

PERTH AND KINROSS COUNCIL**Community Safety Committee****30 January 2014****The Development of Mentoring Services for Adults at Risk of Offending within
Perth and Kinross****Executive Director (Housing and Community Care)****PURPOSE OF REPORT**

This report sets out the work undertaken to date in Perth and Kinross to establish Mentoring Services designed to support desistance from offending.

1. BACKGROUND / MAIN ISSUES

- 1.1 In 2013, the Scottish Government launched a Change Fund to support desistance from reoffending through the introduction of mentoring schemes across Scotland. Of the £7.7million allocated nationally, £2.7million was committed towards the development of mentoring services around Prisons. In addition, however, 4 community-based projects were nominated for national funding to support the establishment of community-based mentoring services, as part of the government's 'Reducing Reoffending' agenda. One such project is that run by Tayside Council on Alcohol (TCA) in Perth and Kinross, Dundee and Angus. A total of £311,000 over 3 years is to be committed to the Tayside Council on Alcohol project.

This Council, however, had already entered into a Service Level Agreement with Tayside Council on Alcohol for the development of mentoring services to support women at risk of offending. A smaller, related Service Level Agreement was also entered into with Churches Action for the Homeless (CATH) for the provision of a lower-level befriending service, linked to the mentoring service provided by Tayside Council on Alcohol. The additional funding provided by the Scottish Government has enabled the development of a comprehensive mentoring programme for women and men in the Criminal Justice system and, over time, for other women assessed as at risk of offending.

- 1.2 At present, the service is run by paid employees, but over the next 2 years, it is the intention of Tayside Council of Alcohol to recruit a number of mentors who have been in the Criminal Justice System, made the necessary changes in their own lives to stop offending and now wish to support others in doing so.

Tayside Council on Alcohol has a track record of developing successful mentoring services, beginning with a service for younger people with substance misuse problems in Dundee and Angus. In 2012, the mentoring service provided by Tayside Council on Alcohol was recognised as good

practice in the Angiolini Commission's report on 'Women Offenders'. In 2013, the various mentoring services provided by Tayside Council on Alcohol, including mentoring services in Perth and Kinross, were awarded the Scottish Mentoring Network Award for the project of the year in Scotland.

1.3 Support Ethos and Outcomes for Mentees

The TCA mentoring approach is based on the ethos that each individual has undergone a unique set of life experiences and that everyone has the capacity for change and growth, given the right support and nurturing environment. This person-centred approach is core to the organisation and co-exists with a strong commitment to service user involvement.

1.4 Key outcomes of the project

The needs of the different target groups for mentoring services in Perth and Kinross may differ, but core outcomes include:

- Reduced offending/anti-social behaviour
- Improved positive thinking and aspirations for the future
- Improved supportive relationships with family, peers, community and services
- Increased positive engagement with education, training, volunteering, employment and housing
- Improved social/life skills - self-awareness; self-esteem; self-efficacy; confidence; motivation; personal responsibility; positive self-identity

1.5 Mentoring Support

The mentoring approach is based upon the development of a relationship between the mentor and the mentee. It is separate from, but may well support the professional relationship between the mentee and specific staff responsible for oversight of any current Criminal Justice Order. The work undertaken with the individual mentee will reflect their personal needs and circumstances and is likely to complement, but be quite distinct from, other work undertaken by agencies who may also be involved with the mentee.

Support will be available for as long as it remains purposeful and useful to the mentee. The nature of this work will be negotiated with them and with all other key stakeholders. The mentor adopts a pro-social modelling role and may employ approaches designed to both change the mentee thinking and/or to improve their personal motivation – as part of a behavioural change model. Practical support and assistance may also be provided in relation to particular tasks but clear procedures are in place for managing and monitoring risk, including lone working.

1.6 Finally, mentors have access, not only to the professional expertise of their organisation but also to the services and support of other agencies including Perth and Kinross Council, Health Services and other, relevant voluntary sector organisations.

