

**Dumfries and Galloway  
Constabulary**



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# The Tilley Award

**safeguard** 2000

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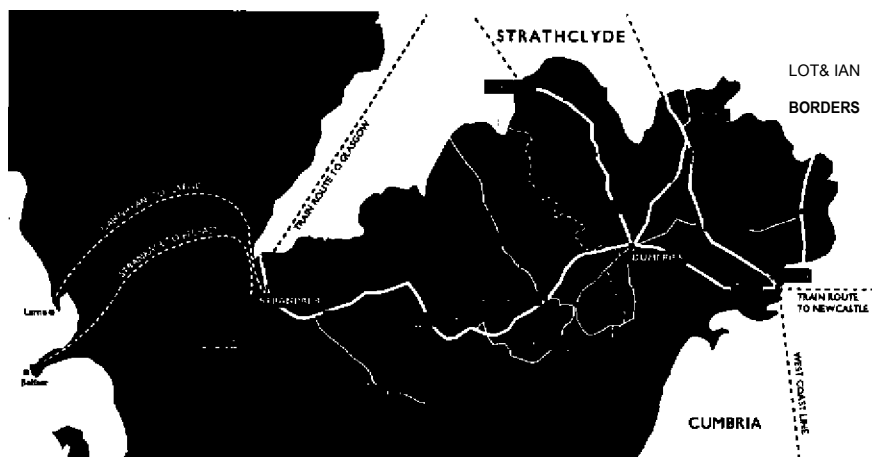
# Introduction

## Our Beat

Dumfries and Galloway Constabulary polices south west Scotland, extending to some 2,469 square miles with 218 miles of coastline. Home to 147,900 people the area is renowned for its natural beauty and good quality of life. A study by Strathclyde University in 1996 identified Dumfries, the region's largest town, as the "Best Place to Live in Britain".

However, the pleasant life in scenic surroundings should not hide the fact that the region suffers some of the highest unemployment in Scotland. Traditionally, industries which employed large numbers have either, like the textile industry, been in decline for several decades or, like agriculture and forestry, have seen new technology severely reduce their work force. Tourism and light industry, including food processing, offer for the most part seasonal and low paid jobs. Rural poverty, incomes across the area at less than the **national average** and housing difficulties, particularly for young single people, are all factors which combine to provide a challenging environment for policing.

Several major transport routes transverse the region including the main west coast rail line, the A74(M) linking Scotland and England and the A75 (E1 8 Euroroute). Last year, the ferry ports at Stranraer and Cairnryan handled 16 774 sailings between Scotland and Ireland, carrying 2 612 216 passengers.



## Britain's Smallest

Dumfries and Galloway Constabulary; which celebrated its Golden Jubilee in 1998, polices this area with 430 police officers supported by 187 Special Constables and 234 support staff. By far the smallest of the mainland British police services, it is also Scotland's oldest force, being the first to be established following reorganisation in 1948.

It is advantageous to service delivery that the force area is coterminous with that of many other important public bodies, including Dumfries and Galloway Council, Health Board, Tourist Board, Fire Brigade and Enterprise Company. Active partnerships and joined up working between agencies are a hallmark of public life in south west Scotland.

Despite its size and location in what is often referred to as 'Scotland's Best Kept Secret,' the force and its local predecessors have dealt effectively and efficiently with some of the UK's worst disasters: the rail crash at Quintinshill, near Gretna, in 1915 when over 220 army troops died, the sinking of the ferry MV Princess Victoria in 1953, killing 135 and the Lockerbie Air Disaster of December 21 1988, when 270 people died.

This international murder case has led to the force being involved in a unique and historic event - the trial of the two accused in The Netherlands, under Scottish Law.

That day to day policing in Dumfries and Galloway continues at its customary high standard is a tribute to the commitment of its staff and to **the co-operation from other Scottish police forces in policing the site at Kamp Van Zeist.**

In his most recent Annual Report, the Chief Constable has been able to report that the police dealt with 8 468 reported crimes, a 6% drop on the previous year, and a detection rate which continues to run well above the national average at 58.8%.

