



Race Equality Scheme

Northern Constabulary

2008-2011

Chief Constable's Foreword

I am pleased to present Northern Constabulary's third Race Equality Scheme. It is six years since we first presented such a scheme and I am pleased to note that as a service, we are continuing to make good progress in terms of our commitment to and engagement with members of the diverse communities that Northern Constabulary polices. The pursuit of equality and diversity for different racial groups in the Highlands and Islands is a challenge we are committed to. Through our everyday policing activities we aim to offer a quality service to all members of our communities and the actions that are contained in this scheme, I believe, reflect this commitment.

This scheme comes amidst a changing equalities landscape, where common issues surrounding access to public services and equality of outcome are becoming ever more crucial. The new Single Equality Bill is on the horizon, the Association of Chief Police Officers Scotland Diversity Business Area is putting together a new strategy and locally we are tackling issues surrounding inward migration, the under-reporting of racist hate incidents and how to engage better with our black and minority ethnic communities.

I remain convinced of the need to continue our work in race equality and I hope that this scheme sets out clearly how we will achieve this over the coming three years.



Ian J Latimer, QPM MA
Chief Constable

Contents

1	Executive Summary	4
2	Strategic Context	5
2.1	Association of Chief Police Officers Scotland (ACPOS)	5
2.2	Highland Community Planning Partnership Equality and Diversity Strategy Group	6
3	What is the Race Equality Duty?	7
3.1	Background Information.....	7
3.2	Meeting the General and Specific Duties.....	7
4	Consultation and Involvement.....	8
4.1	Community Planning Partnership	8
4.2	Community Advisory Group.....	8
5	Information Gathering	9
5.1	Demographic Context.....	9
5.2	Northern Constabulary Employment Figures.....	12
6	Race Equality Objectives	13
6.1	Equality Impact Assessment.....	13
6.2	Racist Incidents	14
6.3	Promoting Good Relations.....	15
6.4	Recruitment and Retention in Northern Constabulary	17
6.5	Supporting Staff.....	17
6.6	Procurement and Partnerships	17
7	Accountability.....	17
7.1	Diversity Progress Group.....	17
7.2	Northern Joint Police Board.....	18
8	How to contact us	18
9	Appendices	19
9.1	Appendix 1 List of acronyms.....	19
9.2	Appendix 2 Review of Race Equality Action Plan 2005 - 2008.....	20
9.3	Appendix 3 Race Equality Survey Report 2008.....	23
9.4	Appendix 4 Race Equality Scheme Action Plan 2008 - 2011	34
9.5	Appendix 5 Analysis of Racist Incidents in Northern Constabulary ..	40

1 Executive Summary

This review of our Race Equality Scheme sets out Northern Constabulary's commitment to race equality, what we have achieved since our last scheme was implemented and what actions we aim to take between 2008 and 2011.

Our key achievements since our last scheme was introduced include the development of our equality impact assessment toolkit, the creation of a multi-agency online reporting system for all hate incidents, the set up of our new Community Advisory Group and support SEMPER Scotland (Supporting Ethnic Minority Police Staff for Equality in Race). A review of these actions is contained in appendix 2.

We are aware that many of the actions we have undertaken have contributed to improving race equality for our staff and our communities, however, there remains a considerable amount of work to do and indeed some of the actions we committed to three and six years ago remain as valid today as they did then. Another challenge for us is to overcome is the lack of national data about the racial and ethnic make-up of our communities. Without this crucial data it is difficult to target our interventions in particular on the under-reporting of racist hate incidents. We also have some work to do to improve our recording systems and procedures.

It is in the face of these challenges that this scheme aims to take our service forward, to make our organisation an employer of choice and one where members of the public feel confident in reporting crime to us and can be reassured that the service we deliver to them meets their individual needs.

2 Strategic Context

2.1 Association of Chief Police Officers Scotland (ACPOS)

ACPOS is the professional voice of police leadership in Scotland. The Association works in partnership with central and local government to set strategic objectives for policing in Scotland and to deliver better services for Scotland's communities.

Our membership comprises all chief police officers and senior police staff of the 8 Scottish police forces, the Scottish Crime and Drug Enforcement Agency, the Scottish Police College, the Scottish Police Services Authority and the Assistant Chief Constable of the British Transport Police (Scotland).

The work of ACPOS is split into ten business areas. These are Crime, Criminal Justice, Diversity, Finance Management, Information Management, Operational Policing, Performance Management, Personnel and Training, Professional Standards and Road Policing. The Diversity Business Area is concerned primarily with service delivery although there are clear cross-overs with other business areas such as Personnel and Training which deals with diversity-related employment matters.

The vision of the Diversity Business Area Strategy states:

“the Scottish police service is committed to the provision of a quality service that is fair, accessible and meets the needs of all individuals. This will be achieved by:

- Ensuring that all functions, policies and procedures are inclusive and non-discriminatory;
- Providing equal opportunities in employment and development so that our workforce reflects the diverse communities we serve;
- Every person in the service working in partnership with individuals, groups and agencies to ensure that we remain responsive to the changing needs of our society.”

A copy of the ACPOS Diversity Strategy can be found at:

www.scottish.police.uk/main/acpos

Printed copies of the strategy in other languages and formats can be obtained from the ACPOS Diversity Secretariat:

Northern Constabulary
Police Headquarters
Old Perth Road
Inverness

IV2 3SY

Tel: 01463 720 210

Email: executive@northern.pnn.police.uk

2.2 Highland Community Planning Partnership Equality and Diversity Strategy Group

There is a well established history of successful partnership working in the Highlands. Recently the Highland Wellbeing Alliance has evolved into the Community Planning Partnership covering the area. This partnership of public, private, and voluntary organisations works closely together with local communities to deliver services and improve the quality of life for Highland communities. The partnership is an important mechanism for working towards a future where all people in our communities are able to participate fully and benefit significantly from the area's growing economic, social and cultural progress.

Working together in partnership on equalities issues with communities on identified priorities will provide positive opportunities for making a real difference and for the efficient use of resources. Actions taken by the partnership's Equality and Diversity Strategy Group complement and add value to each partner's work on these issues. Through coming together to develop a strategic framework, the Equality and Diversity group has also developed a useful forum for networking and sharing information, knowledge and good practice. Identified priorities for 2008 include supporting community development and public engagement, the reporting and monitoring of hate incidents, developing interpretation and translation services and a joint approach to the development of our Race Equality Schemes. More information on how we have done this is contained in section four of this document. The members are:

Caithness Voluntary Group
Careers Scotland
Communities Scotland
Crown Office and Procurator Fiscal Service
Highland Council
Highlands and Islands Fire and Rescue Service
NHS Highland
Northern Constabulary
Scottish Council for Voluntary Organisations
Scottish Natural Heritage
University of the Highlands and Islands

3 What is the Race Equality Duty?

3.1 Background Information

The Race Relations Act 1976 as amended by the Race Relations (Amendment) Act 2000 places a statutory general duty to promote race equality. Under the Act and the statutory Code of Practice that came into effect in 2002, the general duty states that as Northern Constabulary carries out its duties and powers, we must aim to:

- Eliminate unlawful racial discrimination
- Promote equality of opportunity and good relations between people from different racial groups.

This Race Equality Scheme will set out in detail the method the Constabulary will follow in meeting these duties. This scheme is the third to be published by Northern Constabulary. The Constabulary is planning to produce a Single Equality Scheme in 2009 and it is anticipated that this Race Equality Scheme will feed into the new Single Scheme.

The specific duties are:

- Assess and consult on the likely impact of its proposed policies on the promotion of race equality
- Monitor policies for any adverse impact on the promotion of race equality
- Publish the results of the assessments and consultation
- Ensure public access to information and services
- Train staff in connection with the duties of the Race Relations Act as amended.

3.2 Meeting the General and Specific Duties

We recognise that in order to provide a fair and professional police service we must appreciate the individuality of the people who may come into contact with our officers and staff. The recognition of the diverse nature of our community is an important factor in allowing us to tailor our service delivery to meet the individual needs of communities within the Highlands and Islands area. The chapters that follow outline how Northern Constabulary will meet its duties.

4 Consultation and Involvement

4.1 Community Planning Partnership

The Community Planning Partnership Equality and Diversity Group developed a questionnaire on race equality. The questionnaire was distributed to all outlets supported by key agencies such as Council service points, health centres, police stations etc. A modified version of the questionnaire was sent to the Western Isles, Orkney and Shetland. The questionnaires will be followed up by a series of focus groups across the Highlands and Islands area and Community Advisors were asked for their opinion about what could be included in the scheme. There was a total response of 145 to the survey, 44 of which were from the online version of the questionnaire. 101 provided responses via a paper questionnaire. The survey ran over a six-week period during August and September 2008.

The key findings from the questionnaire demonstrate that we need to undertake more targeted engagement activities as the profile of respondents was mainly white (93%), mainly female (69%), mainly heterosexual (112 out of 113), 9% stated they had a disability and the majority of those who expressed their faith selected a Christian based faith group.

A range of free text comments that were received demonstrate how some people feel about migrants coming to work in the Highlands and islands and about how these people are made to feel welcome or not. A full copy of the report is available in Appendix 3.

4.2 Community Advisory Group

The Community Advisory Group was set up in August 2008. The purpose of the Community Advisory Group is to bring together members of the diverse communities in the Highlands and Islands as advisors, to ensure that the policies and practices of the service are responsive to the needs and reasonable expectations of all sections of the communities we serve. Northern Constabulary recognises that community engagement adds value to our consultation. The group meets every second month to discuss community matters and has involvement in the creation of our equality schemes and impact assessments and in some cases to act as community advisors.

The role of the Community Advisory Group is:

- To support the development, implementation and monitoring of Northern Constabulary's Equality Schemes and Action Plans on race, gender and disability
- To develop and propose good practice in the investigation and prevention of crime arising from diversity issues
- Act as key points of contact for critical incidents that occur
- Provide quarterly reports to the Diversity Progress Group
- To provide feedback and guidance on impact assessment of the service's policies and procedures
- Promote a culture of equality and diversity and cross-strand working
- Maintain and develop partnership with community partners.

Members of the Community Advisory Group who represent BME and/or race equality matters are:

Black and Minority Infrastructure Scotland
Highland Muslim Education and Community Centre
Inverness Polish Association
Scottish Highlands and Islands and Moray Chinese Association.
Scottish Polish Union

Suggestions and general information received from our Community Advisors are worked into our action plans on a rolling basis. Open consultation with the public is also supported by written submissions to the Community Advisory Group.

5 Information Gathering

5.1 Demographic Context

The 2001 Census gives the basis for a reasonably comprehensive understanding of our Minority Ethnic Groups at that time but is seven years out of date and there have been significant changes in the interim. The UK Government acknowledges that our sources of information are inadequate and has established a task force to recommend a way forward. Until changes are made, our formal quantitative knowledge is limited to the following data sources:

- National Insurance Number Registrations (NINOs): All overseas nationals who want to work in the UK must register for a NINO and the date of registration is recorded together with their country of origin, gender, age, and address of first residence in the UK.
- Various Home Office Registration Schemes: All non EU Nationals who want to work in the UK must register under one of two current schemes

- Highly skilled workers from outside the EU taking up specific vacancies must apply for a Work Permit before they enter the UK; and
- Workers from the Accession States must register under the Workers Registration Scheme (WRS) as soon as they start work, and register any changes of employment during their first 12 months in the UK;
- The Sector Based Scheme operated for low skilled workers between 2002 and 2006 and accounted for relatively small numbers (around 400) of workers in agricultural processing and hospitality who were expected to return home at the end of their period of work.

The table below shows the number of NINO registrations between April 2001 and March 2007 (we expect NINO figures for the latter period to be available later in 2008). They record the country of origin rather than the ethnic background and show that around 8,000 people moved from overseas into Highland to find work between the 2001 Census and March 2007. This is expected to increase to around 10,000 by March 2008. No record is kept when a worker returns home so the residual population must be estimated on the basis of judgement and any available information and intelligence. One feature of this information is that no record is kept of dependents (apart from a partial record under the WRS) so that our knowledge of children, partners and spouses is particularly weak.

	Africa	Asia and Middle East	Accession States	Australasia and Oceania	European Union (Excluding Accession States)	Other European (1)	The Americas	All Regions
01/02	25	20	0	60	105	5	35	255
02/03	40	50	10	110	240	30	60	540
03/04	40	100	80	80	240	50	70	660
04/05	50	120	830	90	220	70	80	1,460
05/06	80	150	1,830	130	240	50	90	2,590
06/07	50	50	2,020	50	230	30	60	2,620
Total	285	490	4,770	520	1,275	235	395	8,125

(1) Other European includes 10 registrations from each of Bulgaria and Romania in 2006/07, now part of enlarged EU

Source: DWP National Insurance Number Registrations

The only other information for which systematic information is available regularly as part of NINO registration is the address of the workplace and gender: 53.8% of the above registrations were to males and 46.2% to females. More detailed information is available through WRS on workers from the A8 states (see below).

