

Tilley Award 2005

Application form

The following form must be completed in full. Failure to do so will result in disqualification from the competition.

Please send completed application forms to Tricia Perkins at patricia.perkins@homeoffice.gsi.gov.uk

All entries must be received by noon on the 29 April 2005. Entries received after that date will not be accepted under any circumstances. Any queries on the application process should be directed to Tricia Perkins on 0207 035 0262.

1. Details of application

Title of the project

EMBRACE: East Manchester Burglary, Robbery and Auto Crime Project

Name of force/agency/CDRP:

Greater Manchester Police (North Manchester Division) & New Deal for Communities

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Name of endorsing senior representatives(s)

Alan Green

Position and rank of endorsing senior representatives(s)

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Full address of endorsing senior representatives(s)

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2. Summary of application

In no more than 400 words please use this space to describe your project. Include details of the problem that was addressed a description of the initiative, the main intervention principles and what they were designed to achieve, the main outcomes of project particularly in relation to the problem, evidence was used in designing the programme and how the project is evaluated.

North Manchester Division Greater Manchester Police

Project EMBRACE (East Manchester Burglary Robbery and Auto Crime Project)

Summary

In the late 1990s, East Manchester was identified as an economically and socially deprived area of the city ripe for regeneration, primarily due to the opportunity provided by Manchester's successful bid for the Commonwealth Games in 2002. East Manchester was characterised by a marked decline in traditional industries, subsequent high levels of unemployment, a declining population, poor health, failing schools and high crime rates.

The area includes the neighbourhoods of Beswick, Clayton and Openshaw and has a population of approximately 20,000 residents and around 10,500 domestic properties. In 1999 the area was within the top 1% of deprived enumeration districts in the UK. In order to facilitate the physical and social regeneration of the area, in 1999 Manchester City Council successfully bid for the area to be included as one of the first New Deals for Communities (NDC) regeneration initiatives, one of 39 across England.

NDCs' signified a new approach to area based regeneration by promising to bring all agencies active in an NDC area together to work hand in hand with local residents in order to jointly plan projects and initiatives that would make a difference to crime, employment, health, environment, education and housing in an holistic manner, whilst looking to change the way mainstream organisations delivered local services.

The East Manchester NDC area had markedly higher crime rates than the rest of Greater Manchester and most areas nationally. Research carried out by GMP in late 1999 showed that the high crime rates in the area were associated with a small group of offenders. Between 1998-99, 45% of detected burglaries in Openshaw were attributed to four offenders, while 60% of all offenders lived in the NDC area.

Using a problem-orientated approach, discussions between East Manchester NDC and the Police led to the development of a high volume offenders' project involving the Probation Service and the Youth Offending Team. The local community was also involved in setting up the project and in the selection process for targets.

The EMBRACE project was launched in 2001 with the aim of substantially reducing the number of victims of burglary, robbery and vehicle crime, and of reducing the fear of crime in this area by:

- the identification of prolific burglars, street robbers or car criminals committing these types of crime in the designated area;
- the rehabilitation of these offenders by all partner agencies leading to their reintegration into the community;
- the pro-active targeting by the police of these offenders, using a menu of options, depending on the individuals level of compliance.

EMBRACE seeks to modify the behaviour of prolific offenders by identifying and addressing the root causes of their criminality (e.g. unemployment, homelessness and drug addiction). It also provides access to schemes that will help rehabilitation of offenders and assist with other issues to help divert them away from offending for example, Eclipse, a project dealing with alcohol abuse.

There has been a reduction in all crimes covered under EMBRACE in the North Manchester areas where the project is running, as well as reduced offending by targets and a perceived safer community for local residents.

3. Description of project

Describe the project following the guidance above in no more than 4000 words

North Manchester Division Greater Manchester Police

Project EMBRACE (East Manchester Burglary Robbery and Auto Crime Project)

EMBRACE was launched in October 2001 in response to an increase in domestic burglary, robbery and vehicle crime in the East Manchester New Deal for Communities area, and its genesis can be found in one of the first NDC funded projects, Operation Excalibur, a targeted policing operation funded by NDC and GMP, allowing residents in the area to have a say into where GMP directed its patrols. Excalibur was intended to take the streets back from criminals and was conceived as a quick win that would help the rest of the NDC programme to launch.

A police-led operation in 2000, Operation Volt, highlighted the need for quality intelligence to inform decision-makers and make best use of resources. During this operation, a second hand shop was established in the area. Many local offenders used the shop to dispose of stolen goods (in the main, electrical goods such as VCRs, televisions etc.) and whilst Operation Volt brought in much needed intelligence, it also highlighted the fact that many of the offenders and their habits were unknown. This emphasised the need for increased intelligence and knowledge of the local area, its offenders and their habits.

Objectives of Embrace

The aims and objectives of EMBRACE were clearly defined from early on in the project:

- To reduce offending by persistent high volume offenders in the New Deal Area.
- To contribute to reducing overall crime in the area by 30% over two years.
- To contribute towards reducing detected offending by the target group by 60%.
- To contribute towards reducing robbery levels by 20%.
- To contribute towards reducing levels of domestic burglary by 30%.
- To contribute towards reducing vehicle crime by 30%

The targets were deliberately stretching and were based on the intelligence that was known at the time: that a small number of offenders lived in the area and committed most of the crime.

An additional aim was to increase the amount of quality intelligence gathered and recorded by the police. This was in line with the introduction of the principles of the National Intelligence Model and SARA problem solving processes. An increase in quality intelligence would lead to a more informed decision-making process. This would be achieved by including officers in the 'ownership' of problems and targets. Communication was increased between the Operational Policing Unit and patrols to ensure it was understood what was needed with regard to quality intelligence. Officers also received further guidance with the introduction of the National Intelligence Model and SARA problem solving processes and the training that accompanied these.

It was also hoped, although this was not a core objective, to develop good practice in focused offender targeting which could then be cascaded to other areas in Greater Manchester and that these practices and tactics mainstreamed.

Who should be 'Embraced'?

The EMBRACE Project Steering Group defined the identification criteria for the offenders, however criteria were flexible to allow the use of intelligence and hard data such as offending rates.

Broadly speaking, all targets :

- are aged ten or over
- live in, or immediately adjoining the target area, and have a history of offending in the area, or have moved into the area and antecedents show have a propensity to offend within three miles of their home
- have a minimum number of offences (3 convictions for domestic burglary, robbery or car theft within the previous 12 months)

As mentioned, these are guidelines and intelligence is used to identify targets. For example if there is quality intelligence that a person is committing crime in the relevant area, then following research and the production of a SARA, that person will be targeted. Whilst intelligence works in this way to identify targets, once the targets are identified they serve to focus where intelligence should be gathered.

How would we measure 'success'?