(Appendix A - Force Charter 1998/1999)



# Safeguard

## Objectives

Despite generally low crime and high detection rates, public surveys regularly carried out by the force highlight a number of issues which undermine people's feeling of security within their own communities and therefore detract from their quality of life. As well as drugs abuse, these include vandalism and anti-social behaviour. Force managers identified the need to take a high profile approach to tackling these issues as a direct and positive means of reassurance to those in the community who feel vulnerable. (Appendix B - Force Performance Indicators 1998 1999)

The next step was to develop a strategy and co-ordinate a programme which would be sufficiently flexible to meet the varying needs of communities across the force area whilst at the same time adhering the central purpose of reducing crime and the fear of crime. One model which was closely examined by the force during this development phase was Problem Orientated Policing (POP). Working from a basis that policing should be about solving underlying problems within communities through the active involvement of the public and outside agencies, POP had a clear alignment with the community focus on which this force has prided itself since its inception.

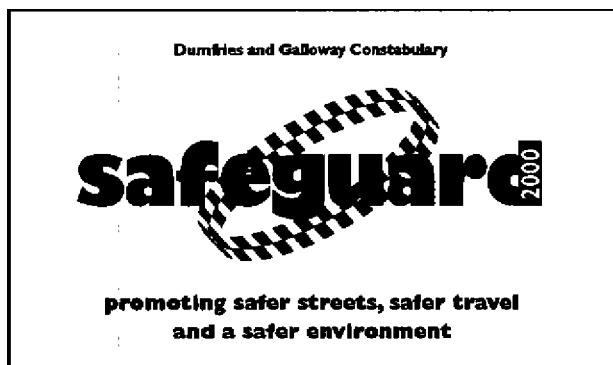
In November 1997, the strategy, now named *Safeguard* was launched, its aim described as:

**"Protecting people in Dumfries and Galloway from those who break the law and so provide a safer environment."**

The ongoing ethos of *Safeguard* has been to address concerns raised by the public and by officers who are close to their communities. In this way, our **quality** of service would be subject to ongoing scrutiny while at the same time we would be offered unparalleled opportunities to improve and to meet the demand for safer communities.

Appreciating the need for not only a successful initial launch but the need to sustain officer interest and public support, the **Safeguardplanning** group framed an eleven point strategy:

1. Mission Statement linking the force's strategy with the aspirations of the community stated as protecting people in Dumfries and Galloway from those who break the law and so provide a safer environment.
2. Promoting safer communities centred on three themes:



- safer streets
- safer travel
- safer environment.

3. Based on experience, local knowledge and the rich resource of partnerships already in place, *Safeguard* was to be developed in association with other complementary organisations, including the Fire Brigade, Trading Standards, Scottish Society for the Protection of Animals, HM Coastguard, Health Board, community councils and many more.

4. Acknowledging that the fear of crime can be as detrimental to individuals and the community as crime itself, each initiative within the *Safeguard* programme has tackling the fear of crime among its main objectives. This is being addressed through high visibility policing with officers utilising yellow reflective jackets. Councillors, the media and other community members have all accompanied officers during *Safeguards*.

5. The importance of marketing the force's efforts and involvement with other groups and organisations was recognised at an early stage of

planning. The appointment by the force of a dedicated Media and Information Services Officer has increased media coverage of *Safeguard*, while locally-based officers take advantage of promotional opportunities offered by their local papers.

6. Involvement and consultation with others in the Criminal Justice system. The Procurator Fiscal Service is always consulted prior to individual initiatives. A youth warning lettering scheme, introduced after consultation with the Authority Reporter to the Children's Panel, advises parents of police concern about the actions of their child where such actions fall short of criminal involvement. After the issue of three such letters, an individual child receives an automatic referral to the Panel.

7. *Safeguard* operations are integrated with routine operational policing, officers being tasked to undertake the targeted duties while covering their normal responsibilities. This ensures that best use is made of available resources and maintains the flexibility and responsiveness which is a hallmark of policing in this area. Increase presence of uniformed patrol officers utilising all services of the force. More foot patrols - the target is for each officer to spend 25% of his or her time on foot - and the introduction of quick, and environmentally sound cycle patrols have been welcomed by the public, as has the use of Special Constables.

8. Adequate preparation and quality briefings, essential to the success of the *Safeguard* operations, have ensured that the force's reputation for quality service delivery is maintained.

