The Highland Council

Community Safety, Public Engagement and Equalities Committee 12th September 2013

Agenda Item	7
Report	CPE
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Single Outcome Agreement and Community Safety Partnership Priorities

Report by Head of Policy and Performance

Summary

This report sets out the partnership priorities for community safety as agreed through the Single Outcome Agreement and highlights that this should influence the new local plans being developed for Police and Fire and Rescue Services.

1. Background

1.1 The Single Outcome Agreement (SOA) 2013-18 as reported to Council on 27th June 2013 has been agreed by the Scottish Government. One of the chapters in the SOA addresses one of the Government's priorities of safer and stronger communities and reducing reoffending. This chapter is appended for information.

2. Partnership priorities

- 2.1 Through joint working at officer level¹ a range of evidence was gathered from statistical sources, feedback from practitioners and public surveys to identify where partners could work together to make the Highlands even safer. This resulted in partners identifying three common areas to work better together on:
 - Dealing with alcohol misuse as this is often a contributory factor in a range of crimes;
 - 2. Tackling inequality in safety, as areas of multiple deprivation have higher crime levels and higher levels of fear of crime;
 - 3. Moving to more integrated ways of working together across partners, especially with the benefits seen from new ways of working to reduce offending and reoffending among young people.
- 2.2 In public surveys carried out by the Council and Police, the feedback persistently is that road safety, alcohol misuse and antisocial behaviour are the top three public concerns.
- 2.3 All community planning partners have equalities duties and so far for community safety joint work focuses on working together on hate incidents and violence against women. These issues are reviewed annually at this Committee each December.
- 2.4 A description of community safety issues in the Highlands, including those

¹ This involved staff from the Council, NHS Highland, Police Scotland and the Scottish Fire and Rescue Service.

items above are included in the SOA as appended and a delivery plan with the following long term outcomes is produced (section 6.4 in the Appendix):

- Communities and individual are safe from alcohol related offending and antisocial behaviour;
- Areas with most multiple deprivation become safer and are felt to be safer;
- We improve road safety;
- We reduce anti-social behaviour;
- People are, and feel, free to live their lives without harassment and discrimination, and can take part in community life;
- People benefit from public services in a fairer way and are able to have their say about them;
- · Highland becomes even safer.
- 2.5 In the delivery plan further information is provided on shorter term outcomes, the actions of the partners to support them and how we would measure progress. In keeping with the SOA as a whole, more work is needed to complete the plans and the Government has agreed that we will do this by the end March 2014. In addition under paragraph 6.3.2 in the Appendix, improvements to joint working arrangements are listed. This is feeding into the review of community planning arrangements currently underway.
- 3. Developing new local plans for police and fire and rescue services
- 3.1 We have a commitment in the Programme that:

'The Council will play a full part in agreeing the priorities and local plans for police and fire and rescue services in the Highlands. Elected members will also monitor performance against these plans.'

- 3.2 There are important legal duties on local plans for police and fire and rescue services. The Police and Fire Reform (Scotland) Act 2012, places a duty on both national services to involve the Council in the setting of priorities and objectives for policing the area and in determining the priorities and objectives for the fire and rescue service. Following the production of the first strategic (national) plans for police and fire and rescue services (post April 2013), the local commander and local senior officer are to submit a local police plan and local fire and rescue plan to the Council for approval and once approved the local commander must publish the local policing plan in a format the Council may specify.
- 3.3 Having worked with fire and police services and NHS Highland to identify partnership priorities and including these in the SOA, we can demonstrate compliance with the legislation if these partnership priorities influence the content of the new local plans. Local plans will also have to take into account the priorities from the national plans.
- 3.4 Both the local commander and the local senior officer have arranged with the Corporate Manager to consult further with the public at Ward level to ensure the local plans, including Ward plans reflect local public priorities. This will be done through ward forums across the Highlands in September and October 2013. Members will also be able to consider progress at City/Area

Committees as the revised Scheme of Delegation gives them a new power: 'to scrutinise and monitor the performance of the Police Service and Fire Service against their local Ward Plans'.

3.5 An up-date on the progress and timescale for producing local plans will be provided at the meeting.

4. Implications

4.1 Resource Implications

There are no new resource implications for the Council arising from this report. Legal Implications

There are legal implications in the roles required of the local commander and the local senior officer in involving the Council in setting priorities for local plans and on the Council to agree those plans.

Risk implications

Risks can be managed through the work done already to agree partnership priorities through the SOA.

Equalities implications

Equalities implications are being addressed especially through the partnership action and outcomes around hate incidents, violence against women and in reducing the gap in community safety across different places and for people with disabilities.

Climate Change/Carbon Clever implications

There are some indirect implications for climate change/being Carbon Clever in that road safety is included in the report, although from a community safety rather than carbon emissions perspective, and emergency planning is included in the SOA where that may arise from extreme weather events.

5. Recommendation

- 5.1 Members are asked to consider and note:
- 1. The current description of agreed partnership priorities for community safety as set out in the SOA and that these should influence the new local plans for police and fire and rescue services.
- 2. Further public engagement at local level through Ward forums will help to develop the local and ward plans as well, with City/Area Committees having a role to monitor performance against local plans.
- 3. That the partnership delivery plan for community safety will be improved by the end of March 2014 and supported by new joint working arrangements currently being reviewed.

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Extract from SOA 2013-18, Section 6

- 6. Safer and stronger communities and reducing reoffending
- 6.1 Introduction
- 6.1.1 During 2012 and 2013 Council, health, fire and police partners have worked together to produce the first Strategic Assessment for community safety in the Highlands. This will support the development of local plans for police and for fire and rescue services.
- 6.1.2 The strategic assessment has analysed a range of public protection and community safety issues for the Highlands drawing on:
 - partners' evidence of the incidence of crimes, partner interventions and the demand for their service;
 - the views of practitioners, communities and scrutiny bodies;
 - reaching a partnership view on what works;
 - identifying key issues and challenges for partners to address;
 - developing a partnership understanding of how to work more preventatively; and
 - agreeing how to work together to address patterns of inequality by considering who is more likely to be a victim of crime or a perpetrator of crime and to identify the most vulnerable communities.
- 6.1.3 The Strategic Assessment, along with further public engagement, will support the development of new local plans for police and fire. From the analysis, partnership action has been identified for several public protection and community safety themes which will be taken through specific joint operational plans, as listed in section 6.7 below.
- 6.1.4 In addition, by considering the range of public protection and community safety issues together and in this way, partners identified common themes across nearly all types of crime. These were:
 - Alcohol misuse was often a contributory factor for a range of crimes;
 - Areas of multiple deprivation have higher crime levels and higher levels of fear of crime; and
 - Moving to more integrated partnership processes would produce better results and safer communities (especially given the success of reducing offending and reoffending among young people by adopting the partnership practice model (GIRFEC)).

