

Project Name

Shiregreen Alliance Partnership

Location

Shiregreen Estate, Sheffield

Summary

Scanning:

Towards the end of 2007, there was a rise in crime on the Shiregreen Estate, one of the biggest estates in the whole of Europe; houses were being broken into after residents had de-camped for renovations to commence on their properties. The existing metal and heating systems stolen also coincided with a national rise in metal theft. The impact meant that Sheffield, was contributing 6% of all metal theft within South Yorkshire. The work, which the partnership completed, linked into the force wide strategy to reduce metal theft. This was highlighted by Your Voice Counts Surveys and the British Crime Survey.

Analysis:

Key stakeholders were: South Yorkshire Police (SYP); Sanctuary Housing Association (SHA); Keepmoat Homes Contractors (KH); Local Authority (LA). Initially, empty properties awaiting renovation were targeted for scrap metal and heating systems. SHA bore the burden of the financial costs of burglaries and thefts, replacing boilers and heating systems in the properties. *Victims:* Sanctuary Housing and Local Residents. *Location:* was empty properties undergoing renovation. Analysis showed no pattern to occurrence of crime due to isolated location and offenders would work in the house unhindered often disguising themselves as workmen.

Response:

The response phase commenced in January 2008, the stakeholder group met to discuss results from the scanning and analysing phase, deciding how to progress the response stage. The group consisted of key decision makers for each partnership allowing the project to be driven forward within the time scales agreed. The partnership felt by concentrating on the location, problems identified under victims and offenders would largely be eradicated. The location was the area where the partnership could make a significant difference through long-term, sustainable crime prevention measures.

Assessment:

Evaluation of the short and medium response was continually assessed at the partnership monthly meetings, enabling stakeholders to discuss, in detail, development of each phase. Once the long-term response commenced, the assessment was driven and evaluated on a monthly basis through the Neighbourhood Area Group, using information and data from the TARA, NIM, CMU, SHA and customer satisfaction surveys. In order to ensure our objectives had been achieved through our response, each one was assessed separately.

Word Count: 356

SCANNING

Key Stakeholders

South Yorkshire Police (SYP)
Sanctuary Housing Association (SHA)
Keepmoat Homes Contractors (KH)
Local Authority (LA)

In 2007, Sanctuary Housing Association, a third sector organisation, purchased 2,500 homes from the Local Authority commencing a five-year regeneration project on the Shiregreen estate, Sheffield. This estate is one of the largest in the country coming within the top 5% of the most deprived areas in the UK. SHA were committed to making the estate a safer and more vibrant place to live and work, improving the quality of life for residents.

Towards the end of 2007 saw a rise in crime on the estate, houses were broken into after residents had de-camped for renovations to commence. Existing metal and heating systems stolen coincided with a national rise in metal theft. As a result Sheffield was contributing 6% of all metal theft within SYP. The work, which the partnership completed, linked into the force wide strategy to reduce metal theft.

- The source of information used by SYP, identifying Crime and Anti Social Behaviour, came from the Crime Management System (CMS).
- SHA were unable to provide exact data during the scanning thus identifying this as a major problem, which needed addressing.
- The LA could only provide data on street lighting and fly tipping for Sheffield as a whole, and were unable to change how they collated data.
- KH employed by SHA for the 5-year contract; could only provide data for costs of providing further contractors to replace boilers, heating systems and repairing damage. This work was undertaken in conjunction with SHA to address the problem.
- Community data and perceptions of crime were collected through the SYP 'Your Voice Counts' survey, community assembly groups, Neighbourhood Action Group (NAG), Tenants and Residents Associations (TARA) and Neighbourhood Watch (NW).

The impact to SYP as a result of the rise in crime, affected the district reaching their targets on reducing crime and improving confidence and satisfaction. There was a greater resource demand due to increased burglaries, longer-term implications through burglary detections and processing offenders through the criminal justice system.

SYP were aware of similar offences being committed on other estates around the county; the work completed by our partnership would act as a benchmark for other organisations. We would promote the success of the project to other social property owners assisting them to reduce crime in their areas. We were also aware of combating displacement working with our nearest neighbouring estate throughout the project alleviating this problem.

