essential for any service to be culturally
	competent and capable of supporting children and young adults from ethnic minorities, helping them to
	navigate barriers to access. As such this competence has been deemed a requirement for any bidding
	group.
	Assessment of bidding groups will have a focus on their cultural competence and how in practice they
	apply the values of diversity, equality, and inclusion, and subsequently how these principles translate to
	a culturally competent service capable of providing for all children and young adults. Evidence of
	delivering culturally competent services will be sought and valued.
	Religious or spiritual beliefs of a child or young person have the capability to support them in making
	sense of, or help them cope and recover from, a traumatic experience. Beliefs held by service users will
	be respected, understood, and pose no barrier in accessing this service.
Religion or	
	As discussed, a cornerstone requirement of this provision is that it not only offers a culturally competent
Belief	service, but that bidding group will demonstrate this competence at all levels: organisationally and
	operationally. There is a distinction between religion and culture, however, concurrently they are
	intrinsically linked, as such this competence will extend to an understanding and consideration regarding
	a child or young person's religious customs or traditions.
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It should first be admitted, that MOPAC's understanding of how sexual orientation impacts upon a person's experience of violence and exploitation in a gang-related context is limited, and reflects the breadth of research available.

A key requirement of the service is that the Alliance will embed learning and improvement in practice so that the service evolves throughout delivery. This includes developing an accurate picture of need, demand and provision for children and young people impacted by violence (including emerging and maturing areas of interest). This could include developing an understanding of how sexual orientation impacts a person's experience of violence and exploitation. The Alliance model of this service will enable multiple organisations to bring together data and learning throughout the delivery of the service. In addition, the requirement for the Alliance to work in partnership with local authorities will provide an additional layer of insight, increasing the potential to improve understanding of identified areas.

Sexual Orientation

However, the service will be expected to view the holistic needs of a child or young person, and if it is relevant, this will include a consideration of a young person's sexual orientation; this should include the potential risk factors and/or barriers that a person who identifies as other than heterosexual may contend with. We heard through the co-design how important it is that this service provides consistent support at an appropriate pace, building trusting relationships with children and young adults. This requirement has been built into that this service, alongside the requirement for an understanding and empathetic workforce so that children and young people are not judged, listened to and understood.

Otherwise, there are no additional considerations for the characteristic of sexual orientation, and it is expected that sexual orientation will present no additional barriers to children and young adults attaining equitable service outcomes.

Marriage and	There are no specific considerations for this characteristic. Marriage or civil partnership will not impact a young person's capability to access this service.
Civil Partnership	However, we understand that a marriage or civil partnership could cause complications for those in in abusive or harmful relationships and may pose a barrier to a young person from escaping, recovering or coping with associated trauma of the relationship.
	As explored under Sex and Gender Identity, MOPAC has sought the provision of a gendered service. This will, by extension, ensure that those young women, girls and people that are pregnant or could become pregnant receive equitable service.
Maternity and Pregnancy	We understand that pregnancy and maternity is often a risk factor in escalating risk of domestic abuse in intimate relationships, and we know that many young adults who are impacted by group violence have often previously been, or currently are, victims of domestic abuse in intimate relationships. As shown in the R&R 2022 Strategic Assessment, young women regularly experience sexual violence, domestic violence and sexual exploitation alongside criminal exploitation. As outlined above, the service will be expected to view the holistic needs of a child or young person, and if relevant, this will need to include a consideration of pregnancy and maternity; including the potential adjustments, risk factors and/or barriers that the child or young adult may require or may contend with.
	Otherwise, there are no additional considerations for the characteristic of maternity and pregnancy, and maternity and pregnancy will present no adverse barrier to accessing this provision, or attaining equitable outcomes.
	Additional Equality Considerations

Whilst the impact of education on violence & exploitation is an emerging picture, there is some correlation between not being in full time education, and risk of victimisation and offending. The Problem Profile of Violence, Gangs and Young People showed that 23% of victims and 35% of those accused of violence were not in full time education, rising to 56% of those accused when looking at under 18s. This research also looked at teenage homicide in isolation, finding that 37% of all teenage homicide victims, and 61% of those under 18, were identified as not being in full time education. Modelling has found that absence rates from secondary school were a significant factor in predicting the boroughs with the highest rates of offending for serious violence.

