

## **Section A: Summary of application**

In no more than 400 words please use this space to describe your project under the stated headings (see guidance for more information). The information in italics is provided to assist you in completing the form and should be deleted from your actual submission.

**Scanning:** In 2014 the Durham Police Crime and Victims Commissioner (PCVC) identified that agencies tasked with tackling crime, conflict and anti-social behaviour using existing interventions and enforcement were ineffective in addressing the needs of a small group of individuals, 'High Impact Users' (HIU), who represented a disproportionate drain on resources, and yet no alternative provision existed to meet their needs; this demand was compounded a reduction in resources cross all services.

Research by an existing strategic multiagency partnership from across County Durham, established that annually individuals classed as 'HIU' made approximately 3-4% of calls to Durham Constabulary, and the 'College of Policing', and others, identified Nationally approximately 40% of calls to police were around Mental Health issues; ranging from full crisis, to paranoia and anxiety by individuals who felt let down by officialdom and society; hence they call the emergency services as they know calls will be answered and it fulfils their need for social interaction.

**Analysis:** Identified that people with particular vulnerabilities and underlying mental health issues seem to experience a greater proportion of crime, conflict and anti-social behaviour. Their lives look "ordinary" on the surface whereas in reality they are more likely to be:

- Poor, unemployed or underemployed.
- Fed up dictatorial professionals.
- Likely to have fewer life choices; where they live, who with, where they go and when.
- Likely to be isolated or disconnected from friends, or family.
- Be unable to interact without aggression or inappropriate behaviour.

**Response:** In August 2015 the 'Community Peer Mentor Project' was devised as a new and unique way to support this target group, by delivering flexible and responsive support using volunteers with emphasis on recruiting those with 'lived experience' and 'colourful pasts' to provide opportunities for mutual support to those who might otherwise receive no support at all and continue to pose a significant and costly drain on resources. This would be a phased introduction with evaluations at set stages to establish its effectiveness.

**Assessment:** By November 2018 the 'Project' was established across County Durham with demand reduction to Durham Constabulary; based on just 90 clients over 2 years was:

1691 incidents    34,884 Staff hours    Estimated Savings £872,100    34 Never called the police again

An independent evaluation highlighted the positive and life changing impact the project had had on 'Individuals, Communities and Organisations'. The project has been identified by the College of Policing as best practise for demand reduction.

**Number of words: 397**

## **Section B: Description of project**

Describe the project in no more than 4000 words under the stated headings. The information and questions in italics are provided to assist you in completing the form and should be deleted from your actual submission.

### **The Durham Police Crime and Victims Commissioners 'Community Peer Mentor Project': Supporting Vulnerable and Isolated People by Empowering Change and Reducing Demand on Durham Constabulary**

#### **Scanning:**

County Durham is located in the North East of England with a population of approximately 629,700 (Office of National Statistics (ONS) 2017) living in 261,900 households (Department for Communities and Local Government 2016); with 21 settlements with an estimated population of over 5,000 people (estimated from the ONS Mid-2017); with Darlington being the largest with a population of approximately 106,000, with an average age is 42 (ONS 2011).

Durham County Council 'Unemployment Summary' in March 2018 estimated 6.3% (15,500 working age people) were unemployed, which is higher than England and Wales figure of 4.6%. With a total of 12.3% of the county's working age population claiming out of work benefits which is higher than the 8.9% in England and Wales.

Durham County Council Indices of Deprivation 2015 shows that County Durham remains in the top 30% most deprived authorities across England which means that large numbers of residents live in areas that have significant issues; with County Durham the 75th most deprived area out of 326 local authorities.

The ONS figures show across the UK approximately 2.42 million people aged 45-64 live alone and 1.38 million aged 65-74, with over 2 million over 75's.

For County Durham this equates to approximately 19,000 people aged 65+ being lonely.

