

# Burglary Review

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## Resources and Sustainable Communities Scrutiny Panel

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# 1. Introduction by the Chair

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- 1.1 I am very pleased to present this report of a review undertaken by the Resources and Sustainable Communities Scrutiny Panel into burglary in Tameside.
- 1.2 Burglary is a highly intrusive crime which has a devastating effect on the most vulnerable members of our communities. The levels of burglary in Tameside over the last year have been higher than the average across Greater Manchester. This is of concern to the Panel. The borough has also experienced a rise in burglaries over this period despite falls in neighbouring areas.
- 1.3 Despite this, we were encouraged to hear anecdotal evidence during the course of the review that burglary rates are beginning to fall as a result of concerted action among our partners and communities. The Panel does have concerns that Government cuts in the public sector could have a negative effect on burglary levels.
- 1.4 A wide range of agencies have an important role to play in reducing burglary in Tameside, including home watch associations and community groups, the Police, the Probation Trust, and the Council. We hope that this review will provide a strong foundation for future work to reduce burglaries in Tameside, helping us to build a safer borough.
- 1.5 On behalf of the Resources and Sustainable Communities Scrutiny Panel, I would like to thank all those who have participated in this review.



Councillor Margaret Sidebottom  
Chair of the Resources and Sustainable Communities Scrutiny Panel

## 2. Summary

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- 2.1 The number of burglaries in Tameside has increased by 11.4% since 2007-2008 and by 4.8% since 2009-2010. Tameside is 1 of only 3 authorities in Greater Manchester to have seen a rise in burglaries in the last year. Tameside also has the second highest number of burglaries per 1,000 households among its Most Similar Family Group<sup>1</sup>. Despite this, Tameside performs well compared to similar authorities in respect of other areas of crime, such as theft from vehicles.
- 2.2 Burglary is a key strategic priority in Tameside. It is included in the Tameside Area Agreement, which monitors performance towards the aims of the Sustainable Community Strategy, including the vision to create a Safe Tameside.
- 2.3 Burglary is a central priority for Tameside's Crime and Disorder Reduction Partnership (CDRP) and has been identified as the main threat to achieving serious acquisitive crime targets. The CDRP has a clear target to reduce burglaries by 8% against the 2007-2008 baseline figure.
- 2.4 Burglary does not follow a clear pattern and preventative measures that have been effective for a period of time may not work in the long-term or even in all parts of the borough. Though there are recurring hotspots for burglary in Tameside, a number of burglaries can sporadically occur at any location.
- 2.5 The reasons for Tameside's high rate of burglary are varied and need to be continually monitored and understood as they are subject to constant change. However, there are a number of contributory factors, including high levels of insecurity, levels of deprivation and burglars entering from neighbouring areas. In Tameside, the proportion of burglaries involving an insecurity at the burgled property is high, at 34% of the overall total. Furthermore, this figure is not falling, despite reductions in other Greater Manchester authorities.
- 2.6 This review focuses on the measures and mechanisms in place in Tameside to reduce the number of burglaries. It considers the role of a wide range of agencies to achieve this, including the Council, Police, Probation and community-based groups. It is clear that a partnership approach is necessary to address the high burglary rate and this is reflected in the conclusions and recommendations in this report.

## 3. Membership of the Scrutiny Panel

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- 3.1 Councillor Margaret Sidebottom (Chair), Councillor Jean Brazil (Deputy Chair)  
Councillors Maria Bailey, Basil Beeley, Joyce Bowerman, David Buckley, Yvonne Cartey, David McNally, Idu Miah, Michael Whitley.

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<sup>1</sup> The performance of each area's Crime and Disorder Reduction Partnership with respect to crime rates is measured against areas sharing similar demographic, social and economic characteristics. These make up each authority's Most Similar Family Group. Tameside's Most Similar Family Group includes 5 other Greater Manchester authorities.

## 4. Terms of Reference

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### Aim of the Review:

To review the causes of high burglary rates in Tameside, to consider what strategies and mechanisms are currently in place, and what could be introduced, to reduce these levels.

### Objectives:

1. To examine the types, causes, impact and perception of burglary in Tameside.
2. To examine the mechanisms in place to measure and manage burglary in Tameside and in peer authorities.
3. To examine the strategies and mechanisms in place to reduce burglary in Tameside and their effectiveness.
4. To produce workable recommendations for the Council and partners to improve burglary rates in Tameside.

### Value for Money/Use of Resources:

Burglary is a significant issue for Tameside's residents and imposes large costs on the public purse. Effective strategies and measures to minimise burglary and its impact in the borough are crucial to ensure resources to tackle crime and disorder can be effectively utilised in accordance with Sustainable Community Strategy aims.

### Equalities Issues:

Burglary impacts on all sections of Tameside's communities. Although burglary is an issue across Tameside, there are some specific hotspot areas, which will impact on the communities at those locations. The review considers strategies and policies employed by relevant authorities to protect vulnerable groups and individuals.

### Tameside Area Agreement Targets:

The following targets from the new Tameside Area Agreement relate to burglary.

<b>Key Quality of Life Measures</b>	
Crime	Feelings of Safety
<b>Supporting Measures</b>	
Acquisitive crime/burglary dwelling	Reoffending

In addition to the Tameside Area Agreement, analytical support is provided to the Crime and Disorder Reduction Partnership (CDRP) by Greater Manchester Against Crime (GMAC).

## 5. Methodology

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- 5.1 The Scrutiny Panel met with the Service Unit Manager, Community Safety, Tameside MBC.
- 5.2 The Panel met with the following participants in the review:
- A Superintendent from the Tameside Division of Greater Manchester Police.
  - Assistant Chief Executive, Greater Manchester Probation Trust.
  - Integrated Offender Management Strategic Lead, Tameside MBC.
  - A representative from Farley's Home Watch Association in Droylsden, to discuss the impact of burglary on communities and examine how communities can help to reduce burglary in their area.
  - Head of the Youth Offending Service, Tameside MBC.
  - Head of Inclusion and Personalised Learning, Youth and Family Team, Tameside MBC.
- 5.3 The Panel attended a daily management meeting of a superintendent from the Tameside Division of Greater Manchester Police, to observe the day-to-day approach to tackling burglary in the borough.
- 5.4 The Panel was provided with current data on burglary levels in Tameside from Crime and Disorder Reduction Partnership meeting papers by the Service Unit Manager, Community Safety, Tameside MBC.