Education

These findings are reinforced by data from existing services. In Year 4 (2021/22) of Rescue & Response delivery, 40% of children and young adults referred were in education at the time of referral – this is consistent with the 41% seen in 2020/21. Of those that were in education at the time of referral: 42% attended a mainstream school, 23% attended college, 15% attended a Pupil Referral Unit (PRU), and 20% attended an alternative establishment. The London Gang Exit Final Impact Evaluation showed that, of the evaluation cohort, just over a third were assessed as having ETE (Education, Training and Employment), health and wellbeing or offending needs. Further analysis of the vulnerabilities of the evaluation cohort indicates that 48% of service users were unemployed or NEET.

The requirements of this service mean that children and young adults will receive holistic support, with a diversity of offer so that children and young adults have the choice and autonomy they have told us they would like when they receive support. Across the whole service, we expect that each child or young adult's individual circumstances (including education) are taken into account throughout the support period to help children and young adults to find the right support. It is not expected that education status will have an impact on whether or not children and young adults can access the service, or on the outcomes that they experience.

*Please note that we have grouped the characteristics of Class and Socioeconomic Background together for the purposes of this EqIA, given the intersection between these two characteristics in the available evidence.

Class and Socioeconomic background

MOPAC's Problem Profile of Violence, Gangs and Young People found that rates of offending are strongly associated with different measures of deprivation and poverty, including areas where people are most likely to struggle to access food. Overall, 31% of total offending is committed in locations that feature within the most deprived 20% of Lower Super Output Areas (LSOAs) in the country. 5% of teenage violence is committed in the most deprived 10% of LSOAs.

Given the context of class and socioeconomic status in relation to violence and exploitation, this may form part of the wider context for some children and young people accessing the service, and where necessary may need to be considered throughout engagement with the service, as part of the wider holistic support offered by the service. The service will be accessible to children and young adults regardless of class or socioeconomic background, and we do not expect that class or socioeconomic background will present any additional barriers to accessing equitable service outcomes.

A growing body of evidence indicates that there is a link between immigration status and vulnerability to violence and exploitation, with unaccompanied asylum-seeking children being particularly vulnerable to exploitation. Anecdotal evidence given to the London Assembly Police and Crime Committee regarding missing children in London (2023)^{6;7} indicated that trafficked and unaccompanied children are fearful about what will happen to their immigration status at the point of transitioning into adulthood, and this can be a trigger for young people to go missing or be exploited.

Immigration status

The service will be accessible to children and young adults regardless of their immigration status, and the service will be expected to be cognisant of these vulnerabilities and potential risk points when engaging with children and young adults who do not have a settled immigration status.

The service will view the holistic needs of a child or young person, and if it is relevant, this will include a consideration of a young person's immigration status; this should include the risk factors and/or barriers that a person with potential insecure immigration status may face. This should also include any practical adjustments required, e.g. language interpretation.

 $^{^{6}\,\}underline{https://www.london.gov.uk/sites/default/files/2023-04/PCC\%20Missing\%20Children\%20in\%20London\%20Report.pdf}$

⁷ https://www.youtube.com/watch?v=Y5OGuTNRZgA

Ongoing performance management and associated data collection for Rescue & Response, London Gang Exit and Empower, provides good insight into the spread of need across London's boroughs. A breakdown of this is available in each Rescue & Response annual strategic assessment, and in the data pack made available to potential bidders as part of the tender documentation for this service.