Due to rapid escalations of boiler thefts, and subsequent rise in other crime and environmental issues, it was identified that action needed to be taken promptly, tackling the problem utilising the Problem Orientated Partnership (POP) model.

The police needed to work with partners and community to address the below objectives.

- Reduce theft of boilers through sustainable crime prevention measures
- Improve quality of life for residents on the Shiregreen estate
- Build trust and confidence with the community
- Improve the environment of the estate

ANALYSIS

History

Methods of reporting offences were inconsistent, sometimes reported by the resident, KH or SHA. This made it difficult to establish the extent of the problem resulting in an inconsistent approach to investigating the crimes.

Table 1 shows the number of boilers stolen each month from January to November 2008, 41 in total, data leading up to the commencement of the crime prevention interventions.

Costs to SHA of the thefts, replacing boilers and subsequent repairs was £180,000 in 2007. If this continued over the five-year project, costs would be in the region of £900,000. SHA recognised this as a significant financial implication which they wanted to reduce. This would enable them to utilise their budget to the benefit of the residents and estate.

The regeneration project aimed to improve the quality of life for the residents. In order to assess the feeling of the community's confidence and satisfaction, SYP completed a YVC survey. Table 2 shows responding residents and their recent burglary concerns.

The survey mirrored the feelings of the community who gave verbal inputs at the Community Assembly meetings and TARA, expressing their concerns around their homes being broken into and not feeling safe in their neighbourhood.

The survey gave an indication about the importance of environmental issues. The community were concerned about the high level of fly tipping, and poor street lighting. The partnership wanted to make improvements, helping to reduce the perception of crime, improve quality of life for residents, building trust and confidence.

Problem Analysis Triangle

By utilising PAT, we identified the extent of the problem establishing further gaps in the analysis.

Victims

- Sanctuary Housing Association
Initially, empty properties awaiting renovation where being targeted for scrap metal and heating systems, SHA were losing the opportunity to weigh in scrap metal themselves and reinvest the money in the regeneration project. They bore the burden of the financial costs of the burglaries and thefts, replacing boilers and heating

systems in the properties. Extra contractors were employed to complete this work to remain on schedule. SHA were committed to achieving their targets, allowing residents to return home as quickly as possible, delivering a quality service. The estate, was perceived to be a high crime area; this was established through the British Crime Survey and locally through SYP's crime recording. SHA had homes, which were un-let, due to the public's low confidence of the estate, resulting in a financial loss of revenue for SHA on un-let properties.

- Residents

Information from www.publichealthsheffield2006, states that 49.8% of people living on Shiregreen are unemployed, with 29.7% of households claiming income support; many people cannot afford to have their homes broken into and their property destroyed. Consequences of the burglaries and thefts were that victims suffered the trauma of knowing they have had strangers in their homes, feeling vulnerable and victimised. They had the uncertainty of believing they had been specifically targeted, or watched, often feeling the offenders would return.

Victim's homes had water damage to carpets and furniture; offenders ransack rooms looking for items or cash to steal. Victims had the trauma of dealing with the aftermath of the burglary, insurance companies, making claims, having workpeople in their homes repairing damage. Quite often, they would be without hot water or heating for days causing further distress. On occasions, this meant elderly or young vulnerable people suffering from extreme cold. There was a financial implication for victims, especially if they did not have insurance and could not afford to replace or repair their homes and contents.

Members of the community stated in the SYP YVC survey that burglary should be a priority for police and partners, stating they were very worried about their homes being broken into and, if dealt with successfully, this would make a positive difference to living in the locality.

- Utility companies

Offenders removing boilers without any technical knowledge were putting themselves in danger of sustaining serious injury of electrocution or burns should the gas ignite. This created an absolute risk to anyone accessing the property for genuine reasons. Removal of boilers from power supplies had a financial impact on the utility companies.

- Recipients of stolen property

Innocent parties were inadvertently receiving stolen boilers without any knowledge they were handling stolen goods; there was nothing on the boilers to indicate they belonged to SHA. Local scrap metal dealers, Stembridge and Heppenstall Metal, were indirectly handling the stolen metal. The partnership linked into the SYP task force addressing metal thefts throughout the force, under Operation 'Hot Metal'.

