

APPENDIX C



City of Westminster

SPECIFICATION

**CONTRACT FOR TRI-BOROUGH REDUCING
REOFFENDING SERVICE**

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TRI-BOROUGH REDUCING REOFFENDING SPECIFICATION

1. Overview of the Service

- 1.1. Westminster City Council (acting on behalf of itself and the London Borough of Hammersmith & Fulham and the Royal Borough of Kensington & Chelsea) (the 'City Council') requires the provision of an adult reducing reoffending service across the Tri-borough (the 'Service').
- 1.2. The Provider shall provide:
 - i. **a custody referral team** that will assess individuals in police custody and refer them to appropriate services ensuring that they 'get through the front door' of these services and access existing provision ('Custody Referral')
 - ii. **a short sentenced prisoner key worker team** that provides key workers to work intensively with short sentenced prisoners ('SSPs') in prison and the community to ensure effective resettlement and rehabilitation into communities ('Key Worker')
 - iii. **personalised packages of support** by accessing a separate budget that can be used to provide and buy in bespoke services, whilst also advocating for offenders to access community services.

2. Target groups:

- 2.1. Subject to paragraphs 2.2 and 2.3 below the Provider shall provide the Service to Tri-borough adult offenders (those aged 18 and over) who at the point of arrest or on point of entry to prison have a Tri-borough address ('Tri-borough Offender'). For the avoidance of doubt this does not include non UK residents including without limitation foreign national prisoners and foreign national prisoners awaiting deportation.
- 2.2. The Provider shall provide the Custody Referral element of the Service to male and female Tri-borough Offenders arrested and entering police custody suites in Tri-borough police stations.
- 2.3. The Provider shall provide the Key Worker element of the Service to all male Tri-borough Offenders
 - i. sentenced to under 12 months in custody; or
 - ii. who have been on remand and who are sentenced and 'walk from court' due to time already served on remand; or
 - iii. who are 18-21 years old sentenced to under 12 months in custody but in receipt of statutory probation supervision.

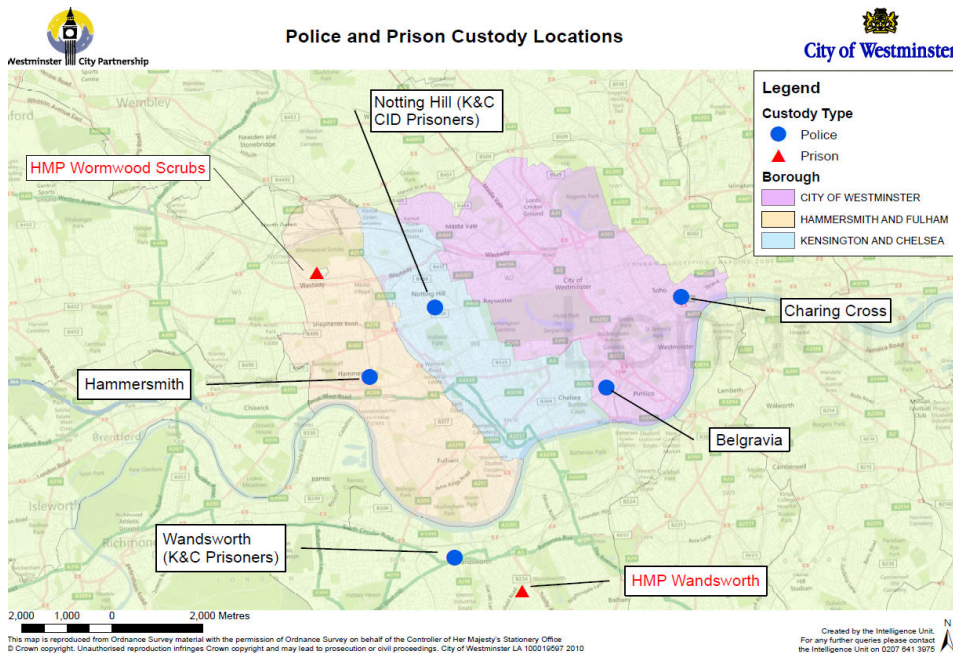
For the avoidance of doubt the Provider shall not provide the Key Worker element of the Service to

- i. offenders sentenced to community orders;
- ii. civil offenders and fine defaulters;
- iii. offenders sentenced to suspended sentence orders;
- iv. offenders whose entire sentence is deemed 'time served' on electronically monitored bail and therefore do not spend time in custody; and
- v. breach offenders (those who have received a custodial sentence for a breach of a pre-existing order).