Location/ Borough considerations

This service will focus on children and young adults (primarily those up to the age of 25) who ordinarily reside in London. Existing support is disparate across London, and we know that transitions across geographical boundaries and coordination between services are often not smooth. Where possible the service should seek to address this by providing holistic services and support that are integrated with existing local and regional provision, including transitions to adulthood and independence.

In addition, the service will be expected to work in partnership with London's 32 local authorities. It is anticipated that the model for this service will consist of a self-formed traditional alliance, which will work alongside local authorities under two separate but linked agreements.

It is not expected that location within London will impact children and young adult's ability to access this service, or the outcomes they receive, and we expect that the service will be accessible to children and young adults from across the city.

Understanding a child or young adult's cultural context can be vital to providing effective support. It should also be noted that the characteristic of culture may be informed by other characteristics, including but not limited to race, class, language and religion. Additional narrative that may be relevant to this characteristic is provided in other sections of this document.

The Rescue & Response Year 3 strategic assessment noted key learning in regards to this, observing that cultural factors were not considered in the potential differing models of CSE and perceived level of risk and vulnerabilities. The Year 3 strategic assessment notes research from Imkaan and the University of Warwick (2015), which found that the lack of interrogation across the sexual violence sector into the range of barriers linked to language, poverty, immigration and culture of Black and Minority Ethnic communities is diverse and nuanced.⁸ Not understanding these factors and including this insight into the safeguarding and supportive measures of women and girls from these communities can significantly impact how they engage with the support offered and whether they are kept safe.

Culture

A cornerstone requirement of this provision is therefore that it not only offers a culturally competent service, but that the bidding group will demonstrate this competence at all levels: organisationally and operationally.

Assessment of bidding groups will have a focus on their cultural competence and how in practice they apply the values of diversity, equality, and inclusion, and subsequently how these principles translate to a culturally competence capable of providing for all children and young adults. Evidence of delivering culturally competent services will be sought and valued.

This service will be accessible to children and young adults from all cultural backgrounds, and culture will not impact the service outcomes they receive.

⁸ Imkaan and University of Warwick (2015) Between the Lines: Service Responses to Black and Minority Ethnic (BME) Women and Girls Experiencing Sexual Violence.

Income	An analysis of the impact of class and socioeconomic background on service delivery is available above. This service will be free for children and young adults to access, and income will not impact a child or young adult's ability to access this service, or the service's ability to deliver upon associated outcomes.
Language	Data from the 2021 census shows that London is the region of England with the lowest percentage of people with English as a main language (78.4%). Therefore, it is important for this service to be able to support children and young adults who may not speak English as their main language, or who do not speak English at all. The specification for this service outlines a range of equality and accessibility standards, including a requirement for the service provider to consider what languages materials need to be made available in, the ability of service users to access these, and the provision of sign language and spoken language interpreters where required. Language will not be a barrier to accessing this service, nor is it expected to impact service outcomes for
	children and young adults. It is expected that this service will take into consideration the language requirements of individual children and young adults, and make any necessary adjustments, such as those outlined above, to ensure that they can access this service and receive equitable service outcomes.

5. How does a cross or intersection of diversity impact on individuals?

London's diversity means that it is highly likely that individuals accessing this service will identify with multiple characteristics outlined above, and therefore the service will need to consider the intersectional identities of the children

⁹ https://www.ons.gov.uk/peoplepopulationandcommunity/culturalidentity/language/bulletins/languageenglandandwales/census2021

and young adults who access this service. As outlined above, it is not expected that an individual service user will face any additional barriers to accessing the service or to achieving equitable service outcomes, on the basis of any of the above characteristics, within the scope of the service. This includes when individuals identify with multiple diversity characteristics.

In particular, the following intersections may be commonly noted within the delivery of this service, though it is acknowledged that this analysis does not capture all possible intersections of identity. As outlined above, this service will provide holistic support for children and young adults, with each child or young adult's individual circumstances taken into account throughout the support period.