Partners have committed to a new strategic focus and new concerted effort on these three priorities and these are included in the partnership delivery plan below.

- 6.1.5 In listening to public views on community safety the three main concerns are persistently about road safety, alcohol misuse and antisocial behaviour. These are addressed below and feature in the partnership delivery plan.
- 6.1.6 In developing equalities outcomes, partners have agreed shared outcomes to achieve in relation to hate incidents and crimes and violence against

women. These are addressed in the partnership delivery plan.

6.1.7 **Highland Context**

Overview of crime, community safety and re-offending

For all crimes recorded, Highland has the 7th highest number of all 32 community planning areas in Scotland and is ranked 15th for crimes per 10,000 of the population. In total 9827 crimes were recorded in 2011/12, excluding miscellaneous and road traffic offences. This number has reduced from 10,320 in 2009/10 (a 4.8% reduction in three years). Over the same period the detection rate has increased from 56.6% to 63.2%. This is significantly above the Scotland average of 49% over the same period. Based on the relatively low number of crimes per 10,000 of the population and the relatively higher detection rate, the Highlands generally are a safe place to be.

- 6.1.8 Most crimes recorded relate to crimes of dishonesty (Class 3 crimes), crimes of vandalism (Class 4) and other crimes including drugs offences and public order offences (Class 5) accounting for 40%, 28% and 26% of all Class 1-5 crimes respectively. Crimes against the person including murder, serious assault and robbery (Class 1) account for less than 4% of Class 1-5 crimes and numbered 332 in 2011/12. Crimes of indecency (Class 2) account for less than 2% of Class 1-5 crimes and numbered 191 in 2011/12.
- 6.1.9 Since 2009/10 the overall reduction in recorded crimes in Highland relate to fewer recorded crimes of dishonesty and vandalism. When compared with Scotland as a whole, Highland has a similar proportion of Class 1, Class 2, and Class 4 crime. In contrast, Highland has a higher proportion of Class 5 crime (30% compared to 22% nationally for other crimes including drugs offences and public order offences) and a lower proportion of Class 3 crime (39% compared to 49% nationally for crimes of dishonesty).

6.1.10 Fire safety

The number of dwelling house fires has fallen from 175 in 2007/8 to 148 in 2011/12. Common causes relate to cooking, electrical or appliance faults and conducted heat or smoking. The dwelling fires in 2011/12 were more likely to involve people with disabilities, older single people and people living in areas of deprivation. Smoking and drinking alcohol were also risk factors in some of these fires.

- 6.1.11 The number of secondary fires (those not involving casualties or rescues and attended by four or fewer fire engines) has fluctuated between 599 and 676 during 2007/8 to 2011/12. Of the 676 fires in 2011/12, 62% were grassland fires and 33% were for refuse or refuse container fires. A current focus is on addressing wildfires, affected by periods of warm, dry weather.
- 6.1.12 The number of deliberate fires set has fallen from 386 in 2007/8 to 361 in 2011/12. This anti-social behaviour can also be influenced by alcohol.

6.1.13 The number of fire casualties has fluctuated between 26 and 57 per annum over the period 2007/8 to 2011/12. Of the 50 casualties in 2011/12 there were 7 fatalities resulting from both road traffic collisions and dwelling house fires.

6.1.14 Reducing re-offending

The rate of reconvictions within one year has been falling steadily in Highland. The latest data for 2009/10 show that of the 1938 offenders in 2009/10, 26.9% were reconvicted within one year, a reduction from 33.4% in 2005/6. This rate is the second lowest of the five community planning partnerships within the Northern Community Justice Authority and below the Scottish figure of 31.7%.

6.1.15 Reduced youth offending

Over the past three years the number of recorded complaints about young people has decreased and the number of offences committed by young people has decreased. The average number of monthly offence-based referrals to the Scottish Children's Reporter Administration (SCRA) has decreased from 73 in 2010/11 to 45 in 2012/13. In 2010/11 the rate of children referred to SCRA on offence grounds was 29 per 1000 population compared to 35 per 1000 population for Scotland. The number of persistent young offenders has also fallen significantly (by 63%) from 98 in 2010/11 to 30 in 2011/12. As at April 2013 there were 7 persistent young offenders. Unlike central Scotland, there is no known gang activity and nor associated organised violence in the Highlands. The partnership's practice model (GIRFEC), supported by a range of diversionary activities has had a positive impact on reducing youth offending and reoffending.

6.1.16 Community views

The most recent results from public surveys¹ indicate that 96% of the Highland population rate their area within 15 minutes' walk of their home as very or fairly safe, an increase from 92/9% reported in 2010/11. Although comparisons can no longer be made nationally, other surveys show higher reporting of safety in the Highlands. For example:

- 76% of residents stated that they feel 'very/fairly safe' walking alone in the local neighbourhood after dark, compared to a Scottish average of 68%.
- 95% of Highlands & Islands respondents stated that they feel 'very/fairly safe' when at home alone at night, compared to a Scottish average of 94%.
 (Scottish Crime and Justice Survey 2010/11)
- 6.1.17 Both Police and Council surveys show that consistently over time the Highland public identifies road safety, alcohol abuse and anti-social behaviour as their top three community safety concerns. Over 75% of adults are concerned about road safety, 65% are concerned about alcohol abuse (an increase from 51% in 2009) and over 61% are concerned about

¹ The Citizens' Panel response to the Council's annual survey of performance and attitudes in 2012 and the 2012 Northern Constabulary Community Consultation Survey.

anti-social behaviour.