9. Investing in the development of stronger links with the local authority has enhanced the community safety objectives of both organisations. This cross-fertilisation has been made simpler and more direct by the allocation of a dedicated Local Authority Liaison Officer, seconded to the Council's Emergency Planning and Community Safety

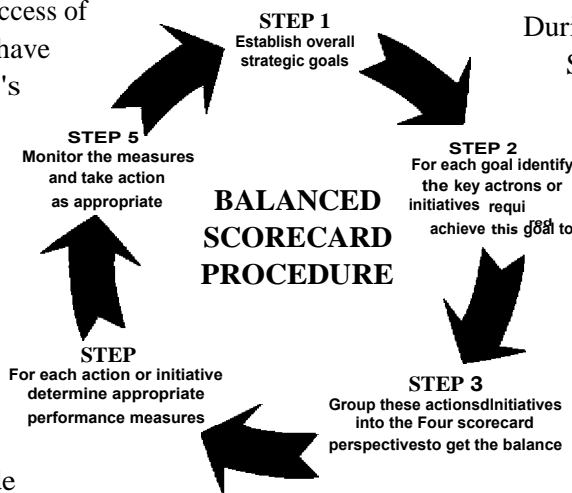
Department.

10. Integration of the *Safeguard* development team into the force's Community Services strategic planning unit has given *Safeguard* the opportunity to link into existing contacts networks already established by officers within communities, neighbourhood watches and other agencies. The establishment of a *Safeguard* Policy Group to ensure sustainability, including representatives from Operational and Community Policing, Crime Management Services and the Mobile Support Group has extended these networks.

11. After consideration of a number of alternatives, the Balanced Scorecard evaluation model was adopted, a move away from the traditional police method often based on crime statistics alone. (See diagram below)

Devised by Kaplan and Norton in the early 1990s and further developed by the Audit Commission for Scotland, the Balanced Scorecard encouraged force management to :-

- Identify the overall strategic goal of *Safeguard*
- Conduct a cause - effect analysis of the problem
- Identify appropriate scorecard perspectives
- Identify and assess appropriate performance measurements
- Monitor and evaluate progress.



During the adoption of the Balanced Scorecard, a Community Services Sergeant tasked with the *Safeguard* brief, worked with Mik Wisniewski, a management consultant with the Audit Commission for Scotland, to develop the method for use by the Police Service, principally for *Safeguard*.

Staff from Dumfries and Galloway Constabulary have recently been invited to address the Coalition of Scottish Local Authorities (COSLA) and to lead seminars at the Scottish Police Training College on the subject of *Safeguard* and its use of the Balanced Scorecard.



# Safeguard in Action

To consolidate the operational and strategic base of *Safeguard*, initiatives are designed by an interdisciplinary policy group representing operational and community policing, Crime Management Services and the Mobile Support Group. Opportunities to draw on the expertise of other organisations and to cement the force's relationships with them are taken whenever possible.

The *Safeguard* Policy Group members are:-

- Acting Superintendent Hunter  
(Galloway Division – Operational policing)
- Chief Inspector **Robson**  
(Dumfries Division – Operational policing)
- Detective Chief Inspector Gordon  
(Crime Management Services)
- Inspector **Glendinning**  
(Community Services)
- Inspector **Proudfoot** (Mobile Support Group)
- Angela McIntosh  
(Corporate Services – Media Officer)
- Sergeant **Galloway**  
(Community Services – *Safeguard* co-ordinator)

Divisional Crime. Managers analyses of current crime trends are fed directly to the *Safeguard* co-ordinator as is information from the Force Intelligence Bureau about crime trends and active criminals.

Community concerns are gleaned through public attitude surveys, by the selective use of an Opinion Meter, police officers attendance at community council meetings, liaison with schools, businesses, hospitals and local councillors. Such issues are fed into the planning process, together with the *Safeguard* co-ordinator's assessment of their force-wide relevance. This ensures that Problem Orientated Policing principals of local ownership and local strategic working

are maintained and encouraged.

Recent *Safeguard* operations have included:-

## Festive Safeguard

Retailers meeting regularly with the police were concerned about an apparent rise in retail crime over the festive period and the feeling of insecurity which was being experienced by more vulnerable people in the town centres. Awareness training seminars on shoplifting techniques, personal safety and fraud were held for shop managers and advice given to licensed premises. By targeting those who commit disorder and retail crime, 564 offences were reported to the Procurator Fiscal and £ 1,504 worth of stolen property was recovered.