However, other groups in the population are at risk including:

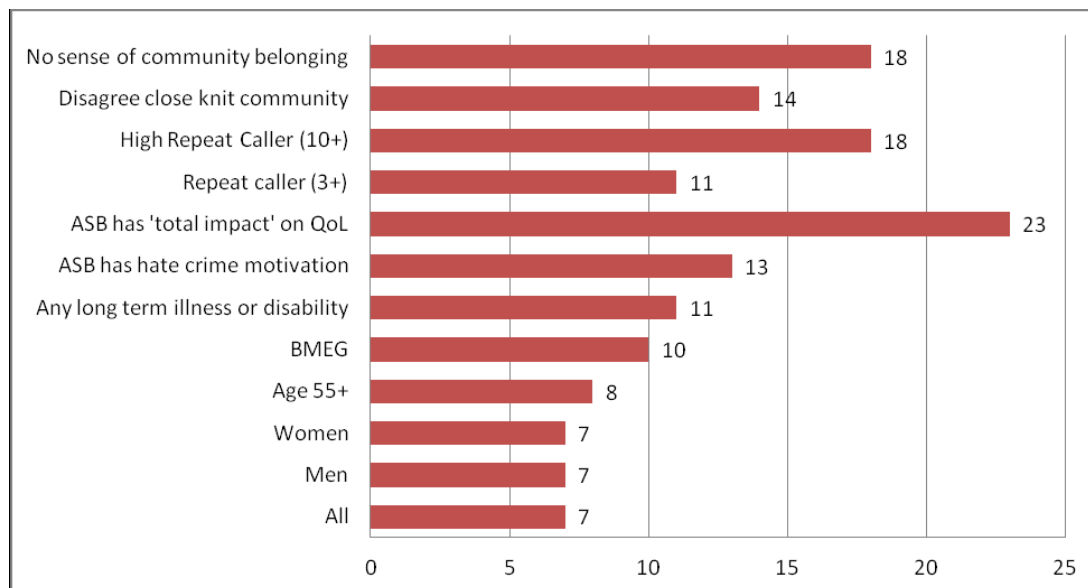
- New, young or lone parents,
- Carers (young and old).
- People experiencing domestic abuse.
- LGBT+ Communities.
- Long term unemployed.
- People with autism or a learning disability.

- Those with physical disability or long term condition.
- Black minority ethnic and recent migrant communities.
- Those experiencing poverty and deprivation.
- The young.
- The homeless.
- Those with substance misuse problems.

Public Health England estimates that 7% of the 18-64 population is socially isolated; for County Durham this equates to approximately 22,000 people being socially isolated. Providing a potential of 41,000 people socially isolated in County Durham and Darlington.

In 2013 the Universities ‘Police Science Institute’ completed a report to Her Majesty’s Inspectorate of Constabulary entitled; ‘Personal, Situational and Incidental Vulnerabilities to Anti Sociable Behaviour Harm: a follow up study’; (Innes & Innes 2013).

They surveyed 10,000 people across the UK who had been victims of Anti-Social Behaviour (ASB); they identified nearly a quarter of those whose lives feel most blighted by ASB also feel that their overall ‘Quality of Life’ (QoL) as ‘Very Bad’, making quality of life impact the biggest single risk factor for respondents who perceive their ASB to be personal. A perceived lack of community belonging and being a high frequency caller to the police are the second biggest harm indicators, followed by the feeling that the ASB is motivated by prejudice. (Fig1) Other factors, in percentages, on why they rated their ‘QoL’ as ‘Very Bad’



They identified that ‘High Repeat and Vulnerable Victims’ feel their ASB is personally targeted and their

repeat victimisation is high, as evidenced by making 10 or more calls to the police in a year.

Research established those who call the police ten or more times in a year and who present as vulnerable on health and/or being subject to personal targeted ASB. Stated these are victims who are exposed to the combined effects of personal, situational and incidental vulnerabilities.

They identified each police service in the UK with a percentage of high frequency vulnerable victims with Durham Constabulary having 16%; 7th highest in the Country.

Research by the Guardian showed that numbers of incidents recorded by police related to mental health rose by a third between 2011 and 2014. With the UK police spending as much as 40% of their time dealing with incidents triggered by some kind of mental health issue, against a backdrop of severe cuts in social and health services, and came after warnings that a 'perfect storm' was gathering over already overstretched police forces as they try to cope with the knock-on effects of cuts to mental health services. Nationally police officer numbers have been falling. There were under 128,000 full time officers in March 2014, a fall of 11% or around 16,000 officers since 2010. In Durham this equates to a reduction of around 360 fewer officers than in 2010.

Agencies are also aware that some people feel professionals do not meet all their needs leaving them feeling frustrated; whereas being supported by 'peer mentors' who have had similar life experiences have a greater positive impact on engagements; Mind (2016). Repper and Perkins (2003) identified that peer support does more successfully than professionally qualified staff is promote hope and belief in the possibility of Recovery, empowerment and increased self-esteem, self-efficacy and self-management of difficulties, social inclusion, engagement and increased social networks. It is just these outcomes that people with lived experience have associated with their own recovery; indeed these have been proposed as the central tenets of 'Recovery: Hope, Control/Agency and Opportunity'; Shepherd et al, (2008).