6.1.18 Alcohol misuse

Alcohol misuse is a cross-cutting issue which impacts significantly on community safety in Highland. During April – December 2012, there were 8,893 incidents reported to police in Highland that were marked as alcohol related. This is 11.8% of total incidents recorded during this period. It is likely that further incidents also involved alcohol however this is not always known or recorded. The volume incident types that are most likely to have an alcohol marker are incidents of; breach of the peace, drunk person, assault, and domestic abuse. Serious incidents such as domestic abuse, serious violent incidents, and sexual offence incidents, were more likely to involve alcohol (see details below).

- 6.1.19 During the last three years (2009/10 2011/12) incidents of drunk and incapable have decreased from 2,252 to 2,202 in Highland. Over the same period, incidents of underage drinking have declined by 41% in Highland, from 552 in 2009/10 to 325 in 2011/12. Levels are still too high.
- 6.1.20 Operation Respect was initiated in 2008 as a response to concern at a perceived increase in violence and disorder within Inverness City Centre. The operation has since been run over the festive period in successive years. During Operation Respect 2012, a total of 436 antisocial, violent, and dishonesty incidents were reported in Inverness City Centre. Of these, 243 were crimes, of which 208 (86%) were detected. The number of incidents recorded in 2012 increased by 13% in comparison with 2011, and 18.7% in comparison with the average for the previous 4 years. The top incident types for the past 3 years have remained virtually unchanged: breach of the peace, drugs, drunk person, and assault. 80 Fixed Penalties were issued in Inverness in December 2012 and 26 licensed premises checks were conducted in Inverness City Centre during the period of the Operation in 2012.
- 6.1.21 Alcohol-related hospital admission rates have fallen from 913 per 100,000 in 2006/7 to 673 per 100,000 in 2010/11, bringing it lower than the Scottish rate of 695 per 100,000. Over the same period alcohol-related deaths in Highland have fallen from 79 to 53.
- 6.1.22 Pupils aged 15 years self-reporting ever having an alcoholic drink has fallen from 88% in 2006 to 82% in 2010, but this is higher than the figure for Scotland at 77%. Those drinking alcohol on a weekly basis has fallen from 25% to 22% over the same period, but this is higher than the 20% self-reporting in Scotland as a whole. The number of young people aged 18 years and under admitted to hospital with a diagnosis of alcohol intoxication has increased from 122 in 2006/7 to 158 in 2011/12. Over this period, 753 young people have been admitted to hospital. This data may under-report alcohol-related hospital admissions.
- 6.1.23 Alcohol misuse is associated with crimes and offences as follows:
 - It is a risk factor in dwelling fires, fire setting and related casualties;

- It contributes to a high proportion of crimes recorded; e.g. between April – December 2012 alcohol was recorded as being involved in 51% (686 incidents) of minor assaults in Highland, 65% of serious violent incidents (26 incidents relating to serious assault, attempted murder or murder), 41% (665 incidents) of domestic abuse incidents, and 24.8% (33 incidents) of sexual offence incidents (with excess alcohol consumption leading to the increased vulnerability of victims);
- It affects noise complaints about neighbours and other forms of antisocial behaviour:
- It makes roads unsafe more young drivers (aged 20-29 years) commit drink driving offences than other age groups, accounting for 90 of the 305 recorded in 2011/12;
- It is a risk factor for child protection an audit of the child protection register in 2012 highlighted that in 60% of cases parental substance misuse (alcohol and drugs) was a risk factor for concerns about children;
- Alcohol abuse is the second greatest worry among the community and its perception of safety, with nearly two thirds of the adult population expressing this worry.

6.1.24 Antisocial behaviour

Antisocial behaviour (ASB) covers a range of crime and offences that cause concern in communities. It can mean different things to different people, but occurs in most communities in the Highlands although to differing degrees and depending on different levels of tolerance in communities. It can include:

- Assault
- Breaches of the peace
- Vandalism
- Youth offending
- Disturbance and noise incidents
- Drunk persons
- Fire raising
- Offensive weapons incidents.

Taking these types of incidents together (excluding vandalism), there were 16,712 reported in 2011/12, a reduction of 8.9% from 2010/11 when 18,346 were reported. However during this period increases were recorded in incidents of breach of the peace and noise nuisance.

6.1.25 In 2011/12 there were 4,984 reported incidents of breach of the peace, of which 1,691 were subsequently recorded as crimes. This is an increase on 2010/11 when there were 4,891 reported incidents, of which 1,523 were recorded as crimes. These figures highlight that a large proportion of incidents relate to low level, non criminal acts, such as individuals making noise, gathering in the street and other acts. However, while these incidents are low level, they are of concern to the individuals who feel the need to call the police to complain, and there is also the concern that, unless these incidents are dealt with correctly, they may escalate into more

serious criminal behaviour. The Police beats with the highest incidence of breach of the peace in 2011/12 were Inverness city centre (275 offences), Wick (94) and Thurso (89).

- 6.1.26 Complaints to police about neighbour behaviour (mostly music and party noise) have increased by 70% from 1,789 calls in 2009/10 to 3,045 in 2011/12. Significant increases in the reports about neighbours occurred in Tain, Alness, Inverness Hilton/Milton and Inverness Crown. Alcohol consumption at home is often a contributory factor. Council and police partners target their intervention to those repeatedly reported by neighbours for noise nuisance through Operation Notebook and this has shown a decrease in the number of cases escalated for action.
- 6.1.27 While crimes of vandalism have decreased in the Highlands from 2010 to 2012, they accounted for 26% of all crimes in 2012 and contribute to perceptions of community safety. The police beats with the highest recorded vandalism offences in 2011/12 correspond with areas of multiple deprivation. The majority of perpetrators are male (85% in 2011/12) and are most likely to be aged 10-19 years (45% were in this cohort in 2011/12).
- 6.1.28 Many acts of antisocial behaviour do not become recorded crimes, but can be of significant concern to communities and neighbours. The Council's housing and property service, supported by its community wardens, intervened in 243 cases in 2011/12, with police involvement required for 50. This shows a higher proportion of escalated cases and police involvement that in the previous year when there were 247 cases but with police involvement in 30.
- 6.1.29 In 2011/12, 3 full ASBOs and 1 interim ASBO were granted in Highland. This has fallen each year from 10 in 2007/8. The reduction in ASBOs over the last two years is largely due to the introduction of the Scottish Government Preventions Framework in 2009. This, along with local policy changes, has ensured that ASB Investigators are involved at an earlier stage and that more preventative options are available in order to help modify behaviour.