Community Safety

One of the main questions to be asked by EMBRACE officers before bringing an offender onto the scheme is 'Will there be an impact on the quality of life for the community if this offender is targeted?' Increasing confidence in the area, it was felt, would bring increased investment through employers, and investment in leisure facilities etc. This would be measured through Quality of Life surveys conducted for the NDC.

Reduction in Crimes

One of the core aims of EMBRACE was to reduce the number of domestic burglary, robbery and vehicle crimes in the East Manchester NDC area. Crime figures would be monitored to evaluate this part of the project.

This has in itself been problematic with the beat boundary changes following the Divisional Restructure in July 2004. The move towards Area Police Teams has meant a change in the beat boundaries covered by the Embrace project, making it hard to make meaningful comparisons of 'like & like'. This has been resolved by obtaining historical crime figures, based on the new beat areas – this gives the opportunity to compare pre- and post-restructure figures accurately. Consideration does need to be taken into account, however that the post-restructure areas are not the precise boundaries where EMBRACE was introduced – for the purpose of evaluation the team feel it is acceptable to use the recent boundaries.

Offenders

The success of EMBRACE with regard to offenders would be measured by:

- a reduction in offending rates of targets
- an increase in detection rates of targets' offending

At first sight, it may seem that the above measurements are contradictory and incompatible however the scheme initially seeks to address offenders' behaviour and reduce their offending – if they continue to offend the project looks to ensure swift and effective detection.

'If the individual cause of crime can be eliminated, no further conviction represents a success. If the cause of crime inheres in the individual, or cannot be eliminated, reconviction represents a success' (5, executive summary)

Highlighting the Problem

The issue of crime types covered by EMBRACE was important to both the police and to the local community, as the East Manchester NDC area experienced levels of crime almost 3 times the national average and the crimes (domestic burglary, street robbery and vehicle crime) had been identified as Force and Divisional priorities.

Analysis of domestic burglary between 1st January 1998 and 22nd December 1999 showed rates were higher in the Openshaw beats (A2L2 and A2M2) compared to those for the adjoining beats and this continued through 2000 – 2001.

Crime Type	Beswick/Bradford A2M1, A2K3	Openshaw A2L2, A2M2	Clayton A2L1, A2K2	Total
Burglary Dwelling (28)	112	251	190	553
Vehicle Crime (37, 45, 48)	182	292	167	641
Robbery & Theft from Person (34, 39)	76	123	48	247

Numbers in brackets are Home Office codes for crimes.

Table showing Crime Figures for Burglary Dwelling, Vehicle Crime and Robbery & Theft from Person for the New Deal Area for the year end 2000-2001.

Two surveys were conducted within the NDC area. One was commissioned by GMP which demonstrated that 4% of offenders were committing 40% of crime in the area. The second (an 1999 NDC quality of life survey that helped to provide a perceptual baseline) showed that burglary dwelling, street robbery and auto crime were the crimes that had the greatest impact on the community's feeling of well being and on their quality of life. The surveys also gave residents the opportunity to comment on what they considered to be the crime problems in the area.

The initial 2 surveys conducted in the NDC area gave local residents a chance to define what they considered to be problematic in the community. Following a similar finding (that key crimes were domestic burglary, robbery and auto crime) within the Police (at STCG level), the Divisional Superintendent tasked analysis to further establish the figures and hard data involved. Research into domestic burglary in Openshaw showed that 60% of offenders were from within the New Deal area or immediately adjoining it (6, pg 6). The problem of increases in these crime areas was also raised at the NDC Crime Task Group – these meetings included representatives from partner agencies and representatives from the local community.

Defining the Problem

The problem was identified through the local community, the police, and NDC working together in the NDC Crime Task Group, a forum chaired by a GMP Superintendent. It was found that a large percentage of crimes were being committed by a small number of local offenders and that this was having an impact on the quality of life, and crime figures, within the local community. The Crime Task Group commissioned new NDC crime and community safety projects and were involved in developing a range of responses to the problem.

Information used to identify and analyse the problem came from a wide variety of sources. The perceptual survey conducted in the NDC area voiced the opinions and perceptions of the local community and the aforementioned research from the police formed the basis of further analysis into the issue. An analyst was tasked with looking into the perceived problem to produce a clear picture of the issues. In short, they were asked to produce a 'what, where, when, who, why and how' so that involved partners could fully appreciate the nature and extent of the problem.

Analysis

Analysis of the burglary problem in Openshaw showed that between 1st January 1998 and 22nd December 1999 there were 782 burglaries across both beats (A2L2 and A2M2), with a detection rate of 6%. Of those 782 burglaries, 278 (36%) were repeat victims. These levels were substantially higher in the Openshaw area than on adjoining beats.

The 1999 NDC survey indicated low confidence in the Police and there was a suspicion of under-reporting of burglary. This combined with the reluctance of witnesses to contact Police and attend court as witnesses contributed to the low detection rate. It was decided to address this by including the community in ownership of any project developed. Officers would be more visible and accessible to the public and there would be increased communication to residents through groups such as the Crime Task Group.

Within the period outlined, 54 offenders living or operating on the two Openshaw beats were arrested for burglary dwelling. Of the 54, 42% of had committed their crimes on these beats whilst 17% had offended outside the area; albeit on one of six adjoining Police beats (within a 1.5 mile radius). The remaining 41% commuted into the area. Of the offenders who commute into the area, 60% of them came areas immediately adjoining the two target beats. Only one burglar arrested in the analysis period had traveled more than four miles from his home address to offend.

A potential problem was that whilst this analysis was being completed, consideration was being given to the Commonwealth Games Stadium being sited in the NDC area for the Commonwealth Games of 2002. This was seen as a focal point for regeneration of the area, but also as a focal point for local criminals and whatever solution was chosen to combat the problem had to take this into account.

Gaps

There were a number of incomplete areas in the analysis that was undertaken. When looking at burglaries, 94% were undetected and although detected offences show that most detected burglars live and operate in close proximity to the target beats, this could not be regarded as a definitive picture of burglary because of the low number in the analysis. However, if this was considered with other information regarding offenders and their habits, it was feasible that the remaining burglaries were likely to follow the trend of detected offences and be committed by local burglars: the target area is an inner city residential area with significant deprivation, little industry and few leisure facilities. It was unlikely that it would attract burglars from outside its immediate social catchment area.

There was also a gap with regard to the number of offences burglars had committed. Of the 55 people arrested, few had been arrested for multiple offences. If most burglars operating in and around the beat live in close proximity it seems that they will commit more than one offence on the beats, the high rates of repeat victimisation tended to suggest this.

There was in depth analysis of burglary in the Openshaw area although this was not matched to the same extent for robbery and auto crime. It was decided to include these crime types as they are high volume offences and it was felt that targeting domestic burglary alone would not be holistic or fully effective. This issue was discussed and agreed at the NDC Crime Task Group, a forum set up to work with local residents around crime issues in the area. Residents had also previously identified domestic burglary, robbery and auto crime as those that had the most impact on their lives. The project was launched across all 6 beats covered by NDC, rather than the A2L2 and A2M2 (Openshaw beats) as a condition for NDC funding.