## 6. Background to the Review

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- 6.1 Burglary is defined by Section 9 of the Theft Act 1968, which created two variants:
- a. "A person is guilty of burglary if he enters any building or part of a building as a trespasser with intent to steal, inflict grievous bodily harm, or do unlawful damage to the building or anything in it".
  - b. "A person is guilty of burglary if, having entered a building or part of a building as a trespasser, he steals or attempts to steal anything in the building, or inflicts or attempts to inflict grievous bodily harm on any person in the building".
- 6.2 This review focuses on dwelling burglaries, encompassing burglaries of properties in which people live and referred to as 'burglary' throughout the report. The Panel acknowledges that non-dwelling burglaries are also a concern and may involve the same offenders.
- 6.3 Burglary has declined across many European countries since 2003, which may be attributed to a range of long-term social and economic factors, including improved standards of living and more effective criminal justice systems. In Britain, the burglary rate has remained relatively constant in recent years. The most recent British Crime Survey figures, published in October 2010, indicate that burglary is up 1% from the previous year. By contrast, Police-recorded burglaries fell by 8% over

the same period. Neither figure is statistically significant, but provides an indicator as to national changes in burglary levels.

- 6.4 Since 2000, there has been a long-term 42% reduction in burglaries in Tameside. However, the number of burglaries has risen in recent years.
- 6.5 Burglary is a priority concern for the Tameside Crime and Disorder Reduction Partnership (CDRP). The CDRP has identified burglary as the main threat to achieving Serious Acquisitive Crime targets. It has a target to reduce burglary by 8% against the 2007/2008 baseline. However, the current position is an 11.4% increase.
- 6.6 The CDRP and Greater Manchester Against Crime (GMAC) note that evaluation into the causes of burglary is not routinely carried out in Tameside. There is currently a gap in understanding what work will be effective in Tameside as a result. The reason for the high rate of burglary is not currently fully understood.
- 6.7 The CDRP has welcomed the contribution of the Scrutiny Panel to enhance the Partnership's understanding of the issue. This review highlights long-term strategic solutions and short-term problem solving opportunities to tackle burglary.

## 7. Review Findings

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### 7.1 Burglary in Tameside

- 7.1.1 The Panel met with the Service Unit Manager for Community Safety, Tameside MBC, who gave an overview of the current burglary levels in Tameside and the Crime and Disorder Partnership's approach to the issue.
- 7.1.2 Tameside experiences high rates of burglary in relation to similar and neighbouring authorities. However, this trend is not replicated in other crime figures. Tameside is performing strongly in areas such as theft from cars and robbery, where its contribution to Greater Manchester crime levels is smaller than other authorities.
- 7.1.3 Crime and Disorder Reduction Partnerships in England and Wales are grouped together into Most Similar Family Groups, based on shared demographic, economic and social characteristics. This enables Partnerships to compare performance in different themes. There are 15 CDRPs in Tameside's Most Similar Family Group, including 5 Greater Manchester authorities.
- 7.1.4 The table below shows the number of burglaries per 1,000 households in each of the authorities of Tameside's Most Similar Family Group. Tameside has 104,415 households. Tameside has the second highest number of burglaries per 1,000 households, both in 2010 and in the first quarter of 2011. Only Rochdale has experienced higher rates in these timeframes.
- 7.1.5 Burglary rates per 1,000 households in Tameside's Most Similar Family Group

Area	Last year (Dec 2009-Nov 2010)	So far this year (Jan 2011-Mar 2011)
Tameside	18.258 (2nd worst)	5.733 (2nd worst)
Oldham	16.876	5.434
Rochdale	21.880	6.002
Bolton	13.194	2.576
Bury	11.264	2.432
Wigan	9.430	2.917
Wirral	6.617	1.945
Barrow-in-Furness	4.365	1.297
Medway	6.445	1.587
Redditch	6.610	1.778
Mansfield	8.738	1.486
Thurrock	11.561	3.173
Basildon	13.461	3.629
Torfaen	14.309	3.296
Humberside	15.246	3.718
Most Similar Group Average	11.884	3.134

7.1.6 The table below shows the percentage change in burglary rates in the Greater Manchester boroughs in recent years. Tameside is 1 of only 3 Greater Manchester authorities to have seen rises in burglaries in recent years. All Greater Manchester authorities except Tameside, Rochdale and Stockport have higher burglary rates than the 2007-2008 baselines. The number of burglaries in Tameside has increased by 11.4% since 2007-2008. This represents the 2nd worst performance of any Greater Manchester borough.

7.1.7 Since 2009, burglary rates across Greater Manchester have fallen by 8.3% on average, while Tameside's number of burglaries over the same period has increased by 4.8%. The table below shows changes in burglary rates across Greater Manchester in recent years.

7.1.8 Number of burglaries and the percentage change in each Greater Manchester authority

Area	2007-08	2009-10	2010-11	% change 2009-10 to 2010-11	% change 2007-08 to 2010-11
Tameside	1651	1756	1840	+4.8% (3 <sup>rd</sup> worst)	+11.4% (2 <sup>nd</sup> worst)
Bolton	1750	1546	1421	-8.1%	-18.8%
Bury	1059	906	891	-1.7%	-15.9%
Manchester	6646	6566	5329	-18.9%	-19.8%
Oldham	2101	1568	1654	+5.5%	-21.3%
Rochdale	1689	1685	1986	+17.9%	+17.6%
Salford	1889	1739	1436	-17.4%	-24%
Stockport	1703	1655	1650	-0.3%	+11.4%
Trafford	1207	1298	959	-26.1%	-26.6%
Wigan	1746	1379	1266	-8.2%	-27.5%

GM	21541	20100	18432	-8.3%	-14.4%
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7.1.9 The contribution burglary makes to All Crime and Serious Acquisitive Crime (SAC) in Tameside is disproportionate compared to other areas. If we reduce burglary levels then a large impact will be made in reducing all crime levels.