6.1.30 Road safety

The road network in Highland is the most extensive of all community planning partnership areas, with several major arterial routes (A9, A82 and A96), a significant number of B routes and rural roads with different safety issues on each road. In 2011/12 there were 3,593 road collisions, which is a reduction on 2010/11 and 2009/10 when there were 3,690 and 4,115 collisions respectively. In 2011, 488 collisions resulted in an injury or fatality, compared to 475 in 2010. In 2011, 94 people were seriously injured and 16 killed. This is a decrease from 2010 when there were 105 people seriously injured and 26 fatalities. However the rate of fatalities is the highest in Scotland and three times higher than that for Scotland as a whole (12.9 per 100,000 in Highland compared to 4.4 per 100,000 for Scotland). In almost a third of Highland cases fatal road collisions involve

motorcycles. Most fatalities are among young men.

- 6.1.31 Most collisions happen on rural roads and in the Inverness area where traffic volumes are higher, but collisions have decreased in all areas of Highland other than in Lochaber and Skye. Road collisions are caused mostly by slippery roads (due to weather) and driver or rider error or reaction (failing to look properly or loss of control). Hazards on Highlands' rural roads include deer (estimated to be involved in at least 1000 collisions each year) and livestock and slower road users such as pedestrians and pedal cyclists.
- 6.1.32 The pattern of traffic offences in Highland shows:
 - A high level of speeding offences 3222 people charged in 2011/12 with 34% in the Badenoch and Strathspey area and 32% in the Inverness area. The top three beats are Daviot, Newtonmore and Kingussie (all on the A9).
 - Dangerous driving and careless driving crimes have decreased between 2009/10 and 2011/12 but still feature in causing accidents. In 2011/12 183 drivers were charged with dangerous driving, nearly all were men and 43% were aged between 20 and 29 years. 420 drivers were charged with careless driving and over 80% were men. The largest number of offences was in Inverness and Caithness and Sutherland, with the top two beats in Wick and Nairn.
 - There were 305 drink driving offences in 2011/12, a decrease from 395 in 2009/10. Unlike the pattern elsewhere in Scotland where drink drivers are more likely to be older men, in Highland they are more likely to be younger men and aged between 20 and 29 years (a total of 90 charged in 2011/12). The top three beats were Fort William, Aviemore and Thurso.
 - In 2011/12, 29 drivers were charged with drug driving, nearly all were men. The top two beats were Aviemore and Thurso.
 - Drivers aged between 20 and 29 years have the highest number of traffic offences recorded for dangerous driving, careless driving, drink driving and drug driving but of this age group the number of speeding offences committed were highest (675 out of 981 offences - 69% of all offences for this age group). Young people are also more likely to express their concern about road safety in the Highlands.
 - Speeding cars was cited by 75% of adults as a concern in recent surveys.

6.2 Reducing inequalities

6.2.1 Some communities of place and of people are more vulnerable to crimes and less safe than others. This needs to be addressed by the partnership for the Highlands to be a fairer as well as safer place.

6.2.2 Geographical patterns of recorded crimes

Areas of concentrated multiple deprivation are identified through the Scottish Index of Multiple Deprivation (SIMD) which includes data on recorded crimes. There are 17 datazones in Highland that are among the

15% most deprived in Scotland (SIMD 2012). They are found mainly in parts of Inverness, Easter Ross and Wick. 8 out of these 17 most deprived datazones also feature in the top 17 datazones for crime in Highland. Indeed, two of the top three multiply deprived datazones are also in the top three datazones for crime in Highland, namely Inverness Merkinch North and Wick Pultneytown South.

- 6.2.3 The Inverness Central and Longman datazone is ranked 3rd highest in Scotland for crime, but is ranked 479 in Scotland overall. This high ranking for crimes recorded arises from the number of crimes recorded from city centre activities, attracting people from outside the area, as a proportion of a relatively small resident population. It is also a feature of proactive policing at weekends particularly around licensed premises. Care is needed with such data to understand the context of crimes recorded and in considering solutions. Other localised factors affecting recorded crimes in the Highlands are annual festivals which are actively policed (e.g. RockNess and Belladrum music festivals).
- 6.2.4 As well as Inverness City Centre, areas of concentrated multiple deprivation are associated with higher incidence of recorded crimes, for example in 2011/12 the top three beats:
 - for crimes against the person (murder, serious assault and robbery)
 were Inverness Merkinch, Alness and the City Centre;
 - for crimes of indecency were Wick, Invergordon and Thurso;
 - for crimes of dishonesty were Inverness Centre, Merkinch and Dalneigh;
 - for crimes of vandalism were Inverness Merkinch and Inverness Hilton/Milton and Thurso (followed by Wick and Alness);
 - for other crimes including drugs offences and public disorder were Inverness Centre, Foyers (RockNess) and Inverness Merkinch.

Perpetrators are more likely to be young men (aged up to 29 years). Alcohol is often a contributory factor to crimes recorded.

- 6.2.5 Other community safety issues in areas of deprivation include:
 - people living in areas of deprivation are more vulnerable to dwelling fires; and
 - those living in poverty are at increased risk of experiencing drug and alcohol problems and are more likely to come to the attention of public services (Highland Drug and Alcohol Partnership, 2013);
- 6.2.6 Public survey results do show a variance by area when questions about levels of worry in the community are asked. While the responses at ward level cannot be generalised to the adult population in the Ward (the response size is too small) it is worth noting that Wards with datazones in the 15% most deprived in Scotland tend to show far higher levels of worry about being a victim of crime. They also tend to be areas where public concerns about alcohol misuse are greater.
- 6.2.7 <u>Feelings of safety among different groups in the community</u>

The Council's survey of the Citizens' Panel (2012) showed that disabled people are more worried about being a victim of crime (57%) than the panel as a whole (42%). 48% of disabled people are worried about being attacked, assaulted or robbed in the street compared to 31% of those who are not disabled. Providing more assurance and responding effectively to their concerns is required.

