

Tourism, Equalities, Communities & Culture Committee

Date: **7 May 2020**

Time: **4.00pm**

Venue **Virtual Meeting - Skype**

Note: in response to current Government Regulations this meeting is being held as a virtual meeting for councillors and accessible via Skype. Public speaking and engagement opportunities will be made available.

The meeting will also be webcast live to the internet.

Members: **Councillors:** Robins (Chair), Grimshaw (Deputy Chair), Ebel (Opposition Spokesperson), Nemeth (Group Spokesperson), Childs, Evans, Mears, Powell, Rainey, Simson, BanJoko, Sasidharan, Martindale and May

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AGENDA

PROCEDURAL MATTERS

62 PROCEDURAL BUSINESS

- (a) **Declarations of Substitutes:** Where councillors are unable to attend a meeting, a substitute Member from the same political group may attend, speak and vote in their place for that meeting.
- (b) **Declarations of Interest:**
 - (a) Disclosable pecuniary interests;
 - (b) Any other interests required to be registered under the local code;
 - (c) Any other general interest as a result of which a decision on the matter might reasonably be regarded as affecting you or a partner more than a majority of other people or businesses in the ward/s affected by the decision.

In each case, you need to declare

- (i) the item on the agenda the interest relates to;
- (ii) the nature of the interest; and
- (iii) whether it is a disclosable pecuniary interest or some other interest.

If unsure, Members should seek advice from the committee lawyer or administrator preferably before the meeting.

- (c) **Exclusion of Press and Public:** To consider whether, in view of the nature of the business to be transacted or the nature of the proceedings, the press and public should be excluded from the meeting when any of the following items are under consideration.

Note: Any item appearing in Part Two of the agenda states in its heading the category under which the information disclosed in the report is exempt from disclosure and therefore not available to the press and public. A list and description of the exempt categories is available for public inspection at Brighton and Hove Town Halls and on-line in the Constitution at part 7.1.

63 MINUTES

7 - 24

To consider the minutes of the meeting held on 16 January 2020 (Copy attached)

Contact Officer: John Peel

Tel: 01273 291058

64 CHAIRS COMMUNICATIONS

65 CALL OVER

- (a) Items (69 – 72) will be read out at the meeting and Members invited to reserve the items for consideration.
- (b) Those items not reserved will be taken as having been received and the reports' recommendations agreed.

66 PUBLIC INVOLVEMENT

To consider the following matters raised by members of the public:

- (a) **Petitions:** To receive any petitions presented by members of the public;
- (b) **Written Questions:** To receive any questions submitted by the due date of 12 noon on the 1st May 2020;
- (c) **Deputations:** To receive any deputations submitted by the due date of 12 noon on the 1st May 2020.

67 MEMBER INVOLVEMENT

25 - 30

To consider the following matters raised by Members:

- (a) **Written Questions:** To consider any written questions;
 - (i) Waterhall Golf Club/Course
 - (ii) Holiday Lets
 - (iii) Tourism Business Grants
 - (iv) Tourism Business Resilience
- (b) **Notices of Motion:** to consider any Notices of Motion referred from Full Council or submitted directly to the Committee.
 - (i) Compulsory Nature Checklist – Councillor Robert Nemeth
 - (ii) Strategic Views – Councillor Robert Nemeth

68 COVID-19 IMPACT ON THE VISITOR AND EVENTS ECONOMY - UPDATE

31 - 34

Contact Officer: Donna Chisholm

- 69 ADOPTION OF BRIGHTON & HOVE COMMUNITY INFRASTRUCTURE LEVY CHARGING SCHEDULE 35 - 70**
- Report of the Executive Director – Economy, Environment & Culture (copy attached)
- Contact Officer: Sandra Rogers Tel: 01273 292502*
Ward Affected: All Wards
- 70 COMMUNITY SAFETY AND CRIME REDUCTION STRATEGY 2020-2023 71 - 252**
- Report of the Interim Executive Director - Housing, Neighbourhoods and Communities (copy attached)
- Contact Officer: Jo Player Tel: 01273 292488*
Ward Affected: All Wards
- 71 BRUNSWICK SQUARE & TERRACE REPAINTING 2020 253 - 256**
- Report of the Executive Director – Economy, Environment & Culture (Copy attached)
- Contact Officer: Nicola Hurley Tel: 01273 292114*
Ward Affected: Brunswick & Adelaide
- 72 PRIDE 2021 257 - 260**
- Report of the Interim Executive Director Housing, Neighbourhoods and Communities (Copy attached)
- Contact Officer: Jo Player Tel: 01273 292488*
Ward Affected: All Wards
- 73 ITEMS REFERRED FOR FULL COUNCIL**
- To consider items to be submitted to the 23 July 2020 Council meeting for information.
- In accordance with Procedure Rule 24.3a, the Committee may determine that any item is to be included in its report to Council. In addition, any Group may specify one further item to be included by notifying the Chief Executive no later than 10am on the eighth working day before the Council meeting at which the report is to be made, or if the Committee meeting take place after this deadline, immediately at the conclusion of the Committee meeting*

ACCESS NOTICE

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The closing date for receipt of public questions and deputations for the next meeting is 12 noon on the fourth working day before the meeting.

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FURTHER INFORMATION

For further details and general enquiries about this meeting contact Greg Weaver, (01273 291214, email greg.weaver@brighton-hove.gov.uk) or email democratic.services@brighton-hove.gov.uk

Date of Publication - Wednesday, 29 April 2020

BRIGHTON & HOVE CITY COUNCIL
TOURISM, EQUALITIES, COMMUNITIES & CULTURE COMMITTEE

4.00pm 16 JANUARY 2020

HOVE TOWN HALL - COUNCIL CHAMBER

MINUTES

Present: Councillor Robins (Chair) Grimshaw (Deputy Chair), Rainey (Opposition Spokesperson), Nemeth (Group Spokesperson), Childs, Ebel, Mears, Powell, Simson and O'Quinn

Other Invitees: Anusree Biswas Sasidharan, Joanna Martindale, Lola Banjoko and

PART ONE

30 PROCEDURAL BUSINESS

30(a) Declarations of substitutes

30.1 Councillor O'Quinn was present as substitute for Councillor Moonan.

30(b) Declarations of interest

30.2 Councillor Powell indicated an interest as she was employed by Sussex Police.

30(c) Exclusion of press and public

30.2 The Committee considered whether the press and public should be excluded from the meeting during the consideration of any of the items listed on the agenda.

30.4 **RESOLVED** – That the press and public be excluded from the meeting during consideration of the items contained in part two of the agenda.

31 MINUTES

31.1 Anusree Biswas-Sasidharan referred to item 25.6 of the minutes and noted that previous comments had been omitted.

31.2 **RESOLVED** – That the minutes of the previous Committee held on the 21 November 2019 were agreed and signed as a correct record.

32 CHAIRS COMMUNICATIONS

32.1 The Chair gave the following communication:

“Good afternoon and welcome to this meeting of the Tourism, Equalities, Communities & Culture Committee. I’d like to inform those present that this meeting is being webcast live and will be capable of repeated viewing

As the Committee will be aware, there is a deal of public interest in the Golf Courses report today.

In order to be fair to those that have attended, I will be making changes to the order of the agenda.

On public involvement, I will be taking the deputation on Beach Chalets as the first item. I will then take each of the three petitions we have received in turn and will provide a joint response to all three.

Due to the level of public interest in the matter, we will then move to consider the Golf Courses report. Once we have considered that report, we will then move on to Member Involvement and the report items as they are listed in the agenda.”

33 CALL OVER

33.1 The following items were reserved for discussion:

Item 36	Community Safety and Crime in Brighton & Hove
Item 37	Hollingbury Park and Waterhall Golf Courses
Item 38	Outdoor Events Strategy
Item 40	Provision of Viability Consultancy Advice to the Planning Service
Item 41	Citywide Article 4 Direction – Houses in Multiple Occupation
Item 42	Planning Application Validation Review – Community Infrastructure Levy
Item 43	Adoption of Updated Design Guide for Extensions and Alterations SPD

33.2 The following item was withdrawn for further consideration:

Item 39	Brighton Centre Catering Concession
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34 PUBLIC INVOLVEMENT

(A) PETITIONS

(i) Keep Hollingbury Golf Course as a Golf Course.

34.1 The Committee considered a petition signed by 1689 people requesting that Brighton & Hove Council ensure Hollingbury Park Golf Course continue to remain as a golf course available to the general public.

(ii) Keep Waterhall Golf Club as a Golf Course.

34.2 The Committee considered a petition signed by 386 people which called on Brighton & Hove City Council to ensure Waterhall continue its use as a golf course.

(iii) Create a Haven for Wildlife and Wellbeing by Restoring Biodiversity of Hollingbury and Waterhall golf courses.

34.3 The Committee considered a petition signed by 5216 people which requested that Brighton & Hove City Council pause for sufficient time to carefully consider the future of Hollingbury and Waterhall golf courses to further undertake a full public consultation with all stakeholders and assess the environmental resources of the two sites before committing to any long-term business arrangements.

34.4 The Chair gave the following joint response to both petitions:

“Thank you for your petitions. The committee will consider the future of the golf course in the agenda item for this meeting and your various petitions will be useful to inform that discussion. The Council did include golf, rewilding and leisure uses as potential options when advertising a long-term lease for the course as we are aware the current users would wish to retain the site as a gold course and other residents were seeking other potential uses for the site.”

34.5 **RESOLVED** – That the committee note the petition.

(C) DEPUTATIONS

(i) Call for Review of Beach Chalet Licenses (Rottingdean Parish Council)

34.1 The committee considered a deputation that requested a review of the frequency of inspections.

34.2 The chair gave the following response:

“Thank you for your deputation and I will propose for officer to bring a report to a future committee on this issue. I appreciate that Beach Chalets which are rented from the council are very popular with local residents which is shown by the long waiting lists. As you indicate this is a sensitive matter and we will need to be mindful of those sensitivities while considering the legal issues of any measures that may impact upon the waiting lists.”

34.3 Councillor Mears welcomed the request for a report and enquired of the timescale.

34.4 The Chair stated that the report would be brought to a future TECC Committee.

34.3 **RESOLVED** – that the Committee receive an officer report on the matter raised within the deputation to a future meeting.

35 MEMBER INVOLVEMENT

(B) QUESTIONS

(i) Madeira Terraces

35.1 Councillor Nemeth put the following question:

“What is (a) the likely cost of the repairs that will now be necessary following the recent theft/vandalism incident at Madeira Terraces and (b) what is the approximate annual cost of security measures that might have been taken to avoid such an incident happening in the first place?”

35.2 The Chair provided the provided the following reply:

“The council is not in a position to speculate on the cost of repairs until the structures have been examined and a comprehensive assessment of the overall condition has been undertaken. A quotation would then be sought but only when it is safe and viable to carry out repairs. The council has instructed a contractor to install a felt covering to the canopy of the Madeira Lift mid-station to prevent any further deterioration as there is currently a safe access route to this structure. The cost of this short-term repair is not yet known but can be shared with Cllr Nemeth when the information becomes available.

The options for security provision are as follows:

To install CCTV along the length of the terraces would involve an initial one off capital cost of £45K (assuming there was a suitable electrical supply available). In addition to this, there would be an annual monitoring cost of £37k per year.

Due to the marine environment there would also be an ongoing servicing and maintenance cost of approx. £7K per year. Therefore, the total cost for the first year would be approximately **£89k**.

Alternatively, for hourly mobile security patrols along the length of the terraces from 9pm to 6am, 365 days a year, the cost would be **£45K** per year

To employ 2 static dedicated security guards patrolling along the length of the terraces from 9pm to 6am, 365 days a year would be **£70K** per year.”

(ii) King Alfred Leisure Centre

35.3 Councillor Nemeth provided the following question:

“When will the first meeting of the new King Alfred Project Board be held and what representations will the Chair of this committee be making in his capacity as head of sport for the city?”

35.4 The Chair provided the following response:

“At its meeting last month, the Policy & Resources Committee agreed to the reintroduction of cross-party Project Boards. Group Leaders have been asked to confirm their representatives for a number of boards and working groups, the King Alfred Project Board among them. It is hoped that this will enable the first meeting of the King Alfred Project Board by the end of next month, or in early March.

As with the previous project I will retain a keen interest in the project as it develops. I will work closely with the Labour representative on the Board and ensure appropriate engagement throughout the process”

35.5 Councillor Nemeth sought further clarification as to the date of the next meeting of the King Alfred Project Board.

35.6 The Chair offered to provide a written response.

(iii) King Alfred Leisure Centre

35.7 Councillor Nemeth provided the following question:

“At the 19th November meeting of this committee, I was assured that detailed information on which tenants and user groups at the King Alfred had been contacted, or would urgently be contacted, about the site’s future. As of 6th January, nothing has been received by me. When will the information be provided?”

35.8 The Chair gave the following response:

“The understanding of your request from the November committee was for confirmation of the relationship between the council, Freedom Leisure and other users of the King Alfred site. This information has been provided to you prior to this meeting.

As indicated at the committee in November, Freedom Leisure the council’s tenant for the King Alfred Leisure Centre were notified on the 13th August 2019 that Crest Nicholson had withdrawn from the King Alfred redevelopment. Furthermore, when the council has agreed a way forward with regards to the facility Freedom Leisure will be notified to enable staff, sub-tenants and user groups to be updated.

Cheetahs Gym and Fun Play Leisure (Hove) are also tenants of the council on the King Alfred site and they have both been directly notified by the council that Crest Nicholson had withdrawn from the King Alfred Redevelopment.”

35.9 Councillor Nemeth disputed the initial section and noted that at the last meeting, tenants and user groups were technically sub tenants. It was stated reassurances were provided that this technicality would not interfere with dissemination and requested that confirmation that concrete steps had been taken to contact sub tenants.

35.10 The Executive Director, Economy, Environment & Culture stated that the sports leisure team would be contacted in order to provide a response as soon as possible.

35.11 Councillor Nemeth further requested agreement that sub tenants would be contacted.

35.12 The Chair agreed.

(iv) Planning Process

35.13 Councillor Nemeth provided the following question:

“What, if any, plans are in place to introduce AI routines to the planning system, as is happening in other authorities such as Milton Keynes, to speed up planning applications?”

35.14 The Chair provided the following response:

“The existing Planning service modernisation programme is already delivering improvements in the time taken to process the majority of planning applications, as reported quarterly to the Planning Committee.

The use of AI in a few pilot authorities is at an embryonic stage and is mainly focused on improving the customer experience including self-service, advice and information sharing rather than process re-design to speed up decision making. The Planning Service is monitoring these initiatives and will be submitting prioritised bids for future Modernisation Programme funding, and government grants where available, when the business case can be justified, and the necessary ICT skills and capacity secured.”

(v) Webcasts

35.15 Councillor Nemeth provided the following question:

“Will past webcasts of this committee be made available soon as was suggested upon first usage of the new system on the council website?”

35.16 The Chair provided the following response:

“Thank you for your question Councillor Nemeth.

I can confirm that the past webcasts for this committee’s meetings in September and November are available on the council’s web site and can send you the link should you require it. “

(vi) Brighton Town Hall

35.17 Councillor Nemeth provided the following question:

“Will the Chair arrange for a briefing to be sent to committee members with an update on this project?”

35.18 The Chair provided the following response:

“Thank you for your question.

Yes, a briefing note can be circulated to the committee members after this meeting.”

(D) NOTICES OF MOTION

(i) Party Houses

35.19 The Committee considered a Notice of Motion, referred from the Full Council meeting of 19 December 2019.

35.20 The Chair gave the following response:

“I can confirm that I have asked for a report on Short Term Lets to come to this Committee in March and it will consider and make recommendations in line with those set out in this Notice of Motion.”

35.21 **RESOLVED** – That a report be brought to March TECC Committee.

36 COMMUNITY SAFETY AND CRIME IN BRIGHTON & HOVE

36.1 The Committee considered a report of the Interim Director of Housing Neighbourhoods and Communities which sought to provide an update on work being undertaken by the Safer Communities team and partners in relation to the Community Safety and Crime Reduction Strategy 2017-20. The report was provided by the Head of Safer Communities.

36.2 Councillor Simson noted her concern in the increase in crime and sought clarification of the following points:

- In regard to 3.29 clarity was sought as to when this had commenced,
- In regard to 3.32 information regarding the success of the consultation was requested.
- In regard to item 3.34 Councillor Simson stated that they had attended the Taxi Forum and noted that there were still some drivers that had not received training.
- Councillor Simson referred to page 37 and enquired if this would be considered a small or large number.

36.3 The Head of Safer Communities responded to Councillor Simson’s questions with the following:

- It was stated that the MARAC Hub pilot was in its first week and hoped to move to Johns Street.
- In regard to 3.32 it was stated that an update to members via email would be looked into.
- In regard to 3.34 it was stated that the Taxi Forum would take place in November however further work was being undertaken to liaise with providers which has further pushed back dates.
- A rise in the number of burglaries was acknowledged and that this comprised of a residential, garden and commercial burglaries. It was, however, confirmed that these

had been carried out by a relatively low number of people and did not reflect the national trend.

- 36.4 Anusree Biswas Sasidharan echoed Councillor Simson's concerns, noted the good work that had been carried out so far and enquired if contextual safeguarding was an approach that had been concerned by BHCC.
- 36.5 The Head of Safer Communities confirmed that BHCC was considering this.
- 36.6 Nick May, Sussex Police, noted that although there had been a rise in issues, a positive trend was reflected in the rise of reports of cases.
- 36.7 Councillor Powell noted a domestic violence event in November and enquired of the knock on effect of external pressures and if further issues would arise as a result of further budgetary cuts.
- 36.8 The head of Safer Communities stated that through the recommissioning of services, only a small reduction in services was proposed and that this did not constitute a large amount of money. Members were assured that work with CCG and Sussex Police would continue.
- 36.9 Councillor Simson stated that Crime Stoppers was a very effective organisation that was 100% confidential and requested if further information on the organisation be disseminated across the City.
- 36.10 Nick May echoed his support for Crime Stoppers and vouched for their commitment to confidentiality.
- 36.11 Councillor Childs noted the upward trajectory across violent crime and sexual assault and sought clarification on the reasons for this on the ease of reporting a crime.
- 36.12 Nick May acknowledged rising crime rates and noted that Brighton was nationally very strong at reporting crime. It was noted that the category of violent crimes encompassed an entire range of offences that included threats and malicious communication and stalking. It was further noted that although there was a rise there was also a marked improvement in reporting crime.
- 36.13 **RESOLVED:** That the Committee
1. Noted the information contained in the report which provides an update on work being undertaken by the Safer Communities team and partners in relation to the Community Safety and Crime Reduction Strategy 2017-20.

37 HOLLINGBURY PARK AND WATERHALL GOLF COURSES

- 37.1 The Committee considered the report of the Executive Director, Economy, Environment & Culture regarding Hollingbury Park and Waterhall Golf Courses. The report was introduced by the Assistant Director Culture, Tourism & Sport.

37.2 The Assistant Director Culture, Tourism & Sport gave a brief overview of the report which sought to make recommendations to lease the Waterhall Course to a Community Interest Company for re-wilding and to authorise officers to clarify the bids of Hollingbury Golf Course with a view to make recommendations to Policy & Resources Committee.

37.3 On behalf of the Conservative Party, Councillor Nemeth moved a motion to amend recommendations 2.2 and 2.4 as shown in strikethrough and bold italics below:

2.2 Recommends to Policy & Resources Committee that it agrees to lease Waterhall Golf Course to the Community Interest Company (CIC) described in the bid appended to the Part 2 report for a period of 25 years ***with the caveat that having considered the legal, financial and practical implications it should ensure golf continues at one of the two courses.***

2.4 Authorises officers to continue to interrogate and clarify the bids received in relation to Hollingbury Park Golf Course and ***instructs ~~notes that officers hope~~ to make a recommendation to Policy & Resources Committee on 23 January as to the future of the site following consultation with the lead members of three political groups on the committee.***

37.4 Introducing the amendment, Councillor Nemeth stated that membership had been already affected as a result of neglect and that a negative impact on mental health as well as a dissolution of community bonds and local programs needed to be considered.

37.5 Councillor Mears formally seconded the amendment. Concern was raised regarding the possibility of a golf course being sold redevelopment and that the report did not reference this issue.

37.6 On behalf of the Green Group, Councillor Ebel moved a motion to add recommendations 2.4, 2.5 and 2.7 and to re-number the original recommendation 2.4 to 2.6. as shown in bold italics below:

2.4 Requests a report on the progress of the rewilding and the use of the educational centre is brought to the Tourism, Equalities, Communities & Culture Committee once a year, and asks that officers engage with the tenant to request detail on the following:

- use of pesticides and herbicides;***
- public access plans - any increase in diverse habitats and species;***
- engagement with local communities***
- any environmental audit or similar***

2.5 Recommends to the tenant that they use sustainable materials for the renovation of the events venue and implement environmentally friendly solutions such as solar panels, air-to-air heating, rain water harvesting and grey water recycling.

2.7 That if no clearly beneficial bid is identified for Hollingbury Park Golf Course, TECC recommends to Policy & Resources Committee that it orders a review 7 which considers whether to carry out a new bidding process

which encourages proposals for rewilding or a mixed golf/rewilding use and that Policy & Resources considers extending the Mytime Active contract whilst the review and bidding process is undertaken.

- 37.7 Introducing the motion, Councillor Ebel expressed concern regarding the tendering process and noted that golfers wanted better consultation. It was stated that BHCC had to consider access to the Waterhall site.
- 37.8 Councillor Rainey formally seconded the amendments.
- 37.9 Councillor Simson echoed concerns regarding the short period assigned to the tendering process. Further concern was expressed regarding the management of the site and that the duration of lease was too long.
- 37.10 Councillor Mears noted that both golf courses had already attained a certain level of rewilding. It was stated that the Asset Management Board was working with the South Down National Trust to consider this.
- 37.11 Councillor O'Quinn noted that Hollingbury ought to remain as a Golf Course and that Waterhall housed an abundance of wildlife.
- 37.12 Councillor Childs noted that provision of leisure facilities was critical for the City's health and wellbeing. It was noted that Hollingbury Golf Course had a legacy from being in operation for 112 years and that the issue lay with the potential of rejecting a bid as a result of unnecessary regulation. Clarification was sought as to the likely implications of allowing the bidding process to be reopened.
- 37.13 The Assistant Director, Tourism & Sport stated that following the end of the contract, should no action be taken, the golf course would continue to operate with mothballing costs. It was noted that officers currently involved would cease to be involved and that a decline in service provided by BHCC would follow including a decline in provided equipment and security services. It was noted that a new consultation process would further prolong the issue by at least another 6 months.
- 37.14 Councillor Mears expressed concern in regard to the uncertainty brought about by the lack of clarity on this issue.
- 37.15 The Executive Director Economy, Environment & Culture referred to 3.21 of the report and stated that officers had actively been seeking this information. It was stated that the intention was to provide a positive recommendation to the upcoming Policy & Resources Committee. Further clarification of the mothballing costs was provided.
- 37.16 Councillor Powell enquired as to what level members had been involved in the process.
- 37.17 The Executive Director Economy, Environment & Culture stated that it was usual for officers to undertake the marketing and tendering exercises of land and that the approach that BHCC had taken was the approach that was agreed as amended at the previous Tourism, Development and Culture Committee in June 2019.
- 37.18 The Chair put the Conservative amendment to the vote which was lost.

37.19 The Chair then put the Green Group amendment to the vote which was passed.

37.20 The Chair then put the recommendations as amended to the vote which were agreed.

37.21 **RESOLVED** that the committee:

1. Noted the current management contract with Mytime Active to operate the council's golf courses at Hollingbury Park and Waterhall expires on 31st March 2020.
2. Recommended to Policy & Resources Committee that it agrees to lease Waterhall Golf Course to the Community Interest Company (CIC) described in the bid appended to the Part 2 report for a period of 25 years.
3. Recommended to Policy & Resources that it delegates authority to the Executive Director, Economy, Environment & Culture to conclude the lease arrangements for Waterhall Golf Course as per 2.2
4. Requested a report on the progress of the rewilding and the use of the educational centre is brought to the Tourism, Equalities, Communities & Culture Committee once a year, and asks that officers engage with the tenant to request detail on the following: - use of pesticides and herbicides; - public access plans - any increase in diverse habitats and species; - engagement with local communities - any environmental audit or similar
5. Authorised officers to continue to interrogate and clarify the bids received in relation to Hollingbury Park Golf Course and notes that officers hope to make a recommendation to Policy & Resources Committee on 23 January as to the future of the site.
6. That if no clearly beneficial bid is identified for Hollingbury Park Golf Course, TECC recommended to Policy & Resources Committee that it orders a review which considers whether to carry out a new bidding process which encourages proposals for rewilding or a mixed golf/rewilding use and that Policy & Resources considers extending the Mytime Active contract whilst the review and bidding process is undertaken.

38 OUTDOOR EVENTS STRATEGY

38.1 The Committee considered a report of the Executive Director, Economy, Environment and Culture which sought to advise committee of the implications of amending the Outdoor Events Strategy. The report was provided by the Assistant Director Culture, Tourism & Sport and the Events Manager.

38.2 The Assistant Director Culture, Tourism & Sport gave a brief overview of the report and the amendments brought at previous committees. An annual report on compliance with the outdoor events charter was proposed where events that comprised of 5000 people or more were provided with an environmental impact assessment and action plan by organisers; and where events comprised of less than 5000 people, a sustainable events

commitment was supplied. It was noted that this had been developed and prepared for event organisers in the coming year and beyond.

It was further noted that the actions proposed on 3.2 to 3.21 be adopted along with the banning of “skylitter” at BHCC parks and open spaces as part of the outdoor events program. Finally it was stated that fees and charges be approved acknowledging that there would be a 5% increase across the board for outdoor events. Councillors were asked to note the budget implications should this not be agreed.

38.3 On behalf of the Green Party, Councillor Rainey moved a motion to amend recommendations 2.2 to 2.5 and add recommendations 2.6 to 2.8 as shown in bold italics below:

- 2.1 That the Committee agrees to receive an annual report on compliance with the Outdoor Events Charter.
- 2.2 That the Committee agrees the requirement for outdoor events with over 5000 participants/attendees to complete an Environmental Impact Assessment and Action Plan and that this is included as part of the Outdoor Events Charter **and requests that officers provide a briefing to the Chair and the Opposition Spokespersons on the details of the proposed Environmental Impact Assessment and Action Plan before its introduction in March 2020.**
- 2.3 That the Committee agrees the actions proposed in paragraphs 3.2 to 3.21 below are adopted **with the addition of recommendations 2.6 to 2.8.**
- 2.4 That the Committee agrees that releases which result in sky litter are not permitted at **any events on any land owned by the Council.**
- 2.5 That the Committee agrees the increase in fees and charges for Outdoor Events for 2019/20 as listed in appendix 2 **and brings a report to the next committee which explores the option of profit-sharing with the council for commercial (not community or charity) events with over 5000 participants/attendees.**
- 2.6 **That the Committee requests that all outdoor events on council-owned land sign up to the Outdoor Events Charter. Events with less than 500 participants/attendees need only comply with the Sustainable Event Commitment.**
- 2.7 **All events of over 500+ attendees to be required to submit a Travel Plan to be agreed with Events & transport officers. All events required to produce an EIA should also be required to submit an Equalities Impact Assessment with particular focus on the impact of the event on disabled people's ability to access both the event and the surrounding area.**
- 2.8 **The following items on the Sustainable Event Commitment will be mandatory rather than optional: Recycling plastic, glass and cans; Consider where products and services are coming from; Minimise damage to the site by protecting grass, flowerbeds and other vegetated areas; The reduction and ultimate elimination of single-use plastic.**

- 38.4 Councillor Powell formally seconded the motion.
- 38.5 Councillor Nemeth queried the use of the term “skylitter”. It was stated that this term was obscure as it encompassed a wide array of items such as fireworks and enquired if fireworks were to be banned under this rubric.
- 38.6 The Events Manager stated that the term encompassed a series of objects identified by many external bodies such as the RSPCA. It was clarified that the focus was more on items such as sky lanterns than fireworks.
- 38.7 Councillor Nemeth acknowledged the clarification and stated that in spaces such as school fields which came under the BHCC’s remit; it was not possible to stop releases of skylitter as they were tied up in leases. As a result it was noted that it was not possible to stop this at sites.
- 38.8 The Head of Commercial Law confirmed that BHCC could not ban sky litter for land that had already been leased.
- 38.9 Councillor Childs clarified that school fields were owned by the Council however that management was delegated by statute to the governing body of the school.
- 38.10 Councillor Simson noted that a voluntary school could proceed with this regardless.
- 38.11 The Head of Commercial Law proposed to remove ambiguity by amending recommendation 2.4 to read as shown below in bold italics:
- 2.4 That the Committee agrees that releases which result in sky litter are not permitted at any event on any land owned by the Council ***to the extent permitted by law.***
- 38.12 Councillor Simson referred to the banning of performing animals and sought clarity on if this included dogs.
- 38.13 The Chair confirmed that dogs and horses were exempt from this.
- 38.14 Anusree Biswad Sasidharan sought clarity as the reason for the absence of an equalities impact assessment.
- 38.15 The Events Manager stated that this amended proposed that all events submitted an Equalities Impact Assessment.
- 38.16 Councillor Mears requested that a background paper clarifying everything be provided.
- 38.17 The Executive Director – Economy, Environment & Culture ensured that finalised documents would be scrutinised to ensure that they were not open to challenge.
- 38.18 Councillor Childs expressed concern of recommendation 2.5 in regard to the possibly putting off event organisers and the further possibility of impeding organisers from generating money

- 38.19 The Chair noted Councillor Childs concern.
- 38.20 Councillor Rainey clarified that the recommendation only sought to look at this as an option and that this could be brought to TECC at a later date in the year.
- 38.21 Councillor Powell noted that the Green Group had brought the Animal Charter to TDC in the past and enquired if a revised edition could be brought back and shared.
- 38.22 The Executive Director – Economy, Environment & Culture stated that this would be sent to Councillor Powell.
- 38.23 The Head of Commercial Law stated that there was legislation that constrained what BHCC could place in the Charter and offered to send this to Councillor Powell as well.
- 38.24 The Chair put the amendments to the vote.
- 38.25 Recommendations 2.1 – 2.4 were passed, Item 2.5 fell and Items 2.6-2.8 passed.
- 38.26 **RESOLVED:** That the Committee:
1. Requested an annual report on compliance with the Outdoor Events Charter.
 2. Agreed the requirement for outdoor events with over 5000 participants/attendees to complete an Environmental Impact Assessment and Action Plan and that this is included as part of the Outdoor Events Charter and requests that officers provide a briefing to the Chair and the Opposition Spokespersons on the details of the proposed Environmental Impact Assessment and Action Plan before its introduction in March 2020.
 3. Agreed the actions proposed in paragraphs 3.2 to 3.21 of the report are adopted with the addition of recommendations 2.6 to 2.8.
 4. Agreed that releases which result in sky litter are not permitted at any events on any land owned by the Council to the extent permitted by law.
 5. Agreed the increase in fees and charges for Outdoor Events for 2020/21 as listed in appendix 2.
 6. Requested that all outdoor events on council-owned land sign up to the Outdoor Events Charter. Events with less than 500 participants/attendees need only comply with the Sustainable Event Commitment.
 7. Required all events of over 500+ attendees to submit a Travel Plan to be agreed with Events & transport officers. All events required to produce an EIA should also be required to submit an Equalities Impact Assessment with particular focus on the impact of the event on disabled people's ability to access both the event and the surrounding area.

8. Decided that the following items on the Sustainable Event Commitment will be mandatory rather than optional: Recycling plastic, glass and cans; Consider where products and services are coming from; Minimise damage to the site by protecting grass, flowerbeds and other vegetated areas; The reduction and ultimate elimination of single-use plastic.

39 BRIGHTON CENTRE CATERING CONCESSION

40 PROVISION OF VIABILITY CONSULTANCY ADVICE TO THE PLANNING SERVICE

- 40.1 The Committee considered a report of the Executive Director Environment, Economy & Culture which sought to seek approval to secure suitable arrangements for BHCC to continue to access high quality and timely advice on the provision of independent development viability assessment reviews. The report was provided by the Business Development Manager.
- 40.2 On behalf of the Green Party, Councillor Powell moved a motion to amend recommendation 2.2 as shown in bold italics below:
 - 2.2 That the Committee agree that the viability reviews undertaken by the consultants utilise a standard model and set parameters (for profit levels, contingencies, professional fees etc) as agreed and reviewed by the Planning Committee Cross Party Members' Working Group ***and to request a review to come to this Committee two year after this comes into effect to assess the impact on the percentage of affordable housing being built.***
- 40.3 Councillor Rainey formally seconded the motion.
- 40.4 The Chair put the amendment to the vote which was passed.
- 40.5 **RESOLVED** that the Committee:
 1. Authorised the Head of Planning to establish a framework of suitably experienced and qualified viability consultants for the council to utilise to undertake independent viability assessment reviews of evidence submitted by planning applicants.
 2. Agreed that the viability reviews undertaken by the consultants utilise a standard model and set parameters (for profit levels, contingencies, professional fees etc) as agreed and reviewed by the Planning Committee Cross Party Members' Working Group and to request a review to come to this Committee two year after this comes into effect to assess the impact on the percentage of affordable housing being built.

41 CITYWIDE ARTICLE 4 DIRECTION - HOUSES IN MULTIPLE OCCUPATION

- 41.1 The committee considered a report of the Executive Director, Economy, Environment & Culture which sought to confirm Article 4 direction to allow changes of use from dwelling houses to small houses in multiple occupation replacing the existing Article 4 Direction confirmed in 2013. The report was provided by the Principle Planning Officer.

- 41.2 The Principle Planning Officer noted that steps to implement the directive had been taken since 2019 TDC Committee and that consultation had occurred last year. The Committee were advised that respondents were in favour of Article 4 being confirmed.
- 41.3 Councillor Simson welcomed the report and noted that this could have been undertaken sooner.
- 41.4 Councillor Mears referred to items 5.2 and 5.3 and noted that the significant knock on effect at East Brighton Ward.
- 41.5 The Chair stated their support for this report.
- 41.6 **RESOLVED:** That the Committee:
1. Noted the representations made during the consultation period.
 2. Authorised the confirmation of the Direction made under Article 4 of the Town and Country Planning (General Permitted Development) (England) Order 2015 to remove permitted development rights relating to changes of use from a C3 dwelling house to a C4 small HMO.
 3. Authorised the making of a Direction (“the Cancellation Direction”) cancelling the existing Article 4 Direction confirmed in 2013 within the wards of Hanover and Elm Grove, Hollingdean and Stanmer, Moulsecomb and Bevendean, Queen’s Park and St. Peter’s and North Laine as these wards will be covered by the new citywide Direction.
 4. Authorised the Head of Planning to confirm the Cancellation Direction subject.

42 PLANNING APPLICATION VALIDATION REVIEW – COMMUNITY INFRASTRUCTURE LEVY

- 42.1 The Committee considered a report of the Executive Director Economy, Environment & Culture which sought to amend the planning application local validation criteria to require a completed Community Infrastructure Levy (CIL). The report was provided by the Planning Manager who noted that this would be introduced in March.
- 42.2 The Planning Manager moved a motion which sought to amend recommendation 2.2 as shown below in strikethrough and bold italics:
- 2.2 That the Committee agrees the validation requirement set out in paragraph 2.1 will lapse if Full Council does not approve the commencement of CIL on ~~2 April 2020~~ **14 May 2020**.
- 42.3 The chair put the amendment to the vote which passed.
- 42.4 **RESOLVED:** That the Committee:

1. Agreed the amendment of the planning application local validation criteria to require a completed CIL Additional Information Form 1 as part of the validation process from 2nd March 2020 for all applications for full planning permission, including householder applications and reserved matters following an outline planning permission, and applications for lawful development certificates.
2. Agreed the validation requirement set out in paragraph 2.1 will lapse if Full Council does not approve the commencement of CIL on 14 May 2020.

43 ADOPTION OF UPDATED DESIGN GUIDE FOR EXTENSIONS AND ALTERATIONS SPD

- 43.1 The Committee considered a report of the Executive Director, Economy, Environment & Culture which sought to adopt the Updated Design Guide for Extensions and Alterations Supplementary Planning Documentary (SPD). The report was provided by the Principle Planning Officer.
- 43.2 The Principle Planning Officer gave a brief overview of the report and noted the changes needed due to national policy. It was stated that the more positively framed report sought a balance of good design and flexible guidance. It was noted that the sustainability section boosted alignment with the emerging city plan part 2.
- 43.3 Councillor Powell requested clarification of decisions appeals.
- 43.4 The Principle Planning Officer stated that BHCC had carried out analysis and responded to the direction of the analysis. It was noted that development rights had become more relaxed.
- 43.5 Councillor Powell sought clarity on the scope of minor alterations.
- 43.6 The Principle Planning Officer stated that minor alterations referred to the changes in guidance and reaffirmed that each application would be considered on its own merits.
- 43.7 Councillor Powell enquired if this would make it harder or easier for future applicants.
- 43.8 The Principle Planning Officer stated that the recommendations sought to make things easier for applicants.
- 43.9 Councillor Nemeth sought clarity on the process in place.
- 43.10 The Principle Planning Officer stated that further clarification was mentioned in the guidance on page 9.
- 43.11 Councillor Nemeth expressed concern at the terminology employed such as “might be used” as opposed to “has to be used”. It was noted that previous Committees had mandated that this be carried out to remove ambiguity.
- 43.12 The Principle Planning Officer stated that BHCC that legal advice received stated that policy could not deliver policy through supplementary planning documents. It was noted that BHCC would be requiring the attachment of this condition on all new developments

and that the best way to achieve this was through policy. It was stated that efforts to strengthening wording could be looked at.

43.13 The Chair agreed that further scrutiny of the terminology used could be considered.

43.14 Councillor Grimshaw expressed concern in planning's interpretation that was too descriptive and requested reassurance that it was not.

43.15 The Principle Planning Officer reassured Councillor Grimshaw that this was a lot less prescriptive than the previous document. It was noted that a lot of work had been carried out with the planning forum and others.

43.16 Councillor requested reassurance that this was linguistically accessible.

43.17 The Principle Planning Officer stated the guidance was a lot clearer for Councillors and their residents.

43.18 **RESOLVED:** That the Committee:

1. Noted the consultation undertaken on the draft SPD (Appendix 1) and endorses the changes made to the document.
2. Agreed the Updated Design Guide for Extensions and Alterations SPD (Appendix 2) for adoption as part of the city's suite of planning documents subject to any minor grammatical and non-material text and illustrative alterations agreed by the Head of Planning in consultation with the Chair of the Committee prior to publication.

44 **HOLLINGBURY PARK AND WATERHALL GOLF COURSES- EXEMPT CATEGORY 3**

45 **PART TWO PROCEEDINGS**

46 **ITEMS REFERRED FOR FULL COUNCIL**

The meeting concluded at Time Not Specified

Signed

Chair

Dated this

day of

WRITTEN QUESTIONS FROM COUNCILLORS

A period of not more than fifteen minutes shall be allowed at each ordinary meeting for questions submitted by Members.

The question will be answered without discussion. The person who asked the question may ask one relevant supplementary question, which shall be put and answered without discussion. The person to whom a question, or supplementary question, has been put may decline to answer it.

(i) Councillor Robert Nemeth

With hindsight, (i) what alternative actions should have been taken to prevent the collapse of Waterhall Golf Club after nearly 100 years in operation and (ii) to ensure that Waterhall Golf Course did not close without a tenant in place?

(ii) Councillor Robert Nemeth

How many standard residential units – flats, houses or otherwise – have been registered to pay business rates rather than Council Tax (i) in total and (ii) annually since 2015?

(iii) Councillor Robert Nemeth

Why is Brighton & Hove behind other local authorities when it comes to providing local Tourism Businesses with corona virus grants from Central Government and what urgent actions are being carried out to rectify the situation?

(iv) Councillor Robert Nemeth

What studies, if any, have been carried out to analyse the resilience of Tourism Businesses in Brighton and Hove in light of the Corona Virus crisis and what follow-up actions have resulted?

**NOTICE OF MOTION
CONSERVATIVE PARTY
COMPULSORY NATURE CHECKLIST**

This committee resolves:

- To update SPD11 to refer to a range of other low-cost nature conservation features that can be secured through new development.

Proposed by: Cllr Nemeth

Seconded by: Cllr Simson

Supporting information:

[1] A Conservative Amendment to City Plan Part 2 was agreed on 23rd April 2020 as follows:

Add to end of paragraph:

“SPD11 Nature Conservation and Development will be updated and will refer to a range of other low-cost nature conservation features that can be secured through new development.”

**NOTICE OF MOTION
CONSERVATIVE PARTY
STRATEGIC VIEWS**

This Council resolves:

- To produce guidance on strategic views across the City.

Proposed by: Cllr Nemeth

Seconded by: Cllr Mears

Supporting information:

[1] A Conservative Amendment to City Plan Part 2 was agreed on 23rd April 2020 as follows:

“Guidance on identified strategic views and how new strategic and local views can be identified will be included.”

Brighton and Hove City Council

Tourism, Equalities, Communities and Culture Committee 7th May 2020

Covid-19 Impact on the Visitor and Events Economy – Update

Prepared by: Assistant Director, Culture, Tourism and Sport

This update is a snapshot of the impact of the Covid-19 pandemic on the city's economy, and in particular for Tourism, Events and Culture. Accurate data on the numbers of businesses and individuals adversely affected in the city is not yet available, so information has been extrapolated from national sources.

General Economic Impact

Recent research from The Centre for Cities indicates that just over 30% of jobs in Brighton and Hove are in sectors likely to be unaffected or have higher demand as a result of the pandemic. For example, jobs supporting online services such as gaming. From the remaining 70%, just over 35% of jobs are in sectors classed as affected and 35% either vulnerable or very vulnerable.

According to the Annual Population Survey there were 29,500 self-employed people living in Brighton and Hove as of September 2019. The Institute for Fiscal Studies suggests that self-employed people are disproportionately working in sectors that are most likely to be impacted by Covid-19, for example personal services, arts and leisure and passenger transport (e.g. taxi services).

Retail is an important employer in the city, with over 15,000 people employed in the sector. The small, independent shops which make Brighton and Hove unique are under considerable pressure, as rents are due and stock remains unsold.

Visitor Economy

Recent reports indicate that up to 50 million jobs worldwide will be lost in the tourism and travel industries as a result of the pandemic. Research indicates that many tourism businesses in the UK will struggle to survive beyond July if the lockdown prevents some recovery of the visitor season. Compared to last year, revenues for April have already declined by around 90% and forward demand is low due to ongoing uncertainty. There are numerous examples across the city where businesses continue to innovate in response to the situation, moving online to serve local people.

The impact of the virus on the aviation industry will also have a knock-on effect for Brighton and Hove; research indicates that people arriving into Gatwick generated 1.8 million overnight stays (plus ancillary spend) in the city over 2017. Passenger flights have currently reduced by 95% in UK airports, including Gatwick.

There is some optimism that mass gatherings may resume early in 2021, enabling elements of business tourism – for example, small local conferences. Around a third of business tourism suppliers believe there is pent-up demand for events, but almost half believe that people will be reluctant to travel.

Events

All Festivals and all major public events in the city have been now been cancelled until September 2020 but increasingly government guidance suggests that mass gatherings could be the last to emerge from lock-down. When public gatherings at events are permitted, evidence from other parts of the world

suggest that attendance levels will not be immediately restored. In Brighton and Hove, the impact of this is likely to be a loss of revenues in excess of £100 million. For reference, in 2018/19 Greater Brighton's performing arts sector directly turned over £329m and employed 3,500 people.

This sector is very important to the visitor economy in the city, and the loss of the Brighton Marathon in April, the May festivals and Pride in July is a major blow for the entire year. This is because the majority of visitor income is generated from the beginning of April to the end of September. This is also true for income generation at major attractions such as the Royal Pavilion and Museums.

Culture

Theatres, venues, and museums have all been closed for over six weeks and revenues have ceased. The majority of staff in the city's venues are currently furloughed.

The cultural sector relies heavily on freelance, self-employed people and on small limited companies. Many of these talented people are now seeking universal credit as their only means of income. If they are forced to leave the sector entirely, which is likely if lockdown continues, there will be a long-term negative impact for Brighton and Hove as the UK's most vibrant city for the arts and culture.

Cultural organisations are also charities which rely on donations. As a result of the pandemic, philanthropy is being redirected towards health-based causes, with arts and culture at or near bottom of charities receiving donations. However, it is the arts and culture that is contributing massively to well-being as this time, as artists and performers use online platforms to bring comfort to millions of people.

Covid-19 Response: Events and Economy

In February the Council established a formal Covid-19 crisis response group and a series of workgroups. These workgroups have been active across the city, from supporting vulnerable people to securing supplies of personal protective equipment. The Events and Economy workstream has been focused in the following areas.

All retail, leisure and hospitality businesses in the city have now been advised by the Council that they will receive Business Rates Relief for 2020/21, at a cost of £70 million. In addition, the Council is quickly distributing the government's business grant for the retail, leisure and hospitality sectors linked to the rateable value of their premises (valued under £51,000 per annum). Over 2,500 business have received in excess of £33 million already. By mid-May officers expect to have paid these grants of £10,000 and £25,000 to over 3,500 organisations in the city, with more complex cases being analysed as quickly as possible to enable cash release. In the region of £73 million will be distributed.

The Council has also deferred commercial rental payments, currently until the end of June 2020, for those tenants in our properties who have advised us they unable to pay because of the impact of Covid-19. The Council has no discretion on suspending or waiving licencing fees, for example for taxis, and these are being charged as normal.

Officers have been working with public and private sector partners, including the Arts Council of England, the Coast to Capital LEP, and the Greater Brighton Economic Board, on measures required to supporting artists, freelancers and small businesses through this lockdown period and beyond.

Recovery

On 30th April the Policy and Resources Committee considered a paper outlining a Recovery Programme for Brighton and Hove. The Covid-19 outbreak represents an unprecedented challenge and a major

shock to the city's economy and communities. After the initial focus on the immediate crisis response measures, the council and its partners need to consider the longer-term implications and start planning a recovery programme to support the city once the outbreak stage of the virus has completed.

The Programme is to develop a co-ordinated recovery programme that will guide the city and the council through the transition from the emergency response of the outbreak phase of the pandemic towards the steady state post-pandemic city. It is recognised that this might not be a linear transition through recovery, but a series of phases which may see the city more in and out of restrictions to control the Covid-10 outbreak. Whilst the Programme will focus upon recovery, it will also seek opportunities for positive change to shape the future of the city.

The Programme will establish a governance structure for initiating and organising a series of co-ordinated multi-agency actions, during the recovery stage(s) following the Covid-19 outbreak affecting the communities and/or environment of Brighton & Hove, including cross-party oversight through a Policy & Resources (Recovery) Sub Committee.

Longer Term Prospects

In mid-April Visit Britain prepared a domestic tourism impact model for 2020 assuming lockdown ends at the beginning of June, followed by a slow opening of services from June-Aug. They then assumed a bounce-back period in the final four months of the year, when some categories of leisure spend benefit from pent-up demand. This optimistic modelling, which Visit Britain stresses is one possible outcome, shows a whole year reduction of 32% in overnight tourism and 21% in day trips for the UK, when compared to 2019. It is anticipated that when lockdown is eased, Brighton and Hove will see a return of people making day trips and weekend visits, because "staycations" are widely anticipated to surge. This upturn, especially if the weather remains fine, may provide a lifeline for businesses across the visitor economy. International travel is expected to remain at a low level until at least Spring 2021.

For the cultural sector, there continues to be a major opportunity to move content online and to monetise this. For example, the Brighton and Hove Music Service will be delivering online lessons to 3,000 children over the summer. As mentioned earlier, there is significant engagement with the arts and all forms of creativity online, as nationally people seek out music, poetry, literature and performance. However, many artists and creative organisations remain unable to make a living, although new government-backed loans of up to £50,000 may provide a financial lifeline for some.

The city's venues will have to work within social distancing guidelines to enable them to open again, and business models will have to evolve. The development of 5G technologies to enable the sharing of online content will be critical. For example, Brighton Dome and Wired Sussex are currently leading a consortium bid to the 5G Create fund with partners.

Covid-19 may present an opportunity to re-shape some of the retail offering in Brighton and Hove, as some larger operators exit, leaving units empty. The future of the "high street" can increasingly be viewed as providing locations for social integration, leisure, accessing health and wellbeing services, as well as creating places to relax and placing emphasis on cultural exchange and experience. The city has vibrant and well-established independent retail and cultural sectors, although these are currently under great strain, and a long history of business model innovation. It is anticipated we can be at the forefront of a new approach to city regeneration which places Community Wealth Building and the circular economy at its heart.

Appendix 1: Covid-19 City Recovery Programme report to the Policy and Resources Committee
30th April 2020

Subject:	Adoption of Brighton & Hove City Council Community Infrastructure Levy (CIL) Charging Schedule and Commencement Date		
Date of Meeting:	7 May 2020 14 May 2020 - Council		
Report of:	Executive Director, Economy, Environment & Culture		
Contact Officer:	Name:	Sandra Rogers	Tel: 01273 292502
	Email:	sandra.rogers@brighton-hove.gov.uk	
Ward(s) affected:	All		

FOR GENERAL RELEASE

1. PURPOSE OF REPORT AND POLICY CONTEXTs

- 1.1 This report seeks formal approval for the first Brighton & Hove Community Infrastructure Levy (CIL) Charging Schedule. The report advises that, subject to Council adoption on 14 May, CIL will commence from 5 October 2020.
- 1.2 The report summarises the preparation process that has been required to produce the CIL Charging Schedule (attached as Appendix 2) and the stages of consultation and formal examination that have been involved.
- 1.3 The report also outlines and seeks approval for the constitutional changes required to administer CIL and other developer contributions.
- 1.4 Further reports providing an update on arrangements taking place to implement CIL (e.g. updated technical guidance for S106/CIL and governance) will be brought to a future meeting of the Tourism, Equalities Communities & Culture Committee.

2. RECOMMENDATIONS:

That the Tourism, Equality, Communities and Culture Committee:

- 2.1 Notes the receipt of the CIL Examination Inspector's Final Report recommending approval for the Brighton & Hove CIL Charging Schedule is approved.
- 2.2 Recommends that the CIL Charging Schedule is referred to Full Council for formal adoption.
- 2.3 Recommends that the constitutional changes required to administer CIL and other developer contributions as set out in section 4 and Appendix 3 of this report are referred to Full Council for approval.

That Full Council:

- 2.4 Adopts the Brighton & Hove CIL Charging Schedule and authorises a CIL commencement date of 5 October 2020.
- 2.5 Approves the constitutional changes required to administer CIL and other developer contributions as set out in Section 4 and Appendix 3 of this report.

3. CONTEXT/ BACKGROUND INFORMATION

- 3.1 CIL is a non-negotiable charge that local authorities can levy on new development. The charge must be set out in an adopted charging schedule and may differ for different types of development. The charge is set on a £/sqm basis and can be levied for a single dwelling unit or for 100sqm net additional floorspace. There are certain exemptions from CIL (which are clearly set out in CIL Regulations) and these include affordable housing, self-build housing, residential extensions, annexes and development by charities.
- 3.2 The proceeds from CIL must be spent on infrastructure (new provision, replacement, improvement and/or maintenance) required to support planned new development set out through the adopted City Plan. To put in place a CIL, a local authority must carry out consultation on a Draft Charging Schedule and a formal examination is then required in accordance with the Planning Act 2008.
- 3.3 Brighton & Hove City Council decided to commence work on the preparation of CIL following a committee resolution in 2016. Consultation took place in 2017 on a Preliminary Draft Charging Schedule (PDCS) in accordance with the Community Infrastructure Levy Regulations 2010 (“the CIL Regulations”). Consultation responses on the PDCS then informed the preparation of a Draft Charging Schedule which was agreed for consultation in March 2018. The Preliminary and Draft Charging Schedules were supported by a bespoke CIL Viability Study (and updates) and a draft *Regulation 123 List*¹ setting out the types of infrastructure suitable for CIL funding. Consultation on the Draft Charging Schedule took place between 28 March and 13 June 2018.
- 3.4 At this stage, the draft charging schedule supported a (geographically) zoned CIL charge for residential development (C3/C2) and CIL charges for retail development and Purpose-Built Student Accommodation (PBSA). It was also agreed that two strategic sites should be identified for nil-rating (the King Alfred/LNR site in Hove and the Inner Harbour site at the Brighton Marina) due to viability issues and abnormal development costs.

¹ Requirement for a Regulation 123 List was removed by the changes to the CIL Regulations in September 2019. An Annual Infrastructure Funding Statement is now required which will cover both CIL and other Developer Contributions.

- 3.5 In November 2018, the TD&C Committee agreed a Statement of Modifications to the Draft Charging Schedule prior to its submission for formal examination. The key modifications at this stage were to:
- a) Expand the Brighton Marina Inner Harbour nil CIL category to cover the wider City Plan Part One Development Area Policy DA2 to include the Outer Harbour, the Gas Works and Black Rock sites. This was to acknowledge viability considerations across the wider area and significant infrastructure requirements associated with planned development.
 - b) Nil CIL rate the Brighton General Hospital due to the required provision of the D1 Health Hub and development viability considerations.
 - c) Distinguish between types of C2 (Residential Institution) provision for CIL charging purposes. C2 was removed from the C3 charging rate and a reduced, separate rate proposed for Extra Care/Assisted Living developments.
 - d) Include Purpose Built Shared Living (PBSL) comprising cluster type accommodation and/or studio units commensurate with Purpose Built Student Accommodation (PBSA) standards alongside the CIL charge rate for PBSA.
- 3.6 The Draft Charging Schedule and the Statement of Modifications were submitted for formal examination by an independent CIL Examiner in January 2019. A public hearing session took place on 2 April 2019. Following the public hearing, the CIL Examiner requested the Council and its viability consultants to undertake further work to address several matters debated at the public hearing. These matters included:
- a) Whether the Sackville Trading Estate and Coal Yard site in Hove should be nil CIL rated due to viability concerns;
 - b) Whether the Toads Hole Valley site to the north of the city should be nil rated due to viability concerns;
 - c) Whether the proposed rate for Extra Care / Assisted Living was justified by the available viability evidence; and
 - d) Clarification of wording regarding Retail categories for CIL charging.
- 3.8 The results of that further work, which included further viability review and assessment, concluded that the Sackville Trading Estate & Coal Yard site in Hove should be nil rated; that the Toads Hole Valley site did not justify nil rating; that the proposed CIL rate for Extra Care/Assisting Living development was justified but that the definition for this form of development required further clarification. Council officers suggested additional modifications to address these matters. These were agreed by the CIL Examiner and consultation on the modifications took place 17 July – 11 September 2019.
- 3.7 The council received the CIL Examiner's Final Report 7 February (attached for information at Appendix 1). The recommendation was to approve the charging schedule with the proposed modifications.
- 3.8 The CIL Charging Schedule with proposed modifications sets out CIL levy rates for the following types of development, as follows:

Residential – C3 Use Class

- Zone 1 - £175 sqm

- Zone 2 - £150 sqm
- Zone 3 - £75 sqm

C2 – Extra Care / Assisted Living

- Zones 1 and 2 only - £100 sqm

Nil CIL charge zone (zero rated sites):

- DA2 – Brighton Marina, Gas Works and Black Rock
- King Alfred/RNR site, Hove
- Brighton General Hospital
- Sackville Trading Estate/Coal Yard, Hove

Purpose Built Student Accommodation / Purpose Built Shared Living

- Citywide - £175 sqm

Retail – Larger Format – Retail warehousing/Supermarkets

- City wide - £100 sqm

Retail – Other Retail Units Development

- Citywide - £50 sqm

4. Constitutional Changes required to administer CIL

- 4.1 This Committee is also asked to consider the matter of the administrative arrangements that are necessary to permit the levying of CIL and other developer contributions. This is key in order to permit the new CIL regime to be administered (i.e. for it to be charged and collected) from 5th October 2020 onwards.
- 4.2 The Committee is asked to recommend to Council that it approve amendments to the scheme of Delegations to Officers in Part 6 of the Councils Constitution, this is to permit the Executive Director – Economy, Environment and Culture to levy and collect CIL. The proposals in respect of CIL are limited to the delegations considered necessary to administer the CIL regime. The suggested wording set out at Appendix 3 refers to ‘developer contributions’; a term which also includes S106 contributions and thereby brings all developer contributions into line with arrangement for CIL, for clarity and consistency.
- 4.3 For clarity, this Committee is not being asked to consider the governance options for spending CIL receipts at present. This is because significant CIL receipts are not anticipated for some considerable time. This topic will be the subject of a future report to this Committee in the next 12 months.

5. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

- 5.1 To progress a CIL Charging Schedule through to approval there are no alternative options but to comply with the relevant legislation. An agreed CIL Charging Schedule will provide a funding stream to help ensure that appropriate infrastructure investment is made across the city.

6. COMMUNITY ENGAGEMENT & CONSULTATION

- 6.1 The adopted BHCC Statement of Community Involvement (SCI) (2015) sets out how the council will consult when preparing CIL. Consultation on the Preliminary Draft Charging Schedule, the Draft Charging Schedule and the Main Modifications have been carried out in accordance with the appropriate CIL Regulations and the SCI. The SCI has been prepared in accordance with the key principles of the Community Engagement Framework.

7. CONCLUSION

- 7.1 This report summarises the progress that has been made on preparing a CIL Charging Schedule for Brighton & Hove and advises that formal adoption by the Council is required in order to commence and implement CIL. A full programme of work has been ongoing to set up all necessary guidance, administrative and financial systems and processes for CIL implementation and the proposed commencement date is 5 October 2020.
- 7.2 With receipt of the CIL Examiner's Final Report recommending approval, the Council may now formally adopt the CIL Charging Schedule.

8. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 8.1 Staff time and consultation costs arising from the preparation and examination stages of the CIL Charging Schedule have been met from existing revenue budgets within the City Development and Regeneration Division. A report to Tourism, Equalities, Communities & Culture Committee in September 2019 noted £0.158m of costs relating to the implementation stage of the CIL Charging Schedule, which will be funded from an approved allocation of the council's Modernisation Fund.
- 8.2 Once a scheme is implemented there will be ongoing costs associated with administration of the scheme, including checking the amount of CIL payable, advising developers of their liability, collecting, monitoring, reporting and enforcing the CIL scheme. CIL regulations allow charging authorities to use up to 5% of CIL receipts on expenses in connection with the initial set-up and ongoing operation of the CIL scheme. It is anticipated that this administration fee will be sufficient to fund these ongoing costs in accordance with CIL Regulations.
- 8.3 The current forecast value of receipts the council may receive from the implementation of the CIL is estimated at around £2 million per annum over the plan period to 2030, however this is dependent on the type and size of developments and therefore the annual amounts received are likely to vary significantly from year to year. Income from Section 106 contributions are likely to reduce as these are scaled back to reflect the CIL charging arrangements, however, it is anticipated that this reduction will be at least offset by CIL infrastructure income.

- 8.4 CIL receipts will be an important source of income for funding infrastructure in the city, and consideration will need to be given to ensure that the use of receipts is compatible with the aims and objectives of the council as well as being compliant with CIL Regulations. Governance options for the spending of CIL receipts are to be considered at a later date.

Finance Officer Consulted: Steven Bedford

Date: 23/03/20

Legal Implications:

- 8.5 The CIL Charging Schedule has been progressed in accordance with the relevant legislation, as referred to in the body of the report.
- 8.6 Section 213 of the Planning Act 2008 provides that a charging authority may only approve a charging schedule if the Examiner so recommends. That section also requires that approval must be by a majority of votes of members present at a meeting of the authority, namely Full Council.
- 8.7 In order for officers to administer CIL the changes to the Constitution set out in paragraph 4. of this report would need to be made.

Lawyer Consulted:

Hilary Woodward

Date: 13/3/20

Equalities Implications:

- 8.7 An Equalities Impact and Outcome Assessment (EIA) has been prepared alongside the CIL Draft Charging Schedule and is available on the council's website. The EIA was updated at the submission stage of the process. Income raised from CIL will go towards funding infrastructure necessary to support new development and communities.

Sustainability Implications:

- 8.8 CIL receipts will help to fund infrastructure necessary to support new development and sustainable communities and should therefore have a positive impact in terms of sustainability outcomes. A Strategic Environmental Impact (SEA) screening opinion for this CIL concluded that a SEA is not required.

Any Other Significant Implications:

Corporate / Citywide Implications

- 8.9 Implementation of CIL will help to deliver the policies and objectives of the City Plan and other agreed strategies in the city.