2.4. The City Council will support Tri-borough Offenders' identification through police systems and will develop a sanction and detection operating model with the police to provide 'RAG' (red, amber, green) offender lists. This operating model will clarify the Metropolitan Police Service's relationships with SSPs and the wider Metropolitan Police Service led Integrated Offender Management model.

3. Geographical Focus

3.1. The Provider shall provide the Service in the following geographical locations:



3.2. Police stations

3.2.1. The Provider shall provide the Custody Referral element of the Service in police custody suites which process Tri-borough Offenders.

3.2.2. The police stations currently dealing with Tri-borough Offenders:

- Charing Cross
- Belgravia
- Hammersmith
- Notting Hill (Kensington and Chelsea CID)
- Wandsworth (Kensington and Chelsea)

3.2.3. The Provider shall work in police stations which process the highest number of Tri-borough Offenders. Currently, this includes Wandsworth where there is a local agreement with the Royal Borough of Kensington and Chelsea for volume crime offenders to be dealt with.

3.3. Prisons

3.3.1. The Provider shall work in local prisons which hold Tri-borough Offenders. The majority of the male population from the Tri-borough area are located in Wandsworth and Wormwood Scrubs prisons. Wandsworth is the primary location for offenders from Westminster, whilst Wormwood Scrubs is the primary prison for offenders from Hammersmith and Fulham. Offenders from Kensington and Chelsea are split almost evenly between the two. Feltham is the primary holding establishment for offenders under the age of 21 from the Tri-borough area with under 12 month sentences, in addition some Tri-borough 18-21 year olds are held in HMYOI Isis. Some Tri-borough Offenders will be housed in prisons further afield and the Provider may wish to work with these offenders, depending on capacity.

3.4. Premises

3.4.1. The Provider shall provide its own office base within the Tri-borough. For case management meetings, the Provider shall liaise with the Authorised Officer to utilise satellite accommodation within local services for case management meetings.

4. Custody Referral Provision

4.1. The Provider shall provide the Custody Referral element of the Service in police custody suites and assess all Tri-borough Offenders who want to engage.

4.2. Key Requirements

4.2.1. The Provider shall: provide an initial required assessment (Drugs Act 2005) in custody for all Tri-borough Offenders who drug test positive for class A drugs ('Required Assessment')

4.2.2. work alongside police targeted testing processes

4.2.3. focus on voluntary assessments for Tri-borough Offenders who do not test positive for class A drugs but admit wider drug misuse and alcohol misuse and want support.

- 4.2.4. follow-up assessments for 'red'¹ offenders who have not attended an initial assessment (Drugs Act 2005)
- 4.2.5. manage a list of prolific out of borough offenders who are arrested within the Tri-borough (this information will be provided by the Metropolitan Police Service) and monitor and report back information to the borough of residence
- 4.2.6. complete assessments for all substance use
- 4.2.7. screen for learning disabilities/difficulties and mental health issues as part of the assessment
- 4.2.8. liaise and share information with statutory and voluntary services for those Tri-borough Offenders already engaged with services, including family services for those offenders involved with the complex families agenda
- 4.2.9. focus on making sure that individuals who require referrals to substance misuse and other services are able to access such services and follow up on referrals with providers and track engagement
- 4.2.10. accompany SSPs to court and provide updates to the bench on progress or non-engagement and liaise with substance misuse services at court if Tri-borough Offenders have drug and alcohol issues and work with them to ensure compliance with care plans
- 4.2.11. ensure that Staff respond to a 24/7 single point of contact number to book Required Assessments for Tri-borough Offenders arrested and tested positive for Class A drugs.

5. **Key Worker**

- 5.1. The Provider shall deliver the Key Worker element of the Service so that the Tri-borough Offender is managed from prison and back into the community including without limitation 'hand holding' to ensure that they access services and remain engaged with their personalised action plan.