- 6.2.8 In the same survey, concerns about being a victim of attempted rape or other serious sexual assault were expressed by 14% of respondents; however 21% of female respondents expressed concerns. There is a notable 12% rise in concern in the community generally regarding violence against women compared to 2011.
- 6.2.9 Feedback from equality groups and from personal testimony in the Highlands shows that people with protected characteristics are subjected to abuse, bullying and offences because of their characteristics. Personal testimony from people in the Highlands with mental ill health, learning disability, ethnic minorities and from gay, lesbian, bisexual and transgender people tells of frequent harassment and verbal abuse, of threats and sometimes of physical attack. All of these actions cause harm and restrict the ability of people to take part in community life. Often people are reluctant to report such hate incidents.

6.2.10 Hate incidents and crimes

Noting that hate incidents tend to be under-reported, in 2011/12 in Highland there were reports of 106 race hate incidents, 2 disability hate incidents, 8 gender/sexual hate incidents, 2 religious/belief hate incidents and 5 other hate incidents. Of this total of 123, 82 were subsequently recorded as crimes. This shows an increase from 105 hate incidents reported in 2010/11, and 69 subsequently recorded as crimes. This increase could have arisen from greater confidence in reporting such incidents. Partners will take further steps to encourage the reporting of hate incidents and to ensure people reporting incidents feel they receive a good service.

6.2.11 Community attitudes to diversity

Part of the action to reduce hate incidents is to challenge any acceptance that 'it's just life or to be expected' and that there is no real problem. This includes whole population awareness raising. The Council's annual survey of the Citizens' Panel shows that when compared to attitudes in Scotland as a whole, attitudes in Highland tend to be slightly less positive about diversity. The latest survey results show that a significant minority of adults in Highland (30% in 2012) felt there was sometimes good reason to be prejudiced (compared to 28% for Scotland as a whole). Discriminatory attitudes were more likely to be expressed about Black and Asian people, lesbian and gay people, cross dressing people and gypsy travellers. However those knowing people with certain characteristics were less likely to express discriminatory views and in 2012 more adults (52%) would prefer to live in an area with lots of different kinds of people that where most people were similar to them (up from 47% in 2011).

6.2.12 <u>Violence against women</u>

Violence against women (VAW) is recognised as both a cause and a consequence of gender inequality. It can be physical, sexual, psychological and emotional. It takes many forms including domestic abuse, rape, incest and child sexual abuse, sexual harassment and intimidation, commercial sexual exploitation including prostitution, pornography and trafficking, dowry related violence, female genital mutilation, forced and child marriages and 'honour' crimes. Research estimates that between 1 in 2 and 1 in 5 women will experience at least one form of such violence in her lifetime.

- 6.2.13 The number of domestic incidents reported has risen from 1622 in 2009/10 to 1966 in 2011/12. The number of domestic incidents resulting in a crime or crimes has increased over the same period from 786 to 882. 83% of the incidents related to violence against women. The number of repeat victims has also increased over this time, with nearly 62% of victims experiencing at least one incident in the past. The number of repeat offenders has also increased, with 29 offenders having 5 or more charges against them (27 were men and 2 were women).
- 6.2.14 There were 6 murders by domestic abuse perpetrators in 2010/11 and 2 murders in 2011/12. Most perpetrators were involved previously in a domestic incident and most victims are known to be at higher risk by the police. Between November 2012 and March 2013 in Inverness and Rossshire, 59 people who were regarded as higher risk victims were referred for additional support (55 were women, 4 were men -some later found to be perpetrators- and 84 children were involved). 906 women received a service from Women's Aid in 2012.
- 6.2.15 Rape and sexual violence reported to the police has increased from 39 incidents in 2011 to 57 in 2012. The number for 2013 is expected to increase particularly from new disclosures about historical abuse. In 2012 44 rapes were reported to the crown by the police.
- 6.2.16 Crimes of indecency in Highland totalled 236 in 2011/12, similar to the number in 2009/10 (237), although there was an increase to 316 in 2010/11.
- 6.2.17 Data on commercial sexual exploitation e.g. prostitution, trafficking and lap dancing for Highland is limited.
- 6.2.18 As with hate crimes described above, most incidents are not reported. In addition, emotional and psychological abuse by a perpetrator may not constitute an offence. Most women seeking outreach support from Women's Aid report emotional/psychological abuse as the main reason. Women experiencing abuse are 15 times more likely to use alcohol and 9 times more likely to use drugs that women who are not.

6.2.19 Partnership Equality Outcomes Long term equality outcomes for the Highlands were published in April

2013 and they include a commitment for partners to work together so that:

- People are, and feel, free to live their lives without harassment and discrimination, and can take part in community life;
- People benefit from public services in a fairer way and are able to have their say about them.

The intermediate outcomes and performance framework for hate incidents and violence against women are shown on the partnership delivery plan below.

6.2.20 Other vulnerable groups

Historical fire incident data shows that people with disabilities, older single people and people living in areas of deprivation are more vulnerable to dwelling fires. The Fire Service approach to identifying high risk and vulnerable groups will be assisted by improved data sharing among partners.

6.2.21 Men and especially young men (aged 20-29 years) are far more likely to commit road traffic offences of dangerous, careless, drink and drug driving and with a high number of charges for speeding. They are also more likely to be seriously injured and killed in road traffic collisions.

6.2.22 Prevention

Nearly all community safety and public protection services emphasize prevention. Prevention can be targeted to high risk groups e.g. fire prevention targeting identified high risk areas and vulnerable people through, home safety fire visits, fire safety audits of premises providing sleeping accommodation and use of enforcement notices, and a range of educational and diversionary programmes such as Hi-Fires work experience programme, Firesetters intervention scheme and Safe Highlanders events. Prevention can also be whole population based e.g. in challenging acceptance of hate incidents, promoting diversity and fostering good relations among different groups in the community, raising awareness of the impact of hate incidents and in promoting healthier and fairer gender relationships. Specific preventative approaches will be contained in the joint operational plans supporting the Single Outcome Agreement and as listed insection6.7 below and some are included in the delivery plan below.