SUPPORTING DOCUMENTATION

Appendices

1. CIL Examiners Final Report
2. CIL Draft Charging Schedule
3. Proposed new delegation to Executive Director – Economy, Environment and Culture.

Background Documents

All background documents associated with the preparation of the CIL Draft Charging Schedule are available to view on the Council's CIL Examination web pages.

Report to Brighton and Hove City Council

by Jameson Bridgwater PGDipTP MRTPI

an Examiner appointed by the Council

Date: 7 February 2020

PLANNING ACT 2008 (AS AMENDED)

SECTION 212(2)

REPORT ON THE EXAMINATION OF THE DRAFT BRIGHTON AND HOVE COMMUNITY INFRASTRUCTURE LEVY CHARGING SCHEDULE

Charging Schedule submitted for examination on 16 January 2019

Examination hearings held on 2 April 2019

File Ref: PINS/F0114/429/6

Non-Technical Summary

This report concludes that, subject to modifications, the Brighton and Hove Community Infrastructure Levy Charging Schedule provides an appropriate basis for the collection of the levy in the area. The Council has sufficient evidence to support the schedule and can show that the levy is set at a level that will not put the overall development of the area at risk.

Modifications are needed to meet the statutory requirements. These can be summarised as follows:

- Amendments and additions to the Nil Charge Zone
- Clarifications with regard to CIL charging descriptions and definitions

The specified modifications recommended in this report are based on matters discussed during the public hearing sessions and do not significantly alter the basis of the Council's overall approach or the appropriate balance achieved.

Introduction

1. This report contains my assessment of the Brighton and Hove Community Infrastructure Levy (CIL) Charging Schedule in terms of Section 212 of the Planning Act 2008. It considers whether the schedule is compliant in legal terms and whether it is economically viable as well as reasonable, realistic and consistent with national guidance. It takes account of the Community Infrastructure Levy (Amendment)(England)(No 2) Regulations 2019 and the associated revisions to the Planning Practice Guidance (PPG), which came into effect on 1 September 2019. The regulations apply retrospectively to schedules already submitted for examination.
2. To comply with the relevant legislation the local charging authority has to submit a charging schedule which sets an appropriate balance between helping to fund necessary new infrastructure and the potential effects on the economic viability of development across the district. The basis for the examination, on which hearings sessions were held on 2 April 2019 is the schedule of November 2018, which is effectively the same as the document published for public consultation in January 2019.
3. The submitted charging schedule from Brighton and Hove City Council [the Council] proposed the following CIL rates:

Residential – C3 Use Class

- Zone 1 - £175sqm
- Zone 2 - £150sqm

- Zone 3 £75sqm

Private care residential homes with a degree of self-containment including Extra Care and Assisted Living

- Zone 1 & Zone 2 - £100sqm

Nil CIL charge zone

- DA2 Brighton Marina, Gas Works and Black Rock Area and King Alfred Leisure Centre/RNR site and Brighton General Hospital site - £0sqm

Purpose Built Student Housing / Purpose Built Shared Living Accommodation

- City Wide - £175sqm

Retail - Larger Format – Retail warehousing/Supermarkets

- City Wide - £100sqm

Retail - Other Shopping Units development

- City Wide - £50sqm

All other development uses

- City Wide - £0sqm

Is the charging schedule supported by background documents containing appropriate available evidence?

Infrastructure planning evidence

4. The Brighton and Hove City Plan Part One (BHCP) was adopted in March 2016. This sets out the strategy for future growth and development in the city to 2030. It sets out key citywide strategic policies for issues such as housing delivery and employment provision; indicating where development should be directed and allocates a number of strategic sites. The plan seeks to ensure that the majority of new housing, employment and retail development will be located on brownfield (previously developed) sites within the city's built up area and directed to eight specific development areas that have sustainable transport links and access to facilities and services.
5. The Infrastructure Delivery Plan 2017 Update (IDP) outlines the new/improved infrastructure required to facilitate planned growth within the city to the end of the plan period (2030). The Council's submitted Draft Infrastructure List January 2019 indicates that CIL spending will be directed towards amongst other things air quality, education, energy and utilities, flood risk management, green space, health, open space, recreation, public and cultural realm, transport and highways projects, all of which will contribute towards implementing the objectives of the BHCP.
6. The Council submitted a Regulation 123 list identifying the relevant infrastructure which may be wholly or partly funded by CIL. Regulation 123

was removed from the CIL Regulations on 1 September 2019 allowing charging authorities to use S106 planning obligations and CIL to fund the same items of infrastructure. Regulation 123 lists will be replaced by annual infrastructure funding statements setting out how much money has been raised through developer contributions (both through CIL and section 106 obligations) and how it has been spent. Authorities must produce their first statement by 31 December 2020.

7. Taking into account other likely funding sources, including direct from government, the Council currently estimates a shortfall of around £95m, based on total infrastructure where costed of approximately £366m. The IDP 2017 Update, demonstrates a clear funding gap between the provision of infrastructure required to support development required by BHCP, and funds available to provide this infrastructure. It is anticipated that the CIL charges, as proposed, would raise about £2m on an annual basis and around £20m in total up to 2030 towards infrastructure needs. In the light of this evidence, the proposed CIL charges would make a significant contribution towards meeting the likely funding gap. The figures demonstrate the need to levy CIL in Brighton and Hove.

Economic viability evidence

8. The Council commissioned a CIL Viability Assessment, dated August 2017. This was subsequently updated and refined by the Viability Study Addendum, dated February 2018, and the Viability Study Addendum 2, dated November 2018. Moreover, following detailed discussions at the Examination Hearings the Council commissioned the Examination Stage Supplementary Review, dated May 2019. The assessments use a residual valuation approach, using reasonable standard assumptions for a range of factors such as building costs, profit levels, fees and changes in relation to national policy.
9. The model was adapted by relevant local data on existing land values; including Land Registry data and some recent transactions, taking into account that there are variations in average land values across Brighton and Hove. In general, the benchmark land values used are sufficiently realistic for comparison purposes in a generic study of this type.
10. The charging schedule has been informed by discussions with stakeholders and consideration of the representations made on the series of consultations carried out by the Council. The Statement of Representations Procedure for the Draft Charging Schedule (March - June 2018), Statement of Representations made on the Draft Charging Schedule (Nov 2018), Statement of Modifications to the Charging Schedule (Feb 2019), consultation on the Schedule of Main Modifications to the Draft Charging Schedule (July 2019) and the Summary of Representations to Modifications Consultation (Oct 2019) demonstrate that an adequate and proportionate approach in relation to local stakeholder participation was taken by the Council. This was further reinforced by local developers being represented at the Examination Hearings.
11. The viability assessments seek to establish a residual value by subtracting all costs (except for land purchase) from the value of the completed development (the Gross Development Value). The price at which a typical willing landowner would be prepared to sell the land (the Benchmark Land Value) is then

subtracted from the residual value to arrive at the overage or 'theoretical maximum charge'. This is the sum from which the CIL charge can be taken provided that there is a sufficient viability buffer or margin.

12. The Guidance states that it would be appropriate to include a buffer or margin so that the levy rates are not set at the margins of viability and are able to support development when economic circumstances adjust. This can also provide some degree of safeguard in the event that gross development values have been over-estimated or costs under-estimated and to allow for variations in costs and values between sites. As discussed below, the Council have proposed CIL charges that provide a reasonable viability margin or buffer commensurate with the type of development being brought forward. On this basis, the evidence which has been used to inform the Charging Schedule is robust, proportionate and appropriate.

Conclusion

13. The draft Charging Schedule is supported by detailed evidence of community infrastructure needs. On this basis, the evidence which has been used to inform the Charging Schedule is robust, proportionate and appropriate.

Is the charging rate informed by and consistent with the evidence?

CIL rates for residential development

14. BHCP Policy CP1 - Housing Delivery sets out the strategy and projected requirement of 13,210 new homes in Brighton and Hove up to 2030. The Council's CIL Viability Assessment (August 2017), Viability Study Addendum (February 2018) and the Viability Study Addendum 2 (November 2018) examined a comprehensive range of residential typologies/scenarios, including amongst other things dwellings/flat schemes/student accommodation/care homes and assisted living. Analysis was also undertaken for typologies aligned to key strategic sites across Brighton and Hove. The testing considered a full range of values and costs data that are suitably reflective of the new residential projects likely to come forward across the city in the BHCP plan period.
15. The viability testing has factored in assumptions to reflect policy requirements in the BHCP. These include affordable housing requirements, water and energy efficiency standards, residential unit size mix considerations and internal space and accessibility standards along with a contingency for planning obligations (s106). Finally, the assessments apply a viability buffer of approximately 50% that produces a theoretical CIL charging range. As such, the viability testing has properly examined the most likely scenarios although clearly cannot address all possible eventualities surrounding new development projects.
16. Whilst overall there is an underlying strength and viability in the Brighton and Hove property market, the Council's analysis also demonstrates the difference in the ability of residential development in different parts of Brighton and Hove to viably support a CIL charge, therefore, justifying the use of a zonal approach to charging. On this basis the Council propose three charging zones for residential development in the city illustrated as Appendix 1 to the charging schedule. However, to ensure clarity it is necessary to amend the

text in the charging schedule to ensure a clear separation between use class C3 and other residential uses in relation to the application of the levy (**MM1**).

Residential – C3 Use Class - Zone 1 - £175sqm

17. Based on extensive viability testing set out above, the Council have proposed a CIL charging rate of £175sqm in C3 Use Class - Zone 1. The proposed charging rate relates to the areas identified (Figure 6, 2017 Viability Assessment) as, Wish A, Westbourne A, Central Hove A, Brunswick & Adelaide A, Regency, St Peters & North Laine A, Preston Park A, Hove Park B, Queens Park A, East Brighton A, Rottingdean Coastal A. These are predominantly areas of the city that are located along the seafront and other areas that reflect the higher values of the Brighton and Hove housing market.
18. The viability testing demonstrated that the proposed CIL rate in the range of £175psm to £250psm would maintain a viability buffer of around 50%. This buffer would ensure that the vast majority of new housing development within Zone 1 could be delivered in accordance with the BHCP. I am therefore satisfied the proposed rate of £175psm for Residential C3 Use Class - Zone 1 is justified on viability grounds.

Residential – C3 Use Class - Zone 2 - £150sqm

19. Residential – C3 Use Class - Zone 2 includes the following areas, Withdean, Patcham, Hangleton C, Hove Park A, Hangleton A, Wish B, Westbourne B, Central Hove B, Goldsmid, Brunswick & Adelaide B, Preston Park B, Hollingdean & Stanmer, St Peter's & North Lane B, Hanover & Elmgrove, Queens Park B, East Brighton B, Rottingdean Coastal B. These areas are generally located to the north, east and west of Zone 1, with the exception of Rottingdean Coastal B which is at the eastern fringe of the seafront.
20. Viability testing as set out above demonstrated that a Residential – C3 Use Class CIL rate in the range of £150psm to £200psm would maintain a viability buffer of around 50% in Zone 2. Based on this evidence the Council have proposed to set a rate of CIL rate of £150sqm. This buffer would ensure that the vast majority of new housing development within Zone 2 could be delivered in accordance with the BHCP.
21. Notwithstanding this, representations were received both in writing and at the Hearing with regard to the effect of the proposed CIL charge on Toad's Hole Valley (THV), a strategic site allocation in the BHCP for a residential led development located in Hangleton. The concerns related to potential 'double counting' between Community Infrastructure Levy (CIL) payments and the s106 obligations. Moreover, it was also argued that because of s106 obligations, THV should either be nil rated for CIL or set at a lower CIL rate such as the adjacent Zone 3, to ensure its delivery. Following the discussions at the Hearing the representors were invited to submit further viability evidence. Information was provided to the Council's viability consultants on a confidential basis following the Hearing and was submitted with further representations made at the Proposed Modifications stage of consultation.
22. I have carefully considered the representations, including the additional viability evidence submitted in relation to THV. However, I do not consider

that there is a material risk of 'double counting'. This is because even if the CIL is implemented before planning permission is granted for THV, the s106 would need to be re-evaluated to take into account the implications of the CIL. Moreover, a s106 viability exercise would be highly likely to ensure that there would be no risk to the viability of the scheme and would in reality rule out the potential for 'double counting'. Having reached these conclusions it has not been demonstrated that the potential combination of CIL and s106 would justify the THV site being nil CIL rated or located within a lower CIL charge zone Residential – C3 Use Class - Zone 3.

23. Therefore, with no substantive detailed evidence presented to indicate otherwise, I am satisfied the proposed rate of £150psm for Residential C3 Use Class - Zone 2 is justified on viability grounds and will support the aims and objectives of the BHCP.

Residential – C3 Use Class - Zone 3 - £75sqm

24. Zone 3 includes the areas of North Portslade, South Portslade, Hangleton B, Moulsecomb & Bevendean, Woodingdean, East Brighton C. These are generally located in the north-east and north-west of the city. The Council's viability assessments demonstrate that a Residential – C3 Use Class CIL rate in the range of £75psm to £125psm would maintain a viability buffer of around 50% in Zone 3. Based on this outcome, a rate of £75sqm for C3 Use Class - Zone 3 is proposed. The Council's decision to set the rate at the lower end of the range is prudent and reflects the residential market and values in Zone 3. This approach is likely to ensure that the majority of C3 Use Class development will come forward in accordance with the BHCP.
25. Having reached the conclusions above, the proposed CIL rate of £75sqm Residential – C3 Use Class - Zone 3 is justified by the available evidence and would leave a comfortable viability buffer in the majority of all modelled scenarios in the zone.

Private care residential homes with a degree of self-containment including Extra Care and Assisted Living - Zone 1 & Zone 2 - £100sqm

26. Initially, the Council aligned all types of C2 (residential institution) uses to the charge proposed for C3 residential development (Draft Charging Schedule, March 2018). This position was generally consistent with the findings of the 2017 Viability Assessment. In response to representations on the draft charging schedule and further viability review (Viability Addendum 2, November 2018), the Council proposed an amended approach to remove C2 uses aligned to C3 and to include a separate CIL category for Private care residential homes with a degree of self-containment including Extra Care and Assisted Living (November 2019 and January 2019 Charging Schedule).
27. When considering private care residential homes with a degree of self-containment including extra care and assisted living; the Council's CIL Viability Assessments took into account, construction costs and the implications of non-saleable proportions of overall floor area (communal space). However, this is balanced against amongst other things premium sales values, higher densities and reduced external works. Further viability assessment following the Hearing (Examination Stage Supplementary Review, May 2019) provided

additional evidence to justify a CIL rate of £100psm for this type of development within Zone 1 and Zone 2 whilst allowing for a viability buffer of around 50%.

28. Notwithstanding this, in written representations and at the Hearing developers raised concerns with regard to the CIL charging schedule category description and the definition applied to what could be broadly described as extra care/assisted living. Following detailed discussions at the Hearing and through further work (BHCC Post Hearing Statement June 2019), the Council in consultation with objectors have produced an alternative description and definition that is broadly based upon the Housing Learning and Improvement Network definition (Housing Learning and Improvement Network, Factsheet 1, Extra Care Housing, 2015), whilst taking into account the characteristics of Brighton and Hove. Therefore, to ensure clarity and certainty it is necessary to provide the amended description and additional explanatory text within the charging schedule to clearly define the types of development that would be subject to the application of this CIL charge (**MM2, MM8**).
29. On this basis, I am satisfied the proposed rate of £100psm for the amended description C2 – Extra Care / Assisted Living in Zone 1 and Zone 2 is justified on viability grounds and should not discourage this type of development in the current market conditions.

Nil CIL charge zone - £0psm

30. The Council have proposed a Nil CIL charge zone - £0psm for one of the development areas (Policy DA2) and two other sites identified within the BHCP (the King Alfred/RNR site) and the emerging Brighton and Hove City Plan Part Two (the Brighton General Hospital site). It is expected that these sites will deliver a significant amount of the new housing required for the city within the plan period and the council's evidence demonstrates that there are clear viability considerations affecting these sites.
31. The Council's CIL Viability Assessments have tested a number of development typologies and scenarios consistent with the development areas and sites identified within the BHCP. The testing included a range of 1–100 residential units together with a larger scale 700 residential unit mixed comprehensive scheme. As a response to representations the Council commissioned the Viability Study Addendum 2 (November 2018) that tested additional development typologies at 200 and 500 residential units.
32. Following detailed discussions at the Hearing, a further review of the viability evidence was carried out (Examination Stage Supplementary Review (May 2019)) specifically for the 500-unit residential typology aligned to the Sackville Trading Estate/Coal Yard Site proposed to be allocated in the BHCP Part Two Plan. This further review recommended the Council set a Nil charging rate for the site.
33. Cumulatively, the viability testing has demonstrated that with regard to the sites referred to above, the imposition of a CIL charge could theoretically put delivery of these schemes at risk. Therefore, it is necessary to ensure an appropriate balance is struck to modify the Nil CIL charge zone to include the whole of the area identified with BHCP Policy DA2 – Brighton Marina, Gas

Works and Black Rock Area (**MM4**), Brighton General Hospital site and Sackville Trading Estate/Coal Yard Site (**MM5**). Moreover, in the interests of clarity it is necessary amend the text in the charging schedule to more accurately describe the areas as a Nil Charge Zone rather than strategic sites (**MM3, MM9**). These findings were subsequently consulted upon and were in turn generally supported by developers. Therefore, based on the evidence submitted, subject to the above modifications I am satisfied that setting a rate of £0psm for the Nil CIL charge zone is justified by the available evidence and appropriate.

Purpose Built Student Housing/Purpose Built Shared Living Accommodation - City Wide - £175sqm

34. There is significant demand for purpose-built student housing/purpose built shared living accommodation within the city, underpinned by a strong investment market for this type of development. As such, the Council have proposed a city wide CIL rate of £175psm for this type of development. The CIL Viability Assessment (August 2017) tested a 150-unit cluster type purpose-built student accommodation typology. The Viability Study Addendum (February 2018) expanded the testing to include a 400-unit cluster typology and 150-unit studio typology (Purpose Built Student Accommodation) consistent with local market evidence.
35. The viability models are based on a 5.5% yield with a 39-week occupancy with the residual (approximately 13 weeks) at 60% occupancy reflective of the student market. The testing also took into account that this specific type of residential development is unlikely to attract the same level of planning obligations, in particular with regard to affordable housing contributions, on-site open space contributions that would normally be associated with residential development within the C3 Use Class. I consider that the approach taken by Brighton and Hove is balanced in taking into account market conditions and this is reflected in the 50% viability buffer which would provide some degree of safeguard to allow for variations in costs and values between sites. In the interests of clarity it is also necessary amend the text in the charging schedule and explanatory notes to make specific reference to Purpose Built Shared Living Accommodation to ensure this commensurate model of development is addressed within the schedule and attracts the correct application of the CIL charge (**MM6, MM11**).
36. Therefore, the proposed rate of £175psm for purpose-built student housing/purpose built shared living accommodation within the city is justified on viability grounds and would strike an appropriate balance between helping to fund new infrastructure supporting the aims and objectives of the BHCP whilst ensuring viability.

Retail

37. Policy CP4 of the BHCP sets out the strategy and projected requirement for future retail provision in Brighton and Hove. The plan establishes a projected net requirement of 58313sqm of comparison floorspace and 2967sqm of convenience floorspace within the plan period (until 2030).
38. The CIL Viability Assessment (August 2017) and the Viability Study Addendum

(February 2018) considered a sufficient range and number of size and type of retail development schemes to be suitably reflective of retail projects likely to come forward in Brighton and Hove and to provide the necessary information against which to assess viability. The assessments make clear that that viability in the retail market is sensitive to specific location/setting, type and investment models. Taking this into account the Council have proposed differential rates for retail development, proposing a charge of £100psm for larger format retail warehousing/supermarkets and a £50psm charge for other shopping unit development.

Larger Format – Retail warehousing/Supermarkets - £100psm

39. The appraisals in the CIL Viability Assessment (August 2017) suggest that that a theoretical maximum CIL of up to £200sqm would be viable on the majority of larger format retail warehousing/supermarkets proposals within Brighton and Hove. The viability assessment tested a variety of scenarios across low, medium and high residual land values and applied a range of rental yield tests of between 5.0% and 6.0%, which are representative of larger format retail developments.
40. Taking into account of the degree of sensitivity in the retail market a CIL rate of £100sqm for retail warehousing/supermarkets would allow a reasonable viability buffer of around 50% and this represents a balanced and prudent approach that would ensure that the vast majority of larger format retail development could be delivered in accordance with the BHCP. A modification to ensure clarity in the application of the CIL charge, it is necessary to update the explanatory notes within the schedule to limit the CIL charge to use classes A1 to A5 (**MM10**). Therefore, given that no substantive viability evidence has been presented to indicate otherwise, I am satisfied the proposed rate of £100sqm for larger format retail warehousing/supermarkets development is justified on viability grounds.

Other Retail Units development - £50psm

41. The CIL Viability Assessment (August 2017) tested A1 to A5 City Centre comparison retail (general/non-shopping centre) and A1 to A5 smaller format retail (local convenience and local shops). The viability assessments tested a variety of scenarios across low, medium and high residual land values and applied a range of rental yield tests of between 5.0% and 7.5%, which are representative of other shopping unit development in the city. The Viability Study Addendum (February 2018) further tests viability with regard to the development of a comprehensive shopping centre development (20,000 sqm net) broadly aligned to the BHCP development area DA1 Brighton Centre and Churchill Square Area. The Viability Assessment's demonstrate that viable CIL charge for other shopping units in Brighton and Hove would fall within the range of £50sqm - £75sqm. The proposed rate of £50sqm would allow a minimum viability buffer of approximately 50% which would ensure that the vast majority of other shopping unit development within the city could be delivered in accordance with the BHCP.
42. At the Hearing it was argued that the £50sqm CIL rate was not reflective of retail market conditions at major sporting venues in the city. It was stated that the proposed CIL would discourage retail development from coming

forward at the Falmer Stadium (football) and the County Cricket Ground Hove. However, whilst I accept that there can be seasonal variations in the trading models for sporting venues, there was no substantive or technical evidence that demonstrated that a CIL rate of £50psm would adversely affect viability and place retail development at major sporting venues at risk. However, to ensure certainty in the application of the CIL charge it is necessary to modify the text to replace the word 'shopping' with retail and update the explanatory notes within the schedule to limit the CIL charge to Use Classes A1 to A5, defined shopping centres and major sporting venues (**MM7, MM10**).

43. I therefore conclude that the viability of other retail units is unlikely to be threatened by the proposed CIL rate of £50sqm, which is evidence based and appropriate.

All other development uses

44. The Council's decision not to charge a levy on Industrial (B1, B2, B8), Office (B1a), Hotel (C1), Community (D1) and Leisure (D2) is consistent with the evidence in the CIL Viability Assessment. This demonstrates that current market rents for these uses are too low to absorb any level of CIL. I am satisfied that for the reasons given in the Community Infrastructure Levy (CIL) Viability Study, dated August 2017 setting a rate of £0sqm for these uses is evidence based and appropriate.

Does the evidence demonstrate that the proposed charge rate would not put the overall development of the area at serious risk?

45. The Council's decision to set rates for the following development (subject to the proposed modifications as indicated above):
- Residential – C3 Use Class - Zones 1, 2 and 3
 - Private care residential homes with a degree of self-containment including Extra Care and Assisted Living
 - Nil CIL charge zone (strategic sites)
 - Purpose Built Student Housing/Purpose Built Shared Living Accommodation
 - Retail - Larger Format – Retail warehousing/Supermarkets
 - Retail - Other Shopping Units development

is based on reasonable assumptions about development values and likely costs. The evidence suggests that, subject to the above-mentioned modifications, residential and commercial development will remain viable across most of the area if the charge is applied. Only if development sales values are at the lowest end of the predicted spectrum would development in some parts of the City be at risk, however, I consider this situation to be unlikely.

Conclusion

46. In setting the CIL charging rate the Council has had regard to detailed evidence on infrastructure planning and the economic viability evidence of the development market in Brighton and Hove. The Council has tried to be realistic in terms of achieving a reasonable level of income to address an acknowledged

gap in infrastructure funding, while ensuring that a range of development remains viable across the authority area.

LEGAL REQUIREMENTS	
National Policy/Guidance	The Charging Schedule complies with national policy/guidance.
2008 Planning Act and 2010 Regulations (as amended)	The Charging Schedule complies with the Act and the Regulations, including in respect of the statutory processes and public consultation, consistency with the adopted Brighton and Hove City Plan Part One and Infrastructure Delivery Plan and is supported by an adequate financial appraisal. I have taken account of the CIL (Amendment) Regulations which came into force on 1 September 2019 and am satisfied that the Charging Schedule remains legally compliant.

47. I conclude that subject to the modifications set out in Appendix A the Brighton and Hove Community Infrastructure Levy Charging Schedule satisfies the requirements of Section 212 of the 2008 Act and meets the criteria for viability in the 2010 Regulations (as amended). I therefore recommend that the Charging Schedule be approved.

Jameson Bridgwater

Examiner

[This report is accompanied by:

Appendix A (attached) – Modifications that the examiner specifies so that the Charging Schedule may be approved.]

Appendix A

Proposed text is shown underlined and bold. Deleted text is shown struck through and bold. Where additional modifications have been made to text already in bold (such as to policy wording) the text appears as struck through or underlined.

Reference	Page	Policy/Section	Main Modification												
MM1	9	Charging Schedule Table 1	<table border="1"> <thead> <tr> <th>Use</th> <th>Location</th> <th>Levy (£/sq. m)</th> </tr> </thead> <tbody> <tr> <td>Residential – applies to C3 and C2-use classes Zone areas are shown on Map in Appendix 1</td> <td>Zone 1</td> <td>175</td> </tr> <tr> <td></td> <td>Zone 2</td> <td>150</td> </tr> <tr> <td></td> <td>Zone 3</td> <td>75</td> </tr> </tbody> </table>	Use	Location	Levy (£/sq. m)	Residential – applies to C3 and C2 -use classes Zone areas are shown on Map in Appendix 1	Zone 1	175		Zone 2	150		Zone 3	75
			Use	Location	Levy (£/sq. m)										
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MM2	9	Charging Schedule Table 1	<table border="1"> <thead> <tr> <th>Use</th> <th>Location</th> <th>Levy (£/sq. m)</th> </tr> </thead> <tbody> <tr> <td>Private care residential homes with a degree of self-containment including Extra Care and Assisted Living <u>C2 – Extra Care / Assisted Living (see notes below)</u></td> <td><u>Zone 1 & Zone 2</u></td> <td><u>100</u></td> </tr> </tbody> </table>	Use	Location	Levy (£/sq. m)	Private care residential homes with a degree of self-containment including Extra Care and Assisted Living <u>C2 – Extra Care / Assisted Living (see notes below)</u>	<u>Zone 1 & Zone 2</u>	<u>100</u>						
			Use	Location	Levy (£/sq. m)										
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MM3	9	Charging Schedule Table 1	<table border="1"> <thead> <tr> <th>Use</th> </tr> </thead> <tbody> <tr> <td>Strategic Sites Nil CIL charge zone rate <u>Nil CIL charge zone boundaries are shown on Map in Appendix 1</u></td> </tr> </tbody> </table>	Use	Strategic Sites Nil CIL charge zone rate <u>Nil CIL charge zone boundaries are shown on Map in Appendix 1</u>										
			Use												
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MM4	9	Charging Schedule Table 1	<table border="1"> <thead> <tr> <th>Location</th> </tr> </thead> <tbody> <tr> <td>Brighton Marina Inner Harbour; <u>DA2 Brighton Marina, Gas Works and</u></td> </tr> </tbody> </table>	Location	Brighton Marina Inner Harbour; <u>DA2 Brighton Marina, Gas Works and</u>										
Location															
Brighton Marina Inner Harbour; <u>DA2 Brighton Marina, Gas Works and</u>															

			<p><u>Black Rock Area</u></p> <p>Nb: Modify Map in Appendix 1 to increase the Strategic Site boundary at Brighton Marina Inner Harbour to include Brighton Marina, Gas Works and Black Rock Area as consequence of modification</p>						
MM5	9	Charging Schedule Table 1	<table border="1"> <tr> <td>Location</td> </tr> <tr> <td><u>Brighton General Hospital site</u></td> </tr> <tr> <td><u>Sackville Trading Estate/Coal Yard site</u></td> </tr> </table> <p>Nb: Modify Maps in Appendix 1 to include Brighton General Hospital site boundary and the Sackville Trading Estate and Coal Yard site boundary as nil CIL charge zones as consequence of modification.</p>	Location	<u>Brighton General Hospital site</u>	<u>Sackville Trading Estate/Coal Yard site</u>			
Location									
<u>Brighton General Hospital site</u>									
<u>Sackville Trading Estate/Coal Yard site</u>									
MM6	9	Charging Schedule Table 1	<table border="1"> <thead> <tr> <th>Use</th> <th>Location</th> <th>Levy (£/sq. m)</th> </tr> </thead> <tbody> <tr> <td>Purpose Built Student Housing/<u>Purpose Built Shared Living Accommodation</u></td> <td>City Wide</td> <td>175</td> </tr> </tbody> </table>	Use	Location	Levy (£/sq. m)	Purpose Built Student Housing/ <u>Purpose Built Shared Living Accommodation</u>	City Wide	175
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Purpose Built Student Housing/ <u>Purpose Built Shared Living Accommodation</u>	City Wide	175							
MM7	10	Charging Schedule Table 1	<table border="1"> <thead> <tr> <th>Use</th> <th>Location</th> <th>Levy (£/sq. m)</th> </tr> </thead> <tbody> <tr> <td><u>Retail</u> – Other shopping retail units development</td> <td>City Wide</td> <td>50</td> </tr> </tbody> </table>	Use	Location	Levy (£/sq. m)	<u>Retail</u> – Other shopping retail units development	City Wide	50
Use	Location	Levy (£/sq. m)							
<u>Retail</u> – Other shopping retail units development	City Wide	50							
MM8	10	Charging Schedule: Notes	<p><i>Notes:</i> <u>C2 Extra Care / Assisted Living – housing with care (primarily for older people):</u></p>						

			<ul style="list-style-type: none"> • <u>Where purpose built self-contained homes are designed and built to facilitate independent living and the care and support needs of occupants</u> • <u>Where occupants have agreements to cover the provision of onsite care, support, domestic and other services;</u> • <u>Which may also include communal spaces and facilities (some may be open to local community) and;</u> • <u>Onsite access to care and support services is available 24 hours a day.</u>
MM9	10	Charging Schedule: Notes	<u>Nil CIL charge zone boundaries as set out in the Adopted Brighton and Hove City Plan Policies</u>
MM10	10	Charging Schedule: Notes	<p><u>Retail (A1 – A5) – Larger format:</u> Retail warehouses are large stores specialising in the sale of household goods (such as carpets, furniture and electrical goods), DIY items and other ranges of goods, catering for mainly car-borne customers.</p> <p><u>Superstores/supermarkets are shopping destinations in their own right where weekly food shopping needs are met and which can also include non-food floorspace as part of the overall mix of the unit.</u></p> <p><u>Retail (A1 – A5) - Other retail shopping units developments: to includes city centre comparison retail development in defined shopping centres and at Major Sporting Venues.</u></p>
MM11	10	Charging Schedule: Notes	<u>Purpose Built Student Housing category – includes Purpose Built Shared Living accommodation set around cluster type accommodation and/or studio units commensurate with PBSA standards.</u>

Brighton & Hove City Council Community Infrastructure Levy Charging Schedule

May 2020



Views over the City of Brighton & Hove

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How the chargeable amount will be calculated

Reporting, Monitoring and Review

Charging Schedule

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CIL - Charging Schedule map

Detail No. 1: City West

Detail No. 2: City East



Easterly views towards Marine Parade, Brighton

The Community Infrastructure Levy (CIL)

Introduction

A Draft Charging Schedule (DCS) was published by Brighton & Hove City Council and consulted upon in 2018 in accordance with the Planning Act 2008 (as amended by the Localism Act 2011) and the Community Infrastructure Levy Regulations 2010 (as amended). A Statement of Modifications to the Draft Charging Schedule was prepared and submitted to the Examiner alongside the Draft Charging Schedule in January 2019. A public hearing took place April 2019 and the Council then submitted further work in June 2019. The Examination Inspector agreed modifications for consultation July 2019. The Inspector's final report recommending approval of the charging schedule was received February 2020.

The Charging Authority and Charging Area

The Charging Authority and Collecting Authority is Brighton & Hove City Council.

The charging area covers the administrative area of Brighton and Hove City Council excluding the South Downs National Park area. The National Park Authority is the charging authority for its own CIL Charging Schedule implemented on 1st April 2017.

How the chargeable amount will be calculated

The Council will calculate the 'chargeable amount' of CIL using Part 5 of the CIL Regulations 2010 (as amended) and the formal calculation methodology therein. The key theme of calculating a CIL charge is that CIL will be charged on the net additional internal floor area of development, once exempted development types and other eligibility considerations as set out in the CIL Regulations (as amended) have been taken into account.

The Council will use the indexing as set out in the CIL Regulations 2010 (as amended).

Reporting, Monitoring and Review

To ensure an appropriate CIL rate that allows for changing market and other influences on development viability and deliverability, the Council will put in place an appropriate reporting, monitoring and review framework. This will be in the form of an Infrastructure Funding Statement as set out in the 2019 CIL Regulations.

It is also anticipated that the CIL charging schedule and its rates will be reviewed within a 3 to 5 year time period from its commencement date, or at an earlier date if changing market conditions support this.

Charging Schedule

Following independent examination and approval, the rates as set out below will be non-negotiable.

Table 1

Use	Location	Levy (£/sq. m)
Residential - applies to C3 use class Zone areas are shown on Map in Appendix 1	Zone 1	175
	Zone 2	150
	Zone 3	75
C2 – Extra Care / Assisted Living (see notes below) Zone areas are shown on Map in Appendix 1	Zone 1 & Zone 2	100
Nil CIL charge zone Nil CIL charge zone boundaries are shown on Map in Appendix 1	DA2 Brighton Marina, Gas Works and Black Rock Area King Alfred Leisure Centre/RNR site Brighton General Hospital site Sackville Trading Estate / Coal Yard site	0
Purpose Built Student Housing / Purpose Built Shared Living Accommodation	City Wide	175
Retail – Larger format – Retail warehousing / Supermarkets	City Wide	100
Retail - Other retail units development	City Wide	50
All other development uses	City Wide	0

Notes:

C2 Extra Care / Assisted Living – housing with care (primarily for older people):

- Where purpose built self-contained homes are designed and built to facilitate independent living and the care and support needs of occupants
- Where occupants have agreements to cover the provision of onsite care, support, domestic and other services;
- Which may also include communal spaces and facilities (some may be open to local community) and;
- Onsite access to care and support services is available 24 hours a day.

(NB: 1. Other terms for this form of development may include Independent Living, Very Sheltered Housing, Close Care. 2. This form of development excludes registered residential care /nursing homes (C2) and Retirement Homes and Sheltered Housing which would fall under a C3 use class.)

Nil CIL charge zone boundaries as set out in the Adopted Brighton and Hove City Plan Policies.

Purpose Built Student Housing category – includes **Purpose Built Shared Living Accommodation** set around cluster type accommodation and/or studio units commensurate with PBSA standards

Retail (A1 - A5) - Larger format:

Retail warehouses are large stores specialising in the sale of household goods (such as carpets, furniture and electrical goods), DIY items and other ranges of goods, catering for mainly car-borne customers.

Superstores/supermarkets are shopping destinations in their own right where weekly food shopping needs are met and which can also include non-food floorspace as part of the overall mix of the unit.

Retail (A1 - A5) - Other retail units development: includes retail development in defined shopping centres and at Major Sporting Venues.

CIL policies

The council intends to consider the appropriateness of introducing installment and payment in kind policies allowed for under the CIL Regulations.

To implement these, the Council would publish these policies on its website in accordance with the notification requirements. Such policies would not be part of the charging schedule and could be changed independently of it.

CIL and Existing Planning Permissions

Developments which receive planning consent and have concluded section 106 agreements prior to the commencement date of a CIL Charging Schedule, will not be liable to CIL.

The Evidence Base

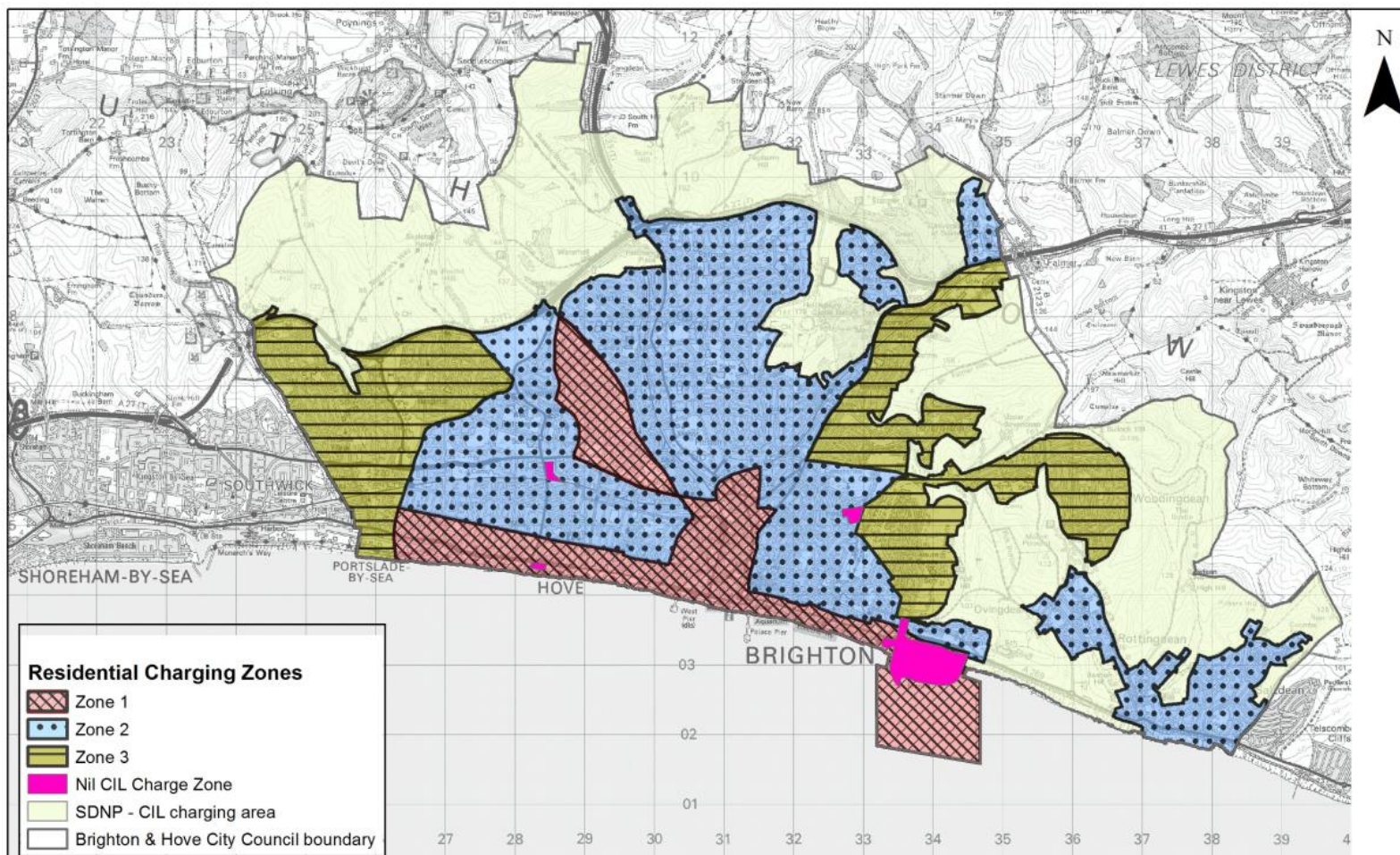
The Council has struck an appropriate balance between the desirability of funding infrastructure from the levy and the potential effects (taken as a whole) of the imposition of CIL on the economic viability of development across its area.

The Council's CIL viability assessment informs and underpins the rates and geographical areas within this Charging Schedule.

The June 2017 Infrastructure Delivery Plan (IDP) was agreed by the Tourism Development and Culture committee as 'an evolving part of the evidence base for an emerging Community Infrastructure Levy (CIL) Charging Schedule and (*as at the time of preparation*) Regulation 123 list' and evidences a funding gap in the provision of infrastructure and justifies the collection of CIL. A draft Infrastructure List informed, and was consulted upon alongside, the published CIL Draft Charging Schedule.

The Local Development Plan for Brighton and Hove at time of writing consists of the Brighton & Hove City Plan Part One 2016, retained policies of the Brighton & Hove Local Plan 2005, the East Sussex, South Downs and Brighton and Hove Waste & Minerals Plan (2013), the East Sussex, South Downs and Brighton and Hove Waste & Minerals Sites Plan (2017) and the Shoreham Harbour Joint Area Action Plan (2019).

Appendix 1 Community Infrastructure Levy



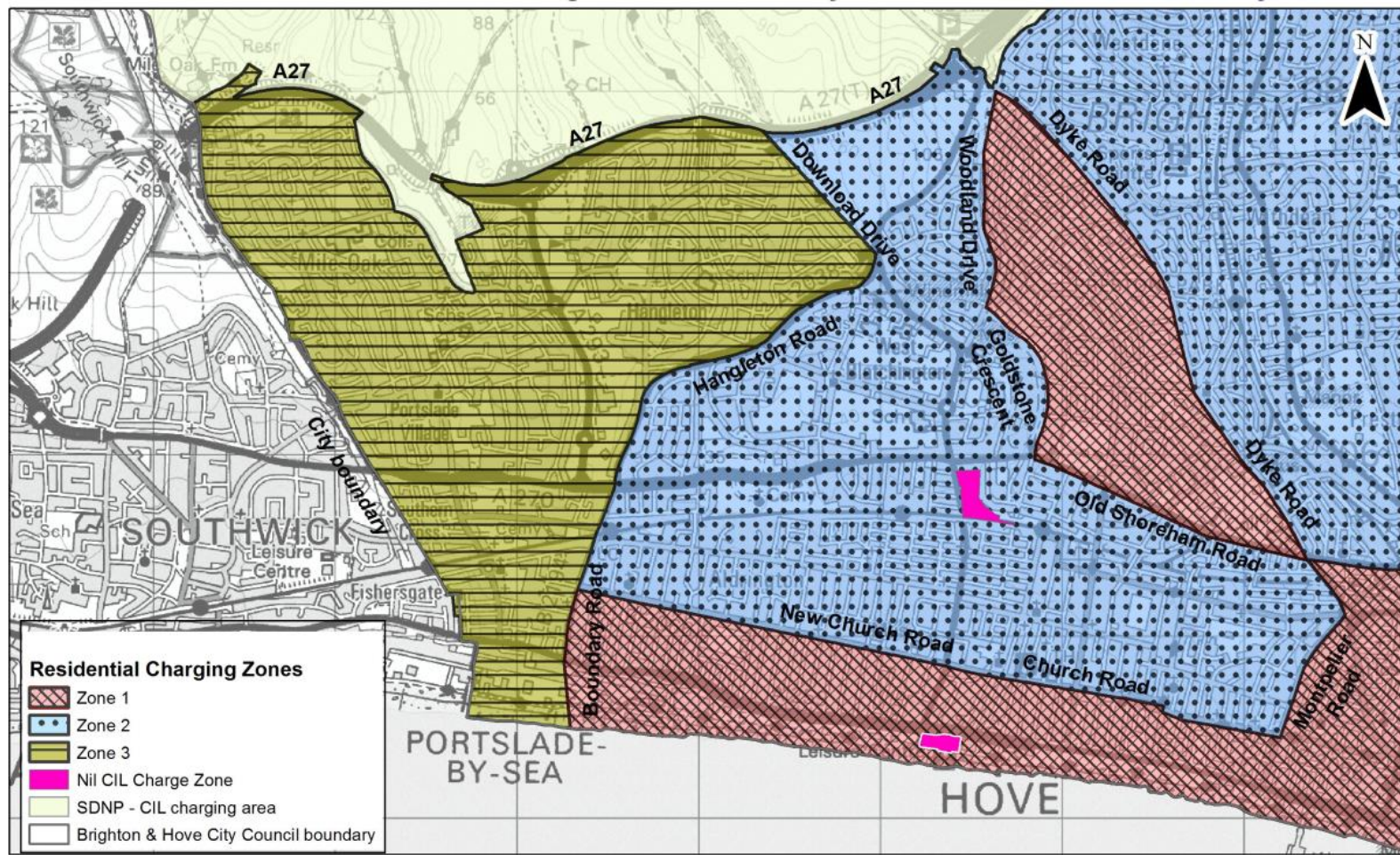
Scale: 1:70,000

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0 0.5 1 2 Miles



Appendix 1 Community Infrastructure Levy - Detail No. 1: City West



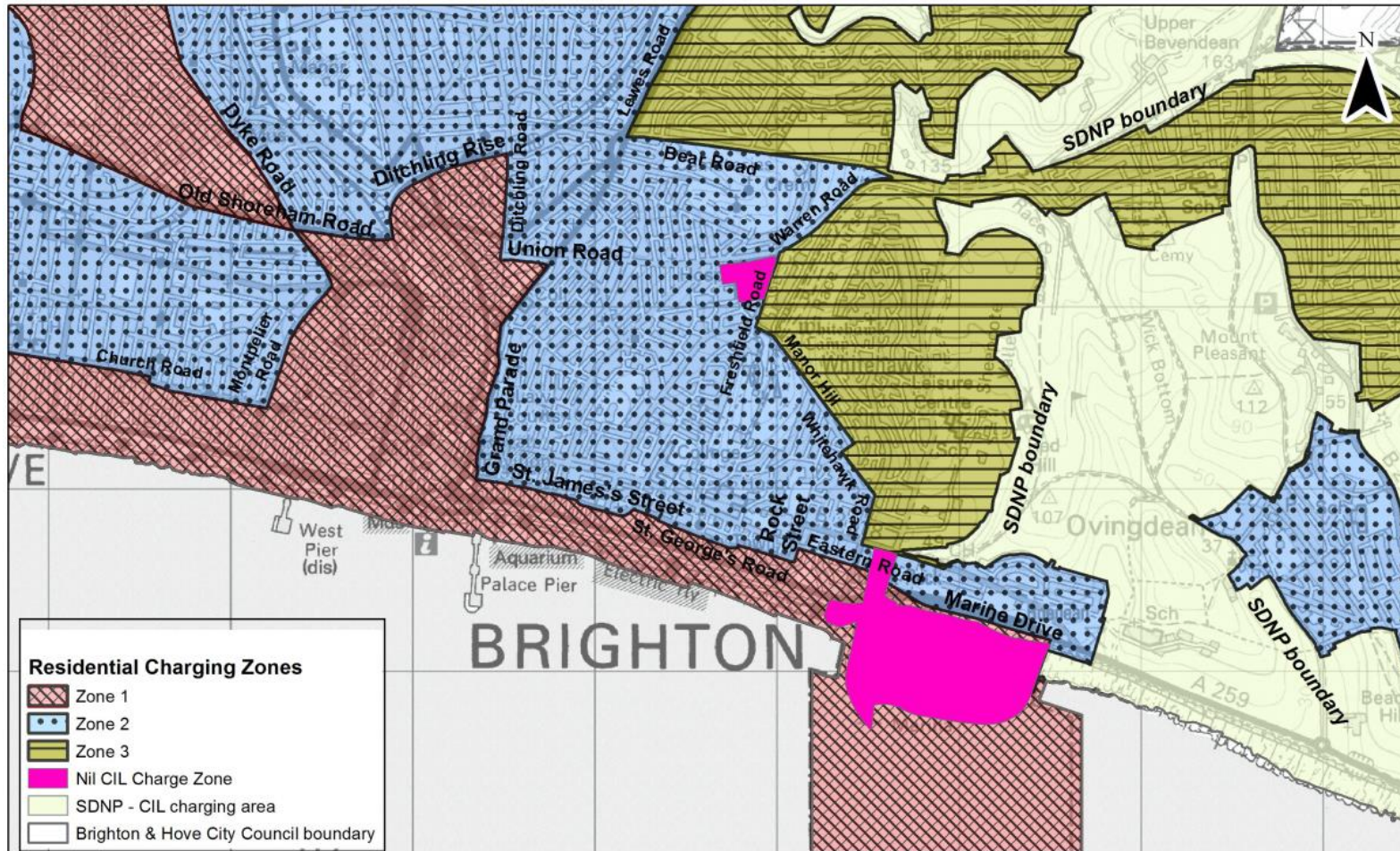
Scale: 1:26,720

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0 0.25 0.5 1 Miles



Appendix 1 Community Infrastructure Levy - Detail No. 2: City East



Scale: 1:26,720

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0 0.25 0.5 1 Miles



Appendix 3

Proposed new delegation to the Executive Director – Economy, Environment & Culture

Developer Contributions

1. To exercise the council's functions in its capacity as a local planning authority in relation to developer contributions in respect of the following:

a) legal obligations imposed pursuant to the Town and Country Planning Act 1990 (as amended), and

b) in its capacity as the charging and collecting authority for the purposes of the Community Infrastructure Levy (CIL), pursuant to the CIL Regulations 2010 made under the Planning Act 2008 (as amended).

Note: for the avoidance of doubt, 1 a) and b) shall include all steps considered necessary and incidental to perform these functions, including but not limited to the following: the calculation of the amount of contribution to be requested including the assessment of claims for the exemption and relief of CIL; the enforcement of all liabilities; the collection, monitoring and distribution of contributions (s106 only) all steps up to and including any appeal.

Subject:	Community Safety and Crime Reduction Strategy 2020-2023		
Date of Meeting:	7 May 2020 23 July 2020 - Council		
Report of:	Interim Executive Director Housing, Neighbourhoods and Communities		
Contact Officer:	Name:	Jo Player	Tel: 01273 292488
	Email:	Jo.player@brighton-hove.gov.uk	
Ward(s) affected:	All		

FOR GENERAL RELEASE

1. PURPOSE OF REPORT AND POLICY CONTEXT

- 1.1 The committee is asked to consider the attached Draft Community Safety Strategy for 2020-23. Appendix 1

2. RECOMMENDATIONS:

That the Tourism, Equality, Communities and Culture Committee:

- 2.1 Recommends to Full Council that it adopts the Community Safety and Crime Reduction Strategy 2020-2023 attached at Appendix 2.

That Full Council:

- 2.2 Adopts the Community Safety and Crime Reduction Strategy 2020-2023.

3. CONTEXT/ BACKGROUND INFORMATION

- 3.1 The Community Safety and Crime Reduction Strategy 2020-23 sets out the Brighton and Hove Community Safety Partnership's plans to address crime and disorder in the city. This is a statutory requirement under the 1998 Crime and Disorder Act. The full strategy is appended to this report.
- 3.2 The strategy is informed by a strategic assessment of all crime and disorder in the city with analysis and recommendations. This is attached at Appendix 2
- 3.3 Priorities have been selected where the partnership can make the most impact. This is a partnership strategy and so priorities are focussed on areas where working in collaboration is fundamental to achieving progress. It prioritises work where added value is achieved by working in partnership.

- 3.4 The strategy includes an overview of the demography of the city and the nature and impact of crime and disorder.
- 3.5 The strategy also describes how priorities were identified and will be progressed.
- 3.6 The priorities are:
- Anti-social behaviour and hate incidents
 - Serious Violence
 - Domestic violence and abuse, sexual violence and other forms violence against women and girls
 - Exploitation
 - Community collaboration and resilience
 - Preventing terrorism and extremism

4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

- 4.1 The appended Strategic Assessment document outlines the issues for Brighton and Hove in relation to crime and disorder and makes appropriate recommendations.

5. COMMUNITY ENGAGEMENT & CONSULTATION

- 5.1 A consultation event was held with partners including statutory, community and voluntary sector organisations in December 2019, this event considered the findings of the Strategic Assessment and broadly agreed priority areas to address
- 5.2 The draft strategy has been shared directly with Local Action teams, communities of interest and other interested bodies.
- 5.3 The draft strategy is being shared with this committee to seek views and approval.
- 5.4 Finally the draft strategy has been subject to public consultation through the consultation portal on the council website. There was broad approval for the priorities for the strategy. An analysis of the consultation from the portal is attached at Appendix 3.

6. CONCLUSION

- 6.1 Action plans are being drawn up for each priority area and progress will be monitored through the Community Safety Partnership Board and with regular reports on performance to this committee.

7. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 7.1 The costs associated with the publishing of the Community Safety Strategy are met from within the Community Safety Budget for 2020/21.

Legal Implications:

- 7.2 There is a statutory requirement for this strategy, as set out at 3.1 above. The consultation requirements are met.

Lawyer Consulted: Simon Court

Date: 06.04.2020

Equalities Implications:

- 7.3 An Equality Impact assessment will be undertaken, equality implications are referenced throughout the strategy.

Sustainability Implications:

- 7.4.1 There are no sustainability implications relating to this report.

SUPPORTING DOCUMENTATION

Appendices:

Appendix 1

Community Safety and Crime Reduction Strategy

Appendix 2

Strategic Assessment

Appendix 3

Consultation analysis

Community Safety and Crime Reduction Strategy

2020 – 2023

Final draft, March 2020



Brighton & Hove
Community Safety Partnership

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Brighton & Hove and the people in the city	5
Crime and disorder overview	8
Current landscape	11
Identifying and progressing priorities	13
Relevant work of key partners	16

Our priorities:

Violence, exploitation and abuse	19
<ul style="list-style-type: none"> • Exploitation • Serious violence, including the night-time economy • Domestic violence & abuse, sexual violence and other forms of violence against women & girls 	
Anti-social behaviour	30
Community cohesion and resilience	33
<ul style="list-style-type: none"> • Hate incidents/crimes • Challenging extremism • Prevent 	
Appendix: About the Partnership	44

If you would like to provide any feedback on this document, you can do so by email to: community.safety@brighton-hove.gov.uk



The Partnership and its work

The Partnership's aims

The Community Safety Partnership's overarching duty is to:

- reduce crime and disorder,
 - improve community safety, and
 - reduce re-offending
- in Brighton & Hove.

This will serve to improve the quality of life for everyone who lives in, works in or visits the city.

The focus is on:

- taking early action to prevent crime and disorder
- tackling the issues which have the biggest impact on people
- reducing fear of crime and meeting the needs of victims

About this strategy

This strategy lays out the Brighton & Hove Community Safety Partnership's plans for the three year period from 2020-2023. It is a requirement of the Crime and Disorder Act 1998 and will be reviewed on an annual basis.

Statutory and other partners

The city is much better placed to tackle crime and disorder if everyone – local residents and businesses, community and voluntary groups, and city services – work together in a coordinated way. The local authority, police, health, probation and fire services are statutory partners under the 1998 Act. However, in practice, the Community Safety Partnership works across a much wider range of partners at different levels and on different topics to work out what needs doing, who can help and to take action.

There is a need for good information exchange between those concerned, including with residents, so that agencies can listen and respond to the needs of local people. At the same time local people need to be able find a route through to the services they need or

identify ways in which they can respond within their own communities.

Setting our work in context

As well as the impact on individuals, the negative effects of crime and disorder draw widely on public services. Working in partnership and adopting a 'whole system approach' is essential. Our work contributes to the Police & Crime Commissioner's Police and Crime Plan¹, to the council's Corporate Plan², and to measures in the Public Health Outcomes Framework to name a few examples.

Politicians and legislators can impact broadly on the legal and social setting in which we all live. The work of central government departments is also important in our wider partnership. In March 2016 the Home Office issued their 'Modern Crime Prevention Strategy'³. This argued that although crime is changing in its nature, for example with a growth in 'cyber crime', the reasons behind people committing crime – 'drivers of crime', listed as opportunity; character; profit; drugs; alcohol and the criminal justice system – are the same.

¹ <https://www.sussex-pcc.gov.uk/media/4225/sussex-police-crime-plan-2017-21.pdf>

² <https://present.brighton-hove.gov.uk/documents/s147089/Corporate%20Plan%202020-2023%20APX.%20n%201.pdf>

³ Home Office (2016) Modern Crime Prevention Strategy, https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/509831/6.1770_Modern_Crime_Prevention_Strategy_final_WEB_version.pdf



Brighton & Hove and the people in the city

The information in the next two sections has been taken from the Strategic Assessment of Crime and Community Safety 2019 <http://www.safeinthecity.info/analytical-reports> where further detail can be found.

Our residents and visitors

People with many different characteristics contribute to the makeup of the local population, and crime and disorder issues affect people differently.

The 2011 census found that the city had 273,400 residents and this was estimated to have increased to 290,400 by 2018. It is predicted that by 2028 it will have reached 307,900.

Compared with England and the South East, Brighton & Hove has fewer children and older people, and more younger adults, particularly in their 20s and early 30s. Contributing to people in this age group are those who come to the city to study; in 2018/19 there were 39,355 students attending the two local universities. Also, Brighton & Hove was estimated to have 1,800 short term⁴ international students in 2017, with many more visiting for a shorter period.

At the time of the 2011 census, there were 147 residents employed by the armed services, and in 2018 547 veterans were receiving pension or compensation related to military service, proportionately lower than the South East or England.

In 2017 around 9.4 million trips were estimated to have been made to the city by day visitors, down 2% on 2016, with over 4.9 million overnight stays.

According to the 2011 census, 19.5% of the resident population belonged to a non-White British ethnic group (53,400 people), defined here as Black or Minority Ethnic or BME, an increase of 12% on

the 2001 census. 37% of BME residents were 'White Other than British', 21% Asian/Asian British and the mixed/multiple ethnic group made up 20%.

The lesbian, gay, and bisexual population makes up between an estimated 11-15% of our population, equating to between 27,000 and 36,800 residents based on 2018 population estimates. It is estimated that there are at least 2,760 trans adults living in Brighton & Hove.

In 2017, there were an estimated 18,000 residents aged 18-64 with moderate or severe physical disabilities. There were an estimated 5,700 people aged over 18 with a learning disability in 2017.

In 2017/18 7% of city residents surveyed reported low levels of happiness and one in four (26%) reported high levels of anxiety, both measures higher than the South East and England.

The day-to-day activities of 16% of city residents are 'limited a little' or 'limited a lot' by health problems (Census 2011). These residents are on average less likely to feel safe in the city.

Regarding children, there were 2,039 Children in Need and 316 children who were the subject of a child protection plan in the city as of March 2019, both proportionally higher than the South East and England. National evidence shows that people who have been looked after as children are more likely to be unemployed, be involved in crime and be identified as having a substance misuse problem.

Social and economic factors

The Index of Multiple Deprivation 2019 ranked Brighton & Hove as a whole 131st out of 326 of all local authorities in England, slightly more deprived than the England average. However, there is a wide range of deprivation levels across the city, with some of the more deprived being in the east.

⁴ Short term defined as staying here for between 3 and 12 months.

There were an estimated 7,500 unemployed people in the city in the 12 months ending June 2019.⁵ This represents 4.6% of all those who were economically active⁶ and is higher than the position nationally (4.1%) and in the South East (3.1%).

One in five (21%) respondents to the City Tracker survey 2018 reported that they did not feel they would have enough money, after meeting housing costs, in the next year to meet basic living costs such as food and heating.

Between 3% and 5% of 16-17 year olds (up to 220 young people) were not in education, training or employment at the end of 2018.

Housing and homelessness

Brighton & Hove had 126,827 homes at the time of the 2011 census, with an average household size of 2.2 occupants.

The city has fewer owner occupiers and more people renting from private landlords than the average for the South East and England as a whole. Rents in the private sector have risen steadily over the last five years⁷, and lower income working households may find it increasingly difficult to afford to rent privately.

There were 178 people estimated to be sleeping rough in Brighton & Hove on a single night in October 2017⁸, an increase from 78 in 2015, but had dropped back to 64 in 2018.

⁵ Unemployed refers to people who were actively seeking work or who had found work and were waiting for it to commence.

⁶ Economically active refers to those who are either employed or who are unemployed according to the above definition.

⁷ <https://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/2018%20Housing%20Market%20Full%20Reportv1.pdf>

⁸

<https://www.gov.uk/government/collections/homeless-needs-statistics>

...and what we don't know

We need to remain aware that not all of the people in the city will feature in the various statistics at our disposal, or come to the attention of services. This 'invisible' or unidentified population may be among the most vulnerable to crime and community safety problems and extra focus is needed in order get help to them if they need it.

Meeting our equalities duty

The Equality Act 2010 requires that public sector bodies consider and take account of how different types of people – those with 'protected characteristics' – are impacted by their work. Our Strategic Assessment reports on how different people are affected by crime and safety issues and the process of determining our priorities and actions takes these findings into account.