Highland Council Briefing Note no15 *Overseas Migrant Workers in Highland*¹ summarises the information which was available at that time. Both DWP (NINO registrations) and the Home Office (Work Permits and WRS) were able

¹ <http://www.highland.gov.uk/yourcouncil/highlandfactsandfigures/publications/papersandbriefingnotes.htm>

to provide detailed information on the occupation and address of workers showing that:

- Workers were distributed throughout Highland (including our remote rural areas) with concentrations in and around Inverness, Fort William and Aviemore;
- A8 nationals registered under WRS were employed mainly in processing & factory work, hospitality and the building trade; and
- Workers from outside the EU applying for Work Permits were employed mainly in health work and hospitality.

Workers from the Accession States

The detail collected as part of the WRS registration process is presented in the tables below. The figures are generally consistent with those derived from NINO registrations but there are inevitably some differences.

Almost three quarters of workers from the A8 states are from Poland (73%), with the next most numerous from Latvia (8%) and Slovakia (7%).

Nationality of A8 Nationals				
	2004/05 and 2005/06	2006/07	2007/08	Total
Czech Rep	115	65	55	235
Estonia	20	5	7	31
Hungary	65	35	85	185
Latvia	320	100	55	475
Lithuania	90	45	27	162
Poland	1,605	1,370	1,135	4,110
Slovakia	195	75	125	395
Slovenia	0	0	0	0
Total	2,405	1,705	1,490	5,600

The majority of workers are aged under 35, with 43% aged 18 to 24 and 35% aged 25 to 34: the age profile has increased slightly since the scheme started with a greater proportion of workers in the 45 – 54 and 55 – 64 age groups in 2007/08 than in the first years.

Age Profile of A8 Nationals, as percentage of total								
	All Ages (100%)	<18	18-24	25-34	35-44	45-54	55-64	65+
2004/05 and 2005/06	2,405	0	44	35	11	8	1	0
2006/07	1,695	1	44	35	10	8	2	0
2007/08	1,485	1	40	35	11	10	3	0
Total	5,585	0	43	35	11	9	2	0

In the first few months of the scheme there were slightly more female workers than male workers but the proportion of male workers has increased through and 60% of registrations during 2007/08 were to men: overall, 56% of workers have been male.

Gender of A8 Nationals as percentage of total			
	Total	% Female	% Male

2004/05 and 2005/06	2,405	47	53
2006/07	1,705	45	55
2007/08	1,490	40	60
Total	5,600	44	56

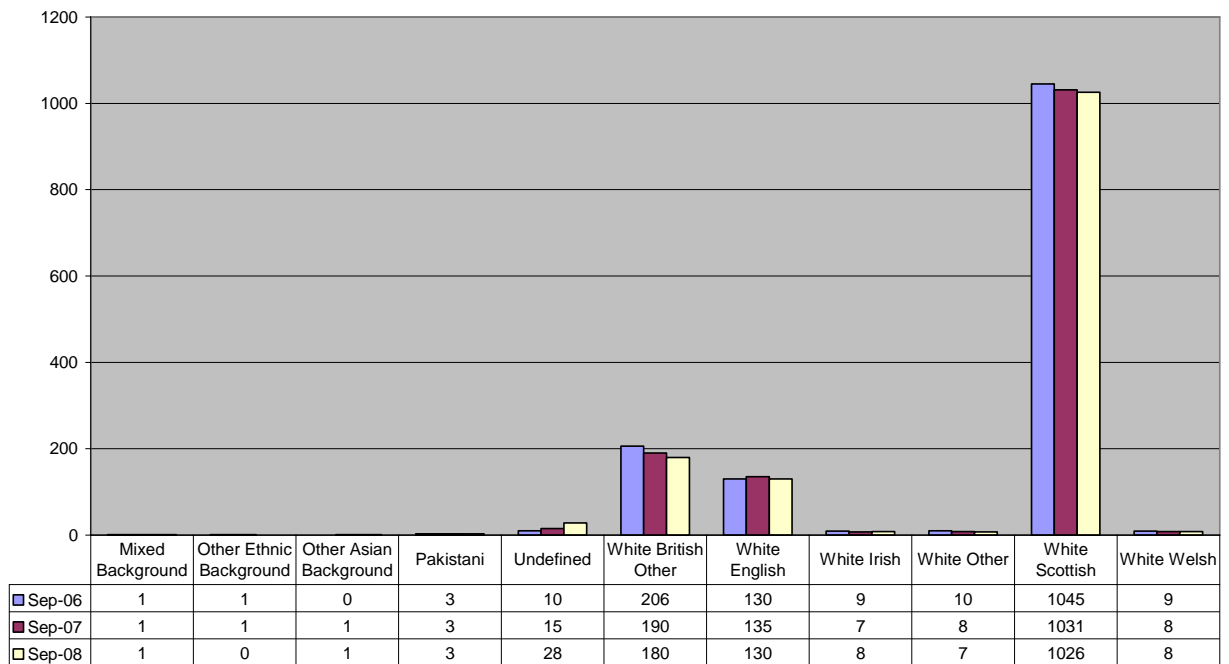
The Institute for Public Policy Research publication *Floodgates or Turnstiles*² attempted to quantify the number of workers from the A8 states in terms “current stock” and concluded that Highland has 16 A8 workers per 1,000 residents, around 3,400 remaining in the area out of the 5,290 who registered between May 2004 and December 2007. A table in the report shows that only 38 other authorities in the UK have a higher proportion, and ours is the highest proportion in Scotland. We might take issue with some of the assumptions used in this report - in particular, we probably have a higher percentage of workers who stay for a long time and a lower percentage of workers not registering - but the bottom line figure is reasonable.

5.2 Northern Constabulary Employment Figures

The table below shows a breakdown of the number of Police Officers, Staff, Cadets and Special Constables by ethnicity. The statistics show that ethnic diversity is not high across the service as a whole. This mirrors the representation of ethnic minority groups across the Highlands and Islands and according to the State of the Nation the BME population is significantly more likely to live in urban areas. Therefore one of the challenges that the service faces is to overcome low levels of ethnic diversity across a very wide and dispersed geographic area. While we may improve representation statistically in one geographic area, Inverness for example, we may have poorer representation in island areas and vice versa. Another challenge for the service is to tackle long-term, sustainable improvements in representation in a service that typically retains its workforce for a period of 30+ years. Our action plan reflects this challenge and how we aim to improve representation and retain our current BME staff.

² <http://www.ippr.org/publicationsandreports/publication.asp?id=603>

All Staff/Ethnicity



6 Race Equality Objectives

In response to all of the information that we have gathered on race equality and the police service together with the specific duties contained within the Race Relations Act as amended, we have set six key aims for the next three years plus an objective on accountability. A summary of these aims is contained below and the objectives that support these aims are outlined in our action plan. (See appendix 4)

6.1 Equality Impact Assessment

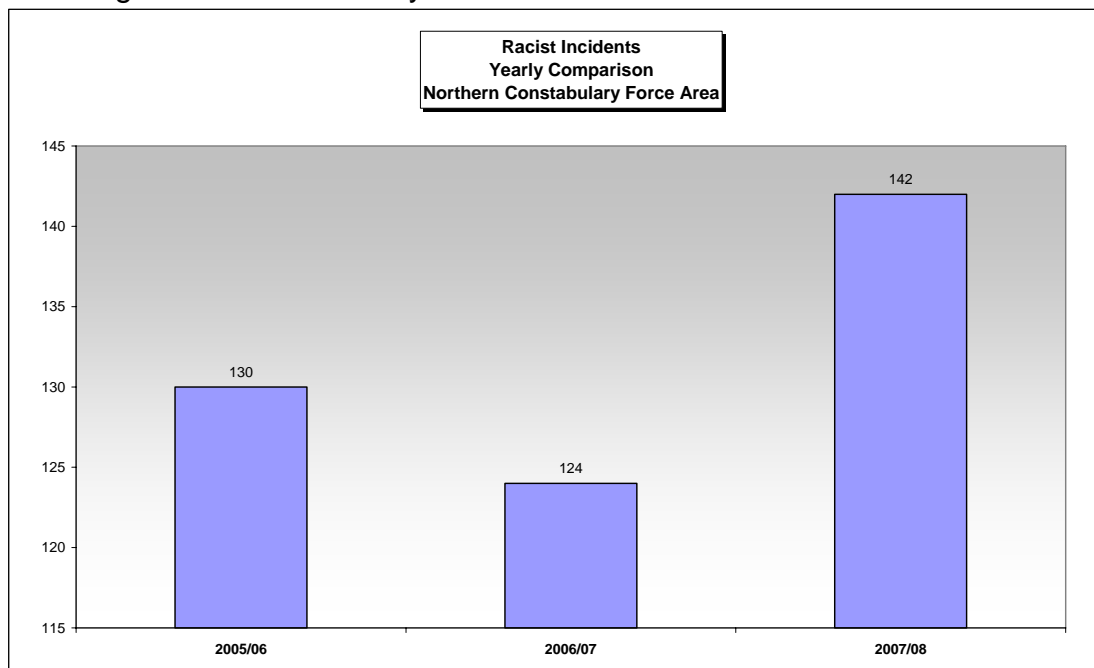
Equality Impact Assessments are a key tool in how we meet our public duty and ensure that our policies and functions meet the needs of everyone in the Highlands and Islands. As a result of the Force Review, the role of Strategic Diversity Advisor has moved from the Human resources Service Unit into the

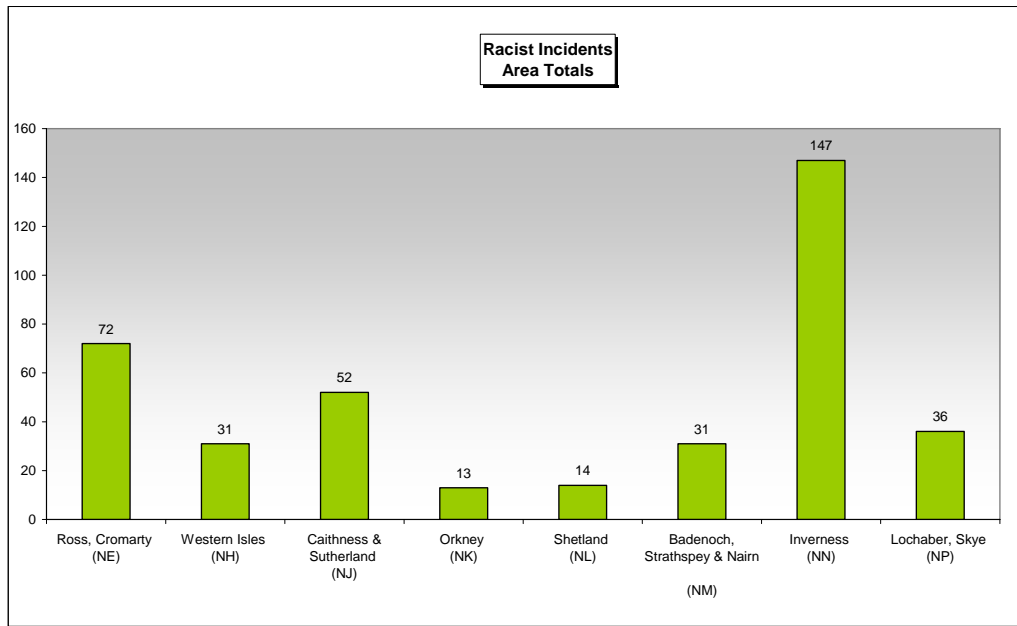
Policy and Coordination Unit of Corporate Services. This move was designed to support a growing need for the mainstreaming of race and wider equality issues throughout all of the work and activities of the police service. Consequently, the Strategic Diversity Advisor now works alongside other policy officers, which helps to address the strategic policy issues that affect our communities and the service. Northern Constabulary has adopted an EIA toolkit based on the best practice used in other forces across Scotland. It is our intention to train key policy auditors in the use of the EIA toolkit so that they can work with the Strategic Diversity Advisor. Once complete the EIA is then passed through the three-tiered decision-making process in the force. This model has been piloted successfully throughout 2008 and will be rolled out from 2009-2011. This objective supports our specific duty to assess and consult on the impact of our policies, monitoring and publishing the results of these assessments.

6.2 Racist Incidents

As part of a review of key areas of work that the police service undertakes the number of racist incidents that occurred in the force area over the last three years have been identified, monitored and analysed. In response to this report we have developed some priority actions highlighted in our action plan. It is clear that there is still some work to do on improving the collection of data, improved circulation of the data we do collect and the increased use of partnerships working to increase awareness of reporting options and tackling racist behaviour among young people between the ages 12-16 years and 17-21 years. This is demonstrated by the following extracts from the report "Analysis of Racist Incidents 2008".

This table shows the total number of incidents across the Northern Constabulary Force Area from 1st April 2005 – 31st March 2008 and the second gives a breakdown by area command.