6.3 Outcomes and priorities

- 6.3.1 Partnership outcomes and priorities are drawn from:
 - The partnership Strategic assessment focussing on reducing alcohol misuse, making areas of multiple deprivation safer and doing this through more integrated ways of working;
 - Feedback from the public with a focus on road safety, alcohol misuse and antisocial behaviour; and
 - Published partnership equality outcomes relating to hate incidents and violence against women.

These are shown on the partnership delivery plan at Table 12 below.

6.3.2 Developing further integrated ways of working are a means to making the Highlands a safer and fairer place and making better use of public

resources. Partners have identified the following improvement areas for working together better:

- 1. More data sharing to identify people vulnerable to dwelling fires;
- 2. Identifying alcohol misusers who are at high risk of offending and having a process for supporting them akin to the process for supporting children and young people (the practice model developed for GIRFEC);
- 3. Extending Operation Notebook to cover not only noise complaints but also ASB and disorder incidents and to include other partners:
- 4. The Operation Notebook 2 calls per month trigger to be used more widely than noise nuisance for partnership intervention in other aspects of community safety where it does not currently apply.
- 5. Establishing a multiagency task force for repeat offenders of sexual assault and rape.
- 6. Establish a partnership sharing information group for serious and organised crime.
- 7. Establish a scrutiny panel to learn from and to improve the partnership responses to hate incidents.
- 8. Ensure the review of community planning in 2013 includes the establishment of a partnership Antisocial Behaviour Group and for it, the road safety group and the hate incidents group to be linked in to the Safer Highland Group and for governance to be reviewed:
- 9. To review the data support required for the Safer Highland Partnership Group and to plan how to fill the data gaps identified in the Strategic Assessment.
- 10. As part of the review of community planning, the Safer Highland Partnership Group will review how to improve engagement with partner organisations and their staff, with third sector community safety bodies and with the general public.

Long Term Outcomes	Intermediate/Short Term Outcomes	Inputs/Resources Partners	Indicators & Baseline info	Improvement/ Targets
Communities and individuals are safe from alcohol related offending and antisocial behaviour	Reduction in the number of alcohol related fires	Improve data on alcohol related fires	Reduce the rate of fire fatalities and casualties per million population by 5% a year based on the previous 3 year rolling average (rolling average of 25 incidents over 2009-2012)	Decrease below 25 alcohol related fires
		Delivering home fire safety visit preventative programmes Increase referrals to	3600 home fire safety visits (HFSV) delivered in 2012/13	4000 HFSV to be delivered 0n 2013/14
		Increase referrals to SFRS from partners and improve data sharing to prevent fires	Data currently shared through the Health Homes for Highland programme	Increased data sharing across the CPP
	Reduction in the number of alcohol related crimes	Improve data on alcohol related crimes	11.8% of incidents reported to police were marked as alcohol related between April-December 2012 (8,893 incidents)	Decrease but NB data reliability issue.
		Identify misusers who are at high risk of offending and have a process for adults akin to GIRFEC.		Date for new process TBI
		Operation Respect		

Long Term Outcomes	Intermediate/Short Term Outcomes	Inputs/Resources Partners	Indicators & Baseline info	Improvement/ Targets
	Meet targets for delivery of alcohol brief interventions (ABIs)	Highland Alcohol and Drug Partnership (HADP)	4640 ABIs in 2011/12 2736 ABIs in 2012/13 (target)	Standard to be maintained
	Meet targets for drug and alcohol treatment waiting time	HADP	90% clients wait no longer than 3 weeks from referral to treatment that supports their recovery 2012/13 target	Sustain standard of 90%
	Evidence used to inform licensing policy	Supply evidence to Licensing Board for policy on over-provision	Self-assessment of impact on information provided to Licensing Board – process to be agreed.	
Areas with most multiple deprivation (SIMD 2012) become safer and are felt to be safer	Engagement with communities in order to understand their needs and concerns.	A new partnership focus on areas of deprivation. Linked to community health coordinator role in four communities (Merkinch, Wick, parts of Easter Ross and Fort William).	Partnership approach agreed Levels of crime in identified deprived communities Fear of crime in identified deprived communities	By April 2014 Decrease Decrease
Improve road safety	Reduce Road Traffic Accidents (RTAs)	Targeted action for young (and male) drivers TBC Targeted action for motor cyclists.	RTAs – seriously injured children (2004-08 average of 12) RTAs – child fatalities (2004-08 average of 2) RTAs – total fatalities (2004-08 average	Decrease Decrease

Long Term Outcomes	Intermediate/Short Term Outcomes	Inputs/Resources Partners	Indicators & Baseline info	Improvement/ Targets
		Targeted action for accident hotspots and beats with highest number of road traffic offences	of 28) RTAs – total number of people seriously injured (2004-08 average of 160)	Decrease Decrease
	Reduce the level of concern in communities about speeding cars		% concerned about speeding cars 75% in 2012 (Citizen Panel Survey)	Decrease
Reduce anti-Social behaviour	Reduction in fire related antisocial behaviour		Reduce the number of deliberate fires reported (rolling average of 333 incidents over 2009-2012)	Decrease below 333 fires
	Sustain fire prevention programmes	SFRS Community Safety Advocate delivered Firesetter Programme	Increase number of targeted Firesetters programmes	Increase
	Continued reduction in ASB incidents recorded	Deliver HI-Fires Youth Engagement Programme	Increase no. of HI-Fires programmes delivered (funding dependant) 18,346 incidents recorded in 2010/11 16,712 incidents recorded in 2011/12	Increase
	Reduction in no. of breach of the peace offences Reduction in no. of breach of the		4,984 incidents, of which 1,691 were crimes in 2011/12. 4,891 incidents, of which 1,523 were crimes in 2010/11.	Decrease
	peace offences in the top 3		Inverness centre – 275 in 2011/12	Decrease