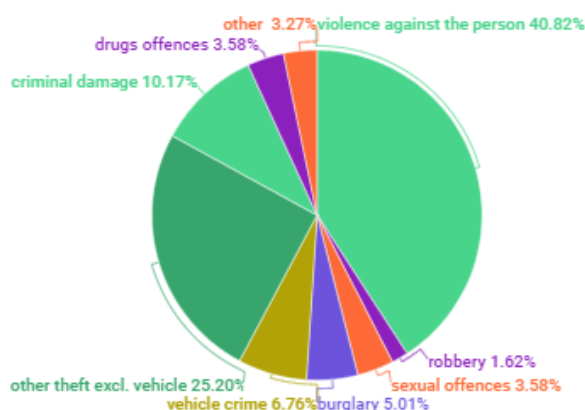


Crime and disorder overview

Nature and scale of crimes

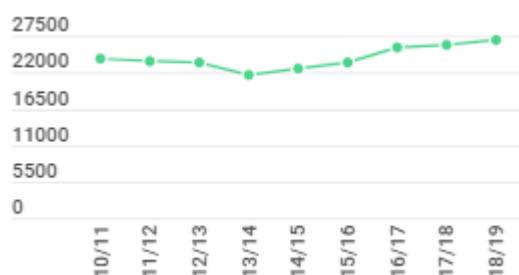
There were 26,940 police-recorded crimes in 2018/19. The crime rate per 1,000 population was 93.5, similar to the average of our group of 15 'matched' partnerships (94.2). The pie chart below shows that violence against the person made up 40% of all recorded crime, with theft offences (incl. vehicle crime) being the next biggest crime group (32%), followed by criminal damage (10%), burglary (5%) and sexual offences (4%). 12% of all crimes were related to domestic violence or abuse.

Fig. 1. Total crime breakdown, 2018/19



The line graph below shows the trend in total police recorded crime over the last nine years.

Fig. 2. Total crime, 2010/11 - 2018/19



Numbers since 2010/11 showed a slight decline until 2012/13 and there was a steeper drop of 8.4% in 2013/14.

However, there was a turnaround in 2014/15 with an increase of 4.6% compared with 2013/14, and a further increase of 4.5% in 2015/16. The increase seen from 2014/15 onwards is

influenced by the Sussex Police response to the national HMIC inspection programme on data integrity which was undertaken during 2013/14 aimed at improving police recording practices. This work had an impact on the recording of violent and sexual offences in particular. From recorded crime data it is therefore difficult to understand the underlying trend in crimes actually taking place with any certainty.⁹

There were 7,901 police recorded ASB incidents in 2018/19. This continues a long term decline, down from over 22,000 in 2007/08. The improvement in crime recording practices mentioned above is likely to have played a part in the decline in the number of occurrences classed as incidents.

More information on recorded crimes and incidents can be found in the Strategic Assessment.¹⁴

Crime patterns

The retail and leisure area in the city centre is also the geographical centre for much of the city's crime and disorder.

Seasonal patterns often coincide with the peak visitor season when there are more people in the city to both perpetrate and be victims of crime, and when people tend to spend more time outdoors. Certain crimes are more likely to take place at particular times of day, for example violence occurs more frequently on Friday and Saturday nights, linking with the night-time economy.

Offending and reoffending

There were a total of 2,442 offenders (2,364 adults and 78 young people) in the 12 months ending Sep 2017 in Brighton & Hove. 36% of adult offenders and 56%

⁹ A subsequent HMIC inspection in 2016 on data recording by Sussex Police found that improvements have been made, while further areas for improvement have also been identified <http://www.justiceinspectorates.gov.uk/hmic/publications/sussex-crime-data-integrity-inspection-2016/>

of young offenders in the city in this period went on to reoffend in the following 12 months. These are poorer results than for England & Wales as a whole (29% and 39% respectively).

Alcohol and drug use

Health profiles for Brighton & Hove show that problems associated with alcohol are on the whole more acute compared with the South East and England, although are more in line with our statistical matched authorities. Measures of alcohol availability and consumption are also higher than the average of our matched authorities.¹⁰

Estimates based on modelling from 2016/17 show that, compared with the South East and with England, the proportion of the resident population using opiates or crack cocaine is higher.¹¹

Violent crime is frequently associated with alcohol misuse and habitual drug use can be a driver for acquisitive crimes.³

Hidden crime and criminal groups

It is necessary to remain aware that crimes may be hidden from sight. Criminal behaviour continues to evolve while pressures on victims to remain silent can persist. Organised crime groups can widen the geography of both perpetrators and victims in areas such as child sexual abuse, drug dealing and human trafficking. Partnerships play an important role in addressing these issues.

Impact on quality of life

National research found that in 2018/19 9% of survey respondents reported feeling a high level of worry about violent

crime, 10% about burglary, 19% about fraud, and 7% of car owners had a high level of worry about car crime.¹²

Locally, nearly all residents (96%) surveyed in the 2018 City Tracker survey reported feeling safe in their local area during the day, but after dark this dropped to 80% in their local area and 64% in the city centre. Females, those with not enough money to meet basic needs, and those with a long term illness or disability reported feeling comparatively less safe than average, especially after dark.

Financial impact

The financial impact of crime is significant. Estimated costs of crime have been provided by the Home Office and cover, for example, physical/emotional harm, lost output, value of property stolen/damaged, and the cost of health, police and other public services in response to crime.¹³

Estimated average costs of each crime that takes place include:

- £14,100 for a violent crime with injury/£5,900 without injury;
- £5,900 for a domestic burglary;
- £10,300 for a theft of a vehicle/£870 for a theft from a vehicle;
- £8,400 for arson/£1,400 for other criminal damage;
- £39,400 for rape and £6,500 for other sexual offences.

Costs are generally higher if they relate to commercial crimes.

¹⁰ <https://fingertips.phe.org.uk/profile/local-alcohol-profiles> accessed Jan 2020

¹¹ <https://www.gov.uk/government/publications/opiate-and-crack-cocaine-use-prevalence-estimates-for-local-populations>

¹² Crime in England & Wales : Annual supplementary tables.
<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/crimeinenglandandwalesannualsupplementarytables>.

¹³ [The economic and social costs of crime, Home Office, 2018](#)



Current landscape

Community Safety and Crime Reduction Strategy 2020-23 .. ****DRAFT****

The last three years have seen some particularly significant national and international developments which have affected the landscape in which our work to reduce crime and disorder is set.

Following a long term decline in overall crime as reported nationally in the Crime Survey England & Wales, data for the year up to June 2019 remained at a similar level to the previous 12 months, although the overall figure masked different trends in some crime types.

The Home Office serious and organised crime strategy 2018 pointed to a rise in the threat from low volume, but high impact, crimes. 'County Lines' which has been exploiting vulnerable people to supply the drugs market is a local as well as a national example. A need to tackle serious violence and knife crime has been identified as a priority by national government and Sussex was one of 18 areas to receive funding to work to tackle the issue in 2019/20.

The European Union membership referendum in 2016, which resulted in the UK voting to leave the EU, provided an opportunity for the voicing of different views around immigration, and people are reporting a sense that the expression of far right views is becoming 'normalised'.

In November 2019 the Home Office lowered the terrorist threat level to 'substantial', meaning that an attack is likely. (For the previous five years the threat level was assigned 'severe', meaning an attack is highly likely.) Brighton & Hove continues to receive dedicated resources to identify and support individuals at risk of being drawn into terrorism.

Changes in national legislation have affected income for many people on benefits. These included the introduction of a benefit cap putting a limit on the total payment available for some families. At the same time, the cost of housing in

Brighton & Hove is making access to suitable housing for those on lower incomes very difficult. Inadequate housing may contribute to pressures on those at risk of offending. There is currently a national pilot in three prisons as part of the government's Rough Sleeping Strategy with the potential for wider implementation if the evaluation is successful. This provides targeted support to prisoners in the weeks before they are released and then ensures access to secure and stable accommodation and support for up to two years to seek to reduce reoffending.

Financial and other pressures impact on individuals and families, which can contribute to demand for statutory services. However, the capacity to meet demand has been decreasing with ongoing budget cuts. Creative ideas which lead to new ways of working effectively, but which cost less or are cost neutral, are always being sought. For example, the penetration of the internet and social media into daily lives changes the nature of risks, while it can also offer new opportunities for public services to engage with communities.

While there have been numerous examples of support from our local communities to help others in need, including a wide range of offers from the wider community to assist refugees who arrive in the city, there is a risk that community cohesion may suffer in these changing times.



Identifying and progressing priorities

Local analysis

Our plans for the three year period from April 2020 to March 2023 have been informed by the Brighton & Hove Strategic Assessment of Crime and Community Safety 2019¹⁴. This looked at the crime and community safety picture in the city. It took into account the nature and scale of problems, trends, the impact on communities and individuals, and so on.

Who has contributed

The work for the Strategic Assessment was carried out jointly by officers with lead responsibility for each priority area and analysts in the council's Public Health Intelligence Team.

A stakeholder workshop was held in December 2019 to help determine the areas of focus for the Partnership over the three year period 2020-23. The workshop was attended by statutory and voluntary organisations and other members of the Community Safety Partnership Board, as well as representatives from city neighbourhoods and communities of interest.

Following this, proposals for the Strategy were drafted and made publicly available online for comment.

National direction

A number of the priorities in our strategy, eg. violence against women and girls; violence, vulnerability and exploitation; counter-extremism and Prevent align with central government strategies and we are laying out in this Strategy our local plans for work in these areas.

The focus of our partnership strategy

The priorities in this strategy focus on areas where working in partnership is

fundamental to achieving progress. It prioritises work where added value is achieved by working in partnership.

There are three overarching themes in this strategy: violence, abuse and exploitation, anti-social behaviour and community cohesion and resilience, and there are subsections which sit beneath these headings. The priority areas have been selected taking into account a mix of local and national priorities, particularly where the consequence on victims has a high impact.

Considerations around resources

Budgets of public organisations have been reducing and budgets remain tight. Difficult decisions need to be made about whether to allocate scarce resources to prevention work or to responding to the impact of crimes and supporting victims after they have occurred. Without investment in prevention work, there is the risk that significant problems will be stored up for the future. The impact of allocating resources therefore needs to be considered not only in the immediate term, but also in the longer term.

Partnership resources are currently supporting an experienced and skilled workforce. Withdrawing financial support for the work they carry out risks resulting in a break in continuity of services which will take considerable effort to re-establish.

Monitoring the effectiveness of our work

The impact that we are aiming to achieve through our partnership work is laid out at the beginning of each priority area in this strategy.

Action plans are drawn up for each of our priority areas to lay out specific planned work and to assign responsibility for taking forward. Progress will be monitored through thematic steering groups or forums. The Community

¹⁴ The Strategic Assessment of Crime and Community Safety 2019 is available at <http://www.safeinthecity.info/analytical-reports>

Safety Partnership Board will also keep progress under review at a more strategic level.

Individual measures of crime and community safety are rarely able to describe the complete picture of underlying problems and do not allow us to fully understand the effectiveness of our work. Our approach to this is to monitor groups of performance indicators for each priority area which together contribute to the overall picture. The data also need to be carefully interpreted to avoid drawing misplaced conclusions.



Relevant work of key partners

The work of key partners

There are a number of statutory agencies whose core business is to tackle crime – the police, youth offending service, courts, probation and prison services are some significant ones. The work of other agencies, for example health and social services, is also key to reducing the ‘drivers’ of crime.

These partners have their own plans/strategies, and may work across wider geographical areas. Community Safety Partnerships also exist in East and West Sussex and in some areas of work projects work across these boundaries.

Mentioned below are some important areas of work which are managed by our partners and not described in detail in this strategy document.

Relevant work streams led by others

Youth offending. Youth Justice Plan 2018/19 has the following aims:

- preventing youth crime and reducing offending;
- reducing reoffending;
- keeping the number of children and young people in custody to a minimum;
- ensuring that victims are at the heart youth offending services and the voice of victims is heard; and
- reducing the number of vulnerable young people in the youth justice system, with a focus on looked after children and those at risk of exploitation.

The work of the Youth Offending Service is overseen by the YOS Adolescent Board which reports to the Community Safety Partnership Board.

Integrated Offender Management (IOM). There is pan-Sussex operational guidance for the management of adult offenders to reduce reoffending with a Brighton & Hove IOM delivery group.

This sets out how police, probation, courts, prisons, health, local authorities and others can support the needs of offenders. The work is overseen by the Sussex Criminal Justice Board. The structuring of probation services nationally (Community Rehabilitation Companies and the National Probation Service) is currently being reviewed.

Alcohol misuse. The Alcohol Programme Board takes a strategic lead. Work is structured around the themes of:

- health promotion and reducing harmful drinking;
- treatment and recovery; and
- licensing and the night-time economy.

Drugs misuse. The Substance Misuse Programme Board oversees work around drugs misuse. The group’s work is structured around the themes of:

- health promotion;
- harm reduction for users;
- responding to emerging trends; and
- the availability of drugs.

Mental health services. Many offenders have needs around mental health, often compounded by alcohol and/or drugs misuse. The Police and Court Liaison and Diversion Scheme is a scheme whereby people who are arrested or held in custody are assessed for needs around mental health, alcohol or substance misuse, and can be referred to treatment services.

Homelessness and rough sleeping. A Homelessness and Rough Sleeping Strategy up to 2024 is, at time of writing, under final consultation, with drafted priorities under the headings of prevention, interventions and sustainability.

Private sector housing. The licensing of private landlords includes clauses to manage anti-social behaviour.

Serious and Organised Crime

Sussex Police take the lead on tackling serious and organised crime which impacts across communities and is associated with, for example, drugs, fraud, acquisitive crime, child sexual exploitation and abuse, modern slavery and human trafficking. The cost to society of serious and organised crime is estimated at many billions of pounds a year¹⁵.

Adult and child safeguarding. The city's multi-agency Safeguarding Adults Board works across agencies to raise awareness and promote the welfare of vulnerable adults, and enable people to live safe and secure lives.

The Safeguarding Children Partnership (BHSCP) co-ordinates work by all agencies and individuals to safeguard and promote the welfare of children and young people.

Work across Sussex led by the police also seeks to protect children from sexual exploitation by helping people recognise signs and encourage reporting.

East Sussex Fire & Rescue Service. Core business of ESFRS is to reduce the risk of and harm from fires in people's homes and in communities. They work closely with partners, including housing providers, and local communities to provide awareness and education on fire safety in the home and fit smoke alarms where appropriate.

ESFRS works in the context of a mixed and ageing housing stock, an ageing population and vulnerabilities of some residents, overlapping with key populations of interest in the wider community safety context.

Their work in the city is part of the overarching ESFRS Safer Communities Strategy (2018-2021).

Road safety. The subject of road safety is often high on the agenda of local residents. The council's long term Local Transport Plan includes goals to create streets and neighbourhoods that are safe and welcoming for people to move around and use socially. A shorter term delivery plan summarises how the council plans to achieve this in a section entitled '*Safer people, safer roads and safer neighbourhoods*'.

The council also has a 'Safer Roads' Strategy (2014-2020) which is focused on the development of safer roads and roadsides; the promotion of safer vehicles; safer road users; and safer road traffic speeds. The council is a member of the Sussex Safer Roads Partnership [SSRP].

'Cyber crime'. There is a joint police Surrey and Sussex Cyber Crime Unit which focuses on crimes which are enabled or perpetrated using communication technologies and the internet.

Regulatory services. Regulatory services and other teams within the local authority, eg. environmental health, may help to address issues such as anti-social behaviour.

The police and council licensing teams and other responsible authorities under the Licensing Act have a responsibility to ensure the licensed premises operate in such a way that they do not cause public nuisance or compromise public safety

15 Home Office Research Report 73 (2013), *Understanding organised crime: Estimating the scale and the social and economic costs*

Priority theme

Violence, exploitation and abuse





Serious violence

Our aim: Serious violence causes less harm to individuals and communities

What we want to achieve

- Fewer people harmed by serious violence
- Less crime involving weapons
- All parts of the community to be free of the fear of violence and confident to report
- A thriving night-time economy free from alcohol-related violence.
- A stronger preventative approach to serious violence through the better use of all available data.

Why this is a priority

Serious violence, or the threat of violence, can have a negative impact on individuals, communities and the city as a whole. It can undermine how safe people feel and their wellbeing. Out of a range of crime groups, offences of violence with injury are estimated have the highest cost impact for the city when the costs to individuals and services are all taken into account. If fear of violence deters residents and visitors from engaging in what the city has to offer in terms of leisure or commerce, that poses an economic cost to the city.

Serious violence happens in different contexts: alcohol-related violence, including in connection with the night-time economy, domestic violence, and organised violence (eg. drug-related violence and exploitation). These latter two subjects are covered in other sections of this strategy.

In 2018 the government published a Serious Violence Strategy and is seeking to ensure that key agencies in all local areas tackle serious violence in partnership.

Key facts

According to police records, there were 239 serious violence offences (GBH and more serious offences), 437 robberies (392 personal robberies and 45 business robberies) and 92 serious knife crimes recorded in the Brighton & Hove in 2018/19. Serious violence offences and robberies have been steadily rising between 2014/15 and 2018/19. Crimes involving weapons have shown a recent increase, rising steeply in 2019. Per resident there are more robberies and possession of weapons offences in the city than the South East or England & Wales as a whole, although this comparison does not take account of the number of visitors to the city.

Nearly half of serious knife crimes (47%) in 2018/19 in the city were robbery offences, with a similar proportion (45%)

violence against the person offences. The remaining 8% were sexual offences.

Some people who suffer injuries from serious violence will present to A&E; only some of these people will also come to the attention of the police, so A&E provides a useful complementary data source. According to local A&E records, there were 1,195 attendances related to assault in 2018/19 and these are showing a slight downwards trend. A&E records have the potential to provide further information about demographic characteristics of people who attend A&E due to assault, the injuries sustained and the violent incident itself, all of which can inform preventative action.

Who's affected

From police data (12 month period ending June 2019) the group with the highest number of robbery victims are males in the 10-19 old year range, with the number of victims declining progressively in older age groups. Robbery offences tended to show coincide the night-time economy in terms of time of offences and location and males made up 82% of victims.

10-19 year olds were also most frequently victims of serious knife crimes, followed by 30-39 year olds, and again victims tended to be male.

Our plans

Partners will work together to develop a more strategic and preventative approach to tackling serious violence. Better use of data from a range of agencies and sources to be developed to inform this approach.

Working with partners we will create and develop a violence reduction unit in the city which will co-ordinate work regarding serious violence and organised crime that occurs in a public place, causes or is intended to cause serious injury, involves the use of a weapon, or has a victim, suspect or offender under the age of 25.

Community Safety and Crime Reduction Strategy 2020-23 .. **DRAFT**

It is envisaged that this will link into the Partnership Tactical Tasking and Coordination Group so that priorities can be agreed and resources allocated to address these.

Using diversionary activities, we will offer alternatives to young people at risk of being drawn into serious organised crime that may include violence. Key to this is work with third sector organisations.

The Statement of Licensing Policy will be reviewed to ensure that the city is safe for people to enjoy the night-time economy.

Our work will align and complement the Sussex Multi-Agency Delivery Group for reduction in serious violence and link to Home Office priorities in this area.



Exploitation

(including modern slavery and trafficking)

Our aim: Reduced the harm caused by organised crime in the city in relation to drug dealing, drug use and exploitation

What we want to achieve

- Prevent vulnerable people from becoming involved with organised crime networks
- Safeguard vulnerable people who are being exploited
- Provide a safe, effective pathway to enable vulnerable people to exit involvement with organised crime networks
- Decrease drug gang related activity in the city
- Increase awareness of the signs and risks of all forms of exploitation among agencies and the wider community

Why this is a priority

Brighton & Hove Community Safety Partnership invited the Home Office Violence and Vulnerability Unit to undertake a review of the scale and impact of all forms of exploitation in the city in March 2018. This led to violence, vulnerability and exploitation being included into the previous Community Safety and Crime Reduction Strategy in 2018. In addition to this, Brighton & Hove City Council has undertaken an internal review of its compliance in adhering to statutory duties under the Modern Slavery Act 2015.

Crimes involving exploitation tend to be committed in private spaces rather than in the public domain and often involve the criminal exploitation of vulnerable people on a physical, sexual or financial basis. This is a major concern nationally and within Brighton & Hove. Gang activity based around 'county lines', where drug dealers from London and elsewhere set up in areas like this city, leads to anti-social behaviour, violence and safeguarding concerns. There is national recognition that the links between criminal exploitation, modern slavery and trafficking are significant so these crime types have been absorbed into a wider exploitation agenda.

Key facts

There are many factors which make someone vulnerable to exploitation, with more than one factor present increasing the risk. These may include poor mental health, substance misuse, poverty or debt, school exclusion, experience of coercion or abuse, isolation and homelessness.

Exploitation can take various forms, but mostly involves coercion and control of one person over another into criminality for the profit of an organised crime group or gang. There can be high levels of violence involved, including the use of weapons to intimidate and control members and associated victims, so this

priority area crosses over with the previous section on serious violence.

In terms of county lines, gangs may establish a local base, typically by taking over the homes of local vulnerable adults (who are often drugs users) by force or coercion in a practice referred to as cuckooing. They then use the premises to deal drugs from and recruit local vulnerable (mainly young) people as drugs runners. There is evidence of this in Brighton & Hove, with 108 cases of cuckooing investigated between April and November 2019. Approximately one third of the cases are identified as cuckooed properties after investigation.

Who's affected

As of November 2019 there were 46 children open to child social care who were identified as at risk of or engaged in criminal exploitation, and the same number at risk of or engaged in sexual exploitation (NB. some individuals may be included in both counts).

Being controlled by gangs is one form of modern slavery. Bearing in mind that modern slavery is a 'hidden crime', 21 crimes of modern slavery were recorded in the city in 2018/19, including 9 females and 8 males, and with 10-19 year olds being the most common victim age group. Brighton & Hove City Council has made 'potential victims of trafficking' referrals to the National Referral Mechanism over the three years ending March 2019 relating to 4 minors and 6 adults and there were 11 'MS1 forms' submitted where a NRM referral was not possible because the 'subject' wished to remain anonymous. Across Sussex, nearly all NRM referrals by Sussex Police relating to males were for labour exploitation, whereas 80% of female referrals were for sexual exploitation.

Our plans

An exploitation subgroup made up of representatives from statutory and other relevant stakeholders will direct activity to tackle these forms of exploitation. Work

will be guided by input from the Home Office Violence & Vulnerability Unit, Sussex Police working groups for county lines and modern slavery, and by local and national Serious Case Reviews and Safeguarding Adult Reviews.

The exploitation subgroup will also develop a multi-agency communications strategy and action plan led by the local authority, police and health to deliver regular, clear messaging, ensuring people are aware of the support services available and how to access them. This will include learning and development opportunities. We will continue to embed a contextual safeguarding approach to ensure people involved in gangs / local crime groups are supported and their needs met. We will also seek to prevent vulnerable people becoming involved with gangs / local crime groups through peer support and workshops for families, parents, carers and guardians.

There will be ongoing work to disrupt criminal activity via multi-agency tactical operations and intensification weeks for emerging vulnerable locations or issues. Our enforcement activity will continue to use tools and powers against those who exploit vulnerable people.

Pan-Sussex partnership work will continue to improve the quality and quantity of local data to better inform strategic assessments, commissioning and campaigns to increase understanding of the impact of exploitation. We will maximise the use of available funding opportunities for joint commissioning within the community and voluntary sector (including specialist providers) to fill service gaps.

Brighton & Hove City Council is a member of the Sussex Anti-Slavery Network which brings stakeholders together from multiple agencies across Sussex to work in partnership to tackle modern slavery and trafficking. The local authority will seek opportunities to continue the modern slavery learning

events for community and voluntary sector workers involved with homelessness in partnership with the Passage. At present there are no specialist modern slavery and trafficking services in Brighton & Hove, but we will work with existing local services to enhance their capacity to meet the needs of those who have experienced modern slavery or trafficking.

Our stakeholder and public consultation highlighted a need to ensure fixed-term exclusions are managed carefully, particularly for those with additional needs / protected characteristics including Black, Asian and minority ethnic children, neuro-diverse children or those with mental health issues. We will also strengthen our plans to work with parents as partners in safeguarding children; and work with the community and voluntary sector to support particular groups in the city, including sex workers, drug users, people with learning disabilities and people in particular occupations.



Domestic & sexual violence and abuse and other forms of violence against women and girls

Our aim: Everyone, from child to adult, can live safe lives without the threat or experience of domestic and/or sexual violence and abuse (including stalking and harassment and harmful practices)

What we want to achieve

- A city where domestic and sexual violence and abuse is not tolerated by our communities or our organisations.
- Victims to be believed and not blamed, treated with dignity and respect, and supported to feel safe within their community, knowing that their offenders are being worked with to change their behaviour and/or brought to justice.
- All sectors, services, neighbourhoods and communities across the city to recognise that domestic and sexual violence is everyone's business and to overcome barriers to progress. Responsibility for tackling the issue needs to be truly shared.
- More prevention and early intervention work. Evidence based approaches are needed to change attitudes and challenge behaviours in our communities so victims are protected and the cycle of offending is broken.
- High quality trauma-informed service pathways. Coordinated and accessible interventions and support to reflect what people tell us they want and need.
- A stronger criminal and civil justice response to perpetrators, and the development of sustainable proactive intervention and preventative programmes.
- Robust partnership working at both a strategic and operational level across a broad coalition of partners to enable consistent quality services, working across services and sectors and focusing on positive outcomes for victims.

Why this is a priority

We have seen an unprecedented increase in the reported incidents of domestic violence and abuse, and sexual violence and abuse (including stalking and harassment and harmful practices), and are seeing worrying evidence of abuse taking place within our younger generations.

There are long standing and newly developing societal norms that perpetuate acceptance of abusive and controlling behaviour, and an often unconscious acceptance of these behaviours that most often affect women and girls. Despite under reporting, the number of incidents which come to the attention of services is high. There are cycles of repeat offending and repeat victimisation and only a small fraction of perpetrators are convicted.

Nationally, domestic homicides sadly occur at a steady rate, and show a trend where the risk to a victim prior to the homicide is less visible or recognised. Given resources to do so, there are opportunities across all sectors to increase awareness of the signs of domestic and sexual abuse and to provide support with confidence.

We know that the long term impact of experiencing domestic or sexual violence and abuse, whether directly or indirectly within a family situation, as an adult or as a child, can have a devastating effect on people's ability to cope throughout their life.

Key facts

Domestic violence and abuse is a prolific crime and the last few years has seen increasing numbers of people come forward to report to services. Setting aside the many incidents which remain unreported, there were 3,202 crimes and 2,051 incidents which came to the attention of the police in Brighton & Hove in 2018/19. During that same year RISE worked with 1,121 adults in the city (not counting therapeutic work, or work with

children). More than 3 in 10 had suffered suffocation or strangulation, 1 in 4 had received threats to kill and 1 in 4 had had thoughts of suicide.

In 2018/19 there were 964 sexual offences recorded in the city. Both police recorded offences, and the numbers presenting at support services (for both females and males) have also increased over the last few years and services have needed to find the most effective way of managing demands on their services. Sexual offences often happen in the context of the night-time economy as demonstrated by location and temporal patterns.

There were 11 police recorded crimes of honour based violence in 2018/19, a majority committed by an intimate partner and with female victims. Local evidence of other harmful practices (ie. FGM and forced marriage) is scarce but it is necessary to remain vigilant to pick up on any cases where support can be provided to those affected.

Who's affected

76% of domestic violence offences had a female victim and the same percentage a male perpetrator. 55% of RISE clients above had children, and the presence of domestic violence and abuse can have lasting impacts on these children's lives.

In the case of police recorded sexual offences in 2018/19, 85% of victims were female and 15% were male. 98% of perpetrators were male. of whom 43% were strangers and 33% were acquaintances. The peak age for victims was between 10 and 19 years old. 15% were recorded as domestic abuse, and the most common vulnerabilities for people attending the Sussex Sexual Assault Referral Centre were mental health, self harm and domestic violence. The fear of sexual violence extends beyond people who have experienced it, also affecting the lives of others in the wider community.

Problems are already evident in young people's relationships; the 2018 Safe and Well at School Survey found that half of 14-16 year olds who had ever had a boy/girlfriend had experienced a problem behaviour in their relationship.

Our plans

A Sussex-wide Strategic Framework for response to Domestic and Sexual Violence and Abuse and Violence Against Women and Girls (including stalking and harassment and harmful practices) has been developed during 2019 following comprehensive consultation and engagement with victims/survivors and service providers. There will be a delivery plan for Brighton & Hove. However, local stakeholder engagement tells us the following key themes and actions are important:

Improved access to and location of services. Data and insight from victims and service providers tell us that services need to be more flexible to accommodate differing needs, providing simpler pathways into services that maintains a focus on the victim's experience.

Better communication and signposting. Data and insight from victims and service providers tell us that our collective services are not visible enough to facilitate access to services. This applies to both victims and service providers who refer.

Work to improve prevention through work with perpetrators, including disruption, early intervention, and training and awareness. We need to address the problem at its root.

Policy, performance and safeguarding. Our governance for collective review and development of efficient local response needs to be more robust. This will facilitate effective partnership working, make best use of resources, and ensure multi-agency support and response pathways are working efficiently.

Multi-agency working to secure new resources for sustained services. In particular we need to hold perpetrators to account, working together to find the resources to provide perpetrator programmes in Brighton & Hove. Priorities to address gaps locally include:

- Work with perpetrators
- Work with children and young people affected by domestic and sexual violence and abuse, including violence and abuse within young people's relationships
- Work with older people affected by domestic and sexual violence and abuse – it is more hidden
- Work with people with multiple and complex needs
- Recovery support, including sufficient provision of talking therapies and peer support.

Priority theme

Anti-social behaviour





Anti-social behaviour

Our aim: Anti-social behaviour causes less harm to individuals and communities

What we want to achieve

- Anti-social behaviour (ASB) is addressed appropriately and consistently, making best use of available tools and powers
- Successes are communicated to key partners and communities
- Harm caused by ASB to our most vulnerable residents is reduced
- ASB committed by priority and repeat perpetrators is reduced
- ASB, risk and harm associated with the street community and unauthorised encampments is reduced
- Youth ASB is reduced.

Definition:

Anti-social behaviour is behaviour by a person which causes or is likely to cause harassment, alarm or distress to one or more persons not of the same household as the person

Why this is a priority

Anti-social behaviour (ASB) can adversely affect individuals, communities, and the environment.

ASB affects quality of life and, at its worst, can have a significant negative impact on people's lives and feelings of wellbeing.

Persons committing ASB often have their own vulnerabilities such as substance misuse and/or mental health issues.

Key facts

In 2018/19 a daily average of 22 ASB incidents were recorded by the police in Brighton & Hove (86% described as nuisance ASB, 9% as personal ASB, and 6% environmental ASB). There were around 17 'ASB crimes' per day. There is a higher rate of ASB incidents recorded in Brighton & Hove than in the South East or nationally, but all areas record a declining trend. There is a strong seasonal trend in police recorded ASB incidents in the city, with more recorded in the summer months. The number of reports will always be an underestimate of the actual number of incidents.

The number of reports of ASB to the Community Safety Casework Team has increased over recent years with 549 reports in 2018/19. This increase is in part due to a steep increase in the number of ASB reports linked to the street community and unauthorised encampments, which have included reports of public place injecting and associated drug litter. Council services found around 4,250 needles in 2018/19,

an increase of about a thousand on the previous year.

In high risk and complex cases discussed at a monthly multi-agency forum, substance misuse and/or mental health concerns featured as a contributory factor nearly all cases. Seven in ten cases discussed had a single perpetrator, 85% had more than one victim household.

Who's affected

The hotspot for police recorded 'ASB crime' in 2018/19 is located in the city centre in an area covering North Laine, the Lanes and Churchill Square, as well as the Old Steine and part of Kemptown. There are also 'corridors' of offences stretching west along Western Road and North along London Road and at the Level. Analysis of peak times showed a link to the night-time economy.

In the first 7 months of 2019, compared to all council housing tenants, the 284 tenants involved in an ASB case were more likely to:

- be younger than average
- live in flats or bedsits/studios
- live alone
- be vulnerable and/or disabled

There was little to no variation in sex/gender and race/ethnic group.

Nationally, people with certain demographic characteristics were more likely to report perceiving high levels of ASB. These include non-White ethnic groups, people with long or short term illness, the long term unemployed, those on lower household incomes, people renting social housing, and people living in flats or maisonettes.¹⁶

¹⁶ Crime Survey England & Wales, year ending Mar 2019, Supplementary tables
<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/crimeinenglandandwalesannualsupplementarytables>

Our plans

The Safer Communities Team will continue to co-ordinate strategic work to tackle ASB across the city in partnership with the police and other key partners. The Community Safety Casework Team will provide advice and guidance to a wide range of professionals, eg. local social housing providers and supported accommodation providers, on best practice in addressing ASB and reducing harm.

The ASB, Crime and Policing Act 2014 introduced powers which we will make use of where appropriate, particularly to address behaviour which causes the most harm, eg. cuckooing and associated ASB, ASB associated with the street community and unauthorised encampments, graffiti, and also to address the behaviour of repeat perpetrators. We will also use restorative practice where appropriate to reduce harm.

Multi-agency work to address harm associated with the street community will be managed through the monthly Street Community Partnership Meeting, and the monthly Multi-Agency Risk Assessment and Tasking (MARAT) meeting will manage the harm caused to victims of ASB and address the behaviour of priority and repeat perpetrators.

Work to address youth ASB and to stop young people involved in ASB becoming prolific offenders will be undertaken by providing diversionary activities in partnership with local third sector support services and the REBOOT programme.

The monthly Partnership Tactical Tasking Command Group will agree and review Community Safety Partnership operational priorities and ensure that available resources are appropriately deployed.

Work with partners, whether from the community, voluntary or statutory sector is central to our effectiveness. This

includes keeping in close communication with elected members and local residents through Local Action Teams and residents' and community groups.

Priority theme

Community cohesion and resilience





Hate incidents and crimes

Our aim: An increase in trust and confidence in statutory services, fewer hate incidents and crimes, and a reduction in harm to individuals and communities

What we want to achieve

- Trust and confidence in local services is increased so that individuals and communities feel confident to engage with those services
- Hate incidents and crimes and the harm they cause is reduced
- Hate incidents are addressed appropriately and consistently, making best use of available tools and powers
- Hate incidents committed by repeat perpetrators are reduced
- Successes are communicated to key partners and communities

Why this is a priority

Those harmed by incidents where people are targeted because of personal

Definition:

*A **hate incident** is any incident which the victim, or anyone else, thinks is based on someone's prejudice towards them because of their race, religion, sexual orientation, disability or because of their gender identity.*

attributes relating to disability, ethnicity/race, religion/faith, sexual orientation or transgender identity tell us that this has a significant effect on their quality of life and wellbeing.

People harmed by hate crimes are often more emotionally impacted than persons harmed by other types of crime.

Key facts

In the Brighton & Hove in 2018/19 there were 535 racist, 78 religiously motivated, 223 homophobic, 68 transphobic and 62 disability hate related incidents and crimes recorded by the police. The total number of incidents and crimes is less than the sum of these figures because some incidents and crimes are flagged as having more than one motivation. 90% of hate crimes are violence against the person crimes. There was an upward trend in recorded incidents and crimes until 2016/17 in parallel to a general increase in recorded violence against the person crimes, but this has stabilised in the last two years. It is important to remember, though, that only a fraction of the hate incidents and crimes that happen will be reported to the police.

The hotspot location of recorded hate crimes is the city centre, with more offences on Friday and Saturdays. There is a seasonal pattern in hate incidents, with more happening in the summer months. Of the 108 hate incidents reported to the Community Safety Casework Team, 22% occurred in Regency and St Peter's & North Laine

wards, while 21% happened in Moulsecoomb & Bevendean and East Brighton wards.

The ratio of hate crimes recorded to the perpetrator being identified was about 1 in 7, while fewer than 1 in 10 crimes resulted in a charge being made by the police. However, once at court, the likelihood of the defendant being convicted is high.

Who's affected

Racist or religiously motivated, homophobic and transphobic hate crimes/incidents are most likely to occur on the street and be committed by a stranger. Disability hate crimes are more likely to occur in a dwelling, and to be perpetrated by someone known to the victim. Except for transphobic crimes, victims are more often male. About 6 out of 10 racist and homophobic crimes are perpetrated by city residents.

Our plans

The Housing, Neighbourhoods & Communities directorate will continue to co-ordinate strategic work to reduce the harm caused by hate incidents across the city in partnership with the police and other key partners. The Community Safety Casework Team and the Communities, Equalities and Third Sector Team will provide advice and guidance to a wide range of professionals regarding best practice in addressing hate incidents and reducing harm.

The ASB, Crime and Policing Act 2014 introduced powers which we will make use of where appropriate, particularly to address behaviour of repeat hate incident perpetrators. We will also use restorative practice where appropriate to reduce harm.

The monthly Multi-Agency Risk Assessment and Tasking (MARAT) meeting will manage the harm caused to victims of hate incidents and address the behaviour of priority and repeat perpetrators.

Community Safety and Crime Reduction Strategy 2020-23 .. **DRAFT**

We will seek to increase community and individual knowledge of and trust and confidence in statutory services so as to increase the reporting of hate incidents, and establish third party reporting mechanisms across the city.

We will work with education providers to ensure that bullying is consistently addressed using best hate incident practice and develop preventative educational programmes for hate incident perpetrators.

Working with partners, whether from the community, voluntary or statutory sector is central to our work, and this will include keeping in close communication with elected members and local residents through Local Action Teams and residents' and community groups and facilitating dialogue and joint working among diverse community groups.



Challenging extremism

Our aim: A cohesive city where extremist narratives are challenged and people are protected from the harms of extremism

What we want to achieve

- Services and partnerships understand the nature of extremism occurring in our city and work together effectively to reduce the risk and harm of extremism.
- Empowered individuals, community groups and communities recognise extremist narratives and are confident and able to challenge these narratives
- Diverse community groups work collaboratively and visibly together and with services to stand against all forms of extremism, building cohesion and resilience against divisive extremist narratives.

Why this is a priority

Extremism causes widespread and significant harm to individuals and communities. This harm is seen in the rise of hate, intolerance and violence. Where this results in hate incidents it has significant impact on the quality of life and wellbeing of those targeted. The damaging impact is magnified as these become mainstreamed and normalised.

Extremists seek to create and exploit divisions between communities. Where extremism takes root this leads to segregation, social isolation and exclusion. This affects access to services and quality of life for marginalised and vulnerable groups. Community tensions and divisions also lead to wider instability which impacts our city as a whole.

Key facts

In the national Counter-Extremism Strategy 2015, extremism is defined as 'vocal or active opposition to fundamental values, including democracy, the rule of law, individual liberty and the mutual respect and tolerance of different faiths and beliefs'. The strategy relates to all forms of extremism, and is distinct but complementary to the Prevent strategy and work programme.

The findings from the national Call for Evidence by the Commission for Countering Extremism 2019 reported that 52% of respondents had witnessed some form of extremism. Of these, 45% had seen in online, and 39% had seen it in their local area.

The national Counter-Extremism Strategy describes hate incidents as a key harm of extremism. Nationally there are observable spikes in hate incidents seemingly in response to significant national or international events. Locally police recorded hate crimes have been on a long term rising trend, although at least some of this increase is associated with improved recording practices.

Locally there are also growing and emerging risks seen in reports of stickering by Far Right groups, increased reports of transphobic narratives and incidents, and some criminal activity (such as criminal damage) related to animal rights extremism.

Who's affected

Extremism, and the manifestation of extremism in hate incidents and the impact on cohesion, affects individuals, groups and our community as a whole. The Call for Evidence mentioned above found that 83% of practitioner respondents were concerned that extremism is causing harm to our wider society and democracy. The report also found that over three quarters of those working to counter extremism face some degree of abuse for the work that they do.

Where extremism manifests in hate incidents this has significant impact on the individuals and communities targeted. Nationally, the Community Security Trust has seen a threefold increase in reports of anti-Semitic incidents since 2007 and 2018 was the third year in a row they saw a record high. Tell Mamma have seen reports of Islamophobic incidents almost double since 2012/13.

Our plans

We will build community and individual knowledge of, and trust and confidence in, work being undertaken and planned to counter extremism and seek to increase reporting of extremist incidents, including incidents of extremist stickering and graffiti. We will ensure mechanisms are in place to respond to these incidents appropriately to reduce risk and harm.

We will develop community tension monitoring mechanisms and build effective partnership processes to respond to these tensions. Effective communication methods with communities are needed so we can work together to reduce divisions which may be exploited by extremists.

Work will be undertaken to empower individuals and community groups with the knowledge and skills to identify extremist narratives and content and to be able to challenge it. This includes challenging extremism in the online space, and raising awareness of options to respond to hate and extremism where this occurs in the community.

We will facilitate network building across diverse community groups and services, and support collaborative projects and events which build cohesion and offer a positive alternative narrative to extremism.

We will continue to develop work to reduce the harm caused by hate incidents as outlined elsewhere in this strategy.

We need to reach out widely to communities and communicate the successes of work to counter extremism and provide reassurance.

The above plans are subject to confirmation of local resource and direction set by national strategy.



Prevent

Our aim: Individuals, institutions and communities are resilient to all forms of terrorism and extremism, harm is reduced, and people have higher levels of trust and confidence.

What we want to achieve

- Terrorisms and extremisms are better understood, and frontline staff, partners and communities are better equipped to challenge them
- Individuals vulnerable to being drawn into terrorism and extremism are identified at an early stage and supported to reduce risk
- Individuals at risk of re-engaging in terrorism related activities are identified and supported to reduce risks and rehabilitation
- Key sectors and institutions are better able to manage risks including those posed by extremist speakers, events and groups
- Improved compliance with the Prevent Duty is achieved
- Cohesive communities are resilient to the challenges posed by international, national and local critical incidents, and the risk of harm caused to individuals and communities is reduced.

Why this is a priority

Prevent is a statutory duty and requires 'specified authorities' 'to have due regard to the need to prevent people from being drawn into terrorism'. The Channel Duty requires vulnerable individuals to be supported early before the risk of illegality occurs.

Terrorism remains one of the most direct and immediate risks to the UK's national security. A step change in terrorist threat was noted in 2017 with five terrorist incidents in the UK, two in 2018, and one in 2019. Additionally, 25 terrorist plots (at least 16 international terrorism plots and eight extreme right-wing plots) have been successfully disrupted by the police and security agencies in the UK since March 2017. Half of the extreme right-wing plots in 2019 were disrupted evidencing an increase in this type of threat. Furthermore, there has been an increase in the number of arrests and counter terrorism investigations.

On 4th November 2019, the terrorist threat level was lowered for the first time in five years from 'Severe' to 'Substantial meaning a terrorist attack is likely'. Nonetheless, the current threat level at 'Substantial' continues to indicate a high level of threat and that an attack might well occur without further warning, as seen with the terrorist incident on London Bridge on 29th November 2019. Northern Ireland related terrorism remains a serious threat, particularly in Northern Ireland itself.

Terrorist attacks not only cause loss of life and economic damage but they also fuel community tensions, damage public confidence and community cohesion. International and national incidents impact on inter-community relations locally. Right-wing and Daesh/ Al-Qaida-inspired terrorist groups feed off one another. The most damaging impact is seen in 'normalisation' of these discourses and an associated reduction in challenges/ oppositional voices.

Unless the ideologies and the ideologue are challenged and recruitment to these groups stopped, the cycle of violence, criminality and hate incidents will continue with significant resource implications across partners and a significant impact on communities.

Key facts

The updated national Counter Terrorism Strategy (CONTEST) responds to the heightened, complex and evolving threat picture seen in the number of terrorist incidents, plots and investigations. The Prevent Strategy aims to reduce the threat to the UK from terrorism and 'to safeguard and support those vulnerable to radicalisation, to stop them from becoming terrorists or supporting terrorism'. The revised objectives are:

1. Tackle the causes of radicalisation and respond to the ideological challenge of terrorism.
2. Safeguard and support those most at risk of radicalisation through early intervention, identifying them and offering support.
3. Enable those who have already engaged in terrorism to disengage and rehabilitate.

The Prevent Strategy addresses all forms of terrorism, including right-wing and Daesh or Al-Qaida-inspired and associated terrorisms, but prioritises these according to the threat they pose to our national security. Prevent also addresses some aspects of non-violent extremism that create an environment conducive to terrorism and can popularise views which terrorists exploit.

The UK faces a diverse terrorist threat. Although Daesh and Al-Qaida have reported territorial and leadership losses, both these groups and their affiliates continue to pose a threat through their social media capability, and calls to inspire lone actor attacks. Online space has provided a major platform in the growth of right-wing terrorisms. Online-

networked social movements including forums and imageboard platforms are essential in understanding right-wing terrorist threats. Advancement in social media has accelerated terrorists' abilities to communicate use of violence both in terms of deepening the impact of terrorist violence to create fear, and incentivising the use of violence to further recruit. The terrorist incident in Christchurch in March 2019 seems to have established a pattern of 'livestreaming' the attack, and of lone actors creating a manifesto featuring racist, Islamophobic, anti-Semitic and misogynistic content. This increased pace and sophistication of terrorist communication and narrative requires resources to challenge these. It is assessed that most future terrorist plots in the UK will employ simple methods that can be developed with ease and at speed. However, terrorists still have the intent to mount complex, potentially more destructive attacks.

National Channel data published by the Home Office show a decline in overall referrals in 2018/19, with 5,738 individuals referred due to concerns that they were vulnerable to being drawn into terrorism, the lowest number of referrals since 2015/16. In 2018/19, 561 people received Channel support, more than in the two previous years. The proportion of individuals who received Channel support due to right-wing extremism has increased steadily over the years reaching 45% in 2018/19.

Who's affected

There is no single route to terrorism, nor a simple profile of those who become involved. The decision of an individual to become involved in extremist activities may reflect a complex interplay of the following causes: exposure to an ideology that seems to sanction violence; exposure to people who persuasively articulate that ideology and then relate it to an individual's life circumstances; and vulnerabilities in people which make

them susceptible to a message of violence.

In 2018/19 (as in previous years) the majority of individuals referred to Channel and who consented to receive support were aged 20 years or under and male. The internet has emerged as a key resource in facilitating the radicalisation process with some direct personal contact. Young people are found to be at an increased risk as digital content is made very attractive and persuasive and can be quickly and widely shared.

Fewer women were arrested in 2018 (31) than in 2017 (63), although this was still above the annual average (24) since the data collection began in 2001. 6% of those arrested on suspicion of terrorism offences in 2018 were young people under the age of 18, a similar level to 2017, and the highest on record. The arrest of 118 White people (43% of arrests) was the third highest since 2001. These patterns continued during the first half of 2019.

An overall increase in reported hate incidents, anti-Semitic and Islamophobic incidents continues in the UK. There have been significant spikes in anti-Muslim hate incidents after major national terrorist events; though these can be mitigated by strong locally co-ordinated community messaging that is quick and responsive. The political and economic landscape globally and in the UK (eg. linked to Brexit and austerity) may potential lead to an increase in community tensions and increase risks of getting drawn into terrorism. The associated reduction in resources risks compounding the impact on communities.

Our plans

We will continue to build on existing best practice in coordinating Prevent delivery locally, our successful engagement with diverse communities and partners, and strive to mainstream Prevent work.

Jointly with police, key partners and communities we will monitor levels of risks, vulnerabilities, and threat to direct local work strategically and develop our action plan to be flexible and responsive in tackling specific risks and emerging threats including community tensions.

We will continue to raise awareness of diverse ideologies, groups and risks amongst staff and communities to strengthen their capabilities, increase their confidence to challenge ideologies and counter terrorist narratives, and to support individuals appropriately.

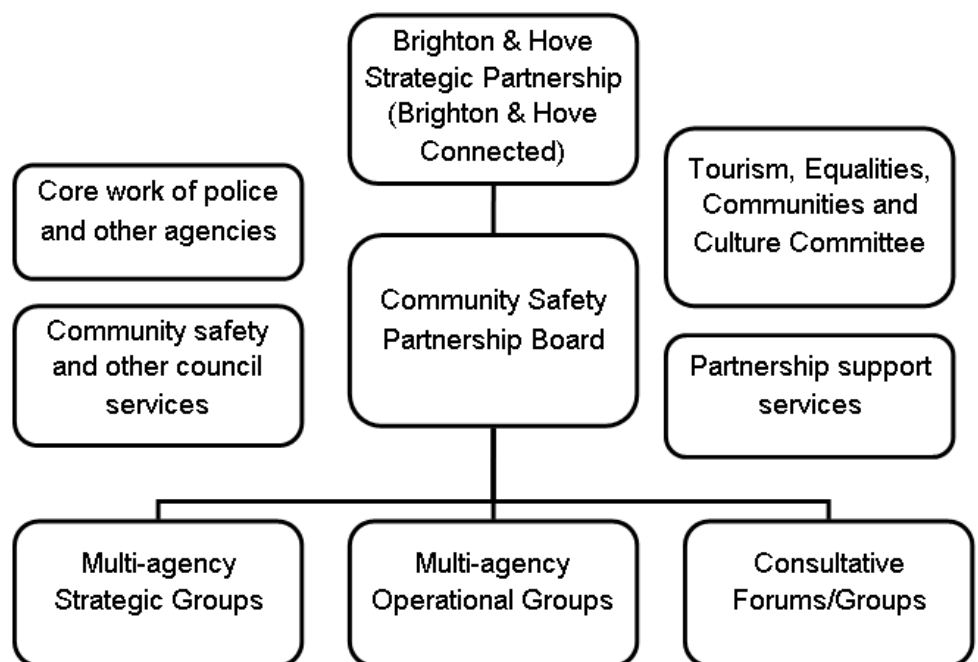
We will support individuals vulnerable to being drawn into terrorist related activities including through the multi-agency Channel programme, and develop effective interventions to reduce risks. We will strive to increase the number of referrals from communities and the third sector and work to develop models of productive partnership with communities to develop supportive interventions.

We will support vulnerable institutions to build their resilience and will continue to learn from national best practice and prepare to deliver on the objectives of reducing re-offending aligned to the national direction. Through improved communications of Prevent work and its impact, we will improve trust and confidence amongst partners and communities. Empowered individuals and communities are at the heart of effective Prevent delivery.

Appendix 1. About the Partnership

The Crime and Disorder Act 1998 specifies that community safety strategies must be delivered by Community Safety Partnerships. The 'responsible authorities' who are required by legislation to participate in our Community Safety Partnership are the local authority, police, probation, health, and fire and rescue services. However, many other partners from the statutory, community/voluntary and business sectors, including the Police and Crime Commissioner are fully involved in the Partnership's work. Local residents also play a key role.

The diagram shows the structure of the Community Safety Partnership. The Community Safety Partnership Board has overall responsibility for the work of the Partnership, while the individual priority areas within this strategy are supported by multi-agency working groups made up of specialists in the relevant area. In some areas there are also dedicated staff to drive forward the work.



Local Action Teams exist across the city and these are an

important part of the Partnership. LATs involve residents, local businesses and agencies working together and they provide a key route through which community safety issues for local neighbourhoods are taken forward. LATs meet together via the LAT Forum where issues of common concern can be discussed and ideas shared.

The Community Safety Partnership links with the democratic process through the Tourism, Equalities, Communities and Culture Committee. Integrated working with the Sussex Police and Crime Commissioner is being achieved through having regard to each other's priorities and providing reciprocal support for delivery.

Further information is available at www.safeinthecity.info

Consultation on draft Community Safety & Crime Reduction Strategy 2020-23

Summary findings from the consultation

The consultation exercise took the form of an online survey on B&HCC consultation portal; it was open between 21st Jan and 21st Feb 2020.

We provided summary aims and plans, and a link to whole draft strategy document and the strategic assessment if people wanted to see more information. Respondents to the online consultation were taken sequentially through the different proposed priority areas, but could skip those topics they did not wish to look at. For each proposed priority area we provided background information on that topic and asked:

- Do you support our aims and plans?
- Is there anything we haven't considered, or do you have any further comments?

We also invited any general comments on the draft Strategy as a whole. The link to the consultation was distributed by officers to subject steering groups,

1. Respondents

There were 68 respondents via the consultation portal + 1 via email = 69

- 39 residents
- 10 community & voluntary sector orgs
- 3 ward councillors
- 2 visitors to the city
- 2 statutory organisations
- 1 local business
- 5 other
- 7 no information provided

Demographic data (not always complete) was provided by 39 residents as follows:

- age range 24-82; mean age 49.1 years (n=37)
- gender: 25 female; 12 male; 2 prefer not to say
- gender identity: 36 identified with the sex they were assigned at birth; 3 prefer not to say
- sexual orientation: 24 heterosexual; 4 lesbian/gay women; 2 gay men; 2 bisexual; 1 other; 7 prefer not to say
- ethnic origin: 29 White British; 2 White other; 4 Black/mixed or other group; 4 prefer not to say
- religion: 22 no particular religion; 4 atheist; 3 Christian; 3 other; 6 prefer not to say
- LLTI: 27 had no long term limiting illness; 7 activities limited a little; 3 activities limited a lot; 3 prefer not to say
- 2 respondents were carers

2. Number of respondents providing comments

Table 1

Number of comments on each priority area							
	Serious violence	Exploitation	Violence against women & girls	Anti-social behaviour	Hate incidents and crimes	Challenging Extremism	Prevent
residents, individuals and not specified	20	15	11	22	10	6	6
other respondents	6	5	7	6	8	1	1
total comments	26	20	18	28	18	7	7

- ASB and hate incidents was the area which the highest number of residents responded to (22), with serious violence receiving the next highest number (20).
- Eight respondents who were not residents commented on hate incidents/crimes, 7 on VAWG and 6 on both serious violence and ASB.

3. Levels of support for the proposals

Table 2

How much do you agree or disagree with our aims and proposed plans?							
	Serious violence	Exploitation	Violence against women & girls	Anti-social behaviour	Hate incidents and crimes	Challenging Extremism	Prevent
tend to or strongly agree	33	39	38	36	30	16	18
neither agree nor disagree	5	4	6	3	6	2	1
tend to or strongly disagree	5	1	2	6	1	3	4
don't know/unsure	2	0	0	1	0	1	1
total respondents	45	44	46	46	37	22	24
% who agree with aims and plans	73%	89%	83%	78%	81%	73%	75%
% who neither agree nor disagree	11%	9%	13%	7%	16%	9%	4%
% who do not agree with aims and plans	11%	2%	4%	13%	3%	14%	17%
% who did not know or were unsure	4%	0%	0%	2%	0%	5%	4%

- Table 2 presents the number of people commenting on the seven draft areas, and shows the extent to which they report supporting the draft aims and plans. In general, survey respondents supported the aims and plans in the draft strategy.
- Each of the seven topics received support from between 73% and 89% of respondents, with Exploitation and Violence against Women & Girls receiving the highest level of support.
- Between 2% and 17% of respondents did not support the aims and plans. 17% (n=4) of respondent tended to or strongly disagreed with the aims and proposals around Prevent. The areas of challenging extremism and anti-social behaviour had 14% (n=3) and 13% (n=6) of respondents disagreeing respectively

4. Themes from comments provided in each priority area

(roughly in order of frequency of mention)

<p>Serious violence</p>	<ul style="list-style-type: none"> • Licensing issues; better control of licensed premises; fewer premises; businesses to invest in managing ASB, etc. related to their business • More police presence; police visibility; policing to tackle alcohol and drugs; • Support all vulnerable people, eg. drug/alcohol users, homeless; treatment services • Early prevention through youth work and schools; utilise neighbourhood youth workers' local networks and good relationships; proactive mental health support, particularly for young males; reduce school exclusions • Diversionary work to prevent violence, but need to monitor for effectiveness • Include all ages, not just up to 25yrs • Targeted approach to protecting communities at risk of violence; improve police relations; avoid misgendering, discrimination, etc.; well trained staff, especially at point of first contact • More work with 3rd sector – they have greater flexibility; more resourcing for 3rd sector; partnership work in night time economy • Criminal justice for offenders • Appropriate information sharing between agencies; make reporting easy • Make reporting straight forward
<p>Exploitation</p>	<ul style="list-style-type: none"> • Prevention/early intervention; support for young people, joint working with schools, parents, and neighbourhoods; parents may offer early information; need for more community premises; carefully manage fixed term exclusions, especially for those with additional needs/protected characteristics, and monitor effectiveness; support for neurodiverse young people, incl. less severe cases, and learning disabilities; support for Reboot. • Work to counter the impact on BAME young people of peer pressure, social media, and on resisting gang communities – encourage personal responsibility, personal choice, peer mentoring • Support for particular groups, incl. sex workers, drug users, people with learning disabilities; people working in particular occupations, eg. construction workers; holistic support; more resources for 3rd sector • Policing: quicker response to drug dealing; wider coverage across the city; targeted enforcement • Raise community awareness; publicity campaigns; offer simple signposting to services; training of licensed premises door staff to spot signs • Need to lift young people out of drug debt • Specific support for young homeless people (or at risk) who may be at risk of exploitation; generate trust with vulnerable young people as well as providing support. • Early intervention / publicity why knife carrying is not a good idea; stop and search with heavy penalties; knife amnesty

<p>Domestic violence and abuse, sexual violence and other forms of violence against women and girls</p>	<ul style="list-style-type: none"> • Provide services for people of all genders • Greater resourcing of support services; don't promise more than can be provided; • Education on consent and sexual violence at an early stage – shouldn't be a hidden issue; anything to do with violence needs addressing in early life (preschool and school); involve schools and young people in disrupting the normalisation of abuse and violence. • Publicity to improve understanding by both victims and perpetrators of what constitutes abuse; lacking self-worth may prevent victims recognising abuse; widespread, simple public information campaigns • Improve access to services by BAME and LGBTQ+ communities – consultation needed; employ staff from different backgrounds; tailored support for BAME communities promoted via the community and voluntary sector; • Outreach work where people may find it difficult to go into new environments. Hostel/temporary accommodation residents vulnerable and often have a history of rape or sexual abuse • Support for people with learning disabilities through the criminal justice process; training needed • More work to change the behaviour of perpetrators • More focus on emotional abuse • Informal education and support through generic youth work and work with women.
<p>Anti-social behaviour</p>	<ul style="list-style-type: none"> • Understand and address root causes of ASB; holistic approach to homelessness; support rather than evict vs remove ASB tenants; effective way of managing encampments/rough sleeping needed; • Make good use of community provision and community assets; better links with statutory services; LATs (when working well) and housing services have an important role; involve residents/tenants and support them to tackle ASB; Reboot works best when linking with a network of community provision; greater use of and resources for mediation – less punitive approaches; need good communication between statutory and community sector/residents • Visible policing across the city (not just centre), in particularly to deter/address drug dealing; include patrols in parks (summer early evening) • Address ASB early in life; provide family support; diversionary peer support from within communities based on respect and mutual understanding; child first/offender second approach • A more robust enforcement response begging and drug dealing • Consider/manage any potential ASB associated with council events; manage ASB associated with the night time economy • Public want to know that reporting is worthwhile or they will no longer report • Address anti-social and illegal driving/parking behaviour, especially around schools • Recognise and deal with undiagnosed conditions • Increase the profile of the Community Safety Casework Team

<p>Hate incidents and crimes</p>	<ul style="list-style-type: none"> ● Scope: should include hate incidents against women; Gypsies, Roma, and Travellers need a particular focus – this group reported to be subject to daily discrimination and abuse, widespread hate speech and threats of violence particularly across social media; hate/abuse against older people needs including – older people are more likely to ‘suffer in silence’; BAME children with additional needs/health challenges can be subject to cultural stigma and need particular support; ● Improve data monitoring and reporting of data; report crimes and incidents separately; collect/report subgroup disaggregation with overall hate group; keep a look out for Brexit/Coronavirus inspired incidents Racial Harassment Forum has an important role. Also community development workers and the third sector. Statutory services should involve the RHF and other relevant community organisations, support them in responding to hate incidents and involve them in multi-agency groups; work should be led by communities ● Hate incidents should be easy to report; people with learning disabilities need particular support and staff should receive training around learning disabilities ● Actions need to sit beneath the headline pledges ● Support for appropriate use of restorative justice ● Funding for community-based advocacy and projects to build resilience ● Does the way in which ‘hate’ is framed have a negative impact on tensions between communities? ● There should be public education around diversity ● Addressing poor behaviour related to alcohol will help reduce hate incidents ● Outreach needed to target specific or vulnerable communities, eg. refugees, asylum seekers and vulnerable migrants
<p>Challenging extremism</p>	<ul style="list-style-type: none"> ● Make sure that reports turn into actions to address issues and avoid escalation; need to demonstrate how things will be taken forward ● Mention right-wing extremism alongside other forms of extremism for clarity ● Support ex-hostel residents who may be vulnerable to involvement in extremism ● Concern over local adoption of national government approach which might seek to curtail political or ideological dissent ● Intercultural events to encourage inclusion and integration
<p>Prevent</p>	<ul style="list-style-type: none"> ● Alienation and isolation of teenage boys is an important and underestimated factor. Focusing on certain ideological factors can be attractive, and may be counter-productive. ● Teachers and others working with young people need very good training and to work very carefully to avoid causing damage to communities caused by ignorance and stereotyping ● Publicity campaign – recognise, report and support ● Reporting concerns/incidents should be easy - need one main database which can be accessed by different agencies helping communication ● Prevent Strategy does not work and can undermine organisations’ work with communities

<p>General comments (omitting issues covered under separate topics)</p>	<ul style="list-style-type: none"> ● More use-friendly language needed; less jargon; be clear how work will be carried out, by whom, etc. More focus on prevention needed; need to address broader societal issues such as parking and drugs; visible issues associated with the street environment, eg. street community and rubbish undermine the strategy as a whole; drug problems are escalating ● More conversations with grassroots organisations; lack of community engagement; strategy is trying to fix a problem – there’s a need to listen to communities and those affected and promote their wellbeing; communities are an asset ● Safety is an important part of an overall inclusive city; appears comprehensive and well thought out; really important work; thorough piece of work – well done to all involved 2 Updates on progress sought; use Twitter ● Information sharing is a real problem, particularly with the police, causing delays and exacerbating risk; don’t be unnecessarily held back by GDPR ● Stability of resources; more funding is needed for support services to prevent people from becoming vulnerable and continues to support them as required, eg. around health or addiction issues; where is the funding coming from for the work in this Strategy? ● Stable housing creates cohesive communities; homelessness drives need across many strands of the strategy ● More police presence in neighbourhoods; neighbourhoods are suffering burglaries, threatening incidents and anti-social behaviour – how will this be addressed? ● Strategy same as last time – pledges and promises which are ineffectual and make little difference ● Work in schools should be prioritised ● More joint working between the police and the council ● Keep processes as simple as possible; make it easy for people to access services they need ● Improve the operation of Community Payback – make more visible, helping to provide community confidence ● More use of CCTV
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Brighton & Hove

Strategic Assessment of Crime and Community Safety 2019



Brighton & Hove
Community Safety Partnership

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1. INTRODUCTION

1.1 Legislative context and purpose of the Strategic Assessment

Since the Crime and Disorder Act 1998 there has been a statutory obligation for Community Safety Partnerships to produce evidence-based strategies. From 2007 (under the Police and Justice Act 2006) the requirement has been to refresh three year strategies on an annual basis, backed up by annual strategic assessments.