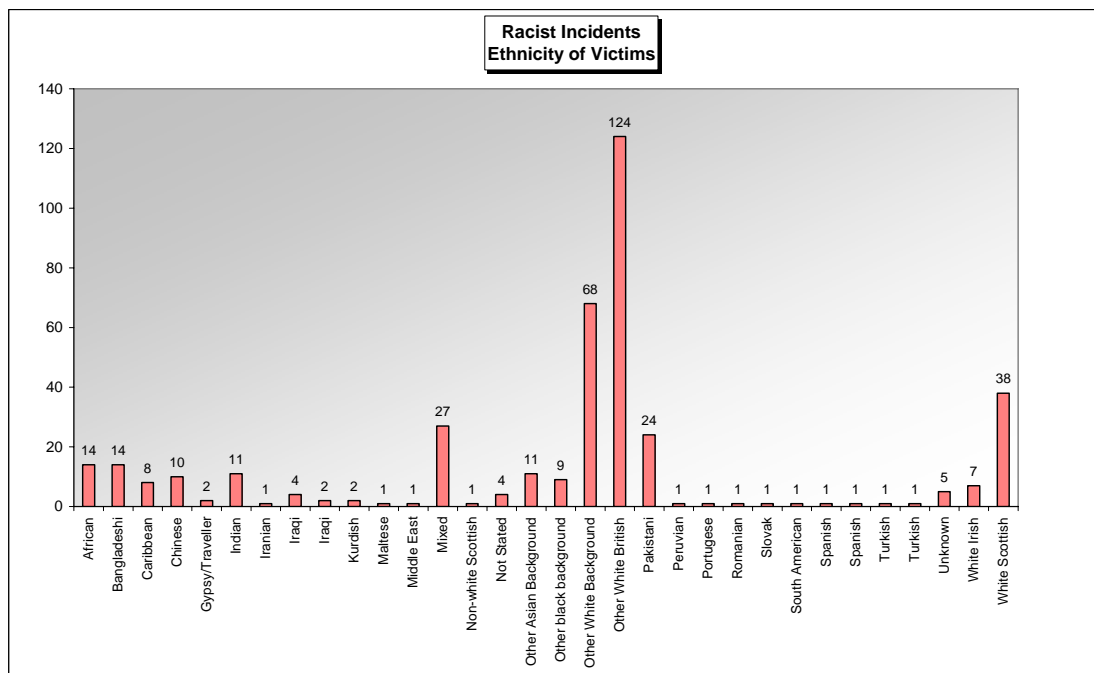




For a more detailed breakdown of these incidents, a copy of the full report can be found in appendix 5.

6.3 Promoting Good Relations

One of our general duties is to promote equality of opportunity and good relations between persons of different racial groups. The creation of our Single Equality Scheme in 2009 will allow us to work across all strands of diversity more collaboratively, in particular highlighting some of the natural cross-over between religion and faith, and race and ethnicity. There is a variety of work underway to promote positive messages to different racial groups but a more coordinated approach would benefit the Service and the community.



The most commonly targeted ethnic groups were 'Other White Background' and 'Other White British'

Other White British

On further analysis of victims grouped under 'Other White British' it was identified that 87% (108) of the victims were of English origin.

Other White Background

Racist incidents targeted at victims of 'Other White Background' were seen to gradually increase between 1st April 2005 and 31st March 2008. During 2005/06, there were 15 victims reported under 'Other White Background' and during 2006/07 and 2007/08 this figure increased to 24 and 29 respectively.

This increasing trend has also highlighted a more diverse range of victims, with increased variation in nationalities targeted during 2007/08. This of course, is also indicative of increased cultural diversity within the Northern Constabulary area as a result of in-migration.

On further analysis of victims grouped under 'Other White Background' it was identified that Polish nationals were the most commonly targeted victims, accounting for 46% of victims (31 victims).

This increase in incidents involving victims of 'Other White Background' could indicate emerging tensions due to increased competition for jobs due to the current economic downturn.

6.4 Recruitment and Retention in Northern Constabulary

As our employment statistics show there is much work that can be done in terms of positive action. One of the key routes to achieving better representation is by working in partnership with SEMPER Scotland, the staff association for black and minority ethnic staff. We are also fostering stronger links with existing BME networks and organisations across the Highlands and Islands in order to promote the wide range of career opportunities available. The Scottish Police College hosts a variety of positive action programmes for BME staff and we are keen to encourage attendance at these events.

6.5 Supporting Staff

Victimisation of On Duty Police Officers

During 1st April 2005 – 31st March 2008, on duty police officers accounted for 55 victims of racist incidents. There is evidence to suggest that some of these incidents are a source of repeat victimisation. These victims were targeted predominantly during police attendance at an unrelated incident or while the offender was being detained or whilst in police custody. A programme of support is planned for 2009 onwards and we are aiming to capture more data on our staffs' experiences of discrimination and prejudice in the workplace through the development of our staff survey. This survey will be distributed by the end of 2008 and we hope that the results will provide us with additional data to help us provide better, more tailored programmes of support for our staff.

6.6 Procurement and Partnerships

Our procurement process aims to ensure that the goods and services we buy from commercial companies and voluntary organisations work in a way that supports race equality for black and minority ethnic people. We buy in a range of services from external companies and it is important that they support our commitments within our Race Equality Scheme. Northern Constabulary has reviewed and amended a variety of its procurement mechanisms to reflect the provisions of the Race Equality Duty including updates to the pre-qualification questionnaire, contractual conditions and standing orders.

7 Accountability

7.1 Diversity Progress Group

The Diversity Progress Group comprises of all the managers of service units within the Force's Headquarters and includes representation from the Divisional Commands and the Northern Joint Police Board. The group meets quarterly. The role of the Diversity Progress Group is to:

1. Oversee the development, implementation and monitoring of Northern Constabulary's Equality Schemes and Action Plans on race, gender and disability

2. Develop and propose good practice in the investigation and prevention of crime arising from diversity issues
3. Report quarterly through the Management Services Group on progress against the equality schemes and seeking agreement to changes as necessary
4. Monitor progress on impact assessment of all policies and procedures
5. Promote a culture of equality and diversity
6. Maintain and develop partnership with Strategic partners such as COPFS, staff associations and community organisations
7. Monitoring of diversity training.

The Chair of this group is the Head of Support Services, who also has strategic responsibility for race equality within Northern Constabulary.

7.2 Northern Joint Police Board

Three members of the Northern Joint Police Board are represented on our Diversity Progress Group. They also view our equality schemes when they are presented at board meetings. The Northern Joint Police Board is the governing body for Northern Constabulary but also has its own Race Equality Scheme. Many of the actions contained in both schemes are complementary to the pursuit of race equality across Northern Constabulary and so we work closely with the Clerk to the board to realise similar aims.

8 How to contact us

Developing our Race Equality Scheme is an on-going process and we recognise that we will not have got everything right. We would very much welcome your constructive feedback. You can give us your thoughts, comments, concerns and any suggestions regarding our Race Equality Scheme by any of the methods listed below. We will be delighted to hear from you and promise to consider your comments as part of our regular review process. If you would like a direct response regarding your comments or would like clarification please provide your contact details and Northern Constabulary will be happy to oblige.

Contact us:

By writing to:

The Strategic Diversity Advisor
Northern Constabulary
Police Headquarters
Inverness
IV2 3SY

By telephone: 01463 720364

By E mailing: executive@northern.pnn.police.uk

9 Appendices

9.1 Appendix 1 List of acronyms

ACPOS	Association of Chief Police Officers Scotland
COPFS	Crown Office and Procurator Fiscal Service
BEMIS	Black and Minority Ethnic Infrastructure Scotland
BME	Black and Minority Ethnic
EIA	Equality Impact Assessment
HMICS	Her Majesty's Inspectorate of Constabulary for Scotland
NINOs	National Insurance Numbers
RRA	Race Relations Act 1976 as amended
RES	Race Equality Scheme
SEMPER Scotland	Supporting Ethnic Minority Police Staff for Equality in Race
WRS	Workers Registration Scheme

9.2 Appendix 2 Review of Race Equality Action Plan 2005 - 2008

Review of Actions 2005 – 2008

A number of actions were contained in our previous scheme

1. List all of our functions and policies
2. Use the upgraded audit matrix to assess these policies and functions for their relevance to race relations
3. Address any outcomes from these assessments which identify any adverse impact on minority ethnic communities
4. Develop and enhance the methodology for review of these policies and functions

Progress

A list of all our policies is available on the force intranet and preliminary work has been undertaken to assess some of these policies for their relevance to race relations. Key policies such as the Custody Handling and the Transfer Force Reference Documents had been marked for priority progression through the impact assessment process. In terms of developing the process for conducting impact assessments, the Policy and Coordination Unit has taken on responsibility for coordinating this activity and has assembled a new process on the basis of good practice from other Scottish Forces. This is a dynamic area of work, with the introduction of equality duties on gender and disability and the new Single Equality Bill which will extend our public duties into other areas of equality.

5. Community Engagement: In line with the principals of 'Communities Scotland National Standards for Community Engagement, we aim to improve the way we involve and engage community members as lay/independent advisors and consultees. This includes the regular review of our communication strategy to ensure effective and timely sharing of information internally and externally.

Progress

In August 2008 we set up a new Community Advisory Group. We have produced clear terms of the reference for the group and are meeting every second month. The members are a cross-section from the six main equality strands and include representatives from the Scottish Highlands, Islands and Moray Chinese Association, the Scottish Polish Union, the Inverness Polish Association and the Islamic Education and Community Centre.

6. Reporting and Recording of Hate Crime: We aim to improve our third party/remote reporting systems so that the process is more accessible and less bureaucratic.

Progress

Members of the Community Planning Partnership are developing an online hate incident reporting system supported by third party reporting centres. The site known as Hate Free Highland (www.hatefreehighland.org) will be piloted in February 2009 and go live in spring 2009. There has been much community involvement in terms of creating the publicity materials and also keen involvement from community groups and organisations who are able to act as third party reporting centres.

7. Investigation of Hate Crime: We will continue to ensure that our staff are appropriately trained to ensure a prompt response to, and thorough investigation of, all hate crimes reported to Northern Constabulary.

Progress

A new Hate Crime Manual is being put together to support officers identify hate crime and provide guidance with regard to legislation and how to handle hate crime incidents. The manual is being produced by the Association of Chief Police Officers Scotland (ACPOS) and a representative from Northern Constabulary is a member of the working group.

8. Staff Conduct and Service Delivery: We will use procedures that are swift and effective in resolving problems encountered by the public in relation to our staff.

Progress

We monitor complaints received against the police by members of the public. Our Professional Standards Department monitor these complaints and take any remedial action where necessary. A quarterly report is also sent to our Diversity Progress Group.

9. Recruitment, Selection and Continuous Professional Development: We will continue to develop and implement positive action measures to ensure that as far as possible our work force reflects the diversity of the communities of the Northern Constabulary Force area.

Progress

A variety of positive action programmes to support black and minority ethnic staff and officers are organised and hosted by the Scottish Police College. We advertise these opportunities to all our staff through the Force Information Bulletin. SEMPER Scotland, an association for black and minority ethnic police staff and officers delivered an input to our CPD Seminar "Making Diversity Work" in July 2008 and we are in regular contact with them through the work of the ACPOS Diversity Business Area. More work needs to be undertaken to improve community engagement with our black and minority ethnic communities in the force area.

10. Training: We will continue to provide training and further develop our diversity training to address any specific or role related training needs identified.

Progress

Our level 1 “Introduction to Diversity” course has been updated and covers topics such as the Race Relations Act 1976 as amended, stereotyping, prejudice and the impact of discrimination in the workplace.

11. Fair Practice: We will continue to improve our staff grievance, appraisal and promotion systems and monitor the impact of our staff related policies. We aim to provide appropriate feedback on individual performance through the use of the appraisal process and by developing mentors to support individuals. We also aim to ensure that respect for people is demonstrated through effective management and leadership by providing development for managers to meet the demands of managing a diverse workforce. In addition, inappropriate attitudes will be challenged at every opportunity.

Progress

Questions on race equality and wider diversity issues are included in all aspects of promotion process. We still need to improve our work on the performance review and appraisal process and this is planned for the coming year. Appendix 3 Race Equality Survey Report 2008

9.3 Appendix 3 Race Equality Survey Report 2008



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Race Equality in the Highlands

Survey Results

1 October 2008

Introduction

Each of the public bodies listed below is obliged to produce a Race Equality Scheme which sets out how it tackles racial discrimination, promotes equality of opportunity and promotes good relations between racial groups. The Race Equality survey was designed to feed into this process.

The partners involved in the survey were:

- The Highland Council;
- NHS Highland;
- Northern Constabulary;
- Highlands & Islands Fire & Rescue Service;
- Highlands & Islands Enterprise;
- Scottish Natural Heritage;
- University of the Highlands and Islands

Survey Response

There was a total response of 145 to the survey, 44 of which were from the online version of the questionnaire. 101 provided responses via a paper questionnaire.