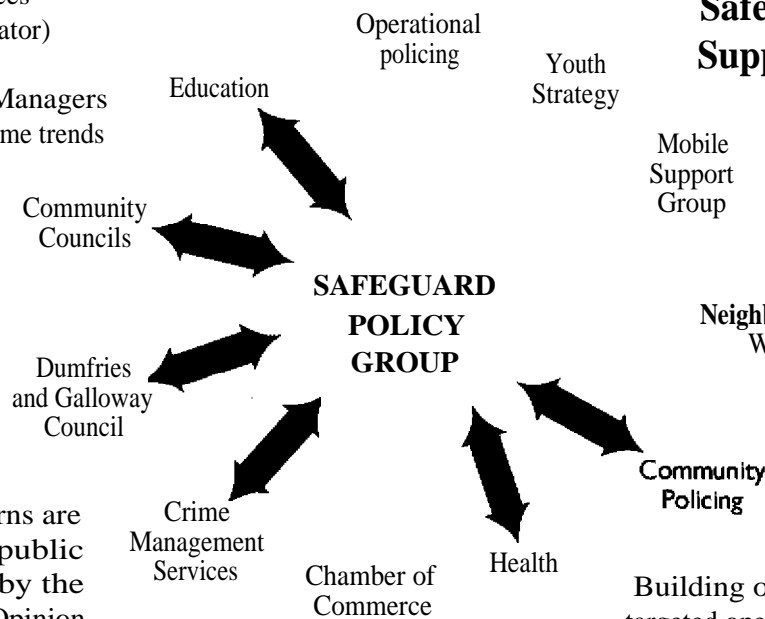
## Fireworks Safeguard

With the issue of fireworks safety being raised by local schools and the Fire Brigade, Police visited retailers together with Trading Standards staff Boxes of illegal bangers and mini rockets were seized. Police Officers and Fire Service personnel visited all secondary schools to promote the safety message.

## Safeguard Against Suppliers

Concern over drugs abuse remains high on the public's agenda. As a leading member of the Drugs Action Team and the Health Education Steering Group, working with education, social services and health the force is active in spreading the anti-drugs message.

Building on successes of previous targeted operations, *Safeguard against Suppliers* targeted dealers. In only six months, over £1,000,000 worth of drugs were recovered, including significant amounts of heroin, cannabis and ecstasy. 187 supply offences and a further 94 offences for possession were reported to the Procurator Fiscal. (Appendix C - Excerpt from Chief Constables Annual Report 1998 1999)



# Safeguard in Focus

This section focuses on one particular recent *Safeguard* in order to further explain the **application** of the underlying principles of Problem Oriented Policing.

## Scanning

Public attitude surveys and the use of Opinion Meter regularly highlight vandalism and under age drinking as problems which were detracting from the quality of life. Vandalism was identified as damaging to an area's amenity, creating a fear of crime and decay and groups of rowdy and disruptive young people, often fuelled by alcohol, were seen as a major factor.

Front line officers indicated that complaints about these kinds of crimes peaked during school holiday periods. Smaller scale, local projects, had shown that positive police action and working with communities could effectively combat this problem.

Nationally Crimestoppers in Scotland, following consultation with all Scottish police forces, planned to initiate its first ever Scotland-wide campaign during the Easter holiday. Concentrating on vandalism, this was to be a major public awareness campaign, encouraging people to report incidents either to local officers or through Crimestoppers 0800 555 111. This campaign had the backing of the Association of Chief Police Officers in Scotland (ACPOS). (Appendix D — Crimestoppers Vandal Poster).

## Analysis

The cost of vandalism in schools throughout the region, mostly arising from broken windows, was identified by Dumfries and Galloway Council as being £47,500 in 1997/98 and £59,000 in 1998/99. In addition, labour costs were almost £100,000 over the two years. A school by school breakdown allowed for targeted patrolling.