This Strategic Assessment is prepared for Brighton & Hove Community Safety Partnership to provide an analytical basis to inform the partnership's Community Safety and Crime Reduction Strategy 2020-23. It looks at the crime and disorder picture within the city, what the impact is, who is affected, and what needs to be addressed as a priority.

1.2 About the report

The Strategic Assessment has been jointly carried out by subject lead officers and analysts/researchers within the partnership. While acknowledging the crucial role of individual agencies in providing support so people can live and work in a safe environment (eg, housing and homelessness services, substance misuse treatment services, children's services, mental health services, road safety), the focus of this strategic assessment has been on areas where partnership working is fundamental to making progress.

Following this introduction, Sections 2 and 3 look at local social and economic context and the characteristics of people who live in Brighton & Hove, while Sections 4 and 5 take an overview of the scale, nature, trends and impact of crime and disorder in the city. Section 6 provides information on some of the more vulnerable people in the city.

The thematic analysis in this report begins in Section 7 and concludes at Section 10. Each subject area considered examines contributory factors, levels, trends, the nature of the issue, including where and when it happens, who is affected, and so on. It then goes on to make recommendations on what the priorities might be for partnership work over the next three years.

1.3 Data sources and issues

This Strategic Assessment has drawn on data from different sources and the data used for analysis is as recent as has been practicable, mainly from 2018/19.

However, the latest data has often been set in the context of more historical information to indicate trends. An important consideration when interpreting trend data is whether there have been any changes in practice in reporting and recording of data. In the case of police data, this is discussed further in Section 4.1.

2. SOCIO-ECONOMIC CONTEXT

2.1 City facts

Brighton & Hove is a city by the sea with good transport links to London and Gatwick airport, and along the coast in both directions.

As a popular tourist destination, Brighton & Hove sees large numbers of UK and overseas visitors each year. The latest figures (2017) show there were 9.4 million tourism day trips to Brighton & Hove, down 2% compared with 2016. There were also 4.9 million overnight stays, 3% fewer than in 2016.¹

The city has two universities, many English language schools and it has a reputation for being a welcoming and inclusive place to be.

2.2 People facts

According to the 2018 ONS population estimates, there were a total of 290,400 people living in the city, up from 273,400 at the time of the 2011 census. Based on 2016 data, the ONS population projections predict the city's residents will rise to 307,900 by 2028.

Gender and age

Compared with England and the South East, Brighton & Hove has fewer children and older people, and more younger adults, particularly in their 20s and early 30s (see Figure 1).

According to the latest ONS estimates (2018), Brighton & Hove overall has an even gender distribution, with an estimated 145,900 male (50%) and 144,500 female (50%) residents. There are more females aged between 19 and 21, probably due to a higher number of female students (see below), and also more females over 75. However, there are more males in their 20s, 30s and 40s.

Ethnicity

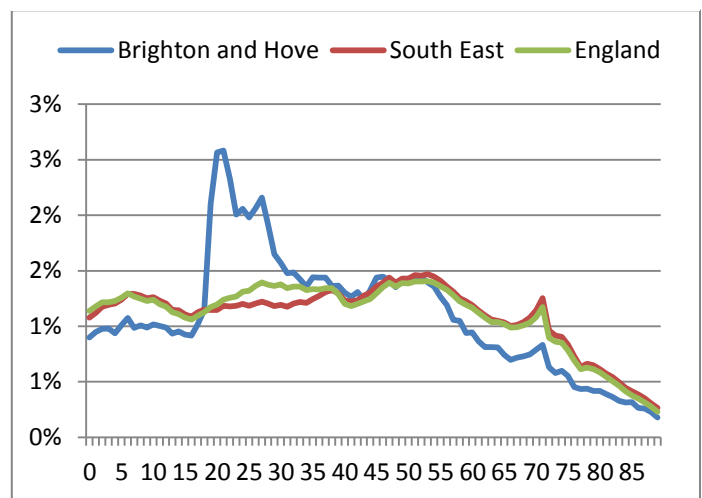
According to the 2011 census a fifth of the population (19.5%, 53,351 people) were Black & Minority Ethnic² (BME) compared to 12% in 2001. This is similar to England (20.2%) but significantly higher than the South East (14.8%). The city's BME population is likely to have increased further since the last census.

The non-White ethnic population made up 11% (29,857 people) of the total population. The largest group is Asian/Asian British (11,278 people), 21% of the BME population. The mixed/multiple ethnic group (10,408 people) are the next largest group making up 20% of the total BME population.³ The largest BME community is Other White with 19,524 people. This is 7.1% of the total population and more than a third (36.6%) of the BME population.

Migration

The latest ONS data (2018) estimate that 53,000 residents (18%) were born outside of the UK. The city's migrant population is higher than both South East (13%) and England (15%). The number of Brighton & Hove residents born outside of the UK has increased by 5% over the last 5 years. 21,000

Figure 1. Proportion of residents by age (2018 ONS Mid-Year Population Estimates)



¹ The Economic Impact of Tourism Brighton & Hove 2017, Tourism South East.

[https://www.visitbrighton.com/dbimags/EIA%20of%20Tourism%20Brighton%20and%20Hove%20-%202017-FINAL%20\(3\).pdf](https://www.visitbrighton.com/dbimags/EIA%20of%20Tourism%20Brighton%20and%20Hove%20-%202017-FINAL%20(3).pdf)

² Black & Minority Ethnic (BME) is defined as all ethnic groups other than White English / Welsh / Scottish / Northern Irish / British.

³ ONS 2011 UK Population Census, table KS201EW available at https://www.nomisweb.co.uk/census/2011/data_finder

Socio-economic context

migrants (37%) in the city were born in the EU and 36,000 (63%) were born in countries outside the EU in the 12 months ending June 2019. Of the estimated 20,000 born outside the EU, are 13,000 from Asia, 7,000 from Sub-Saharan Africa, 4,000 from North Africa, 2,000 from North America, 4,000 from Central or South America and 3,000 from Oceania.

Brighton & Hove is also a destination for short term international migrants (coming to the UK for a period of 3 to 12 months). According to the latest ONS data (2017) there were 2,300 short term migrant in the city. More than three quarters (78%, 1,800 people) were here to attend formal study courses and 22% (499 people) were here to work or look for work.

There is no definitive data on the number of Gypsies and Travellers in Brighton & Hove. In the 2011 census there were 198 Gypsy/Travellers/Irish Travellers recorded locally. In January 2019 the national Traveller Caravan Count recorded 33 caravans (29 at authorised and 3 at unauthorised locations).⁴ The 2012 Gypsy and Traveller Needs Assessment reported higher numbers of caravans in the city with an estimated 146 Travellers in 46 households living in 60 caravans.⁵

Students

For the academic year 2017/18 there was a total 39,355 students enrolled at the University of Sussex and the University of Brighton, a 3% increase on 2016/17.⁶ 58% of these students were female and 42% male. It should be noted that not all students at these universities live in the city.

According to the 2011 census, of those in employment, Brighton & Hove has a higher percentage of students (15%) than the South East (8%) and England (9%).

LGBT residents

It is estimated that lesbian, gay and bisexual residents make up 11% to 15% of the Brighton & Hove's population aged 16 years or more. This estimate draws on information collected via large scale surveys and audits conducted over the last ten years (including Count Me In Too). Using latest ONS (2018) mid-year population estimates and the average of the estimated range would mean there are around 31,900 lesbian, gay and bisexual residents in the city.

According to the 2011 UK Census, 6,425 city residents aged 16 and over (and living in a household) were living as part of a same sex couple (in a civil partnership or cohabiting).⁷ This represents 2.9% of all residents age 16 and over, three times higher than the rate for both the South East (0.9%) and England (0.9%).

It is estimated that there are at least 2,760 trans adults living in Brighton & Hove⁸. However, the true figure is probably greater than this because a significant proportion of trans people do not disclose their gender identity in surveys. In addition, as Brighton & Hove is seen as inclusive, many trans people who live elsewhere visit Brighton & Hove to socialise, study and/or work.⁹

Disabilities and wellbeing

From the 2011 census, 44,569 residents (16%) have a health problem or disability that affects their activity. This is similar to the South East (15.7%) and slightly lower than England (17.6%).¹⁰ However, this increases to more than a half of residents aged 65 or older.

In a national survey 7% of city residents surveyed reported low levels of happiness in 2017/18, similar to level in the South East and England. 26% of city residents reported high levels of anxiety, higher than the South East and England, both at 20%.¹¹

⁴ Traveller Caravan Count, 2019 <https://www.gov.uk/government/statistics/traveller-caravan-count-july-2019>

⁵ NHS Brighton & Hove, 'Gypsy and Traveller Rapid Health Needs Assessment', 2012

⁶ Higher Education Statistical Agency (HESA), <https://www.hesa.ac.uk/data-and-analysis>

⁷ Office for National Statistics. Census 2011, table QS108EW https://www.nomisweb.co.uk/census/2011/data_finder

⁸ Brighton & Hove Trans Needs Assessment 2015

⁹ Equalities in Brighton & Hove: Data snapshot for equalities groups across the city, April 2017. Available at <http://www.bhconnected.org.uk/content/reports>

¹⁰ Office of National Statistics, Census 2011, table DC3201EW. https://www.nomisweb.co.uk/census/2011/data_finder

¹¹ ONS Annual Population Survey. Self-reported wellbeing 2017/18, <https://fingertips.phe.org.uk/>

Based on national prevalence rates¹² in 2017:

- One in forty residents age 18 or older (2.4%, 5,700 people) have a learning difficulty.
- Nearly one in ten residents aged 65 or older (9%, 3,400 people) are predicted to have a moderate or severe visual impairment. More than one in twenty residents aged 75 or older (6%, 1,200 people) have a 'registrable' eye condition (excludes 1,100 people with correctable sight loss).
- Among residents aged 18 to 64, 14,300 people (7%) have a mental health problem, 14,100 people (7%) have a moderate physical disability and 3,900 people (2%) have a serious physical disability.
- One in forty residents aged 18 or older (4,100 people, 2%) are predicted to have severe hearing loss. This increases to 14% (2,600 people) among residents aged 75 or older.

Carers

Nearly one in ten of the city's residents (23,987 people, 8.8%) provide unpaid care to a family member, friend or neighbour who has either a long-term illness or disability, or problems related to old age. This is slightly lower compared to the South East (9.8%) and England (10.2%).¹³

Armed Forces

Brighton & Hove is not home to any military installations and therefore does not house a substantial community of armed forces personnel. At the time of the 2011 Census there were 147 residents employed by the armed forces in the city, less than 0.1% of the total population. As of March 2018, 547 veterans in Brighton & Hove were in receipt of a pension or compensation under the Armed Forces Pension Scheme. This is a rate of 22.3 per 10,000 people aged 16+, much lower than the South East (86.4) or England (67.9).

Alcohol and drugs

A high proportion of Brighton & Hove residents drink alcohol and/or use opiates and/or crack cocaine. During the period 2011-2014 two out of five residents (42%) aged 18 or older were estimated to drink over 14 units of alcohol a week, higher than the South East (27%) and England (26%). At the most recent national survey of young people in 2014/15, Brighton & Hove had the highest percentage of regular drinkers aged 15 (11.3%) in the South East region (average 6.2%).¹⁴

During 2016/17 it was estimated that 10 residents per 1,000 used an opiate and/or crack cocaine, higher than the South East (6.2 per 1,000) and England (8.9 per 1,000).¹⁵

Children in Need

Evidence suggests children and young people who are looked after are much more likely to be unemployed, involved in crime and identified as having a substance misuse problem.¹⁶

In March 2019, in Brighton & Hove there were 2,039 Children in Need (400 children per 10,000). This is higher than in the South East (304 per 10,000) and England (334 per 10,000). The city also had 316 children the subject of a child protection plan (62 children per 10,000). This is again higher than in the South East (41 per 10,000) and England (44 per 10,000).¹⁷

Education, training and employment

Not being in education, training and employment (NEET) is a risk factor for offending and perpetrating anti-social behaviour. At the end of 2018, 3-5% of 16-17 year old in the city were classified as NEET compared 2-6% in the South East and 3-6% in England.¹⁸

¹² Projecting Older People Population Information System

www.poppi.org.uk and Projecting Adult Needs and Service Information www.pansi.org.uk.

¹³ ONS 2011 UK population Census, table Available at https://www.nomisweb.co.uk/census/2011/data_finder

¹⁴ What About YOUth Survey 2014/15 <https://fingertips.phe.org.uk/>

¹⁵ Estimate of prevalence derived from various data sources 2016/17. <https://fingertips.phe.org.uk/>

¹⁶ NICE. Costing report: Promoting the quality of life of looked after children and young people; October 2010.

¹⁷ Characteristics of children in need: 2018 to 2019, Department for Education.

<https://www.gov.uk/government/statistics/characteristics-of-children-in-need-2018-to-2019>

¹⁸ Department for Education, NEET data by local authority, 2019

Socio-economic context

Unemployment rate

The unemployment rate is an important indicator as it highlights unused available labour, which impacts on the economic growth of the city. Between July 2018 and June 2019, there were estimated to be 7,500 unemployed people in the city. This is 4.6% of those who are economically active, which compares to 4.1% in Great Britain and 3.1% in the South East.¹⁹

Perceptions of being able to meet basic living costs

One in five (21%) respondents to the City Tracker survey 2017 reported that they did not feel they would have enough money, after meeting housing costs, in the next year to meet basic living costs such as food, water and heating.

Housing and homelessness

At the time of the 2011 census, the average household size in the city was 2.2 people, compared with 2.4 in the South East and in England. 53% of Brighton & Hove residents were home owners, lower than the South East (68%), and England (63%), while 28% of city residents lived in rented housing compared with 15% in both the South East and in England.

A rough sleeping count is conducted nationally on a single night in the autumn each year. This found that the total estimate of rough sleepers in the city rose annually up to 178 in November 2017, but had dropped to 64 in November 2018.²⁰ A local count is also carried out and in September 2019 78 rough sleepers were counted, the same number as 12 months earlier.

The draw of Brighton & Hove as 'a place to be', the impact of welfare reforms, and the high cost of the private rented sector all contribute to the high levels of homelessness in the city. The Homelessness Strategy 2014 – 2019 states that as rents in the private sector continue to rise at a higher rate than the Local Housing Allowance, it is expected low income working households may be increasingly unable to afford to rent privately. In addition, procuring temporary accommodation for those considered homeless and in priority need within Brighton & Hove is also increasingly difficult to achieve, with those in need of housing often housed outside of the city's boundaries.²¹

At the time of the 2011 census, Brighton & Hove had more one person households (25%) than the South East (16%) and England (18%). Also, the percentage of all households with dependent children which had a lone parent was higher in Brighton & Hove (29%) compared with the South East (21%) and England (25%).

¹⁹ ONS, Brighton & Hove Labour Market Profile. Available at <https://www.nomisweb.co.uk/>

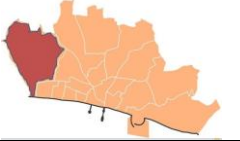
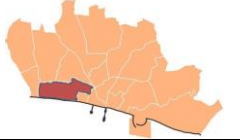
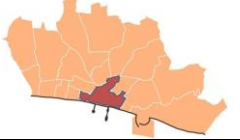

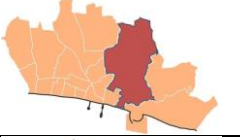
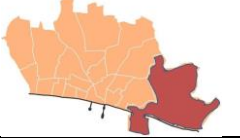
²⁰ Department for Housing, Communities and Local Government, Homelessness statistics, <https://www.gov.uk/government/statistics/rough-sleeping-in-england-autumn-2018>

²¹ Brighton & Hove City Council, 'Homelessness Strategy 2014 – 2019', 2014

3. CITY AREAS

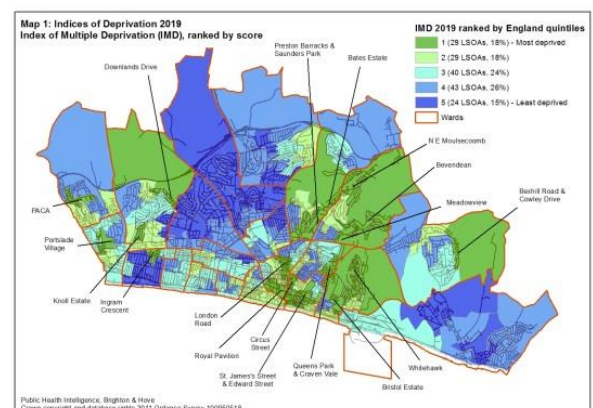
3.1 Socio-demographic characteristics and deprivation

The socio-demographic characteristics of Brighton & Hove vary greatly across the city. Appendix A in Section 11.1 provides an ‘at-a-glance’ overview showing the areas where the greatest density of people with particular characteristics live. For example, based on the number of residents in the area:

	The area to the far west of the city has the highest rates of: <ul style="list-style-type: none"> • children under 16 years old • working age adults with a health problem or disability that affects their activity
	The coastal area of Hove has the highest rates of: <ul style="list-style-type: none"> • commuters (travelling over 10km to work) • people 65 and over with a health problem or disability that affects their activity
	The city centre has the highest rates of: <ul style="list-style-type: none"> • single person households of working age • single parent households
	Areas to the north of the city have the second highest rates of: <ul style="list-style-type: none"> • children under 16 years old • commuters (travelling over 10km to work)
	Areas adjacent to the Lewes Road have the highest rate of: <ul style="list-style-type: none"> • BME (non-White) residents • full time students • people living in social housing
	Areas to the far east of the city (the ‘Deans’) have the highest rate of: <ul style="list-style-type: none"> • people aged 65 and over

In terms of the 2019 Index of Multiple Deprivation, which is an overall ranking of deprivation combining measures of income, education, employment, health, crime, housing and living environment, 29 out of Brighton & Hove’s 165 Lower Super Output Areas rank in the 20% most deprived LSOAs in England.

Click on the map on the right to see to view the map in more detail (Appendix B; Section 11.2).



3.2 Recorded crime

Appendix C (Section 11.3) shows the relative prevalence of crime types across city areas, demonstrating in particular the city centre concentration for all crime groups listed. This is unsurprising given the city centre hub in respect of commerce, leisure and tourism, places of work, transport and so on.

3.3 Neighbourhood issues

Figure 2. Issues most frequently raised at by Local Action Team representatives at LAT Forum meetings, January-October 2019



Sixteen Local Action Teams were represented at least one LAT Forum meeting during 2019. Figure 2 shows the neighbourhood issues most frequently raised.

The map in Appendix D (Section 11.4) provides more detail on issues raised by individual LATs relating to their neighbourhoods.

4. CRIME AND DISORDER OVERVIEW

4.1 Crimes

Interpreting police recorded crime data

People do not always report crimes and incidents to the police. Under-reporting is particularly relevant for hate crimes, domestic violence and sexual violence and abuse, but also affects many other crime types to varying extents. (Under-reporting can also be an issue with data from other sources.)

The extent to which crimes are reported to the police varies greatly. For example, national data²² show that 93% of thefts of motor vehicles and 74% of domestic burglaries with loss are reported to the police. 60% of violent offences with wounding are reported, but only 36% of violent offences without wounding. Fewer than four in ten thefts from vehicles are reported (38%), while about one in three criminal damage (33%) and theft from person offences (27%) are reported to the police.

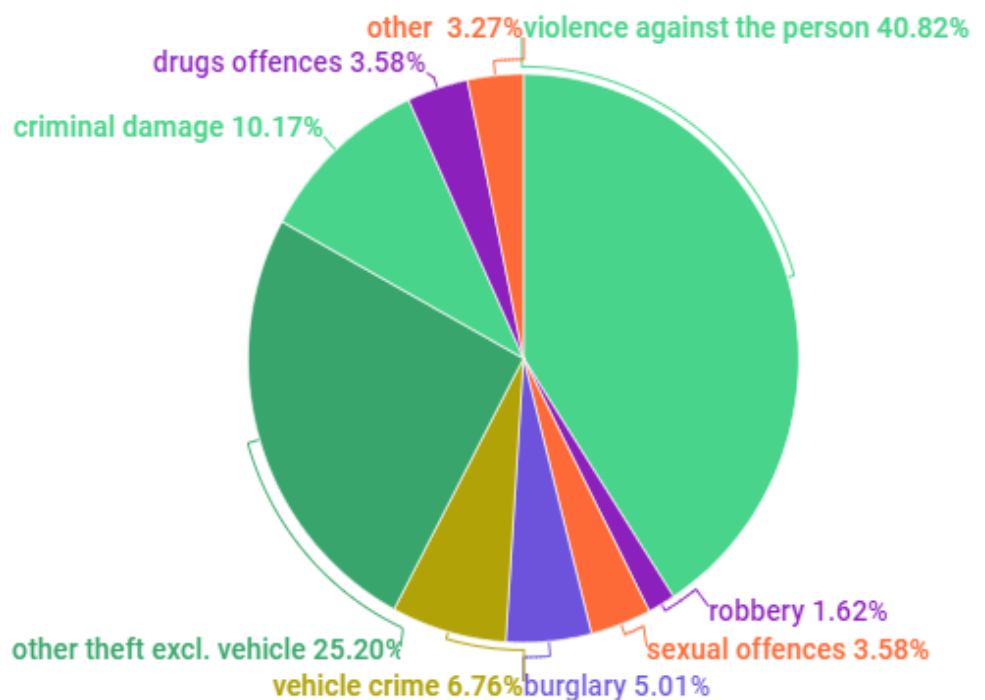
In terms of police recording of crime data, in 2013 Her Majesty’s Inspectorate of Constabulary (HMIC) undertook a national audit of police recorded crime regarding ‘data integrity’. In response to this, many police forces, including Sussex Police, improved their recording processes leading to increased numbers being recorded, particularly in violent crime types. This complicates the interpretation of trend data (see below for further information).

Volume

There were 26,940 crimes recorded by the police in Brighton & Hove in 2018/19. Figure 3 shows the different crime groups making up the total. Broadly speaking, 41% were classified as violence against the person crimes, 37% acquisitive crimes and 10% criminal damage.

Appendix E (Section 11.6) provides more detail on the numbers of each crime type recorded by the police in 2018/19, how this compares with one year before, and how we compare with our benchmarked group of ‘most similar’ community safety partnerships.

Figure 3. Police recorded crime in Brighton & Hove, 2018/19



Trends

Figure 4 shows the trend in police recorded crime data in Brighton & Hove between 2010/11 and 2018/19. Looking at total crimes (top left panel), a downwards trend is evident until 2013/14, after which the trend has been steadily upwards. Violent crime data (top right panel) clearly show the

²² Crime in England and Wales, year ending March 2019: Annual trend and demographic tables. <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/crimeinenglandandwalesannualtrendanddemographicstables>

Crime and disorder overview

response to the HMIC data integrity audit which took place in 2013 (see above) resulting in a marked rise in 2014/15, and an ongoing (but smaller) upwards response.

Unexpectedly since they are dominated by violent crime types, trends in crimes flagged as hate crimes (bottom right panel) and domestic violence (middle right panel) show a similar trend to violent crime and sexual offences also show an upwards trend. As well as any changes as a result of police recording practices, public willingness to report sexual offences has increased following media exposure of sexual offences perpetrated by high profile public figures.

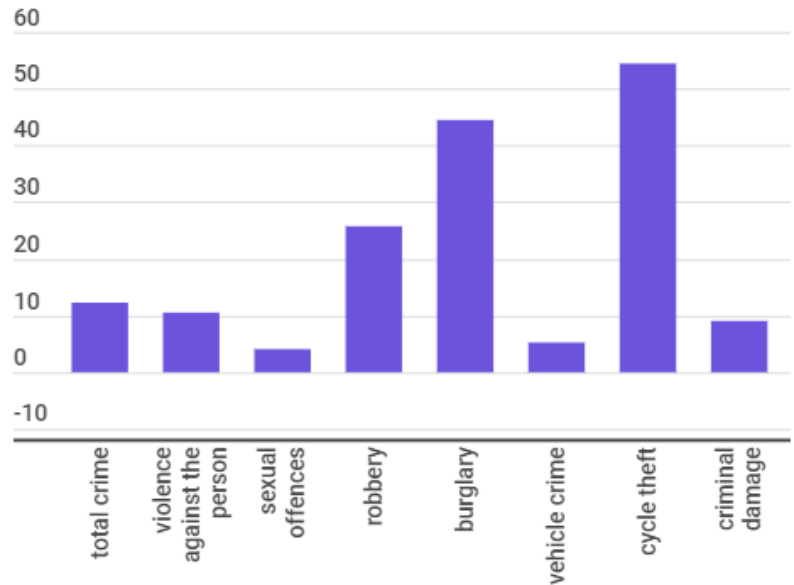
In contrast to violent crimes, the trend in acquisitive crimes and criminal damage was downwards until about 2013/14, with no obvious trend in the following years up to 2018/19.

Figure 4. Trends in police recorded crimes in Brighton & Hove 2010/11 to 2018/19



However, at the time of writing, looking at the first eight months of 2019/20 compared with the same months of 2018/19, there has been an increase of 12% in total crime, with a greater or smaller increase across a range of crime groups as shown in Figure 5.

Figure 5. Police recorded crimes Apr-Nov 2019, compared with same months in 2018



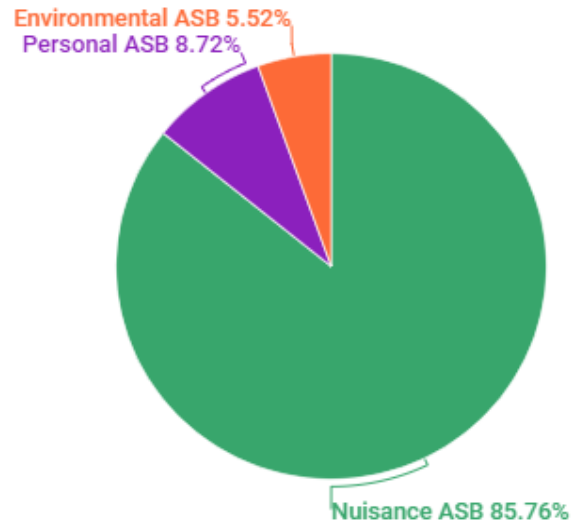
4.2 Anti-social behaviour

Volume

The police record incidents of anti-social behaviour (ASB) which come to their attention. In 2018/19 7,901 ASB incidents were recorded in the city locally. Of these, 86% were classed as nuisance incidents, 9% as personal incidents and 5% as environmental incidents (see Figure 6).

Further information on ASB is to be found in Section 8.

Figure 6



5. IMPACT OF CRIME AND DISORDER

5.1 Feeling safe

Adults

The annual City Tracker survey of a representative sample of 1,000 Brighton & Hove adult residents asks people how safe they feel in the day and after dark, both in their local area and in the city centre.

Data from the 2018 City Tracker survey (see Table 1 and Figure 7) show that, during the day, 96% of residents report feeling safe in their local area and 93% in the city centre. After dark, this drops to 80% feeling safe in their local area and 64% feeling safe in the city centre. Figure 8 shows there has been no consistent upwards or downwards trend since 2015 in terms of how safe people feel.

Table 1 How safe do you feel? City Tracker Survey, 2018, % calculated excluding 'don't knows'

	local area		city centre	
	during the day	after dark	during the day	after dark
2018				
very or fairly safe	95.7%	80.3%	93.1%	63.9%
neither safe nor unsafe	2.8%	8.6%	4.8%	11.7%
very or fairly unsafe	1.5%	11.1%	2.1%	24.4%
number of respondents	1000	990	989	958

Figure 7

Percentage of Brighton & Hove residents feeling very or fairly safe, City Tracker 2018

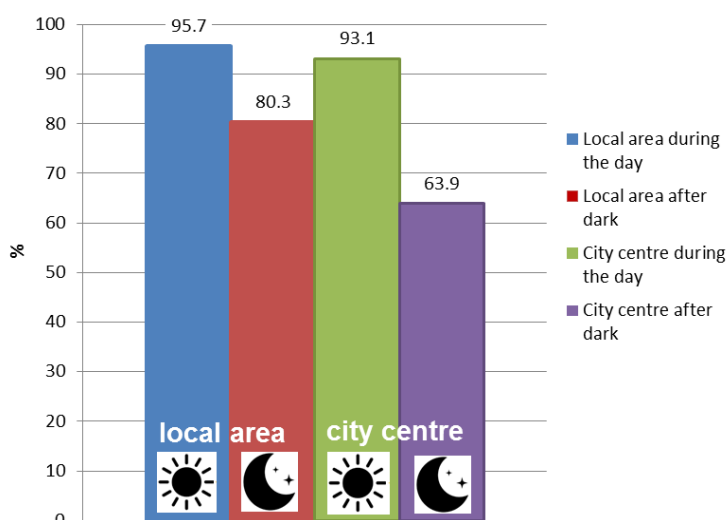


Figure 8

Respondents feeling safe (%), 2015-18
City Tracker survey

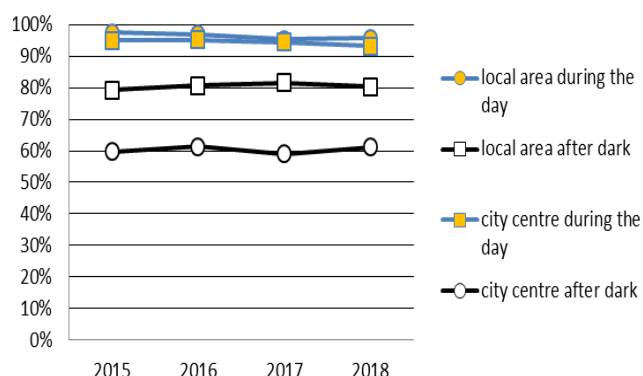
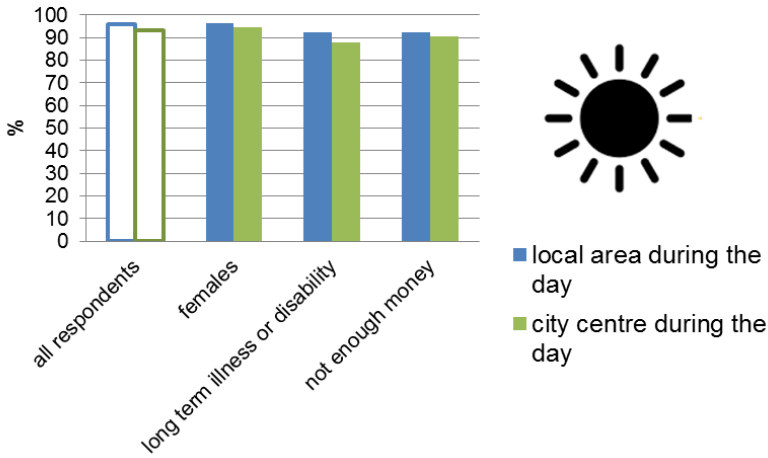


Figure 9

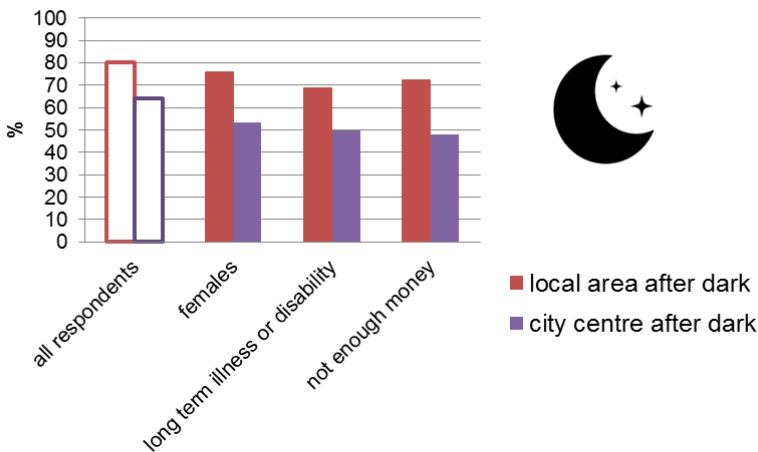
Brighton & Hove residents feeling very or fairly safe during the day (%)

City Tracker 2018



Brighton & Hove residents feeling very or fairly safe after dark (%)

City Tracker 2018



their local area after dark than others (73% vs 85%). The difference in the city centre after dark was more acute – 48% compared with 70%.

How safe people feel in the city centre after dark also varied with age, as shown in **Error! eference source not found..** Residents in the 75+ age band are least likely to feel safe when out in the city centre after dark. Although survey respondents overall felt safer in their local area after dark than in the city centre, there was also a tendency for older people to feel less safe than younger people in their local area.

Although data were analysed by sexual orientation, ethnicity and other demographic characteristics, interpretation of the findings is difficult since other characteristics of these groups, for example the age profile, is different

However, some groups within the local population feel less safe than others. Figure 9 shows that during the **day** females show little difference to males in terms of how safe they feel, while people with a long term illness or disability on average feel less safe than other people, both in their local area and the city centre.

Differences are more marked after **dark**. Figure 10 shows that females living in Brighton & Hove are less likely to feel safe after dark than the average of all respondents, both in their local area and in the city centre. Seventy-six percent of females report feeling safe in their local area after dark with 14% feeling unsafe. The comparable figures for males are 84% and 8% respectively. Only 53% of females feel safe in the city centre after dark with 34% feeling unsafe. The figures for males are 75% and 15% respectively.

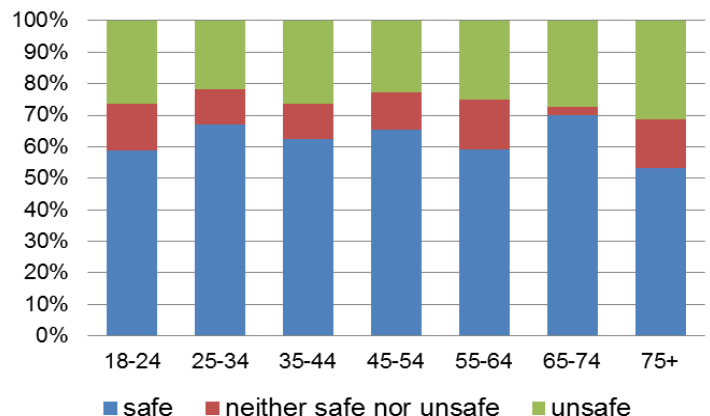
In addition, Figure 10 shows that people with a long term health problem or disability are also less likely to feel safe in their local area after dark than other people (69% vs 82%). Twenty-one percent of people with a health problem or disability that affects their activity feel unsafe after dark in their local area compared to 9% of those without. In the city centre after dark 50% of people with a long term health problem or disability feel safe compared with 67% of those without.

There is also an association between people who don't have enough money to meet basic living costs feeling less safe in

Figure 11

People feeling safe or unsafe in the city centre after dark (%)

City Tracker 2018



Impact of crime and disorder

from city residents as a whole.

Children

Data have been collected in the Safe and Well at School Survey²³ on how safe school pupils felt at school. When at school, 89% of key stage 2 children felt safe compared with 82% of children at key stage 3 and 82% of those at key stage 4. There has been a slight downward trend between 2012 and 2018 in the percentage of children at all stages saying they feel safe at school.

% who strongly agree or agree with the statement "I feel safe at school"	2012	2013	2014	2015	2016	2018
KS2 – ages 8-11 years	94%	94%	94%	91%	90%	89%
KS3 – ages 11-14 years	88%	89%	91%	88%	84%	82%
KS4 – ages 14-16 years	88%	89%	90%	86%	82%	82%
All secondary – ages 11-16 years	88%	89%	91%	87%	84%	82%

In 2018, the following groups of secondary school pupils were statistically significantly less likely to agree or strongly agree with the statement "I feel safe at school" (82% for all pupils):

- BME students (81%) compared to White British (83%)
- Those who have been bullied in the last term (55%) compared to those who haven't (86%)
- Those who strongly disagreed or disagreed that they had often felt happy in the last few weeks (55%) vs those who had (88%)
- Those who have ever tried drugs (70%) vs those who hadn't (83%)
- Those who have ever tried an alcoholic drink (78%) vs those who hadn't (85%)
- Those who strongly disagreed or disagreed that they enjoy coming to school (65%) vs those who did (90%)
- Those who had experienced a problem behaviour²⁴ in a relationship with a girlfriend or boyfriend (77%) vs those who hadn't (85% - including those who had never been in a relationship)
- Those who strongly disagreed or disagreed that they had one or more good friends at school (43%) vs those who did (83%)

There was no significant difference between girls (82%) and boys (83%).

²³ Safe and Well at School Survey, 2018

<https://www.bhconnected.org.uk/sites/bhconnected/files/Safe%20and%20Well%20at%20School%202018%20briefing%20FI%20NAL.pdf>

²⁴ Problem behaviours include being yelled at, being put down and/or humiliated, being hit, kicked, pushed or slapped, having sent or received photos or films of each other naked, being threatened if you didn't do something your partner wanted, being constantly checked up on, being forced into sex, and being forced into marriage.

5.2 Cost of crime

The financial impact of crime is significant. A Home Office report has estimated the financial costs attributable to crimes both to individual people or households and to businesses.²⁵ Figure 12 provides estimates of the ‘whole system’ costs of personal/domestic crimes (estimated costs of a crime to businesses are often higher), taking into account direct costs of loss from the crime itself, costs of anticipating crime and costs of response to crime. The cost of a single homicide is estimated at £3.2m, and the next most costly is a rape at £39,000, followed by violence with injury at £14,000.

Figure 12. Estimated cost of a single ‘personal/domestic’ crime, 2018, £

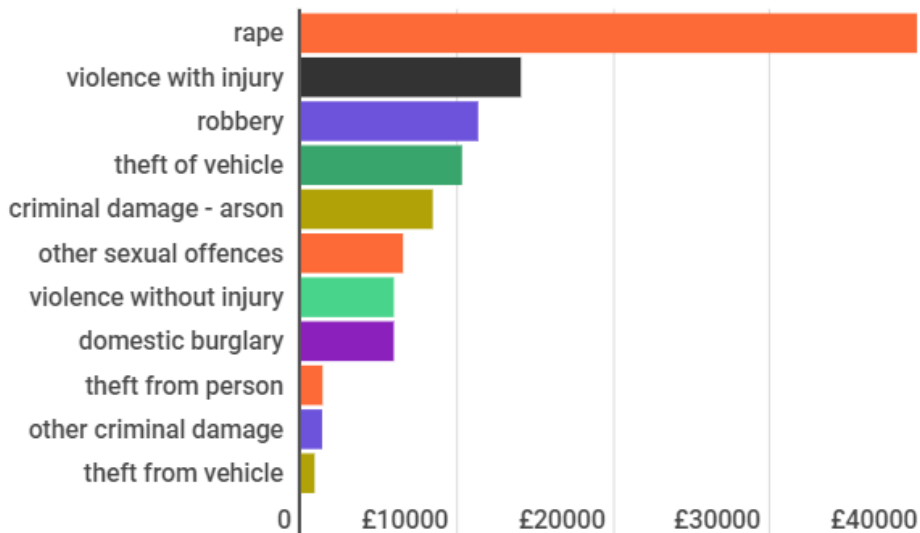
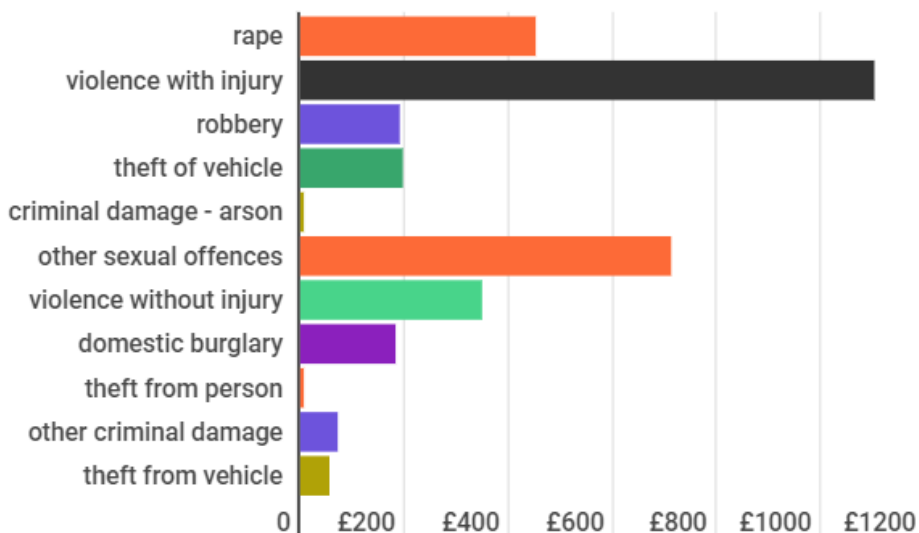


Figure 13 presents the estimated cost to Brighton & Hove in 2018/19 of a number of crime types, based on the latest Home Office cost estimates (2015/16). These calculations are based on the number of police recorded crimes in the city in 2018/19, scaled up according to estimated under-reporting rates (informed by the Crime Survey for England & Wales).

Figure 13. Estimated total cost of personal/domestic crimes in 2018/19 in Brighton & Hove, £millions



Using these calculations, and due to the prolific number of these crimes in the city, the cost of violence with injury to the city has the highest cost at £1,100m in 2018/19. Rape and sexual offences are the next most costly.

²⁵ Heeks M, Reed S, et al (2018) The economic and social costs of crime, Home Office Research Report 99 <https://www.gov.uk/government/publications/the-economic-and-social-costs-of-crime>

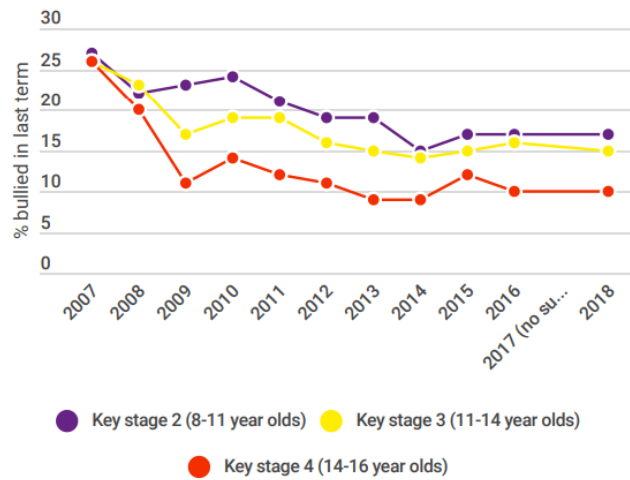
6. VULNERABLE GROUPS

6.1 Young people

Bullying

17% of children at KS2, 15% at KS3 and 10% at KS4 reported in the Safe and Well at School Survey 2018 being bullied during the current term. The bullying rate at all key stages declined between 2010 and about 2014, but has shown signs of slightly increasing since then.

The percentage of pupils who say they had been bullied in the last term



As well as younger pupils, the following groups of secondary school pupils are statistically significantly more likely to have been bullied (13% for all secondary pupils):



31%

Pupils who say they are adopted (31%) compared to other pupils (13%)



26%

Pupils who did not (26%) or did not always (33%) identify with the gender they were assigned at birth



30%

Young carers (30%) compared to other pupils (12%)



23%

LGB pupils (23%) compared to heterosexual/straight pupils (11%)



29%

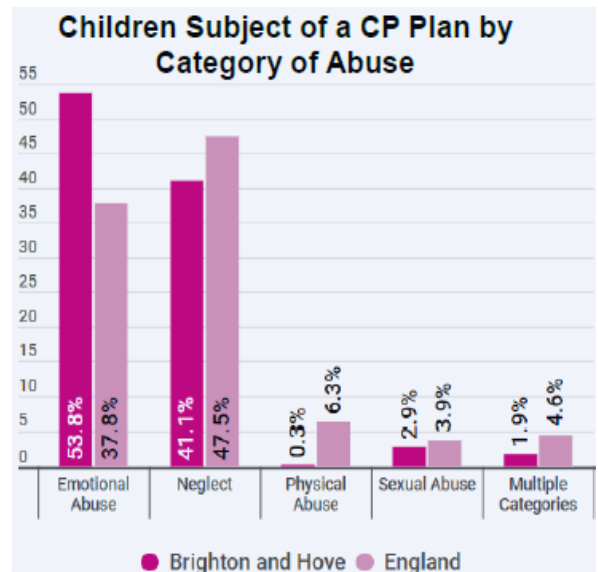
Pupils who receive extra help (29%) compared to pupils who do not receive help (12%)



14%

Girls (14%) compared to boys (12%)

Figure 14



Supporting children at risk

The Safeguarding Children Partnership reported the following data in their annual report for 2018/19²⁶

- There were 735 children and young people open to the Early Help Service, and 314 children the subject of a child protection plan as of March 2019. 36 children were unborn or less than 1 year old, 63 were between 1 and 4 years old, 87 between 5 and 9, 107 were between 10 and 15, and 21 were 16 or over.
- Of those on a child protection plan, 54% had been subjected to emotional abuse, 41% to neglect, 3%

²⁶ Local Safeguarding Children Board Annual Report 2018/19. <https://www.bhscp.org.uk/wp-content/uploads/sites/3/2019/11/Annual-Report-2018-19.pdf>

sexual abuse. and 0.3% physical abuse (see Figure 14).

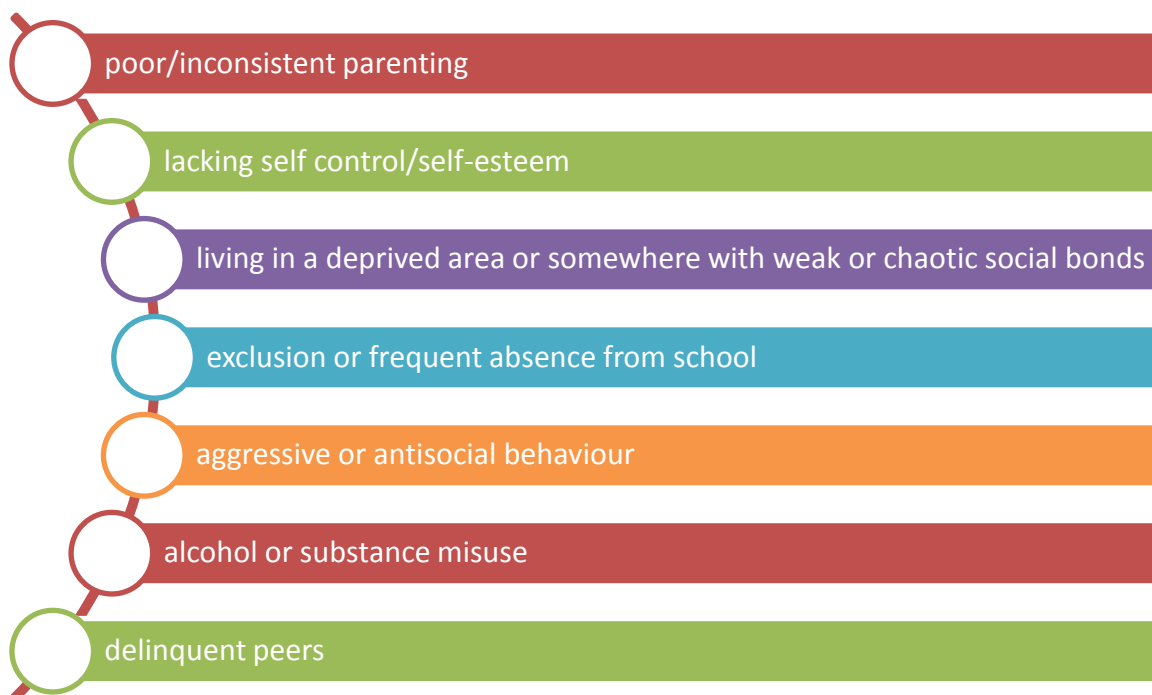
- In 2017/18, there were 649 half day exclusions from primary schools and 5,171 from secondary schools. 5.5% of city pupils had received a fixed term exclusion, higher than the England average, while the permanent exclusion rate was about a third of that nationally.
- There were 1,065 open cases on the Child and Adolescent Mental Health Services caseload as of March 2019, an increase from 906 12 months before.
- In their 2018/19 annual report²⁷, children’s services reported the following service statistics under the heading ‘Being safe and happy’.

Being safe and happy

- **1,375** receive family support (including the national Troubled Families programme)
- **1,866** children are supported by social work to be safe
- We act as Corporate Parent to 391 children in care and 308 care leavers aged between 18 and 25
- We help support **37** unaccompanied asylum seeking children

Risk factors associated with offending

According to the Youth Justice Board²⁸ children with the following characteristics are at a greater risk of involvement in offending:



A recent review which focused on the impact of health on criminal justice involvement.²⁹ highlighted how child and adolescent health and developmental difficulties are important determinants of involvement in the criminal justice system. These included **neurodevelopmental disabilities, traumatic brain injury, mental health difficulties, and childhood experiences of trauma and**

²⁷ Families, Children and Learning Annual Report 2018/19. https://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/FCL%20Annual%20report%202019_0.pdf

²⁸ Youth Justice Board (2017) Effective practice in youth justice. Prevention in youth justice.

²⁹ Hughes N, Ungar M et al (2020) Health determinants of adolescent criminalisation. The Lancet: Child and Adolescent Health. [https://www.thelancet.com/journals/lanchi/article/PIIS2352-4642\(19\)30347-5/fulltext](https://www.thelancet.com/journals/lanchi/article/PIIS2352-4642(19)30347-5/fulltext)

Vulnerable groups

adversity, all of which were shown to be higher in incarcerated young people than in the general population. It also noted that risk is enhanced by societal marginalisation, structural disadvantage and inequality. The review concluded that early identification and assessment is required, with responsive interventions taking account of the particular needs and circumstances of individuals.

Offenders and reoffending

The number of young offenders in the city as recorded by the Ministry of Justice has shown a year on year decline from 583 in 2008/09 down to 118 young people recorded as offending in 2016/17. The number of young people offending for the first time has also dropped steeply over that period (see Figure 15).

Over this period there has been focused partnership work and processes seeking to divert young people at risk of entering the criminal justice system through alternative interventions.

Although the number of young offenders has been dropping, the percentage of those who have reoffended, and the frequency with which they have done so have increased over this period, suggesting that those who are offending are facing greater challenges to leading crime-free lives.

Figure 15

First time entrants to the criminal justice system: rate per 100,000 young people aged 10-17 (no. of FTEs in B&H 2017/18: 24; 2018/19: 30)

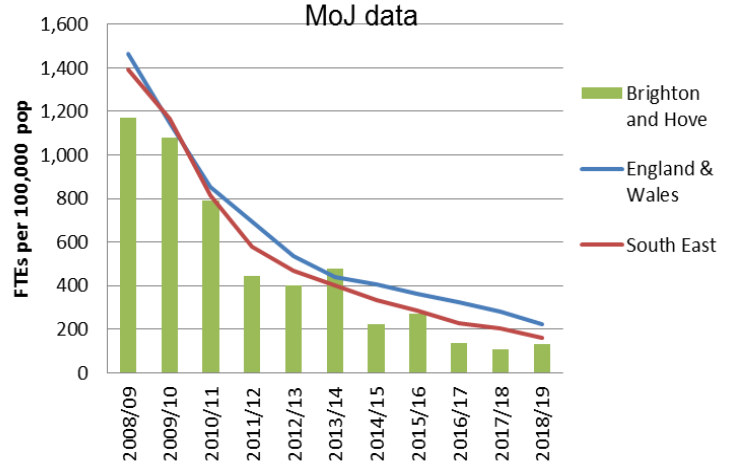
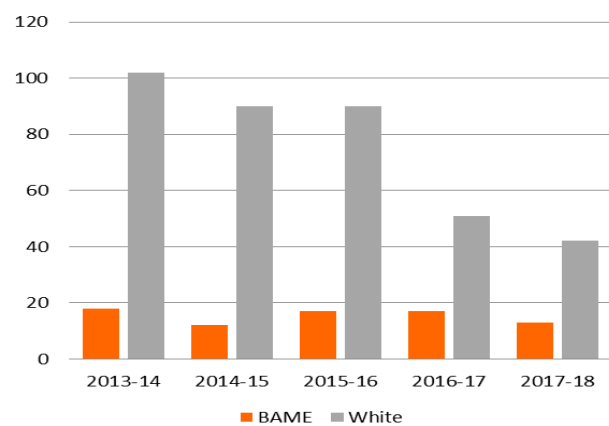


Figure 16. Brighton & Hove youth offenders receiving a caution or sentence, 2013/14 - 2017/18

There were 55 youth offenders in Brighton & Hove in 2017/18 who received a caution or sentence. Figure 16 shows a downwards trend in young offenders in the city with White ethnicity, but the number with a Black, Asian, or minority ethnic background has not shown the same downward trend.³⁰

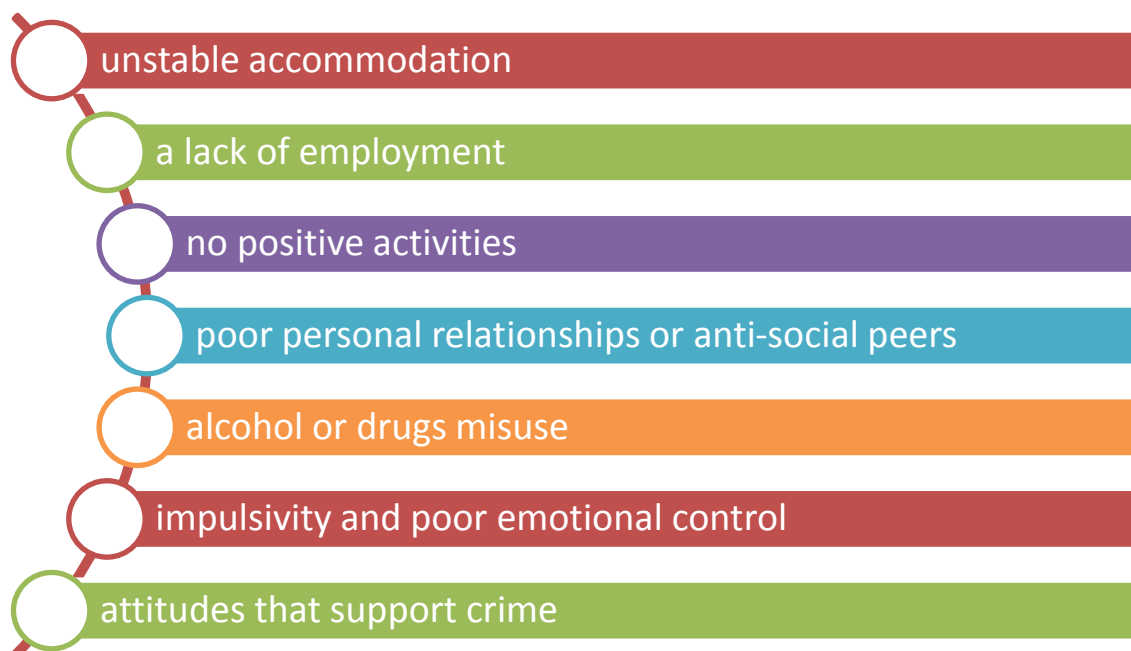


³⁰ Derived from Youth Justice Statistics Open Data

6.2 Adults

Risk factors associated with offending

HM Prison and Probation Service have listed the following factors which increase the risk that individuals will offend³¹.



A report looking at the health needs of offenders by regions in the South East collated relevant data on the characteristics of resident population from national datasets.³² Figure 17 shows that Brighton & Hove is poorer in comparison with West and East Sussex, and England on a number of measures which relate to the risk factors above.

Figure 17

		East Sussex	West Sussex	Brighton & Hove	England
Adults	Self-harm hospital admissions (per 100,000)	456	500	544	407
	Unemployment	4.2%	3.1%	5.3%	3.9%
	Common mental health problems	12.7%	12.8%	17.3%	15.6%
	Long-term mental health problems	9.5%	8.5%	13.5%	9.1%
	Subject to Mental Health Act (per 100,000)	28.8	33.8	46.4	45.5
	Learning disabilities	0.51%	0.49%	0.48%	0.47%
	Binge drinking	12.1%	14.4%	31.9%	17%
	Alcohol-related harm (per 100,000)	12	13	23	14
	OCU drug use (per 1,000)	8.5	6.1	14.5	8.6
	Statutory homelessness (per 1,000)	2.92	1.71	3.80	2.10
	Rough sleeping (per 1,000)	0.39	0.26	1.37	0.20

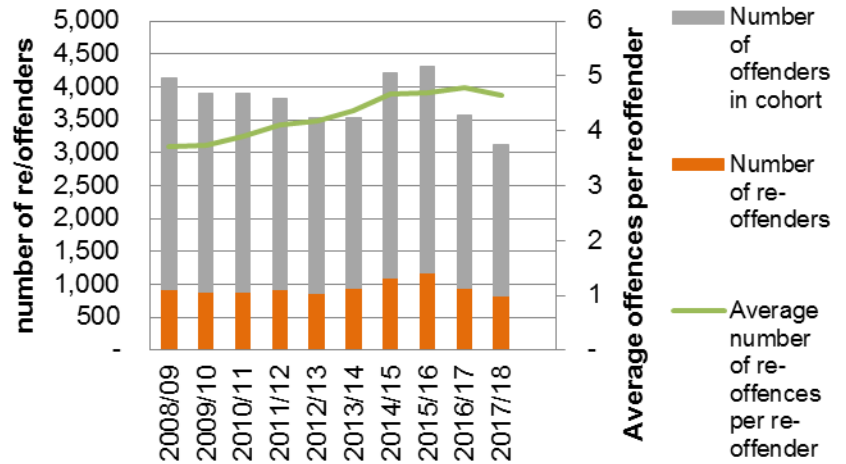
³¹ Her Majesty's Prison & Probation Service (2019) Risk assessment of offenders <https://www.gov.uk/guidance/risk-assessment-of-offenders>

³² Tamlyn Cairns Partnership (2019) Findings from the Liaison & Diversion HNAs in South East Region.

Offenders and reoffending

The number of adult offenders in the city as recorded by the Ministry of Justice declined between from 3,215 in 2008/09 to 2,285. However, the number of people reoffending has remained roughly at the same level over this period of time, while the average number of re-offences per offender was on an upward trend until 2014/15, but has remained fairly stable up to 2017/18 (see Figure 18).