The survey ran over a six-week period during August and September 2008.

Profile of Respondents

Gender

69% of respondents were female, 31% male.

Disability

9% of respondents described themselves as having a disability.

Age

	%
Under 16	-
16-25	12
26-39	18
40-60	51
61-74	15
75+	4
Total	100

Sexual Orientation

All of the 113 respondents to the question apart from one individual were heterosexual.

Faith / Religion

	Number of Responses
Christian (undefined)	23
None	20
Church of Scotland	15
Church of England	7
Roman Catholic	9
Protestant	5
Muslim	2
Other*	8
Total	89

* Others included Atheist, Buddhist, Spiritual, Jewish, Episcopal, Humanist, Presbyterian and Jehovah's Witness

Ethnic Group

93% of the survey respondents described themselves as white. A full breakdown is provided in the table below.

	Number of Responses
White	113
Asian	2
Black	1
Mixed	1
Other*	5
Total	122

* Others included (four respondents provided details): Hispanic (2), Scandinavian (1) and “Gaelic speaking community of the Highlands and Islands” (1).

Main Survey Findings

Responses to each of the survey questions is reported below. Totals may not sum to 100% because percentages are rounded to the nearest whole percentage point.

Question 1

Since you have been living in the Highlands do you think the levels of racism or racial discrimination have:

	%
Increased	20
Decreased	11
Stayed the same	36
Can't say	34
Total	100

Base: 124 respondents

The large majority of respondents (70%) were either unsure, or thought that the levels of racism or racial discrimination had remained the same.

Among those who thought that levels had changed, almost twice as many respondents thought the levels of racism or racial discrimination had increased compared with those who thought levels had decreased.

Young people (aged 16-25) were more likely than average to think the level of racism or racial discrimination had increased (47%).

There were no further notable differences in the pattern of response by gender, disability or ethnic group.

Question 2

Have any of the following organisations treated you, or your family, less fairly because of your ethnic group?

	Number	%
No response	133	92
Local school	7	5
Police	5	3
Council Housing Service or Housing Association	4	3
Local college or university	3	2
Business advice agencies	3	2
Local GP	2	1
Local hospital	1	1
Other Emergency Services	1	1

Base: 145 respondents

Note: respondents could tick more than one option.

92% of respondents chose none of the options. Among the organisations listed, local schools were most likely to be identified (by 5% of respondents) as having treated the respondent or their family less fairly because of their ethnic group.

Owing to the small numbers involved, no further analysis by ethnic group, age or gender is tenable.

Seven other responses to the question were received:

- Local people (2 mentions)
- Council (2 mentions)
- Job Centre
- Sheriff Court
- Amenities Association

Question 3

Have you been treated less fairly when applying for a job because of your ethnic group?

	%
All the time	1
Sometimes	11
Never	44
Does not apply to me	45
Total	100

Base: 121 respondents

There were no notable differences in the pattern of response by age, gender, disability or ethnic group for Questions 3-7.

Question 4

Have you been treated less fairly when applying for promotion or training because of your ethnic group?

	%
All the time	3
Sometimes	3
Never	47
Does not apply to me	48
Total	100

Base: 118 respondents

Question 5

If you need an interpreter do you get offered one by the public services you use?

	%
All the time	-
Sometimes	2
Never	5
Does not apply to me	93
Total	100

Base: 117 respondents

Question 6

Do you agree that people from different backgrounds get on well in your local community?

	%
All the time	29
Sometimes	65
Never	7
Total	100

Base: 122 respondents

Question 7

Do you feel your community is welcoming of people coming to live here from outside the Highlands?

	%
All the time	30
Sometimes	68
Never	2
Total	100

Base: 124 respondents

Question 8

Do you think the following service providers meet the needs of people from all ethnic groups?

	Yes	No
	%	%
Other Emergency Services	95	5
Local GP	88	12
Local hospital	88	12
Local college or university	81	19
Local school	78	22
Police	78	22
Business advice agencies	78	22
Council Housing Service or Housing Association	76	24

Base: respondents range from 51 to 77

Overall, the response level to the question was lower than most other questions.

Respondents were most likely to regard “other emergency services” as most likely to meet the needs of people from all ethnic minorities (95%), whereas Council Housing Service or Housing Association were regarded as least likely to do so (76%).

Only one other response was stated, namely “other council services”, which received a “yes” response.

Question 9

If you would like to give any examples to support your answers, or make any comments, please use the space below.

Nineteen comments were received which are presented below.

- A little annoying to find that people from ethnic groups have equal priority on our housing lists. They quickly learn how our system works and before you know it you'll have a new breed of home owners.*
- This survey does not seem to be well put together. All those 'Does not apply to me' options; we all HAVE an ethnic group, so the question must apply to everyone, but it seems you are using 'ethnic group' as a -say it without saying it- shorthand for 'minority ethnic group'. Also, what really is the point of asking how you think services are provided to all ethnic groups? Surely most people can only answer that with confidence for their own grouping.*

- *There is always likely to be one bad apple in the box!*
- *Many people still seem to react with caution if they deal with someone with a foreign name or a non-white face. I would apportion some of what I/my family have experienced down to lack of training or awareness, not malice.*
- *With an American/Swiss passport fluent in German and paying uk taxes it seems impossible to find a house to live in therefore staying in a tent.*
- *I think that the attitude of some Highland Councillors towards the Gaelic community is discriminatory and inflammatory. The Council has a duty under the Gaelic Language Act to provide for the Gaelic community and its members should adhere to this.*
- *This survey is a good example. Your question about needing an interpreter - if people did how would they be reading an English survey! You should have supplied the survey in a number of languages. It is limited to English speaking respondents.*
- *Communication in other languages*
- *Lack of language skills*
- *I know of a housing situation in Lochaber where Travellers are treated less fairly, in my opinion*
- *If you were truly anti-discriminatory, you would not ask for ethnic/racial/religious/sexual background.*
- *There is sometimes anti-English feeling and sometimes poor understanding of non-Christian religions.*
- *As a white British full-time worker with no family, I have no rating for housing.*
- *Working in education I have found children from other ethnic groups have been welcomed and adapt well, but more resources should be available to help in initial stages. Parents sometimes feel isolated if English is not their first language.*
- *Travelling people bring themselves into conflict with the resident population by illegal camping in lay-byes and other places and creating health hazards by their behaviour. Failure of the appropriate authorities to move these people to approved sites inevitably leads to friction and discrimination.*

- *Many Scots are still backward thinking with regard to the English (taking our jobs, houses etc). We have welcomed the influx of Poles, who have relieved us of some of this racism.*
- *Ongoing anti-English comments in the workplace.*
- *There is still a strong sense of "outsiders" coming to the Highlands and local people not coping with this. Scottish people seem to be entrenched in history and can't let go of the past. They are very personal and feel directly affected by history.*
- *People in the Highlands, especially in villages, do not want anyone apart from Scots. I receive various racist remarks being English even married to a local. God help anyone coming here with a different colour skin.*

Further Involvement

Respondents were asked if they would like to come to a meeting to discuss the issues in the questionnaire before the race equality schemes are finalised. Only two people provided contact details for this to be done.

Fewer than 10 people indicated that they would like to receive a draft copy of a Race Equality Scheme before it is finalised, only four of whom provided contact details.

Respondents were asked if they would like to give their opinions about any other similar work in the future. Three respondents provided contact details for this to be done.

9.4 Appendix 4 Race Equality Scheme Action Plan 2008 - 2011

RACE EQUALITY SCHEME – ACTION PLAN

November 2008 – November 2011

General Duties: To Eliminate Unlawful Racial Discrimination and promote equality of opportunity and good relations between people from different racial groups.			
Outcome	Action	Timescale	Accountable
Objective 1 Develop corporate plan for Equality Impact Assessment. Article 2 (3) (a) RRA 1976 as amended 2000 Article 2 (3) (b) (i) (ii)	Integrate revised process into Force decision-making structure.	March 2009	Head of Policy and Coordination Unit
	Complete pilot of EIA process and include learning points in revised toolkit.	January 2009	EIA Working Group
	Make toolkit available to all auditors.	February 2009	Strategic Diversity Advisor
	Deliver training to key policy auditors on Equality Impact Assessment.	March 2009	Head of Learning
	All new and revised policies include outcome of Race Equality Impact Assessment.	December 2009	Head of Support Services & Head of Operational Support
	Publish summary of assessments on Force website.	Ongoing	Head of Support Services

<p>Objective 2 Tackling Racist Incidents</p> <p>Ensure public access to information and services Article 2 (3) (b) (v)</p>	<p>Provide quarterly monitoring reports on racist hate incidents to the Diversity Progress Group, the Northern Joint Police Board and Joint Highland Community Safety Tasking Group.</p> <p>Develop the role of the Community Advisory Group to empower the community to be part of the solution in tackling racist hate crime.</p> <p>Ensure equality monitoring data is collected for all public consultation and staff surveys so that analysis on the grounds of race and/or ethnicity of results can be assessed.</p> <p>Improve the collection of data through the hate incident monitoring forms and review</p>	<p>December 2008 onwards</p> <p>September 2009</p> <p>December 2008 ongoing</p> <p>January 2011</p>	<p>Head of Force Information Management Unit</p> <p>Policy and Coordination Unit</p> <p>Head of Policy and Coordination Unit and Director of Human Resources</p> <p>Head of Force Information Management Unit</p>
<p>Objective 3 Promoting good relations</p> <p>Article 2 (3) (a) RRA 1976 as amended</p>	<p>Develop a process to record details of local engagement.</p> <p>Host a celebration event for members of our black and minority ethnic communities.</p> <p>Continue to support national work through the ACPOS Diversity Business Area.</p>	<p>July 2010</p> <p>August 2010</p> <p>December 2008 onwards</p>	<p>Strategic Diversity Advisor</p> <p>Head of Policy and Coordination</p> <p>Head of Policy and Coordination</p>

<p>Objective 4 Improve recruitment and retention of black and minority ethnic officers, staff special constables and cadets.</p> <p>Article 5 (2) (a) & (b)</p>	<p>Undertake survey/focus group activity with officers successful at promotion exam/diploma to address barriers to promotion.</p>	September 2010	Director of Human Resources
	<p>Make targeted interventions to highlight recruitment opportunities to black and minority ethnic groups and individuals.</p>	November 2010	Director of Human Resources
	<p>Increase involvement with SEMPER Scotland through established communication channels and line managers to reach black and minority ethnic communities in the Highlands and Islands.</p>	November 2010	Director of Human Resources
	<p>Develop employment monitoring systems to include trend analysis and performance benchmarking with other Forces and national position.</p>	February 2011	Director of Human Resources
<p>Objective 5 Equality is mainstreamed through procurement process and partnership work</p>	<p>Continue to monitor procurement processes and contractual agreements to ensure that those we contract to provide goods or services for us reflect good practice and values in race relations.</p>	Ongoing	Head of Finance
	<p>To develop and monitor the protocol agreement on interpreting services between Community Planning Partners.</p>	January 2009 onwards	Procurement Manager/Strategic Diversity Advisor
	<p>Further work is being carried out to reflect these changes in our Force Reference Documents and training for staff on these changes is delivered.</p>	November 2009	Procurement Manager/Head of Learning

	Review vetting procedures for interpreters and Community Advisors.	June 2009	Disclosure Unit/Policy and Coordination
	Launch Hate Free Highland website, an online reporting system for all types of hate incidents.	March 2009	Community Planning Equality and Diversity Strategy Group
	Identify and regularly support third party reporting centres.	March 2009	Community Planning Equality and Diversity Strategy Group
	Improve strategic links with equality and diversity community planning partners in island authorities	February 2009 onwards	Strategic Diversity Advisor

<p>Objective 6 Staff and Managers are aware of their responsibilities in line with the provisions of the Race Relations Act as amended.</p> <p>Article 2 (3) (b) (v)</p>	<p>Address any complaints received of discriminatory behaviour by members of staff and report through the Diversity Progress Group.</p> <p>Develop guidance for line managers about supporting BME colleagues who are subject to racist incidents while on duty.</p> <p>Set up a staff side equality group.</p> <p>Maintain and update the new ACPOS Diversity Guide through the Race and Asylum Reference Group.</p> <p>Develop support to local diversity officers through a schedule of meetings based in the divisional commands.</p>	<p>Ongoing</p> <p>March 08</p> <p>Ongoing</p> <p>Quarterly through the Diversity Business Area</p> <p>July 2009</p>	<p>Head of Professional Standards</p> <p>Head of Learning</p> <p>Deputy Director of Human Resources Strategic Diversity Advisor/Force Representative on the Race and Asylum Reference group</p> <p>Strategic Diversity Advisor</p>
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Objective 7 Open and transparent publication of progress.	Publish Action Plan results in Public Performance Report in line with the Scottish Police Performance Framework and Single Outcome Agreements.	January 2009	Head of Support Services
	Research and consider other ways of communicating results/outcomes from Action Plan through the Media and Force website.	September 2009	Policy and Coordination Unit/ Media Services