5.2. **Key Requirements**

- 5.2.1. The Provider shall have primary responsibility for identifying Tri-borough Offenders for inclusion in the cohort. The Authorised Officer, to support the development of the Service, will provide analytical capacity to support the Provider with its identification processes.
- 5.2.2. The Provider shall ensure that Key Workers meet with eligible Tri-borough Offenders in prison within 72 hours of their imprisonment so that Key Workers have an opportunity to identify and try to engage with new individuals, or those who refuse the Service at first contact. If a Tri-borough Offender is being detoxed and cannot be

¹ Red offenders are those individuals identified through the SSP service or through existing local IOM frameworks as requiring enforcement due to continued offending and non-engagement. This is based on OGRS 'red, amber, green' matrix.

visited in the detox wing the Provider shall ensure that a Key Worker meets the Tri-borough Offender within 7 days rather than within 72 hours.

- 5.2.3. The Provider shall ensure that a relationship between the Tri-borough Offender and Key Worker is established and remains consistent throughout the Tri-borough Offender's engagement with the Service. The Provider shall formalise the relationship with the Tri-borough Offender through a non-binding agreement, which will enable information to be shared on the individual.
- 5.2.4. The Provider shall produce a written assessment of Tri-borough Offenders within 5 days of first contact and include within such assessment information from other providers in prison ('Assessment'). The Provider shall ensure that the Assessment is based on an individual's needs and his current level of motivation, capacity and opportunity to change.
- 5.2.5. The Provider shall liaise with prison officers in developing a custody action plan and pre-release plan for a Tri-borough Offender. The Provider shall ensure that appointments with support services are set up prior to release and housing is secured² and that each Tri-borough Offender has a comprehensive personalised action plan which details services to be accessed and lists activities that have been agreed. The Provider shall share the initial personalised action plan with the Authorised Officer.
- 5.2.6. The Provider shall ensure that prisoners are met at the prison gates by a Key Worker on the day of release.
- 5.2.7. The Provider shall ensure that there is continued follow-up with Tri-borough Offenders with one to one support which will be more critical in the two weeks post release.
- 5.2.8. The Provider shall arrange for a Key Worker to escort Tri-borough Offenders to appointments, advocate and support engagement in services.
- 5.2.9. The Provider shall support the Tri-borough Offender to maintain and rebuild relationships with friends and family and support them to establish positive peer groups.
- 5.2.10. The Provider shall work with the Tri-borough Offender to develop exit plans and proposals for follow up.
- 5.2.11. If a Tri-borough Offender reoffends the Provider shall share information on him with courts to inform sentencing.
- 5.2.12. The City Council will not dictate which Tri-borough Offenders the Provider shall work with and for how long they will engage with each Tri-borough Offender, it is up to the Provider to make these decisions.

² It is expected that the Provider will have begun the dialogue with Housing Services, to secure housing (temporary or supported) before release for the first critical two weeks and/or longer. The Provider should advocate on behalf of the offender with housing services for a longer-term solution.

6. Induction/Transition period

- 6.1. In the month prior to the contract commencement, the Provider will be required to:
- 6.1.1. Attend handover meetings with the current Drug Intervention Programme providers (where applicable) and with the current Integrated Offender Management leads to understand handover of role and transfer of cohorts.
 - 6.1.2. Agree with the prisons and Metropolitan Police Service security access and office space.
 - 6.1.3. Arrange office base within the Tri-borough
 - 6.1.4. Arrange security vetting for staff (where appropriate)
 - 6.1.5. Outline case management system to be agreed with the City Council

7. Performance Targets

- 7.1.1. The following Performance Targets shall apply:
- The Provider to ensure that the staff structures, skills set and capacity outlined in their tender response has been achieved by the end of the second quarter of the Contract
 - The Provider to engage a minimum of 50 Short Sentenced Prisoners by the end of the third quarter of the Contract ;
- 7.1.2. If the Provider fails to meet the two performance targets set out above, the critical default procedures as set out in the contract will be implemented.

8. Working with Statutory Services

- 8.1. The Provider shall access mainstream resettlement services for Tri-borough Offenders, based on the 7 resettlement pathways, and including without limitation access to GPs, dental health, sexual health services, or supporting referral and engagement with substance misuse or mental health services and shall highlight any barriers to accessing these services with the Authorised Officer.
- 8.2. The City Council will support the Provider in accessing statutory and mainstream services and give support where there are issues with referrals.
- 8.3. Working with Probation
- 8.4. The Provider shall work pro-actively with statutory Tri-borough Offenders aged 18-21 years who have received a short custodial sentence, working alongside probation young adults teams across the Tri-borough.
- 8.5. The Provider shall support the Tri-borough Youth Offending Service and Probation Service transition panels for each borough in order that they have sight of individuals who may become SSPs in the future. The Provider shall play a pro-active approach in

prevention and early intervention frameworks, in partnership with other statutory services.