- 1. The intersection of identity with the most acute impacts in the context of this service is that of sex and race. Young Black boys and young adults are most likely to feel the impacts of violence and exploitation most keenly. The narrative under the above considerations of Race and Sex provide evidence for these conclusions.
- 2. An additional intersection to be considered is that of race and age, and the adultification imposed on children and young adults, who have been impacted by, or perpetrated violence. Again, this adultification is felt most keenly by Black boys. The need to view a child as a child, is central to this service.
- 3. There is a clear intersection between the characteristic of culture, and other characteristics analysed above (including but not limited to class, race, language, and religion). The narrative above provides further insight into the evidence and considerations that have been taken into account in regards to ensuring the cultural competence of this service.
- 4. Cultural considerations may also intersect with an individual's sex, gender, and race; as noted above and in the Rescue & Response Year 3 (2020/21) Strategic Assessment, Imkaan and University of Warwickshire (2015), found that the lack of interrogation across the sexual violence sector into the range of barriers linked to language, poverty, immigration and culture of Black and Minority Ethnic communities is diverse and nuanced. Not understanding these factors and including this insight into the safeguarding and supportive measures of women and girls from these communities can significantly impact how they engage with the support offered and whether they are kept safe.

- 5. Sex, gender and disability is an additional intersection that it will be important for the service to be aware of. As per the narrative outlined under Disability, we know that ADHD, Autism, and learning difficulties are some of the most common disabilities seen in the current Rescue & Response service. Of those referred into the R&R service in 2020/21 with a recorded disability, 13% were male, and 6% were female. It is increasingly recognised that women, girls, and non-binary people may experience additional barriers in receiving a diagnosis and support for autism, and that this is reflected across other neurodiversity, and it will be important for the service to be cognisant of this.¹⁰
- 6. There are considerations regarding the intersection between gender, marriage and civil partnership, and pregnancy / maternity. Young women regularly experience sexual violence, domestic violence and sexual exploitation alongside criminal exploitation, and we also know that pregnancy and maternity is often a risk factor in escalating risk of domestic abuse in intimate relationships and that many young adults who are impacted by group violence have often previously been, or currently are, victims of domestic abuse in intimate relationships. Further to this, young women who have an intimate relationship with young men who are involved with grooming often see themselves as dating making them harder to identify. Young women who are in a relationship with a network member can be more vulnerable to intra-gang coercion, exploitation and violence.
- 7. There is an emerging picture in regard to the intersection of education and gender: the R&R Year 4 Strategic Assessment showed that 50% of females referred into the programme attended a mainstream school, compared to 39% of males, and that 17% of males referred into the programme attended a PRU, as opposed to 9% of females. However, this intersection is not yet clear in Year 3 of project delivery, the proportion of males and females attending a mainstream school was 35% and 34% respectively, and females attending a PRU accounted for a much large proportion (38%) compared to the male cohort (17%).

More widely, it is expected that the chosen model for this service – an Alliance of organisations working alongside a coalition of London's local authorities under two separate, but linked, agreements – will enhance the service's ability to support children and young adults across a range of intersectional identities. The alliance model was identified following the

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¹⁰ https://www.autism.org.uk/advice-and-guidance/what-is-autism/autistic-women-and-girls

co-design of service requirements, given the broad range of activities and competencies required to equitably deliver upon the scope of the requirements and associated desired outcomes, it was felt that one organisation could not be expected to meet all requirements. An Alliance ensures that resource is flexibly diverted to where it will best serve to meet the collective outcomes of the service. In addition, it provides the flexibility to sub-contract to organisations outside of the Alliance throughout the 3-year duration of delivery.

It is therefore expected that procuring an Alliance to provide this service will give the service the capacity and flexibility needed to meet the needs of individual children and young adults, whilst taking into account the above characteristics, including where they intersect, to ensure an equitable service for all service users.