Long Term Outcomes	Intermediate/Short Term Outcomes	Inputs/Resources Partners	Indicators & Baseline info	Improvement/ Targets
	beats	Operation Notebook – Police and Council	Wick – 94 in 2011/12 Thurso – 89 in 2011/12	
	Reduction in the number of households escalated to stage 3 for noisy behaviour through Operation Notebook	ASB recording facility within the Housing Information System. Survey design.	102 households in 2009/10 39 households in 2010/11 50 households 2011/12	Decrease
	Continued reduction in crimes of vandalism		2993 crimes in 2010 2838 in 2011 2297 in 2012	Decrease
	Increase in % of Council house tenants reporting satisfaction with antisocial behaviour complaints		Baseline set in 2013 as part of Scottish Housing Charter	Increase
	Increase the number of ASB cases resolved (that are reported to the Highland Council's Housing Service)		No. of cases of ASB reported in the last year No. of cases resolved in the last year No. of cases resolved within locally agreed targets in the last year. Baselines to be set as part of Scottish Housing Charter in 2013.	Increase
Equality outcomes	Hate incidentsThe population of Highland		Base-line from HC survey of performance and attitudes 2013	Increase

Long Term Outcomes	Intermediate/Short Term Outcomes	Inputs/Resources Partners	Indicators & Baseline info	Improvement/ Targets
People are, and feel, free to live their lives without harassment and discrimination, and can take part in community life. People benefit from public services in a fairer way and are able to have their say about them.	have an increased understanding of hate incidents and of their impact on individuals and communities. People feel more confident in reporting hate incidents that they have experienced or witnessed. People who report hate incidents feel satisfied with the response received from public agencies. Individuals within protected groups feel safe and secure within their local community.	Encourage reporting Hate Free Highland website Increase number and capacity of third party reporting organisations Establish scrutiny panel in 2013. Produce DVD for staff on awareness raising on adult protection issues (NHSH lead)	 No. of hate incidents - 105 in 2010/11, 123 in 2011/12 No. of hate crimes reported - 69 in 2010/11, 82 in 2011/12 No. of hate incident reports made through third parties New survey work to begin in late 2013 Increase the detection rate for 'racially aggravated' crimes – 74.4% in 2010/11, 93.5% in 2011/12 New data to be collated for base-line – may be qualitative Fear of crime amongst people with disabilities compared to 	Increase Increase Reduce the gap

Long Term Outcomes	Intermediate/Short Term Outcomes	Inputs/Resources Partners	Indicators & Baseline info	Improvement/ Targets
			others Highland Council Citizens' Panel surveys: 57% disabled people are worried about being a victim of crime compared to 42% of all panel members. 48% of disabled people are worried about being attacked, assaulted or robbed in the street compared to 31% of those who are not disabled. The % of adults who feel there is sometimes good reason to be prejudiced. 33% in 2011, 30% in 2012. The % of adults who would prefer to live in an area with lots of different kinds of people. 47% in 2011, 52% in 2012.	Reduce
	Violence against women Violence Against Women is Reduced • Perpetrators are tackled about their behaviour	Police Domestic Abuse Investigation Team Women's Aid	Repeat victimisation of domestic abuse (police, MARAC and perpetrator programme stats) base-line TBC Repeat perpetration of domestic abuse	Reduce Reduce
	Reduced acceptance of	Roll out of MARAC programme for higher	(police, MARAC and perpetrator	

Long Term Outcomes	Intermediate/Short Term Outcomes	Inputs/Resources Partners	Indicators & Baseline info	Improvement/ Targets
	VAW • There are healthier gender relationships	risk victims Programme to address perpetrator behaviour Establish a Highland Crisis Centre for Victims	programme stats) base-line TBC Repeat perpetration of rape/sexual assault base-line TBC Increased detections for Class 2 crime	Reduce Increase
	The long term impact of Violence Against Women (VAW) on women and children is reduced • Women affected by VAW receive services which meet their needs • Children and Young People affected by VAW receive services which meet their needs	Crisis Centre for Victims of rape and domestic abuse Develop a multi-agency task force for repeat offenders of sexual assault and rape	Scottish attitudes to VAW show reduced levels of acceptance (SG data) No. of women, children and young people feeling supported by the services they have used (VAW survey, Womens' Aid surveys, MARAC case sample data) Additional performance indicators are expected from Police Scotland on e.g. levels of domestic abuse, detections, multiagency interventions, protection and prevention orders. These will be adopted in the partnership once confirmed.	Reduce

Long Term Outcomes	Intermediate/Short Term Outcomes	Inputs/Resources Partners	Indicators & Baseline info	Improvement/ Targets
Highland becomes even safer	Recorded crimes and offences committed continue to decrease		Rate of recorded crimes and offences per 10,000 population 2011/12 – 525 2010/11 – 526 2009/10 – 550	Decrease
	Detection rates continue to increase		Detection rate 2011/12 - 66% 2010/11 - 62% 2009/10 - 61%	Increase
	At least sustain the % of people feeling safe in their community		96% of the population rate their area within 15 minutes' walk of their home as very or fairly safe (Council Survey of Citizens' Panel 2012).	At least sustain
			76% of Highland residents state that they feel 'very/fairly safe' walking alone in the local neighbourhood after dark, compared to a Scottish average of 68%. (Scottish Crime and Justice Survey 2010/11)	At least sustain
	Reduce the number of accidental fires in the home	Fire safety advice and education provided and smoke detectors tested and/or fitted where appropriate	Base-line: 175 dwelling fires in 2007/8. 148 in 2011/12. 3400 HFSV delivered 2012/13	Decrease 20% increase in HFSV to 4000 2013/14

6.5 Resources

- 6.5.1 Partnership resources are quantified to date for:
 - Drug and alcohol funding. In total for 2012/12 they amount to £6.76m comprising £2.4m of ring-fenced funding, £1.95m of core NHSH funding and £2.39m of Highland Council funding.
 - Antisocial behaviour investigators, community wardens, community safety advocates and ASB police constable post (£325k annual Council resource – police resource TBC).
 - Violence Against Women Women's Aid, £704,987 of Council resources and £675,867 of Scottish Government resources in 2011/12. Partnership MARAC budget of £60k (£20k each from Council, NHSH and Police). Rape and abuse line £21k from Council and NHSH, £46.5k from Council for dedicated staff.