Figure 18
Offenders and offending by adults in Brighton & Hove, 2008/09 to 2017/18



Through health assessments of people detained in custody across Sussex, mental health was identified as a need most frequently, followed by substance misuse, self-harm, homelessness and learning disability.³²

6.3 Victims of crime

Figure 20
Police recorded crimes per 1,000 pop by victim age group, 2018/19

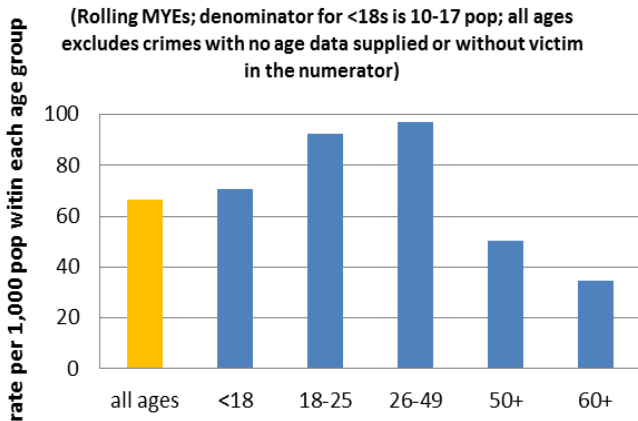


Figure 20
Total crimes per 1,000 adults, Sep to Dec 2019, England & Wales by age and sex, CSEW open data tables

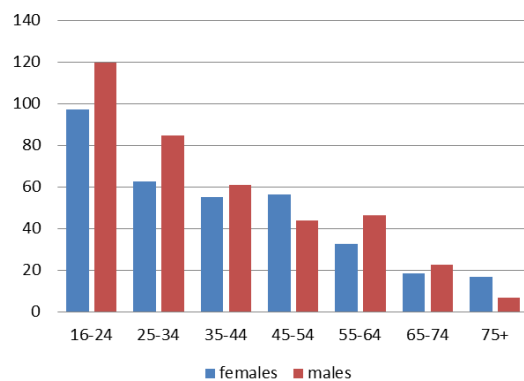
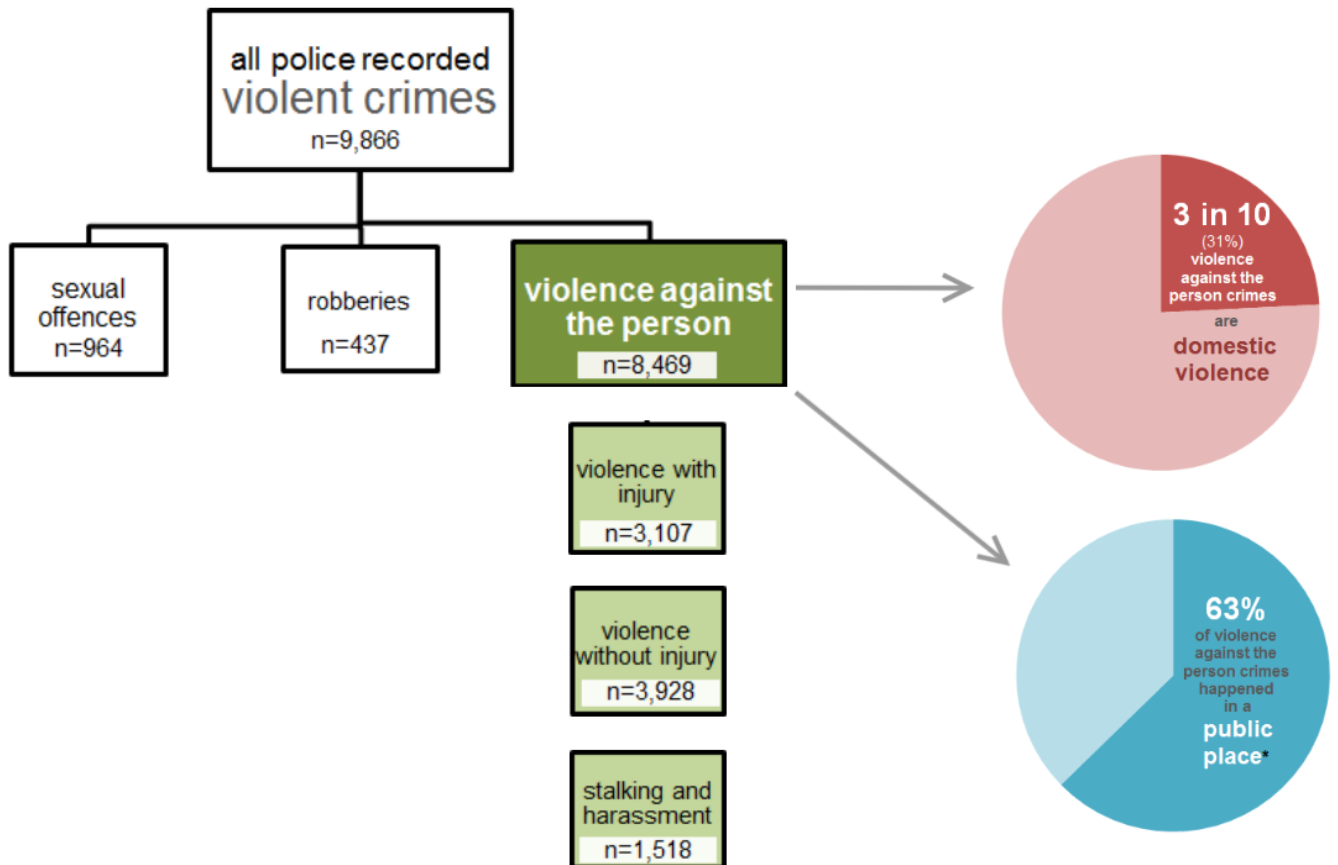


Figure 20 shows the number of total crimes recorded in Brighton & Hove by age group, accounting for the size of the local population within each age band. The age group with the highest victimisation rate in his dataset is the 26-49 group with 18-25s next highest. However, in interpreting this data it is necessary to consider whether reporting is higher at certain age groups. Data from the Crime Survey for England & Wales (see Figure 20) show that victimisation of total crime decreases with age, suggesting therefore that the younger age groups may be under-reporting locally.

7. VIOLENCE, ABUSE AND EXPLOITATION

7.1 Overview of violent crime

- Violence is a very broad crime category: In 2018/19 there were nearly 10,000 crimes recorded by the police, of which 86% were violence against the person (VAP) offences. Of VAP crimes,
 - 46% are without injury
 - 37% involve injury
 - 18% are stalking or harassment
- 3 in 10 (31%) of VAP crimes are domestic violence
- Nearly 2 in 3 (63%) of VAP crimes happen in a public place








The rest of Section 7 looks at various types of violence, abuse and exploitation.

7.2 Serious violence, incl. robbery and crimes involving weapons

Contributory factors

- The government’s Serious Violence Strategy³³ makes a clear link between changes in the drugs market, particularly in relation to crack cocaine, and serious violence, with this being linked to supply and demand. It notes that drug market violence may be facilitated and spread by social media, in some cases using social media to glamorise a gang or drug-selling life, taunt rivals and normalise weapons carrying.
- The Serious Violence Strategy also notes that crime can be driven, not just by individuals with a greater propensity for offending (such as those originating from circumstances when growing up), but also by factors that make the opportunity for crime greater.⁶⁰ For example, more people in the confined spaces of pubs and clubs consuming alcohol increases the opportunity for provocation and violence.
- The involvement of alcohol remains an important factor behind many crimes of violence, both in a public place and in a domestic situation. However, there is no evidence that the increase trend in recorded serious violence is driven by an increasing role of alcohol.

National and local data

	annual trend: last 8 years	Data for 2018/19 (or latest as specified)	benchmarking
Police recorded serious violence offences (No.)		239	
Robbery offences (No.)		437	rate/1,000 pop B&H: 1.53 SE: 0.73 E&W: 1.46
Police recorded serious knife crimes (NI 28) (No.)		92	
Police recorded gun crimes (NI 29) (No.)		10	
Possession of weapons offences		428	rate/1,000 pop B&H: 1.49 SE: 0.75 E&W: 0.79
Test purchases for underage knife sales and sales		11 sales out of 38 test purchases	
A&E assault-related attendance records where text string *stab* or 'knife' has been found in free text records (No.)		48	

³³ Home Office (2018) Serious Violence Strategy <https://www.gov.uk/government/publications/serious-violence-strategy>



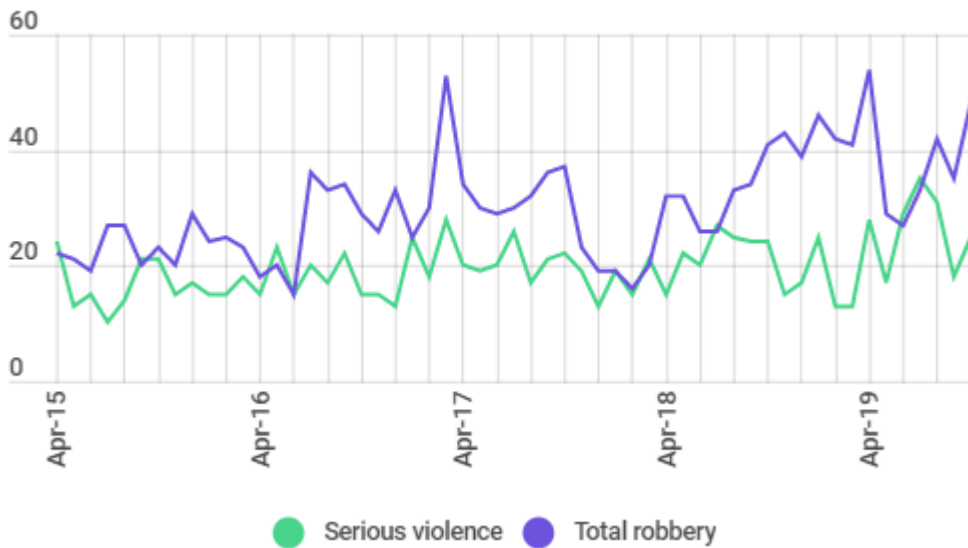
A&E admissions for assault by sharp object at RSCH (HES data) (No.)		35	
A&E admissions for assault by sharp object for B&H residents only (HES data) (No.)		12	

Figure 21. Police recorded robbery and serious violence crimes, Brighton & Hove



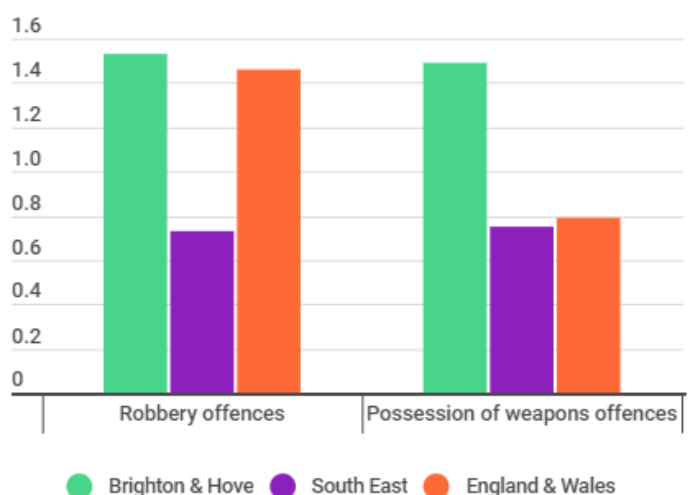
Serious violence

- There has been a year on year increase of serious violence offences (including GBH offences and more serious violent crimes) recorded by the police over the last 8 years.
- Numbers in the first 8 months of 2019/20 has also continued to rise, showing a 21% increase compared with the same months in 2018/19.

Robberies

- Robberies have increased steadily since 2014/15, particularly steeply in second half of 2018/19 and into 2019/20. This increase has been seen in both personal robberies and while business robberies have been relatively few, they have also seen a similar increase.
- Brighton & Hove has slightly more robberies per head of population than England & Wales, and more than twice the rate of the South East.

Figure 22. Police recorded robberies and weapons offences: number per 1,000 pop.



Serious violence

Crimes involving weapons

- There were 428 possession of weapons offences in Brighton & Hove in 2018/19. The rate per resident is roughly twice that of the South East and of England & Wales as a whole.

- In Brighton & Hove both police recorded serious knife crimes and gun crimes have dropped slightly over the last six years, but the last quarter of 2018/19 showed an increase in both crime types. This increase has continued into the first six months of 2019/20, with the number of both recorded gun crimes and knife crimes in this period exceeding the total number recorded in the whole of 2018/19.

- In Sussex in 2018/19 the involvement of knives in selected serious violent offences³⁴ accounted for 5.1% of these offences. This was slightly higher than the South East average of 4.4%, but lower than the England & Wales average of 6.0%.³⁵

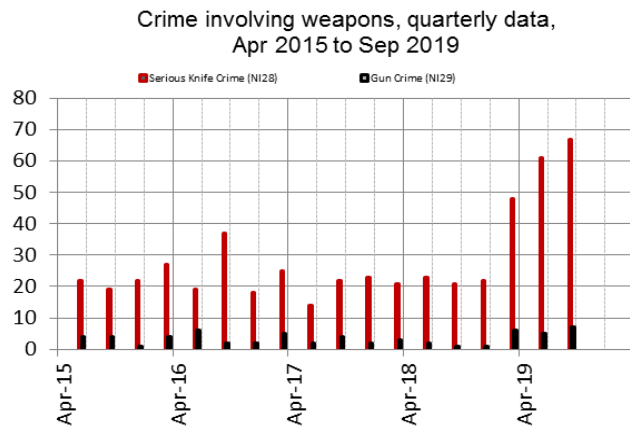
- In Sussex in 2017/18 there were 298 recorded offences involving a knife or sharp instrument. Nationally, numbers have risen consistently since 2013/14.³⁶

- In Sussex in 2017/18 there were 61 recorded offences involving the use of a firearm. Nationally, the number of recorded offences has declined year on year over the last 10 years.³⁶

- Searching for the text string 'stab' or 'knife' in a free text field for people arriving at A&E as a result of an assault identifies 48 such attendances in 2018/19, of which 18 related to assaults known to have taken place in the city, and 21 which were known to have happened to a city resident, although place of residence and assault location information is not always completed.

- Out of 38 test purchases for underage knife sales carried out in 2018/19, 11 resulted in a sale.

Figure 23



³⁴ These selected serious violent offences include: homicide; attempted murder; threats to kill; assault with injury/assault with intent to cause serious harm; robbery; and rape/serious assault.

³⁵ [Crime in England & Wales, year ending March 2019 - PFA tables](#)

Who, what, where, when

Robberies



- 90% of robberies (392/437) recorded in 2018/19 were personal robberies and 10% (45/437) were business robberies.
- 82% of personal robbery victims where gender was recorded in the 12 months July 2018 – June 2019 were male; 18% were female.
- Males aged 10-19 had the highest rate of victimisation for personal robbery in the 12 month period July 2018 – June 2019 (6.4 per 1,000 pop.). 10-19 year old males were over twice as likely to be victimised than 20-29 year old males, the group with the next highest rate of victimisation (3.0 per 1,000 pop.). The rate of victimisation decreased with every subsequent age group after this (see Figure 24). During this time period, 26% of personal robbery offences had a 10-19 year old male victim.
- For female victims, whilst the level of victimisation was much lower, the highest victimisation rate was found in the 20-29 age group (0.88 per 1,000 pop.)
- The average age of victims in the 10-19 age group was 17.
- There is not sufficient information recorded regarding weapons, or articles being stolen to analyse this information further.
- The hotspot for personal robbery offences in this period is predominantly in Regency and St. Peter’s and North Laine wards and is strongly city centre based, with offences peaking over Friday and Saturday nights, suggesting links to the night-time economy. The hotspot includes most of the North Laine, the Lanes and Churchill Square, as well as the Old Steine and part of Kempthorn.
- Brighton beach, Kings Road and Kings Road Arches, London Road, St James’s Street, North Street, Brighton railway station, Pavilion Gardens, and the Level are all repeat locations, with clusters of offences in these locations.

Figure 24

Victimisation rate of personal robbery offences per 1,000 pop

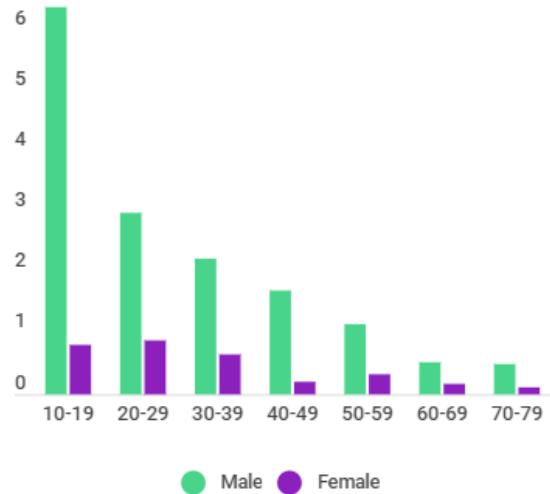
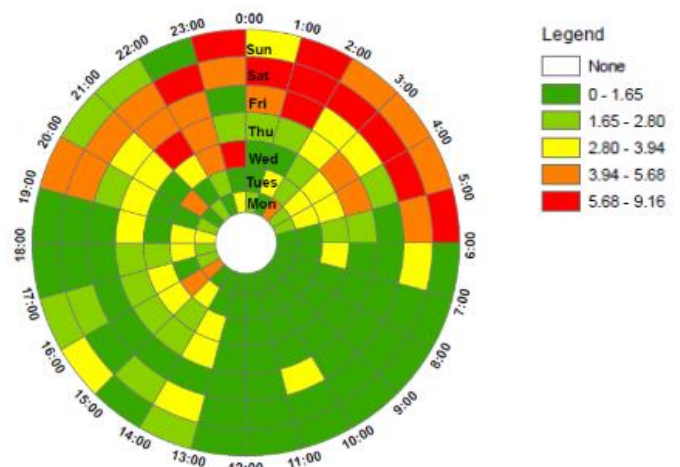


Figure 25. Personal robbery offences, July 2018- Jun 2019: Time of day and day of week



Crimes involving weapons

- Across Sussex in 2018/19, there were a total of 990 selected serious violent offences involving a **knife or sharp instrument**: 5 for homicide; 8 for attempted murder; 87 threats to kill; 560 assault with injury/assault with intent to cause serious harm; 304 for robbery; and 26 for rape or serious sexual assault.³⁵
- In Brighton & Hove nearly half (47%) of the 83 serious knife crimes in 2018/19 were robbery offences, 45% were violence against the person offences, and 8% were sexual offences. Offences in quarter four of 2018/19 followed a similar profile, although higher in number. The trend for serious knife crime could therefore be affected by general trends in robbery and violence against the person offences.

Serious violence

- Of the 83 offences in 2018/19 extracted for this analysis, 74 were knife/dagger offences, and 9 were bottle/glass offences.
- Numbers are low and therefore caution must be used, but 10-19 year olds were the most likely to be victims of serious knife crime in 2018/19, followed by 30-39 year olds, and this followed the same profile when looking at just quarter four of 2018/19, where the main increase in the number of offences was seen. 79% of serious knife crime offences in this time period had a male victim; 21% had a female victim.
- In England & Wales in 2017/18, 0.2% of violence against the person crimes involved a firearm, rising to 2.7% of attempted murders/assaults with intent to cause serious harm, and 4.0% of murders). Firearms were involved in 2.2% of robberies.
- Nationally, people aged between 15 and 34 are over-represented as victims of firearm offences (excl. air weapons)³⁶.
- A national study found that children under 16 are at the highest risk of being stabbed when going home from school.³⁷

Summary of key issues

- 2019 shows a steep increase in both offences involving weapons and other serious violent crimes.
- Serious violent crimes disproportionately affect young males as victims.
- Violence with injury offences have the highest estimated cost impact in the city.
- Links to the night time economy are shown with peaks for these types of offences occurring on Friday and Saturday night in the city centre.
- There is potential for making better use of data sources other than that recorded by the police.



Resources and gaps

current services	community assets	gaps
<ul style="list-style-type: none"> • Police • BHCC • Third sector partners (St Giles Trust) • Probation • Court Services • Home Office • OSPCC 	<ul style="list-style-type: none"> • Trust for Developing Communities, • LATs 	short term funding



Recommendations for partnership work

- Better analysis and collection of data from all partners so that resources can be better targeted including NHS and accident and emergency departments.
- Monthly Partnership Tactical Tasking and Co-ordination Group (PTTCG) to identify areas of concern and task responses ensuring that relevant partners are participating in identifying issues and delivering solutions.

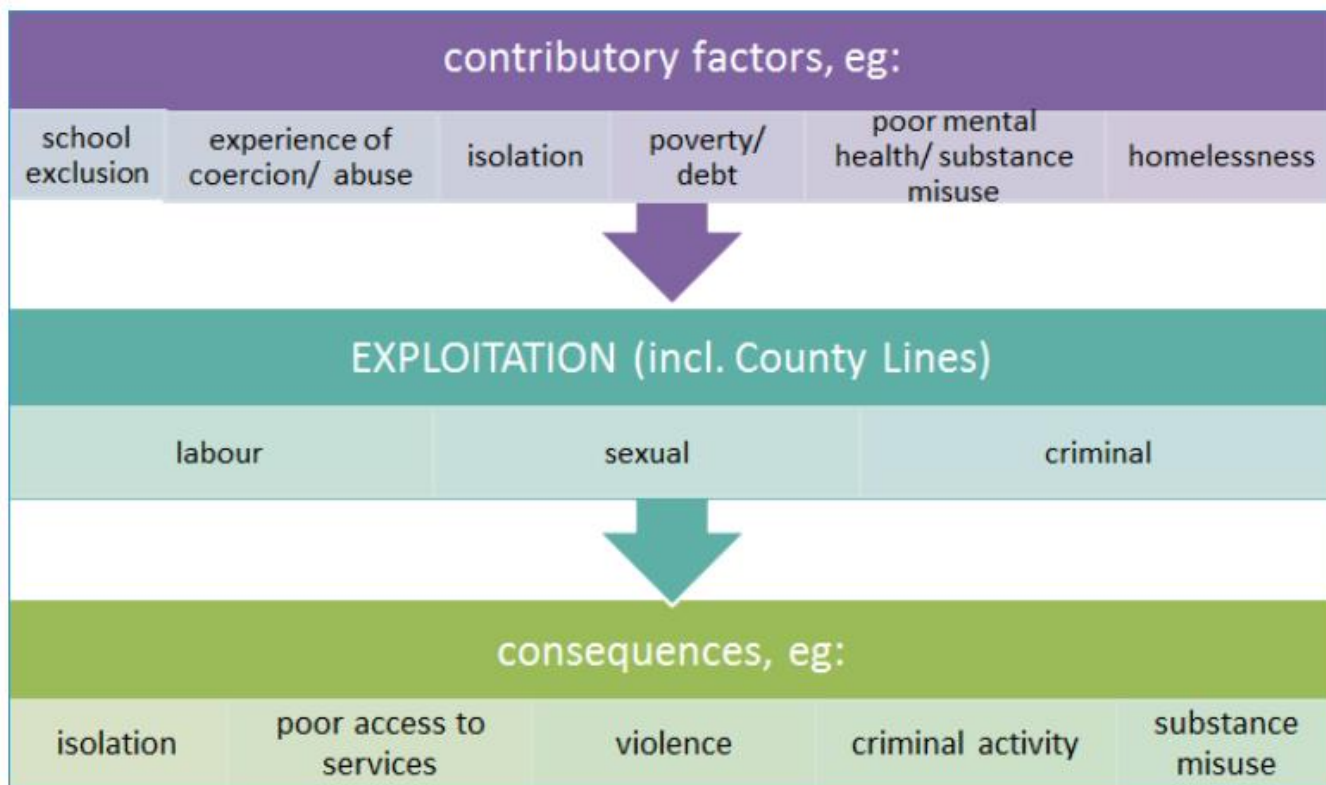


³⁶ ONS. [Offences involving the use of weapons: year ending March 2018](#)

³⁷ Temporal and geographic patterns of stab injuries in young people: a retrospective cohort study from a UK major trauma centre, British Medical Journal, 2018

- Development of a Violence Reduction Unit to sit alongside the PTTCG.
- Maximise the role of the serious and organised crime (SOC) tactical groups to review opportunities to use available tools and powers against gangs and serious crime groups.
- Review the Statement of Licensing Policy to address concerns regarding the night time economy.
- Continue to work with community and third sector organisations to identify service gaps and commission services to address these gaps.
- Adopt a preventative approach to serious violence.

7.3 Violence, vulnerability and exploitation



National and local data

Data in the table below is a combination of contextual data and other data more specifically focused on cuckooing and exploitation. In some cases, the datasets have only recently begun to be collected, and in other cases, there is work needed to improve the robustness of available information.


The previous section on serious violence (Section 7.2), which showed a steep rise in robberies and in crimes involving weapons, will include some crimes perpetrated in the context of VVE. Similarly, the follow section on modern slavery (Section 7.4) looks specifically at modern slavery and trafficking, which also overlaps with VVE.

	annual trend: last 8 years	No. in last year	notes
Police recorded drugs supply offences (No.)		2018/19: 148	Subject to levels of police activity
Young people reporting to never have tried drugs, KS3 (%)		2018: 94%	In 2014 Brighton & Hove had the highest percentage of 15 year olds in the country reporting that they had tried cannabis ¹⁴
Young people reporting to have never tried drugs, KS4 (%)		2018: 81%	

Strategic Assessment of Crime and Community Safety, 2019


Properties identified where cuckooing is or may be taking place (Op Cuckoo) (No.)		Total cases: 108 (May-Oct 2019)	
Current cuckooed properties identified (live cases) (No.)		19 (as of Nov 2019) R: 1 A: 10 G: 8	
Children identified at a cuckooed property (No.)		2 recorded in first 8 months of 2019/20,	NB. data needs verification
Closure orders issued to tackle VVE (BHCC & RSL housing only) (No.)		4 in 2018/19 5 in first 8 months of 2019/20	RSL = Registered Social Landlord
Closure orders issued to tackle VVE (police-led) (No.)		12 full; 4 partial closures in first 8 months of 2019/20	
Young people discussed at AVRМ who have a red RAG rating (Average no. per quarter)		average of 14.8 per quarter in 2018/19 average of 12 per quarter in first 2 quarters of 2019/20	AVRM = Adolescent Risk and Vulnerability Meeting
Children going missing from home or social care three or more times (Average no. per quarter)		36 from care; 90 from home (average of q1 and q2, 2019/20)	
Going missing from home or social care three or more times - total episodes (No.)		846 in 2018/19 566 in first 6 months of 2019/20	
Children identified as at risk of or engaged in criminal exploitation (No.)		46 as of Nov 2019	probable overlap with CSE
Children identified as at risk of or engaged in sexual exploitation (No.)		46 as of Nov 2019	probable overlap with CCE


Contributory factors

- The government's Serious Violence Strategy is clear that there is a strong link between drugs, serious violence and the criminal or sexual exploitation of children and vulnerable adults.³³ 
- Research suggests that there will be a £3.1 billion shortfall in children's social care funding by 2024/25 with an urgent need for local authorities to reinstate early help and intervention services, including youth services.³⁸ Many children affected by County Lines have challenging and complex starting points in life such as living in care, subject to child protection plans, excluded from mainstream education, under the youth offending service, have a diagnosed or undiagnosed disability, are drug users, have experienced serious assault/violence and have had episodes of missing from home or care for significant periods of time.³⁹
- The government's Serious and Organised Crime Strategy states that serious and organised crime affects more UK citizens, more often, than any other national security threat and leads to more deaths in the UK each year than all other national security threats combined. It costs the UK at least £37 billion annually. Since 2014 there have been genuine increases in some low volume, high harm offences. The National Crime Agency (NCA) assesses that the threat from serious and organised crime is increasing and serious and organised criminals are continually looking for ways to sexually or otherwise exploit new victims and novel methods to make money, particularly online.⁴⁰ The Local Government Association estimates that social care faces a funding gap of £4.3 billion by 2020. The National Audit Office concluded that neither national nor local government know how long the NHS and care system can continue to absorb these pressures.⁴¹ This means that people with vulnerabilities such as poor mental health, learning disability, substance misuse issues or homelessness are increasingly likely to be targeted and find access to services more difficult.

Who, what, where, when, etc.

Local data

- It was estimated that in 2016-17 there were approximately 2,065 heroin and/or crack cocaine users in Brighton & Hove.⁴² This indicates that there is a sizeable Class A drugs market in operation in the city. 

- Three out of four different measures of drug-related deaths in Brighton & Hove increased between 2014 and 2017. 

14 drug deaths

believed to be linked to County Lines according to the 2018 Locality Review.

- The 2018 Locality Review reported that County Lines had been linked to 14 drug deaths⁴⁵.
- In terms of young people, some may be more vulnerable to engage in drugs use than others. The Safe and Well at School Survey found that school pupils were more likely to have tried drugs if they were:

- adopted
- unhappy
- needing extra help at school



36 children missing from care; 90 missing from home three or more times

Quarterly average, Apr- Sep 2019. NB. Some children may be counted in both figures

³⁸ Children's Society; Counting lives – responding to children who are criminally exploited, 2019

³⁹ County Lines research project; JH Consulting / St. Giles Trust / Missing People, 2018

⁴⁰ Home Office, Serious and Organised Crime Strategy, 2018

⁴¹ The King's Fund; How serious are the pressures in social care?, 2015

⁴² PHE Prevalence estimates 2016/17, cited in Substance Misuse JSNA topic summary 2019. <http://www.bhconnected.org.uk/sites/bhconnected/files/Substance%20misuse%20%28Adults%29.pdf>

- LGBT
- young carers
- If children go missing, this might be a sign that they are being exploited. In the first half of 2019/20 36 children went missing from care and 90 went missing from home three or more times (some children may be included in both figures).



108 cases of cuckooing investigated

Apr-Nov 2019

- There have been 108 cases of cuckooing investigated in Brighton & Hove between April and November 2019. Cuckooing is described further below.



46 children at risk/engaged in criminal exploitation

Children open to social care as of Nov 2019 where where criminal exploitation has been identified . NB. There is overlap with those counted under sexual exploitation below.

- There were 46 children who are open to social care in November 2019 recorded as at risk of or engaged in sexual exploitation and the same number at risk or engaged in criminal exploitation, although there may be some individuals counted in both types of exploitation and the total number of individuals will be fewer.



46 children at risk/engaged of sexual exploitation

Children open to social care as of Nov 2019 where where sexual exploitation has been identified . NB. There is overlap with those counted under criminal exploitation above.

- it is not possible to provide a more detailed description of the local picture due to lack of data, but issues at play nationally are likely to be relevant to Brighton & Hove.

National data

- The government's Serious Violence Strategy 2018³³ tells us that some serious violent offences—homicide, knife crime, gun crime – have been increasing since 2014. However, these typically make up just 1% of crime recorded by the police. The independent Crime Survey for England & Wales and hospital statistics help to provide a fuller picture. While violence has increased by 94% in police figures between 2012/13 and 2016/17, it fell by 26% on the Crime Survey and by 17% in hospital data. This has largely been attributed to the significant improvements the police have made in recording crimes and also that increasingly victims of previously 'hidden' offences like domestic or sexual abuse have come forward to report. However, the hospital data, which are unaffected by the changes to police figures, also show that certain types of serious violence are genuinely rising, and have been since 2014/15.
- Police recorded knife crime has risen by 36% between 2013/14 and 2016/17. There is evidence to suggest that around half of these extra offences are due to improved police recording. Across the same period, hospital admissions for assault by sharp object show an increase of only 18%. Since 2014 there has been a genuine increase in certain types of serious violence across England & Wales; specifically, homicide, knife crime and gun crime. However, it should also be noted that improvements in recording practices are also a factor. These offences typically make up just 1% of all crime recorded by the police, but they cause some of the most serious harms to individuals, communities and societies.³³ It is important to acknowledge that data related to serious violence is developing locally and provides opportunities to better understand how this impacts in Brighton & Hove.
- 'County Lines' is the name given to the use of a branded mobile phone line which is established in the marketplace and promoted throughout the existing customer base. A relay system (another mobile phone line) is then used to pass orders back to this line in response. The branded phone line is generally controlled by senior group members who are traditionally based in the urban hub (eg. major cities such as London). Increasingly, there are reported incidents of the phone being

Violence, vulnerability and exploitation

held closer to the rural marketplace (often coastal areas such as Brighton & Hove). The exploitation of young and vulnerable persons is a common feature in the facilitation of County Lines drug supply, whether for the storage or supply of drugs, the movement of cash, or to secure the dwellings held by vulnerable people in the marketplace (commonly referred to as cuckooing). County Lines groups continue to pose a significant threat to vulnerable people and explore a range of opportunities to identify potential new victims. Victims are exposed to varying levels of exploitation including physical, mental and sexual harm, with some over protracted periods. Some vulnerable individuals are trafficked into remote markets to work whilst others are imprisoned in their own homes, which have been taken over using force or coercion.⁴³

- The National Crime Agency (NCA) assesses that most modern slavery and human trafficking is almost certainly driven by organised crime, with most of the organised crime groups loosely networked and of low sophistication. The more sophisticated groups are highly likely to engage in slavery and trafficking alongside other crime, including financial and immigration crime. However, only 8% of all live police modern slavery cases are assessed as serious and organised crime and therefore many are not attracting the additional capabilities available such as financial investigators or support from the Regional Organised Crime Units or NCA.⁴⁴

Summary of key issues

- The Violence and Vulnerability Unit (VVU) completed a locality review in Brighton & Hove in 2018 and found that some of the key issues within the city that need to be addressed are:
 - lack of a needs assessment in relation to drug usage, distribution, use of children, cuckooing, etc.;
 - children not talking and signs of accelerated criminal activity;
 - a perceived disconnect between strategy and frontline staff;
 - “gangs”;
 - the use of debt entrapment to involve young people;
 - the need to make parents more aware of the issues and how they can seek support;
 - a clear profile on gangs, County Lines and drugs;
 - improved governance of exploitation generally;
 - a re-consideration of safeguarding policies and resources; and
 - a clear strategic framework in place to tackle this issue linked with CSE and modern slavery/trafficking work.⁴⁵



Resources and gaps



current services	community assets	gaps
<ul style="list-style-type: none"> • St. Giles Trust (two-year commissioned service by Brighton & Hove City Council (BHCC) from July 2018) • Reboot early intervention youth programme (pan-Sussex – using budget from Home Office early) 	<ul style="list-style-type: none"> • Pan-Sussex Violence Reduction Unit (funded by Home Office serious violence surge) • Brighton & Hove partnership tactical tasking & coordination group (PTTCG) • Albion in the Community 	<ul style="list-style-type: none"> • Services to support transition between children’s and adult services • Services for adults at risk of exploitation / currently exploited where provisions of Care Act

⁴³ National Crime Agency; County lines violence, exploitation & drug supply national briefing report, 2017

⁴⁴ Independent Anti-Slavery Commissioner strategic plan, 2019-21

⁴⁵ Brighton & Hove locality review outcome, Violence & Vulnerability Unit, 2018

intervention youth fund	<ul style="list-style-type: none"> • Third Sector Investment Prospectus (BHCC & CCG funding) • Communities Fund (BHCC-managed) • Trust for Developing Communities - commissioned by BHCC to promote positive changes for young people based around both short and long term outcomes including reducing anti-social behaviour 	<p>2014 do not apply</p> <ul style="list-style-type: none"> • Support for parents of children at risk of exploitation/currently exploited
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Recommendations for partnership

- Governance led by the exploitation strategy group to direct activity guided by input from Home Office, Violence & Vulnerability Unit, Ending Gang Violence & Exploitation regional group and Sussex Police working groups for County Lines / Modern Slavery; and recommendations from Serious Case Reviews / Safeguarding Adult Reviews.
- Communications activity directed via the exploitation strategy group to direct regular, clear messaging including learning & development opportunities via a multi-agency communications plan led by Brighton & Hove City Council, Sussex Police and Brighton & Hove Clinical Commissioning Group.
- Safeguarding using a contextual approach to ensure people involved in gangs / local crime groups are supported and their needs are met; prevent vulnerable people becoming involved with gangs / local crime groups through peer support and workshops for families / parents / carers / guardians.
- Disruption activity via multi-agency tactical operations / intensification weeks as directed by the Partnership Tactical Tasking Coordination Group (PTTCG) for emerging vulnerable locations / issues.
- Enforcement activity directed by PTTCG / Serious Organised Crime (SOC) tactical groups using available tools and powers against gangs / local crime groups who exploit vulnerable people (eg. Modern Slavery Act 2015, Anti-Social Behaviour, Crime & Policing Act 2014, etc.).
- Partnership data developed, analysed and shared via a central forum with strategic oversight to inform needs assessments / profiles, identify vulnerable locations / hotspots, etc.
- Commissioning within community and voluntary sector (including specialist providers) to fill service gaps using funding opportunities from Home Office, Office of Sussex Police & Crime Commissioner, Third Sector Investment Prospectus, Communities Fund and other appropriate funding opportunities.



7.4 Modern slavery and trafficking

Contributory factors



- The 2016 Home Office Modern Crime Prevention Strategy⁴⁶ proposed that there are six drivers of crime, including opportunity, character, profit, drugs, alcohol and effectiveness of the criminal justice system. Of this list, profit, opportunity and drugs may be particularly relevant to modern slavery.
- Extreme poverty, substance misuse and debt bondage can lead to people becoming trapped into living in circumstances of modern slavery.
- Drugs can be a driver of this type of crime both as a criminal activity (ie. County Lines drug dealing, forced work in cannabis grow operations), and as a vulnerability factor of potential victims.
- Brighton & Hove has a comparatively high level of homelessness and rough sleeping. Those seeking to exploit vulnerable people are known to have preyed upon members of the local street community with offers of work, accommodation and sometimes access to alcohol, which can later lead to situations of labour exploitation.
- Substance misuse is one of the factors that can put people at greater risk of ‘cuckooing’ (a process in which the homes of vulnerable people are taken over and used by others, often for criminal activity) by groups connected to County Lines. Among other harms, this can lead to forced criminality if they are subsequently coerced to take part in the drug supply activity.
- County Lines drug dealing activity is a significant driver for the exploitation of young people and vulnerable adults.
- Although penalties are high when offenders are brought to justice, the low number of crimes detected and perpetrators brought to justice may not provide a strong deterrent. Due to the complexity of successfully prosecuting modern slavery offences, perpetrators are often charged with associated offences that may have a higher chance of securing a conviction (eg. GBH, offences related to drug supply).
- Some people enter the UK or are brought to the UK without having the correct immigration or identity documents. Sometimes people overstay their visas or their leave to remain expires, meaning that they can no longer access public services, tenancies in the private rented sector or legal employment opportunities. This can push people to enter exploitative situations and make it harder for them to seek help from public authorities.
- Those who do not speak English or for whom English is not their first language are additionally vulnerable to modern slavery offences as this has the potential to increase their isolation and dependency on those that might seek to exploit them.
- Language deficit can also cause further vulnerability to labour exploitation and domestic servitude due to a lack of knowledge of UK employment rights, such as the National Minimum Wage, the Working Time Directive, or the right to provision of appropriate safety equipment. This can lead people to accept exploitative circumstances, as they may not perceive them to be exploitative or may consider them comparatively better than what they could secure in their country of origin or other places they have worked in.
- Brighton & Hove has historically been a city to which draws people who engage the services of sex workers. The illicit nature of this industry is an inherent driver of vulnerability to sexual exploitation. Legal concerns, immigration issues and the stigma that exists around sex work can further reduce the capacity of those experiencing exploitation to seek help. Locations of sex work can also lead to increased incidents of ASB in the surrounding area.

⁴⁶ Home Office, 2016, *Modern Crime Prevention Strategy* <https://www.gov.uk/government/publications/modern-crime-prevention-strategy>



National and local data

	annual trend: last 8 years	No. in 2018/19
Referrals to the National Referral Mechanism - B&H City Council (No.)		3
Referrals to the National Referral Mechanism - Sussex Police (whole of Sussex) (No.)		51
Referrals to the National Referral Mechanism - all agencies (whole of Sx) (No.)		171
MS1 forms (anonymous subjects) submitted to the Home Office (No.)		5
Modern slavery crimes (B&H) under the 2015 Act (No.)		21
Completed safeguarding enquiries linked to modern slavery (No.)		0

- The National Referral Mechanism NRM is a national framework for identifying victims of human trafficking to ensure they receive the appropriate protection and support.
- Across Sussex, of the 171 referrals of potential victims of modern slavery and human trafficking to the NRM, 30% were initiated by Sussex Police, 26% by Home Office Immigration Enforcement, 18% by UK Visas and Immigration and 13% by local authorities.
- There has been a year on year increase in NRM referrals over the last three years. This is consistent with the national picture where there has been a fourfold increase between 2013 and 2018. Behind this has been increased policy and legislative developments, and greater awareness nationally and locally.

Who, what, where, when, etc.

Brighton & Hove data



- Out of the 21 modern slavery crimes recorded in Brighton & Hove in 2018/19, 18 related to holding a person in slavery or servitude, 2 to forced labour and 1 to arranging or facilitating travel with view to exploitation
- Of 17 modern slavery offences in 2018/19 where the gender of the victim was recorded, 9 were female, and 8 were male. Numbers are low, and therefore caution must be used, but the highest number of victims were found to be in the 10-19 age group (n=8) and of these the majority were male. Further information regarding the nature of these offences was not sufficiently recorded to analyse.
- Brighton & Hove local authority has made NRM referrals of 4 adults and 6 minors over the last three years.



21 crimes of modern slavery

2018/19. 18 holding a person in slavery/servitude; 2 to forced labour; 1 facilitating travel for exploitation. 10-19 yr old males most common victim group

Modern slavery and trafficking

- There have been 11 MS1 forms submitted in relation to Brighton & Hove to the Home Office (where the 'subject' wishes to remain anonymous and an NRM referral is therefore not possible) over the last three years. These have all been made by Sussex Police, and cover a range of different types of modern slavery.

NRM referrals for the whole of Sussex, 2018/19

- Sussex Police referred 12 adults and 40 minors in 2018/19. These were 37 males and 17 females
- 97% (33 out of the 34 where type of exploitation was known) of the referrals of males related to labour exploitation. For females, 81% (13/16) were referred for sexual exploitation.
- Over half of referrals were UK nationals, with the next two most common nationalities being Albania and Vietnam.

Summary of key issues



- Reporting increasing across Sussex in recent years, in-line with national trends but not keeping pace. New procedures and training for BHCC are currently under development, which may lead to an increase of NRM and MS1 submissions over the next few years.
- Labour exploitation (which includes County Lines related activity) remains the main driver for the exploitation of males. Sexual exploitation is the main driver for the exploitation of females.
- Between 2017/18 and 2018/19 NRM submissions for minors from Sussex Police, East Sussex, West Sussex and Brighton more than doubled, while those for adults rose only slightly. This may indicate a growth of County Lines activity locally, and/or greater awareness that those involved may be subject to exploitative coercion.

Resources and gaps



current services	community assets	gaps
<ul style="list-style-type: none"> • Housing Options • Adult Social Care • Access Point • Hospital Social Work Team • East/West ATS • Children & Family Services 	<ul style="list-style-type: none"> • Survivors Network • St Mungo's Street Outreach • RISE 	<ul style="list-style-type: none"> • No specialist agencies have a presence within B&H • Support for those exiting the National Referral Mechanism

Recommendations for partnership work



- BHCC is holding modern slavery learning events for third sector workers involved with homelessness in late 2019. These are being delivered in partnership with The Passage (www.passage.org.uk). If these initial sessions are found to be productive then this may be an activity to be repeated in the future.
- BHCC could consider similar events for other elements of the third sector. At present there are no local specialist services nor do any of the larger national organisations have a footprint in Brighton & Hove. Working with existing local services to enhance their capacity to meet the needs of potential victims could help make Brighton & Hove a better environment for those that have experienced trafficking or modern slavery.
- BHCC is a member of the Sussex Anti-Slavery Network, which brings together stakeholders from multiple agencies across Sussex (eg. East Sussex CC, West Sussex CC, Police, SECAMB,

Immigration Enforcement). BHCC should continue to play an active role in this partnership, as it is an effective forum in which to share experiences and good practice.

- The Sophie Hayes Foundation is a national charity that primarily assists victims of trafficking and modern slavery who are leaving the support provided by the National Referral Mechanism, with a focus on recovery and employability. They provide group work, coaching and community events. They are looking to expand their services into Sussex and BHCC has had initial conversations about this. This relationship has the potential to increase the services available to identified victims locally.

7.5 Sexual violence and abuse

Contributory factors



- The Home Office Modern Crime Prevention Strategy lists character as a key driver of crime and as such focuses on building positive characteristics and resilience amongst young people in order to prevent crimes such as sexual violence. By teaching young people the concepts of consent and healthy relationships as well as to recognise and challenge unhealthy and exploitative relationships it is hoped fewer young people will become victims and perpetrators of sexual violence.⁴⁶
- The Institute for Alcohol Studies noted that research typically finds that between 25% and 50% of those who perpetrate domestic abuse have been drinking at the time of assault although in some studies the figure is as high as 73%. However, cases involving severe violence were twice as likely as others to include alcohol, and the risk of rape was twice as high for attacks involving drinking offenders.⁴⁷
- Intimate Partner Sexual Violence (IPV) is more strongly associated with gender inequality in the home and experiences of childhood abuse. Sexual only IPV is also associated with multiple sexual partners and engaging in transactional sex.⁴⁸
- Non-partner rape is strongly correlated with notions of male heterosexual dominance and can involve gangs, fights and weapons. It is also more closely associated with alcohol and drug misuse, poverty and depression.⁴⁸

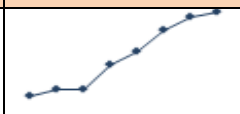
National and local data



- Results from the latest Crime Survey for England and Wales⁴⁹ showed that one in four women (25%) and one in twenty men (5%) had experienced any sexual assault since the age of 16. In the last year, 5% of women, and 1% of men had experienced any sexual assault. Applying this to 2018 mid-year population estimates, it is estimated that 24,152 women, and 4,757 men in Brighton & Hove have been a victim of any sexual assault since the age of 16 and 4,269 women, and 1,226 men have been a victim of any sexual assault in the last year.

In Brighton & Hove there were an estimated **4,269 women and 1,226 men** who had been a victim of sexual assault in the last year

Prevalence

	annual trend: last 8 years	data for 2018/19 (or as indicated)	benchmarking
Sexual offences recorded by the police (No.)		964	21% more recorded crimes in B&H than in E&W per resident (2017/18)

- In Brighton & Hove the police recorded 964 sexual offences in 2018/19, a 4% increase on the previous year and 45% higher than recorded in 2015/16. The rise in sexual offences in recent years has been seen predominantly in serious sexual offences which in 2018/19 made up 85% of all police recorded sexual offences.

⁴⁷ Foster J (2014) Alcohol, Domestic Abuse and Sexual Assault, Institute for Alcohol Studies.
<http://www.ias.org.uk/uploads/IAS%20report%20Alcohol%20domestic%20abuse%20and%20sexual%20assault.pdf>

⁴⁸ Heise L and Fulu E (2014) What works to prevent violence against women and girls?

⁴⁹ ONS, Crime in England and Wales, year ending March 2019
<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingmarch2019>

- Interpreting any trend in recorded data is difficult because, besides any change in the number of crimes taking place, there may also be changes in recording practices, outreach work which encourages reporting, reporting facilities, willingness to report, etc. Improvements in police recording processes following a national inspection of recording standards in 2013 have contributed to the increase in the number of sexual offences data seen since April 2014.

964 sexual offences recorded

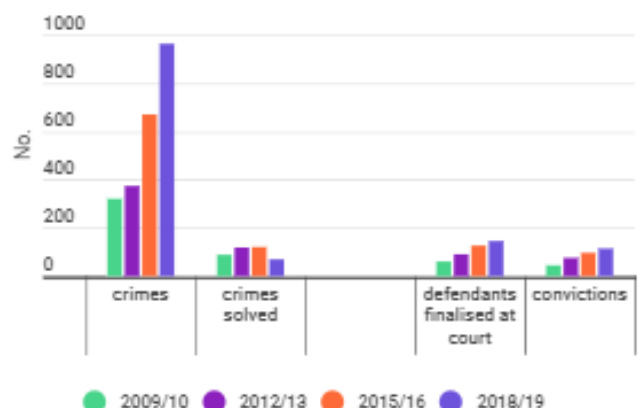
in Brighton & Hove by the police in 2018/19, a 4% increase on the previous year and 45% higher than 2015/16

Criminal justice processes

	annual trend: last 8 years	data for 2018/19 (or as indicated)	benchmarking
Sexual offences solved by the police (No.)		70	
Sexual offences crimes charged by the police (No.)		53	
Finalised court cases for sexual offences (No.)		146	data for B&H not available for 2016/17 and 2017/18
Finalised court cases for sexual offences resulting in a conviction (%)		78.8% (115/146)	England & Wales 2017/18: 58.3% - rape 80.4% - other sexual offences
Time taken between charge and final prosecution outcome - Magistrates Courts (average no. of days)		93 days	Sussex: 110 days
Time taken between charge and final prosecution outcome - Crown Courts (average no. of days)		269 days	Sussex: 279 days


- Figure 26 shows that the number of police recorded sexual offences has increased, while the number of sexual offences which have been solved has dropped since 2015/16.
- 70 sexual offences in 2018/19 were solved against 964 sexual offences being recorded. The ratio of offences solved to offences recorded was 7:100 in 2018/19 down from 32:100 in 2012/13.
- Of the 70 offences solved in 2018/19, 8 (11%) were cautions. This is a higher percentage of cautions than in previous years.

Figure 26

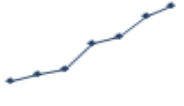

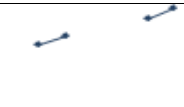
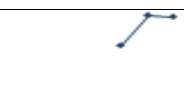


Sexual violence and abuse

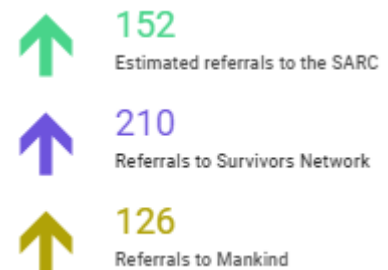
- In 2018/19, 146 sexual offence cases were finalised at court, compared with 127 in 2015/16, an increase of 15%. This compares with a 45% increase in the number of sexual offences recorded over the same period.
- 79% of finalised prosecutions resulted in a conviction in 2018/19, the highest level since 2012/13.
- There was an average of 93 days in 2018/19 between charge and a final prosecution outcome at the magistrates court. This has decreased from an average of 122 days in 2017/18, and is lower than the Sussex average of 110 days.
- There was an average of 269 days in 2018/19 between charge and a final prosecution outcome at the crown court. This compares with a Sussex average of 279 days. The average number of days between charge in final prosecution has increased from an average of 252 days 2017/18.

about 1 in 20 crimes result in a charge		53 charges : 963 crimes
8 out of 10 defendants are convicted		115 out of 146 defendants convicted (79%)

Service data

	annual trend: last 8 years	data for 2018/19 (or as indicated)	benchmarking
SARC referrals; whole of Sussex (No.)		768	2018/19 q4: 19% referrals were for B&H residents
SARC attendances; whole of Sussex, self referrals (No.)		148	
Survivors Network Independent Sexual Violence Advisor referrals (No.)		210	
People receiving Survivors Network counselling (No.)		133	

- Across Sussex there has been a steady rise in the number of referrals to the Sexual Assault Referral Centre in Crawley, totalling 768 in 2018/19, up by 43% from 2015/16. Self referrals, which made up 19% (n=146) of referrals in the most recent year, have increased by 350% over the same period.
- In 2018/19 Survivor's Network received 210 referrals to their Independent Sexual Violence Advisor (ISVA) service, a 9% increase compared with the previous year. 133 Survivor's Network clients received counselling in 2018/19, approximately the same number as the previous year.
- In 2018/19 Mankind received 126 referrals relating to male victims of sexual assault, an increase from 89 in the previous year. 70 clients were provided with counselling support, of whom 65 were aged 26 or over, with an average age of 45.



- In 2018/19, Brighton & Hove City Council Adult Social Care completed 41 safeguarding enquiries linked to sexual abuse, and 14 enquiries linked to sexual exploitation.
- In 2018/19, Sussex Community NHS Foundation Trust received 53 referrals for Brighton & Hove child victims of sexual assault, and saw 15 children. Across Sussex, the number of referrals increased with age (between the ages of 0 and 13), but the percentage of those taking up appointments decreased with age. Most referrals came from social services, followed by the police. 20% of Sussex-wide referrals related to forensic services, 29% to acute services (not forensic, but within 3 weeks of abuse), and 50% to historic abuse.
- In 2018/19 there were 106 domestic violence service users at RISE reporting rape or sexual offences.

What the problem looks like

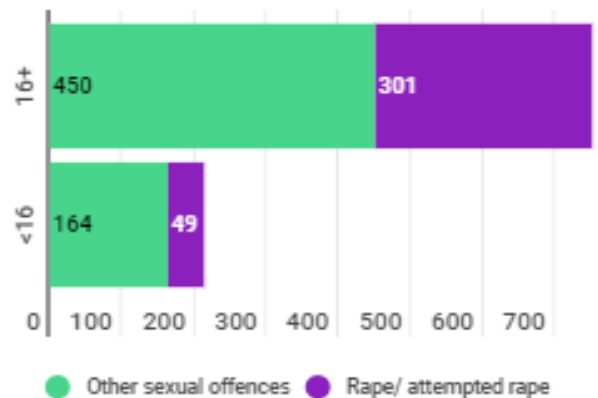
crimes and victims/survivors

- Victims of police recorded sexual offences in 2018/19 were overwhelmingly female, with 85% of offences where victim gender was recorded having a female victim, 15% had a male victim. This remains the same as in 2017/18.
- The highest rate of victimisation for both males and females was in the 10-19 age group (17.4 per 1,000 pop. for females, and 2.4 per 1,000 pop for males). The rate of victimisation for this age group is over twice that of those aged 20-29 (the next highest victim age group) and declines in every subsequent age group.



- Victim ethnicity was unrecorded in 57% of cases. Of those offences where victim ethnicity was recorded (n=408), 89% were 'White – North European', 4% were 'White – South European' and Black respectively, 3% were Middle Eastern, and 1% were Asian.
- 78% (n=751) of sexual offences in 2018/19 were committed against over 16s. Of these, 40% (n=301) were rape or attempted rape offences, and 60% (n=450) were other sexual offences (see Figure 27).
- 22% of police recorded sexual offences in 2018/19 were committed against under 16s. Of these, 23% (n=49) were rape or attempted rape, and 77% (n=164) were other sexual offences.

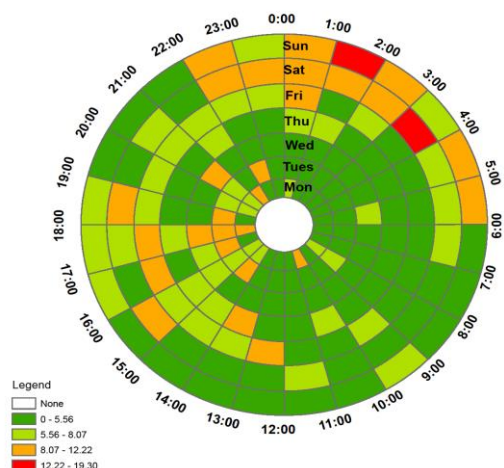
Figure 27



- The Crime Survey for England & Wales found that highest prevalence of sexual abuse was in the 16-19 year age group for women and in the 20-24 year age group for men, with prevalence broadly dropping with age for both women and men.⁵⁰

Figure 28

Data clock for police recorded sexual offences 2018/19



- 15% of all police recorded sexual offences in 2018/19 had a domestic flag.
- Of the 240 Sussex residents attending the SARC in the last quarter of 2018/19, 89% were female and 11% male; 2% (n=4) were transgender. The ethnicity of 27% were other than White British.

⁵⁰ Flatley J (2016) Intimate personal violence and partner abuse. ONS <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/s/yearendingmarch2015/chapter4intimatepersonalviolenceandpartnerabu>

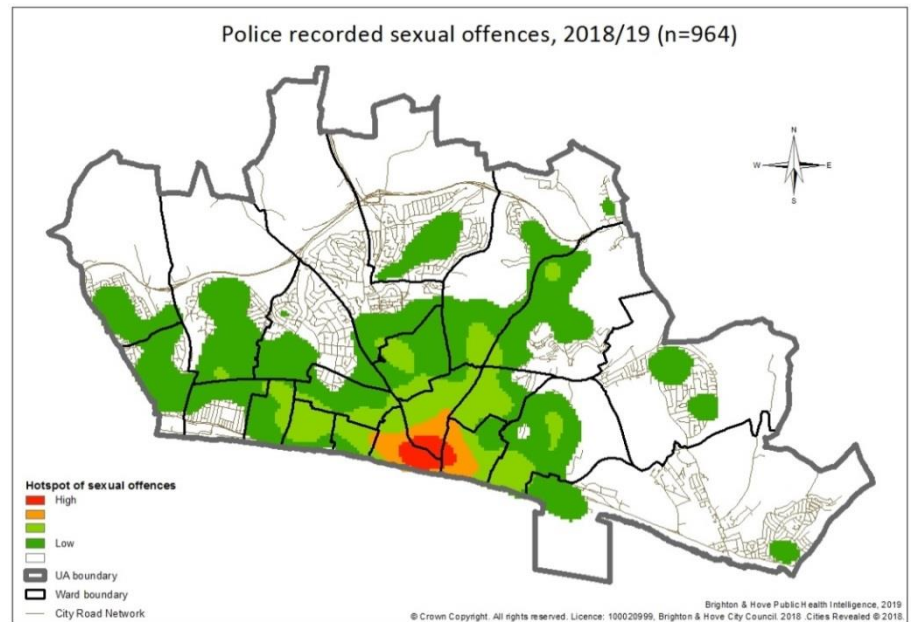
Sexual violence and abuse

- The most common vulnerabilities recorded by the SARC for Sussex residents in the last quarter of 2018/19 were mental health, self harm and domestic violence.

peak times and locations

- There is a clear night-time, weekend pattern in police recorded sexual offences, with an elevated number of offences in the early hours of Saturday morning and again on a Saturday night/ Sunday morning. There is a peak in the number of offences on a Saturday morning between 03.00hrs and 04.00hrs and another on Sunday morning between 01.00hrs and 02.00hrs, suggesting a link to the night-time economy (see Figure 28).
- The hotspot for police recorded sexual offences in 2018/19 is located in the city centre, covering an area including part of North Laine (between North Street and North Road), the Lanes and adjacent seafront, as well as the Old Steine and part of Kempdown (see Figure 29).
- 6% of sexual offences in this time period occurred inside licensed premises. However, the location of the offence may be different to the location where the victim first meets their attacker.
- Regarding the 38 city residents seen at the SARC in the last quarter of 2018/19, they met their assailant at a range of places, including at the assailants home, at an entertainment venue, outdoors, via social media, at the victim's home or at a friend's / family home among other places. However, 34% of assaults took place at the victim's home, and 21% at the assailant's home.

Figure 29



perpetrators

- 43% of all police recorded sexual offences in 2018/19 were committed by a stranger, 33% were committed by an acquaintance, 17% were committed by an intimate, and 7% were committed by a family member.
- 98% (n=112) of those offenders charged with a sexual offence in 2017/18 and 2018/19 were male.
- Numbers are low and therefore caution should be used but the rate of offending is highest amongst the 30-39 and 20-29 age groups.
- There was not sufficient information on offender ethnicity to analyse.
- 69% (n=75) of offenders charged with a sexual offences in 2017/18 or 2018/19 lived in Brighton & Hove, 13% (n=14) were from other parts of Sussex, and 18% (n=20) were from the rest of the UK.

Summary of key issues

- The continued rise in the reporting of sexual violence, alongside the significant downward trend in the successful prosecution of perpetrators (as nationally), is a key concern.
- There are a number of key focus areas for development, not least partnership work between criminal justice agencies and the voluntary sector and other statutory agencies in supporting victims and witnesses when a case progresses.
- Whilst there is acknowledgement that there can be any number of reasons that prosecution does not occur, there is a call from victims and those who support them, for improved communication



with regard to the progress of an investigation, explanations when a case is ‘no further action’, and support during court proceedings. There is opportunity to improve the experience for victims/survivors through improvement of service pathways and clarification of the roles of different agencies as a case progresses.