9. Working with the Metropolitan Police Service

- 9.1. The Provider shall share relevant case information to support enforcement and to mitigate risk.
- 9.2. The Provider shall agree with the Metropolitan Police Service how frequently they will share information on non-engaging SSPs who continue to offend and who will therefore be subject to enforcement action.

10. Personalised Commissioning Fund

- 10.1. A separate fund will be held by the Authorised Officer and made available to the Provider in order that the Provider can request funding for bespoke services for individualised packages of care. The City Council is committed to providing resources to the Provider in order that Tri-borough Offenders access treatment and wider services and comply with personalised action plans. The Provider shall identify the needs of Tri-borough Offenders and propose ideas for support within existing services or new services, ensuring value for money. The Provider shall submit claims to the fund to the Authorised Officer with an up to date personalised action plan. The commissioning fund will be available for the first Contract Year and evaluated by the City Council after the first Contract Year to inform decisions on its use in the second Contract Year.
- 10.2. The City Council will ensure that there is a quick turnaround when communicating decisions regarding the fund.

11. Performance and evaluation

- 11.1. The Authorised Officer shall lead the evaluation of the impact of the Service, working with the Provider and partner agencies.
- 11.2. The Provider shall give full support to the Authorised Officer on the evaluation of the impact of the Service and shall record in their case management system details of assessments, contact points and an overview of support provided as required by Appendix 2 (Data Collection Requirements). The Provider shall routinely provide to the City Council evidence of attainment of payment triggers.
- 11.3. A quarterly performance report will be produced between the Provider and the City Council. A quarterly monitoring board will take place between the lead commissioners of the Tri-borough and the Provider.
- 11.4. Any publication of the evaluation of the impact of the Service will be agreed with the Provider and will be communicated by the Authorised Officer.

- 11.5. There will be two interim evaluations, with performance reviews in each quarter of the Contract Year and one final evaluation in two parts (outcome evaluation and impact evaluation). Appendix 1 provides an overview of the evaluation timetable.
- 11.6. The interim evaluation in quarter 3 of the service will include a review of the payment structure with the Provider in order to mutually agree changes to targets. (The overall payment amounts will stay the same.) The defined activities for SSP case management and support and interim outcomes will be reviewed as will any need for a margin of error, once there is a greater understanding of the SSP cohort across the Tri-borough.
- 11.7. The Provider's performance will be reported to and discussed at the Tri-borough programme management board, the Tri-borough reducing reoffending board and each Tri-borough's crime and disorder reduction partnerships.
- 11.8. The Provider shall provide the City Council with access to inspect the Providers' premises and data systems, and have access to, and be provided with copies of any information (including, without limitation, personal and sensitive data).

12. Information sharing

- 12.1. The Provider shall share information regarding a Tri-borough Offender (section 115 of the Crime and Disorder Act (1998) gives powers for persons to disclose information regarding an individual's offending or risk of offending) regarding their levels of engagement with services and compliance with a personalised action plan. The City Council will draw up an information sharing agreement between key agencies, which the Provider shall sign up to.

13. Partnership Responsibilities

- 13.1. The Provider shall maintain and develop relationships with mainstream and voluntary services. The Provider will be supported by the Authorised Officer during Service implementation and will hand over details of processes and protocols from key partners.
- 13.2. The Authorised Officer will draft service level agreements with the key partners.
- 13.3. The Provider shall work closely with the wider partnership. The wider partnership responsibilities are listed below:

Partnership responsibilities
<ul style="list-style-type: none"> 1. Police staff will drug test Tri-borough Offenders in police custody 2. Police will refer non Tri-borough Offenders who test positive to their borough of residence 3. Police will book drug and alcohol assessments for Tri-borough Offenders if the Provider's Custody Referral worker is not available in police custody and will notify

the Provider

4. Police will provide enforcement if Tri-borough Offenders do not comply with Required Assessment legislation
5. Police will provide enforcement with SSPs who have been ragged 'red' and who fail to engage in the Service and continue to offend
6. Police will give the Provider a list of prolific out of borough offenders
7. Prison establishments will support the model and provide access, security clearance and office space
8. Prison establishments will broker relationships with current providers working in prisons
9. Prisons will support the identification of SSPs
10. Probation and courts will support the model at Tri-borough reducing reoffending board and ensure that their respective areas are represented at meetings