A major inconsistency highlighted was that of intelligence – this was re-iterated during Operation Volt and was flagged up as a cause for concern and so, was included in the objectives of the project. Due to low levels of confidence amongst residents in reporting crime and the transient population there were burglars in the area of whom we were unaware. This further highlighted the

need for intelligence that was from a broader range of sources. This would be achieved by including officers in the 'ownership' of problems and targets. Communication was increased between the OPU and patrols to ensure it was understood what was needed with regard to quality intelligence. Officers also received further guidance with the introduction of the National Intelligence Model and SARA problem solving processes and the training that accompanied these.

This in-depth analysis was used in conjunction with anecdotal evidence from the community and information from local tasking meetings that showed a common perception of the public that the police and other agencies were either ill equipped or unwilling to target the prolific offenders.

When all the information had been gathered and a clear picture of the problem had been established, the problem was presented to the NDC Crime Task Group and discussed to ensure that all parties with an interest in the problem could be consulted.

Response to the Problem

The analysis found that a large percentage of burglary, robbery and auto crimes were being committed by a small number of local offenders in the NDC area and this was having an impact on the quality of life, and crime figures, within the local community. The 1999 survey carried out in the NDC area found a lack of confidence in the Police and other agencies (**9 pg 2**), therefore any response had to address these concerns as well as tackling the core issues.

Options

Early NDC funded responses to the overall crime problem in the area included –

- Additional targeted police patrols (Op. Excalibur, for two years, 2000 – 2001) with local input from residents

Whilst this would be an effective short-term solution, in the long –term (which is what was needed in the response to this problem) these patrols could not be maintained and therefore was not a suitable response.

- An extra 1000 upgraded street lights (2000-2001)
- A target hardening project (eventually improving security to over 4000 homes in the area, 2000 – 2003)

*This response is a long-term solution (and as such must also be on-going) and would help reduce opportunities for criminals. However, if 'crime levels are as much determined by the opportunities afforded by the physical and social arrangements of society as by the attitudes and dispositions of the population' (**22, step 10**), target hardening and environmental improvements will have limited success. It was felt that while this method could contribute to objectives, it did not take into account victim or offender features, only location features.*

- A cross tenure Neighbour Nuisance Team (2000 -)
- CCTV cameras (2000 -)
- Neighbourhood Wardens (2001 -)

*'Rapid response to reports of crime has a negligible effect on arrests' (**22, step 4**). Whilst the use of Neighbourhood Wardens may increase the level of intelligence gathered and some victims may report crimes to trusted wardens in the first instance, this would still leave officers reacting to incidents sometimes a long time after they have occurred.*

It was felt that whilst all the above should (and indeed, were) implemented, they needed to run alongside a response which was more holistic and pro-active. Residents were involved in setting up and directing all the above projects in partnership with GMP and NDC staff, and projects such as enhanced CCTV provision, the Neighbour Nuisance Team and Neighbourhood Wardens became established initiatives, embedded within the East Manchester community safety partnership.

There was still however a need to examine police activity in the area, especially as Operation Excalibur (providing saturation policing of troublesome areas to provide public reassurance) was always seen as a quick win, designed to provide much needed local reassurance. Excalibur had also enabled the police to look at how they worked at a local level, and changed a number of ways they policed East Manchester – for example officers now used bikes to carry out some patrols, local views were taken into account when considering hotspots areas and the general level of service GMP provided was seen to improve (via a NDC/GMP 2001 perceptual survey).

Operation Volt had, as outlined above, thrown up an intelligence gap, and the need to target prolific offenders as part of a strategic response to tackle crime and disorder in East Manchester. Locational and preventative initiatives were in place (lighting, CCTV, target hardening), initiatives to tackle nuisance and provide reassurance (nuisance team and wardens) were also operational and GMP had started to police the area taking local needs into account. This left the area of prolific offenders.

These projects were overseen by the NDC Crime Task Group, set up to enable local residents to engage in debate and discussion with police and community safety staff over crime issues in the area, and also to direct the spend of the NDC crime programme. A GMP Superintendent chaired this, in order to demonstrate GMP's commitment to reducing crime in East Manchester.

A meeting at the start of 2001 discussed the possibility of using NDC funds to set up a prolific offenders scheme, directed by GMP, and after detailed presentations and discussions the Crime Task Group decided to give the go ahead to the development of a prolific offenders scheme.

The Response

It was felt that a prolific offenders scheme that involved not just the Probation Service but also the YOT and NDC Neighbour Nuisance Team would be most suitable for the area and would address the key areas of repeat offenders, specific crimes and intelligence gathering - it would give the area a holistic approach to its problem. Through dedicated EMBRACE police officers, who know their 'patch' and are known by, and accepted by the local community, it was proposed to target offenders to address the root cause of community problems. If it was possible to stop the small number of offenders committing large numbers of crime, it would lead to increased public confidence, a more efficient, proactive use of resources by police – tackling the root cause of related incidents, not repeatedly returning to them.

The final proposal for EMBRACE was presented at the NDC Crime Task Group in early 2001 for residents' approval for funding, which was enthusiastically endorsed. The proposal outlined the launch of a high volume offenders project, with NDC to fund an analyst to give GMP extra capacity, with GMP funding an officer.

The Embrace Project was based on the Burnley / Dordrecht Initiative (BDI) and whilst the BDI had been successful and given as an example of good practice, EMBRACE used it only as a blue print for their project. All prevention schemes work through offender perceptions (**22, step 12**) and this applied to both EMBRACE and the BDI. The core principles of the BDI were followed (linking targeted policing of prolific offenders with intensive probation supervision) but EMBRACE was extended to cover offenders who were supervised by YOT as well as Probation. It also included offenders who were not under any supervision. This meant that offenders could be on the Project, even when their licence had expired and would target offenders who would normally 'slip through the net'.

As with the BDI, success with offenders can be seen in 2 apparently opposing ways – reconviction and non-reconviction:

'If the individual cause of crime can be eliminated, no further conviction represents a success. If the cause of crime inheres in the individual, or cannot be eliminated, reconviction represents a success' (**5, executive summary**)

EMBRACE took elements of other good practice to ensure success, such as recruiting a local police officer and establishing communication for information sharing.

The EMBRACE Partners

There were 4 key partners at the start of the scheme – Greater Manchester Police, Manchester Youth Offending Team, Greater Manchester Probation Service and New Deal for Communities (specifically the Community Safety Officer and Neighbour Nuisance Team) - each with clearly defined roles (**Appendix A**).