6. Do you need to mitigate any adverse outcomes? Are there any opportunities' to promote further equity and diversity?

Equality and Diversity is identified within VOLUME 1 – Appendix B – Technical Submission. Whilst we expect equality and diversity to be considered throughout bidders' responses and throughout service delivery, the following questions may involve a specific focus on equality and diversity considerations:

- Part 3 Collaboration and partnership working
- Part 5 Staffing (Equality and Diversity)
- Part 6 Learning, impact and evaluation
- Part 6 Coproduction

MOPAC is following a Competitive Procedure with Negotiation approach. The competitive procedure with negotiation will enable for negotiation of bids with pre-qualified bidders, i.e. those that are successful at Stage 1 of the procurement. This will include setting procedure, initial clarifications from both Commissioner and Alliance Bidding Groups, and a scenario-based assessment. There is the opportunity for up to two rounds of negotiation. Following each round bidders will be given the opportunity to refine their bid, and resubmit based upon the previously held dialogue. Depending upon the content of the bids submitted, this could include the consideration of equality, diversity and inclusion practices across an organisation,

as well as a potential bidder's ability to deliver equitably on all outcomes. The purpose of negotiations is to enhance bidder's proposed solution to best deliver upon service outcomes.

Learning will be core to the delivery of this service, and one strand of this learning will be enriching MOPAC's understanding of need across London based upon demographic performance management data.

This data will guide and inform MOPAC of the reach the service and support understanding of who is accessing the service and the need across London. In partnership with local authorities, any service provider will be required to monitor local capacity and demand on a pan-London basis and reflect on equity of provision and if there are gaps in service provision. MOPAC will look to explore equality and diversity considerations through regular performance meetings, across a range of characteristics. As an example, in relation to the protected characteristic of age, performance meetings will provide an opportunity to explore how the service responds to those who are under 18, compared to those who are over 18 or over 25, understand how support differs and why, and take any required action to promote further equity and diversity.

The flexible nature of our commissioning approach will enable any given supplier group to subcontract to specialist localised organisations so that the service can respond as data on unmet need emerges.

7. Who else do you need to seek feedback from others to establish opportunities to promote further equity and diversity, or gain a critical viewpoint?

The following parties participated in the codesign of this service, and will continue to be consulted throughout delivery of this service, to test our understanding of how these protected characteristics may present distinct and adverse barriers to children and young adults in accessing this service, or how it may alter their outcomes when interacting with this service.

- Service providers
- Children and young adults
- Service users
- Statutory agencies

MPS

In addition, as outlined in VOLUME 2 – Specification, we expect to see within the service:

- A service that is co-designed and co-delivered with children and young people so that their needs are at the heart of all activity and success is measured on the factors that are most important to them.
- Learning and improvement embedded in practice so that the service evolves through delivery. This includes
 developing an accurate picture of need, demand and provision for children and young people impacted by violence
 (including emerging and maturing areas of interest such as including county lines and girls and young women). This
 also includes a commitment to support the evaluation of the service.

In practice, we expect the Alliance to embed feedback loops into the delivery of the service, and incorporate input and codesign from key stakeholders on a continuous basis throughout delivery. A specific measure taken is to ask through the tender assessment for bidder to *Please describe how your alliance will take a co-design and co-delivery approach that ensures that the needs of children and young people are at the heart of all activity and service successes.* In assessment of bids, young people will feature on the panel for evaluation; they will hold a particular focus on a bidders ability to coproduce their service with children and young adults, and interrogate whether a commitment to coproduction is genuine.

8. Where will you gather research and evidence from to support your analysis of impacts?

The specification sets out a clear expectation that learning and improvement is embedded in practice so that the service evolves through delivery. Alongside this an evaluation will be conducted alongside the delivery of this service.

Data will be both quantative, sourced directly from service providers and the reported outcomes from the service, as well as the MPS data to continue to understand the picture of violence across London, and where possible cross-reference this with data related to protected characteristics.