When KH commenced stripping out the empty properties the day the tenant de-camped, this helped to alleviate the scrap metal dealers as victims.

Analysing the data from SHA, Victims, Utilities and Scrap Yards, we recommended the following action be undertaken:-

- Raise awareness of boiler thefts through media, SHA newsletter, community meetings, TARA, NHW and SYP neighbourhood policing team's (NPT) website.

- Crime reduction campaign, targeting vulnerable victims, and elderly residents, offering help and advice.
- Targeted approach to investigations through National Intelligence Model (NIM) sharing information with partners.

Offender

Limited information was available on the offenders and this needed addressing in our response. What we did know was that offenders were local residents or contractors working on the redevelopment. Offenders either knew a property was empty and ready for stripping out, or witnessed tenants leaving their homes. Empty properties were raided the same day or within a couple of days of the property becoming empty, offenders would need to have this local knowledge. In renovated properties, boilers were stolen as soon as they had been fitted, suggesting it was either the contractors or local residents watching the work in progress.

We established through NIM that lead, metal and boilers were being stored in empty properties or gardens on the estate and removed later. Information obtained from the 'Hot Metal' tactical team suggested that metal was being weighed in, at local scrap yards, but the new boilers were not being disposed of in this way. The lack of joint working with partners in relation to the thefts, was also adding to the problem of being unable to identify the offenders.

With the amount of work completed on the estate, there were many stationary and transient work related vehicles. Offender's vehicles blended in; making it difficult for the community to identify and report suspicious vehicles.

Analysing the data from the NIM and 'Hot Metal' we recommended the following action be undertaken:-

- Enhance intelligence gathering through local NPT's for offenders and vehicles used.
- Ensure information sharing protocols in place for partners.
- Actively target offenders and vehicles in the locality.
- Reduce ability of offenders to steal boilers/make them valueless through target hardening measures, using the 10 principles of crime reduction.

Location

After analysing the location, it was clear that it would be very difficult to target a specific area either overtly or covertly. The estate has some very narrow, curved roads with pedestrian short cuts and gennels connecting the roads on the estate. Houses under renovation were at different stages of completion, sporadically placed throughout the estate.

There was no pattern to the thefts, no specific dates or times when they were occurring. It was possible for offenders to spend lengthy periods in the houses where they were isolated or out of public view. The estate has very poor lighting due to old lampposts using yellow light; many of the lampposts were not working or had been deliberately damaged. During winter months, it was extremely dark on some roads and areas.

The location had skips on roads and paving areas outside the houses, porter cabins were erected housing the contractor's equipment. During the day, many large lorries,

wagons, cement mixers, utility vans and other contractor's vehicles were around the estate. This made the location an ideal place for offenders to blend in and not appear suspicious. There was a lot of fly tipping, rubbish in gardens and streets giving the estate a look of dereliction in places, this compounded the ability of the offenders to steal the boilers.

Whilst the residents understood the need for the ongoing work to be completed, it was still upsetting for them.

Analysing the data from the estate we recommended the following action be undertaken:-

- Increase partnership working with SHA and KH sharing information about properties they were working on and stages of renovation.
- Formulate a strategy with the LA ensuring fly tipping and rubbish be removed immediately, engaging and educating contractors and residents.
- Commence negotiations with LA and SHA about the poor lighting, how this could be improved / replaced.
- Increase partnership working making the estate more aesthetically pleasing during renovations, improving the quality of life for residents.

Applying PAT identified that each agency within the partnership needed to fully commit and accept responsibility for their actions during the response phase of the project.

Residents needed to be part of the processes, educating them around crime prevention, personal responsibility for rubbish and litter, reporting incidents and crimes so that we could build up our intelligence base around the PAT. It was important we kept the community up to date throughout the project with results, building trust and confidence.

RESPONSE

The response phase commenced in January 2008, the stakeholder group met to discuss results from the scanning and analysing phase, deciding how to progress the response stage. The group consisted of key decision makers for each partnership allowing the project to be driven forward within the time scales agreed. The partnership felt by concentrating on the location, problems identified under victims and offenders would largely be eradicated. The location was the area where the partnership could make a significant difference through long-term, sustainable crime prevention measures.