14. Data Protection, Safeguarding And Risk Management

14.1. The Provider shall:

- 14.1.1. have clear reporting lines of management responsibility and responsibility of Staff
- 14.1.2. have clear safeguarding and data protection policies and procedures in place and be able to evidence that Staff have been trained and can implement and work in accordance with these policies and directives
- 14.1.3. have a working knowledge and understand risk assessment processes and the formulation of defensible risk management plans and models so as to be able to mitigate any risks when working with Tri-borough Offenders
- 14.1.4. ensure that Staff are trained to work with and manage challenging behaviour and to deal with issues associated with hard to engage Tri-borough Offenders with complex needs and ensure that Staff engage in a programme of continuous professional development in relation to these areas
- 14.1.5. have procedures in place for communicating and reporting knowledge of serious further offences committed by persons currently open to the Service or within the last 30 days
- 14.1.6. have procedures in place for lone working.

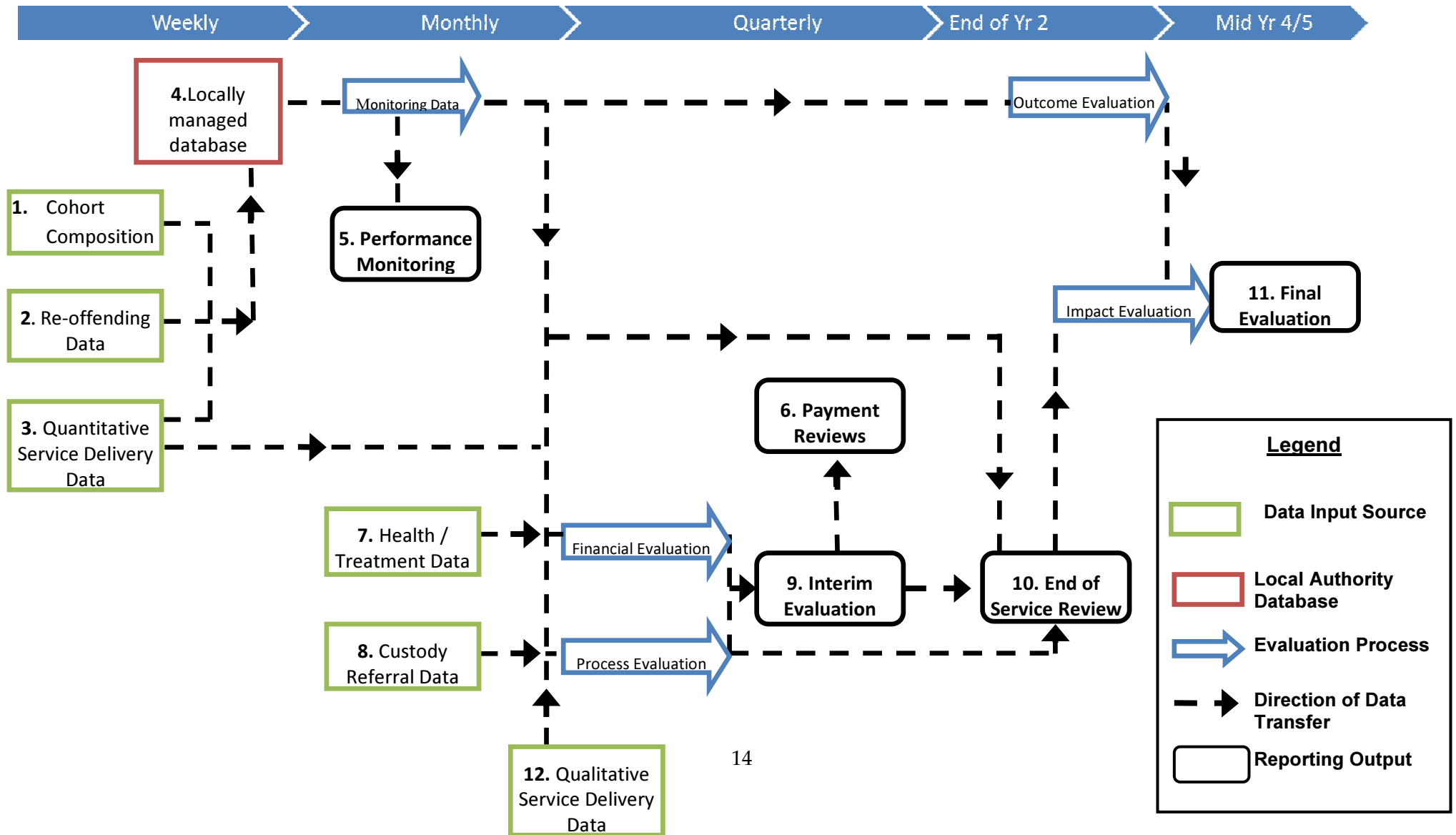
15. Innovation

- 15.1. Due to the changing national and regional reoffending landscape, the Provider shall be flexible in terms of any unmitigated changes that may be required to the Service. The Specification will be amended, in consultation with the Provider, to reflect any changes required.
- 15.2. The Provider may develop further during the Contract Period:
- Monitoring offenders who are not yet offending at a level to warrant a custodial sentence, but their offending behaviour and disposals at court suggest that they might do so in the future.
 - Consider including in the Service offenders who were previous SSPs, who may become so in the future.
 - Consider monitoring prisoners on remand
 - Wider drug testing for other drugs such as amphetamines, ketamine and cannabis is being considered and may become an area of development in the future.

16. Added value

- 16.1. The Provider shall ensure that its delivery of the Service does not duplicate existing programmes or funding arrangements (including without limitation other programmes within the Integrated Offender Management framework commissioned by the City Council, the Royal Borough of Kensington & Chelsea, the London Borough of Hammersmith & Fulham and within prison establishments).
- 16.2. The Provider shall ensure that the delivery of the Service is genuinely innovative and delivers support to the target groups which would not otherwise be available to them.

Appendix 1: Evaluation overview



Appendix 2: Data collection requirements

Provider	
Custody Referral team	The Provider shall record details of those assessed including without limitation, name, date of birth, address, PNCID, Custody No (NSPIS ref), offence, voluntary assessment or Required Assessment, offence date, date / time assessed by Custody Referral team, result of assessment (needs etc), referrals made and shall update the City Council monthly.