Data will also be qualitative, sourced from service providers, partners, and importantly from the children and young adults accessing this service.
Literature will be regularly reviewed to understand the most recent research in the field and understand the latest insight into the impacts of violence and exploitation on those impacted by violence.
9. How will I evaluate the impact of my work, what measures and key indicators will I use?
An evaluation of this service will be run concurrent to the service with the aim of drawing out the impact of interventions, and to document what the service has instructed on the need of London's children and young adults.
The terms and specific mechanics of the evaluation are still to be determined. However, at a minimum the service will collect demographic data across: sex, age, disability, race, gender identity, association with statutory services
10. Submitted for quality assurance and peer review
MOPAC Safer Children & Young People's Team
11. Approved & Signed by MOPAC Director of Commissioning & Partnerships:

WILL BALAKRISHNAN			
12. Published:			
Yes			
Commentary:			
Commentary:			

Annex A – Consultation Log

Stakeholder/s	Why are we approaching them?	Date	Outcome of consultation		
	Initial engagement session 1				
Voluntary & Community Sector (VCS) (12 – VAWG & Children & Young Adults affected by violence and exploitation, Youth Work, Criminal Justice); Metropolitan Police Service (3 - MPS); Probation (1); Secure Estate (1), Local Authorities (4 - various); Youth Justice Board (1).	Shared interest and ability to influence support for children and young adults affected by violence and exploitation	20 October 2022	Established a shared understanding of what is working and what is not across stakeholders with a shared interest of supporting children and young adults who have been impacted by violence and exploitation.		
	Initial engagement session 2				
Voluntary & Community Sector (VCS) (10 – VAWG & Children & Young Adults affected by violence and exploitation, Youth Work, Criminal Justice); Metropolitan Police Service (3 - MPS); Probation (1); Violence Reduction Unit (VRU - 1); Secure Estate (1), Local Authorities (6 - various), Youth Justice Board (1)	Shared interest and ability to influence support for children and young adults affected by violence and exploitation	17 November 2022	Established common purpose, values and principles to be taken forward into the codesign phase.		

CYP Codesign 1				
Children and young adults (VRU Young People's Action Group)		12 January 2023	Improved understanding of what is working and what is not for children and young adults who have been increased by violating and the control of th	
Children and young adults (existing service users)	Direct interest and/or experience of services supporting children and young adults affected by violence and exploitation	18 January 2023	 who have been impacted by violence and exploitation. Able to compare and contrast with outcomes from professional stakeholder engagement. Improved understanding of what matters 	
Children and young adults (secure estate)		24 February 2023	most in service provision for children and young adults impacted by violence and exploitation.	
Codesign Session 1				
Voluntary & Community Sector (VCS) (11 – VAWG & Children & Young Adults affected by violence and exploitation, Youth Work, Criminal Justice); Metropolitan Police Service (5 - MPS); Probation (1); Violence Reduction Unit (1); Secure Estate (1), Local Authorities (7 - various), Youth Justice Board (1)	Shared interest and ability to influence support for children and young adults affected by violence and exploitation	16 January 2023	Dreaming/Imagining – established a collective vision of what the components of a future service that will make the biggest difference to children and young people are.	
Codesign Session 2				
Voluntary & Community Sector (VCS) (13 – VAWG & Children &	Shared interest and ability to influence support for children	6 February 2023	Reflected and addressed similarities and differences between CYP Codesign 1 and Codesign 1.	