- The resources available to support victims is largely utilised in the immediate support required following sexual violence and abuse occurring and/or being reported (often a long time after the abuse occurred), and support sought to bring the perpetrator to justice. There is also an increase in the length of time that victims are requiring support from specialist support agencies, and this is potentially linked to the number of cases where criminal justice outcomes are not achieved, having an impact on the individual’s ability to cope.
- There are gaps in the resources available to support victims/survivors, both when initial reports are made and in supporting recovery. For example, whilst the data shows the same number of people receiving counselling support over a period of 2 years this reflects the resource available not the demand. Currently, local organisations providing talking therapy are reporting up to 18 month waiting lists for support.
- Perhaps because of the shortage of formal intervention, there has been a significant increase in the number of people choosing to attend peer-led support sessions; often wanting to attend all peer-support sessions available.
- There is a need to proactively challenge inappropriate attitudes and behaviours prevalent within our society, but finding the resources to do so can be difficult. We know that sexual violence is most prevalent in our youngest age groups, and there is concern about the role that media plays in promoting and perpetuating objectification.
- Finally, victims/survivors often talk about not feeling like they can talk about their experiences. There is continued need to develop confidence within support agencies; but also with families and those most able to support victims/survivors in a way that enables them to disclose what has happened to them, and to support their recovery.

Resources and gaps

current services	brief description of role/service
Joint Unit for Domestic and Sexual Violence and Abuse and VAWG	Brighton & Hove and East Sussex councils’ joint unit coordinating strategic development and commissioning, and managing delivery of the MARAC service.
Specialist Support Services for Victims: Rape and Sexual Violence: Survivor’s Network	Provides specialist support to victims of rape and sexual violence, including through The Portal. Works with adults, and also children and young people.
Specialist Support Services for Victims: Rape and Sexual Violence: Mankind	Provides recovery support for male victims of sexual violence and abuse
Sussex Police, including Sexual Offences Investigation Teams (SOITs)	Criminal investigations, and provides support to victims during investigations though SOITs.
Children’s Social Care	Work with vulnerable families, safeguarding lead
Adult Social Care	Work with vulnerable adults, safeguarding lead.
SARC (Sexual Assault Referral Centre) Crawley	Forensic evidence and initial support following rape and sexual assault.

Sexual violence and abuse

community assets	brief description of role/service
Wider community 'access' organisations	Reporting and support for someone experiencing rape and sexual violence and abuse can come in many forms, and there is a focus on training up community organisations to be able to help individuals identify when they are a victim, and to report. This is about recognising where an individual feels most comfortable/has trust to discuss the issue initially.
gaps	
Perpetrator response	There is currently no consistent funding available to develop and provide perpetrator services. This includes early intervention for perpetrators who recognise their behaviour, and intervention for behavioural change/to reduce risk. Conviction rates are also low compared to the number of reported crimes and incidents- suggesting an improvement in collecting evidence to prosecute is required.
Prevention/early intervention services	With the demand for reactive response and support services for all partners, the current resources available mean that coordinated prevention services do not exist. This can include early intervention healthy relationships training in schools, resources to train community-based assets to extend the reach of support and raise awareness of sexual violence and abuse, and the societal attitudes that can fuel such behaviours.
Being able to support all victims should they want support	Current resources available mean that not all adults can be offered a service immediately. All children are supported.
Long term recovery support	Talking therapies and accessible long term peer support.

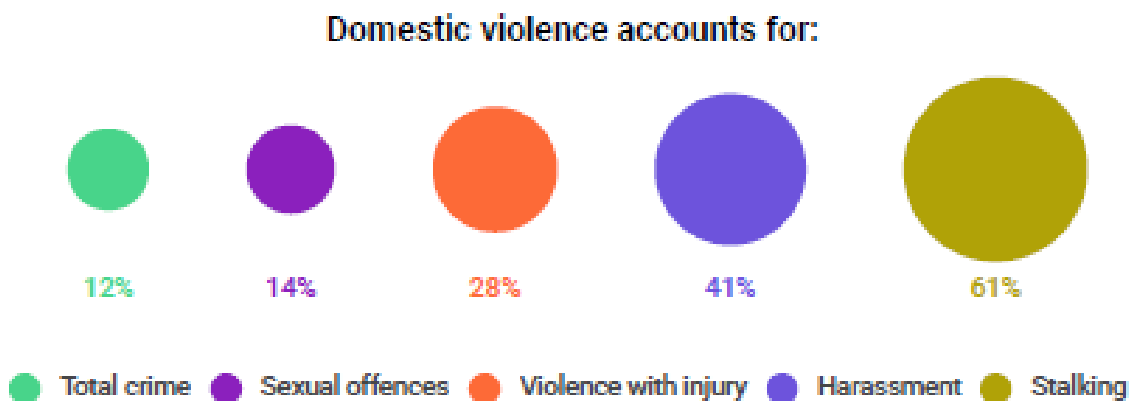
Recommendations for partnership work

A detailed delivery plan will be developed for Brighton & Hove, which will be confirmed in March 2020. However, local stakeholder engagement and response tells us the key themes and emerging actions are important:

- Access to and location of services- because our data and victim and service provider insight tells us that services need to be more flexible to accommodate differing needs, providing simpler pathways in to service that maintain a focus on the victim's experience.
 - Service outreach and co-location
 - Development of a Victim Hub for triage of referrals and targeted assessment
 - Whole family approach- improved collaboration between services to provide support
 - Supporting victims to engage in the criminal justice system and see their perpetrator brought to justice

- Communication and signposting- because our data and victim and service provider insight tells us that our collective services are not visible enough to facilitate access to services; for survivors and service providers who refer.
 - Development of Safe:Space:Sussex as a platform for information and networking
 - Service outreach and co-location
- Prevention including work with perpetrators, including disruption, early intervention and training and awareness- because we need to be working to change the trends for increasing prevalence, and address the problem at its root.
 - Multi-agency delivery of a core offer of Rape and Sexual Violence awareness training. Development of flexible learning opportunities
 - Develop and improve professional networks
 - Public awareness raising and education on how to support someone who is a victim of rape and sexual violence; and challenging attitudes (especially men's attitudes to women)
- Policy, Performance and Safeguarding- because our governance for a review of the work needs to be more robust; to facilitate effective partnership working to make best use of resources; and to ensure our partnership services are working efficiently.
 - Review and restructure governance around response to Rape and Sexual Violence and Abuse and Violence Against Women and Girls
 - 4 Ps: Prevent, Protect, Pursue, Prepare
- Multi-agency working to secure new resources for sustained services; and to review how we use current resources and collaborate; In particular there is a need to focus on holding perpetrators to account, working together to achieve better criminal justice outcomes and reduce the high number of 'no further action' cases and the impact this has on a survivor's support needs. Prioritise work to address gaps in the current service offer including:
 - Educate young people on what constitutes healthy relationships, and what is acceptable and unacceptable behaviour enabling young people to explore this within their own sexuality and gender
 - Work with children and young people affected by Rape and Sexual Violence, including peer to peer.
 - Responding to survivors who have multiple and complex needs
 - Recovery support including sufficient provision of talking therapies and peer support.

7.6 Domestic violence and abuse



Contributory factors: Domestic violence and abuse

- The government definition of domestic abuse, or domestic violence, is any incident of controlling, coercive or threatening behaviour, violence or abuse between those aged 16 or over who are or have been intimate partners or family members, regardless of their gender or sexuality.
- There are many potential causes of domestic violence and abuse, but at its root is power, control and inequality. Factors involved may be:
 - **Socio-cultural:** for example, patriarchal societies that allow male violence to control women or as a means of solving problems
 - **Interpersonal:** family interactions are seen as problematic rather than the behaviour of one individual
 - **Individual/intrapersonal:** violence against a partner is learnt behaviour; personality attributes of jealousy, dependency, attachment impulse control and self-esteem are associated with DV; attitudinal or cognitive deficits have been linked to use of violence.⁵¹
- The Institute for Alcohol Studies noted that research typically finds that between 25% and 50% of those who perpetrate domestic abuse have been drinking at the time of assault although in some studies the figure is as high as 73%. However, cases involving severe violence were twice as likely as others to include alcohol, and the risk of rape was twice as high for attacks involving drinking offenders.⁵²
- The Crime Survey for England & Wales asked all respondents whether they thought it was acceptable to hit or slap their partner in response to different situations. 77% of respondents felt that it was always unacceptable to hit or slap their partner in response to their partner having an affair, while less than 1 in 10 of respondents felt that it is mostly or sometimes acceptable (8%). Younger respondents were more likely to think that it was acceptable at least some of the time than older age groups.⁵⁷



⁵¹ Gilchrist, E. et al. Domestic Violence. Current Issues in definitions and interventions with perpetrators in the UK. Forensic Psychology. 2013.

⁵² Foster J (2014) Alcohol, Domestic Abuse and Sexual Assault, Institute for Alcohol Studies.
<http://www.ias.org.uk/uploads/IAS%20report%20Alcohol%20domestic%20abuse%20and%20sexual%20assault.pdf>

Contributory factors: Stalking and harassment

- Stalking is a wide-ranging behaviour that is perpetrated by a diverse group of offenders. Risk factors for stalking behaviour are multifaceted. Stalking occurs as a result of an inter-relationship between factors such as socio-demographic characteristics, intimate partner relationships, and broader societal and cultural factors such as gender-role socialisation. Research shows that perpetrators of stalking are more likely than non-perpetrators to be diagnosed with psychiatric problems such as schizophrenia and obsessive-compulsive disorders.⁵³



Contributory factors Harmful practices

- There are some practices, including forced marriage, female genital mutilation (FGM) and honour-based violence) carried out in certain cultures which reflect values and beliefs held by some members of these communities. These beliefs and practices may have been held for many generations and some are of a harmful nature to women in particular and in contravention of international human rights.



National and local data

- The latest Crime Survey for England & Wales (CSEW)⁵⁴ found that 31% of women and 15% of men have experienced any domestic abuse⁵⁵ since the age of 16. In the last year, 8% of women, and 4% of men have experienced any domestic abuse.

- Applying this to 2018 mid-year population estimates, it is estimated that 29,083 women and 14,735 men in Brighton & Hove have been a victim of any domestic abuse since the age of 16. In the last year, 7,997 women, and 4,145 men have been a victim of any domestic abuse.

It is estimated that in Brighton & Hove

7,997 women and 4,145 men

experienced domestic abuse in the last year

- In the 2018 Brighton & Hove Safe and Well at School Survey, 51% of 14-16 year old respondents who had had a boyfriend or girlfriend reported that they had experienced a problem behaviour⁵⁶. The most common problem behaviour experienced by 14-16 year olds who have got, or have ever had, a boyfriend or girlfriend by was being yelled at (29%), followed by being sent or receiving photos or films of each other naked (22%), and being put down and/or humiliated (21%).



1 in 2 KS4 pupils who have ever had a girl/boyfriend had experienced a problem behaviour in their relationship

- Overall there was no significant difference by gender for having experienced any problem behaviour (52% of girls and 49% of boys). However, by individual behaviour there were some differences. Girls were more likely to have experienced being put down and/or humiliated (26% of girls vs 16% of boys), and 'being threatened if you didn't do something your partner wanted' (7% girls vs 3% boys). Boys were more likely to have experienced being hit, kicked, pushed or slapped (15% of boys vs 10% of girls). LGB pupils were statistically significantly less likely to have experienced any problem behaviour (42% vs 50% of heterosexual pupils). There was no significant difference between BME and White British pupils having experienced any problem behaviour.

⁵³ Cho Hyunkag et al, *An ecological understanding of the risk factors associated with stalking behaviour: Implications for social work practice*, Journal of Women & Social Work 2012;27(4):381-390

⁵⁴ ONS, Crime in England and Wales, year ending March 2019 <https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/bulletins/crimeinenglandandwales/yearendingmarch2019>


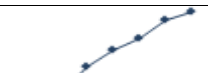
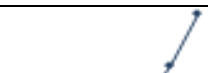
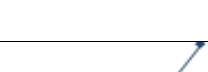

⁵⁵ This includes partner or family non-physical abuse, threats, force, sexual assault or stalking.

⁵⁶ Problem behaviours include being yelled at, being put down and/or humiliated, being hit, kicked, pushed or slapped, having sent or received photos or images of each other naked, being threatened if you didn't do something your partner wanted, being constantly checked up on, being forced into sex, and being forced into marriage.

Domestic violence and abuse

- The CSEW also asked people who had experienced partner abuse whether they had told anyone. Overall, 8 out of 10 people had told someone, but women were more likely to do so (9 out of 10 women and 6 out of 10 men). Both female and male victims were most likely to tell someone they knew personally about the abuse (80% and 55% respectively). Women were nearly twice as likely as men to tell someone in an official position, eg. police, health (43% of women and 23% of men), with women more than twice as likely than men to tell the police (26% and 10% respectively). Women were also more likely to tell other support professionals or organisations than men (32% of women compared with 14% of men).⁵⁴ This finding is relevant in the interpretation of the local police and other service data below.

Police data

	annual trend: last 8 years	data for 2018/19 (or as indicated)	benchmarking
Police recorded DVA crimes and incidents (No.)		5253	6% more recorded in B&H than in E&W per resident (2017/18), although 11% fewer if you include both crimes and incidents
Domestic violence crimes recorded by the police (No.)		3202	
Crimes of coercive control (No.) (new crime of coercive control introduced in 2015)		183	
Police recorded stalking crimes and incidents (No.) (new crime of stalking introduced in 2012)		344	
Police recorded crimes linked to harmful practices (No.)		14	

- In Brighton & Hove the police recorded 5,253 crimes and incidents with a domestic violence flag in 2018/19, of which 3,202 were crimes. Recorded domestic violence crimes and incidents overall have seen a consistent rise over the last 8 years, with the number of crimes rising particularly steeply (up 47% since 2015/16).

In 2018/19 in Brighton & Hove there were **3,202 crimes and 2,051 incidents** of domestic violence recorded by the police

- The number of police recorded domestic violence/abuse incidents nationally has also been increasing in recent years; it is thought that this increase is due to more victims coming forward and police forces improving their recording of these incidents. This supposition is supported by national data from the CSEW which is showing a long term gradually decreasing trend for both

males and females in prevalence of intimate partner violence in the years up to 2016/17 although following two years has flattened or shown a slight upturn.⁵⁷

- The CSEW found that in 2017/18 fewer than 1 in 5 victims of partner abuse (17.3%) had reported the abuse to the police. For those that did not report the abuse, the most common reasons given were the abuse was too trivial or not worth reporting (46%), it was a private, family matter and not the business of the police (40%), and the victim didn't think the police could help (34%). The percentage of females reporting to the police in 2017/18 was significantly lower in 2017/18 than in 2014/15, and in previous survey years.⁵⁷
- Crimes of stalking and coercive control are relatively new crimes and have both shown a steep increase locally in recent years. This is likely to be influenced by an increase in public awareness and the embedding of processes, rather than an increase in the number of crimes actually taking place.
- There were 14 crimes related to traditional practices in 2018/19, of which 11 were honour-based violence and the remaining 3 were forced marriage crimes. To date the police have not recorded any crimes of FGM.
- In the 8 year period ending 2018/19 there were 2 people killed through domestic violence and 6 attempted killings in Brighton & Hove. The Femicide Census (defined as the killing of women (and girls) by men), reported 139 femicides in the UK in 2017. 46% were killed by a current or former partner, 22% by a stranger (including terrorist attacks), 17% by an acquaintance and 12% by a family member (3% relationship unknown).⁵⁸



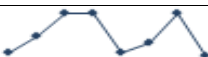

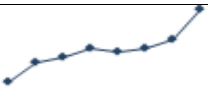

⁵⁷ Domestic abuse prevalence and trends, England and Wales: year ending March 2019.

<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/articles/domesticabuseprevalenceandtrendsenglandandwales/yearendingmarch2019>

⁵⁸ The Femicide Census: 2017 findings. 2018 <https://www.womensaid.org.uk/what-we-do/campaigning-and-influencing/femicide-census/>

Domestic violence and abuse

Service data

	annual trend: last 8 years	data for 2018/19 (or as indicated)	notes
Clients worked with at RISE (No.)		1121	Brighton & Hove DV adult clients only, and not including therapeutic work
Length of abuse for RISE clients reporting current abuse (months)		72.5 months	
Length of abuse for RISE clients reporting historic abuse (months)		64.1 months	
Homelessness acceptances by council housing due to domestic violence (No.)		29	
Safeguarding enquiries linked to DV (No.)		97	
MARAC cases discussed (No.)		706	
People provided with refuge accommodation (No.)		58 adults 28 adults with children 57 children	
Male perpetrators referred to the Living Without Violence perpetrator programme (No.)		56 (2017/18)	

- There were 1,121 Brighton & Hove DV adult clients worked with at RISE in 2018/19, not including those receiving therapeutic services. 55% of these clients had children. For those reporting current abuse, the abuse had lasted for an average of 73 months. For those reporting historic abuse, the abuse had lasted for an average of 64 months. In both cases there was a drop in the average length of abuse experienced compared with the previous two years. This could suggest that people were becoming more willing to report at an earlier stage and could perhaps be a reflection of a greater public awareness and confidence to report.

1,121 RISE clients in 2018/19



more than half
(55%) have children

- In 2018/19 there were 706 cases discussed at the Multi-Agency Risk Assessment Conference (MARAC), of which 45% were cases involving the same victim and perpetrator which had already been discussed at a MARAC within the last 12 months. 63% of referrals to the MARAC came from the police, 19% from the Independent Domestic Violence Advisor service, and the rest from a wide range of other statutory and voluntary organisations. The number of cases discussed at a MARAC

has risen steadily over recent years in response to demand, with the frequency of MARACs increasing from two a month to weekly from the beginning of 2018/19.

- Other services have also responded to the needs of domestic violence victims. In 2018/19 there were 29 homeless acceptances due to domestic violence and 97 safeguarding enquiries linked to domestic violence.
- 58 adults (49 females and 9 males), including 28 adults with 57 children, were provided with refuge accommodation in 2018/19.

An international perspective

- The World Health Organisation estimates that globally one in three women who have ever had an intimate partner experience intimate partner violence in their lifetime, with higher prevalence in the WHO Africa, Eastern Mediterranean and South East Asia regions, and a lower prevalence in areas with a higher income.⁵⁹

Criminal justice processes

	annual trend: last 8 years	data for 2018/19 (or as indicated)	Benchmarking
Domestic violence crimes charged by the police (No.)		321	
Finalised court cases for domestic violence (No.)		430	
Finalised court cases for domestic violence resulting in a conviction (%)		70.0% (301/430)	England & Wales 2018/19: 76.5%
Time taken between charge and final prosecution outcome - Magistrates Courts (average no. of days)		65 days	Sussex: 71 days
Time taken between charge and final prosecution outcome - Crown Courts (average no. of days)		304 days	Sussex: 222 days E&W: 86 days (2017/18) both courts
Domestic Violence Protection Orders (No. of applications)		99 (68 granted)	

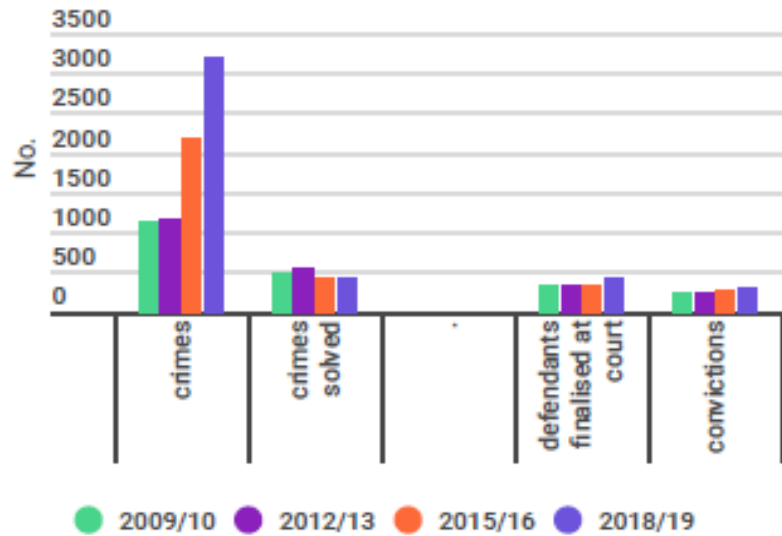
- As shown in Figure 30, while the number of recorded crimes has increased steeply over the last few years, the number solved has decreased.
- There were 430 finalised domestic violence court cases in 2018/19, an increase of 22% since 2015/16 (compared with a 47% increase in recorded crimes).



⁵⁹ World Health Organisation (2013) Global and regional estimates of violence against women: prevalence and health effects of intimate partner violence and non-partner sexual violence
https://apps.who.int/iris/bitstream/handle/10665/85239/9789241564625_eng.pdf?sequence=1

Domestic violence and abuse

- In 70% of finalised court cases for domestic violence in 2018/19 the defendant was convicted. The national outturn for the same year was 77%.
- The average number of days between charge and final prosecution outcome has been decreasing for Magistrates Courts (65 days in 2018/19), but has been increasing in Crown Court cases (304 days).
- The use of Domestic Violence Protection Orders has increased steeply since they came into force in 2014. In 2018/19 there were 99 applications for DVPOs and about 7 in 10 were granted.

Figure 30 Trends in i) police recorded data and ii) finalised cases at court



1 in 10 offences charged		321 charges : 3202 crimes
7 in 10 defendants convicted		301 out of 430 defendants convicted (70%)

Who, what, where, when. etc.: Domestic violence and abuse

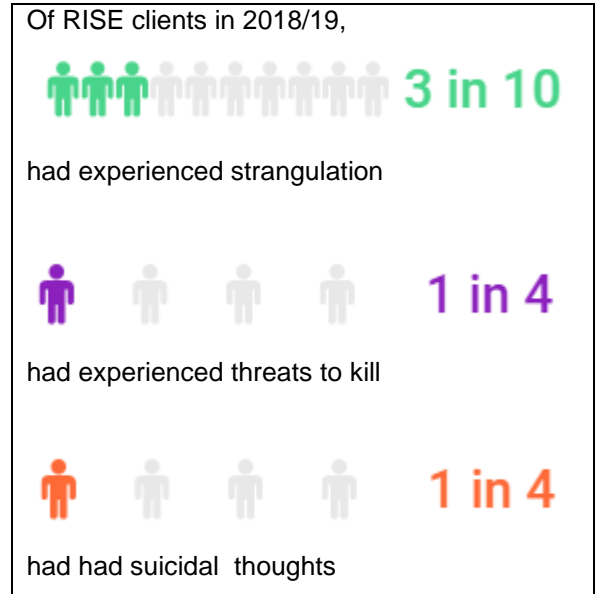
Type of crime

- Out of a total of 7,809 police recorded crimes with a domestic violence flag in Brighton & Hove in the three year period April 2015 and March 2018, the majority (79%) were violence against the person offences (35% of these VAP offences were injury violence offences). This was followed by criminal damage offences (9%), other theft and handling offences, and sexual offences (4% respectively). The remaining 4% of offences were made up of small numbers of auto theft, burglary, robbery, drugs and fraud and forgery offences.
- Weapons were used in 3% of police recorded domestic abuse flagged offences between April 2015 and March 2018 (n=210). The most prominent weapon used was a knife/dagger (n=72 offences), followed by a metal or wooden bar (n=11 offences). There were fewer than five domestic flagged offences involving a firearm in this three year period.
- Figure 31 shows the kind of abuse being experienced by clients attending the RISE service for victims of domestic violence



Figure 31. Types of abuse reported by RISE clients who were currently experiencing domestic abuse, 2018/19

Type of abuse	No. of clients
Domestic abuse	880
Stalking and harassment	233
Sexual offences, excluding rape	54
Rape	52
Honour-based violence	16
Sexual exploitation	8
Gang-related violence	4
Forced marriage	3
Child sexual abuse	3
Trafficking	2
FGM	1



Location

- 79% of police recorded domestic abuse offences in 2018/19 where location type was recorded occurred in a dwelling, and an additional 2% of offences occurred in ‘non-dwellings’ such as hotels or B&Bs. 13% of offences occurred on the street, and the remaining 6% of offences occurred in other public places, such as parks or open spaces, educational establishments or licensed premises.

Temporal factors

- Looking at data over the last five years, there is an observable seasonal pattern in police recorded domestic violence crimes and incidents, with more recorded in the summer months than the winter months. However, on top of this general pattern, there are more around Christmas period (see Figure 32).

Figure 32

Police recorded crimes and incidents by month: average of 5 years ending 2018/19

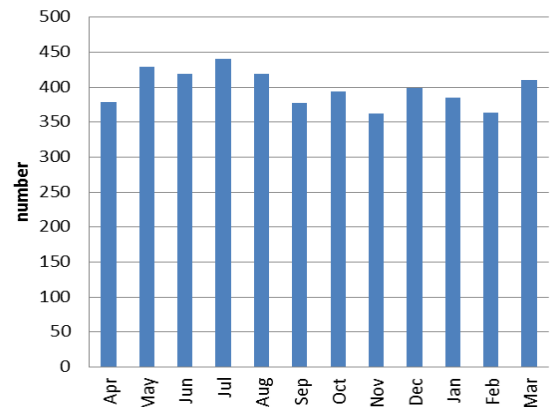
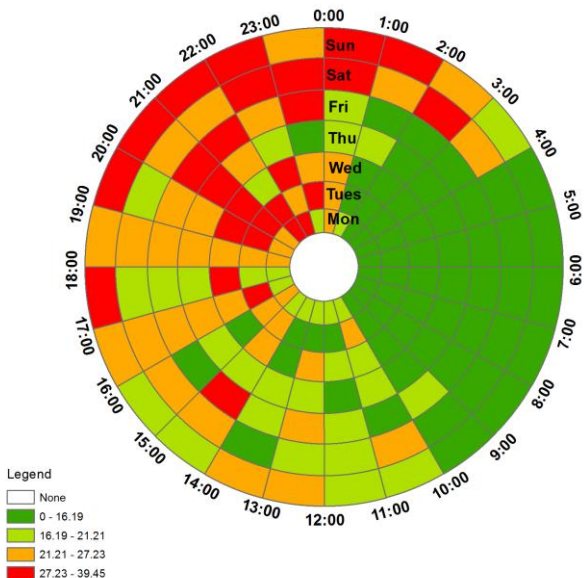


Figure 33

Data clock for police recorded domestic violence offences 2018/19



- The data clock (Figure 33) for police recorded domestic violence offences shows an elevated number of offences in the evenings on most days of the week, with these peaks continuing later on both a Friday night/ Saturday morning and Saturday night/ Sunday morning. Sunday overall shows a particular peak in offences, compared with other days of the week, with both an early morning peak in offences between 00.00hrs and 02.00hrs and a further peak in offences between 19.00hrs and 23.00hrs.

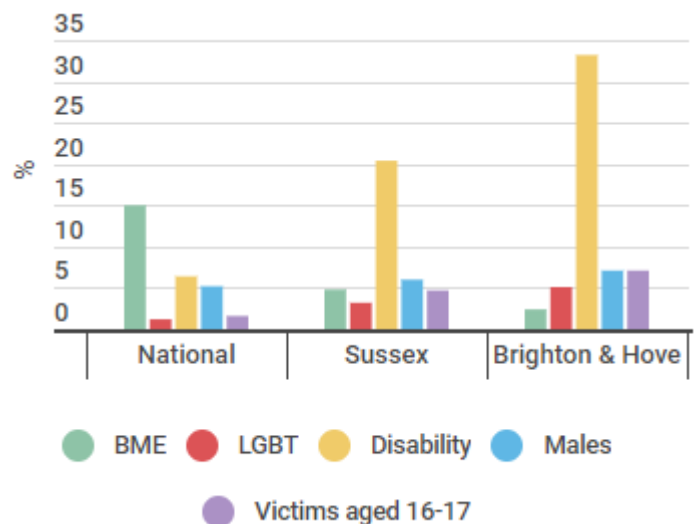
16 of 3275 date/time records contained no information that could be used in generating the clock.

Domestic violence and abuse

Victims/survivors

- Victims locally, as nationally, are overwhelmingly female, with 74% of offences in 2017/18 having a female victim, and 26% having a victim who was male. The rate of victimisation for domestic violence, as with offending, peaks in the 30-39 age group (18.7 offences per 1,000 people) and declines in each subsequent age group after this. This picture is in contrast with data from the Crime Survey for England & Wales (CSEW) in 2014/15 which found that the age group experiencing the highest prevalence of domestic abuse and stalking was in the age group 16-19, with prevalence broadly dropping with age. This was the case for both women and men.⁶⁰ However, the latest CSEW data for 2017/18 showed higher rates of victimisation in 20-24 year olds that in other groups when broken down into age x gender groups.⁵⁷
- The CSEW also found that victims of domestic abuse:
 - were more likely to live in single adult and child/ren households.
 - live on low incomes
 - have a long term illness or disability
- Evidence suggests that a victim's assessment of their own level of risk is as good, or sometimes better, than other risk assessment tools⁶¹.
- RISE DV adult clients in 2018/19 (total n=1,121) had the following demographic characteristics:
 - clients were across the whole age spectrum, but 82% were within the age range 21-50 with 31-40 being the most common age group (34%).
 - 94.3% were female, 5.4% male and 0.3% gender queer/non-binary. There were 4 trans clients recorded.
 - 87% were heterosexual, 5% bisexual, 4% gay, 3% lesbian and 2% of another sexuality.
 - 73% were White British; 7% White European; 4% Black/Black British and 4% Asian/Asian British.
 - 62% had no religion, 23% were Christian, 8% Muslim and 7% had another religion.
 - Where information on language spoken was recorded, 94% spoke English, with Arabic being the next most commonly spoken (1.9%; 15 clients)
 - Clients were most commonly separated (29%) or single (29%), with most of the remaining clients being evenly split between cohabiting, in a relationship but not cohabiting, or married.
 - Over half (55%) had children. Witnessing domestic violence can have lasting impacts on their lives.⁶²
 - 27% had a mental health disability, 10% a physical disability and 4% a learning disability.
 - Client vulnerabilities included mental health (37%), physical health (10%), alcohol (10%) and drugs (7%), with 17% having more than one vulnerability.

Figure 34 Profile of clients whose cases were considered at the MARAC, 2018/19



⁶⁰ Intimate personal violence and partner abuse

<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/compendium/focusonviolentcrimeandsexualoffence/yearendingmarch2015/chapter4intimatepersonalviolenceandpartnerabuse>

⁶¹ Wheller K, Wire J. Domestic abuse risk factors and risk assessment: Summary of findings from a Rapid Evidence Assessment, College of Policing; 2014

⁶² <https://www.psychologytoday.com/gb/blog/progress-notes/201902/alarmed-effects-childrens-exposure-domestic-violence>

- 42% had a BN2 postcode, 32% BN3/BN41 1/BN41 2, and 26% BN1
- 63% of clients were assigned as high risk at intake.
- There were 49 females and 9 males accommodated at the Brighton refuge. 65% were White British, and 35% were from other ethnic backgrounds.
- Looking at cases of domestic violence referred to the MARAC (12 months ending June 2019), Brighton & Hove had a higher proportion of cases with victims who were LGBT, male, aged 16 and 17, and with a disability, compared with Sussex as a whole, and with the UK. However, the proportion of cases with victims from a BME background was lower (see Figure 34).

Areas of domestic violence client need are shown below:

Areas of need identified in RISE adult DV clients 2018/19 (total n=1,121)	
safety	660
housing	335
children	328
justice	328
education, training, employment	187
finance	159
immigration	19
social networks	240

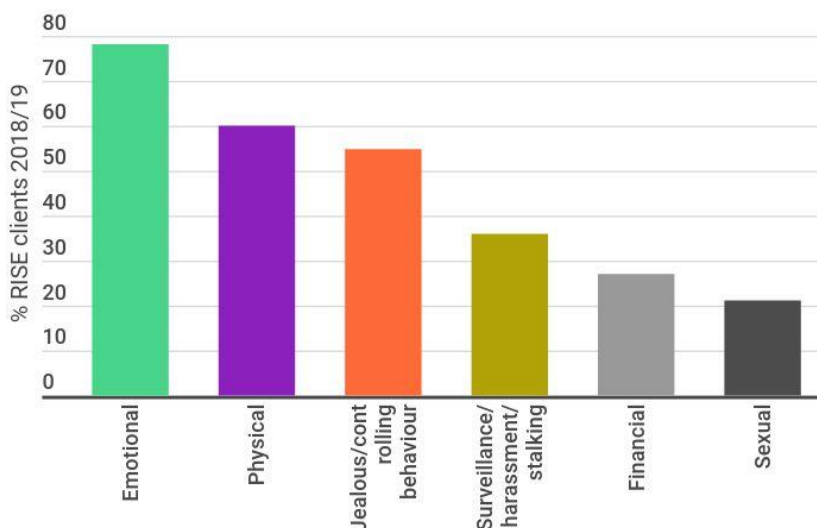
Detail around safety needs identified in RISE clients, 2018/19

support keeping safe at home	592
support keeping safe out and about	469
support keeping safe on phone and online	248
support keeping children safe	209
support preparing to leave	100

Impact on victim

- In terms of the type of abuse, RISE clients in 2018/19 most commonly reported experiencing emotional abuse (78%), followed by physical abuse (60%) and jealous/controlling behaviour (55%).

Figure 35



- The impact on many victims/survivors is severe, with 3 in 10 RISE clients having experienced strangulation/suffocation, about 1 in 4 having experienced threats to kill, and over 1 in 4 having had thoughts of 'ending it all' or attempted suicide.

Domestic violence and abuse

- The Crime Survey for England and Wales in 2014/15 found that 46% of those who had experienced partner abuse in the last year did not perceive what had happened to them as domestic violence, whilst just 27% did perceive it to be domestic violence (22% did not wish to answer and 5% did not know).⁶³

Relationship between victim and perpetrator

- Police data from 2018/19 show that the majority of offences are committed by a male offender against a female victim (76%). 11% of offences were committed by a male offender against a male victim, 8% were committed by a female offender against a male victim and 5% were committed by a female offender against a female victim.

		victim	
		female	male
perpetrator	female	5%	8%
	male	76%	11%

- Violence used by men against women is more likely to be severe, and to result in fear and control of partners.⁶⁴ Of those offences between April 2015 and March 2018 where an offender was charged (when detailed information on offender relationship is recorded), 35% were committed by a boyfriend/girlfriend of the aggrieved, 31% by an ex-partner, 10% by a son/daughter, and 10% by a spouse/defacto spouse.
- There is a slightly different picture in respect of reports by RISE clients where over half of perpetrators (55%) were an ex-intimate partner, 25% were a current or intermittent intimate partner and 11% a spouse. Other perpetrators were male relatives (6%), or female relatives (1.5%).

Perpetrators⁶⁵

Data from the local domestic abuse perpetrator profile:

- Perpetrators of domestic abuse locally, as nationally, are overwhelmingly male. 86% of offenders charged locally were male, and 14% were female.
- Offenders are predominantly young, with a high rate of offending in the 20-29 age group, and a peak in the rate of offenders in the 30-39 age group.
- Wards with a high rate of domestic violence and abuse perpetrators living in them are closely correlated with areas which score highly in the Index of Multiple Deprivation, particularly East Brighton, Queen’s Park, and Moulsecomb & Bevendean wards.
- Domestic abuse perpetrators are not a homogeneous group in terms of characteristics and criminogenic need. However, depression, mental health issues and risk of suicide are all indicators of high risk perpetrators.
- The strongest associations with risk of male violence perpetration were emotional and verbal abuse, and forced sex.

Data on people perpetrating against RISE clients:

- In the case of clients in contact with RISE, 94% of the perpetrators were male and 6% female.
- Between 31-40 years was the most common age group with one in three perpetrators in this age group, 21-30 and 41-50 were the next most common age groups. There were 79 out of 1,118 perpetrators (where age was recorded) under the age of 16.

⁶³ ONS, Focus on: Violent Crime and Sexual Offences, year ending March 2015 - Appendix Tables, Appendix table 4.34, 2016

⁶⁴ Hester M. Who does what to whom? Gender and domestic violence perpetrators in English police records. Eur J Criminol. 2013 Apr 16; 10(5):623-637

⁶⁵ Brighton & Hove City Council & East Sussex County Council, ‘Domestic Violence and Abuse Perpetrator Profile’, 2018. Unless otherwise stated police data used is April 2015 – March 2018.

Who, what, where, when. etc.: Stalking and harassment

- Stalking takes place in many forms and can consist of behaviour that is persistent and clearly unwanted causing fear, harassment or anxiety. Four types of stalking have been identified: ex-partner harassment; infatuation harassment; delusional fixation and sadistic stalking. One in ten victims do not know their stalker.⁶⁶
- 62% (n=218) of police recorded stalking offences in 2018/19 were flagged as domestic, similar to 2017/18.
- In 2018/19, 64% (n=219) of police recorded stalking offences in Brighton & Hove had a victim who was an intimate of the offender. In 20% (n=70) of offences the victim was an acquaintance of the offender, 14% (n=47) were strangers and 2% (n=8) had a family relationship.
- In 2018/19, 86% (n=297) of stalking victims were female, and 14% (n=48) were male. This is broadly unchanged from the findings of the Stalking and Harassment JSNA summary which used three years of data up to 2017/18.⁶⁷
- The rate of victimisation in 2018/19 was highest for both female and male victims aged 30-39 (4.0 per 1,000 pop. for females, and 0.6 per 1,000 pop. for males) and declined with every subsequent age group after this.
- Whilst both men and women commit stalking, research has shown that men are more likely than women to stalk.⁶⁸ Sussex Police data show that 93% (n=100) of offenders charged with stalking offences between April 2016 and March 2019 were male, and 7% (n=7) were female. The highest numbers of offenders were in the 20-29 (n=34) and 30-39 (n=33) age groups, although overall numbers are low. There was not enough information recorded by Sussex Police to report on offender ethnicity.

Who, what, where, when. etc.: Coercive control

- Victims of coercive control locally were more likely than overall victims of domestic abuse in the same time period to be female. Of 165 coercive control offences in 2018/19, 86% had a female victim, 13% had a male victim, and 1% had a victim whose gender was recorded by Sussex Police as 'indeterminate'. Numbers are too low for coercive control offences to analyse further by victim age or ethnicity.

Who, what, where, when. etc.: Harmful practices

- Of 10 honour-based violence offences recorded in police 'CADDIE' data in 2018/19, the majority (n=6) relate to violence against the person offences, such as ABH, coercive control, and harassment offences. Nearly a third of these offences were rape offences. 8 out of 10 offences were committed by an intimate partner of the victim. In all cases where victim gender was recorded the victim was female.

⁶⁶ Dr Lorraine Sheridan. The National Stalking Survey. University of Leicester. 2004-13

⁶⁷

<http://www.bhconnected.org.uk/sites/bhconnected/files/Stalking%20and%20Harassment%20JSNA%20Summary%2026112018.pdf>

⁶⁸ Cho Hyunkag et al, *An ecological understanding of the risk factors associated with stalking behaviour: Implications for social work practice*, Journal of Women & Social Work 2012;27(4):381-390

Some findings from AVA consultation report, 2018

Commissioning of a number of key domestic and sexual violence and violence against women and children services takes place across Brighton & Hove and East Sussex. A consultation was carried out across Brighton & Hove and East Sussex in 2018 to inform strategic planning and some summary findings are provided below:

Accessibility

- The thresholds for accessing services had increased.
- A lack of clarity over who was eligible for which services and how to access them; the Portal was not a well-known entity, at least by that name.
- More could be done to improve referrals by GPs.
- Timeliness of access to services was an issue; people didn't manage to get support at the time they needed it.
- Victims/survivors cited housing and longer term support, eg. counselling, therapy and support groups, among the services in need of greater provision.

Multi-agency working and quality of service

- Ideas for improving multi-agency working included: improved training/protocols; multi-agency training sessions (with services pressures mentioned as an obstacle to greater training provision); co-location; more work with perpetrators.
- Victims/survivors mentioned being believed, being sensitive and being knowledgeable as the most important attributes of service providers.
- A level of inconsistency in the quality of service, and a lack of knowledge and understanding was reported; there should be more victim/survivor involvement in training.
- There was inconsistent or poor communication with victims/survivors, in particular the police.

The needs of different groups

- People involved in prostitution – people selling sex should be enabled to do so safely and should not encounter barriers to accessing services.
- Children and young people – a range of issues were identified, including a need for more support for families living with domestic violence, those under 16s who fell outside the government age range, those being sexually exploited/potentially involved with gangs, and those affected by peer abuse or harmful sexualised behaviour.
- People with learning difficulties were identified as groups for whom more support were needed. Women with learning difficulties may be more vulnerable, and agencies may not necessarily recognise signs of abuse.

Prevention

- Opportunities for preventing or reducing harm was a subject which was mentioned often in the consultation feedback. This was raised in the context of i) prevention work with children and young people, ii) through 'bystander interventions' in public places or other scenarios, and iii) more work with perpetrators.

Feeling safe

- Although the questions asked were different, a greater proportion of the City Tracker survey respondents (sampled from the whole city population) indicated that they felt safe in the city, than did the AVA consultation respondents.

Strategic and partnership working

- Local partnership work in the following areas was suggested: training; information sharing; working together more closely between statutory and voluntary agencies; campaigning and accessing funds; raising awareness; and supporting victims/survivors.

Comments on what a future strategy should contain were put forward in the following ways:

- It should be both realistic and also aspirational.
- A greater focus on sexual violence was called for, noting the various different contexts within which sexual violence happened.
- There should be a clear distinction between the separate needs of men as victims and as perpetrators.
- The local strategy should align with the national VAWG strategy and HO Commissioning Toolkit.
- Operational groups and structures should be reviewed, with more greater involvement of voluntary sector organisations, especially of those who deliver support services.



Summary of key issues

- There continues to be significant year on year increase in reported crimes and incidents of domestic abuse and stalking and harassment. Whilst there is some connection with overall public awareness, and perhaps a greater confidence to report by victims, prevalence may be increasing and this is reflected in national data.
- Local data shows us that there are emerging trends with regard to the profile of victims, in particular a rise in violence towards people with a disability, and particularly low numbers of identified victims of crimes and incidents in Black and Minority Ethnic (BME) communities.
- With regards to the rising number of victims with a disability, this includes victims with physical and/or learning disability and mental health issues. Local services recognise that often victims present with complex needs because of their situation and that there is a need to ensure that broader support services are aware of the signs of interfamilial and adult family violence as well as intimate partner violence.
- There is recognition that victims from BME communities are under-represented when considering reported crimes and incidents and access to specialist support services. Local stakeholder engagement tells us that this is potentially because of access issues relating to trust of services, not knowing where to go, and the need to work with BME communities to enable more effective pathways in to service.
- During stakeholder engagement, the need to work more effectively with community access organisations and groups has been highlighted, recognising the link between trusted pathways in to support, and early intervention/prevention.
- The AVA Report, and further stakeholder engagement has highlighted the need to ensure that services feel and are accessible for any victim, regardless of age, gender, sexuality, ethnicity, faith, disability.
- Consultation with young people shows significant numbers experiencing problem behaviours in their peer relationships. Prevention work in schools, focusing on healthy relationships is key.
- The AVA Report highlighted victim/survivor and service provider perceptions that pathways into support for victims are more restricted because of service access thresholds, but also that people just didn't know where to go for support, highlighting a lack of awareness of 'The Portal', the current 'branded' route into support.
- Overall, services are reporting that the average time spent supporting individual victims has risen, and there is a perception that this is directly linked to an increase in multiple and complex needs cases.
- The lower level of criminal cases progressing to court/resulting in a conviction continues to be a concern. Whilst this is a national pattern, and criminal justice agencies are working together to improve outcomes, we must maintain a focus on developing response to perpetrators, both in relation to active prosecution (changing the focus on the victim to respond/change their circumstance), reactive intervention (through MARAC and similar process) and early intervention to change perpetrator behaviour.
- There is work underway to develop a strategic partnership response to the issues highlighted, with particular focus on: improving use of existing resources and securing additional resources to report to the level of need; accessibility of services including focus on victim experience and efficient access to services; and training and awareness raising to support prevention and early intervention.

Resources and gaps



Current services	brief description of role/service
Joint Unit for Domestic and Sexual Violence and Abuse and VAWG	Brighton & Hove and East Sussex councils' joint unit coordinating strategic development and commissioning, and managing delivery of the MARAC service.
Multi-agency MARAC process	Agencies involved include Sussex Police, Children's Services, Adults Services, DA and SH specialist support services, Probation, and other relevant voluntary and community sector agencies
Specialist Support Services for Victims: Domestic Abuse - RISE	<p>RISE is the lead provider in a partnership contract (The Portal) to deliver domestic and sexual violence support services across Brighton & Hove and East Sussex. RISE provides the specialist support service for victims in Brighton & Hove including IDVA service for high and medium risk victims where there is support with immediate safety planning and response, and recovery.</p> <p>RISE also runs a helpline and provides open access/self-referral support including group work.</p>
Specialist Support Services for Victims: Stalking and Harassment- Veritas Justice	Veritas is funded by the OSPCC to deliver specialist support to victims of stalking including support to report/manage current stalking issues, and during Criminal Justice processes.
Specialist Support Services for Victims: Stalking and Harassment- Sussex Stalking Support (SSS)	SSS is a new organisation providing 'step down' support for victims of stalking and harassment including peer support groups.
Sussex Police DA Case Workers	Following initial response, DA caseworkers work with victims to support them with safety planning/response.
Children's Social Care	Work with vulnerable families, safeguarding lead
Adult Social Care	Work with vulnerable adults, safeguarding lead
Community assets	brief description of role/service
Wider community 'access' organisations	Reporting and support for someone experiencing domestic abuse and/or stalking can come in many forms, and there is a focus on training up community organisations to be able to help individuals identify when they are a victim, and to report. This is about recognising where an individual feels most comfortable/has trust to discuss the issue initially.

Gaps	
Perpetrator response	<p>There is currently no consistent funding available to develop and provide perpetrator services. This includes early intervention for perpetrators who recognise their behaviour, and intervention for behavioural change/to reduce risk.</p> <p>Conviction rates are also low compared to the number of reported crimes and incidents- suggesting an improvement in collecting evidence to prosecute is required.</p>
Prevention/early intervention services	<p>With the demand for reactive response and support services for all partners, the current resources available mean that coordinated prevention services do not exist. This can include early intervention healthy relationships training in schools, resources to train community-based assets to extend the reach of support and raise awareness of domestic abuse and stalking and harassment.</p>
Being able to support all victims should they want support	<p>Current resources available mean that not all adults can be offered a service immediately. All children are supported.</p>
Long term recovery support	<p>Talking therapies and accessible long term peer support.</p>

Recommendations for partnership work

A Sussex-wide Strategic Framework for response to Domestic and Sexual Violence and Abuse and VAWG (including stalking and harassment and harmful practices) has been developed during 2019 following comprehensive consultation and engagement with victims and survivors and service providers. The strategy high level priorities are:



Prevention and Early Intervention

- Together we will work to prevent violence and abuse happening in the first place or from happening again by changing attitudes and challenging behaviours in our communities. By using evidence based approaches we will protect victims and tackle and break the cycle of offending.

Service Provision

- Together we will provide quality, coordinated and accessible intervention and support reflective of what people want and need, working with victims and survivors to better understand their experience of our services. We will commission and develop services intelligently, providing the right services to prevent violence and abuse and repeat victimisation in a longer term, sustained way. We will enable recovery, recognising the impact and outcomes of violence and abuse on all (children and adults) those affected and provide holistic, victim centred services.
- We will promote a listening and believing approach: in what victims tell us and in what we share with each other as providers; working together to solve issues and challenge actions and behaviours that blame victims of abuse and violence.

Pursuing Perpetrators

- Together we will work with partners to strengthen the criminal and civil justice response to perpetrators. We will work with all partners including non-criminal justice agencies to strengthen their part in assessing, controlling and minimising the risk(s) posed by perpetrators. We will robustly manage repeat offenders and as a priority consider perpetrator programmes for early intervention and behavioural change.

Domestic violence and abuse

Partnership working

- Together we will work collaboratively in and with a broad coalition of partners to develop and provide consistent quality services across the whole of Sussex.

A detailed delivery plan will be developed for Brighton & Hove, which will be confirmed in March 2020. However, local stakeholder engagement and response tells us the key themes and emerging actions are important:

- Access to and location of services - because our data and victim and service provider insight tells us that services need to be more flexible to accommodate differing needs, providing simpler pathways in to service that maintain a focus on the victim's experience.
 - Service outreach and co-location
 - Development of a Victim Hub, for triage of referrals and targeted assessment
 - Whole family approach - improved collaboration between services to provide support
- Communication and signposting - because our data and victim and service provider insight tells us that our collective services are not visible enough to facilitate access to services; for victims and service providers who refer.
 - Development of Safe:Space:Sussex as a platform for information and networking
 - Service outreach and co-location
- Prevention including work with perpetrators, including disruption, early intervention and training and awareness because we need to be working to change the trends for increasing prevalence, and address the problem at its root.
 - Multi-agency delivery of a core offer of domestic abuse awareness training
 - Development of flexible learning opportunities
 - Develop and improve professional networks
- Policy, Performance and Safeguarding- because our governance for a review of the work needs to be more robust; to facilitate effective partnership working to make best use of resources; and to ensure our partnership services are working efficiently.
 - Review and restructure governance around response to domestic abuse
 - MARAC Hub Pilot - moving to a new delivery model
 - 4 Ps- Prevent, Protect, Pursue, Prepare
- Multi-agency working to secure new resources for sustained services; In particular there is a need to focus on holding perpetrators to account, working together to find the resources to provide perpetrator programmes in Brighton & Hove
 - Prioritise work to address gaps in the current service offer including:
 - Work with perpetrators
 - Work with children and young people affected by domestic abuse, including peer to peer.
 - Recovery support including sufficient provision of talking therapies and peer support.

8. ANTI-SOCIAL BEHAVIOUR

Contributory factors



Based on guidelines issued by the National Institute for Health and Clinical Excellence and the Social Care Institute for Excellence, the NHS noted that conduct disorders may develop, like many mental health conditions, through a combination of environmental and biological factors and noted the following:⁶⁹

- Possible environmental factors include:
 - a “harsh” parenting style
 - parental mental health problems such as depression and substance misuse
 - parental history, such as the breakup of a marriage
 - poverty
 - individual factors, such as low achievement
 - the presence of other mental health problems
- In terms of biological factors:
 - Differences in areas of the brain associated with emotions such as empathy and behaviours such as risk-taking had been found in the brain structures of teenage boys with conduct disorders.
 - There may be certain genetic variants that a child inherits that may also make them more prone to develop conduct disorders.
 - Children with conduct disorders often have other mental health problems, particularly attention deficit hyperactivity disorder (ADHD)
- Conduct disorders which in younger children can manifest themselves as disobedience or argument, can develop into more extreme behaviours as they grow up and include:
 - aggression towards people or animals
 - destruction of property
 - persistent lying and theft
 - serious violation of rules



National and local data



Reporting levels and trends

	annual trend: last 8 years	Data for 2018/19 (or latest as specified)	benchmarking
Police recorded ASB incidents (No.)		7901 86% nuisance; 9% personal; 6% environmental	ASB inc/1,000 pop: E&W 28; SE 21; B&H: 33
Police recorded ASB crimes ⁷⁰ (No.)		6097	
Police recorded criminal damage and arson offences (No.)		2739	ranked slightly better than average in the MSCSP

⁶⁹New guidelines on child anti-social behaviour (2013) <https://www.nhs.uk/news/pregnancy-and-child/new-guidelines-on-child-antisocial-behaviour/>

⁷⁰ ‘ASB crimes’ refers to a grouping of police recorded crimes made up of: criminal damage, common assault, harassment, public order and affray

Anti-social behaviour

ASB incidents reported to the Casework Team (No.)		549	
Complaints about street homelessness to the Casework Team from private property owners/ businesses (No.)		108	

- There is a long term decline in the number of ASB (Anti-Social Behaviour) incidents recorded by the police in Brighton & Hove, as in England & Wales.
- However, in contrast to ASB incidents, an amalgamated ‘basket’ of ASB crimes⁷⁰ showed a rising trend between 2013/14 and 2016/17, remaining at this higher level in the following two years.
- The rise in ‘ASB crimes’ is largely attributable to the subset of violence against the person crime types; the criminal damage element has remained relatively stable. It is possible that with improved police crime recording, what was previously recorded as incident are now being recorded as a crime.
- The number of reports of ASB to the Community Safety Casework Team has increased over recent years with 548 reports in 2018/19. This increase is in part due to a steep increase in the ()

Who, what, where, when. etc.

Police data

- Analysis of ASB crimes showed a clear link to the night-time economy, with offences peaking on a Friday and Saturday night, between 9pm and 1am on Friday night, and showing a longer peak on a Saturday night, between 8pm and 3am (see Figure 36).

Figure 36

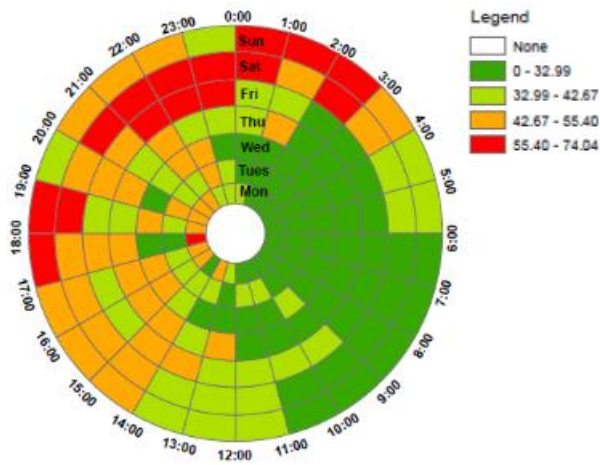
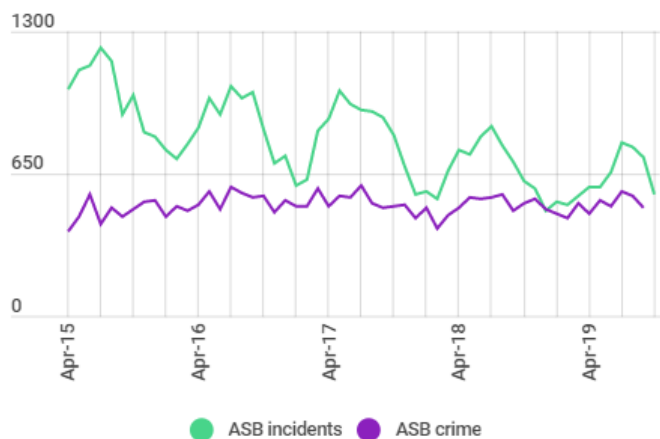


Figure 37

Police recorded ASB incidents and ASB crimes



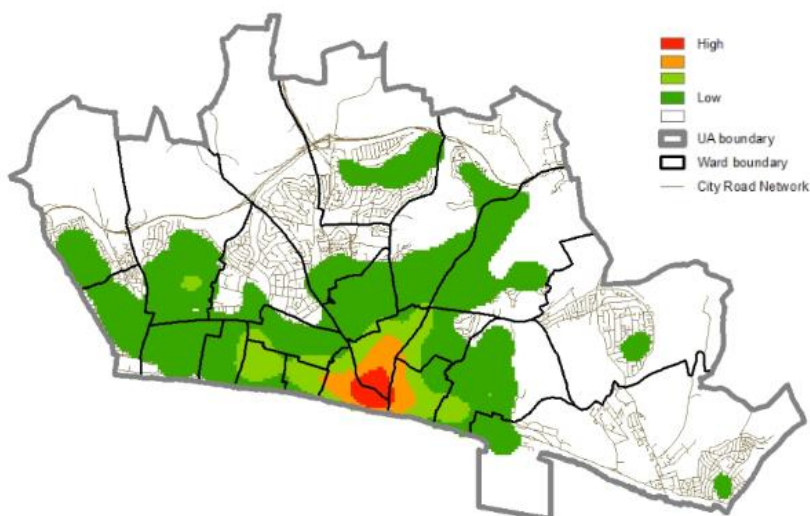
- There are clear seasonal patterns associated with recorded ASB incidents with highest numbers being reported in the summer months and the lowest in the winter months (see Figure 37).



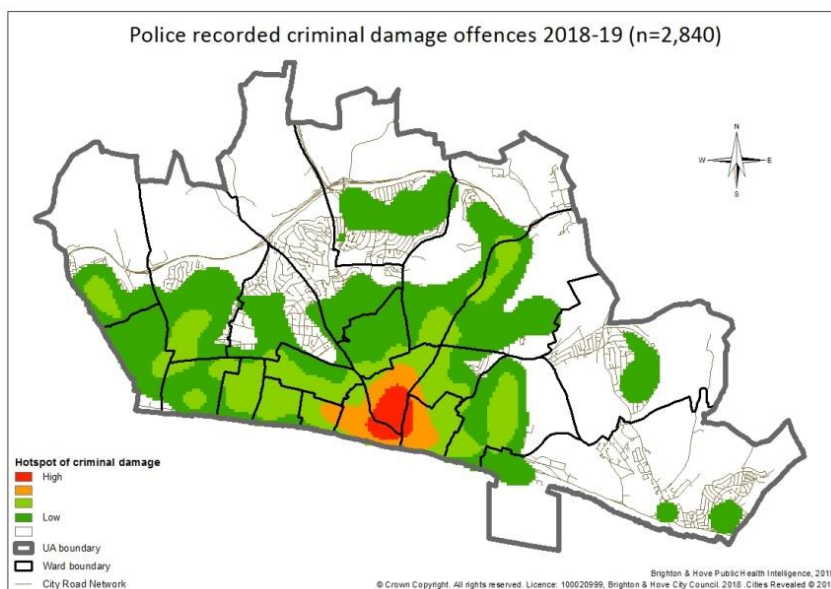
Seasonal pattern to ASB - with more incidents reported to the police and council housing during the summer

Police recorded ASB crimes 2018/19 (n= 6,249)

- The hotspot for police recorded 'ASB crime' in 2018/19 is located in the city centre in an area covering North Laine, the Lanes and Churchill Square, as well as the Old Steine and part of Kemptown. There are also 'corridors' of offences stretching west along Western Road and North along London Road and at the Level.



- The hotspot for police recorded criminal damage offences is located in the city centre and includes the Lanes, all of North Laine, bordered to the north by the New England Quarter and Brighton Station, and also including Grand Parade and parts of the Turner neighbourhood to the East.



- Of the 7,901 ASB incidents recorded by the police in 2018/19, there were 6,776 (86%) categorised as nuisance ASB, 689 as personal ASB (9%) and 436 (6%) as environmental ASB.

Community Safety Casework Team

- The Community Safety Casework Team receive reports of ASB and hate incidents across the city, except where the responsibility lies with housing services. 36% of reports of ASB incident to the Team in 2018/19 took place in the city centre wards of Regency, St Peter's & North Laine and Queen's Park.
- Of the people reporting ASB to the casework team who provided demographic details in 2018/19, they tended to be in older age groups (40+), but for many people demographic information is not available.
- Of 549 reports of ASB to the Community Safety Casework Team in 2018/19, 152 (28%) related to the street community.

Anti-social behaviour

Council housing

- There were 799 cases of ASB dealt with by council housing in 2018/19 in respect of their tenants or property (NB. not all reports to them).
- When looking at the 284 tenants involved in an ASB case in the first 7 months of 2019 compared to all council tenants these tenants involved in ASB were more likely to:
 - Be younger than average (average age is 47 compared to 55 for all tenants)
 - Live in flats or bedsits/studios (75% compared to 58% of all tenants)
 - Live alone (55% compared to 39% of all tenants)
 - Be vulnerable and/or disabled (64% compared to 53 of all tenants).
 - There was little to no variation in sex/gender and race/ethnic group.
- The most common types of ASB in council housing were (in order): intimidating behaviour or verbal abuse; noise nuisance; and ASB related to drugs.
- 39% of cases worked with in council housing in 2018/19 were in East Brighton and Queen's Park wards.
- As with the seasonal pattern seen in police data, there were more cases dealt with during the summer months.

Of the city's council housing tenants, those involved in ASB are more likely to:



be younger than average



live in flats or bedsits/ studios



live alone



be vulnerable and/or disabled

Multi-Agency Risk Assessment and Tasking (MARAT) meeting

- 34 cases of ASB were dealt with at the MARAT in 2017/18 and 2018/19. Whilst the majority of these referrals to MARAT came from council housing (32%), and Brighton Housing Trust (20%) there were smaller numbers of referrals from a wide range of partners.
- The most common enforcement action taken as a result of MARAT meetings was tenancy action (n=14), followed by both police action and tenancy action (n=12). There were 3 closure orders agreed as a result of cases discussed at MARAT during 2017/18 and 2018/19.
- There were often multiple victim households in each case discussed at the MARAT, with 85% of cases having more than one victim. 71% (n=24) of cases in 2017/18 and 2018/19 had one perpetrator, 29% (n=10) had more than 1 perpetrator.
- There were safeguarding concerns in 14 out of 34 cases discussed at the MARAT, of which the majority related to adults (n=11).
- 35% of cases discussed at the MARAT in 2017/18 and 2018/19 had substance misuse as a contributory factor, 24% had mental health, and a further 35% had a combination of both substance misuse and mental health as a contributory factor.