Working relationships between the 4 key agencies was formalised through protocol but it was also necessary to gain the approval and co-operation of other agencies – the Criminal Justice System (CPS, Courts) and the Prison Service as well as local rehabilitation and treatment services. This process is on-going and EMBRACE is using existing relationships to build new ones. For example, through the Probation Service, the project is linking in with the Prison Service to ensure that offenders are not ‘forgotten’ whilst in custody and the rehabilitation work is continuous throughout their time on EMBRACE.

Ownership and Leadership

The response to the community problem was well structured with clearly defined roles for the enforcement officer, analyst and partnership agencies. Whilst funded by NDC and GMP, with joint ownership and clear communication between agencies, funding from NDC finished in March 2005 and the project will be mainstreamed into GMP policy, with financial assistance from the Neighbourhood Renewal Fund (NRF).

GMP led the project, but letters went out to resident groups, community groups and schools so they could share in the ownership of EMBRACE and become involved. Enforcement co-ordinators attended resident meetings so they became known and to build trust between EMBRACE and the community. The local community needed to know that EMBRACE was (and is) flexible and that if there was a specific problem e.g. a certain offender committing a specific series of crimes, the community had confidence that they were part of the scheme and could talk to Project officers and know their concerns would be addressed by the team, supported by Area Police. This addresses the POP principle of a better-served public whose concerns are attended to at source.

To promote the scheme and emphasise public ownership with a GMP lead, the Force used local and national media as well as local resident, community and school groups (a letter was sent to 800 residents via their children in order to get a local buzz going about the project – this worked very well, although caused controversy nationally via the letters page of Housing Today, (who ran an article criticising but also publicising the scheme). Coverage from the local papers was extensive and this has set an ongoing pattern. Nationally, the project has been featured in BBC One’s ‘One Life’ series, with crews following PC Lance Thomas and a young offender to show how the scheme works and interacts with partnership agencies.

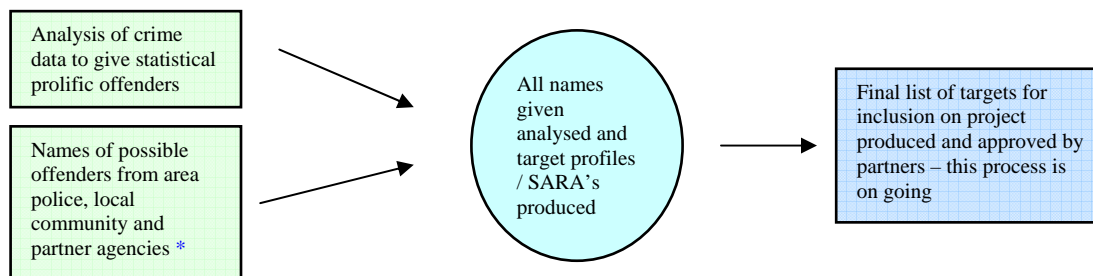
Within the Force, it was necessary to ensure that patrols were ‘on board’ and that the scheme had support from PC up to Chief Constable. Every relief on the Subdivision concerned took part in training sessions, which explained the project. These sessions opened up lines of communication for intelligence and co-operation between EMBRACE and the local patrol staff. An article in the Force newspaper promoted the project, encouraging the patrol PC’s to become involved and take responsibility for intelligence gathering and contributing to the project’s success.

Project EMBRACE

Planning for the launch of EMBRACE lasted around 6 months to ensure all protocols and policies were in place. A PC with local knowledge and a dedicated analyst were employed to lead in planning the project, working closely with senior officers and partnership agencies. Much of the

drive for the scheme came from the Enforcement Officer (Police Constable) and analyst (civilian staff) as they knew the area and knew the problems faced by the residents and could plan appropriately. The need for teamwork and cohesion between the partners meant that, although lead by the Police and NDC, all parties were involved in establishing ideas of best practice.

Criteria for inclusion on the project were decided on jointly by partnership agencies. All partners, as well as members of the community were asked to submit names for inclusion on the project. These were analysed and investigated by the Project Analyst in combination with crime record data to ensure the appropriate group was being targeted.



*as Embrace targeted those from outside the Probation / YOT system, we canvassed opinions of schools and other representatives of the local community.

Table 1. Showing process of offender selection

Offenders were brought onto the project gradually and there is a maximum of around 10-15 targets per enforcement officer to ensure maximum effect. Offenders are constantly monitored and the final stage of the above diagram is ongoing and fluid to accommodate the movements and actions of offenders.

Money

The budget for the project is attached at **Appendix B** – funding was obtained through NDC, SRB and GMP. A full time analyst and a dedicated EMBRACE Enforcement Co-ordinator (a Police Constable) were employed full time for the project and a further 3 officers have been recruited as the project has expanded. Funding has also been made available through NDC and GMP for special operations run by EMBRACE staff in response to problems identified in the community (e.g. a rise in night-time burglaries). The resources and support were given to the Enforcement Co-ordinators at root level to run operations, which contributed to EMBRACE's aims. There has been a lack of funds for vehicles as EMBRACE has grown – this is being addressed through renewed funding applications and the possibility of a sponsored vehicle for the project. Project officers have been using patrol and hire vehicles, which whilst suitable as it means they can get out to the community, is not a long-term solution.

Difficulties

There have been other problems faced by the team apart from that of the vehicles mentioned above. The idea had to be presented to partner agencies in such a way that they would become fully co-operative and this has not been easy – particularly with the recent introduction of a similar scheme within Probation (TOPS – a targeted offender project linked with prison release). By explaining the system fully to them and ensuring that they had a full part to play in the project, the partners have whole-heartedly embraced the project.

As well as making sure the partners believed in the project, the team had to ensure that police staff would 'buy in' to the scheme. Once approval had been gained for the outline of the scheme from senior management, the drive behind EMBRACE came from the Enforcement Co-ordinator and analyst who held consultation sessions with patrol staff to explain the project. Some were sceptical at 'another' scheme to reduce crime, which they felt might take away their autonomy in

the area. During these consultation and training sessions, EMBRACE evolved and constables were given responsibility for intelligence gathering giving them part-ownership of the project. Many of them felt that as the drive was coming from their own ranks, they had a valuable input, which would be listened to and acted upon. The team has quickly appreciated that this has to be an on going process as new members of staff are brought into the workplace and restructure has meant a further push for publicity and understanding. Patrols are involved in proposing, planning and staffing of special EMBRACE operations and their knowledge of the community is invaluable to the project.

A final problem encountered by the team is that of tracking offenders through the Criminal Justice System – if a target has appeared in court, unless an officer has been present at court (taking them away from their day to day duties), it can be at least 24-36 hours before the team can be informed of the result. This is problematic where offenders are released without the team's knowledge, however there has been an improvement as EMBRACE gains in stature and is being more frequently recognised within the courts. Contacting Court Assistance to gain results does work but can be slow and could be improved if offender's files were tagged or a more efficient e-mail system was introduced. Enforcement Co-ordinators ensure Embrace has an input in the court process by including a report in all files at court for EMBRACE targets. The Project is also addressing this problem through improved communication with the CPS. Team members will be giving presentations to the CPS, to increase awareness of the Scheme and to improve recognition of Embrace within the Criminal Justice System.