Responses was completed in short, medium and long-term phases. Through swift interventions, the partnership quickly stopped the theft of metal from empty properties. KH agreed to strip out all metal and heating systems from properties the day the residents de-camped. Sytex (universal fixings covering doors and windows) was fitted the same day, with clear signage stating the property had no metal inside.

The impact on offenders meant they quickly changed their methods and concentrated on breaking into newly renovated properties, stealing new combination boilers and heating systems. The partnership re-evaluated the problem and used 9 of the 10 '*principles of crime reduction*', (see Table 3) and the *ARC* principles ensuring the response was '*Achievable, Realistic and Cost Effective*'.

Short Term

The following measures commenced January 2008.

- An updated list of empty properties supplied by SHA to the LPT identified the locations of properties including un-let properties.
- KH provided LPT with weekly lists of properties under renovation allowing directed patrols to commence on vulnerable properties, see Appendix A for patrol routes.
- High visibility patrols completed by LPT, PCSO's and LA wardens, offering reassurance to residents, and acting as a conduit for intelligence gathering.
- A press release was incorporated into the Shiregreen newsletter and sent to all residents, informing them of the thefts, and danger, of buying second hand / stolen boilers.

Medium Term

The partnership assessed how permanent crime prevention measures were to be incorporated, vastly reducing the number of burglaries and thefts, the following ideas were agreed and implemented July 2008 onwards. This was after re-evaluation due to the offenders moving from stealing metal to boilers.

- Linked into local, force and regional 'Hot Metal' task force sharing and obtain information, intelligence, and good practice.
- Pre-planned overt/covert partnership operations (sting house) utilising a tracking device on boilers and police technical covert equipment.
- Mobile telephone link was set up from security offices on the regeneration sites to LPT's, allowing rapid response to intruders/offenders on target properties.
- Clearways security supplied, fitted and monitored individual alarms on vacant properties the day residents moved out, remaining in place until residents returned.
- Easily removed Sytex was fitted to internal fittings rather than external thus providing greater security.
- All boilers were marked with ultra violet identification unique to SHA, attaching prominent, tamper proof SHA logo. This enabled boilers to be identified once stolen, helping to deflect offenders from stealing boilers or people from buying them.
- Bring out your rubbish days were organised allowing residents to dispose of unwanted items prior to leaving properties, discouraging dumping of rubbish on streets / gardens.
- Skips moved off streets to gardens, broken fences repaired, graffiti removed, bushes cut back, street lighting repaired. This allowed a small measure of kerb appeal for residents, offering reassurance that partners were addressing local concerns.

Long Term

The following long-term sustainable crime prevention measures commenced from November 2008 onwards.

- Each boiler has a unique manufacturer's identification code. Law states any persons fitting boilers has to be qualified and registered. All boilers fitted have to be registered with manufacturers and building regulators. Any person wishing to purchase a control panel from the manufacturer needs to provide the unique reference number of the boiler and their CORGI/GAS SAFE registration number.

- New boilers have clear identification markers and are traceable; this is to extend through the SHA maintenance programme to all boilers throughout the country.
- Following installation of boilers, and after testing, main control panels were removed and stored off site, re-fitted the day resident returns. Panels alone cost 70% of the boiler price, the boiler is worthless without it.
- Protocols in place whereby 'Vaillant' boiler manufacturers notify SYP about any person attempting to purchase a control panel of a boiler, which has been stolen. Any one not qualified cannot purchase boiler parts.
- SHA moved to 'Secure By Design' UPVC doors preventing breaches. Additional security measures incorporated into existing fitted doors, raising them to 'Secure By Design' standard.
- Upgraded sytex.
- Signage upgraded informing offenders properties were alarmed, monitored and major component parts of boiler have been removed, rendering it worthless.
- The LA immediately repairs broken streetlights.
- SHA to fund the total exchange of all the streetlights, contributing to the reduction of all acquisitive crime on the estate.
- Rapid deployment CCTV installed on Hartleybrook Shops, the main arterial route through Shiregreen. This is a hot spot for local youths and, can be monitored remotely by LPT for intelligence gathering purposes. Offers reassurance to the community who feel safer knowing the police are actively monitoring their estate.
- SYP Shiregreen patrol strategy in place allowing default patrols to incorporate licensed premises, shopping precincts, schools, places of faith, public meeting places. Staff link into the community, enhancing public safety and perception of crime, obtaining intelligence and information about areas of concern.