Drug litter

- There were approximately 3,250 needles found by city council services in 2017/18, while in 2018/19 the number had risen to 4,250.
- Between May 2018 and April 2019, Queen's Park, Regency and St. Peter's & North Laine wards recorded the most drug litter in the city, predominantly due to drug litter in car parks. Excluding car park data the ward with the most drug litter in this time period was Queen's Park.
- On average, 252 needles per month, or 58 a week were found in car parks in this time period, with the largest number found in High St car park in Queen's Park ward.

Perceived high levels of ASB in their local area - national data

- Nationally, people with certain demographic characteristics were more likely to report perceiving high levels of ASB. These include non-White ethnic groups, people with long or short term illness, the long term unemployed, those on lower household incomes, people renting social housing, and people living in flats or maisonettes.⁷¹

Summary of key issues



- Graffiti and tagging is an issue that is regularly raised at Local Action Teams, especially in city centre wards.
- In the high risk and complex cases discussed at the monthly Multi-Agency forum, substance misuse and/or mental health concerns featured as a contributory factor nearly all (32/34) cases.
- Reports of ASB associated with the street community and unauthorised encampments have risen considerably in the last five years, including reports of public place injecting and associated drug litter.
- We continue to receive reports of ASB linked to cuckooed properties across Brighton & Hove. Cuckooing is a process whereby criminal gangs (County Lines) target vulnerable people in order to use their homes to deal drugs.

Resources and gaps



current services	brief description of role/service
Registered Social Landlords	Responsible for addressing ASB and harm that involves their tenants in the locality of their tenancy
Police	Addresses ASB across the city
BHCC Housing	Responsible for addressing ASB and harm caused that involves their tenants in the locality of their tenancy
CST Casework	Addresses ASB in the private housing sector
Cityclean	Removes graffiti in public spaces, all offensive graffiti and needle waste.
Equinox Drug & Alcohol Outreach Team	Addresses ASB associated with the street community
Reboot	Reboot provides young people with protective factors through positive activities helps to prevent them being drawn into anti-social behaviour, crime and violence
Multi Agency Risk Assessment and Tasking meeting (MARAT)	A multi-agency panel that discusses high risk and complex ASB cases and puts in place multi-agency action plans to address the ASB and reduce the harm caused.

⁷¹ Crime Survey England & Wales, year ending Mar 2019, Supplementary tables
<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/crimeinenglandandwalesannualsupplementarytables>

Anti-social behaviour

Street Community Partnership Meeting (SCPM)	A multi-agency panel that discusses ASB associated with the street community, both individuals and geographical locations, and puts in place multi-agency action plans to address the ASB and reduce the harm caused.
Weekly Unauthorised Encampment Meeting (WUEM)	A multi-agency panel that discusses unauthorised encampments across the city and puts in place multi-agency action plans to reduce the community impact of such encampments.
community assets	brief description of role/service
Local Action Teams	Community led groups where local residents work in partnership with statutory agencies and third sector organisations to address community safety concerns.
Trust for Developing Communities	Commissioned to promote positive changes for young people based around both short and long term outcomes including reducing anti-social behaviour

Recommendations for partnership work



- Address ASB associated with cuckooing through multi-agency Operation CUCKOO, using closure orders where necessary
- Address ASB associated with the street community through weekly Unauthorised Encampments Meeting and monthly Street Community Partnership Meeting meetings
- Community Safety Team duty service to continue to provide advice and guidance to Housing Associations, supported housing providers and other professionals re ASB
- Continue to hold monthly MARAT meeting to discuss and address high risk and complex ASB cases
- Continue to support the Restorative Champions Network to ensure the use of restorative practice continues across the city
- Develop an ASB communication strategy to ensure that our communities are informed of work taking place to address ASB
- Develop a programme of training and briefings for all professionals addressing ASB on the use of ASB, Crime and Policing Act 2014 tools and powers
- Ensure that relevant BHCC departments are working together to address ASB associated with short term holiday lets
- Ensure relevant agencies know how to refer young people at risk of ASB to Front Door For Families and the Reboot programme
- Further develop the use of Community Protection Notices by the police, BHCC and local housing providers
- Further develop joint working between statutory bodies and the third sector eg. Local Action Team Forum, Local Youth projects etc.
- Implement the newly developed Graffiti Action Plan
- Review the city-wide alcohol restriction Public Space Protection Order
- Update B&H multi-agency ASB and hate incident joint working procedures and guidance

9. COMMUNITY COHESION AND RESILIENCE

Section 9 looks at how people perceive themselves within their community and at their relationships to others in the community. More resilient communities are those which create and maintain an environment which deters people from disrupting the lives of others in their community through acts of crime or anti-social behaviour, and work in the interests of their communities or neighbourhoods.

Adults

- In 2018, the Brighton & Hove City Tracker Survey found that 76% of respondents felt strongly that they belonged to their immediate neighbourhood, with older residents more likely to feel a stronger sense of belonging than younger people.
- 76% of respondents believed people in the local area pull together to improve their neighbourhood.
- 94% agreed that people from different backgrounds got on well together. Brighton & Hove scores better than national average (taken from the DCMS Community Life Survey) on all three of these measures.
- Looking at Figure 38, all measures of community cohesion obtained by the City Tracker Survey between 2015 and 2018 show an improving trend.



Older residents are more likely to feel a stronger sense of belonging than younger people



BAME residents and those aged 35-54 and 55+ were more likely to volunteer

- 44% respondents in the City Tracker survey said they had volunteered formally in the last year. Black, Asian and Minority Ethnic community members, and those aged over 35 years were more likely to volunteer.

School children

- The Safe and Well at School Survey found that 91% of Key Stage 2 primary school pupils agreed their school helped them get along with people from different religious or cultural backgrounds, although the percentage for secondary school pupils at Key Stages 3 and 4 was lower at 80%.
- 88% of primary school pupils in the same survey agreed that adults and students treat each other with respect in their school. Again this percentage was lower for secondary school pupils at 60%.

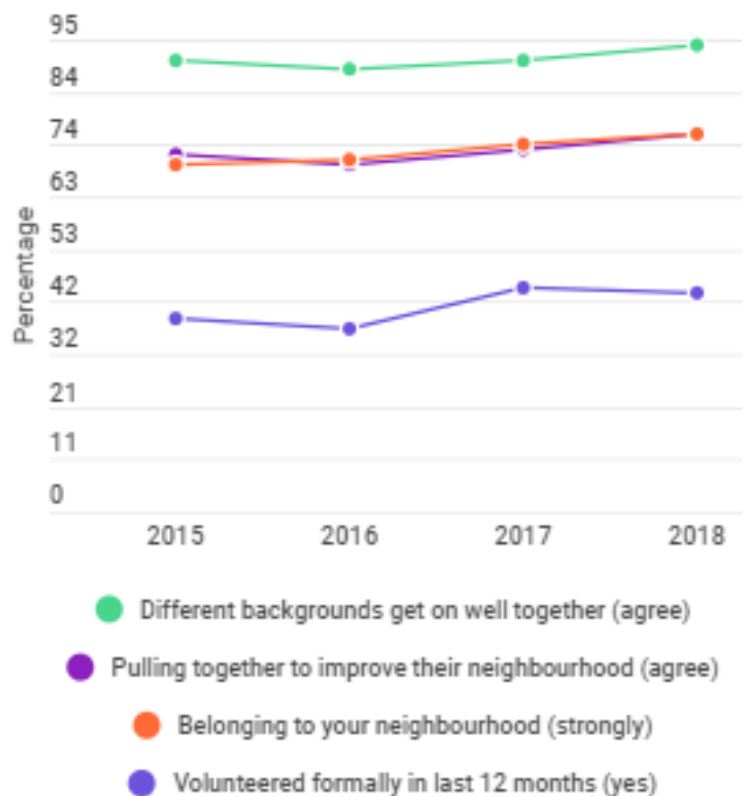


91% of KS2 pupils and 80% of KS3&4 pupils agreed their school helped them get along with people from different religious or cultural backgrounds



88% of KS2 pupils and 60% of KS3&4 pupils agreed adults and students treat each other with respect in their school

Figure 38. Measures of community cohesion, 2015 to 2018, City Tracker survey



9.1 Hate incidents and crimes

Overview and intersectionality of hate incidents and crimes

Police recorded crimes

The most comprehensive set of hate incident data available at city level is that recorded by the police. However, it needs to be remembered that as well as reflecting the underlying prevalence of incidents, recorded statistics are also influenced by i) what is reported to the police and ii) what is recorded by the police and flagged as a hate incident or crime. Some crimes or incidents may be flagged with more than one motivation, and Figure 39 shows the number of different types of hate crime recorded in Brighton & Hove in 2018/19, and the extent to which a single crime may be flagged with one or more motivation.

Racist crimes are the most numerous type recorded, followed by crimes motivated by perceived sexuality, then religion, disability-motivated and crimes motivated by gender identity.

Figure 39. Police recorded crimes⁷² showing multiple motivations, 2018/19.

NB. schematic diagram, not to scale.

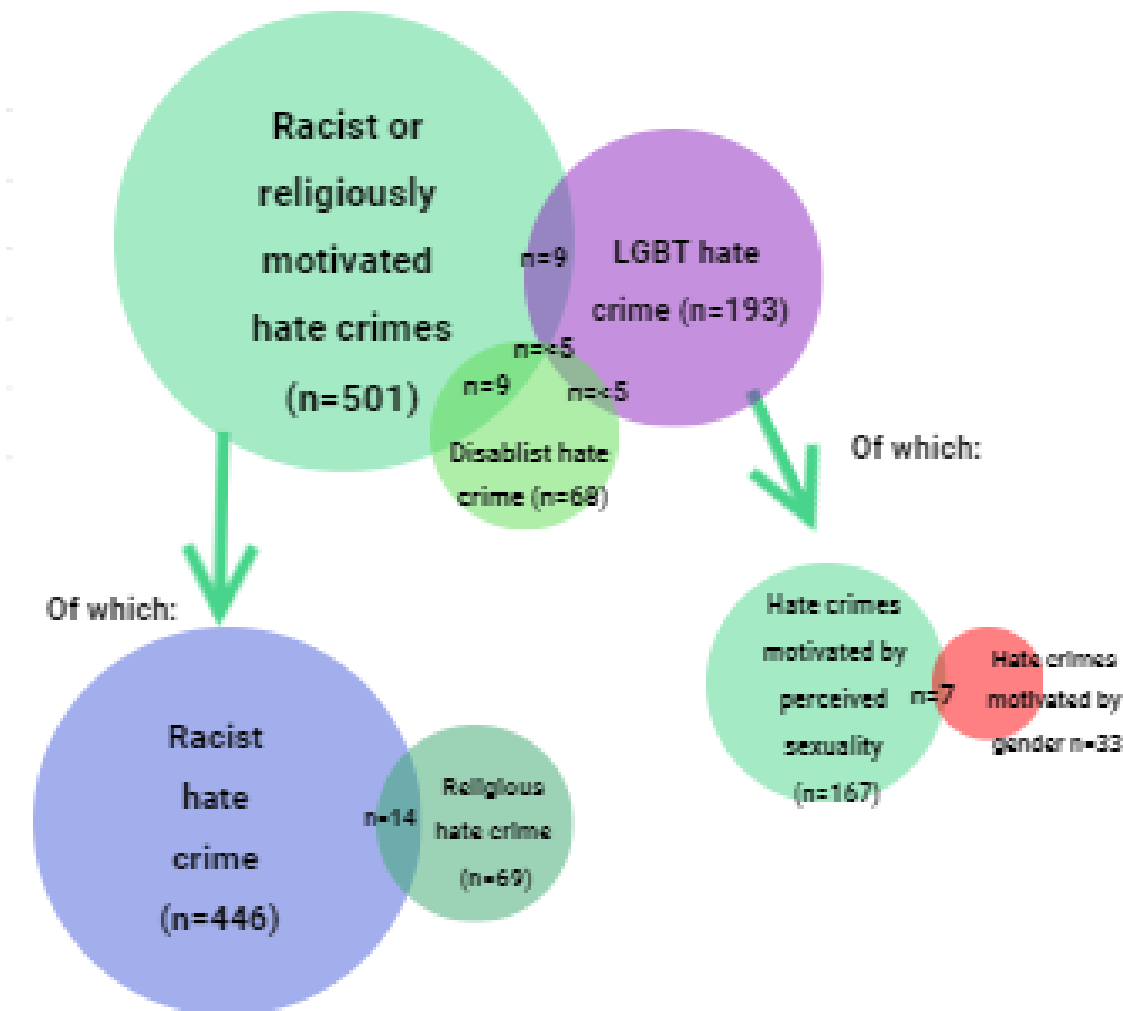


Figure 40 shows how the city compares with England & Wales in terms of the rate of recorded hate crimes by population. For all five categories of hate crime, the rate in the city was higher per resident than in England & Wales. Possible explanations for this are listed in the diagram.

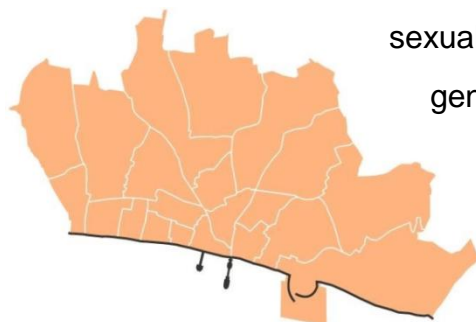
⁷² CADDIE database

Figure 40. Crime rates compared to England & Wales



Compared to England & Wales
(Crime in E&W, 2017/18; 2017 mid-year pop. est.)

Brighton & Hove had more police recorded hate crimes per resident motivated by



sexual orientation x3.0

gender identity x4.1

disability x1.9

race x1.3

religion x1.8

(2017/18 data)

Is this because:

The actual crime rate is higher?

Brighton & Hove has a lot of visitors to the city?

There is more repeat victimisation?

The city has a greater proportion of certain minority groups?

Reporting rates are higher?

Reporting rates

All types of crimes and incidents suffer from under-reporting, and this includes those motivated by hate. The most recent report covering data collected through the Crime Survey for England & Wales on hate crime⁷³ found that in the three year period ending March 2018 of the hate incidents experienced

by survey respondents, 53% of incidents came to the attention of the police. This had increased from 48% in the previous three year period (ending March 2015).

Data from the 2011/12 and 2012/13 Crime Surveys England & Wales⁷⁴ found that under-reporting of hate crime was most commonly attributed to the perception that no police action would follow, with the full list of reasons as follows:

- Lack of police action (43%)
- The incident seemed trivial (21%)
- The crime was dealt with privately (12%)
- The crime is a common occurrence (10%)
- Fear/distrust of the police (8%)
- Fear of reprisal (8%)
- Reported to other authorities (2%)
- Inconvenient to report (1%)

These questions have not been reported since then, so the picture may have changed.

Characteristics of victims

The Crime Survey for England & Wales 2014/15-2017/8⁷³ found that, across all hate crime types, people more likely to be a victim of hate crime were:

⁷³ Home Office (2018) Hate Crime, England & Wales, 2017/18. <https://www.gov.uk/government/statistics/hate-crime-england-and-wales-2017-to-2018>

⁷⁴ Home Office, Ministry of Justice and Office for National Statistics and Ministry of Justice. (2013) An overview of hate crime in England and Wales. <https://www.gov.uk/government/statistics/an-overview-of-hate-crime-in-england-and-wales>

Hate incidents: overview

- young people, especially young males
- people of Muslim religion compared with other religions
- people of Asian backgrounds, compared with White adults
- social housing renting households
- households on low incomes

Criminal justice

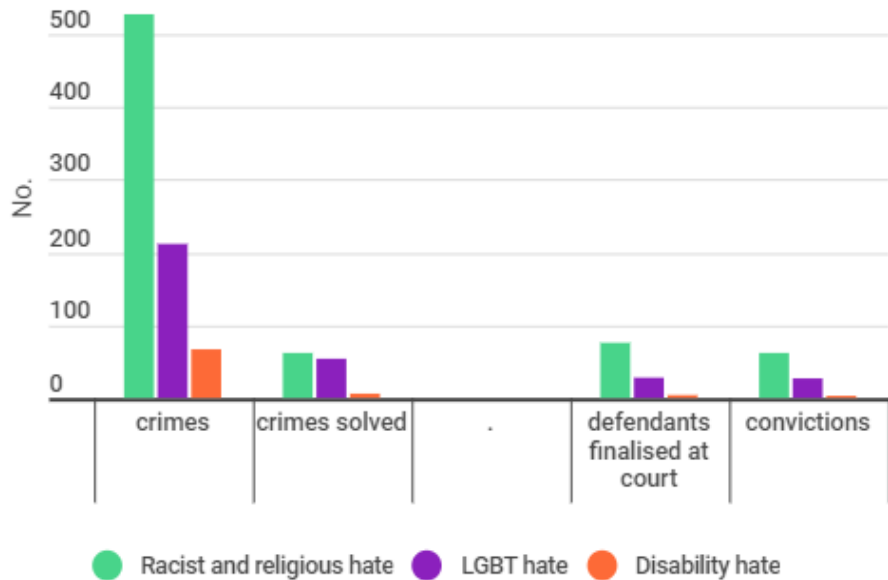
Figure 41 show the number of crimes recorded initially by the police for different hate crimes types, and the number solved. It also shows how many cases which reach court and the number of those where the defendant is convicted.

In 2018/19 the perpetrator was identified in about 1 in every 7 recorded crimes, while fewer than 1 in 10 crimes resulted in a charge being made by the police.

The following two diagrams show, for different hate crime strands, the ratio of charges to recorded crimes

(less than 1 in 10 in each case) and the conviction rate for defendants at court (over 90% for racist and religiously motivated and homophobic and transphobic crimes, but 75% for disability motivated crimes)

Figure 41. Hate crimes at different stages of the criminal justice system



Racist and religiously motivated		48 charges : 528 crimes
Homophobic and transphobic		17 charges : 212 crimes
Disability motivated		5 charges : 67 crimes

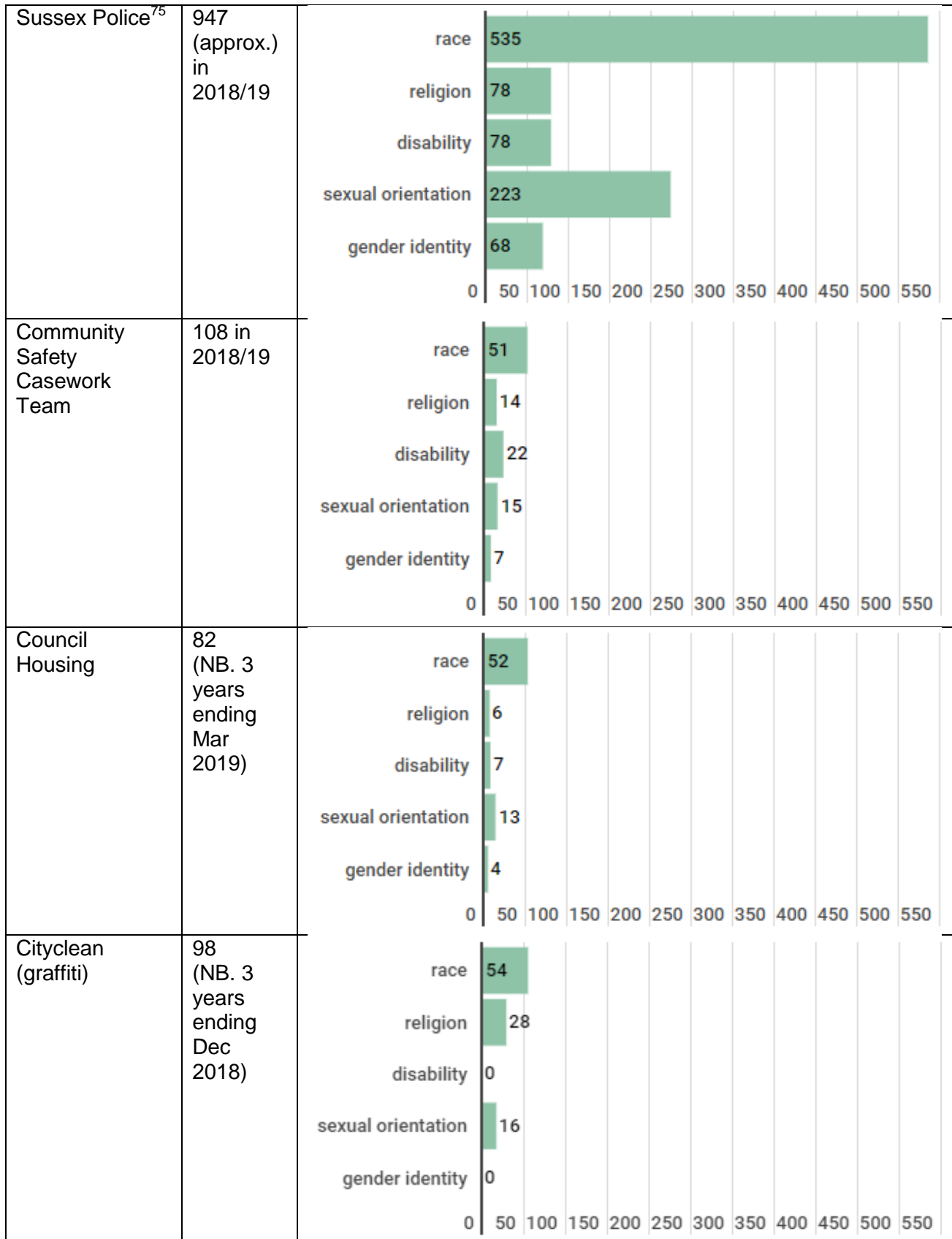
Once at court, the likelihood of the defendant being convicted is high.

Racist and religiously motivated		71 out of 76 defendants convicted (93%)
Homophobic and transphobic		27 out of 28 defendants convicted (96%)
Disability motivated		3 out of 4 defendants convicted (75%)

Hate incident reports to local agencies

Figure 42 show the number of hate incidents (incidents and crimes in the case of police data) recorded by 4 different agencies in the city in 2018/19.

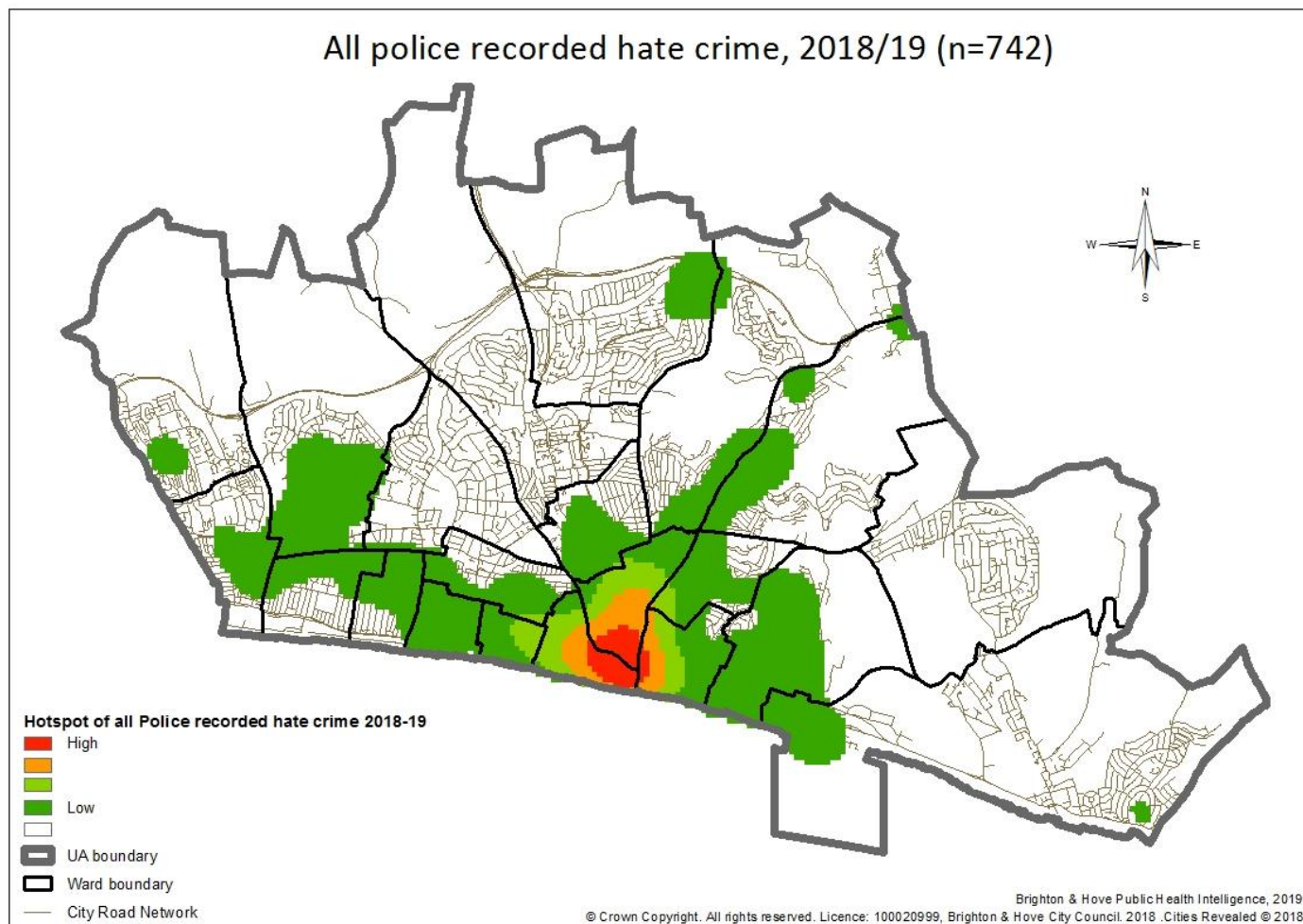
Figure 42. Hate incidents & crimes recorded in Brighton & Hove by different agencies



Location of hate crimes and incidents

⁷⁵ Taken from attrition data spreadsheet obtained from Sussex Police. Some double counting has been accounted for, but a small number of crimes will be counted twice.

Figure 43. Hotspot map of all police recorded hate crimes, 2018/19



The map for all police recorded hate crime in 2018/19 shows a hotspot located in the city centre, in an area bordered by North Road to the north, the seafront to the south, George Street in Kempington to the east and Churchill Square to the west.

Of all hate incidents reported to the Community Safety Casework Team in 2018/19,

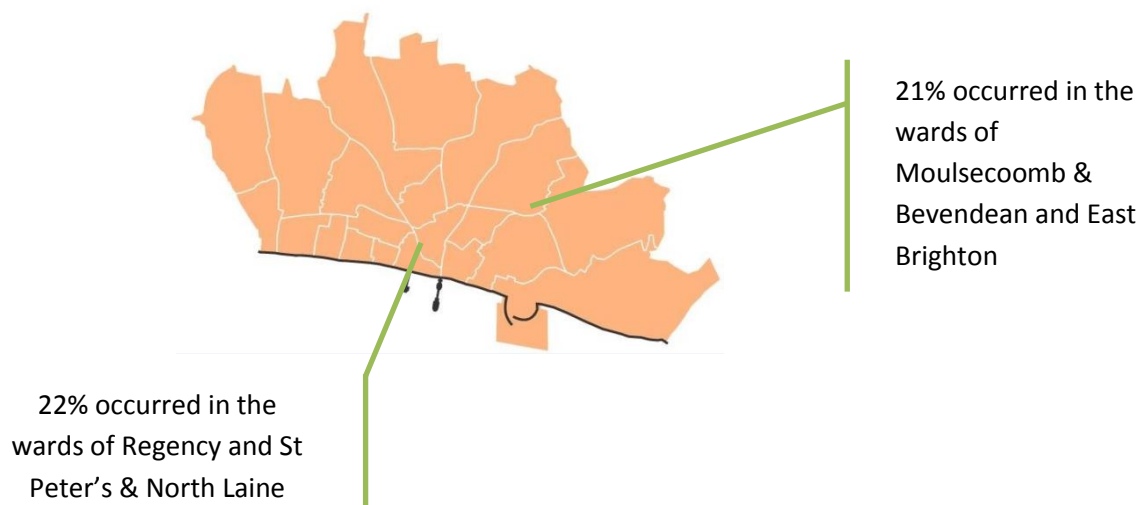
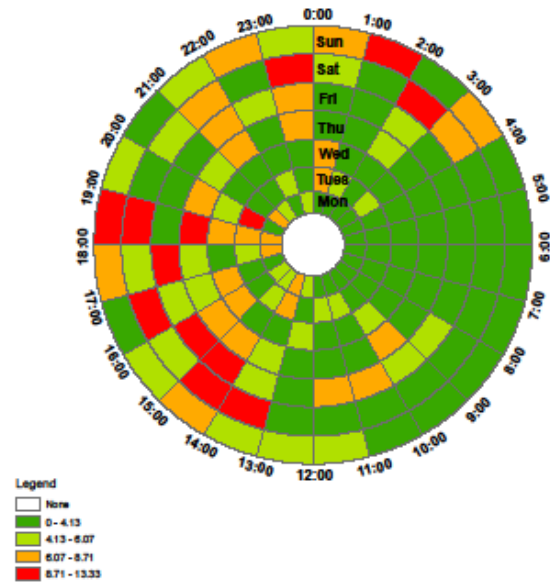


Figure 44

Data clock for all Police recorded hate crime 2018-19 (n=741)

Temporal factors

The data clock for all police recorded hate crime in 2018/19 shows peaks in offences during Friday and Saturday afternoons and early evening, as well as a some peaks in offences later on a Friday and Saturday night (see Figure 44).

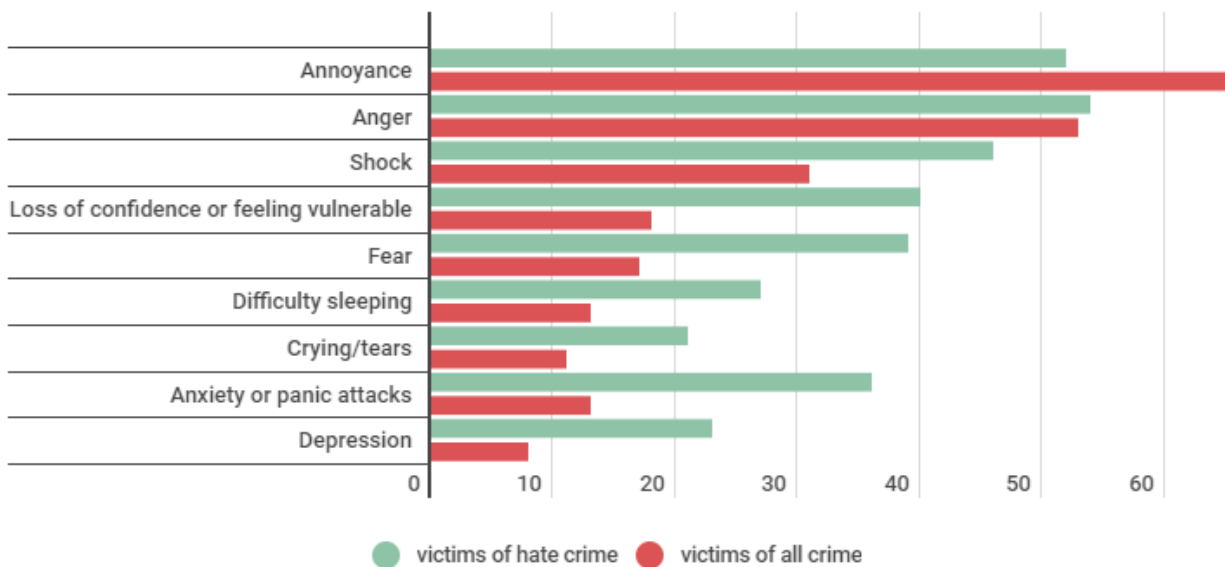


Emotional impact

The Crime Survey for England & Wales (2015/16 – 2017/18)⁷³ found that 4% of all respondents felt very worried about being subject to physical attack because of their skin colour, but unsurprisingly, this was much higher for those from non-White ethnic groups (17% for Asian, or Black ethnic backgrounds compared with 3% for those of White ethnic background).

The Crime Survey for England & Wales also found that victims of hate crime were more frequently affected by negative emotional responses on most measures than were victims of all crimes (See Figure 45).

Figure 45 Percentage of hate crime victims reporting experiencing different emotional responses compared with victims of all crime



9.1.1 Racist incidents and crimes

Contributory factors



- A consultation by the Racial Harassment Forum showed significant under-reporting of racist hate incidents. Where hate incidents are not reported, perpetrators may remain unchallenged and carry out further incidents.
- Intersectional experiences of hate crime can lead to reluctance to identify one protected characteristic for reporting.
- A lack of opportunity for social mixing and meeting people of different backgrounds can create a context where racial stereotyping and prejudice develops. Factors such as poverty and social exclusion inhibit social integration.⁷⁶
- National statistics show a rise in hate crimes at around the time of the EU referendum vote in June 2016. The EU referendum was also associated with an increase in community experience of hate rhetoric.
- Perpetrators may be motivated by a perception of threat linked to: economic stability, access to state resources, sense of safety in the community and/or “symbolic” threat posed by people’s values or norms. This sense of threat can be projected onto ethnic minorities, particularly visible minorities, who may be viewed as the source of socio-economic problems.
- Research has shown correlations between educational attainment and prejudiced attitudes - the higher the level of education the lower the amount of prejudice.⁷⁷
- The rise of organised Far Right extremist activity and narratives including narratives of a racial or cultural threat to “natives” from “aliens”, and increased mainstreaming of anti-minority narratives emboldening those who express racist hate.⁷⁸
- The law and sentencing policy create a ‘hierarchy of hate crime’ and send the message that some groups are more worthy of protection than others. This undermines confidence of victims in the law and may contribute to the significant levels of under-reporting in some communities.

National and local data

Reporting levels and trends



	annual trend: last 8 years	Data for 2018/19 (or latest as specified)
Police-recorded racist incidents and crimes (No.)		535
Racist incidents recorded by the Community Safety Casework Team (No.)		51
Racist incidents recorded by the Council Housing team (No.)		17
Graffiti incidents reported to Cityclean and identified as racist (No.)		18 (2018)





⁷⁶ Louise Casey “Review into Opportunity and Integration” December 2016

⁷⁷ Hello E, Scheepers P et al (2002) <https://www.rug.nl/research/portal/files/3041884/ScheepersP-education.pdf>

⁷⁸ Commission For Countering Extremism “Challenging Hateful Extremism” October 2019

- There were 535 racist incidents and crimes (465 crimes) recorded by the police in 2018/19⁷⁹. These showed a long term increasing trend until 2016/17, but have stabilised since then. This rising trend runs in parallel with the increase in all police recorded violent crimes⁸⁰, which account for a greater part of all racist incidents and crimes (see below).
- Brighton & Hove records around 1.3 times more racist crimes per resident than the England & Wales average.
- The numbers of racist incidents recorded by other agencies (the Community Safety Casework Team, Council Housing and Cityclean) are much lower than the police. Those recorded by the Casework Team are showing a downward trend while the trend for other agencies is less clear.

Criminal justice processes

	annual trend: last 8 years	Data for 2018/19	benchmarking
Racist crimes recorded by the police (No.)		474	1.3 times more recorded in B&H than in E&W per resident (2017/18)
Racist crimes charged by the police (No.)		47	
Finalised court cases for racist crimes (No.)		74	
Finalised court cases for racist crimes resulting in a conviction (%)		93.2% (69/74)	England & Wales 2018/19: 84.7% (racist&relig)

- While the number of recorded racist crimes has shown a long term increase, the number of charges (47 in 2018/19) has shown a decrease over the last four years.
- The number of racist cases brought to court has shown no particular long term trend, with 74 in 2018/19. The defendant was convicted 93% of finalised cases, higher than the national rate of 85%.

Bullying at school

- In 2018 1.2% of children at KS2, 0.9% at KS3, and 1.1% at KS4, reported they had been bullied in the current term based on their ethnicity or that of someone in their family (SAWSS). There is no obvious trend in the prevalence of this type of bullying between 2010 and 2018.

Who, what, where, when, etc.

- Data for 2018/19 shows a city-centre hotspot for police recorded racist crimes, located in an area including all of the North Laine, the Lanes and Churchill Square, as well as the Old Steine and part of Kemptown.
- 93% of police recorded racist offences were violence against the person offences (including harassment offences).
- In common with violence against the person offences generally, there are more crimes and incidents recorded in the summer months.



⁷⁹ Police performance data.

⁸⁰ See Section 4.1 for further information relating to this increase

Racist incidents

- Police recorded racist hate crimes appear to peak on a Saturday and Sunday, although there is no clear temporal pattern, with offences occurring throughout the afternoon and evening.
- 63% of victims of police recorded racist offences were male, 37% were female.
- The rate of victimisation is highest for both male and female victims in the 30-39 age group (3.3 per 1,000 pop.).
- Victim ethnicity is unrecorded for 40% of offences. However, of those offences where victim ethnicity is available, 32% were Black, 29% were White – North European⁸¹, 23% were Asian, 9% were Middle Eastern, and 7% were White – South European.
- The three most common location types for police recorded racist offences were on the street (40%), in a dwelling (19%) and in a shop (12%).
- 73% of all police recorded racist offences in 2018/19 were committed by a stranger, 24% were committed by an acquaintance, and 1% respectively were committed by either a family member or intimate.
- Offender data for the three years April 2016 to March 2019 shows that 75% of offenders in this time period were male, 25% were female. For both men and women, both the number and rate of offending peaks in the 30-39 age group (2.0 per 1,000 pop. for males, and 0.7 per 1,000 pop. for females).
- There was not enough information recorded on offender ethnicity for analysis.
- Two thirds (66%) of offenders of racist crimes in this time period were from Brighton & Hove, 17% were from other parts of Sussex, 12% were from outside Sussex, and 5% were of no fixed address.
- A consultation by the Racial Harassment Forum in April 2018 found that
 - 61% of respondents reported that they, a family member or someone they associate with had in the past been a victim of a hate crime or incident.
 - Nearly half of all respondents (48%) who had experienced a hate crime said this had occurred in the last year. Over three quarters of these respondents said they did not report the occasion on which they experienced a hate crime or incident. The most frequent reason cited for not reporting was a belief that nothing will happen (56%)⁸².

Summary of key issues

- Long term rising trend in recorded racist hate incidents
- Acknowledged under-reporting of racist hate incidents
- Lack of community confidence in statutory services
- A difference in funding opportunities for third sector groups depending on type of hate incident to be addressed
- Lack of statutory organisations' understanding of intersectionality



⁸¹ The ethnicity category 'White – North European' used by Sussex Police includes White British, but no further breakdown is currently available from this data for victim ethnicity.

⁸² Racial Harassment Forum, Brighton & Hove, 'Hate Crime & Incidents', April 2018



Resources and gaps

current services	brief description of role/service
Registered Social Landlords	Responsible for addressing hate incidents and harm caused that involves their tenants in the locality of their tenancy
Police	Addresses hate incidents and hate crimes across the city
BHCC Housing	Responsible for addressing hate incidents and harm caused that involves their tenants in the locality of their tenancy
CST Casework	Addresses hate incidents in the private housing sector
Cityclean	Removes all offensive graffiti irrespective of location
Equinox Drug & Alcohol Outreach Team	Addresses ASB and hate incidents associated with the street community
Reboot	Reboot provides young people with protective factors through positive activities helps to prevent them being drawn into anti-social behaviour, hate incidents, crime and violence
Multi Agency Risk Assessment and Tasking meeting (MARAT)	A multi-agency panel that discusses high risk and complex ASB and hate incidents cases and puts in place multi-agency action plans to address the ASB and hate and reduce the harm caused.
Street Community Partnership Meeting (SCPM)	A multi-agency panel that discusses ASB and hate incidents associated with the street community, both individuals and geographical locations, and puts in place multi-agency action plans to address the ASB and hate and reduce the harm caused.
community assets	brief description of role/service
Local Action Teams	Community led groups where local residents work in partnership with statutory agencies and third sector organisations to address community safety concerns.
Refugee and Migrant Forum	Mechanism to distribute information to a wide range of organisations working with refugees and migrants including messaging on hate crime reporting
ESOL Network	Mechanism to distribute information to a wide range of organisations working with people for whom English is not their first language, including on hate crime reporting

Racist incidents

Racial Harassment Forum	A community led forum which aims to increase the trust and confidence of Black and Minority Ethnic (BME) people (individuals and communities) in mainstream statutory, community and voluntary organisations. Provides a support and advocacy service for victims of race and faith hate incidents.
BMECP	A BME community-led infrastructure organisation promoting community cohesion and venue for groups and events supporting BME communities.
BME YPP	Provides information, support and advice to BME young people including on hate incidents.
Brighton Table Tennis Club	Funded by Building A Stronger Britain Together Programme to deliver table tennis sessions building cohesion and tackling racism in schools.
Euromernet	Promotes positive inter-cultural relations and undertake projects and training on counter-narrative to hate.
gaps	
Gap in third party reporting centres	
Lack of front line BAME staff in statutory bodies	
Lack of understanding of the full picture of racist incidents in B&H	

Recommendations for partnership work

- BHCC to lead in forming the Taskforce which will steer the Inclusive Cities partnership work and set the action plan, including actions which will tackle underlying issues and perceptions which contribute to racist and religiously motivated hate incidents.
- Community Safety Team duty service to continue to provide advice and guidance to Housing Associations, supported housing providers and other professionals re hate incidents.
- Consult with partners and community to pursue a joint review of hate speech guidelines on social platforms and in law.
- Continue to develop the Upstanders network working with diverse community groups together to tackle all forms of hate.
- Continue to hold monthly MARAT meeting to discuss high risk and complex hate incident cases, and investigate how community members can be involved in MARAT process.
- Continue to support the Restorative Champions Network to ensure the use of restorative practice continues across the city.
- Develop a hate incident communication strategy to ensure that communities are informed of work taking place to address hate incidents.



- Develop a programme of training and briefings for all professionals addressing hate incidents on the use of ASB, Crime and Policing Act 2014 tools and powers and best practice in responding to hate incidents.
- Develop partnership research into building preventive educational programmes for perpetrators of hate crime.
- Develop third party reporting mechanisms across the city.
- Further develop joint working between statutory bodies and the third sector eg. Local Action Team Forum, local youth projects, minority and intersectional faith groups, etc.
- Further develop the work to increase trust and confidence in statutory services.
- Make best use of partnership data regarding hate incidents in B&H.
- Raise awareness of statutory services and hate incident reporting processes in local support and advocacy services.
- The recommendations from the Racial Harassment Forum consultation survey should be implemented including a campaign to respond to the under-reporting of racist hate incidents.
- Update B&H multi-agency ASB and hate incident joint working procedures and guidance.

9.1.2 Faith and religiously motivated incidents and crimes

Contributory factors



- A consultation by the Racial Harassment Forum shows significant under-reporting of religiously motivated hate incidents. If hate incidents are not reported, opportunities to challenge perpetrators and deter further offending may be lost.
- Intersectional experiences of hate crime can lead to reluctance to identify one protected characteristic for reporting.
- National statistics show a rise in hate crimes at around the time of the EU referendum vote in June 2016. The EU referendum was also associated with an increase in community experience of hate rhetoric.
- Perpetrators may be motivated by a perception of threat linked to: economic stability, access to state resources, sense of safety in the community and/or “symbolic” threat posed by people’s values or norms. This sense of threat can be projected onto ethnic minorities, particularly visible minorities, who may be viewed as the source of socio-economic problems.
- Research has shown correlations between educational attainment and prejudiced attitudes - the higher the level of education the lower the amount of prejudice.⁷⁷
- Rise of organised Far Right extremist activity and narratives including narratives expressing religiously motivated hate, and increased mainstreaming of anti-minority narratives emboldening those who express religiously motivated hate.
- Tensions can be heightened and lead to religious hate crimes following global terrorist attacks.⁸³
- The law and sentencing policy create a ‘hierarchy of hate crime’ and send the message that some groups are more worthy of protection than others. This undermines confidence of victims in the law and may contribute to the significant levels of under-reporting in some communities.

National and local data







Reporting levels and trends

	annual trend: last 8 years	Data for 2018/19 (or as specified)	benchmarking
Police-recorded religiously motivated incidents and crimes (No.)		81 (73 crimes and 8 incidents)	steep increase also seen in E&W
Religiously motivated incidents recorded by the Casework Team (No.)		14	
Religiously motivated incidents recorded by the Council Housing team (No.)		1	
Religiously motivated graffiti incidents reported to Cityclean (No.)		2018: 6	

⁸³ Equalities and Human Rights Commission, Research Report 102 ‘Causes and motivation of hate crime’, 2016

- There were 81 religiously motivated incidents and crimes (73 crimes) recorded by the police in 2018/19.⁸⁴ These showed a long term increasing trend until 2016/17, but have stabilised since then. This rising trend runs in parallel with the increase in all police recorded violent crimes⁸⁵, which account for a greater part of all religiously motivated incidents and crimes (see below).
- In 2017/18 there were 1.8 times the number of police recorded religiously motivated crimes in Brighton & Hove than the England & Wales average per resident.
- The number of religiously motivated incidents recorded by other agencies (the Community Safety Casework Team, Council Housing and Cityclean) are much lower than those recorded by the police. The Community Safety Team reported a long term rising trend, reaching 14 reports in 2018/19.

Criminal justice processes

	annual trend: last 8 years	Data for 2018/19	benchmarking
Religiously motivated crimes recorded by the police (No.)		70	1.8 times more recorded in B&H than in E&W per resident (2017/18)
Religiously motivated crimes charged by the police (No.)		1	
Finalised religiously motivated court cases (No.)		2	
Finalised religiously motivated court cases resulting in a conviction (%)		100% (2/2)	

- While the number of police recorded religiously motivated crimes has shown a long term increase, the number of charges has fluctuated between one and nine per year over the last few years, showing no particular trend. There were nine charges in 2017/18, but only one in 2018/19.
- The number of religiously motivated cases brought to court has also fluctuated between one and three in the recent years for which data are available. For those cases reaching court the defendant has been convicted in nearly all cases.

Bullying in schools

- In 2018 0.9% of children at KS2, 0.7% at KS3, and 0.4% at KS4, reported they had been bullied in the current term based on their religion or that of someone in their family (SAWSS). There is no clear trend in the prevalence of this type of bullying reported since 2010.

Who, what, where, when. etc.

- There was not sufficient information in police datasets to analyse religious hate crime by type. Of 120 offences between 2017/18 and 2018/19, only 26 had specific information recorded about which religious beliefs had been targeted.
- 83% of religiously motivated hate crimes between 2017/18 and 2018/19 were violence against the person offences (including harassment offences), 15% were criminal damage offences and 2% were other offences.
- 55% (n=48) of victims were male, 45% (n=40) were female, but numbers are low and caution should be used. Numbers are too low to analyse by victim age group or ethnicity.



⁸⁴ Police performance data.

⁸⁵ See Section 4.1 for further information relating to this increase

Religiously motivated hate incidents

- 79% (n=89) of all police recorded religious hate crimes in 2017/18 and 2018/19 were committed by a stranger, 20% were committed by an acquaintance, and 2% were committed by an intimate.
- Offender data for the three year period April 2016-March 2019 shows that 19 of 21 recorded offenders (90%) in this time period were male, but numbers here are low and caution should be used. Offender data were too sparse for meaningful analysis on age or ethnicity.
- The most common location types for police recorded religiously motivated hate crimes were on the street (37%), in a dwelling (16%), and in a public or religious building (13%).
- A seasonal pattern is suggested in the data over the last five years with more religiously motivated crimes and incidents taking place in the summer months and fewer in the winter.
- Recent research into prejudice experienced by those in both the LGBTQ+ community and faith communities locally, found that 44% of survey respondents (total respondents n=64) reported they had experienced faith-based prejudice in the LGBTQ+ community, and 12% considered the faith prejudice they experienced to be a hate crime.⁸⁶
- 9% (3/33) of people surveyed reported they would go to the Community Safety Team for support following a faith-based incident and 9% (4/45) following a LGBTQ+ hate crime. 16% (5/31) said they would not feel comfortable reaching out to the Community Safety Team for faith-based prejudice and 21% (9/42) would not feel comfortable to do so following an LGBTQ+ prejudice.⁸⁶

Summary of key issues

- Long term increase in recorded religiously motivated hate incidents.
- Acknowledged under-reporting of religiously motivated hate incidents.
- Lack of community confidence in statutory services.
- Experiences of faith based prejudice within LGBTQ communities and feelings of isolation for LGBTQ people of faith.
- A difference in funding opportunities for third sector groups dependant on type of hate incident to be addressed.
- Lack of statutory understanding of intersectionality.



Resources and gaps



current services	brief description of role/service
Registered Social Landlords	Responsible for addressing hate incidents and harm caused that involves their tenants in the locality of their tenancy
Police	Addresses hate incidents and hate crimes across the city
BHCC Housing	Responsible for addressing hate incidents and harm caused that involves their tenants in the locality of their tenancy
CST Casework	Addresses hate incidents in the private housing sector
Cityclean	Removes all offensive graffiti irrespective of location

⁸⁶ Switchboard Health & Inclusion Project, LGBTQ+ People of Faith: Prejudice & Community Cohesion in Brighton & Hove, 2019. <https://www.switchboard.org.uk/wp-content/uploads/2019/02/LGBTQ-Faith-Report-1.pdf>

Equinox Drug & Alcohol Outreach Team	Addresses ASB and hate incidents associated with the street community
Reboot	Reboot provides young people with protective factors through positive activities helps to prevent them being drawn into anti-social behaviour, hate incidents, crime and violence
Multi Agency Risk Assessment and Tasking meeting (MARAT)	A multi-agency panel that discusses high risk and complex ASB and hate incidents cases and puts in place multi-agency action plans to address the ASB and hate and reduce the harm caused.
Street Community Partnership Meeting (SCPM)	A multi-agency panel that discusses ASB and hate incidents associated with the street community, both individuals and geographical locations, and puts in place multi-agency action plans to address the ASB and hate and reduce the harm caused.
community assets	brief description of role/service
Local Action Teams	Community led groups where local residents work in partnership with statutory agencies and third sector organisations to address community safety concerns.
Racial Harassment Forum	A community led forum which aims to increase the trust and confidence of Black and Minority Ethnic (BME) people (individuals and communities) in mainstream statutory, community and voluntary organisations. Provides a support and advocacy service for victims of race and faith hate incidents.
Brighton & Hove Faith in Action	Multi-faith charity bringing together different faith groups to deliver social welfare and community development project. Work collaboratively on projects and events to tackle hate and sit on the Upstanders Network to tackle all forms of hate.
Combatting Faith Hate Partnership	Partnership chaired by BHFA, to promote tolerance and tackle religiously motivated hate crime with work strands to work in schools, undertake a tour of places of worship and develop a standing committee of faith leaders
Inter-Faith Contact Group	Interfaith group bringing together people of all faiths and none to build contact and dialogue. Funded under Building A Stronger Britain together for the Angels unity project promoting tolerance and understanding
Faith Council	Oversees faith covenant and brings faith groups to work collaboratively together and tackle issues on hate crime.
Switchboard	Working to support LGBTQ people of faith
Refugee and Migrant Forum	Mechanism to distribute information to a wide range of organisations working with refugees and migrants including messaging on hate crime reporting

Religiously motivated hate incidents

ESOL Network	Mechanism to distribute information to a wide range of organisations working with people for whom English is not their first language, including on hate crime reporting
gaps	
Gap in third party reporting centres	
Links between BHCC and faith groups in the city	
Lack of understanding of the full picture of faith hate incidents in B&H	


Recommendations for partnership work

- BHCC to lead in forming the “Taskforce” which will steer the Inclusive Cities partnership work and set the action plan, including actions which will tackle underlying issues and perceptions which contribute to racist and religiously motivated hate incidents.
- Community Safety Team duty service to continue to provide advice and guidance to Housing Associations, supported housing providers and other professionals re hate incidents.
- Consult with partners and community to pursue a joint review of hate speech guidelines on social platforms and in law.
- Continue to develop the Upstanders network working with diverse community groups together to tackle all forms of hate.
- Continue to hold monthly MARAT meeting to discuss high risk and complex hate incident cases, and investigate how community members can be involved in the MARAT process.
- Continue to support the Restorative Champions Network to ensure the use of restorative practice continues across the city.
- Develop a hate incident communication strategy to ensure that communities are informed of work taking place to address hate incidents.
- Develop a programme of training and briefings for all professionals addressing hate incidents on the use of ASB, Crime and Policing Act 2014 tools and powers and best practice in responding to hate incidents.
- Develop partnership research into building preventive educational programmes for perpetrators of hate crime.
- Develop third party reporting mechanisms across the city.
- Further develop joint working between statutory bodies and the third sector eg. Local Action Team Forum, local youth projects, minority and intersectional faith groups etc.
- Further develop the work to increase trust and confidence in statutory services.
- Make best use of partnership data regarding hate incidents in B&H.
- Raise awareness of statutory services and hate incident reporting processes in local support and advocacy services.
- The recommendations from the Racial Harassment Forum consultation survey should be implemented including a campaign to respond to the under-reporting of racist hate incidents.
- Update B&H multi-agency ASB and hate incident joint working procedures and guidance.



9.1.3 Hate incidents and crimes motivated by perceived sexuality

Contributory factors

- Brighton & Hove is a beacon for national migrants & international refugees seeking a safer place to be LGBTQ+. 
- An increase in race and religious hate crimes can lead perpetrators to embolden threats against other minorities.
- National statistics show a rise in hate crimes at around the time of the EU referendum vote in June 2016. The EU referendum was also associated with an increase in community experience of hate rhetoric.
- Perpetrators may be motivated by a perception of threat linked to: sense of safety in the community and/or “symbolic” threat posed by people’s values or norms. This sense of threat can be projected onto visible minorities.
- Personal insecurity of sexuality and identity are important drivers of hate crime.
- Research has shown correlations between educational attainment and prejudiced attitudes - the higher the level of education the lower the amount of prejudice.⁷⁷
- There has been a rise of organised extremist activity and falsifying narratives including narratives explicitly directed at stirring up divisions with cohabiting communities, around education or health care, increased mainstreaming of anti-trans and LGBT narratives and emboldening prejudiced views.
- Tensions can be heightened and lead to LGBTQ+ hate crimes following global terrorist attacks.
- The law and sentencing policy create a ‘hierarchy of hate crime’ and send the message that some groups are more worthy of protection than others. This undermines confidence of victims in the law – and may contribute to significant levels of under-reporting in some communities.
- The LGBTQ+ community in general has confidence in reporting, but does not have confidence in statistics, as they fail to represent community and personal experience of hate crime/incidents prevalence.
- Intersectional experiences of hate crime can lead to reluctance to identify one protected characteristic for reporting.
- The number of hate incidents may be influenced by a rise of anti-LGBT+ rhetoric globally, combined with the influence of neoliberal ideology, which promotes individualism. It may also be connected to the influence of a growing number of siloed online communities of hate, which exist with different social norms to mainstream society, running counter to inclusion and tolerance.

National and local data

National prevalence and reporting rates

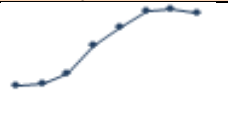
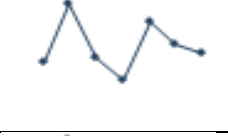


- A 2017 study⁸⁷ of 5,000 LGBT people across England, Wales and Scotland found that
 - One in five LGBT people had experienced a hate crime or incident because of their sexual orientation and/or gender identity in the last 12 months
 - Two in five trans people have experienced a hate crime or incident because of their gender identity in the last 12 months
 - Four in five anti-LGBT hate crimes and incidents went unreported, with younger LGBT people particularly reluctant to go to the police.



⁸⁷ Stonewall and YouGov (2017) LGBT in Britain: Hate crime and discrimination
https://www.stonewall.org.uk/system/files/lgbt_in_britain_hate_crime.pdf

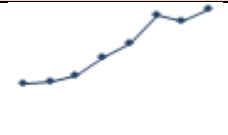
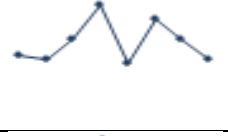

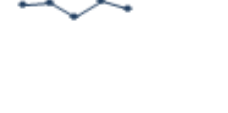
Perceived sexuality hate incidents

Reported incidents in Brighton & Hove

	annual trend: last 8 years	Data for 2018/19 (or as specified)
Police-recorded homophobic incidents and crimes (No.)		204
Homophobic incidents recorded by the Casework Team (No.)		15
Homophobic incidents recorded by the Council Housing team (No.)		3
Homophobic graffiti incidents reported to Cityclean (No.)		5 (2018)

- There were 204 homophobic incidents and crimes (169 crimes) recorded by the police in 2018/19⁸⁸. These showed a long term increasing trend until 2016/17, but have stabilised since then. This rising trend runs in parallel with the increase in all police recorded violent crimes⁸⁹, which account for a greater part of all homophobic incidents and crimes (see below).
- Brighton & Hove records three times the number of homophobic crimes per resident than the England & Wales average.
- The number of homophobic incidents recorded by other agencies (the Community Safety Casework Team, Council Housing and Cityclean) are much lower than the police and broadly show a decreasing trend over the last few years.

Criminal justice processes

	annual trend: last 8 years	Data for 2018/19 (or as specified)	benchmarking
Homophobic/transphobic crimes recorded by the police (No.)		212	3.1 times more recorded in B&H than in E&W per resident (2017/18)
Homophobic/transphobic crimes charged by the police (No.)		17	
Finalised court cases for homophobic crimes (No.)		28	
Finalised court cases for homophobic crimes resulting in a conviction (%)		96.4%	England & Wales 2018/19: 96.1%

⁸⁸ Police performance data.

⁸⁹ See Section 4.1 for further information relating to this increase

- While the number of recorded homophobic and transphobic crimes has shown a long term increase, the number of charges (17 in 2018/19) has fluctuated and not shown a corresponding increase.
- The number of homophobic cases brought to court has also fluctuated, with 28 in 2018/19. All but one resulted in the defendant being convicted (96.4% conviction rate), higher than the national rate.

Bullying at school

- In 2018 1.2% of children at KS2, 1.4% at KS3, and 1.0% at KS4, reported they had been bullied in the current term based on them or a family member being gay, lesbian or bisexual, or being called "gay" as an insult (SAWSS). This kind of bullying dropped between 2010 and 2014, but has shown no consistent trend since then.

Who, what, where, when, etc.

- The hotspot for police recorded homophobic offences in 2017/18 and 2018/19 is located in the city centre, in an area covering part of the North Laine (as far north as North Road), the Lanes and the Old Steine, St. James's Street and adjacent Kemptown streets.
- 97% of police recorded homophobic hate crimes were violence against the person offences (including harassment offences), with the remaining offences a mixture of criminal damage, robbery or sexual offences.
- In common with violence against the person offences generally, there are more crimes and incidents recorded in the summer months.
- Peaks in police recorded homophobic hate crimes show some association with the night-time economy, with a higher number of offences overall on a Friday, Saturday and Sunday, and an elevated risk of offences on a Saturday morning between 01.00hrs and 04.00hrs, and again on a Sunday morning between midnight and 05.00hrs.
- Three out of four (75%) victims of police recorded homophobic hate crime were male (where victim information is recorded).
- Overall numbers when split by age and gender are low, but the rate of victimisation for men was highest in the 30-39 age group (2.1 per 1,000 pop.), followed by the 50-59 age group (1.9 per 1,000 pop.) The rate of victimisation for women was highest in the 40-49 age group, but victim numbers here are low (0.8 per 1,000 pop.).
- Victim ethnicity was often unrecorded, but of those offences where it was recorded, 95% (n=131) of offences were perpetrated against those who were White-North European⁹⁰. The remaining 5% were either recorded as White – South European, or Black.
- 76% of all police recorded homophobic hate crimes in 2017/18 and 2018/19 were committed by a stranger, 24% were committed by an acquaintance, and less than 1% were committed by a family member.
- Offender data for the three years April 2016- March 2019 shows that 85% (n=69) of offenders in this time period were male, 15% (n=12) were female. Offender numbers were too low for meaningful analysis on age or ethnicity.
- 58% of offenders of homophobic hate crimes in this time period were from Brighton & Hove, 21% were from outside Sussex, 17% were from other parts of Sussex, and 4% were of no fixed address.
- The most common location types for police recorded offences motivated by perceived sexuality were on the street (49%), in a dwelling (21%), and in licensed premises (7%).