Clarification was sought from the Education Department about the use of school grounds out of hours. Sensible guidelines were subsequently drawn up through the Health Education Working Group, of which the force is a member. It looked at the need for security in balance

with the safety of children who often had nowhere else to play. Large gatherings of rowdy young people or anti-social behaviour are not tolerated under the guidelines and officers would enforce this on patrols.

An approach was made to Dumfries and Galloway Royal Infirmary, the primary hospital in the region, about health service dealings with under age drinkers. Consultant John Burton, whilst constrained to some degree by patient confidentiality, confirmed that the problem was endemic and those involved ran the risk of alcohol poisoning and choking.

The 'Balanced Scorecard' evaluation method was again utilised concentrating on the perspectives of the customer; our own internal management processes; finance and the pursuit of continuous improvement.

The *Safeguard* Policy Group conducted a cause – effect analysis (Or what – how), identifying the key issues. (Appendix E – Balanced Scorecard Cause – Effect Analysis and Perspectives) From this Key Performance Measures were drawn up for this *Safeguard* :

- Targeting of identified hot spots
- Foot patrol statistics
- Cost benefit crime reduction
- Improvement in briefings and publicity campaigns
- Quality and quantity of Crimestoppers referrals

Local police offices completed a daily statistical return in support of the ongoing evaluation purposes. (Appendix F – Copy Of Station Daily Statistical Return)

## Response

Given the national Crimestoppers campaign, the evidence of local problems and the forthcoming Easter school holiday, the Policy Group fixed the dates of the *Safeguard* as between Friday 26 March 1999 to Monday 12 April 1999.



The intention of the Crimestoppers *Safeguard* was to :-

**"Impact on the issues of vandalism and underage drinking which effect the quality of life within communities this being achieved through deterrence, enforcement and education:"**

Most officers involved in this *Safeguard* were front line operational police officers. Special Constables were also extensively deployed as were community officers on cycle patrol. All officers wore reflective yellow jackets, their



high visibility itself acting as a deterrent to the vandal and a reassurance to the vulnerable.

Officers were briefed that where sufficient evidence existed all culprits would be reported either to the Procurator Fiscal or Authority Reporter to the Children's Panel. The parents of young people whose behaviour was causing concern would be written to under the force's

youth warning lettering scheme. (Appendix G — Copy of youth lettering scheme)

Crimestoppers acted as a conduit for intelligence and information gathering from the public. This was disseminated throughout the force through the Force Intelligence Bureau. Officers were also encouraged to submit criminal intelligence and CCTV was utilised where appropriate.

Widespread public and community awareness was thought to be important to this *Safeguard*, again serving the dual purposes of deterrence and reassurance. Community Police Officers raised this through their contacts with local councillors, Neighbourhood Watch, School PTAs and other community groups. Officers on duty were accompanied by councillors, local

community leaders and members of the media. Letters were sent to all licensees and community councils.

Involving young people was another important strand of the planning and a town centre shop front display featuring Crimestoppers *and Safeguard* was mounted in Dumfries with the assistance of the College of Art. Prior to the launch school pupils, with the full support of Dumfries and Galloway Council's Education Department, were asked to produce posters on the theme of vandalism.

Other publicity and awareness raising included internal circulation throughout the force, primarily through the Intranet and externally, via the media. The force also made use of the Crimestoppers Vandalism Initiative advertising trailers, roadside hoardings, bus panels and small posters. The AdTrailer was towed by the Galloway Rural Mobile Police Station. The cost of this advertising was borne by the Crimestoppers Trust I Scottish Office Crime Prevention Unit.



## Assessment

The results of this, as with all *Safeguards*, were published on the force Intranet and summaries released to the media. Main outcomes under each performance indicator are listed below:

### Targeting of Identified Hot Spots

- All schools were visited at least once during the *Safeguard* with most being visited regularly, in particular those identified by Dumfries and Galloway Council as suffering from vandalism.

- In addition a number of local areas were identified by officers as requiring extra attention as shown in individual station returns.

### **Key Results**

- 12 windows were discovered smashed at four separate primary schools. This was reduced from previous years.
- Four youths were traced on roofs within building sites in Dumfries.
- Insecurities were discovered at two schools.
- Two youths were reported for vandalism offences.