### **Analysis:**

Durham Constabulary has four policing areas; Darlington, East, South and West Durham with 12 main police station hubs covering County Durham.

Between August 2015 and January 2016 Durham Constabulary received 90,252 calls via '999' or '101' general enquiry number. However; during that same period just 378 individuals (0.06% of the population) accounted for 3.94% (3558) of the calls.

There was limited data around the 378 identified therefore the 'Project' reviewed all incident logs and vulnerable adult forms in relation to these individuals using a criteria of 3 or more calls for the same individual. The results on demand were as follows:

- 3 calls = 141 individuals = 423 Calls
- 4 calls = 45 Individuals = 180 Calls
- 5 calls = 20 individuals = 100 Calls
- 6 calls = 69 individuals = 414 Calls
- 7 calls = 21 individuals = 147 Calls
- 8 calls = 16 individuals = 160 Calls
- 9 calls = 14 individuals = 126 Calls
- Totals = 326 individuals = 1550 Calls

The remaining **52** individuals account for **2008** calls; with lowest being 10 and the highest **89**. These 52 'HIU', were identified as being vulnerable and isolated who were affected by anti-social behaviour, neighbour disputes, victims crime or other significant life changing events.

To identify the most problematic areas further analysis was conducted on the top 52 individuals; looking at:

- Number of calls to the police
- Average amount of police time per call
- Average number of police staff per call

This analysis did not include the following:

- Follow up enquires or paperwork
- Meetings or strategies
- Crime enquires
- Time spent in custody or at hospitals

The results were:

Police Area	Number of HIU	Number of Calls	Total Amount of Time in Hours
Darlington	9	401	7418
Durham	6	274	4989
Peterlee	6	259	4696
Bishop Auckland	7	249	4382
Chester Le St	5	156	2779
Spennymoor	3	145	2407
Newton Aycliffe	4	122	1998
Crook	3	104	1840
Stanley	3	93	1422
Consett	2	84	1411
Barnard Castle	2	65	1027
Seaham	2	56	896
<b>Totals</b>	<b>52</b>	<b>2008</b>	<b>35265</b>

The constant attendance of police highlighted that officers invariably deal with what they can 'see', or 'presented' with, rather than having the time to identify what the real reason for the calls or the root cause of the person problems. This has a detrimental impact on 'Individuals', 'Communities' and 'Organisation' in the following ways:

- Individuals – Felt they were wasting people's time, or received conflicting advice, guidance or levels of service, which compounded the need to constantly repeat their story resulting in frustration and at times aggression.
- Communities – With the constant attendance of the police at one location, or the need for members of the community to constantly call the police about an issue they felt was never resolved. This reduced confidence in the police, and other services, as well in some cases reducing the value of properties in that area.
- Organisations 'Guardian' – The loss of confidence by some communities increased the perception of crime and anti-social behaviour. There was also the negative impact on individual members of staff who constantly spent extraordinary amounts of time with an individual whose issues and problems could not resolve; plus there was a higher number of complaints against officers which had a detrimental impact on their health and wellbeing; compounded by increasing workloads and feelings of helplessness with some individuals. Invariable the guardian will be one of the emergency services with the police often taking ultimately responsibility for those in crisis or need

as events often take place out of hours. Therefore the client is more likely to contact one of the emergency services as they know they will receive some form of support.

- Handlers: Clients handlers can vary depending on who is the lead agency; therefore communication at the correct level across the agencies is essential to ensure there is not confusion for both the client and professionals. However; owing to the complex and multi needs of some clients even large 'core' group or multi agency meetings fail to address the issues and concerns.

**Response:**

The Durham PCVC and Durham Constabulary directed that the 'Project' would be introduced with a phased role out with set timeline and evaluations.