The partnership continues to engage with residents through SHA newsletters, SYP website, and community meetings, NAG, TARA and NW. Updating the community on progress made and excellent results achieved had helped people feel safer in their homes, and more confident in leaving them unattended.

ASSESSMENT

As a direct result of partnership working in Shiregreen, crime was reduced and people's perceptions changed. Through sharing good practice at response phase all objectives were met. In order to evaluate the impact to the community, comparisons were made before and after the response, using the YVC survey.

Evaluation of short and medium responses was continually assessed at the partnership monthly meetings, enabling stakeholders to discuss, in detail, development of each phase. Once the long-term response commenced, the assessment was driven and evaluated on a monthly basis through the NAG, using information and data from the TARA, NIM, CMU, SHA and customer satisfaction surveys. In order to ensure objectives had been achieved through our response, each one was assessed separately.

Reduction of boiler thefts

It was evident, from the early assessment, that the project was having a significant impact on reducing the number of boilers stolen. Table one in analysis, shows 42 boilers stolen in 2008. Table 4 shows a significant reduction of boiler thefts with only 8 stolen in 2009.

Due to improved working relationship of stakeholders, information and intelligence has greatly improved. SYP intelligence led covert operations, resulted in the arrest of a team of offenders stealing boilers from 'Sting House'. This sent a clear message to other associated offenders committing the same crime throughout the city. All offenders received criminal convictions.

The impact for SHA was a huge financial saving from £168,000 in 2007 to £38,000 in 2008 and £37,000 in 2009. This allowed SHA to utilise their regeneration budget on the long-term target hardening measures.

Improved residents quality of life

To assess the impact of regeneration and partnership working, SHA empowered the Junior TARA to assist them in making a DVD. Young residents toured the estate talking to people of all ages living and working on the estate. This allowed local residents opportunities to express their feelings about the estate and work completed by the partnership.

Below are quotes from some of the residents off the DVD:-

"The estate has improved a lot since Sanctuary took over; they have improved the houses and the estate".

"I like the fact that it has quietened down a lot, more police on the streets, much cleaner and I feel safe going to the shops knowing I will not be harassed".

"People can feel safe and walk the streets".

Building confidence and satisfaction

Table 2 shows that during the analysis phase residents felt that Burglary should be a priority for police and partners. The SYP YVC survey, 2009, indicates how the community now feels with confidence increasing. 706 residents completed the 2007 survey, 659 in 2008 and 533 in 2009.

Overall, improvement that police are dealing with things that matter is shown in Table 5 as 8% from 2007 to 2009

Through resolving local issues for the local community, trust and confidence was greatly improved. This was monitored through the positive response at community meetings, SYP crime management and SHA surgeries.

Improving the environment

In 2009, SHA decided to replace all the estate streetlights at a cost of £2,000,000, the impact of white lighting has made the community feel safer, discouraged local youths from congregating in dark places. The estate has been enhanced for residents and acquisitive crime reduced.

SYP's YVC survey has shown over the past three years that litter and rubbish is now the fourth biggest problem the community wants partner to address. As a result of this project, environmental issues are now part of daily business addressed through the NAG.

Once the response phase commenced, we shared sustainable crime prevention measures with other property owners in Sheffield, including Places for People and Sheffield Homes. These organisations have adopted the crime prevention measures into their own redevelopments and have welcomed sharing good practice, helping to reduce crime on other estates.

Quote from Housing Manager Nicola Savage - Places for People

"We currently manage more than 60,000 homes from Edinburgh to the Isle of White. Since September 2008, we have not been installing boilers to any empty properties until the day the tenant moves in; we have adopted this practice throughout our properties in Sheffield. We regularly share good practice with SYP and other housing providers in the area and nationally".

KH have adopted the new working practices throughout their organisations allowing them to contribute to reducing crime on all ongoing and future projects throughout the country. Forces around the UK have been in contact with the partnership looking to implement the scheme within their own areas.