Cohort Identification	The Provider shall record the first contact point for each Tri-borough Offender (ie Police Custody, Court, prison etc) and if identified pre-sentence, the date of first contact & support received.
Cohort selection/assessment	The Provider shall identify and record full details of Tri-borough Offender, assessment results, risks, needs assessment etc. and any overlap with other schemes (IOM, PPO etc).
Support in HMP Custody	The Provider shall record interactions with a Tri-borough Offender whilst in prison.
Pre Release Action Plan	The Provider shall record a personalised action plan including without limitation all proposed referrals / interventions and support sessions planned.
Release from prison	The Provider shall record a Tri-borough Offender's anticipated release and liaise with the prison services to establish an actual release date. The Provider shall record if a Tri-borough Offender is met at the prison gates by a Key Worker and immediate support received.
Front Loaded Support	The Provider shall record support sessions received and services accessed for each Tri-borough Offender..
On-going support	The Provider shall continually record a Tri-borough Offender's engagement & support received (including without limitation dates and attendance at referred services) and amendments / updates to personalised action plans, including dates changed / completed.
Re-Offends	The Provider shall record all re-offending in the case management system, including key court dates, releases from prison etc, if the same Key Worker is assigned & changes are made to a personalised action plan and any involvement in pre-sentence reports or MG7's (remand applications).

<p>Support ceases</p>	<p>When the offer of support is removed the Provider shall record the date / length of time the Tri-borough Offender has received support and the reason for cessation (ie not engaging, serious re-offence, moved from area etc) and additionally record action taken, such as referred to police for enforcement. For those who complete their personalised action plan, the Provider shall record the date of completion and supply a copy of the exit plan to the Authorised Officer.</p>
<p>Performance Reporting</p>	<p>The Provider shall provide updates to the Authorised Officer regarding key stages in support received (ie completed referrals) and the facility within the Provider's case management system shall be capable of providing bulk downloads upon the Authorised Officer's request.</p>
<p>Payment</p>	<p>The Provider shall evidence quarterly attainment of payment triggers not previously disclosed to City Council via case management system</p>
<p>Evaluations</p>	<p>The Provider shall supply qualitative data to the City Council to aid process evaluations.</p>