7.1.10 The table below shows the contribution of burglary to All Crime and SAC over time in Tameside. Also shown as a comparison are those areas in Greater Manchester that are in the Tameside Most Similar CDRP Group and for information, also included is the same information for Wigan which is currently the best performing CDRP in relation to burglary in the Tameside Most Similar CDRP Group (MSCDRP).

7.1.11 The table shows that burglary contributes more to the overall crime in Tameside than in other similar areas and therefore, fluctuation in burglary result in greater risks to our overall crime level.

7.1.12 Percentage contribution burglary makes to All Crime and Serious Acquisitive Crime

Year	Area	Contribution to All Crime	Contribution to Serious Acquisitive Crime
2007/08	Tameside	7.5%	35.1%
	Wigan	6.5%	30.0%
	Average GM MSCDRP	7.1%	31.5%
2008/09	Tameside	10.7%	43.0%
	Wigan	6.3%	32.0%
	Average GM MSCDRP	8.1%	34.2%
2009/10	Tameside	9.1%	40.6%
	Wigan	6.2%	32.5%
	Average GM MSCDRP	7.6%	35.0%
2010/11	Tameside	9.9%	45.7%
	Wigan	6.6%	35.7%
	Average GM MSCDRP	8.3%	40.1%

7.1.13 The CDRP has a target of reducing burglary to 8% below the 2007-2008 baseline. It predicts that achieving the current target for burglary will require us to fall below an average of 129 burglaries per month, which has not been achieved since 2003. Targeted innovative intervention will be required to meet the target.

7.1.14 Peak levels for burglary were reached in January 2009, but rates have not topped this since the introduction of the Integrated Offender Management (IOM) programme.

7.1.15 Burglary does not always follow a pattern; with different areas becoming hotspots over different periods of time. However, there are some recurrent hotspot areas for burglary in Tameside, such as Ashton St Peter's, Ashton St Michael's, Droylsden West and Droylsden East.

- 7.1.16 Burglaries tend to be committed by individuals based in the same area as their crime. However, the west of the borough is susceptible to burglaries by offenders based in neighbouring areas.
- 7.1.17 Thursday and Friday nights are particularly popular times for burglaries. 30.86% of all burglaries take place at this time. This could be attributed to offenders trying to fund weekend activities, but also the increased chance that people may not be at home at this time. Again, different trends are observed in different parts of the borough.
- 7.1.18 Insecure burglaries are a particular issue in Tameside. Insecure burglaries are those where the offender has not needed to break into the property. For example, they may have entered through an open window or unlocked door. 34% of burglaries in Tameside involve an insecurity of some kind, a figure which has remained static for several years. Insecure burglaries typically increase during the summer months. Many of Tameside's Most Similar Family Group peers have reduced the proportion of insecure burglaries. In Rochdale, which has a higher burglary rate than Tameside overall, the proportion of burglaries with an element of insecurity has fallen from 34% in April to November 2007 to 24% in April to November 2010. The average rate for Tameside's Most Similar Family Group is 31%.
- 7.1.19 Although Tameside is one of the most deprived boroughs in the UK, it does not necessarily follow that greater deprivation leads to higher rates of burglary. Both Oldham and Bolton are outperforming Tameside despite having higher rates of deprivation. Despite this, deprivation does appear to be one of several factors affecting burglary.
- 7.1.20 Despite these patterns, trends are often not replicated across all parts of the borough. Different areas experience distinctive patterns for burglary. Therefore, the approach of relevant authorities must be flexible, intelligence-led and acknowledge the unique needs of each neighbourhood.

## Conclusions

1. Burglary rates in Tameside are higher than in similar and neighbouring areas, and are continuing to grow.
2. Insecure burglaries account for a major proportion of burglaries in the borough.
3. Burglary does not follow a clear pattern. The reasons for Tameside's high rate of burglary are numerous and vary in different parts of the borough.

## Recommendations

1. That burglary rates continue to be monitored and understood across the Crime and disorder Reduction Partnership to inform service delivery in future.

## 7.2 The role of the Crime and Disorder Reduction Partnership (CDRP)

- 7.2.1 Tameside Crime and Disorder Reduction Partnership (CDRP) is a multi-agency group established by the Crime and Disorder Act 1998 to tackle crime, substance misuse and anti-social behaviour in the borough. It comprises the leading agencies working in these areas, including the Council, the Police, the Probation Trust, the Fire Service and the Primary Care Trust.
- 7.2.2 Burglary is a priority concern for the CDRP and has been identified as the main threat to achieving Serious Acquisitive Crime and overall crime targets. It has a target to reduce burglary by 8% against the 2007/2008 baseline. The current position is an 11.4% increase since 2007/2008.
- 7.2.3 The CDRP has resolved to produce a series of problem profiles focused around its main themes, of which burglary is the first.
- 7.2.4 The CDRP works closely with Greater Manchester Against Crime (GMAC) to gather information on crime levels in the borough and share intelligence among the leading agencies working around the crime agenda.
- 7.2.5 The CDRP's Burglary Reduction Group has been re-established and a Burglary Prevention Action Plan has been produced to target efforts to reduce burglary in Tameside. The Group is chaired by Superintendent Lyon and performs a number of functions, including identifying upcoming areas of risk, potential areas for further analysis and research, highlighting measures that have worked well and other opportunities for future work.
- 7.2.6 The CDRP has an important role to communicate the range of work being undertaken to reduce burglary and how residents themselves can minimise the risk of becoming victims.
- 7.2.7 The CDRP has led a number of campaigns to inform residents about the risk of crime and importance of securing their property. The consistent rate of insecure burglaries suggests that some messages are not proving effective.
- 7.2.8 The Customer Insight project at Tameside MBC is a valuable resource for the CDRP to target appropriate information to each household. This allows messages to be communicated to residents by the most effective channel. Supporting the Simple 2 Start initiative to help identify hotspots and target hardening schemes such as alley-gating remain key actions for the CDRP but may be subject to decreased resource.