Quotes from partner agencies involved in the project.

A/Chief Superintendent Andy Barrs - SYP

"The Shiregreen estate lies in one of our most deprived communities and the refurbishment of homes was a key driver, improving the lives of local people, increasing aspirations and building civic pride. When heartless metal thieves targeted the regeneration project, local partners developed an innovative crime prevention project that has drastically reduced the boiler thefts. The success of the project has significantly improved confidence and satisfaction in partner agencies"

Safer Neighbourhood Officer Lisa Moran – Local Authority

"Decent Homes projects are taking place throughout Sheffield, partnership working and early intervention has resulted in a significant reduction in crime and improved quality of life for communities".

David Ward Regional Managing Director - Keepmoat Homes

"Following a Speight of boiler thefts from our sites, we now work in partnership with SYP and have introduced new working practices to remove all boiler central panels from new boiler installations; this has proved extremely effective and contributed to cost savings".

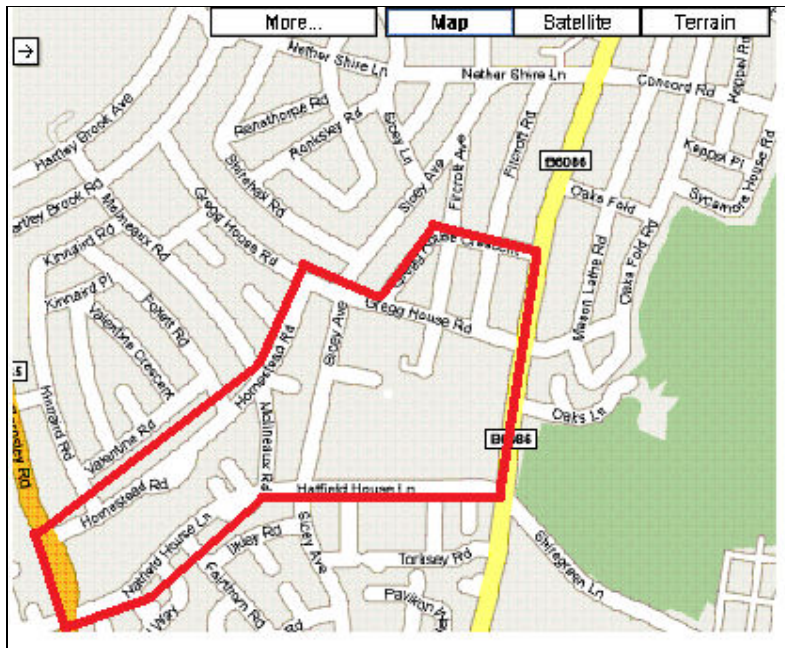
Francesca Cullen Regional Manager – Sanctuary Housing

"This is an excellent example of how joint working can and has made a difference to the people of Shiregreen. The huge reduction in boiler thefts has created a safer environment for residents to live in and has greatly improved the reputation of the estate."

In conclusion, the only thing I would change is to ensure that, from the outset, stakeholder's Senior Managers attend monthly meetings. This would have allowed the project to be driven forward more swiftly, and eradicate miscommunication, during the early stages. Once this was in place, no further difficulties were encountered.