- 1.7 As noted earlier, time-limited funding from Perth and Kinross Council currently supports the provision of a comprehensive mentoring and befriending service available to women within the Criminal Justice System. The additional funding from Government to support the development of mentoring has been employed to create a comprehensive service for both men and women over 16 years of age likely to benefit from and respond to such an approach. Tayside Council on Alcohol is now able to provide up to 10 places for men and a further 10 places for women, in addition to the befriending service currently provided by Churches Action for the Homeless.
- 1.8 While the mentoring service is available to any adult within the Criminal Justice System, particular emphasis has been placed upon its availability for women currently within the Offending Women's Learning Service – an integrated support arrangement for women based at the Drumhar Centre and offering Health Checks, Substance Misuse advice, Practical Support and Housing advice in addition to Criminal Justice Supervision.

Tayside Council on Alcohol also provide a focussed service to persons supported within the Tayside Intensive Support Service (TISS) for persistent offenders and is available to work with younger offenders in appropriate cases.

1.9 Outcomes

The most important long-term outcome is, of course, that of 'Reducing Reoffending'. As this takes some time to measure, requires follow up through a range of agencies after an adult exits the service and is sometimes difficult to quantify – the TCA Mentoring Scheme employs tools to measure the personal 'journey travelled' by each mentee. It should be remembered that, in most cases various agencies may be involved in supporting a Criminal Justice Service User, and that the Mentoring Service is only one of a range of interventions and supports offered. With this qualification, however, the following table of output information from key elements of the project is very encouraging.

Offending Women's Learning Service (OWLS) - For the period March 2013 - September 2013

Referrals 14	
Currently Active 9	
Output	% clients achieving this
Reduced their criminal activity	80%
Increased Confidence	100%
Increased psychological Wellbeing	50%
Increased motivation	60%
Increased feels of personal responsibility	60%

16+ Mentoring - For the period September 2012 - September 2013

Referrals 17	
Currently Active 10	
Output	% clients achieving this
Reduced their criminal activity	80%
Increased Confidence	100%
Increased psychological Wellbeing	70%
Increased motivation	60%
Increased feels of personal responsibility	60%
Increased employability skills	60%
Reduced illicit drug use	40%
Reduced alcohol consumption	40%

Reducing Re-offending Change Fund - For period 1 April 2013 - 30 November 2013

Referrals 11	
Currently Active 5	
Output	% clients achieving this
Reduced their criminal activity	79%
Improved engagement or maintained that engagement with other services	100%
Improved psychological and physical Health	50%
Increased motivation	60%
Increased feels of personal development	60%
Improvement in relation to education, training or employability	61%
Improvement in relation to substance misuse behaviour	68%

1.10 Case Study

While the outputs are extremely important the personal experiences of those who have participated in the project can also broaden our understanding of how this approach works in practice. What follows is a brief feedback from 1 young woman on her experience of being supported through the mentoring service:

"When I first met Z (Mentor) I was struggling with a lot of things in my life but having her as a mentor helps me so much. She is helping me with current problems and I am even coming to terms and starting to sort out past problems. I feel so much better having her help and knowing I have her takes a lot of worry away from everyday living. I know I won't have her forever but I need her now. She is helping me become more independent so I can have a future to look forward to for once.

The work Z has done with me so has inspired me to build a career in the support services, to help people like me. I am now in college for the first time, with her support. My personal relationships are a lot better, I have controlled my temper which has effectively made everything better. Z is helping me with parenting techniques and doing research on Autism for my oldest child.

Before working with Z I was stuck on a cycle of drugs and unhealthy living but now I have goals and I am looking forward to a different future. I am now reducing my methadone after nearly 2 years. I am a bit sceptical about new workers as I always seem to get one then they change. I am working with Z better than any other worker I have had, so I hope to keep her long enough for my life to get on an even path, which is definitely getting there."

2. PROPOSAL

It is now proposed to extend the mentoring service to women 'At Risk of Offending', but not currently within the Criminal Justice system and to secure the sustainability of the project by recruiting future mentors from within the ranks of women currently receiving support.