Addressing Difficulties and Evolving

Any problems faced by EMBRACE are discussed at the quarterly Steering Group meeting. As well as this formalised communication, there are open lines of communication between partners, and Enforcement Co-ordinators are in regular contact (including fortnightly target reviews) with Probation / YOT officers. Within the Operational Policing Unit, EMBRACE gives daily updates to staff on targets – this information sharing means there is a wider understanding of the project and more intelligence being registered and shared. Through these meetings, monthly updates on offenders emailed to partners and individual communications between partners, the team brings offenders onto the project and removes them as necessary. The team has also introduced an EMBRACE email address where the community can contact them and are in the process of establishing a page on the GMP intranet to assist in publicising the project further. The team has regularly input into, and feedback from, Local Action Partnership meetings and Local Tasking Meetings. This involvement means any problems can be identified swiftly and the meetings also increase contact and communication between the EMBRACE team and the public they serve.

EMBRACE is led by the Enforcement Co-ordinators who, from PC level, look at the root cause of problems in their communities and try to deliver solutions to these, rather than revisiting recurring problems. They are able to spot new crime series early in the cycle and following analysis, take action to remedy it as needed. By working closely with area staff, they can bring in intelligence leading to more focused resourcing and as the team and project are working within guidelines, they also have a fluidity which allows them to be flexible and adapt to various problems that arise.

Initially EMBRACE was based across 6 beats in the NDC area, with its success, it has been extended to cover three area police teams in North Manchester and 3 extra officers have been recruited to cover these areas. The team has ensured that the numbers of targets for each area have remained small so that they can be targeted efficiently. The extension of EMBRACE has also led to new partnerships – the Prison Service, local groups and local government.

The theory of EMBRACE (targeting offenders to make a difference to the local community) can be transferred to other locations, as long as it is led by local police constables who know, and are known to, their local community. The relationship between Enforcement Co-ordinator and offender is paramount as is the connection between officer and offender's family – this ensures that the target themselves buys in to the project and has confidence in the partners ability to help them.

There is also scope for EMBRACE to address different problems in different locations e.g. targeting drug dealing if that is the defined problem in the area. This could be addressed with the same approach as domestic burglary, robbery and car crime are tackled through EMBRACE. The scheme is backed by the Home Office and following a visit to learn about the project in October 2004 the Lord Chancellor, Lord Faulkner announced funding to extend EMBRACE to other areas of Manchester.

Embrace was the first targeted offender project to run in the Greater Manchester Police area and whilst it is based on the BDI, the project is unique in that it targets offenders who are not under Probation or YOT supervision – these individuals would often ‘slip through the net’ as they are not officially part of the system. By consulting with partner agencies and the community, the team ensures that the drive for the project comes from the bottom up and rather than try to provide a ‘one size fits all’ solution across the board, they are able to tailor the response to address local issues.

EVALUATION

The project’s aims were to reduce offending by targets, increase detection rates and reduce key Embrace qualifying crimes in the areas. This is ongoing and whilst much work has been done to assess the impact of Embrace, the scheme has recently passed its 3rd anniversary and external evaluation, funded through NDC and GMP is currently being undertaken.

This evaluation looks at three specific areas:

- the impact of Embrace on the targets, the community as a whole and the crime figures; *to include lifestyle assessments, interviews of targets, community / public perceptions and crime figures*
- the effectiveness of the processes developed in relation to enforcement, rehabilitation and partnership working; *are the processes working? Looking at arrests and other interventions, police enforcement, rehabilitation, perceptions of the partners*
- cost benefit analysis; *crime figures and perceptions – for a relatively small outlay e.g. analyst wages and IT set up – has this been justified?*

Evaluation of the project so far has been undertaken by both NDC (via surveys) and GMP (via analysts). To some extent, an evaluation was also carried out by HMIC during a review of GMP. Whilst EMBRACE was bucking the trend, crimes across the Division were rising and to ensure the Division was NIM compliant a restructure was recommended. This was carried out in July 2004, with EMBRACE adapting to new boundaries.

Impact of Embrace on Targets, Community and Crime

Offenders

Offenders are targeted with a ‘carrot and stick’ approach – they are given the opportunity to address their offending behaviour with enforcement as the ‘stick’ if they continue to commit crime.

Since its beginning in 2001, there have been 86 EMBRACE targets. Of these, 60 (70%) have received some form of intervention – including drug or alcohol rehabilitation, Housing, Education, Employment, Diversionary Activities (e.g. boxing, athletics) and Counselling (bereavement, anger management). Some of these services were provided via YOT or Probation, however for those individuals not under formal supervision, referrals were arranged via the EMBRACE team. Of the 86 targets only 5 (6%) refused to engage in any way.

For those who have not addressed their offending behaviour return to the Criminal Justice System has been swift. 50% of the 86 targets were given a custodial sentence after they had been included on EMBRACE and of these, 86% received this sentence within the first 12 months of their becoming an Embrace target.

As the offenders on EMBRACE have had differing offending histories prior to their inclusion on the project (with regards to length of time pre- and post-EMBRACE, as well as offending behaviour), it is hard to draw a complete overall picture of the impact the scheme has had on offending. However, it is possible to review police records (hard data) and intelligence to gain an insight into how individuals have responded to the project. For the most part, offending rates have dropped and increased intelligence and supervision means that those who do continue to offend are apprehended and processed in a more timely manner. (see **Appendix C**)

Offender's success rates do vary and the brief outlines show three targets that have been on the scheme for varying amounts of time with different levels and forms of intervention:

Offender A

- 34 years old at inclusion on EMBRACE
- Linked to 23 crimes before EMBRACE (GMPICS)
- Intelligence suggested active burglar, funding drug habit.
- Brought onto EMBRACE July 2003
- Crime free since this date
- Engaged in rehabilitation, drug free & working full time
- Removed from project - monitored



Offender B

- Linked to 72 crimes listed before inclusion (GMPICS)
- Prolific Burglar
- Brought onto EMBRACE December 2002
- Arrested March 2003 – admitted 41 burglary dwellings
- Sentenced to 3 years custody
- Released September 2004 – back with EMBRACE



Offender C

- 13 years old when included on EMBRACE
- Linked to 29 crimes listed prior to inclusion (GMPICS)
- Involved in Burglary / Vehicle crime
- Now engaging in rehabilitation work:
 - Education
 - Sport
 - Alcohol Diversion