- Phase 1: Establish a training, recruiting programme for appropriate volunteers, plus a criteria for clients referrals by April 2016
- Phase 2: Prove the Concept in the Darlington police area by December 2016
- Phase 3: Role out into the South Durham police area by May 2017
- Phase 4: If successful complete role out of the 'Project' across County Durham by May 2018

During each phase evaluations would consider impacts on 'Community', 'Client' and 'Organisation' to ensure the problem solving approach to the complex and unique needs were met:

- Community: To provide positive action that would allow people to live without disruptive and antisocial behaviour; plus renewing their confidence in the police.
- Clients: To provide support and empower them to make changes to their lives by removing obstacles to closeness and social success in a positive manner; whilst allowing them to learn and accept responsibility for their actions and recognise the negative effect of their actions and reduce the severity and frequency of their interactions with the police.
- Organisation: To reduce demand on the police; thereby making financial savings and staff time where already over stretched resources could be deployed to other matters. By reducing the interactions with individuals would lead to a drop in confrontational situations for staff.

**The Project had two aims:**

- 1 Support vulnerable and isolated people affected by anti-social behaviour, neighbour disputes, crime or other significant life changing events; who through unfulfilled needs become reliant on the emergency and statutory service. Their frustration is compounded by feelings of rejection, being ignored or the constant request to repeating 'their story'.
- 2 Reduce the pressure on the police by reducing the severity and frequency of calls made by individuals.

The 'Project' would provide:

- Confidential service, listening ear or advocates.
- Increased reflectiveness.
- Learning about the self.
- Opening their minds through establishing trust.
- Provide skills and confidence to resolve matters amicably.
- Robustly challenge inappropriate behaviour
- Signpost to services if appropriate.
- Form new friendships, interests or hobbies.

**Phase 1:** Establish a recruiting and training programme for appropriate volunteers, plus referral criteria for identified clients by April 2016.

Recruitment:

To ensure the safety of clients and to protect the reputation of the 'Project' and PCVC we based our recruitment on the Department of Educations 'Safer Recruitment Policy'.

This includes:

- Advertising showing the 'Projects' commitment to safeguarding and welfare of vulnerable adults.
- Ensuring volunteers are aware at each stage of selection the responsibility for safeguarding and welfare of vulnerable adults.
- Ensuring volunteers provide comprehensive information on application forms including previous and spent convictions
- Obtaining two appropriate and satisfactory independent references that answer specific questions in respect of working with vulnerable adults.
- Completing a DBS (Disclosure and Barring Service – Criminal records check)
- Undertake an interview pre-training
- Complete the designated training
- Complete Local Safeguarding Children Board training for 'Child' and 'Adult' protection.

All of these need to be completed prior to engagement with a client and as an added support and safeguarding the Project' always deployed in pairs.

Having identified the desire to recruit people from all backgrounds, and those with 'lived experience', who may have 'colourful past' or 'previous conviction'; it was agreed that the 'Project' would take a pragmatic approach and review each individual and complete a risk assessment on a case by case basis.

Potential volunteers were informed that no previous experience in volunteering or supporting people was required, no age limit; all they needed was enthusiasm and willingness to help others.



### Training:

The project recruited an independent trainer with a background in coaching, mentoring and mediation to work with the coordinator to produce a full training programme.

Training would be held in various locations across the County, and volunteers could complete either 5 evening sessions, held over a 5 week period or 2 full day sessions.

The training was designed to provide opportunities to learn using various different mentoring techniques and was based on the '**GROW**' model as it clearly defined end result through the four phases. The client is personally active in identifying problems and generating ideas for solutions. The 'GROW' model stands for learning through experience: reflection, insight, making choices and pursuing them.

- **G** = Goal (set by, or with, the client)
- **R** = Realistic (how Realistic is the Goal) Project
- **O** = Options (to achieve the Goal) Project
- **W** = Will and Want to change (The Client)

The first cohort of 15 volunteers started their 5 weeks training in April 2016.

### Referral Criteria:

The 'Project' did not want a strict criteria that could exclude those who may need support. The initial criterion was twofold:

- Clients: Persons over 18 who are vulnerable and isolated who were affected by anti-social behaviour, neighbour disputes, victim's crime or other significant life changing events'
- Referrers: 'A person who has become a 'HIU' on your department, or you personally, where you have been unable to successfully address their issues or complaints'

The intention was to engage with clients for 10 sessions before signposting.

### **Phase 2:** Prove the Concept' in the Darlington police area by December 2016

Between May and December 2016 the project agreed to receive referrals from the following:

- Police Officers – Neighbourhood Teams
- Darlington Borough Council (DBC) Housing and Anti-Social Behaviour Teams.

### Referrals:

15 individuals were referred:

- 10 by police
- 5 joint by DBC

Clients:

- Average age was 47 (oldest 86 and the youngest 23)
- 6 male and 8 female
- 10 had diagnosis for Mental Health Issues
- 11 had been victims of crime
- Issues included; domestic abuse, alcohol and substance misuses, divorce or separation, vulnerable or isolate.