Young Adults affected by violence and exploitation, Youth Work, Criminal Justice); Metropolitan Police Service (2 - MPS); Probation (1); Secure Estate (1), Local Authorities (5 - various)	and young adults affected by violence and exploitation		Distilled the components of a future service from Codesign 1 and CYP Codesign 1 to begin to establish service outcomes and requirements.		
	Codesign Session 3				
Voluntary & Community Sector (VCS) (11 – VAWG & Children & Young Adults affected by violence and exploitation, Youth Work, Criminal Justice); Metropolitan Police Service (2 - MPS); Violence Reduction Unit (1); Secure Estate (1), Local Authorities (5 - various)	Shared interest and ability to influence support for children and young adults affected by violence and exploitation	27 February 2023	 Reflected and addressed similarities and differences between CYP Codesign 1 and Codesign 2 & 3. Agreement, feedback and clarification on emerging specification. 		
CYP Codesign 2					
Children and young adults (VRU Young People's Action Group)	Direct interest and/or experience of services supporting children and young adults affected by violence and exploitation	13 March 2023	Agreement, feedback and clarification on emerging specification.		
Codesign Session 4					
Voluntary & Community Sector (VCS) (12 – VAWG & Children & Young Adults affected by violence and exploitation, Youth Work,	Shared interest and ability to influence support for children and young adults affected by violence and exploitation	20 March 2023	Improved understanding of an alliancing approach (emerging from previous codesign activity) and support necessary.		

Criminal Justice); Metropolitan Police Service (2 - MPS); Secure Estate (1), Local Authorities (5 - various).			Confirmation of need to further explore the future alliances relationship with local authorities.	
Local Authority Codesign 1				
London Heads of Community Safety	Commissioners and deliverers of similar services for children and young adults impacted by violence and exploitation / key delivery partner linked to statutory responsibilities for many of the children and young adults expected to access the service	21 March 2023	Increased awareness of codesign developments with local authorities.	
Local Authorities (various – 25 boroughs)		5 April 2023	 Improved understanding of what is working and what is not for children and young adults who have been impacted by violence and exploitation from a local authority perspective. Able to compare and contrast with outcomes from previous codesign activity. Dreaming/Imagining – established a collective vision from a local authority perspective of what the components of a future service that will make the biggest difference to children and young people are. 	
Reducing Homicide Partnership	Key strategic partnership for children and young adults impacted by violence and exploitation	4 April 2023	Increased awareness of codesign developments.	
Local Authority Codesign 2				

London Heads of Community Safety Representative Group	Commissioners and deliverers of similar services for children and young adults impacted by violence and exploitation / key delivery partner linked to statutory responsibilities for many of the children and young adults expected to access the service	4 May 2023	Distilled which elements of the emerging service specification from previous codesign activity local authorities were best placed to deliver against.		
	Codesign Session 5				
Voluntary & Community Sector (VCS) (13 – VAWG & Children & Young Adults affected by violence and exploitation, Youth Work, Criminal Justice); Metropolitan Police Service (2 - MPS); Probation (1); Violence Reduction Unit (2); Secure Estate (1), Local Authorities (4 - various), Youth Justice Board (1); YPAG (4).	Shared interest and ability to influence support for children and young adults affected by violence and exploitation / Direct interest and/or experience of services supporting children and young adults affected by violence and exploitation	15 May 2023	Codesign close: confirmation of agreed outcomes and service requirements, clarifications addressed, and challenges acknowledged.		
Market Warming Engagement Event					
Voluntary & Community Sector (VCS) (24 – VAWG & Children & Young Adults affected by violence and exploitation, Youth Work, Criminal Justice	Engage potential bidders for the service, introducing them to MOPAC's procurement strategy and scope of requirements for the service.	15 June 2023	 Introduced the opportunity and a summary of MOPAC's requirements to potential bidders, and facilitated a network session, to forge potential connection for service delivery. Captured key points of ambiguity related to MOPAC's requirements related to this 		