### **Foot Patrol Statistics**

- 735 officers spent 1171 hours on this *Safeguard*.
- Both Special Constables and the Galloway mobile police station were used extensively as were plain clothed officers and officers patrolling on cycles.

### **Key Results**

- 92 bottles I cans of alcohol were seized.
- 65 young people were referred to the juvenile warning scheme and 162 were warned about their behaviour.
- 40 young people were reported to the Procurator Fiscal or Reporter to the Children's Panel.
- In Gretna a young girl, unconscious through alcohol, was taken to hospital in Carlisle. A 14 year old boy was taken home under the influence of alcohol.
- In Dumfries a 12 year old boy was taken home in drunken condition, two 13 year old boys were removed after being found drinking cider and a 13 year old and 15 year old were found in possession of alcohol within school grounds.
- A 14 year old girl in Thornhill was taken home in a drunken condition.
- A shopkeeper in Kirkcudbright was reported for supplying alcohol to minors.

- In Stranraer two girls aged 14 and 15 were removed to hospital after being found drunk at 10 am in a local park ; a 16 year old was found in possession of a bottle of vodka and a publican in Stranraer was charged with supplying alcohol to minors.

### **Cost Benefit Crime Reduction**

- The force staffing review team calculated that on average a police officer spends 2.22 hours on every vandalism he/she attends. It was important therefore to emphasise that focused patrolling by preventing crime could and did reduce this figure. No overtime was incurred as a result of this *Safeguard* although officers shifts were in some cases altered to concentrate on times of peak activity. All publicity was financed through Crimestoppers.

### **Improvement in Briefings and Publicity**

#### **Campaigns**

- The *Safeguard* featured heavily in all local newspapers.
- Interviews were aired on West Sound and BBC Radio Scotland with follow up bulletins.
- An interview was broadcast on Border Television, with updates broadcast at later dates.
- Dumfries arranged photo opportunities at their themed town centre shop and another to publicise the amount of alcohol seized over the first weekend.
- The background briefing document was supplemented at a local level by most stations who devised working guidelines to assist the delivery in a way appropriate to their immediate locality and its problems.

### **Quality and Quantity of Crimestoppers**

#### **Referrals**

- Calls to Crimestoppers increased 500%, from two rails during the preceding fortnight to ten during the *Safeguard*.
- Referrals were on a number of different topics. All actionable calls are forwarded to the Force Intelligence Bureau for assessment and dissemination.





## Conclusion

The Crimestoppers *Safeguard* was successful in deterring crime. Although some windows within schools were smashed the majority were discovered by officers on patrol. Officers also found a number of insecure accesses to buildings and took appropriate action.



The over all profile of the Crimestoppers number appears to have been raised. This may in the longer term lead to an increase in calls from people in this force area.

The *Safeguard* also raised the awareness of the problem of underage drinking, particularly in public places. The dramatic results of the first few days featured heavily in the media, particularly the age of some of those taken to hospital because of intoxication. The sheer amount of alcohol seized also captured good coverage. (Appendix H – Press Cuttings)

This undoubtedly sent out a message to young people and the public in general that the police would actively enforce the licensing laws. The reporting of a shopkeeper and a publican to the Procurator Fiscal have helped licensing boards understand where youngsters often obtain their alcohol.

Supervising officers within the force saw this *Safeguard* as a focusing of priorities in relation to normal operational policing. The aims and objectives of *Safeguard* and its development within the structure of the POP model demonstrate its secure placing within the working arena of the front line police officer.

Undoubtedly, the issues of vandalism and under age drinking and the links between them were successfully highlighted during this operation. All key performance indicators were met.

## Developments from the Crimestoppers Safeguard

The ethos of Problem Orientated Policing in examining underlying problems has given additional impetus to the forces involvement with the multi-agency Alcohol Liaison Committee, in particular the sub group, the Young Persons Drinking Working Group. This working group aims to ensure the rapid exchange of information between the police, social work, schools and hospitals.

A young persons alcohol diversion pilot project, financed by the Princes Trust, is currently being established. Based in Dumfries it is **hoped that those** people whose misuse of alcohol is a cause for concern will be identified and referred to counselling or other support to prevent alcohol from becoming a major problem in their lives.

Work also continues with the Dumfries and Galloway Youth Strategy Group, involving young people, police, social services, community resources, leisure and recreation, health service and voluntary organisations, as a means of facilitating and encouraging the development of provision for young people.