Analysis of Racist Incidents
Northern Constabulary Force Area
1st April 2005 – 31st March 2008

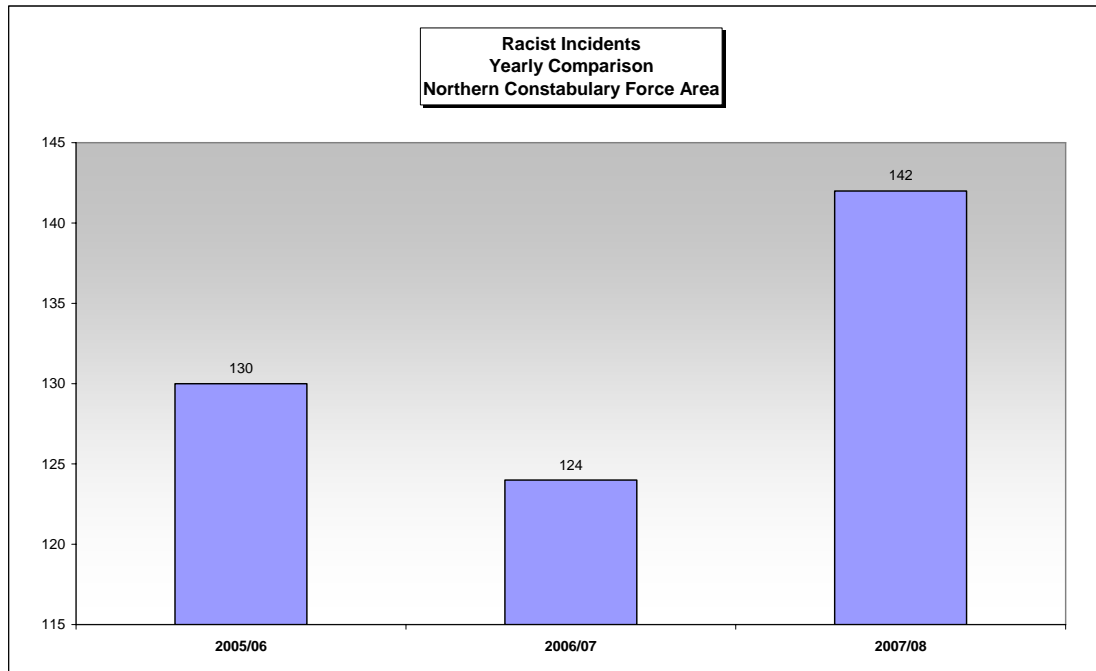
*Prepared
By
M.Wright
October 2008*

<u>Contents</u>	<u>Page</u>
Introduction	2
Total Number of Incidents	2
Incidents by Area	3
Incidents by Local Authority Area	3
Seasonal Patterns in Incidents	4
Day of Week of Occurrence	5
Hour of Day of Occurrence	5
Peak Days & Hours of Occurrence	6
Incidents by Location Type	6
Person Reporting	7
Subsequent Criminal Charges	7
<u><i>Victims of Racist Incidents</i></u>	
Ethnicity of Victims	8 & 9
Language Spoken by Victims	10
Gender of Victims	11
Ethnicity by Gender of Victims	11
Age of Victims	12
Age by Gender of Victims	12
Victimisation of On-Duty Police Officers	13
<u><i>Perpetrators of Racist Incidents</i></u>	
Ethnicity of Perpetrator	13
Gender of Perpetrator	14
Age of Perpetrator	14
Age by Gender of Perpetrator	15

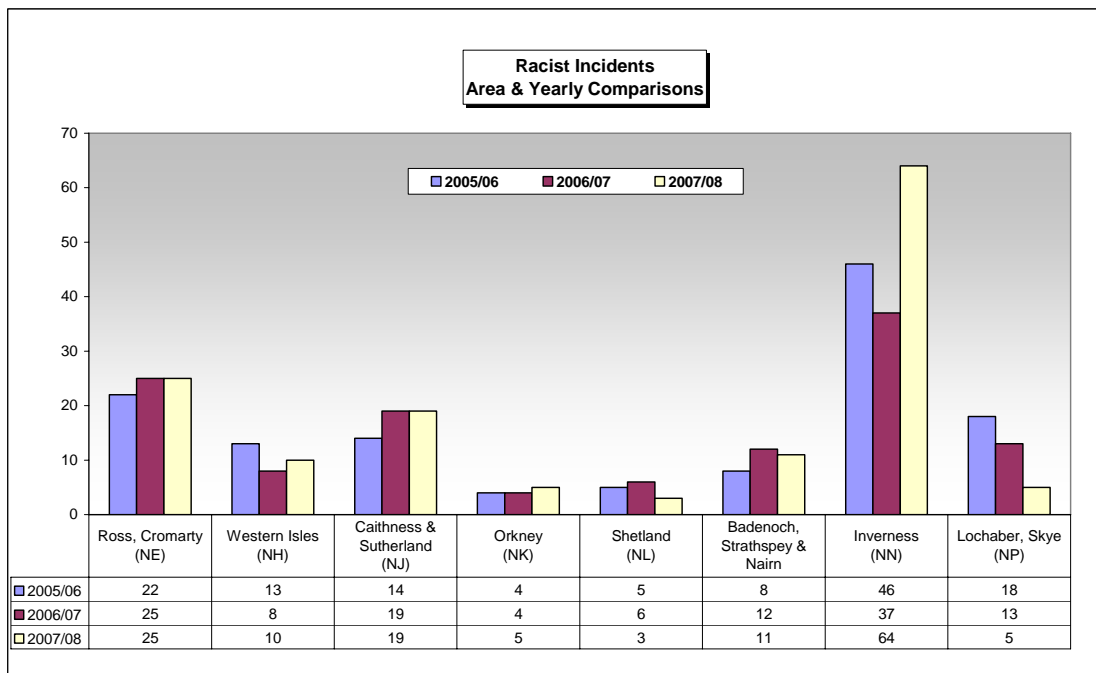
Introduction

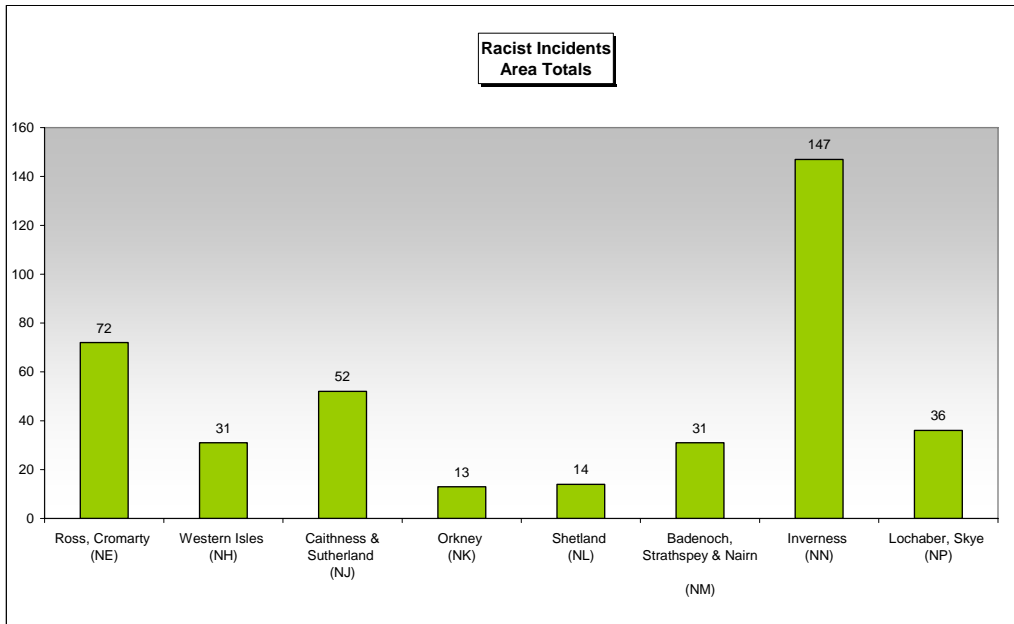
This report has been compiled from Racist Incident Monitoring Data collated by Northern Constabulary. The analysis contained within this document aims to highlight trends in Racist Incidents within the Northern Constabulary Force area during the period 1st April 2005 – 31st March 2008.

Total Number of Incidents



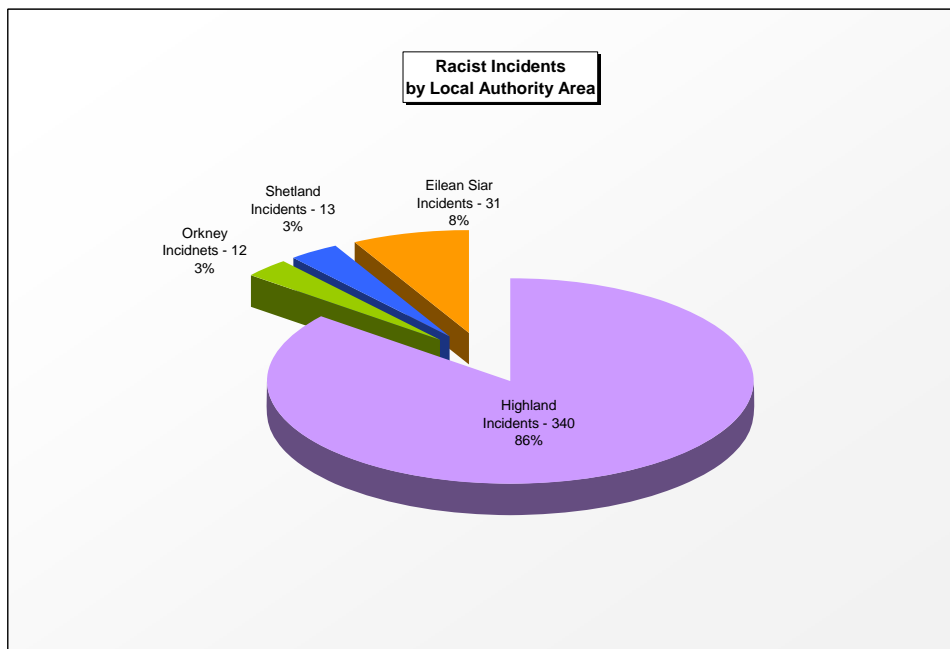
Incidents by Area Command





- Compared with 2006/07 when there was a marked decrease in the number of racist incidents, there was an increase of 18 incidents during 2007/08
- During 1st April 2005 – 31st March 2008, the Inverness area consistently accounted for a high proportion (37%), of racist incidents. This is not surprising as Inverness is the most densely populated area in the Highlands and Islands and has, in recent years, experienced the highest levels of in-migration. In particular, Inverness City itself has become an attractive prospect for immigrants from the EU accession states due to employment opportunities and quality of life.

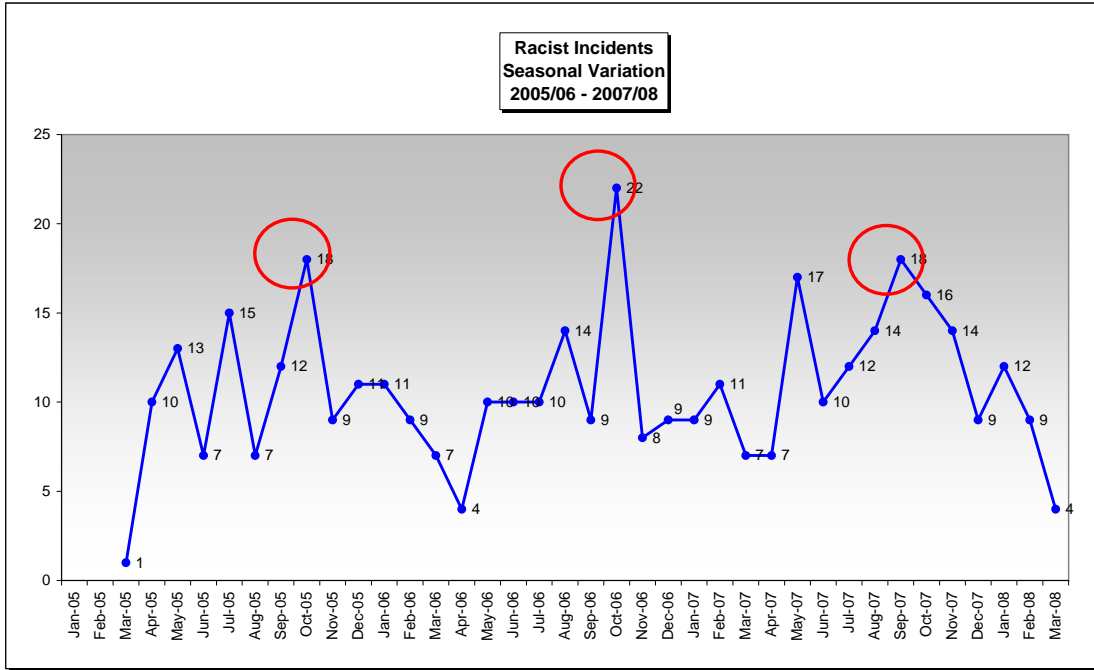
Local Authority Area



- The Highland Council area accounted for 86% of reported racist incidents (340 incidents) during 1st April 2005– 31st March 2008.