Word Count: 2976 words

ROUTE OF DIRECTED PATROL



Upper Shiregreen



Table 1 – Number of Boilers Stolen January to November 2008

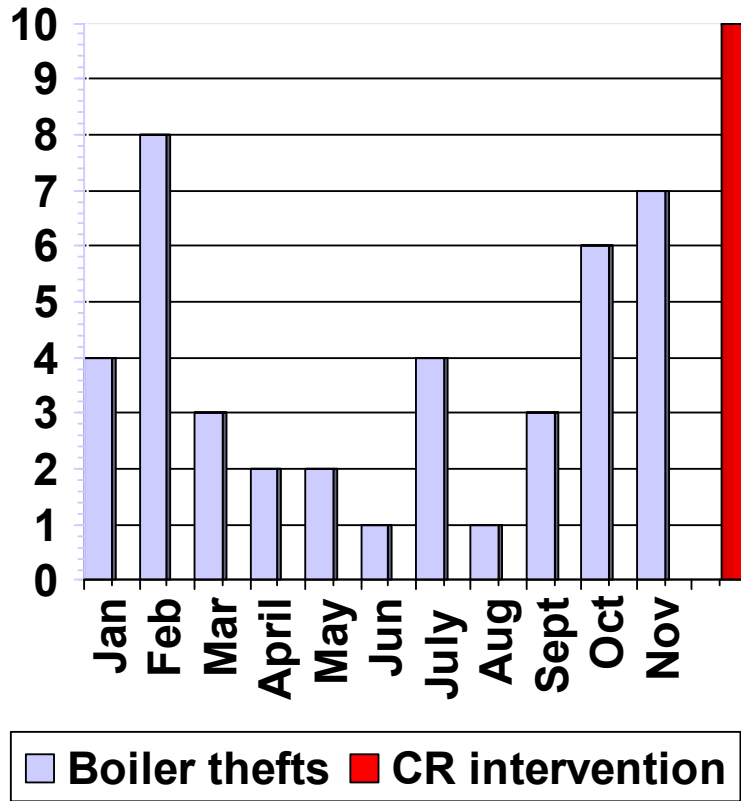
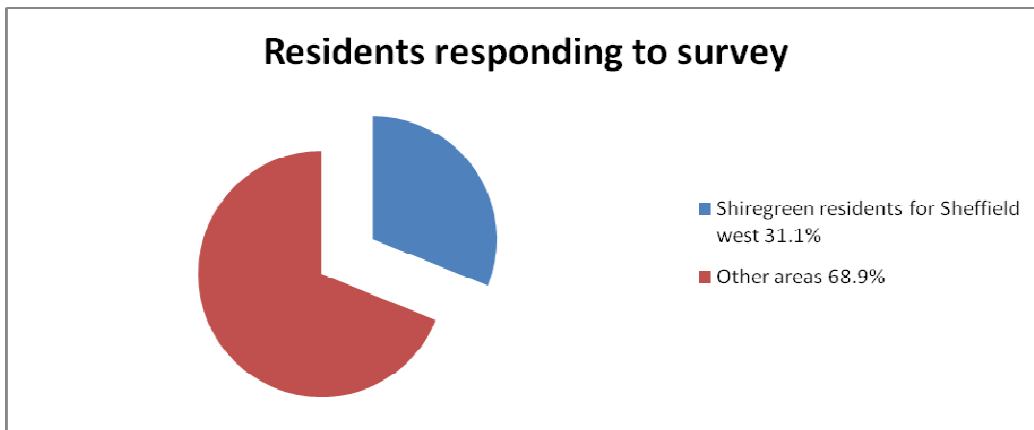


Table 2

Your Voice Counts Survey (YVC) December 2007 (659 Respondents)



Residents burglary concerns

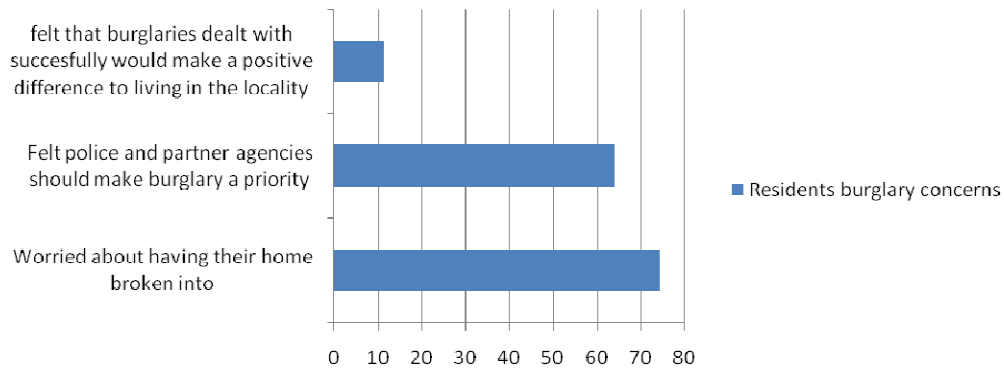


Table 3 – Ten Principles of Crime Reduction

Ten Principles of CR using (9 of 10)

1 Target* hardening- Sytex (security shutter)-made to measure into window/door recesses. Secured by design Doors & Windows

2 Target* removal- remove scrap metals & New boiler Control Panel

3 Remove the means to commit crime –Remove all tools/rubbish around the properties & estate

4 Reduce the payoff- control panel removed, Security skin UV Marking. GC gas registration Number. Reporting, Protocol set up with Plumbing & heating outlets & **Valliant** (boiler manufacturer). Scrap yard raids & checks.