Demand reduction:

Savings are based on the demand reductions from start of client engagement up until December 2016:

- **Police with 10 clients:**

	<b>Pre Engagement</b>	<b>Post Engagement</b>	<b>Savings</b>
Calls	228	69	<b>159 Calls</b>
Staff hours	2039	273	<b>1766 Hours</b>

- **DBC with 5 clients:**

	<b>Pre Engagement</b>	<b>Post Engagement</b>	<b>Savings</b>
Calls	98	6	<b>92 Calls</b>
Staff hours	466	12	<b>454 Hours</b>

Lessons Learnt:

- Some clients did not have the 'Will, Want and Capacity' to change; this was then added to the referral criteria.
- Some clients were considered to be 'beyond' help by professionals; it was proved with the correct approach even those described as the most difficult with 'peer support' can, and did change.
- That the '10 sessions' of support approach was flawed and inappropriate for both mentors and clients; with clients it actually increased anxiety towards the end of these sessions and was counterproductive.
- The 'Project' became 'non time specific' for support, to aid the clients and provide better support and increase the ability to build trust.

Following this evaluation the PCVC confirmed the 'Project' could move to 'Phase 3'; they also provided time limited funding for an 'Area Coordinator' to support the project 'Coordinator' in the Darlington and

South Durham Areas, with responsibility for clients and volunteers.

A further two cohorts of volunteer training was completed prior to December 2016 providing a 26 volunteers for Phase 3.

**Phase 3:** Role out into the South Durham police area by May 2017

Between December 2016 and May 2017 the project agreed to receive referrals from:

- Police Staff – Darlington and the South Durham (All Departments)
- Darlington Borough Council (DBC) Housing and Anti-Social Behaviour Teams.
- Darlington Adult Social Services

**Referrals:**

36 referrals were made:

- 30 from police – including Neighbourhood Policing Teams, CID, Offender Management Units
- 3 joint by DBC
- 3 from Darlington Adult Social Services

**Clients:**

- Average age was 48 (oldest 87 and the youngest 18)
- 18 female, 17 male and 1 transgender
- 23 had diagnosis for Mental Health Issues
- 29 had been victims of crime
- Other identified issues included; victims of serious sexual assault and hate crimes, domestic abuse, alcohol and substance misuses, gambling, divorce or separation, vulnerable or isolate.

**Demand reduction:**

Savings are based on the demand reductions from start of client engagement until May 2017:

- **Police with 30 clients:**

	<b>Pre Engagement</b>	<b>Post Engagement</b>	<b>Savings</b>
Calls	669	105	<b>564 Calls</b>
Staff hours	4056	581	<b>3475 Hours</b>

***\*\* 10 Clients stopped calling the police once engagement started***

- **Darlington Borough Council with 3 clients:**

	Pre Engagement	Post Engagement	Savings
Calls	63	6	<b>57 Calls</b>
Staff hours	246	43	<b>203 Hours</b>

- **Darlington Adult Social Services with 3 clients:**

	Pre Engagement	Post Engagement	Savings
Calls	41	7	<b>34 Calls</b>
Staff hours	339	154	<b>185 Hours</b>

Lessons Learnt:

- More robust checking of referrals by the 'Project' as some tried to 'off load' problem case and neglect to mention certain facts.
- Acting as an advocate for clients and taking them to appointments was an essential way to ensure they felt empowered.
- That trust between clients and volunteers grew when they could relate to those with similar experiences.
- The PCVC and Durham Constabulary agreed a costing formula of £25 per hour of police staff hour so a cost savings could be added to the evaluations.

**Phase 4:** Role out across County Durham by May 2018

Towards the end of 'Phase 3' the PCVC Office received additional funding from the Home Office 'Police Transformation Fund' and Durham Constabulary which enabled the recruitment of two further 'Area Coordinators' who would have responsibility for clients and volunteers for the East and West Police areas.

'Phase 4' was completed by February 2018 and continued using the same format that had proved successful in 'Phase 2 and 3'; whilst being under constant review.

By this phase referrals had been opened up to all agencies including statutory authorities and third sector.

### **Assessment:**

Unfortunately some services, including statutory, do not record all interactions with clients; they 'just know their HIU as they call all the time'; therefore the most recent assessment is purely for police savings.