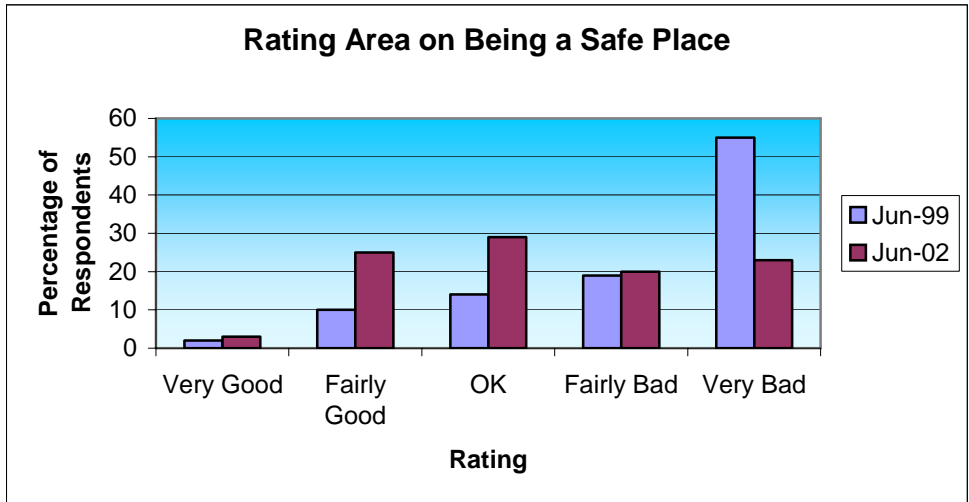


Community

One of the main questions asked by Enforcement Co-ordinators when targeting individuals is: *Will there be an impact on the quality of life for the community, if this offender is targeted?* NDC resident surveys are conducted every 3 years and the figures given below compare results from June 1999 with June 2002 – this gives a good indication of how the area has changed as Embrace was launched in October 2001. A further survey will be carried out in the NDC survey in June 2005, and this is expected to show continued confidence in the area.



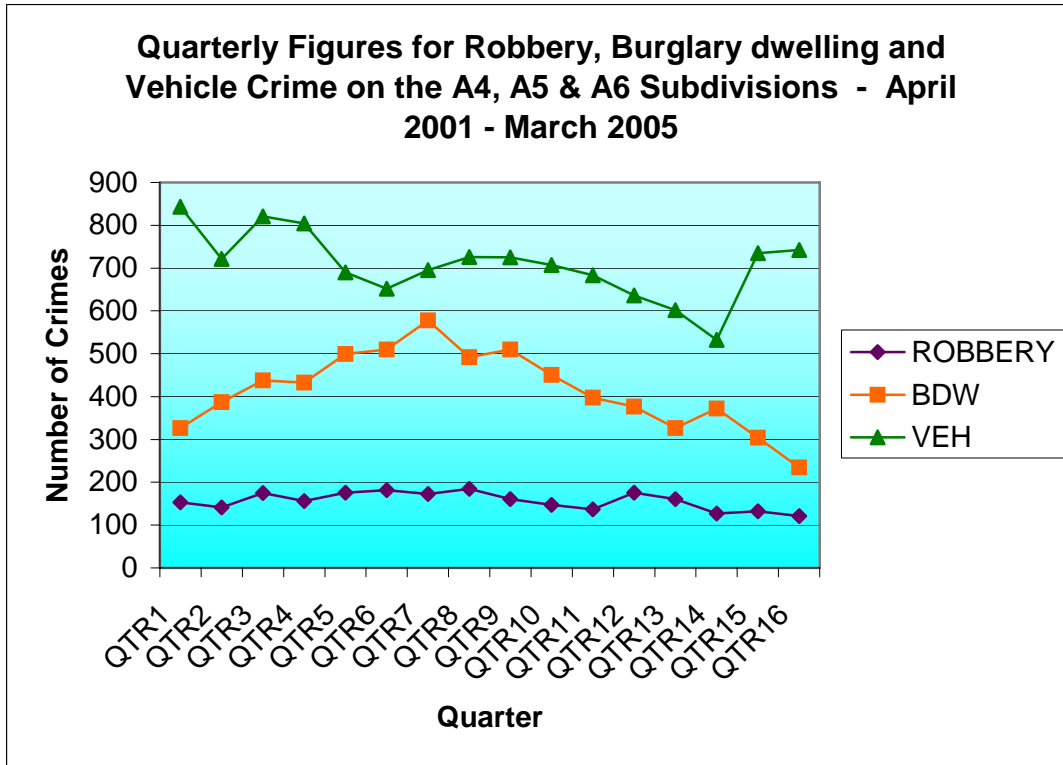
Residents were asked whether they thought the NDC area was More Safe, About as Safe or Less Safe than 2 years previously. 44% of the residents in 2002 thought the area was 'more safe', compared with 11% in 1999. The amount of people who thought the area was 'Less safe' fell from 53% in 1999 to 26% in 2002.



Residents were asked to rate the safety of the NDC area as 'Very Good', 'Fairly Good', 'OK', 'Fairly Bad' or 'Very Bad'. 57% of residents considered the area's safety to be "Very Good", 'Fairly Good' or 'OK' in 2002, compared to 26% in 1999.

Crime Figures

Generally the scheme has had most impact with regard Burglaries (domestic and business) although across the North Manchester Division there has been a reduction in all EMBRACE crimes.



Qtr 1 = Apr2001-Jun2001, Qtr 2 = Jul01-Sep01, Qtr 3 = Oct01-Dec01, Qtr 4 = Jan02-Mar02 etc.
 Qtr 13 = Apr04-Jun04, Qtr 14 = Jul04-Sep04, Qtr 15 = Oct04-Dec04, Qtr 16 = Jan05-Mar05 etc.

The peak in Burglary Dwellings in 2002 can be attributed to the changes in recording this type of crime. From this peak in Qtr 7 there was a reduction of 60% by Qtr 16

Graph Showing Quarterly Figures for Robbery, Burglary Dwelling and Vehicle Crime for the combined A4, a5 and A6 areas.

	2001-2002 – Year 1	2002-2003 – Year 2	2003-2004 – Year 3	2004-2005 – Year 4	Comparison – Year 1 / Year 4
Robbery	625	716	621	541	-13%
BDW	1585	2079	1736	1238	-22%
Veh. Crime	3189	2763	2760	2611	-18%

Table showing year end figures (year runs from April – March) across A4, A5 & A6 for Robbery, Burglary Dwelling and Vehicle Crime and comparison between year end figures for Years 1 & 4.

Effectiveness of Processes Developed

During quarterly steering group meetings, any problems are discussed and methods of best practice are decided on and followed. The team has regular revision of working practices with other agencies not only through the informal relations between agencies but also through formal protocol.

The effectiveness of the scheme’s workings is intrinsically linked with offenders, and the package that the project can offer. As mentioned earlier, 70% of offenders have received some form of intervention under the rehabilitate and resettle strand of the Home Office Strategy for PPOs. This ‘carrot’ part of the deal includes fast tracking into drug or alcohol rehabilitation, assistance with

housing, education, employment, counselling and referral to diversionary activities such as sport or mechanics workshops. Under the catch and convict strand of the strategy, 50% were given custodial sentences (86% of these in the first 12 months of Embrace).