- Eilean Siar accounted for the second highest proportion of incidents reported (8% - 31 incidents)

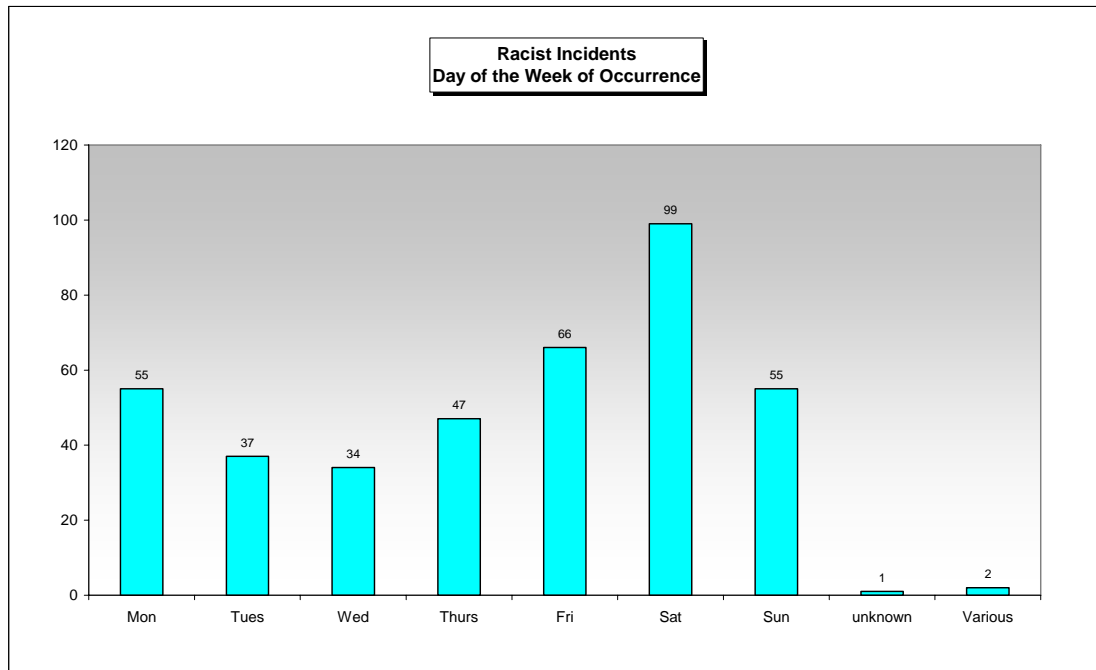
Seasonal Patterns



During April 2005 – March 2008, the following seasonal trends in the reporting of racist incidents were identified:

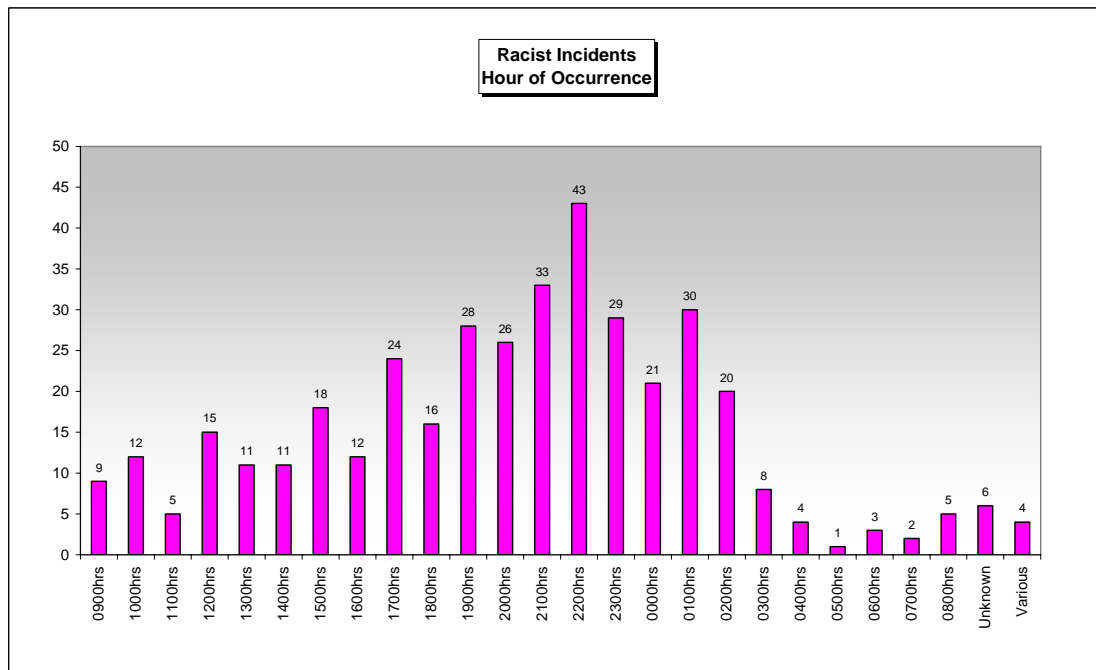
- Racist incidents were at the lowest levels between December – April
- Racist incidents gradually increased during April – August
- Racist incidents appeared to peak during the month of October

Day of Occurrence



- Racist incidents peaked during Friday – Sundays with the highest levels occurring on Saturdays. This pattern was consistent throughout the period 1st April 2005 – 31st March 2008.

Hour of Occurrence



- Racist incidents peaked during 1900 – 0100hrs

Most Common Day & Hour

Further analysis of the day and hour of offences can identify times during specific days where there is a higher concentration of incidents.

	0900hrs	1000hrs	1100hrs	1200hrs	1300hrs	1400hrs	1500hrs	1600hrs	1700hrs	1800hrs	1900hrs	2000hrs	2100hrs	2200hrs	2300hrs	0000hrs	0100hrs	0200hrs	0300hrs	0400hrs	0500hrs	0600hrs	0700hrs	0800hrs	Unknown	Various	Total
Mon		1	1	2	2	2	5	3	3	1	2	2	6	4	3	4	2	4	2	1	1	1		1		2	55
Wed	2			2	2	2	1	2	2	1	1	1	5	5	2	1	2			1	1	1	2		1		34
Fri	1	2	3	5	2	3	3		4	3	1	6	7	12	8		2	1	1	1					1		66
Sat	2	2	1	2	3	3	6	4	2	5	10	8	5	9	8	8	10	6	2	1		1			1		99
Sun	1			1	2			1	6	3	5	2	4	3	3	7	10	4	3								55
Thur	3	2		1	1	1	1		2	1	1	2		3		1	1	1						1			22
Thurs				1	1		1	2	3		3	3	1	4	2		1	2							1		25
Tues		5		1			1		2	2	5	2	5	3	3		2	2						3	1		37
Unknown																									1		1
Various																										2	2
Total	9	12	5	15	11	11	18	12	24	16	28	26	33	43	29	21	30	20	8	4	1	3	2	5	6	4	396

	Most Common Day of Week
	Most Common Time of Day
	Most Common Day & Time

- It can be seen that the highest number of incidents within a one hour period, occurred on Fridays between 2200-2300hrs.
- Overall, the highest concentration of incidents was Saturdays between 1900 – 0100hrs.

Typically, during these times there are increases in crimes of disorder due to concentrated numbers of people under the influence of alcohol and congregating outside licensed premises at closing times.

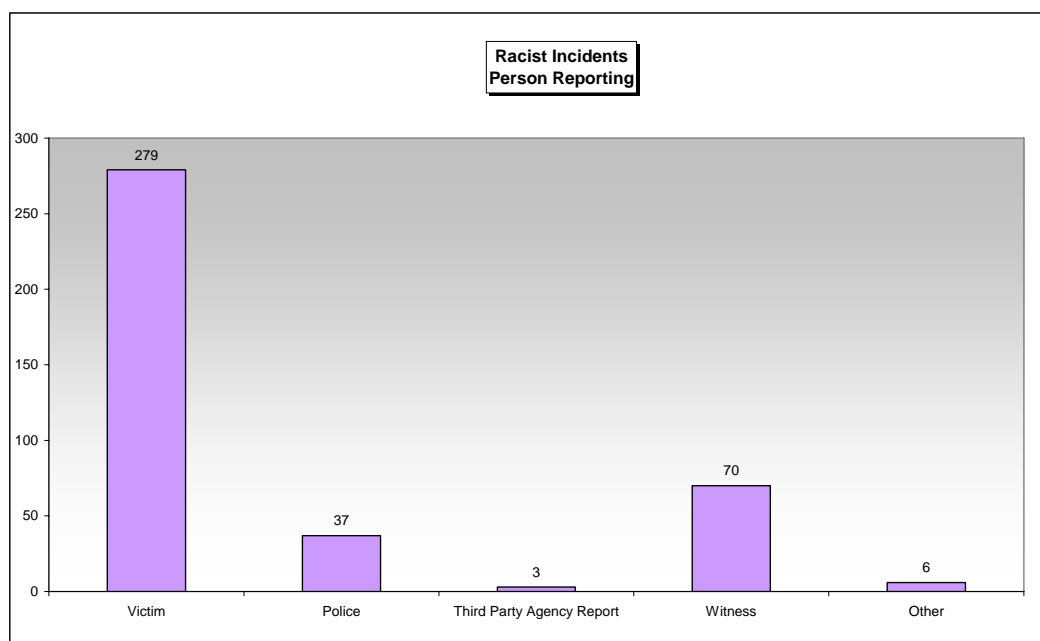
Locus Type

The following table highlights the type of locus at which the racist incidents occurred:

Locus Type	Incidents
Street	176
Dwelling house (incl. garden)	57
Other	55
Pub/place of public entertainment	30
Restaurant/Takeaway	22
Shop	21
Other Business	9
School/College	9
Medical Establishment	8
Public Transport/Bus Stop	5
Sporting Venue	3
Place of Worship	1

- The most common location in which racist incidents occurred, was in public streets (44%).

Person Reporting



- The vast majority of racist incidents (76%) were reported to police by the victim.

Subsequent Criminal Charges

The type of criminal charges that result from racist incidents can indicate the severity of incidents in terms of levels of violence. It can also give an indication as to the level of risk that is posed to potential victims. The following table highlights the nature of the charges resulting from racist incidents during 1st April 2005 – 31st March 2008.

Charge Type	Incidents
Racially aggravated conduct	200
Breach of the peace	183
Minor assault	41
Racially aggravated harassment	31
Vandalism, reckless damage and malicious mischief	10
Serious assault	4
Threats and Extortion	2
Race relations legislation	2
Having in a public place an article with a blade or point	1
Robbery and assault with intent to rob	1
Charitable Collections Offences	1

The following table highlights that the most common charge resulting from racist incidents were:

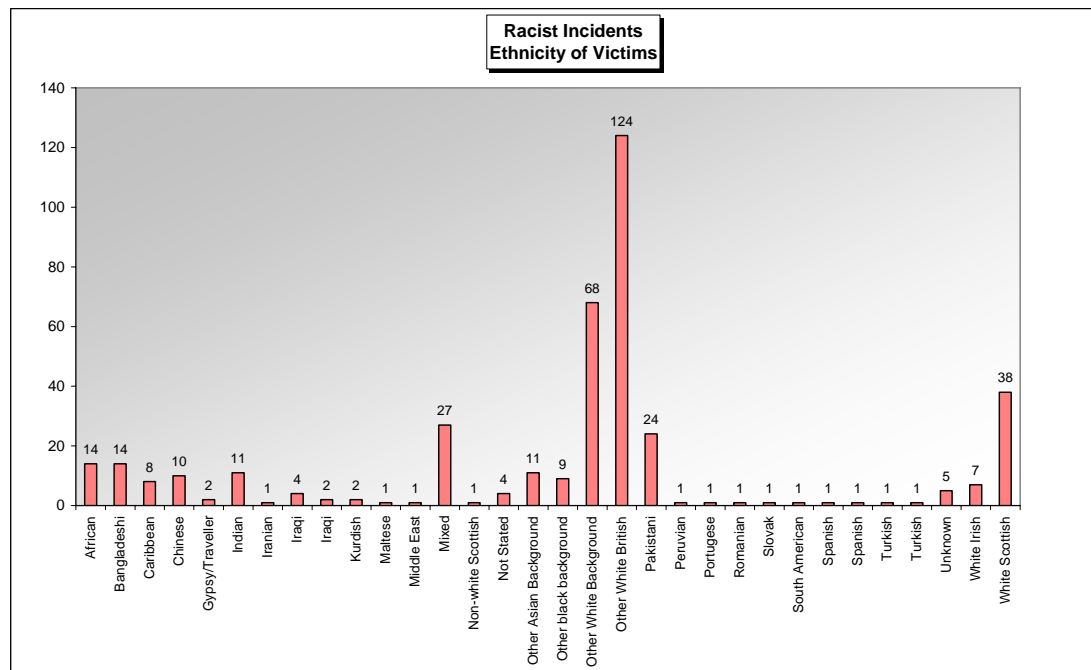
- Racially aggravated conduct
- Breach of the Peace
- This highlights that serious violence is not commonly associated with racist incidents in the Northern Constabulary Force area. The most common incidents relate to racist remarks/comments made by the perpetrator.