### Conclusions

- 4. Reducing burglary and its impact on victims is a major priority for all partners in the Crime and Disorder Reduction Partnership.
- 5. The Crime and Disorder Reduction Partnership has an important role to communicate developments to the public and provide information on how to minimise the risk of becoming a victim.

## Recommendations

2. That the Burglary Reduction Group plays a central role in directing resources to tackle burglary, building on the already strong partnership working in the Crime and Disorder Reduction Partnership.
3. That the Crime and Disorder Reduction Partnership make use of Customer Insight to appropriately target messages about burglary. Appropriate correspondence with residents continues to be important to reduce the number of insecure burglaries. More can be done to encourage residents to report suspicions to the Police.
4. That the Crime and Disorder Reduction Partnership continues to work with Greater Manchester Against Crime to provide analytical support and that the CDRP continues to support capital hardening measures such as alley-gating.

## 7.3 The role of the Police

- 7.3.1 The Panel met with Superintendent Alan Lyon from the Tameside Division of Greater Manchester Police to discuss the Police's approach to tackling burglary in the borough. The Panel also visited one of Superintendent Lyon's daily management meetings, to observe the day-to-day approach to responding to emerging crime threats and to ask further questions arising from the review process.
- 7.3.2 Burglary is a major concern for Greater Manchester Police, particularly given the invasive nature of the crime and effects on the victim. Greater Manchester Police is a leading partner in the CDRP and welcomes a broader partnership approach including more work with community groups.
- 7.3.3 Greater Manchester Police has a target of a 10% volume reduction and 17% fall in sanctioned detections with respect to burglary this year. Tameside is off-target in both respects at the time of writing. However, it was noted that burglary rates have shown signs of improvement since the most recent figures released during the review.
- 7.3.4 The Tameside Division receives an appropriate share of central Greater Manchester Police resources and bids for these in accordance with need. Officers and other resources are deployed flexibly in response to intelligence and activity. Tameside is able to bid into GMP-wide force resources to respond to any significant spike in burglaries.
- 7.3.5 The Tameside Division has also made use of premium forensic services to fast-track the identification of offenders. This analysis can be completed within minutes or hours, helping to prevent suspects offending again that day.
- 7.3.6 Greater Manchester Police acknowledge that a challenge exists to effectively communicate the range of work being undertaken around burglary and how residents can raise issues with the service. Residents are encouraged to contact their local neighbourhood police team if they witness any suspicious activity. This

helps the Police to build a profile of each neighbourhood and gather intelligence on where burglaries might occur in future.

- 7.3.7 Neighbourhood Policing Teams have become more crime focused. They still perform an important community engagement function but also have an important role in gathering intelligence and information to enhance the Force's awareness of emerging burglary threats.
- 7.3.8 Neighbourhood policing is supported in areas such as Ashton St Michael's by a text service to residents, who are informed of any burglary activity in the area. This could impose unsustainable resource commitments if it were rolled out to the whole borough, but could continue to be used on a selective basis, or use an alternative communication method such as e-mail.
- 7.3.9 The Tameside Division is utilising hyper-risk mapping. This is an innovation from Trafford, which identifies risk areas, as small as 300 metres, to support the deployment of resources and inform patrol plans.
- 7.3.10 Weekly emerging threat meetings use information from the Integrated Offender Management team to target known offenders who may be at risk of committing burglaries. This is intelligence-led and is effective in disrupting activity.
- 7.3.11 The Police effectively use extensions to custody for suspected burglars where appropriate.
- 7.3.12 The Police are undertaking a range of measures to tackle high burglary rates:
- Batlow Operation – involves cold calling on current offenders based on IOM data. Officers will take descriptions of clothing, speak to offenders and check their recent activity with the intention of disrupting potential plans to reoffend.
  - Franklin Operation – involving court action to extend conditions of sentences as appropriate.
  - Days of Action – a focused effort to tackle a particular theme one day. This sends a strong message to the public and offenders.
  - Restructuring of CID – including the creation of a Volume Crime Team, which has created more capacity for the CID office to deal with long-term investigations.
  - A dedicated burglary car – this can be employed from 7am to 11pm, staffed by a Detective from the Volume Crime Team and a uniformed officer from Response. This improves the responsiveness and forensic expertise of the service and also provides an opportunity for the officers involved to develop their skills.
  - Developing strong links with Greater Manchester Against Crime (GMAC) to further improve analytical and research operations.

## Conclusions

6. The Police and partner organisations enjoy an effective relationship and share a commitment to work together to reduce burglary.
7. Tameside receives its share of resource to deal with burglary and the Division is

effective at bidding for central Greater Manchester Police resources as required.

8. Neighbourhood Policing Teams have become more focused on crime, gathering intelligence and information. This has been successful in improving the Division's responsiveness to burglary threats.
9. Recent Police operations and restructuring and other partnership-wide efforts have resulted in encouraging reductions in burglary since March 2011.
10. The Panel has concerns that reductions in Government spending will impact negatively on burglary levels in Tameside.

## Recommendations

5. That the Tameside Division of Greater Manchester Police continues to bid into force-wide resources to tackle spikes in burglary in the borough.
6. That Neighbourhood Policing Teams continue to focus on gathering intelligence and information.
7. That adequate resources are allocated to fighting burglary in Tameside, particularly to support measures that have resulted in reductions in recent months, such as the dedicated burglary car and Batlow operation.