5 Access control N/A

6 Visibility/Surveillance Clearway mobile security, **Mocam mobile CCTV put in place**. Additional patrols both police & security.

7 Environmental design SBD doors & Windows, Sanctuary Street lighting investment of 2 Million Pounds, Keeping the estate clean.

8 Rule setting- Signage on sytex, 'All metal removed, No unlawful entry monitored alarm. Major component part removed from boiler which renders it worthless.
'Property security marked and traceable by the Police'.

9 Increase the chance of being caught- Sting Houses set up uses of smartwater, covert cctv, Trackers in boilers. Information sharing with plumbing merchants. Intelligence via Sanctuary, Residence, PCSOs Wardens, (**Direct link Mobile phone to be used by Clearway control to alert Police Officer on Shiregreen for immediate response**). Monitored alarm in every vacated property.

10 Deflecting offenders- Media through local news. re offenders being prosecuted. Scrap yard checks, policing the estate stop & search vans. people

"Diverting the offenders and potential offenders from committing crime". JR TARA

Table 4 – Number of Boilers Stolen over a given period

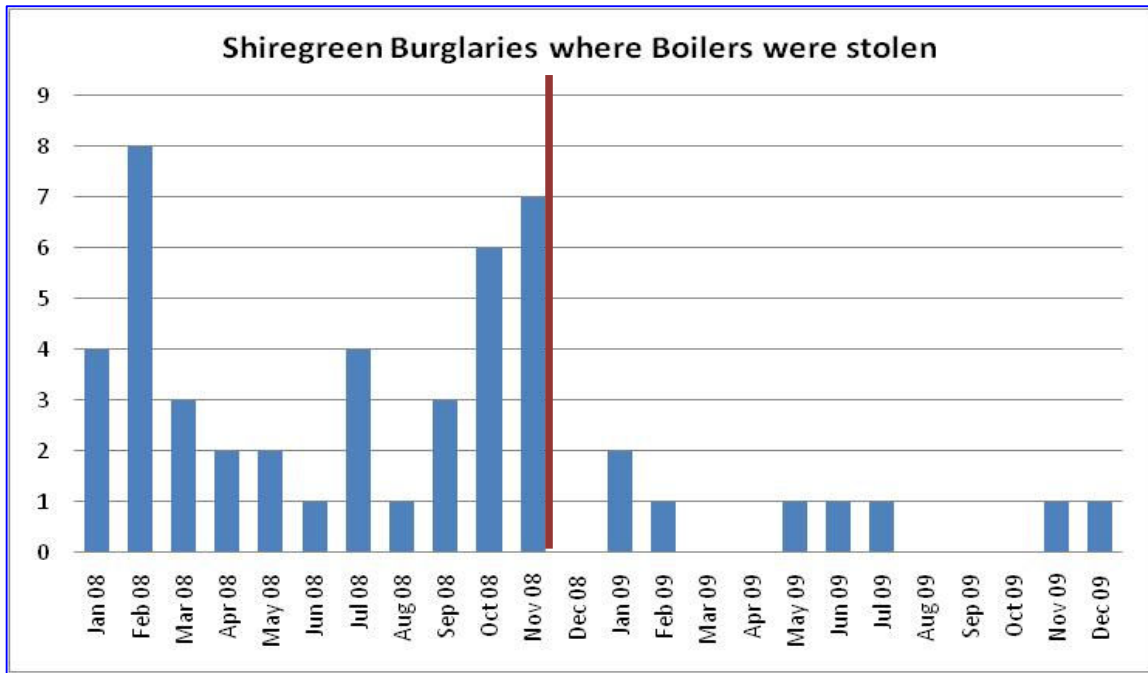


Table 5 – Overall Improvement that Police are dealing with things that matter