6.6 Engaging partners and communities

- 6.6.1 The partnership Strategic Assessment has built on the partnership working across several community safety groups involving police, fire, health, Council and SSCRA partners. It has highlighted new priorities for the partnership leadership for community safety. In the summer of 2013 a review of community planning arrangements will be carried out to ensure:
 - All relevant strands of community safety and public protection are covered:
 - The right routes for governance are identified;
 - The balance between Highland approaches and local issues is right;
 - Public service reform is supported.
- 6.6.2 During 2012/13 new methods of engaging local elected members and communities with the new national services for police and fire were trialled through the Government's pathfinder Project. This led to the establishment of a new Council Community Safety, Public Engagement and Equalities (CPE) Committee. The operation of the Committee in its first year has given rise to areas of good practice recognised by the Pathfinder Project and in the early inspection work of HMICS. The Committee will continue to improve and learn from practice elsewhere. Future inspection activity will focus on the engagement around the development of local plans for police and fire from early 2014.
- 6.6.3 A range of methods are used to consult with the general public. Methods include surveys of the Council's Citizens' Panel on community safety issues, surveys of a random sample of the population by the Police, discussing community safety issues at Ward Forums and through Police engagement with Community Councils (156 in Highland). The development of Ward Policing Plans (x22) has benefitted from local engagement with elected members and from the issues raised by Community Councils and Ward Forums.
- 6.6.4 Engaging with young people is arranged through discussions with Highland Youth Voice (the elected body of young people through schools), visits to schools by emergency services and through the curriculum on being a responsible citizen. The Highland Children's Forum has also consulted with

young people 'At the edge of exclusion' who had involvement with criminal and youth justice systems, those receiving intensive support and supported by third sector agencies. This identified new actions, especially around transition periods.

- 6.6.5 Engagement with people more vulnerable to crimes and offences is supported through meetings with equality groups in the Highlands including testimony sessions held in private following the CPE Committee meetings. The Police also facilitate a Community Advisory Group to gauge views from people with protected characteristics.
- 6.6.6 With a new focus for the partnership on making areas of multiple deprivation safer, partners will consider the approach required and link with the community health work being tested with communities in four areas of multiple deprivation. Partners have identified lessons from Edinburgh in their approach to understanding what matters to people who are usually harder to reach through their street surveys of community safety.
- 6.6.7 Community safety is supported in the Highlands through third sector response bodies including Mountain Rescue and the RNLI. In addition, much diversionary activity is undertaken by third sector groups. Formal links with the third sector will be established through the community planning review in 2013.
- 6.6.8 As noted above as part of the review of community planning, the Safer Highland Partnership Group will review how to improve engagement with partner organisations and their staff, with third sector community safety bodies and with the general public.

6.7 Linkages to other plans

- 6.7.1 The following plans support the partnership to make the Highlands a safer and fairer place:
 - Published partnership equalities outcomes
 - Local Interim Police Plan 2012/13
 - Local Interim Fire Plan 2012/13
 - Fire and Rescue Service Framework Document 2013 http://www.scotland.gov.uk/Resource/0040/00408831.pdf
 - Prevention and Protection Departmental (Fire) Plan 2013/14
 - Mountain safety guidance (being refreshed in 2013)
 - NCJA Area Plan 2011 14 and NCJA Annual Action Plan 2013 14, see www.northerncja.org.uk/Area-Action-Plans
 - The Youth Justice Improvement plan is under revision. A link will be provided as soon as the plan is agreed. The revised plan will form part of the new For Highlands Children service plan.
 - Alcohol Brief Intervention HEAT Standard 2012/13
 http://www.scotland.gov.uk/About/Performance/scotPerforms/partnerstories/NHSScotlandperformance/alcoholbriefinterventionsStandard
 - Drug and Alcohol Treatment Waiting Times HEAT Target
 http://www.scotland.gov.uk/About/Performance/scotPerforms/partne
 rstories/NHSScotlandperformance/drugandalcoholwaitingtime

- HADP annual report 2012
 http://www.highlandadp.org.uk/userfiles/file/Strategy%20Framework
 %20and%20Action%20Plan/Highland%20ADP%20Annual%20Repor
 t%20June%202012%5B1%5D.pdf
- The HADP Strategy http://www.highland-dp.org.uk/userfiles/file/Local%20Reports/Microsoft%20Word%20-%20ADP%20Strategy%202011.pdf
- The Highland Council and Northern Constabulary Antisocial Behaviour Strategy, Multi Agency Operational Protocol and Antisocial Behaviour Booklet. The Highland Council also have an Antisocial Behaviour Policy and Charter. All can be found at: http://www.highland.gov.uk/livinghere/housing/anti-socialbehaviourandneighbourhood/
- Northern Constabulary has a Force Reference Document that sets out the methods used to work with local authorities when dealing with issues relating to antisocial behaviour. See: http://www.northern.police.uk/Downloads/Force-Reference-Documents/FRD-A16.pdf
- A Hate Incident campaign http://www.hatefreehighland.org/ has been developed to make reporting easier and record all hate incidents.
- For Highland's Children 4 due to be published in 2013.
- Highland Violence Against Women Multi-Agency Guidance
- <u>Supporting Adult Survivors of Child Sexual Abuse</u> (on NHS Highland intranet)
- NHS Highland Policy for Supporting Staff Experiencing Gender
 Based Violence (on NHS Highland intranet) The Highland Council
 has adopted a similar policy
- MARAC (on NHS Highland intranet)
- National guidance for responding to <u>Forced Marriage</u> is also applicable to staff in Highland
- <u>Management of Offenders etc.</u> (Scotland) Act 2005. Definition of Act
- http://www.scotland.gov.uk/Publications/2012/01/12094716/0 MAPPA Guidance
- http://www.scotland.gov.uk/Topics/Built-Environment/Housing/16342/management/highrisk/sexoffenders -National accommodation Strategy