# Future Developments for Safeguard

Dumfries and Galloway Constabulary has never had a Command and Control system. Whilst the force control room does log all major incidents and responses to same it does not monitor minor events nor crimes, unless serious. Information contained on same merely reflects police response to an incident

Neither does the force have a standardised incident recording system. Whilst the information recorded is the same the actual method of collation is very different with some stations utilising a paper system whilst others operate a localised computer system. None can be researched from a central point.

Whilst the force does have a central records office, the obtaining of data is often difficult and subject to personal interpretation. The system utilised does not allow for the interrogation of different fields of data.

Utilising the SARA model therefore was problematical particularly in respect of in depth analysis of problems. Obtaining hard and fast police data was extremely difficult. This would have been desirable when studying data supplied by Dumfries and Galloway Council and from other sources for comparison purposes.

In April 1998 Dumfries and Galloway Constabulary began developing, in accordance with the Scottish Police Service ISIT Strategy, a standard computerised Incident Management and General Enquiries (IMAGE) system. Under the ISIT strategy a corporate data model is being progressed involving all 8 Scottish police forces allowing the integration and transfer of data between forces.

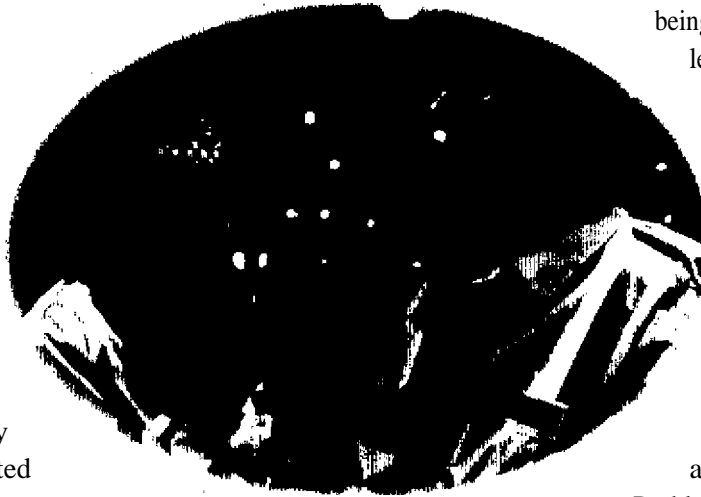
On 21 April 1999 this system went live in Dumfries and Galloway and allows for *easy* access to information which is searchable across the whole force and across various search fields. With ongoing development including the integration of crime and road traffic statistics onto IMAGE this provides an invaluable tool

when carrying out Analysis under the SARA model. Search fields include details on crimes, stage of enquiries, resources **available** etc. This will undoubtedly mean greater analysis of future problems when considering *Safeguards*.

# Conclusion

*Safeguard* has been designed to be sustainable in order to tackle ongoing community concerns utilising Problem Orientated Policing. It should not be viewed as a panacea for all problems associated with the welfare of communities and it is stressed that whilst the police wish to develop joined up working with other partnership agencies, *Safeguard* is but one strand in the corporate community safety strategy being developed in Dumfries and Galloway.

Without doubt its strength is drawn from the fact that ownership of *Safeguard* not only lies with the police but also with those communities we serve. This can only be achieved through the excellent community relations the force is noted for and is demonstrated in the willingness of councillors and other community leaders to accompany officers on patrol to experience at first hand some of the difficulties associated with front line operational policing.



Local understanding and identification of the problems faced by communities is essential when developing Problem Orientated Policing. Equally so is the response to these which requires consultation and community involvement in the planning and execution of *Safeguards*. The introduction of the Balanced Scorecard Evaluation has ensured **that** all areas of *Safeguard* are carefully **evaluated** and monitored to ensure that best practices are identified, best value is being delivered and that lessons are learnt from previous initiatives.

Much of this is only possible with the enthusiastic support and dedication of front line operational police officers who having viewed *Safeguard* with some scepticism at the outset now appreciate the philosophy of Problem Orientated Policing and the benefits it can bring to them in their jobs and to the communities they serve.

Sergeant Graeme Galloway 172  
Community Services  
8 July 1999