## 7.4 The role of community and home watch associations

- 7.4.1 The Panel met with Keith Crockett of Farley's Home Watch Association in Droylsden, to discuss the impact of burglary on communities and how burglary rates can be reduced by community action.
- 7.4.2 Farley's Home Watch Association has been in existence for 12 years, meeting on a monthly basis. Around 220 of the 440 households on the estate are members and this large membership is an important aspect of the group's success.
- 7.4.3 Meetings are well attended by local residents and there is strong buy-in from all local public service providers. Local councillors, Police Community Support Officers (PCSOs), police officers and Tameside Patrollers also attend. The Association highly values the input of these organisations, which provides a means for residents to voice concerns with the relevant agencies and also for agencies to receive information.
- 7.4.4 The organisation has a focus as a neighbourhood watch scheme, but also has a dual role as resident's association.
- 7.4.5 Farley's Home Watch Association has a varied funding structure. It does not charge residents to join and receives support from Droylsden East Partnership. The Association successfully bid for funding via Tameside MBC's new You Choose participatory budgeting initiative. This project has enabled the group to provide ultra-violet (UV) identity marking kits, shed alarms, personal alarms and

door chimes to members. The group plan to offer this equipment to other residents in the area in future to help further reduce burglary.

- 7.4.6 The Association reported to the Panel that they have supported successful applications to Tameside MBC for alley-gating projects in different parts of the area.
- 7.4.7 Since the establishment of the Association, there has been a sustained long-term reduction in the volume of burglaries in the area. The Association consults regularly with the local neighbourhood policing team to exchange information and receive notification if any known burglars are in the area or any other increased risk of crime.
- 7.4.8 With the assistance of the Police, Farley's Home Watch Association meet with other neighbourhood home watch groups to share information and coordinate activity.
- 7.4.9 The Association embraces the concept of restorative justice as a positive development. It works with the Community Payback Scheme led by Greater Manchester Probation Trust, to support projects to improve the environment of the area.
- 7.4.10 The establishment of Farley's Home Watch Association has also yielded benefits other than a reduction in burglary rates, such as improved community spirit and more active involvement of residents in community projects. The group has also engaged with British Waterways to support the regeneration of local towpaths.

## Conclusions

- 11. Home watch associations can play a pivotal role in helping to reduce burglary rates in their areas as they are resident-led.
- 12. Active involvement from Councillors, the Police and a large proportion of local residents is important to ensure residents are engaged and that the relevant authorities are informed about developments in the area.
- 13. Tameside MBC's new You Choose initiative is a valuable resource for residents' groups, engaging people in decisions about projects to in their local neighbourhood, such as burglary reduction home watch initiatives.
- 14. Home Watch Associations can engage offenders via the Community Payback Scheme to support improvements in the neighbourhood environment.

## Recommendations

- 8. That Councillors, Police Officers, PCSOs, Patrollers and other officers continue to engage with residents' groups and home watch associations, sharing information on emerging burglary threats.
- 9. That existing and new community groups (home watch associations) are supported

by the Council and Tameside Third Sector Coalition to establish a constitution, apply for funding for burglary reduction initiatives through schemes such as You Choose, and expand their membership.

10. That neighbouring residents' groups are supported to make links with one another and share information to help prevent burglary.

## 7.5 The role of the Probation Service and Integrated Offender Management

- 7.5.1 The Panel met with Richard Barnes, Assistant Chief Executive, Greater Manchester Probation Trust and Enda Ross, Integrated Offender Management Strategic Lead, Tameside MBC to discuss the role of probation in reducing burglary.
- 7.5.2 Tameside's Integrated Offender Management (IOM) scheme, Spotlight, is nationally-recognised as a strong example of truly integrated multi-agency working to reduce reoffending. The scheme recently placed second in an award administered by the Ministry of Justice.
- 7.5.3 IOM has delivered a 61% reduction in reoffending among its prolific and priority offender (PPO) cohort.
- 7.5.4 IOM identifies that stability within an offender's life is critical to preventing further offending. This can be fostered through accommodation, family intervention, employment and volunteering opportunities, and peer mentoring. Changes to the housing benefit system are expected to adversely affect support for offenders to find suitable accommodation.
- 7.5.5 88 offenders whose last offence was burglary are currently being managed by the Probation Trust. 46 of these are on the Integrated Offender Management (IOM) programme, while 42 are not.
- 7.5.6 Burglary is not a victimless crime and it is recognised that offenders do not take the victim into account when committing crimes such as burglary. Restorative justice approaches seek to address this. The Panel welcomes the approach in the Reducing Reoffending Strategy, with recovery, reparation and recognition as central elements.
- 7.5.7 Early intervention is a crucial factor to reduce the risk of future criminality and repeat offending among young people. 50% of the IOM cohort had committed an offence by the time they were 15. The cost of an offender over the age of 16 in the criminal justice system is estimated at £225,000 per year.
- 7.5.8 The IOM scheme seeks to manage offenders with sentences of less than 12 months, with those serving longer sentences being managed directly by the Probation Service. IOM would require more resource to extend its services to a wider range of offenders.

- 7.5.9 It is agreed that the Probation Service can still do more to promote Community Payback to our communities. The Panel visited a Community Payback scheme at Copperas Field in April 2011 and was impressed by the quality of the work, the commitment of the young offenders to give back to the community, and the benefits to both the offenders and local community.

## Conclusions

15. The Integrated Offender Management programme has been a great success in reducing reoffending and rehabilitating offenders, reducing reoffending among its prolific and priority offender cohort by 61%.
16. Early intervention is a crucial factor to reduce the risk of future criminality and reoffending among young people. Large efficiency savings can be made by preventing a young person from entering the criminal justice system.
17. The Panel noted and is concerned that national changes to housing benefits may affect reoffending rates negatively.

## Recommendations

11. That the Integrated Offender Management (IOM) programme is allocated resource to identify and work with offenders outside the current IOM threshold limits and incorporate them within an extended programme.
12. That the Probation service continues to promote Community Payback and restorative justice measures to Tameside's communities.
13. That the Tameside Strategic Partnership supports the successful implementation of the Reducing Reoffending Strategy.