Local Authorities (1 Head of Community Safety from representative group)	Convening of potential service providers to facilitate potential connection for formation of Alliances.		service, and a MOPAC commitment to share an FAQ sheet related to this ambiguity. This was realised with the publication of 60 queries ahead of publication of the ITT.	
	Pre-Procurement:	Alliancing Session		
Voluntary & Community Sector (VCS) (16 – VAWG & Children & Young Adults affected by violence and exploitation, Youth Work, Criminal Justice Local Authorities (1 Head of Community Safety from representative group)	Engage potential bidders on the specifics of alliance-based procurement and delivery.	20 June 2023	 Supported potential bidders to improve their understanding alliance-based procurement and delivery. Collation of clarifications which were fed into the FAQ sheet noted above. 	
Pre-Procurement: Meeting with Alliance Manager				
Voluntary & Community Sector (9 — Youth Work, Children & Young Adults affected by violence & exploitation; Criminal Justice) Local Authorities (1 – Head of Community Safety)	Engage potential bidders on the specifics of alliance-based procurement and delivery.	6 July 2023	Support potential bidders to improve their understanding of the operational realities of working as an alliance.	
Key Outputs: what we heard?				

Our pattern of consultation ran across 10 months and encompassed a total of 18 sessions of engagement with external stakeholders, partners and children and young people. Based on what we heard from the consultation and codesign sessions outlined above, the following service requirements emerged:

- Consistent support for as long as is needed, so that trust is built and maintained, and progress is made at an appropriate pace to meet the needs of the child or young person.
- Simple navigation to, through and on from support and services so that it is easier to find the right support or for the right support to find the children and young people that need it most, including persistency with those that don't immediately engage. It is acknowledged that there is a patchwork of specialist provision in London, this service should not duplicate that but nurture and develop it with children and young people and support them to access what they need.
- Accessible and digital support so that children and young people can reach support when they need it, with increased choice and
 autonomy in how they access it. We want to see how digital mediums can be integrated into support and services to enhance the
 experience for children and young people.
- Support is all in one place so that the touchpoints that children and young people are exposed to are minimised, reducing inefficiencies and the likelihood of re-traumatisation caused by reliving their experience many times with different professionals.
- An understanding and empathetic workforce so that children and young people are not judged, listened to and understood to effectively develop and meet their personal outcomes.
- Parent/Carer support so that children and young people have informed, confident and stable familial support.
- An advanced gendered approach so that bespoke needs are identified and provided for. This includes the needs of trans and non-binary
 children and young people as well as boys/men and girls/women being seen and supported to meet their needs beyond the offender and
 victim stereotypes.
- An integrated housing offer so that children and young people are better able to access safe and secure housing in the short-term/emergencies and longer term as required, providing the stability that is needed for effective engagement.
- Facilitating the safe collection and return of children and young people who have come into contact with authorities through suspected County Lines in areas outside of London.

- Coordination with secure estates so that there is continuity of service in transitions between the community and secure estate, including those in remand (excluding provision of support within secure estates unless they are approaching release) for children and young people.
- Diversity of offer so that children and young people have the choice and autonomy they have told us they would like when they receive support. This may range from specialist interventions to more informal options such as financial literacy or peer-to-peer support.
- Integrated peer support so that children and young people are able to be reached, engaged and supported by their peers who have natural opportunities and understanding of need to influence and support.
- Commitment to working as an alliance based on alignment with the intended outcomes and a commitment to agreed values and behaviours. The alliance shares responsibilities, opportunities and risks.
- A service that is co-designed and co-delivered with children and young people so that their needs are at the heart of all activity and success is measured on the factors that are most important to them.
- A workforce that is valued, supported and invested in so that staff are retained, developed and able to provide better and more consistent support to children and young people.
- Learning and improvement embedded in practice so that the service evolves through delivery. This includes developing an accurate
 picture of need, demand and provision for children and young people impacted by violence (including emerging and maturing areas of
 interest such as including county lines and girls and young women). This also includes a commitment to support the evaluation of the
 service.
- Holistic services and support that is integrated with existing local and regional provision, including transitions to adulthood and independence, that provides equity of service for children and young people across London.
- Close working, strong partnerships and reciprocal arrangements (including information sharing) with services out of scope yet interrelated to this set of services is needed so that children and young people receive the necessary support in an effective and efficient manner.