### **Between April 2016 and December 2018 the 'Project' has achieved the following:**

#### **Referrals:**

- 361 clients referred.
- 111 Not engaged (30% either not appropriate referrals, client was declined owing to potential risk or client declined to engage).
- 250 Engaged = 141 female, 106 male, 3 transgender.
- Average age 47.
- Of those Engaged.
  - 81% have been Victims of Crime.
  - 21% victims of Sexual Assault.
- 136 from the Police.
- 42 from local councils.
- 32 from multi agency meetings.

#### **Recruitment:**

Mentors are the 'Projects' 'backbone'; it was believed that if given opportunities which benefit them it would aid retention and increase recruitment.

We have now completed training for 20 Cohorts across County Durham:

- 197 - Trained in 2 Years
  - 70 of those trained were on behalf of other agencies free of charge to help support the third sector at the request of the PCVC and not part of the 'Project'
- 127 trained mentors 82 are active
- Average age is 42.9 years from 18 to 82
- 89 female – 36 male – 1 binary – 1 transgender
- Include ex-prisoners, those in recovery from drug, gambling, alcohol abuse, survivors of domestic and sexual abuse and professionals

'Durham Community Action' awarded the 'Project' a 'kite mark for excellence' in supporting volunteers; they commented; 'the quality and preparations made around training is welcoming and accessible; whilst

providing a real quality of experience’, and ‘Personal benefits that volunteers gained from the project have led to other volunteering and employment opportunities’.

Analysis of 90 Clients Demand Reduction on Durham Constabulary:

Savings are based on the demand reductions from start of client engagement and for 6 months after engagement ends:

	<b>Pre Engagement</b>	<b>Post Engagement</b>	<b>Savings</b>
<b>Calls By Clients</b>	2029	338	<b>1691</b>
<b>Staff Hours</b>	37,702	2,818	<b>34,884</b>
<b>Cost</b>	£942,550	£70,450	<b>£872,100</b>

***\*\* 34 Clients stopped calling the police once engagement started***

Cost of the Project over 3 Years 2015-18:

- Approximately. £206,000
- Approximate cost year on year +2019 = £106,000

The ‘Project’ won the Durham Constabulary ‘Problem Oriented Partnerships’ award in 2017 for a case involving a client for anti-social behaviour, the perpetrator of neighbourly disputes and threatening police. Making 122 calls in 12 months. The ‘Project’ worked together with agencies educated him on his behaviour and worked to reduce calls to emergency services. We rehouse him and enabled their neighbours to get their lives back.

The independent evaluation completed in October 2018 found the behaviours of clients supported by this project are dependent on multiple factors and differences such as relationships, the setting or environment, culture and economic conditions.

It states; ‘it is clear from the personal responses the ‘Project’ helps put in place a number of protective factors which assist in helping to reduce an individual’s vulnerability and demand on police services (and others)’; these included:

Service users:

'They literally saved my life. I have endured a difficult situation with drink and depression/ anxiety intensely for 6 years plus. Felt I had no fight left at the point they found me. Their skills, effort, care and ability to really listen to me helped me move forward and feel valued as a person when I had no value for myself.'

Male, 40-49

"If it was not for the existence of the peer mentors I would not be alive. They have saved my life! I no longer just exist I have survived." "100 per cent more confident 100 per cent less anxious." Female, 60-69

"Thanks to them, last year I was going to kill myself, my mentors stopped these thoughts.... My boys have their mam because of this project. I have my life back. I thought I would never be me again and I am."

Female, 30-39

Referrers:

"The service has been a massive help to some of my most vulnerable members of the community where I work. It can be useful in helping these people to realize they are not alone and help them to cope better with situation they experience as well as providing practical help to change their situation." PCSO

"Their capacity and skill to invest the time in influencing the problem." Manager, Anti-Social Behaviour Team

Mentors:

"I now work as a prison custody officer and have used my training skills on numerous occasions." Female, 50-59

"I have recently got a part time paid job as a community enabler and I feel that putting down on my CV the fact that I am a mentor helped me get the position." Female, 60-69

In evaluating the 'Project' there are many positive impacts evident. Learning from the training and the experience of volunteering helps the mentors grow as individuals, has assisted some in securing paid employment and for those already employed helps develop new transferable skills.

For the referrers the service provides an important outlet and route to gain the right support for those in need and can reduce the real and expected impact on statutory services.

Future aims for the project include building capacity, capability and resilience to extend the positive impacts that the project and this way of working can bring.

**Number of words: 3938.**