## 7.6 The role of the Youth Offending Team (YOT)

- 7.6.1 The Panel met with Pat Jennings, Head of the Youth Offending Service, Tameside MBC, regarding the service's role in managing young offenders and how to lessen the risk of young people committing burglaries.
- 7.6.2 The Youth Offending Team (YOT) work with offenders aged between 10 and 18 years old. Established by the Crime and Disorder Act 1998, it is a multi-agency team comprising Council staff and secondees from the Police, Probation Service, nursing, mental health, children's social care and education. The YOT uses 40 paid personnel and volunteer staff.
- 7.6.3 The YOT reports to the Crime and Disorder Reduction Partnership and Safeguarding Children Board, establishing a clear link between agencies working with young people and crime.

- 7.6.4 Most of the work undertaken by the YOT is with young offenders on community sentences or offenders who have received cautions or last warnings. This includes young burglars, though the most persistent young offenders are handled through the Integrated Offender Management programme. This accounts for 13 individuals at the time of writing.
- 7.6.5 Of the 1,736 criminal incidents involving young offenders in Tameside from April 2010 to March 2011, 4.6% related to burglary. 44 young people were sentenced in relation to burglaries at 67 dwellings. Most of these sentences were reprimands or community-based orders. Burglary is the fourth most common crime among young offenders over this period.
- 7.6.6 Most offenders dealt with by the YOT fall between 15 and 17 years old, though youngest burglar currently being worked with is 11 years old. This age range presents challenges for the YOT and necessitates a tailored approach for each offender.
- 7.6.7 The YOT varies its approach according to the needs of each offender and the nature of their offence. Emphasis is placed on applying the right support to young offenders. The YOT will consider issues such as school attendance, work programmes and training. The service has access to resource from substance misuse teams, child mental health teams and speech and language services, but does not currently have its own dedicated staff for these.
- 7.6.8 Reoffending among young people is monitored via the Youth Justice Management Information System. Tameside performs in line with other authorities. YOT funding is affected by the service's effectiveness in bringing reoffending down, so the issue is a priority.
- 7.6.9 The YOT's work with victims could be expanded. However, victims are becoming more engaged through restorative justice methods.
- 7.6.10 It can be a challenge for the YOT to work with offender's families, who may be hostile to or disengaged from public service providers. The YOT does currently have services for working with families although the scope of these is determined by resource. The Courts can give an order for parents to work with the YOT, but the onus remains on families to proactively engage.

## Conclusions

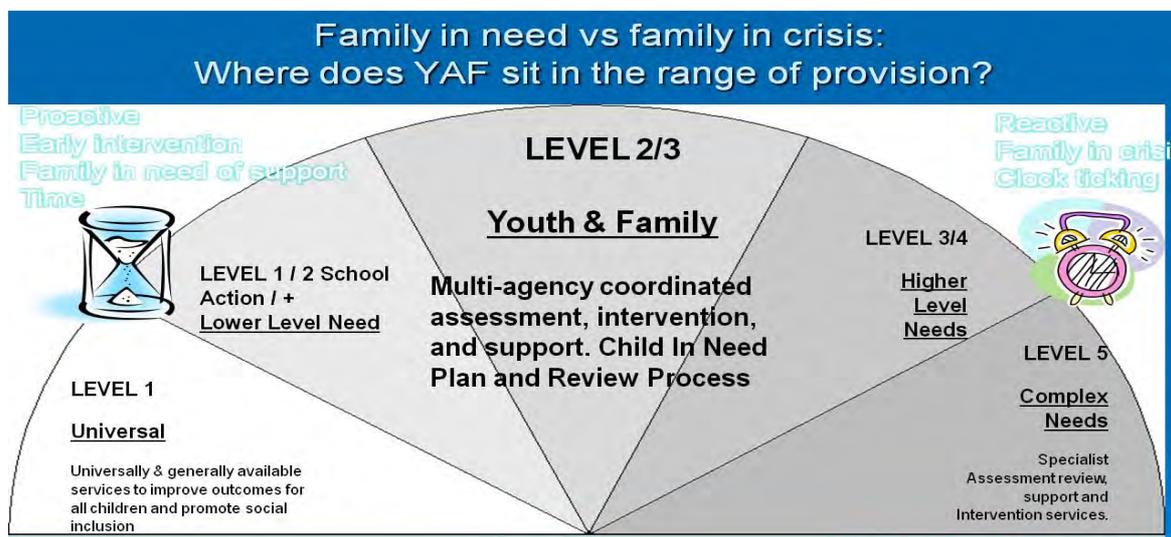
18. Significant numbers of young offenders commit burglaries, but other crimes such as criminal damage and violence against the person are more prevalent.
19. Young offenders often come from turbulent family backgrounds, meaning that we have to understand the individual circumstances and needs of each offender.
20. The Youth Offending Team effectively brings together a wide range of agencies in its work with young offenders.
21. Restorative justice approaches are effective with respect to crimes such as burglary, where offenders often do not consider the impact on victims.

## Recommendations

14. That the Youth Offending Team (YOT) takes a family-based approach to dealing with young offenders, who may come from chaotic family backgrounds. The YOT should work closely with Youth and Family Team in terms of early intervention.
15. That the team continues to have access to substance misuse, speech therapy and child mental health teams, and that work continues towards having dedicated officers in these areas.
16. That the Youth Offending Team continues to develop restorative justice work.

## 7.7 The role of the Youth and Family Team

- 7.7.1 The Panel met with Nick Caws, Head of Inclusion and Personalised Learning, Youth and Family Team, Tameside MBC to discuss the Youth and Family Team's role in identifying risk factors leading to young people becoming burglars.
- 7.7.2 The Youth and Family Team operates on an early intervention basis with those families most at risk of developing problems, operating at levels 2 and 3 of the Tameside Children's Needs Framework. The team operates a multi-agency and localised approach. Interventions are time-limited and solution focused. The team does not currently include police or registered social landlord input.
- 7.7.3 The Youth and Family Team in the context of the range of provision for young people



- 7.7.4 As with the YOT, families have to positively engage themselves in order for interventions to be successful. This is a challenge for the Youth and Family Team in the early stages of a referral or intervention.
- 7.7.5 The Youth and Family Team work with and receive referrals from a range of agencies, but schools and Children's Centres are among the most prevalent.