Victims of Racist Incidents

The following section of this report examines trends in relation to the victims of racist incidents during 1st April 2005 – 31st March 2008.

Due to the very nature of racist incidents, the victim-specific details are not always available for every incident. This is due to reasons such as, the offender making a general racist remark not targeted at a specific victim, or incidents such as vandalism, whereby racist abuse has occurred but the ethnic origin, gender and age of a victim cannot be identified.

Ethnicity of Victim



- The most commonly targeted ethnic groups were 'Other White Background' and 'Other White British'

Other White British

On further analysis of victims grouped under 'Other White British' it was identified that 87% (108) of the victims were of English origin.

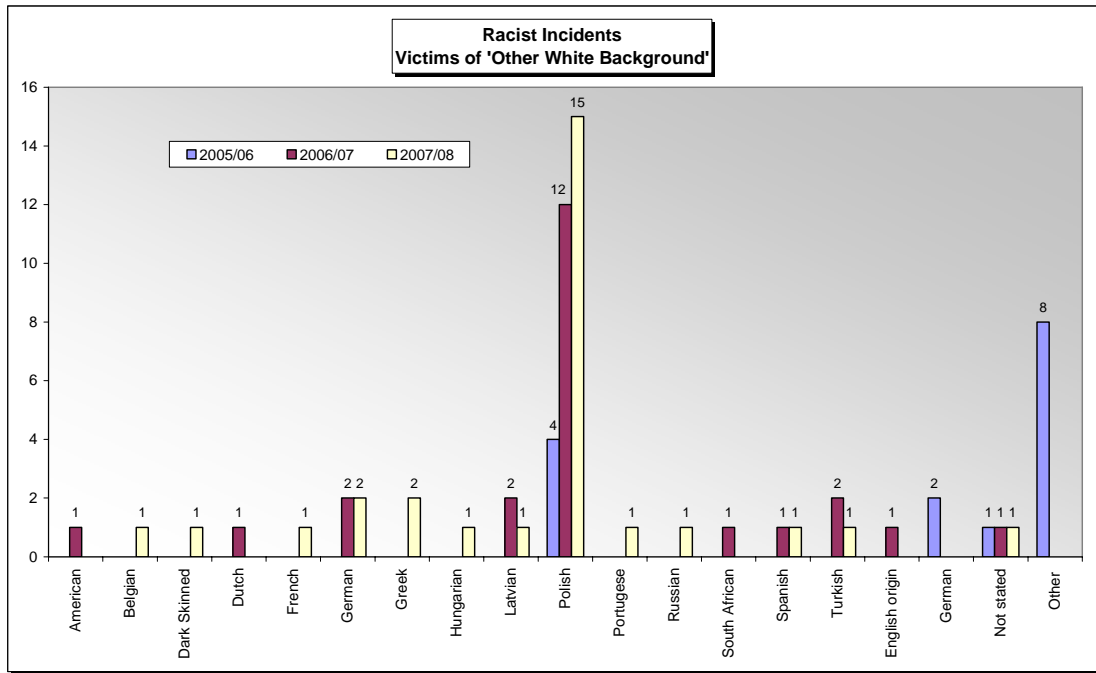
Other White Background

Racist incidents targeted at victims of 'Other White Background' were seen to gradually increase between 1st April 2005 and 31st March 2008. During 2005/06, there were 15 victims reported under 'Other White Background' and during 2006/07 and 2007/08 this figure increased to 24 and 29 respectively.

This increasing trend has also highlighted a more diverse range of victims, with increased variation in nationalities targeted during 2007/08. This of course, is also indicative of increased cultural diversity within the Northern Constabulary area as a result of in-migration.

On further analysis of victims grouped under 'Other White Background' it was identified that Polish nationals were the most commonly targeted victims, accounting for 46% of victims (31 victims).

This increase in incidents involving victims of 'Other White Background' could indicate emerging tensions due to increased competition for jobs due to the current economic downturn.



- It can be seen that the number of Polish victims targeted has been gradually increasing since 2005/06.

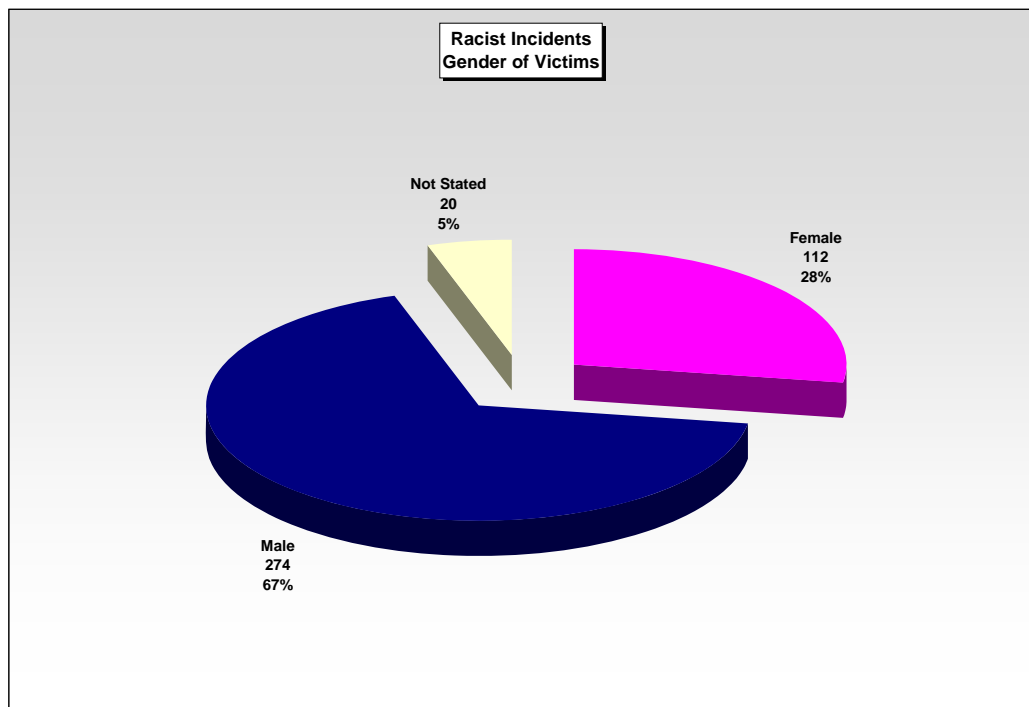
Victim's Main Language

The main language of victims of racist incidents is highlighted in the following table:

Language	Victims
English	286
Polish	31
Unknown	18
Bengali	10
German	6
Chinese	5
Kurdish	5
Arabic	4
Latvian	4
Spanish	4
N/A	4
French	3
Iraqi	3
Portuguese	3
Turkish	3
Urdu	3
Greek	2
Mandarin	2
Afrikaans	1
Arab	1
Fijian	1
Hindi	1
Hungarian	1
Indian	1
Romanian	1
Russian	1
Slovak	1
Thai	1

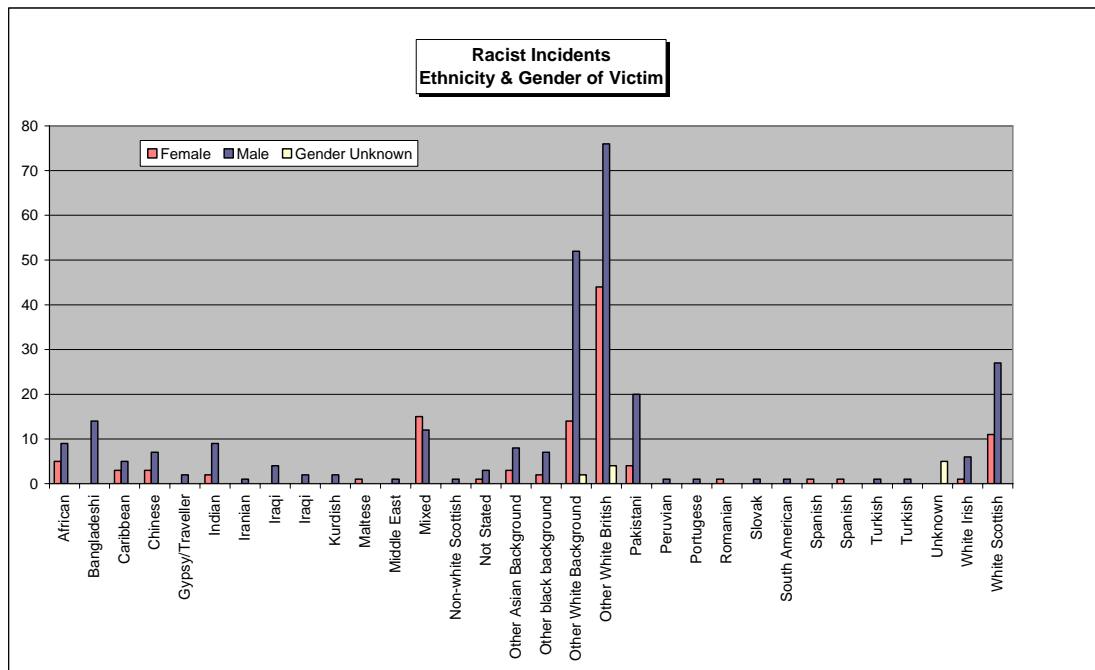
- It can be seen that the vast majority (70.4%) of victims had English as their main language.

Gender of Victim



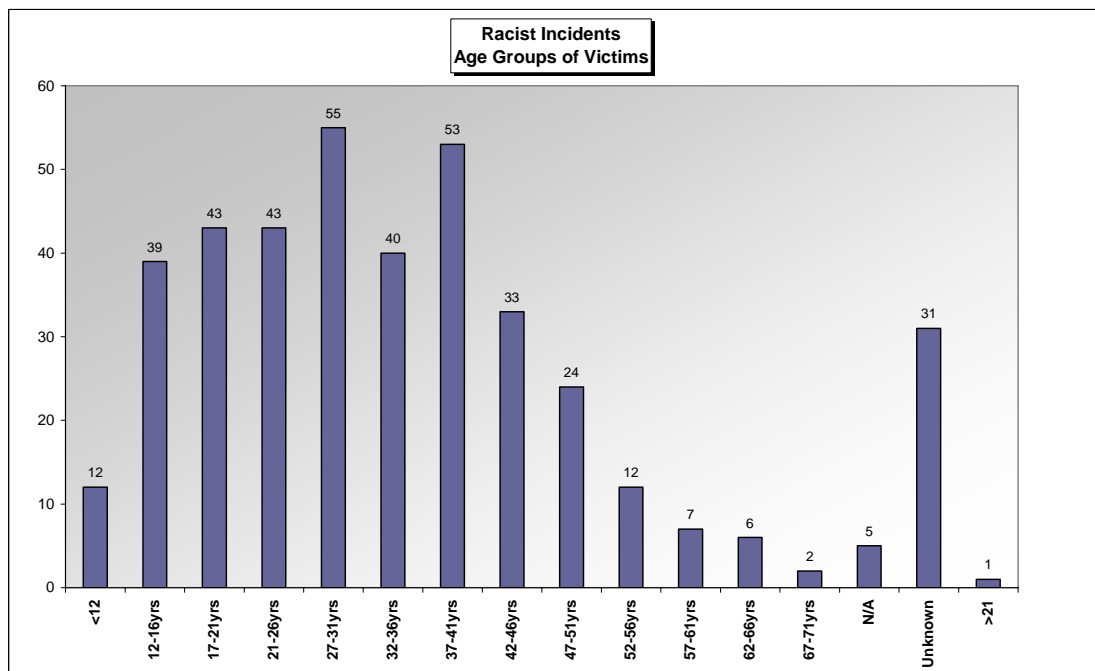
- Males accounted for 67% of the victims of racist incidents.