3. CONCLUSION AND RECOMMENDATION(S)

Mentoring works as part of an integrated programme for individuals. The TCA mentoring service provides added value to the work of Criminal Justice Social Work in Perth and Kinross. The mentor is able to spend extra time building an important relationship with the mentee and helping them make some of the changes in their life necessary for long term desistance for offending. The partnership between Criminal Justice staff and TCA staff works well and enables Criminal Justice Social Work staff to focus on the management of risk, progress towards supervision plan goals and fulfilment of their statutory responsibilities. The long term impact of the mentoring project will only be measurable in the years to come. The short term outcomes, however, suggest considerable progress by individuals beginning to take control of their own lives once more, and changing that behaviour most associated with the likelihood of further offending.

Recommendation

It is recommended that Committee:

- 2.1 Note and endorse the work of the project to date.
- 2.2 Instruct the Executive Director of Housing and Community Care to bring forward a further report in 12 months time on the progress of the project and the core elements of an exit strategy.

Author(s)

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Approved

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*Reports to be presented to a Member / Officer Group, Committee, Sub-Committee or the Council **must be signed off** by the Chief Executive or the relevant Executive Director.*

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1. IMPLICATIONS, ASSESSMENTS, CONSULTATION AND COMMUNICATION

The undernoted table should be completed for all reports. Where the answer is 'yes', the relevant section(s) should also be completed. Where the answer is 'no', the relevant section(s) should be marked 'not available (n/a)'.

Strategic Implications	Yes / None
Community Plan / Single Outcome Agreement	Yes
Corporate Plan	
Resource Implications	
Financial	Yes
Workforce	N/A
Asset Management (land, property, IST)	N/A
Assessments	
Equality Impact Assessment	
Strategic Environmental Assessment	Yes
Sustainability (community, economic, environmental)	N/A
Legal and Governance	N/A
Risk	Yes
Consultation	
Internal	Yes
External	N/A
Communication	
Communications Plan	N/A

1. Strategic Implications

Community Plan / Single Outcome Agreement

- 1.1 *This report supports the following Community Plan / Single Outcome Agreement in terms of the following priorities:*

- (iv) *Supporting people to lead independent, healthy and active lives*
- (v) *Creating a safe and sustainable place for future generations*

Corporate Plan

- 1.2 *This section should set out how the proposals relate to the achievement of the Council's Corporate Plan Priorities:*

- (iv) *Supporting people to lead independent, healthy and active lives; and*
- (v) *Creating a safe and sustainable place for future generations.*

2. Resource Implications

Financial

- 2.1 There are no immediate resource implications arising from this report. Funding is secured for the next 2 years and a further report will be brought forward and the detail of a proposed exit strategy.

Workforce

Asset Management (land, property, IT)

3. Assessments

Equality Impact Assessment

- 3.1 This report is assessed as relevant to the 'Equality Act 2010' in that it provides support to adults at high risk of exclusion from the main stream of society. By helping them to focus on the changes which are required for them to lead a constructive lifestyle, the mentoring project should reduce the risk of such people becoming marginal.

Strategic Environmental Assessment

- 3.3 The Environmental Assessment (Scotland) Act 2005 places a duty on the Council to identify and assess the environmental consequences of its proposals.

This section should reflect that the proposals have been considered under the Act and no further action is required as it does not qualify as a PPS as defined by the Act and is therefore exempt.

Sustainability

Legal and Governance

Risk

- 3.5 The 'Risk' associated with this project relates largely to its sustainability. As the funding to support the various elements of the mentoring service has come from different sources and is time limited, so it will be necessary to identify a longer term funding source to support a level of provision deemed appropriate to the needs of service users.

In this process, work will be undertaken to determine the size of project required in the long term and the sources of revenue available internally on a recurring basis and the contribution which can be reasonably projected through the recruitment of graduate mentees.

4. Consultation

Internal

4.1 The following parties have been consulted in the preparation of this report:

- Head of Legal
- Tayside Council on Alcohol

5. Communication

2. BACKGROUND PAPERS

3. APPENDICES