Cost Benefit Analysis

Embrace received a total of just under £77,000 for the first three years of the project. This was used for IT support set-up for the EMBRACE Analyst and annual salary for the analyst. Using figures from 'Home Office Research Study 217 – The Economic and Social Cost of Crime', it is possible to gain a basic appreciation of how much has been saved with the reduction in key crimes across the 3 areas.

According to the study the total 'cost' of each crime is as follows:

Burglary Dwelling – £2,300

Robbery (personal) - £4,700

Vehicle theft - £890

If we use the figures from Year 1 compared to Year 4, a reduction in crime can be seen as follows
BDW – 347 less crimes (347 x £2300) = **£798,100**
Robbery – 84 less crimes – (84 x £4700) = **£394,800**
Vehicle crime – 578 less crimes – (578 x £890) = **£514,420**

This gives a total 'saving' of £1,707,320 – compared to an initial cost of £77,000. Although this is a fairly simple comparison of the cost benefit analysis, and does not take into account other factors such as short-term operations etc, it does show quite convincingly that the funds paid out for EMBRACE are more than recouped in the reduction in crimes.

Conclusion

Whilst the reductions in crime figures have not hit the levels outlined in the original definition, if we look at terms of success according to Problem-Oriented Policing, Embrace has seen a change in offender's behaviour, a reduction in crime figures and a change in public perception:

- the problem and its impact may remain same, but the volume of police effort to respond to it may be reduced; *with greater quality and quantity of intelligence there is a more informed decision making process and resources can be more effectively targeted at the specific 'Embrace' problems.*
- Number of problem incidents may be reduced; *this has occurred in the case of Embrace qualifying crimes across the Division.*
- Problem may be eliminated; *whilst this has not been the case in the scheme – some offenders have rehabilitated*
- Harm to public may be reduced even though number of incidents may be the same; *public perception of Embrace has continually improved from its beginning in 2001. The surveys below show how the public perceive their environment and it is expected that the next survey in 2005 will continue this trend.*

Amanda Palin
EMBRACE Analyst, GMP

Chief Inspector John Dunstan
Greater Manchester Police

Paul Cullen
Community Safety Manager, NDC

APPENDIX A Partner Agencies / Roles

Greater Manchester Police:

- provide data for the analysis (comprising conviction data and recorded intelligence and perceptual data gathered from operational staff and the community)
- Provide dedicated officer time to actively support YOT and Probation Officers supervising individual offenders.
- Provide officer time to target non-compliant offenders to ensure they are arrested, deterred from offending or subject to civil restraint.
- Recruit, accommodate and line manage the dedicated analyst
- Take overall responsibility to manage the project (mainstreaming)

Manchester Youth Offending Team

- provide data for the analysis (comprising conviction data and recorded intelligence and perceptual data gathered from operational staff through contact with offenders)
- directly supervise offenders subject to the scheme
- work with the police to carry out enforcement of sentences and orders against non-compliant offenders

Greater Manchester Probation Service

- provide data for the analysis (comprising conviction data and recorded intelligence and data gathered through the Home Office recognised assessment tool)
- directly supervise offenders subject to the scheme
- work with the police to carry out enforcement of sentences and orders against non-compliant offenders

New Deal for Communities

- The NDC Community Safety Officer (CSO) co-ordinates the programme with the work of the Local Crime and Disorder Partnership's case management group to ensure support is provided to target through support agencies in the area.
- NDC CSO facilitates the support of other New Deal / New East Manchester delivery programmes to assist this programme.
- NDC CSO assists in harnessing residents' perceptions of key offenders in the area.
- The East Manchester Neighbour Nuisance Team support the programme through civil action against non-compliant offenders where appropriate (through ASBOs etc)

New East Manchester Ltd (NEM) advise and facilitate work regarding training and employment issues for any prolific offenders who may wish to turn away from crime.

APPENDIX B
Project EMBRACE Budget

	2001/02	2002/03	2003/04	Total All Years
Total Revenue Costs	£22,852	£23,537	£24,243	£70,632
Total Capital Costs	£6,300			£6,300
Total Project Costs	£29,152	£23,537	£24,243	£76,932

Item of Expenditure	SRB Revenue	SRB Capital	Total SRB	NDC Capital	NDC Revenue	Total NDC	Grant Total
IT support for analyst one year only start up costs		6,300 (see breakdown outside table)	6,300				6,300
Project analyst post Costs for three years including annual appreciation of salary, (3%), and oncosts at 20%	70,632		70,632				70,632

Item of Expenditure	Private Sector Contributions	Public Sector Contributions
		231,681

Breakdown of I.T. costs

CPA Machine

Desktop bundle	-	1,493.18
2000Cxi A4 colour printer	-	250.57
Zip Drive and 6 disks	-	151.76
SCSI card	-	100.00
MapInfo v 5.5	-	1,050.83

I2 Machine

Desktop bundle	-	1,493.18
6200C Scanner	-	241.20
2500 A3 Colour Printer	-	361.41
OmniPage OCR upgrade	-	58.15
SCSI card	-	100.00
I2 Software	-	1,000.00

APPENDIX C
Target Offending

Offender	Date of first Offence and Number of Offences* (Embrace crimes**)	Dates of inclusion on EMBRACE	Number of recorded offences since inclusion	Any additional Info
A	17/10/1999 14 (2)	17/02/2003	7 (2)	
B	10/05/1995 28 (14)	10/01/2002 – 14/04/2004	7 (1)	No recorded crimes since 29/11/2003
C	13/05/1997 40 (8)	17/08/2004	0	
D	16/02/1994 68 (3)	03/01/2002	21 (2)	Involved in Burglary other than Dwelling & Theft
E	28/09/1999 17 (4)	31/03/2004	2 (0)	
F	02/04/1995 13 (2)	04/11/2004 – 19/01/2004	10 (4)	Removed from Project as not offending in target area
G	17/03/2002 5 (1)	14/09/2004	0	
H	13/04/1994 13 (3)	21/03/2002 – 06/03/2003	2 (0)	
I	30/10/1994 14 (6)	14/01/2004	3 (1)	
J	01/07/1999 19 (3)	21/01/2004	1 (0)	Was involved in Burglary other than Dwelling pre-Embrace
K	02/01/1998 22 (11)	26/10/2001	10 (4)	
L	20/01/1997 23 (6)	11/06/2002 – 01/04/2003 22/11/2004	4 (2)	Was removed from project after being given 3 year custody, then returned onto project on release
M	04/04/1998 38 (10)	26/10/2001	8 (7)	
N	27/11/1997 12 (1)	26/10/2001 – 16/01/2002	1	No recorded crimes since 27/08/2003
O	04/01/1994 21 (8)	26/08/2002	7 (5)	
P	04/06/1999 5 (1)	16/05/2002 – 18/04/2003	6 (1)	Relocated to another Division – no 'Embrace' crimes since 12/06/2002
Q	17/01/1997	29/09/2004	0	