Ethnicity & Gender of Victim



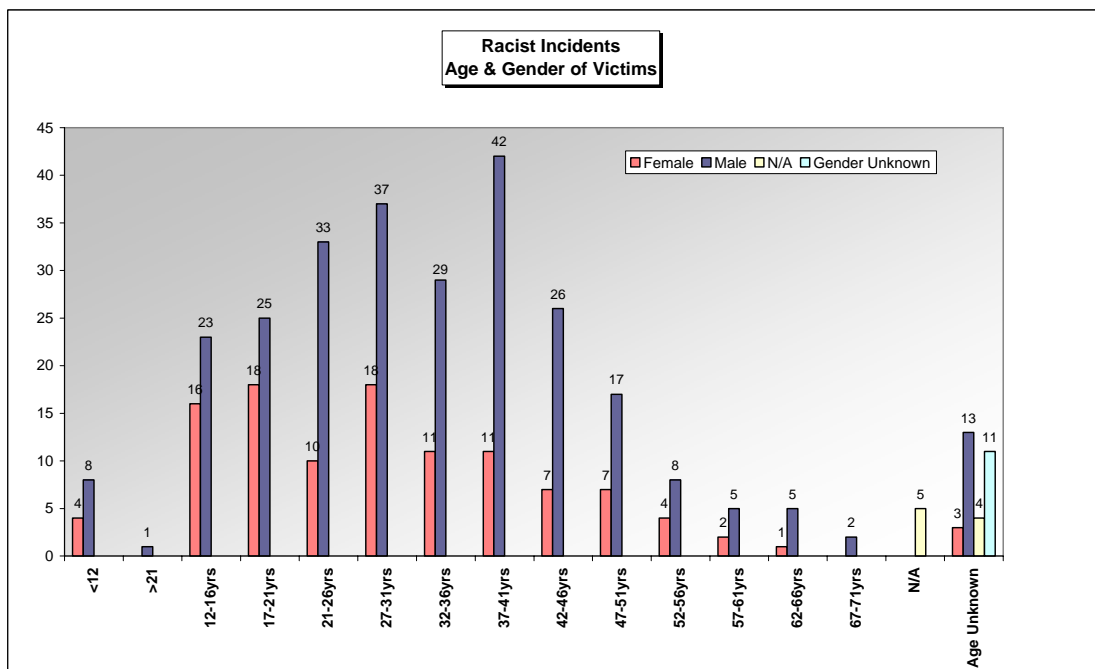
- Males of 'Other White British' and 'Other White Background' were the most common victims of racist incidents.

Age of Victim



- The highest number of victims were aged between 27-31 years and 37-41 years.
- It is of note that there were also high levels of young victims, aged between 12-21 years.

Victim Age by Gender



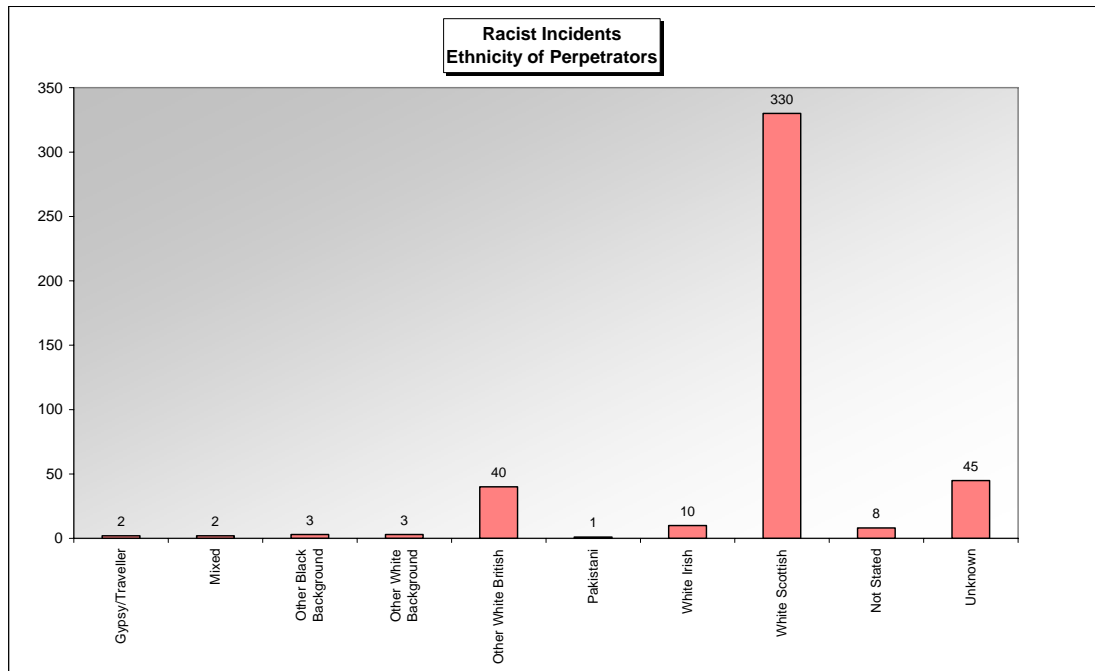
- Males aged between 26-40 years were the most commonly targeted victims of racist incidents, accounting for 26% of all victims.

Victimisation of On Duty Police Officers

During 1st April 2005 – 31st March 2008, on duty police officers accounted for 55 victims of racist incidents. These victims were targeted predominantly during police attendance at an unrelated incident or at the time the offender was being detained or whilst in police custody.

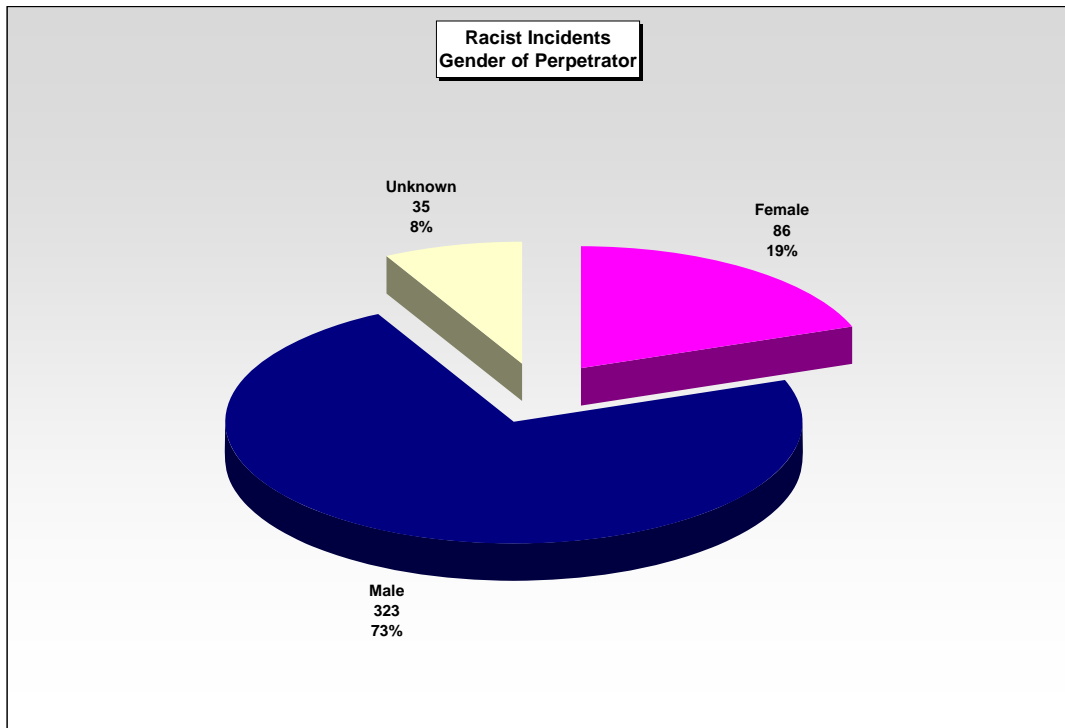
Perpetrators of Racist Incidents

The following section of this report examines trends in relation to the perpetrators of racist incidents during 1st April 2005 – 31st March 2008.



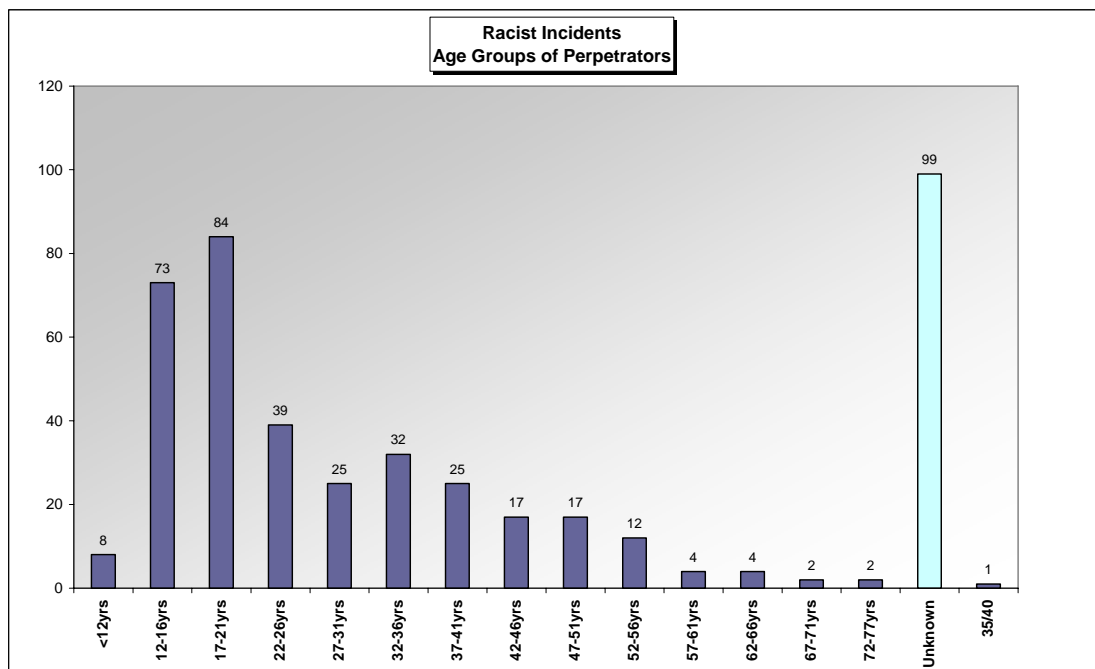
- It can be seen that the vast majority of offenders (74%) were White Scottish.
- All of the perpetrators who were 'Other White British' were of English origin.

Gender of Perpetrator



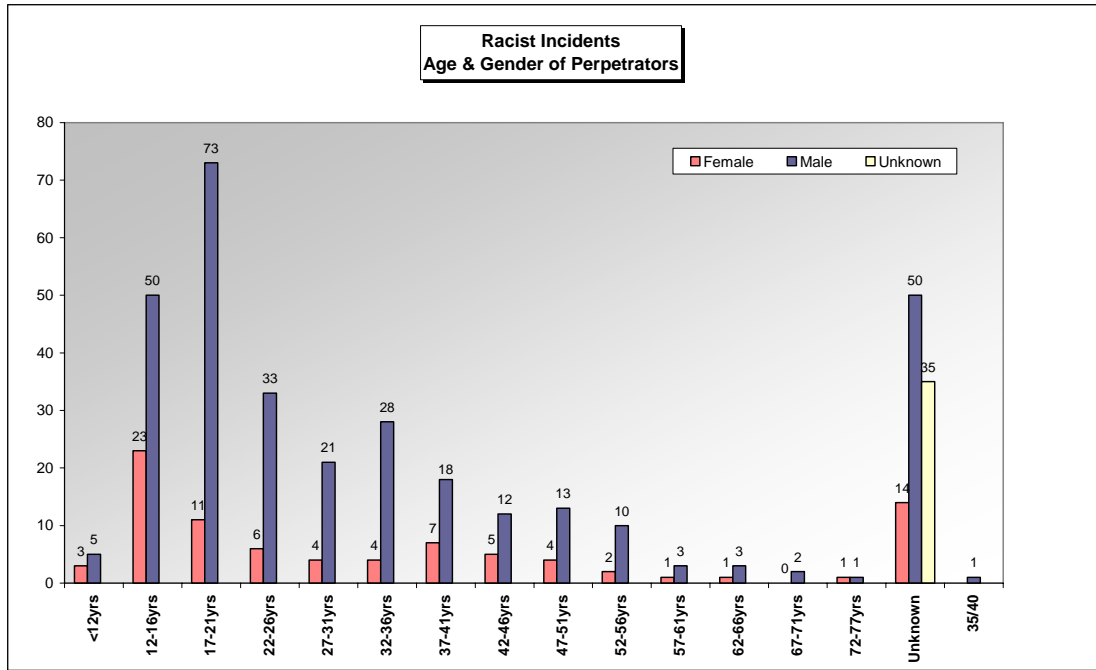
- 73% of the perpetrators of racist incidents were male.

Age of Perpetrator



- The age was not recorded for a large proportion (22.3%) of the perpetrators
- Where the age was known, the majority of perpetrators were in the 12-16yrs and 17-21yrs age groups.

Perpetrator Age by Gender



- The highest number of racist incidents perpetrated by females was committed by those in the 12-16 years age group.
- Where the age of the males was known, the age group responsible for the highest number of racist incidents was 17-21 years.