- 7.7.6 The team's ability to receive referrals from the Police or Probation is limited as a young person being involved in the criminal justice system exceeds the Youth and Family Team threshold and brings that young person into the remit of the YOT. However, the Police may repeatedly encounter families below the threshold of criminality and this information would be valuable to the Youth and Family Team to help prevent potential future offending. The Panel understood that this could be a key area for development going forward to help reduce burglary levels. Developing a common referral process and information exchange between all agencies would be an asset to ensuring that needs of individuals at risk of moving to higher thresholds are resolved through prevention at an early stage.
- 7.7.7 A Common Assessment Framework for families is in development and would be a valuable tool for all agencies working with families. The usefulness of this document will depend on the active involvement of partners in its development, to ensure that it meets the requirements of all relevant agencies.

## Conclusions

22. The Youth and Family Team is a multi-agency team operating on an early intervention basis with families most at risk of developing problems in future. It works below the criminality threshold, but performs an important role in working with potential future offenders.

## Recommendations

17. That the Crime and Disorder Reduction Partnership explores criminality thresholds to ensure that young people at risk of offending and those who have already offended are dealt with in a timely fashion by the appropriate services.
18. That the Youth and Family Team identifies ways of working more closely with registered social landlords and the Police on an operational basis to target interventions with problematic families before offences are committed.
19. That a Family Common Assessment Framework is developed in partnership with agencies within the Crime and Disorder Reduction Partnership, to ensure it meets the needs of all agencies working around the burglary agenda.

## 7.8 The role of the Community Safety Unit of Tameside MBC

- 7.8.1 This review has been supported by the Council's Community Safety Unit. The Panel has met with the Service Unit Manager, Ruth Greenwood.
- 7.8.2 This section of the report highlights functions of the Council with respect to burglary that are not addressed elsewhere in the report.

- 7.8.3 The Community Safety Unit works very effectively in partnership with other relevant agencies through the Crime and Disorder Reduction Partnerships.
- 7.8.4 Tameside Patrollers play an important role in supporting the neighbourhood based work of Police Officers and Police Community Support Officers. Tameside Patrollers are uniformed Tameside MBC officers working with the Police to tackle lower-level disorder and anti-social behaviour. They also offer another link between residents and agencies working around the crime agenda, regularly attending District Assembly meetings and neighbourhood watch meetings. Each District Assembly area has a dedicated team of Patrollers.
- 7.8.5 The Council has a grant scheme for residents to apply for alley-gating in their area. Alley gates improve the security of an area by making it more difficult for burglars to access rear entrances to properties. Alleys must be unadopted, meaning that there is no right of way to any persons other than residents, and all residents must agree for a scheme to go ahead. Once approved, the Council assists residents to implement their alley-gating scheme and engages contractors on their behalf. The location of gates is decided by the resident Project Manager based on advice from the Police. Once the gates are erected they are the property of the residents protected by them; the Community Safety Unit does not manage issues and disputes arising. Residents are advised to contribute to a small fund to cover the cost of maintaining gates.
- 7.8.6 The Community Safety Unit has produced various campaigns around burglary to residents. Many of these have focused around insecurities, such as “Lock Up and Keep Em Out”. These encourage residents to lock their windows and doors, fit and use a burglar alarm, leaving lights on or plug-in timers when not at home and tidying away garden tools which could be used to break into their home. Despite this, burglaries due to insecurities account for 34% of all burglaries in Tameside.
- 7.8.7 The Community Safety Unit hosts a page on the Council website entitled “How To Help Tackle Burglary”, which includes a checklist for residents to reduce their own risk of burglary and improve security in their neighbourhoods.

## Conclusions

23. The Community Safety Unit works well in partnership with other agencies to coordinate the Council’s response to burglary.
24. Tameside Patrollers are a valuable asset supporting neighbourhood policing and reassuring the public.

## Recommendations

20. That the Community Safety Unit refreshes and reviews information given to residents through the Crime and Disorder Reduction Partnership to tackle the persistent issue of insecurities.
21. That resource continues to be allocated to support alley-gating for residents who wish to apply for it.

## 8. Conclusions

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- 8.1 Burglary rates in Tameside are higher than in similar and neighbouring areas, and are continuing to grow.
- 8.2 Insecure burglaries account for a major proportion of burglaries in the borough.
- 8.3 Burglary does not follow a clear pattern. The reasons for Tameside's high rate of burglary are numerous and vary in different parts of the borough.
- 8.4 Reducing burglary and its impact on victims is a major priority for all partners in the Crime and Disorder Reduction Partnership.
- 8.5 The Crime and Disorder Reduction Partnership has an important role to communicate developments to the public and provide information on how to minimise the risk of becoming a victim.
- 8.6 The Police and partner organisations enjoy an effective relationship and share a commitment to work together to reduce burglary.
- 8.7 Tameside receives its share of resource to deal with burglary and the Division is effective at bidding for central Greater Manchester Police resources as required.
- 8.8 Neighbourhood Policing Teams have become more focused on crime, gathering intelligence and information. This has been successful in improving the Division's responsiveness to burglary threats.
- 8.9 Recent Police operations and restructuring and other partnership-wide efforts have resulted in encouraging reductions in burglary since March 2011.
- 8.10 The Panel has concerns that reductions in Government spending will impact negatively on burglary levels in Tameside.
- 8.11 Home watch associations can play a pivotal role in helping to reduce burglary rates in their areas as they are resident-led.
- 8.12 Active involvement from Councillors, the Police and a large proportion of local residents is important to ensure residents are engaged and that the relevant authorities are informed about developments in the area.
- 8.13 Tameside MBC's new You Choose initiative is a valuable resource for residents' groups, engaging people in decisions about projects to in their local neighbourhood, such as burglary reduction home watch initiatives.
- 8.14 Home Watch Associations can engage offenders via the Community Payback Scheme to support improvements in the neighbourhood environment.
- 8.15 The Integrated Offender Management programme has been a great success in reducing reoffending and rehabilitating offenders, reducing reoffending among its prolific and priority offender cohort by 61%.