	127 (13)			
R	14/04/1994 32 (12)	26/10/2001 – 30/05/2002	1 (0)	
S	04/03/2000 12 (1)	17/03/2004	4 (1)	
T	05/02/1994 38 (16)	10/01/2002 – 08/10/2002	14 (9)	1 crime listed whilst on Embrace. Removed from project when relocated to another Division
U	28/03/2003 3 (2)	09/11/2004	0	
V	03/02/1994 20 (9)	24/03/2004 – 10/08/2004	0	No recorded crimes since 05/08/2003
W	16/05/1999 8 (5)	21/03/2002 – 06/03/2003	4 (1)	No recorded crimes since 18/04/2003
X	06/03/1999 30 (8)	11/04/2003 – 08/11/2004	2 (1)	
Y	19/05/1999 26 (8)	17/06/2002 – 05/11/2002	8 (1)	No recorded crimes whilst on Embrace – removed from project as relocated to another division
Z	04/05/1994 13 (2)	13/05/2003 – 30/03/2004	3 (0)	
AA	15/10/2000 5 (1)	09/11/2004	0	
AB	10/05/2000 15 (5)	21/03/2002 – 06/03/2003	0	
AC	21/04/2002 7 (4)	21/11/2003 – 09/11/2004	2 (1)	
AD	24/10/1994 12 (4)	12/05/2004	1 (1)	
AE	01/08/2000 3 (1)	26/08/2002 – 19/01/2004	0	
AF	17/11/1998 19 (5)	20/02/2003	14 (1)	
AG	25/01/1994 61 (6)	06/05/2004	8 (0)	Prolific shop-lifter
AH	18/02/2002 7 (3)	28/02/2003	9 (1)	
AI	11/07/1995 15 (9)	26/08/2002 – 24/09/2002	0	No recorded crimes since 07/06/2002
AJ	11/12/2001 11 (3)	08/05/2003 – 11/02/2004	2 (0)	
AK	20/12/2000 12 (2)	27/08/2003	3 (1)	
AL	05/05/1994 17 (0)	11/07/2003 – 24/06/2004	0	No recorded crimes since 09/05/2003.

				Came out of custody and requested inclusion on Embrace
AM	24/04/1995 11 (2)	26/10/2001 – 21/02/2002	3 (2)	
AN	06/01/1994 55 (31)	15/03/2004	1 (1)	
AO	13/03/1995 42 (21)	30/01/2002 – 05/11/2003	2 (0)	
AP	11/03/2000 4 (0)	02/08/2004	(0)	Intelligence suggested involvement in vehicle crime
AQ	04/08/2004 8 (4)	02/03/2004	12 (0)	
AR	21/01/2001 8 (0)	07/09/2004	0	No recorded crimes since 12/07/2004
AS	27/10/1998 21 (7)	26/10/2001 – 09/11/2004	12 (2)	
AT	18/12/2000 13 (2)	06/01/2004 – 02/11/2004	0	No recorded crimes since 29/11/2003
AU	05/06/2002 3 (1)	07/09/2004	0	
AV	16/06/1998 15 (4)	15/11/2003 – 27/09/2004	3 (0)	
AW	29/07/1999 34 (1)	28/07/2003 – 03/08/2004	6 (0)	
AX	25/11/1994 51 (31)	11/11/2003	2 (0)	
AY	11/02/1999 12 (5)	26/10/2001 – 14/04/2004	27 (14)	
AZ	15/08/1994 22 (16)	13/09/2004	0	
BA	04/08/1996 16 (1)	14/01/2004	2 (0)	
BB	18/07/1994 12 (6)	07/04/2003	5 (2)	
BC	13/05/2001 7 (2)	26/10/2001 – 09/11/2004	21 (2)	
BD	31/08/1999 12 (4)	05/11/2001 – 21/03/2002	1	
BE	11/02/1996 11 (4)	22/04/2002 – 18/04/2003	5 (0)	Removed from project as relocated to another division
BF	16/08/1994 15 (4)	20/02/2003 – 21/02/2004	4 (4)	
BG	26/09/1997 23 (6)	01/05/2003	4 (4)	
BH	21/02/1994 39 (11)	26/08/2002 – 19/01/2004	12 (6)	
BI	03/09/1996 11 (4)	13/04/2004	0	No recorded crimes since

				30/06/2003
BJ	29/12/1994 37 (18)	21/03/2003 – 11/04/2004	2 (0)	
BK	28/02/2003 8 (3)	05/05/2004	8 (1)	
BL	11/12/2001 12 (5)	22/09/2004	0	
BM	24/10/1998 31 (10)	17/09/2004	0	
BN	20/09/1999 10 (3)	25/02/2004	8 (3)	
BO	27/06/1998 19 (9)	11/04/2003	15 (9)	
BP	04/01/1994 86 (55)	14/05/2003 – 10/04/2004	7 (2)	
BQ	10/04/2001 10 (3)	15/07/2004	2 (1)	
BR	09/03/1997 18 (10)	06/03/2002 – 11/07/2003	8 (0)	
BS	04/03/1994 33 (17)	03/12/2002 – 16/04/2003 & 15/09/2004	29 (28)	Offended whilst on Embrace, served prison term and has returned onto Embrace
BT	24/09/1999 26 (2)	26/08/2003 – 08/11/2004	1 (0)	
BU	25/04/1997 20 (3)	14/04/2003 – 08/11/2004	3 (0)	
BV	13/06/1998 5 (2)	24/03/2003 – 14/04/2004	6 (0)	
BW	15/02/1994 29 (9)	22/02/2002 – 15/12/2003	4 (2)	
BX	08/06/1995 25 (11)	19/11/2003 – 08/11/2004	3 (3)	
BY	08/02/1995 23 (10)	26/10/2001 – 06/03/2003	10 (1)	
BZ	29/07/1994 12 (6)	05/01/2004	1 (0)	
CA	09/06/1998 10 (4)	04/06/2004	1 (0)	
CB	14/10/1999 10 (5)	22/04/2002 – 11/07/2003	4 (1)	
CC	24/07/1996 68 (16)	07/11/2002 – 19/01/2004	7 (2)	

*All offences (regardless of type) for which action was taken i.e. those which show 'Accused' on GMPICS

** Offences of burglary dwelling, robbery or theft of / theft from motor vehicle are 'Embrace' crimes. Listed are those for which action was taken i.e. those which show 'Accused' on GMPICS produced 09/12/2004

**North Manchester Division
Greater Manchester Police**

**Project EMBRACE
(East Manchester Burglary Robbery and Auto Crime Project)**

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