- 8.16 Early intervention is a crucial factor to reduce the risk of future criminality and reoffending among young people. Large efficiency savings can be made by preventing a young person from entering the criminal justice system.
- 8.17 The Panel noted and is concerned that national changes to housing benefits may affect reoffending rates negatively.
- 8.18 Significant numbers of young offenders commit burglaries, but other crimes such as criminal damage and violence against the person are more prevalent.
- 8.19 Young offenders often come from turbulent family backgrounds, meaning that we have to understand the individual circumstances and needs of each offender.
- 8.20 The Youth Offending Team effectively brings together a wide range of agencies in its work with young offenders.
- 8.21 Restorative justice approaches are effective with respect to crimes such as burglary, where offenders often do not consider the impact on victims.
- 8.22 The Youth and Family Team is a multi-agency team operating on an early intervention basis with families most at risk of developing problems in future. It works below the criminality threshold, but performs an important role in working with potential future offenders.
- 8.23 The Community Safety Unit works well in partnership with other agencies to coordinate the Council's response to burglary.
- 8.24 Tameside Patrollers are a valuable asset supporting neighbourhood policing and reassuring the public.

## 9. Recommendations

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- 9.1 That burglary rates continue to be monitored and understood across the Crime and Disorder Reduction Partnership to inform service delivery in future.
- 9.2 That the Burglary Reduction Group plays a central role in directing resources to tackle burglary, building on the already strong partnership working in the Crime and Disorder Reduction Partnership.
- 9.3 That the Crime and Disorder Reduction Partnership make use of Customer Insight to appropriately target messages about burglary. Appropriate correspondence with residents continues to be important to reduce the number of insecure burglaries. More can be done to encourage residents to report suspicions to the Police.
- 9.4 That the Crime and Disorder Reduction Partnership continues to work with Greater Manchester Against Crime to provide analytical support and that the Crime and Disorder Reduction Partnership continues to support capital hardening measures

such as alley-gating.

- 9.5 That the Tameside Division of Greater Manchester Police continues to bid into force-wide resources to tackle spikes in burglary in the borough.
- 9.6 That Neighbourhood Policing Teams continue to focus on gathering intelligence and information.
- 9.7 That adequate resources are allocated to fighting burglary in Tameside, particularly to support measures that have resulted in reductions in recent months, such as the dedicated burglary car and Batlow operation.
- 9.8 That councillors, police officers, PCSOs, patrollers and other officers continue to engage with residents' groups and home watch associations, sharing information on emerging burglary threats.
- 9.9 That existing and new community groups (home watch associations) are supported by the Council and Tameside Third Sector Coalition to establish a constitution, apply for funding for burglary reduction initiatives through schemes such as You Choose, and expand their membership.
- 9.10 That neighbouring residents' groups are supported to make links with one another and share information to help prevent burglary.
- 9.11 That the IOM programme is allocated resource to identify and work with offenders outside the current IOM threshold limits and incorporate them within an extended programme.
- 9.12 That the Probation service continues to promote Community Payback and restorative justice measures to Tameside's communities.
- 9.13 That the Tameside Strategic Partnership supports the successful implementation of the Reducing Reoffending Strategy.
- 9.14 That the Youth Offending Team takes a family-based approach to dealing with young offenders, who may come from chaotic family backgrounds. The Youth Offending Team should work closely with Youth and Family Team in terms of early intervention.
- 9.15 That the team continues to have access to substance misuse, speech therapy and child mental health teams and that work continues towards having dedicated officers in these areas.
- 9.16 That the Youth Offending Team continues to develop restorative justice work.
- 9.17 That the Crime and Disorder Reduction Partnership explores criminality thresholds to ensure that young people at risk of offending and those who have already offended are dealt with in a timely fashion by the appropriate services.
- 9.18 That the Youth and Family Team identifies ways of working more closely with registered social landlords and the Police on an operational basis to target interventions with problematic families before offences are committed.

- 9.19 That a Family Common Assessment Framework is developed in partnership with agencies within the Crime and Disorder Reduction Partnership, to ensure it meets the needs of all agencies working around the burglary agenda.
- 9.20 That the Community Safety Unit refreshes and reviews information given to residents through the Crime and Disorder Reduction Partnership to tackle the persistent issue of insecurities.
- 9.21 That resource continues to be allocated to support alley-gating for residents who wish to apply for it.

## 10. Borough Treasurer's Comments

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Sustaining capital investment relating to alley gating and other crime reduction initiatives will be reliant on the approval of capital bids for funding in future years. These opportunities are likely to be limited in the future due to financial constraints within the Council. In addition, the continuation of the economic recession reduces the ability of residents to financially contribute towards alley gating schemes. Residents currently benefitting from initiatives in Simple 2 start locations (these being areas throughout the borough identified as at a high risk of burglary) are not required to contribute financially to the scheme. However, although this funding arrangement currently allows the scheme to be successfully implemented, there is an increased capital investment cost to the Council.

It should be noted that resources within Community Safety, the Youth and Family Service, Youth Offending Team and other partner agencies may be reduced in future years in order to achieve financial efficiency savings targets. This will clearly impact on the ability to deliver the recommendations of the report. This is further compounded by possible reductions, or the withdrawal, of revenue grant funding for schemes such as Integrated Offender Management (IOM), which will have a detrimental effect on levels of burglary and crime in general if such interventions do not continue effectively. Consideration will need to be given to the financing of potential future year external funding reductions from alternative resources. It is essential these are explored at the earliest opportunity.

Some crime reduction initiatives in 2011/2012 will be funded by schemes such as 'You Choose'. However, the opportunity to deliver such initiatives would clearly be limited if these funding streams were reduced, or ceased in future years. The Council must utilise its resources effectively alongside the resources of partner agencies in order to reduce the longer term cost of crime across the borough.

## 11. Borough Solicitor's Comments

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The Crime and Disorder Act 1998 creates a statutory duty on Councils.