⁹⁰ The ethnicity category 'White – North European' used by Sussex Police includes White British, but no further breakdown is currently available from this data for victim ethnicity.

Perceived sexuality hate incidents

- A national LGBT survey⁹¹ in 2018 showed that at least two in five respondents (40%) had experienced an incident because they were LGBT in the last 12 months; a quarter (26%) experienced verbal harassment, insults or other hurtful comments, 14% experienced disclosure of their LGBT status without permission, 6% had been threatened with physical or sexual harassment or violence, and 2% respectively had experienced sexual or physical violence. More than nine in ten of the most serious incidents were unreported, with the most commonly cited reason being because respondents thought “it happens all the time”.
- Recent research into prejudice experienced by those in both the LGBTQ+ community and faith communities locally, found that 44% of survey respondents (total respondents n=64) reported they had experienced faith-based prejudice in the LGBTQ+ community, and 12% considered the faith prejudice they experienced to be a hate crime.⁸⁶
- The same research found that 80% of survey respondents (total respondents n=64) reported they had experienced LGBTQ+ prejudice in a faith setting, and 36% considered this a hate crime. 16% had been offered some form of ‘conversion’ or ‘reparative’ therapy.⁸⁶
- Less than one in ten (9%) surveyed reported they would go to the Community Safety Team for support following a faith or LGBTQ+ hate crime, and 21% said they would actively avoid reaching out to the Community Safety Team for LGBTQ+ prejudice.⁸⁶
- 5 in 10 people agreed that hate crime has higher impact than other types of crime, and that LGBT+ people modify their behaviour in public to avoid being targeted. (Gallop 2019)
- In general, lesbian, gay and bisexual people avoid holding hands in public with a same-sex partner for fear of being assaulted, threatened or harassed.

Summary of key issues

- There is a long term increasing trend in LGBTQ crimes and incidents.
- At the same time, there is an acknowledged under-reporting of LGBTQ incidents
- Acknowledged under-reporting of LGBTQ hate incidents.
- Faith-based prejudice is experienced within LGBTQ communities with feelings of isolation for LGBTQ people of faith.
- There is a lack of community confidence in statutory services.
- There is a lack of awareness in the statutory sector of intersectionality.



Resources and gaps

current services	brief description of role/service
Registered Social Landlords	Responsible for addressing hate incidents and harm caused that involves their tenants in the locality of their tenancy
Police	Addresses hate incidents and hate crimes across the city
BHCC Housing	Responsible for addressing hate incidents and harm caused that involves their tenants in the locality of their tenancy
CST Casework	Addresses hate incidents in the private housing sector
Cityclean	Removes all offensive graffiti irrespective of location

⁹¹ HM Government Equalities Office ‘National LGBT Survey: Summary Report’, 2018.
https://assets.publishing.service.gov.uk/government/uploads/system/uploads/attachment_data/file/721704/LGBT-survey-research-report.pdf

Equinox Drug & Alcohol Outreach Team	Addresses ASB and hate incidents associated with the street community
Reboot	Reboot provides young people with protective factors through positive activities helps to prevent them being drawn into anti-social behaviour, hate incidents, crime and violence
Multi Agency Risk Assessment and Tasking meeting (MARAT)	A multi-agency panel that discusses high risk and complex ASB and hate incidents cases and puts in place multi-agency action plans to address the ASB and hate and reduce the harm caused.
Street Community Partnership Meeting (SCPM)	A multi-agency panel that discusses ASB and hate incidents associated with the street community, both individuals and geographical locations, and puts in place multi-agency action plans to address the ASB and hate and reduce the harm caused.
community assets	brief description of role/service
Local Action Teams	Community led groups where local residents work in partnership with statutory agencies and third sector organisations to address community safety concerns.
Rainbow Hub	Brighton & Hove's local point of contact for LGBTQ+ people seeking up to date help, information or guidance. The hub is a safe, non-judgemental environment. Village Guardians also work from R-Hub.
LGBT CSF	Bridge between the community and statutory services to enable accountability services. Cultural, educational and social safety community activities and LGBT community/inclusion and accessibility initiative.
Switchboard	Providing support services run for and by LGBT people. Health, inclusion, mental health, consultations, group work, advice and information and bereavement support.
Allsorts	Supports & connects children & young people under 26 who are lesbian, gay, bisexual, trans or unsure (LGBTU). Offers training, group work, family support, educational resources and support to education providers.
Terrence Higgins Trust	Sexual Health & HIV charity offering testing, HIV info and community benefit advice, therapeutic support. Training hub for HIV. Outreach for PSE.
Lunch Positive	Safe and supportive space for socialising, a healthy meal and peer support. Advice and information, provide emergency food supplies & provide affordable , engaging community catering to events.
Rainbow Fund	Not-for-profit Community Interest Company-central hub for local LGBTQ+ Community fundraising. An independent grants panel assess applications. Donations from city Pride events.
Small Groups network	Providing targeted information, training and support to its members. Approximately 16 groups currently in network of small LGBTQ+ support groups.

Perceived sexuality hate incidents

gaps	
Gap in third party reporting centres	
Lack of awareness of the needs of differing LGBT communities	
Lack of understanding of the full picture of LGBTQ hate incidents in B&H	

Recommendations for partnership work

- Build community-based, LGBTQ+ staffed reporting mechanism supported by statutory funds
- Community Safety Team duty service to continue to provide advice and guidance to Housing Associations, supported housing providers and other professionals re hate incidents
- Consult with partners and community to pursue a joint review of hate speech guidelines on social platforms and in law
- Continue to develop the Upstanders network working with diverse community groups together to tackle all forms of hate
- Continue to hold monthly MARAT meeting to discuss high risk and complex hate incident cases, and investigate how community members can be involved in the MARAT process.
- Continue to support the Restorative Champions Network to ensure the use of restorative practice continues across the city
- Develop a hate incident communication strategy to ensure that communities are informed of work taking place to address hate incidents
- Develop a programme of training and briefings for all professionals addressing hate incidents on the use of ASB, Crime and Policing Act 2014 tools and powers and best practise in responding to hate incidents
- Develop partnership research into building preventive educational programmes for perpetrators of hate crime.
- Develop third party reporting mechanisms across the city.
- Further develop joint working between statutory bodies and the third sector eg. Local Action Team Forum, Local Youth projects, LGBT CSF, Allsorts, Switchboard, etc.
- Further develop the work to increase trust and confidence in statutory services.
- Improve public knowledge about the damaging impacts of anti LGBTQ+ hate.
- Make best use of partnership data regarding hate incidents in B&H.
- Raise awareness of statutory services and hate incident reporting processes in local support and advocacy services.
- Update B&H multi-agency ASB and hate incident joint working procedures and guidance.
- Work with education providers to ensure new PSHE legislation is applied and community & parental understanding is supported.
- Work with partners to scope & develop disabled/LGBTQ+ community capacity support.



9.1.4 Gender identity motivated incidents and crimes

Contributory factors

- Brighton & Hove is a beacon for national migrants & international refugees seeking a safer place to be LGBTQ+.
- Community has confidence in reporting but does not have confidence in statistics, as they fail to represent community and personal experience of Hate crime/incidents prevalence
- Increase in race and religious hate crimes can lead perpetrators to embolden threats against other minorities.
- Intersectional experiences of hate crime can lead to reluctance to identify one protected characteristic for reporting.
- National statistics show a rise in hate crimes at around the time of the EU referendum vote in June 2016. The EU referendum was also associated with an increase in community experience of hate rhetoric.
- Perpetrators may be motivated by a perception of threat linked to: sense of safety in the community and/or “symbolic” threat posed by people’s values or norms
- This sense of threat can be projected onto visible minorities.
- Personal insecurity of sexuality and identity are important drivers of hate crime.
- Research has shown correlations between educational attainment and prejudiced attitudes - the higher the level of education the lower the amount of prejudice.⁷⁷
- Rise of organised extremist activity and falsifying narratives including narratives explicitly directed at stirring up divisions with cohabiting communities, around education or health care, increased mainstreaming of anti-Trans and LGBT narratives emboldening prejudiced views.
- Rise of pseudo LGB groups which project an anti-trans narrative and target progressive and inclusive equality legislation.
- Tensions can be heightened and lead to LGBTQ+ hate crimes following global terrorist attacks.
- The law and sentencing policy create a ‘hierarchy of hate crime’ and send the message that some groups are more worthy of protection than others. This undermines confidence of victims in the law and may contribute to the significant levels of under-reporting in some communities.



National and local data

Reporting levels

	annual trend: last 8 years	Data for 2018/19 (or as specified)	benchmarking
Police-recorded transphobic incidents and crimes (No.)		53	
Transphobic incidents recorded by the Casework Team (No.)		12	
Transphobic incidents recorded by the Council Housing team (No.)		0	

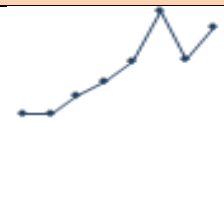
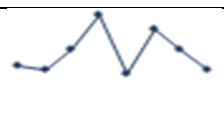


Gender identity hate incidents

Transphobic graffiti incidents reported to Cityclean (No.)		0	
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- There were 53 transphobic incidents and crimes (33 crimes) recorded by the police in 2018/19⁹². These showed a long term increasing trend until 2016/17, but have fluctuated since then. This rising trend runs in parallel with the increase in all police recorded violent crimes⁹³, which account for a greater part of all transphobic incidents and crimes (see below).
- Brighton & Hove records about four times the number of transphobic crimes per resident than the England & Wales average.
- The number of transphobic incidents recorded by other agencies (the Community Safety Casework Team, Council Housing and Cityclean) are much lower than the police. Those recorded by the Casework Team are higher in the last three years than in the preceding years.

Criminal justice processes

	annual trend: last 8 years	Data for 2018/19 (or as specified)	benchmarking
Transphobic crimes recorded by the police (No.)		53	4.1 times more recorded in B&H than in E&W per resident (2017/18)
Homophobic/transphobic crimes charged by the police (No.)		17	
Finalised transphobic court cases (No.)		0	

- The number of recorded transphobic crimes has shown a long term increase. The data for charges has not been disaggregated from homophobic crimes.
- No transphobic cases have yet been brought to court in Brighton & Hove.

Bullying in schools

- In 2018 0.5% at KS3, and 0.4% at KS4, reported being bullied in the current term about their gender identity or that of someone in their family (SAWSS).

Who, what, when, where, etc.

- 97% of police recorded gender identity motivated hate crimes between 2017/18 and 2018/19 were violence against the person offences (including harassment offences).
- Of those offences in 2017/18 and 2018/19 where victim gender was recorded, 66% (n=31) had a female victim, 30% (n=14) had a male victim, and 4% were recorded as indeterminate. New recording of gender identity by Sussex Police which include transgender categories have since been introduced and will be available going forward.



⁹² Police performance data.

⁹³ See Section 4.1 for further information relating to this increase

- Numbers are too low to analyse by victim age group or ethnicity.
- Overall numbers are low, but the most common location types for police recorded gender identity motivated hate crimes were on the street (44%) or in a dwelling (33%).
- 60% (n=36) of all police recorded gender identity motivated hate crimes in 2017/18 and 2018/19 were committed by a stranger, 38% were committed by an acquaintance, and 2% were committed by an intimate.
- Numbers were too low to provide analysis of offender data.
- In common with violence against the person offences generally, there are more crimes and incidents recorded in the summer months.
- A national LGBT survey⁹¹ in 2018 found that at least two in five respondents (40%) had experienced an incident because they were LGBT in the last 12 months; a quarter (26%) experienced verbal harassment, insults or other hurtful comments, 14% experienced disclosure of their LGBT status without permission, 6% had been threatened with physical or sexual harassment or violence, and 2% respectively had experienced sexual or physical violence. More than nine in ten of the most serious incidents were unreported, with the most commonly cited reason being because respondents thought “it happens all the time”.
- Many transgender people avoid expressing their gender identity through their physical appearance and clothes for fear of being assaulted, threatened or harassed.

Summary of key issues

- There is an increase in reported transphobic incidents.
- At the same time, there is an acknowledged under-reporting of transphobic incidents
- Faith-based prejudice is experienced within LGBTQ communities with feelings of isolation for LGBTQ people of faith.
- Anti-trans extremist groups are altering perceptions through negative narratives.
- There is a lack of community confidence in statutory services.
- There is a lack of awareness in the statutory sector of intersectionality.
- There is misunderstanding and under-appreciation of the impact of anti-trans rhetoric by statutory and third sector services.



Resources and gaps



current services	brief description of role/service
Registered Social Landlords	Responsible for addressing hate incidents and harm caused that involves their tenants in the locality of their tenancy
Police	Addresses hate incidents and hate crimes across the city
BHCC Housing	Responsible for addressing hate incidents and harm caused that involves their tenants in the locality of their tenancy
CST Casework	Addresses hate incidents in the private housing sector
Cityclean	Removes all offensive graffiti irrespective of location
Equinox Drug & Alcohol Outreach Team	Addresses ASB and hate incidents associated with the street community

Gender identity hate incidents

Reboot	Reboot provides young people with protective factors through positive activities helps to prevent them being drawn into anti-social behaviour, hate incidents, crime and violence
Multi Agency Risk Assessment and Tasking meeting (MARAT)	A multi-agency panel that discusses high risk and complex ASB and hate incidents cases and puts in place multi-agency action plans to address the ASB and hate and reduce the harm caused.
Street Community Partnership Meeting (SCPM)	A multi-agency panel that discusses ASB and hate incidents associated with the street community, both individuals and geographical locations, and puts in place multi-agency action plans to address the ASB and hate and reduce the harm caused.
community assets	brief description of role/service
Local Action Teams	Community led groups where local residents work in partnership with statutory agencies and third sector organisations to address community safety concerns.
Rainbow Hub	Brighton & Hove's local point of contact for LGBTQ+ people seeking up to date help, information or guidance. The hub is a safe, non-judgemental environment. Village Guardians also work from R-Hub.
LGBT Community Safety Forum	Bridge between the community and statutory services to enable accountability services. Cultural, educational and social safety community activities and LGBT community/inclusion and accessibility initiative.
Switchboard	Providing support services run for and by LGBT people. Health, inclusion, mental health, consultations, group work, advice and information and bereavement support.
Allsorts	Supports & connects children & young people under 26 who are lesbian, gay, bisexual, trans or unsure (LGBTU). Offers training, group work, family support, educational resources and support to education providers.
Terrence Higgins Trust	Sexual Health & HIV charity offering testing, HIV info and community benefit advice, therapeutic support. Training hub for HIV.
Lunch Positive	Safe and supportive space for socialising, a healthy meal and peer support. Advice and information, provide emergency food supplies & provide affordable , engaging community catering to events.
Rainbow Fund	Not-for-profit Community Interest Company-central hub for local LGBTQ+ Community fundraising. An independent grants panel assess applications. Donations from city Pride events.
Small Groups network	Providing targeted information, training and support to its members. Approximately 16 groups currently in network of small LGBTQ+ support groups.
Navigate	Group for transgendered men, trans masculine &, genderqueer people. Social space, support, health information and awareness raising local campaigns.

Clare Project & trans and non-binary	Providing trans and non-binary staff to support, resources and volunteering opportunities for the trans, non-binary, intersex and gender-variant (TNBI) community.
gaps	
Lack of frontline Trans and non-binary staff in statutory bodies	
Gap in third party reporting centres	
Lack of awareness of the needs of differing LGBT communities	
Lack of understanding of the full picture of LGBTQ hate incidents in B&H	

Recommendations for partnership work



- Build community-based, LGBTQ+ staffed reporting mechanism supported by statutory funds.
- Community Safety Team duty service to continue to provide advice and guidance to Housing Associations, supported housing providers and other professionals re hate incidents.
- Consult with partners and community to pursue a joint review of hate speech guidelines on social platforms and in law.
- Continue to develop the Upstanders network working with diverse community groups together to tackle all forms of hate.
- Continue to hold monthly MARAT meeting to discuss high risk and complex hate incident cases, and investigate how community members can be involved in MARAT process.
- Continue to support the Restorative Champions Network to ensure the use of restorative practice continues across the city.
- Develop a hate incident communication strategy to ensure that communities are informed of work taking place to address hate incidents.
- Develop a programme of training and briefings for all professionals addressing hate incidents on the use of ASB, Crime and Policing Act 2014 tools and powers and best practise in responding to hate incidents.
- Develop partnership research into building preventive educational programmes for perpetrators of hate crime.
- Develop third party reporting mechanisms across the city.
- Develop training and understanding of anti-trans narratives and groups for statutory and community partners.
- Develop work to pursue and build preventive educational programmes for perpetrators of hate crime.
- Further develop joint working between statutory bodies and the third sector eg. Local Action Team Forum, local youth projects, Clare Project, LGBT Community Safety Forum, etc.
- Further develop the work to increase trust and confidence in statutory services.

Gender identity hate incidents

- Improve public knowledge about the damaging impacts of transphobic hate.
- Make best use of partnership data regarding hate incidents in B&H.
- Raise awareness of statutory services and hate incident reporting processes in local support and advocacy services.
- Update B&H multi-agency ASB and hate incident joint working procedures and guidance.
- Work with education providers to ensure new PSHE legislation is applied and community & parental understanding are supported.
- Work with partners in trans and non-binary communities to look at support needed with autism/transgender.
- Work with partners to scope & develop disabled/LGBTQ+ community capacity support.



9.1.5 Disability motivated incidents and crimes

Contributory factors

- Disabled people may be perceived as an ‘easy target’ leading to incidents being perpetrated against them.
- An increase in race and religious hate crimes can lead perpetrators to embolden threats against other minorities.
- Intersectional experiences of hate crime can lead to reluctance to identify one protected characteristic for reporting.
- National statistics show a rise in hate crimes at around the time of the EU referendum vote in June 2016. The EU referendum was also associated with an increase in community experience of hate rhetoric.
- Perpetrators may be motivated by a perception of threat linked to: sense of safety in the community and/or “symbolic” threat posed by people’s values or norms.
- This sense of threat can be projected onto visible minorities.
- Research has shown correlations between educational attainment and prejudiced attitudes - the higher the level of education the lower the amount of prejudice.⁷⁷
- Structural factors such as a welfare reform narrative of “benefits scroungers” may have a disproportionate impact on disabled people, leading to increased hostility.⁹⁴
- The growth of organised far right extremism and right wing narratives emboldens those expressing anti-minority narratives across all hate crime strands and can lead to an increase in disability hate.
- The law and sentencing policy create a ‘hierarchy of hate crime’ and send the message that some groups are more worthy of protection than others. This undermines confidence of victims in the law and may contribute to the significant levels of under-reporting in some communities.

National and local data



Reporting levels

	annual trend: last 8 years	Data for 2018/19 (or as specified)
Police-recorded disability hate incidents and crimes (No.)		81
Disability hate incidents recorded by the Casework Team (No.)		22
Disability hate incidents recorded by the Council Housing team (No.)		3
Disability hate graffiti incidents reported to Cityclean (No.)		0

- There were 81 disability hate incidents and crimes (67 crimes) recorded by the police in 2018/19⁹⁵. These have shown a long term increasing trend up to 2018/19, with a particular peak in 2016/17.

⁹⁴ Equalities and Human Rights Commission, Research Report 102 ‘Causes and motivation of hate crime’, 2016

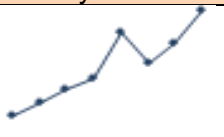


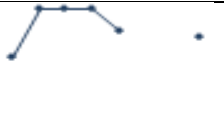
⁹⁵ Police performance data.

Disability hate incidents

This rising trend runs in parallel with the increase in all police recorded violent crimes, which account for a greater part of all disability hate incidents and crimes (see below).

- Brighton & Hove records about twice the number of disability hate crimes than the England & Wales average per resident.
- The number of disability hate incidents recorded by other agencies (the Community Safety Casework Team and Council Housing) are much lower than the police and broadly show a decreasing trend over the last few years.

Criminal justice processes

	annual trend: last 8 years	Data for 2018/19	benchmarking
Disability hate crimes recorded by the police (No.)		67	1.9 times more recorded in B&H than in E&W per resident (2017/18)
Disability hate crimes charged by the police (No.)		5	
Finalised court cases for disability hate crimes (No.)		4	
Finalised court cases for disability hate crimes resulting in a conviction (%)		75% (3/4)	England & Wales 2018/19: 72.4%

- While the number of recorded disability hate crimes has shown a long term increase, the number of charges is low, fluctuating between zero and five in the last few years.
- The number of disability hate cases brought to court has ranged between seven and one in recent years. Three out of the four cases finalised in 2018/19 resulted in a conviction.

Bullying in schools

- In 2018 1.2% at KS3, and 0.6% at KS4, reported being bullied in the current term about their disability or the disability of someone in a family member (SAWSS).

Who, what, where, when. etc.

- Disability hate crimes are thought to often involve high levels of sexual violence and property offences, although crimes reported to the police show a different balance.
- 76% of police recorded disability motivated hate crimes in 2017/18 and 2018/19 were violence against the person offences (including harassment offences), 12% were other theft and handling offences, 8% were criminal damage offences, and the remaining 4% were made up of a small number of other offences such as robbery, sexual offences or burglary offences.
- 58% (n=65) of victims were male, 42% (n=47) were female, but numbers are low and caution should be used. Numbers are too low to analyse by victim age group or ethnicity.
- The most common location types for police recorded disability motivated hate crimes were in a dwelling (44%), or on the street (27%).
- 45% (n=51) of all police recorded disability motivated hate crimes in 2017/18 and 2018/19 were committed by an acquaintance, 43% (n=48) were committed by a stranger, 7% (n=8) were committed by a family member, and 5% (n=6) by an intimate. The proportion of offences committed by an acquaintance is higher in disability motivated hate crimes than seen in other forms of hate crime, which were predominantly committed by strangers.



- Numbers were too low to provide analysis of offender data.
- A Speakout report from July 2017, following focus groups and interviews with 54 people found that the majority of people would confide in someone they know if they experienced a hate incident and would look to them for advice on whether to report and who to. A lack of trust in staff and services led people to feel the reporting process is too difficult.⁹⁶



Summary of key issues

- Long term increase in reported disability hate incidents
- Community groups report high level of disability hate incidents occurring in communities, suggesting significant under-reporting of incidents to statutory services and high impact on victims.
- Lack of knowledge of and trust in statutory services
- A difference in funding opportunities for third sector groups dependant on type of hate incident to be addressed



Resources and gaps

current services	brief description of role/service
Registered Social Landlords	Responsible for addressing hate incidents and harm caused that involves their tenants in the locality of their tenancy
Police	Addresses hate incidents and hate crimes across the city
BHCC Housing	Responsible for addressing hate incidents and harm caused that involves their tenants in the locality of their tenancy
CST Casework	Addresses hate incidents in the private housing sector
Cityclean	Removes all offensive graffiti irrespective of location
Equinox Drug & Alcohol Outreach Team	Addresses ASB and hate incidents associated with the street community
Reboot	Reboot provides young people with protective factors through positive activities helps to prevent them being drawn into anti-social behaviour, hate incidents, crime and violence
Multi Agency Risk Assessment and Tasking meeting (MARAT)	A multi-agency panel that discusses high risk and complex ASB and hate incidents cases and puts in place multi-agency action plans to address the ASB and hate and reduce the harm caused.
Street Community Partnership Meeting (SCPM)	A multi-agency panel that discusses ASB and hate incidents associated with the street community, both individuals and geographical locations, and puts in place multi-agency action plans to address the ASB and hate and reduce the harm caused.

⁹⁶ Speakout Consultation with Learning Disabilities July 2017

Disability hate incidents

community assets	brief description of role/service
Local Action Teams	Community led groups where local residents work in partnership with statutory agencies and third sector organisations to address community safety concerns.
Speakout	Support people with learning disabilities and sit on the Upstanders Network working with diverse community groups to stand against hate
Grace Eyre Foundation	
Possability People	Work to support disabled people and those with long term health conditions and impairments, sit on the Upstanders Network working with diverse community groups to stand against hate
Surdi	Work to support the deaf community. Developing project work to raise awareness in the deaf community about hate crime and reporting.
gaps	
Lack of community forum working specifically on disability hate	
Gap in third party reporting centres	
Lack of awareness of the impact of disability hate incidents within statutory service providers and the City's leadership.	

Recommendations for partnership work

- A BHCC commitment to support the development of a disability hate forum.
- Community Safety Team duty service to continue to provide advice and guidance to Housing Associations, supported housing providers and other professionals on hate incidents
- Consult with partners and community to pursue a joint review of hate speech guidelines on social platforms and in law
- Continue to develop the Upstanders network working with diverse community groups together to tackle all forms of hate
- Continue to hold monthly MARAT meeting to discuss high risk and complex hate incident cases, and investigate how community members can be involved in MARAT process
- Continue to support the Restorative Champions Network to ensure the use of restorative practice continues across the city
- Develop a hate incident communication strategy to ensure that communities are informed of work taking place to address hate incidents
- Develop a programme of training and briefings for all professionals addressing hate incidents on the use of ASB, Crime and Policing Act 2014 tools and powers and best practise in responding to hate incidents.
- Develop partnership research into building preventive educational programmes for perpetrators of hate crime.



- Develop third party reporting mechanisms across the city.
- Further develop joint working between statutory bodies and the third sector eg. Local Action Team Forum, local youth projects, Speakout, Possability People, etc.
- Further develop the work to increase trust and confidence in statutory services.
- Make best use of partnership data regarding hate incidents in B&H.
- Raise awareness of statutory services and hate incident reporting processes in local support and advocacy services.
- Update B&H multi-agency ASB and hate incident joint working procedures and guidance.
- Work with partners to scope & develop disabled/LGBTQ+ community capacity support.

9.2 Challenging extremism

Contributory factors

A wide range of factors contributes to the growth of extremist narratives and extremism.

This includes (but is not limited to):



- National and local political tension and uncertainty can cause division and create the context in which divisive extremist narratives can take hold.
- There has been an increase in reported and unreported hate incidents following the EU referendum. Hate incidents can signify underlying extremist sentiment.
- There is increased mainstreaming of anti-minority rhetoric which emboldens those expressing hate and enables the narratives to spread further.
- Lack of opportunity for social mixing and meeting people of different backgrounds can create a context where stereotyping and prejudice develops, and creates a context where anti-minority narratives can take hold. Factors such as poverty and social exclusion can inhibit social integration.
- Extremism can grow in the context of a perception of threat linked to: economic stability, access to state resources, a sense of safety in the community and/or “symbolic” threat posed by people’s values or norms.
- A rise of organised Far Right extremist activity and narratives including narratives of a racial or cultural “threat” from the “other”.
- Increasing use of online space to spread extremist narratives.

National and local data



National Data

- The 2019 Call for Evidence by the Commission for Countering Extremism found that just over half (52%) of respondents had witnessed extremism in some way. Of these, just under half (45%) reported seeing it online, and two fifths (39%) reported seeing it in their local area.
- Of those members of the public who reported having witnessed extremism, Islamist extremism was the most common form (59%), followed by Far Right extremism (37%) and Far Left (29%) extremism. Practitioner respondents by contrast had witnessed more Far Right (68%) extremism than Islamist (64%) extremism.
- Both public respondents, as well as practitioners agreed that “a lot more” should be done online to counter extremism (56% and 73% respectively). When asked who has a role to play, practitioner respondents’ top choice was social media and tech companies while the public respondents chose faith groups and leaders.⁹⁷

Local Data

- The National Counter-Extremism Strategy 2015 defines hate crime as one of the harms of extremism. Hate incidents can be an indicator of underlying extremist sentiment. In Brighton & Hove in 2018/19 the police recorded 535 racist, 81 religiously motivated, 204 homophobic, 53 transphobic and 81 disability motivated incidents and crimes. The trend over the last ten years has been upwards, although at least some of this increase is associated with improved recording practices. It is difficult to know the extent to which reporting rates and actual incidents taking place are changing, but there nationally there are observable ‘spikes’ seemingly in response to significant national or international events.
- The National Counter-Extremism Strategy 2015 defines harmful practices as one of the harms of extremism. In 2018/19 there were 14 crimes related to harmful practices, of which 11 were

⁹⁷ Commission for Countering Extremism, ‘Statistical Summary of Responses from our Call for Evidence’ July 2019

honour-based crimes and 3 forced marriage. There have been no police recorded incidents of FGM recorded to date.

- Hate incidents in the form of graffiti are very visible to the public and offensive graffiti is prioritised by Cityclean for removal. In the three year period from 2016-18 54 racist, 28 religiously motivated and 16 homophobic graffiti were removed.
- In 2018/19, 60 community groups were actively engaged to challenge extremism locally.
- Locally, 69 counter extremism activities were undertaken in 2018/19.⁹⁸

Who, what, where, when. etc.

- Nationally, Daesh and Al Quaida inspired or affiliated extremism, and far right extremism, are identified as the main risks.
- Locally far right extremism is a key concern. Stickers relating to organised far right extremist groups has been found within Brighton & Hove.
- Graffiti, including racist, Islamophobic and anti-Semitic graffiti has been found within Brighton & Hove and is an indicator of underlying prejudice and hate.
- There has been an increase in hate incidents across all hate crime strands, which indicates underlying hate sympathy for extremist narratives. There is significant under-reporting of hate incidents, which means perpetrators can go unchallenged and may continue to propagate hate. It also means victims are isolated and vulnerable to further harm.
- The growth of transphobic narratives and the harm caused to community members by transphobic hate incidents is a key concern.
- Animal rights extremism involving a level of criminality (eg criminal damage) is an emerging risk.



Summary of key issues

- Growth of activity by organised far right groups being seen in Brighton & Hove
- Growth of anti-minority narratives across all strands indicating underlying prejudice and hate.



Resources and gaps

current services	brief description of role/service
Police	Addresses hate incidents, hate crimes and crimes relating to harmful practices across the city
CST Casework	CS Casework Team addresses hate incidents in the private housing sector
BHCC Housing	Responsible for addressing hate incidents and harm caused that involves their tenants in the locality of their tenancy
Cityclean	Removal of hate-based and extremist graffiti and stickering
assets	
Building A Stronger Britain Together projects	Brighton & Hove Faith in Action – multi-faith work with BSBT communications support Brighton Table Tennis Club – working to tackle racism in schools Euro-Mediterranean Resource Project – delivering counter-narrative workshops to diverse groups.

⁹⁸ Defined as campaigns/ disruptions/ local authority led Counter Extremism projects/ events/ signposting

Challenging extremism

	Interfaith Contact Group – unity project
Upstanders network	Bringing a wide range of diverse community groups with services to work together to tackle hate and all forms of extremism
ANYone Brighton	Young people working together to tackle hate and extremism online – Instagram @anyonebrighton
gaps	
Gap in coordinated partnership community tension monitoring	
Gap in third party reporting for hate across the hate crime strands	
Currently awaiting confirmation regarding resource including Community Coordinator role for 2020/21 and direction of National Counter-Extremism Strategy.	

Recommendations for partnership work

- Develop proactive coordinated community tension monitoring.
- Develop counter-extremism work based on confirmed resource and strategy for 2020/21 – recommendations to be updated January/February 2020.
- Continue to facilitate and develop the Upstanders Network and ANYone Brighton projects.
- Develop third party reporting mechanisms for hate incidents.



9.3 Prevent



Contributory factors

- CONTEST (2018) identifies three key factors which terrorist exploit:
 - the proliferation of extremist attitudes, which fragment and divide communities;
 - conflict, instability and poor governance, which create the permissive environments where terrorists can thrive; and
 - developments in technology, which provide the means for terrorists to operate undetected, together with the global reach to inspire their atrocities.
- Change in communication style of terrorist organisations: Daesh using technologically sophisticated means to draw a large number of people (compared to the Al-Qaida appealing to a select few vanguards and not the masses), hence a change in methodology as well as the target audience.
- Use of social media – increased products and outputs by terrorist organisations like Daesh, change in the pace and control of narrative.
- Use of social media by support base of terrorist organisations to spread the message in the face of territorial and leadership (including formal communication arms) losses sustains the online presence of the group and its narratives.
- The right-wing terrorist threat has been hyper-charged and the online space has provided a major platform for the growth.
- The ‘Alt-right’ has created a change in communication style whereby extremist content is positioned as ‘entertaining’. This style exploits comedy/humour to communicate offensive material creatively, and includes satirical ‘meme culture’ which has expanded reach effectively with ‘gamer’ and online communities.
- Influencers develop capabilities and attract new audiences leading to development of ‘right wing celebrity culture’.
- Platforms enabling user-generated topical content, development of a highly politicised sub-culture, which thrives on violent and dehumanising rhetoric, and on niche platforms, a culture of ‘terrorist-sainthood’ for eg. the Christchurch attacker, glorifying and emulating the ‘terrorist-saint’.
- Although small, a subset of individuals with unclear, unstable or mixed ideologies inclined towards use of violence or glorifying violence.
- Increased numbers of terrorist incidents and casualties globally and its media/reporting (including in the UK and Europe).
- Increased reported hate incidents (including anti-Semitic and Islamophobic incidents) and increase in fear/worry of crime within minority communities.
- Hostile State based activities, including disinformation campaigns.
- Widening of the areas of conflict to eg. Yemen, and Libya.
- International refugee crisis and people fleeing war torn and other areas of conflict and instability.
- Global tensions (eg. the USA and Iran, Kashmir ...), intractable conflicts (eg. Israel/ Palestine; Turkish/ Kurdish ...), and the unclear/uncertain political and economic landscape provides a fertile ground for grievances/ narratives to be exploited to create division and tensions.

National:

- The terrorist threat is evolving and has become more complex, diffused and diverse. A step change in terrorist threat was noted in 2017 with five terrorist incidents in the UK, two in 2018, and the most recent incident on London Bridge on 29th November 2019. Additionally, 25 terrorist plots (at least sixteen international terrorism plots and eight extreme right-wing plots) were successfully disrupted by the police, security and intelligence agencies in the UK since March 2017. Four ie.

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half of the extreme right-wing plots were disrupted in 2019 evidencing an increase in this threat. There are higher number of arrests and counter terrorism investigations.

- Presently, terrorism remains one of the most direct and immediate risks to the UK's national security. The threat to the UK from terrorism is 'Substantial, meaning a terrorist attack is likely'. On 4th November 2019, the terrorist threat level was lowered for the first time in five years from 'Severe' to 'Substantial'. The current threat level at 'Substantial' continues to indicate a high level of threat and an attack might well occur without further warning, as seen with the terrorist incident on London Bridge on 29th November 2019. Northern Ireland related terrorism remains a serious threat, particularly in Northern Ireland itself.
- International terrorism continues to pose the greatest threat to the UK. Territorial losses of Daesh and the recent death of its leader have changed the group narrative from success to survival (steadfastness ie. commitment and patience to re-emerge). However, within the reframed worldview, Daesh's social media capability and calls to inspire lone actor attack continues. Analysis suggests that Daesh primarily uses collective profile as a charismatic organisation for its brand and thus continues to pose a threat despite changes. The growth of the unofficial Daesh supporter network online is key to Daesh's strategic objective to remain present and visible online. In the contestation to claim a dominant position, increased communication/activities are also noted from the Al-Qaida (AQ). AQ linked groups have used local grievances to gain entry, create political legitimacy in weak/poorly governed States (eg. in Syria, Yemen...) to reassert themselves.
- Threat from the right-wing terrorism has grown and there is internationalisation of right-wing threat. Growth of far and extreme right in the UK and across Europe is seen in increased attendance at street protests (anti-migrant, anti-Muslim) and electoral gains for the far right political parties (eg. Germany) suggesting increased interactions with far-right social media platforms and a social acceptance of some of the right-wing narratives.
- Right-wing narratives centre on anti-migrant, anti-Muslim and anti-Semitic rhetoric and their application is evolving to increase reach of the groups and influencers. Local issues are used to gain online membership and individualistic following for charismatic leaders. Influencers develop capabilities and attract new audiences leading to development of 'right wing celebrity culture'. 'Freedom of speech' and 'CSE' (child sexual exploitation) have been co-opted as the main tropes to promote a victimhood narrative. The groups and influencers endeavour to inoculate supporters from accepting mainstream reporting and create a distrust of authorities or an 'anti-establishment narrative' taking advantage of the current political, economic and social context (eg. Brexit).
- The 'Alt-right' has created a change in communication style whereby extremist content is positioned as 'entertaining'. This style exploits comedy/humour to communicate offensive material creatively (eg. school shooting), and includes satirical 'meme culture' which has expanded reach effectively with 'gamer' communities. The communication style relies on generational sub-cultural references. Humour and Irony strategically enable individuals to espouse right-wing ideas whilst disclaiming ideological commitment to it, and dismantles prohibitions to publicly adopting far-right politics. The most damaging impact has been seen in further normalisation of the right-wing discourses and an associated reduction in challenges/ oppositional voices.
- Advancement in social media has accelerated terrorists' abilities to 'communicate use of violence' both in terms of deepening impact of terrorist violence - to create fear, and incentivise the use of violence - to further recruit. Terrorist incident in Christchurch in March 2019, seems to have established a new pattern of 'livestreaming' the attack (on Facebook, Twitch ...); lone attackers creating a manifesto featuring racist, Islamophobic, anti-Semitic, and misogynistic comments; and targeting places of worship. The language and imagery characterising attackers manifestos and online postings appear to draw from computer gaming and online culture. Attacks have been livestreamed from a 'first person shooter' perspective and gaming concepts such as 'high scores' are used by the online cohort to describe attack actions and outcomes.
- Online space has also provided a major platform in the growth of right-wing terrorism. Online-networked social movements, including forums (eg. 'Stormfront') and imageboard platforms (eg. '4chan' and '8chan' in 2019 reconfigured as '8kun' on the dark web) are essential in understanding right-wing terrorist threat. These sites provide anonymity and are mainly user-response led: users

observe and participate in an unending stream of extremist topical content in a highly politicised sub-culture, which thrives on violent and dehumanising rhetoric, and a culture of ‘terrorist - sainthood’ for eg. the Christchurch attacker, glorifying and emulating the ‘terrorist-saint’

- The internet has emerged as a key resource in facilitating the radicalisation process with some direct personal contact. Young people are found to be at an increased risk as digital content is made very attractive and persuasive and can be quickly and widely shared.
- The nature of threat has diversified and progressively evolved to include smaller cells and lone actors that plan and carry out the terrorist attack either with limited or without assistance from a terrorist organisation. The unpredictable and unconstrained operation of lone actors makes prevention even more difficult.
- Individuals returning from conflict (eg. Syria) may pose security threat to the UK upon their return due to increased capabilities gained from training and/ or participation in the conflict. People whose aspirations to travel to join a conflict have been frustrated may carry out lone acts of terrorism.

National policy:

- The national Counter Terrorism Strategy (CONTEST) was updated and strengthened to respond to the heightened threats and findings from a number of strategic and operational reviews that were carried out following five terrorist incidents in the UK in 2017. The strategic aim of the CONTEST (June 2018) and the framework (four work streams: Pursue, Protect, Prepare, and Prevent) remain as before; albeit, with a change in approach within this framework to better respond to evolving threats.
- The aim of the national Prevent Strategy (2011) remains the same ‘To safeguard and support those vulnerable to radicalisation, to stop them from becoming terrorists or supporting terrorism’. However, one of the three objectives has been changed and aims to reduce re-offending and improve the reintegration of those already engaged in terrorism or who support it. The revised objectives are:
 1. Tackle the causes of radicalisation and respond to the ideological challenge of terrorism (unchanged).
 2. Safeguard and support those most at risk of radicalisation through early intervention, identifying them and offering support (unchanged).
 3. Enable those who have already engaged in terrorism to disengage and rehabilitate (changed in June 2018).
- Following the updated CONTEST, Prevent work is focused on locations with higher threat and risks in the UK. Three ‘Multi-Agency Centres’ (MAC) pilots are running to share information and coordinate support to those who are known to police to prevent engagement in terrorism. Learning from these pilots will be used to roll out work to reduce reoffending and promote individuals to disengage (Prevent Strategy third objective). Individuals subject to court approved conditions are engaged in rehabilitative interventions through ‘Desistance and Disengagement Programme’ (DDP). The Fishmonger’s Hall incident on London Bridge in November 2019, where a convicted terrorist has carried out a further terrorist incident, has focused attention on this work stream.
- The Counter Terrorism & Border Security (CTBS) Act, 2019 updated terrorism offences for the digital age and reflected contemporary patterns of radicalisation. The Act enabled earlier disruption of the terrorist threats in the UK, ensured that sentences properly reflect the seriousness of terrorism offences, and strengthened police’s ability to manage terrorist offenders following their release. It also contributed to the government’s objective of hardening the UK’s defences against hostile State activity.
- With respect to Prevent, the CTBS Act, amended sections 36 and 38 of the Counter-Terrorism and Security Act 2015 to enable local authorities, in addition to the police, to refer an individual at risk of being drawn into terrorism for discussion at a Channel Panel. The new provisions became effective on 12th April 2019.

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- The CTBS Act also provided for an independent review of Prevent, which began in August 2019. The review will focus on impact ie. if Prevent is achieving its objectives, effectiveness of Prevent delivery and statutory Prevent Duty (both locally and nationally), its interaction with other policy areas and future direction of travel. The terms of reference were agreed in the parliament and published on 16th September 2019, a call for evidence remained active during 7th October - 9th December 2019, and the review is expected to report to Parliament by August 2020. The Review is an opportunity to engage with the public and partners, challenge critics, understand where the programme can be improved, and also capture best practice in our work to protect the vulnerable and ultimately keep the public safe. Due to legal complications, the review has stopped in December 2019.
- In June 2018, the review into Parsons Green Incident (detonation of an explosive device on the London Underground on 15th September 2017) provided key recommendations on issues such as: mental health support, immigration and Channel quality assurance. Key issues identified by the review were: timely management of Channel (supporting vulnerable individuals from being drawn into terrorism) cases, regular review of vulnerabilities and risks to individuals, structured support plan for cases, and improved understanding amongst professionals.
- Channel (supporting vulnerable individuals from being drawn into terrorism) has seen a shift in responsibilities for some of the processes from the police to local authorities. The new arrangements are being mainstreamed through a regional model and its implementation is being staggered. Currently the South East region is expected to roll out the new arrangements in 2020/21.
- Unclear political and economic landscape due to Brexit and Austerity may lead to potential increase in community tensions and may increase risks of getting drawn into terrorism, the associated reduction in resources may compound impact on communities.

International:

- International landscape has been changing. Use of disinformation campaigns in order to sway public opinions, politics and policy decisions, and other incidents (eg. Novichok poisoning in Salisbury) have seen a resurgence of State based threats within the context of intense competition between nation States.
- Intractable international conflicts continue to make working with communities' complex, presenting challenges for delivering national policies and strategies locally.

National and local data

- There were 273 arrests for terrorism-related activity in the 2018, a decrease of 41% compared with the 465 arrests in 2017, and the lowest since 2013. The fall is partly due to a relatively large number of arrests in 2017 in the wake of a number of terrorist attacks in the UK. However, each of the past five years the number of arrests has been above the annual average of 258 arrests (2014-18). Of the 273 arrests, 102 (37%) resulted in a charge - of which 81 were terrorism-related, while 99 (36%) were released without a charge⁹⁹.
- 31 women (11% of 273) were arrested in 2018, lower than in 2017 (63 women) and the lowest number of women arrested since 2013. Despite the fall, the number of women arrested was above the average arrested per year (24) since the data collection began in 2001. The proportion of females arrested was above the series average (9%) in each of the past six years.
- As in previous years, the '30 and over' age-group accounted for the most arrests (48%). Those aged under-18 accounted for 6% of arrests, a similar level to the previous year, which was the highest proportion of under-18s arrested.



⁹⁹ Home Office: 7 March 2019; 'Operation of police powers under the Terrorism Act 2000 and subsequent legislation: Arrests, outcomes, and stop and search, Great Britain, quarterly update to December 2018; Statistical Bulletin 05/19.' The data is from a live database. Given the number of cases still to be resolved in 2018, the current charge rate is likely to change and may be lower.

- Despite the decline in number of arrests across all ethnic groups, the number of White people arrested on suspicion of terrorism has been the third highest since 2001 at 118, 43% (26% decrease from 160 arrests in 2017). The largest decrease was seen for Asian ethnic group, standing at 86 people, 32% (56% decrease from 196 arrests in 2017)¹⁰⁰.
- There were 84 trials¹⁰¹ for terrorism offences in 2018 (86 in 2017, ie. a fall of 2) and 90% (76) resulted in a conviction, as defendants were only acquitted in eight cases.
- At the end of 2018, there were 221 terrorist prisoners in the UK (186, 84% convicted and 16% on remand), a decrease of 1% on the 224 persons in 2017. This was the first fall in the number of persons in custody since the year ending December 2013, and follows an upward trend seen between 2013 and 2017. However, this was the second highest number in custody for terrorism-related offences since the data collection began in April 2009, with the highest number held in 2017 (224).
- Police and MI5 are running more than 700 live counter-terror investigations relating to 3,000 individuals, up from 600 in 2017 and highest in ten years¹⁰².
- Channel data published by the Home Office revealed that there was a decline in overall referrals in 2018/19, with 5,738 individuals referred due to concerns that they were vulnerable to being drawn into terrorism compared with 7,318 in 2017/18, (6,093 in 2016/17 and 7,631 in 2015/16). This is the lowest referrals since comparable data is available from 2015/16. The increases in 2017 may be attributable to a number of terrorist attacks and in 2015 to the introduction of Prevent duty.
- The education sector (1,887; 33%) continues to account for the highest referrals in 2018/19 with similar proportion reported over the years (2,462 in 2017/18; 1,976 in 2016/17 and 2,539 in 2015/16). Police account for the second highest referrals in 2018/19 (1,650; 29%) which is slightly lower than previous years (2,364; 32% in 2017/18; 1,946 in 2016/17 and 2,377 in 2015/16).
- Of the 5,738 individuals referred in 2018/19, 4,407 (77%) left the process or were not suitable to Channel with 64% signposted to alternative services, and 1,320 (23%) were deemed suitable, through preliminary assessment, to be discussed at a Channel panel. Whilst the proportions of those who left the process were higher, higher proportions were signposted to alternative service, and higher proportions were discussed at the Channel panel when compared (1,314; 18% in 2017/18 and 1,146; 19% in 2016/17, and 1,072, 14% in 2015/16).
- Higher number of people (561; 10% of overall referrals or 43% of referrals discussed at the Channel Panel) received Channel support following a Channel panel in 2018/19 (394 in 2017/18). Of these 561 adopted cases in 2018/19, 474 (84%) individuals have subsequently left the process, and 87 (16%) are currently still receiving Channel support. Of those 474 adopted cases who have left the Channel process, 402 (85%) did so with no further radicalisation concerns. The evidence suggests that there are higher rates of individuals leaving with no further terrorism-related concerns ie. 85% Channel cases had vulnerability successfully reduced.
- In 2018/19, of the 5,738 individuals referred, the majority (3,343; 58%) were aged 20 years or under. Those aged 20 years or under also made up the majority of the 1,320 individuals discussed at a Channel panel (839; 64%) and the 561 individuals that received Channel support (373; 66%). The proportions broadly remained the same since 2015/16.
- In 2018/19, of the 5,738 individuals referred, the majority were male (4,991; 87%). Males also made up the majority of the 1,320 individuals discussed at a Channel panel (1,143; 87%) and the 561 individuals that received Channel support (493; 88%). The proportions of male was higher than the previous two years across categories.

¹⁰⁰ Ibid.

¹⁰¹ Trials in 2018 will include a number of persons arrested and charged in a previous year.

¹⁰² The Telegraph, 23/01/2019 accessed on 9/04/2019 at: <https://www.telegraph.co.uk/politics/2019/01/23/police-counter-terror-investigations-highest-ten-years/>

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- In 2018/19, of the 5,738 individuals referred, 1,404 (24%) were referred for concerns related to Daesh or Al-Qaida affiliated or inspired extremism and 1,389 (24%) were referred for concerns related to right-wing extremism, ie. a 6% increase for referrals related to right-wing concerns. For the first time, the same proportion, 41% of individuals were discussed at a Channel panel for concerns about Daesh or Al-Qaida affiliated or inspired extremism and right-wing extremism (536 and 542 respectively).
- For the first time since recorded data became available (2015/16), more adopted cases were referred for concerns related to right-wing radicalisation (254; 45%) compared with concerns related to Daesh or Al-Qaida affiliates (210; 37%). The proportion of individuals who received Channel support due to right-wing related concerns has increased steadily over the years, from 25% in 2015/16 to 37% in 2016/17, 44% in 2017/18, to the current levels of 45%.
- Of the 5,738 referrals 2,169 individuals (38%) were referred with a mixed, unstable or unclear ideology, of which the majority (1,252; 58%) had no concern identified following an initial assessment. This is a newer trend noted in referrals. Of the 561 adopted Channel cases, 19 ie. 3% were for referrals relating to a mixed, unstable or unclear ideology.
- Tell MAMA report¹⁰³ found significant spikes in anti-Muslim hate after trigger events (eg. EU referendum, terrorist incidents). Following a 'trigger event' clear spikes are noted in hate incidents online between 24-48 hours and this then moves offline between 48-72 hours. The prevalence and severity of the hate incidents are influenced by the government, media, and police responses to the 'trigger event'. The 'familiar and familial' effect ie. the level of empathy or connection felt towards the chosen target (victims and location) influences both the prevalence and severity of hate responses. For instance, 700% rise was noted in 'street incidents' in the seven days following the Manchester Arena attack.
- A YouGov poll commissioned by the Muslim Council of Elders has revealed widespread anxieties in the UK, US and Europe around the reconcilability of Islam and Western values. In the UK a plurality (32%) reported that they regard Islam unfavourably¹⁰⁴, with 38% perceiving there to be a clash between Islam and the values of British society. Muslim communities report such perceptions as negatively shaping their experience of life in the UK.

Who, what, where, when. etc.

- In July 2019 changes were made to the terrorism threat level system, to reflect the threat posed by all forms of terrorism, irrespective of ideology. There is now a single national threat level describing the threat to the UK, which includes Daesh/ Al-Qaida associated, affiliated or inspired terrorism, Northern Ireland, left-wing and right-wing terrorism. The threat from Northern Ireland-related terrorism in Northern Ireland remains separate.
- The threat to the UK from terrorism is 'Substantial, meaning a terrorist attack is likely'. On 4th November 2019, the terrorist threat level was lowered for the first time in five years from 'Severe' to 'Substantial'. The threat level from international terrorism was increased in August 2014 to 'Severe', mainly driven by the developments in Syria and Iraq and the rise of terrorist organisations such as Daesh, and had remained at the second highest level since¹⁰⁵. The current threat level at 'Substantial' continues to indicate a high level of threat; and an attack might well occur without further warning as seen with the London Bridge incident on 29th November 2019.
- Northern Ireland related terrorism remains a serious threat, particularly in Northern Ireland itself. Since 24th September 2010 when the threat levels were first published, the threat levels in Northern Ireland remains at 'Severe meaning an attack is highly likely'.



¹⁰³ Sadique, K., Tangen, J., Perowne, A. and Tell MAMA (2018) The Importance of Narrative in Responding to Hate Incidents Following 'Trigger' Events. Great Britain: TELL MAMA.

¹⁰⁴ The proportion was considerably higher in France (49%) and Germany (53%).

¹⁰⁵ Threat levels were raised to the highest ie. 'Critical' for two brief episodes (23rd - 27th May 2017; and 15th -17th September 2017) following Manchester and Parsons Green incidents in the UK.

- Threat from Daesh continues despite territorial and leadership losses; the threat from Al-Qaida continues, including contestations between these groups and their affiliates, and remains the dominant form of threat. The right-wing terrorism threat has grown with online space providing a major platform for this growth.
- The right-wing groups/causes, despite sharing many similarities have significant ideological divergences with contestations abound. For instance, groups/ influencers broadly identified as promoting 'cultural nationalism' use 'anti-Salafi-Jihadist' views to promote a wider anti-Muslim narrative, whereas some of the 'White-supremacist' groups popularised the term 'White Jihad' and 'admire Daesh's recruitment strategies'.
- Many terrorist incidents globally, across Europe and the UK, have used crude and less sophisticated methods, vehicle borne attacks in public or crowded places, many carried out by lone actors or smaller cells, inspired¹⁰⁶ and not centrally directed by terrorist groups or ideologies. It is assessed that most future terrorist plots in the UK will employ simple methods that can be developed with ease and at speed. Terrorists still have the intent to also mount complex, potentially more destructive attacks, probably targeting crowded places or the global aviation system. The general availability and use of encrypted communications allows terrorists to disguise their plans better.
- Online propaganda and networking via social media are still essential means by which to recruit, radicalise and raise money.
- Online influences, social media, increased pace and sophistication of terrorist groups' communication and narrative continue to pose threats. Significant insight and resources are needed to counter these narratives and keep disseminating the information across partners to maintain confidence amongst professionals.
- The threat from lone actor attack continues from various extremist perspectives, with Daesh, Al-Qaida and right-wing propaganda continuing to inspire lone actor attacks. Lone actor attacks can be hard to detect and disrupt, especially as the timescale from radicalisation to carrying out an attack can be rapid (eg. three weeks in the case of perpetrator of Finsbury Park mosque attack).
- Right-wing terrorist incidents in 2019 have livestreamed mass killings on social media (Christchurch, New Zealand mosque shootings on Facebook) and gaming platforms (Halle, Germany shooting outside synagogue on Twitch) whilst lone actors targeted places of worship. The provision of graphic and shocking images has paradoxically excited 'a niche' audience and increased the attacker's notoriety as a 'terrorist-saint'.
- The online threat from the extreme-right is largely comprised of fluid leaderless movements, often found on imageboard and niche platforms (eg. '4chan', 'Gab', 'Discord'), making it difficult to identify a single unifying ideology driving the threat. However, understanding how supporters self-identify through defining 'out-groups' and re-affirming their shared beliefs makes it possible to identify the core beliefs that make up this audience's worldview. 'Othering' practices in online extremist discourse also link international and local with political, social, and personal concerns, stimulating and strengthening user affiliation.
- Current political and economic landscape and local grievances are often exploited. For instance, online discussions around 'Brexit' are characterised by the use of divisive language, with right-wing audiences in particular expressing a stronger 'Betrayal' narrative aimed at specific MPs, establishment and mainstream media outlets.
- Risks continue to be posed by the returnees from the conflict, both in terms of those with increased capabilities having participated in the conflict, and families and children who may have been born in the conflict area with associated impact in terms of trauma as well as normalising violence and particular discourses.

¹⁰⁶ For instance, perpetrators of 2017 incidents carried out attacks without joining a group abroad or making concrete links to terrorist groups.

Prevent

- Risk of travel continues and has widened to newer geographical/ conflict areas.
- With continuation of anti-Prevent lobby, and circulation of anti-Prevent reports, perception of public and communities, especially some minority communities about Prevent is therefore fluctuating and needs to continually be engaged with. Nationally, increased transparency is being achieved through publication of Channel data. There is high value on communication to maintain professionals and communities trust and confidence in Prevent.
- Public protests and unlawful or extremist behaviour at the fringes of the lawful protests continue to present risks that vulnerable people may be exploited. Work to increase resilience and critical thinking about involvement in protests needs to be supported to mitigate the risks.

Summary of key issues



- Terrorism remains one of the most direct and immediate risks to the UK's national security, with
 - eight terrorist incidents in the UK since March 2017,
 - additional twenty five terrorist plots (at least sixteen international terrorism plots and eight extreme right-wing plots) were successfully disrupted by the police and security agencies in the same period, and
 - an increase in arrests and counter terrorism investigations.
- The current threat level to the UK at 'Substantial' continues to indicate a high level of threat and an attack might well occur without further warning, as seen with the terrorist incident on London Bridge on 29th November 2019.
- The UK faces diverse terrorist threats: despite territorial and leadership losses, Daesh and Al-Qaida and associated groups continue to pose threat through their social media capability, and calls to inspire lone actor attacks. Online space has provided a major platform in the growth of right-wing terrorisms. Online-networked social movements including forums and imageboard platforms are essential in understanding right-wing terrorist threat. Advancement in social media has accelerated terrorists' abilities to 'communicate use of violence' both in terms of deepening impact of terrorist violence to create fear, and incentivise the use of violence to further recruit. Terrorist incident in Christchurch in March 2019 seems to have established a pattern of 'livestreaming' the attack, and lone attackers creating a manifesto featuring racist, Islamophobic, anti-Semitic, and misogynistic content. This increased pace and sophistication of terrorist communication and narrative requires resources to challenge these. Threat from lone actors, returnees from conflict, and whose aspirations to travel have been frustrated has increased. The unpredictable and unconstrained operation of lone actors makes prevention even more difficult. It is assessed that most future terrorist plots in the UK will employ simple methods that can be developed with ease and at speed. However, terrorists still have the intent to mount complex, potentially more destructive attacks.
- The Prevent Strategy is to reduce the threat to the UK from terrorism and continues its aims 'to safeguard and support those vulnerable to radicalisation, to stop them from becoming terrorists or supporting terrorism'. The revised objectives are:
 1. Tackle the causes of radicalisation and respond to the ideological challenge of terrorism.
 2. Safeguard and support those most at risk of radicalisation through early intervention, identifying them and offering support.
 3. Enable those who have already engaged in terrorism to disengage and rehabilitate.
- The Prevent Strategy addresses all forms of terrorism, including right-wing and Daesh or Al-Qaida-inspired and associated terrorisms, but prioritises these according to the threat they pose to our national security. Prevent also addresses some aspects of non-violent extremism that create an environment conducive to terrorism and can popularise views which terrorists exploit.
- National Channel data published by the Home Office revealed that there was a decline in overall referrals in 2018/19, with 5,738 individuals referred due to concerns that they were vulnerable to being drawn into terrorism, the lowest number of referrals since 2015/16. In 2018/19, 561 people received Channel support, more than in the two previous years. The proportion of individuals who

received Channel support due to right-wing extremism has increased steadily over the years reaching 45% in 2018/19. Majority of individuals referred to Channel and who consented to receive support were aged 20 years or under, and male.

- An overall increase in reported hate incidents, anti-Semitic and Islamophobic incidents continues in the UK. There have been significant spikes in anti-Muslim hate incidents after major national terrorist events; though these can be mitigated by strong locally co-ordinated community messaging that is quick and responsive. The unclear political and economic landscape globally and in the UK (for example, Brexit and austerity) may lead to a potential increase in community tensions and may increase risks of getting drawn into terrorism, with the associated reduction in resources potentially compounding the impact on communities.

Recommendations for partnership work

- We will continue to build on the existing best practice in coordinating Prevent delivery locally, our successful engagement with diverse communities and partners, and strive to mainstream Prevent work.
- The Prevent delivery and Action Plan continues to be guided by the principles of proportionality, flexibility and inclusivity. Empowered individuals and communities are at the heart of effective Prevent delivery.
- The action plan has been responsive to the emerging risks and trends and our delivery has been flexible and risk-based. The action plan will be amended in line with the strategic risks outlined in the counter terrorism local profile (CTLP) currently expected in April 2020.
- Multi-agency centres that have been nationally piloted to deliver on the changed objectives of reducing re-offending will be delivered in the city only upon conclusion of the pilot; although, preparatory work with partners will continue.
- We will continue to learn from the national best practice. In light of national developments work will focus on standardisation and improving effectiveness of Prevent delivery.
- Work needs to address the issues of low referrals from communities and the third sector and to improve quality of referrals from partners. It is unclear if concerns with respect to all kinds of extremism are being understood across partnership as these are not seen in referrals.
- We also need to further develop models of productive partnership with communities to develop supportive interventions particularly to improve support to individuals vulnerable due to their learning needs (eg. on Autistic spectrum) and mental health issues.
- Work to address the right-wing threat will continue along with support for professionals and communities to increase knowledge, skills and confidence to counter the narratives and right-wing threat.
- Local reporting does not reflect some of the national trends in terms of higher levels of reported religiously motivated incidents (Tell MAMA and Community Security Trust reports). The local landscape needs to be better understood, communities better engaged and empowered to improve Prevent delivery.
- We need to continually be aware of the international, national and local critical incidents and assess their impact on community cohesion: polarisation of communities and creating fissures. Work to monitor community tensions and coordinate partnership responses to reduce its impact on the communities in the city is ongoing.
- With local elections in May 2019, political buy-in for Prevent across parties will continually need to be worked on through Members engagement plan as well as through 'One Voice Partnership'.
- Improved partnership work with communities and communications to maintain trust and confidence in Prevent.



10. OTHER CRIME TYPES

10.1 Acquisitive crime

Acquisitive crime is defined as offences where the offender derives material gain from the crime. Examples include, shoplifting, burglary, theft and robbery (although robbery is also classed as a violent crime since it applies to acquisitive crimes involving force or a threat of force).

Contributory factors

- Drivers of crime overall include: alcohol, drugs, opportunity, effectiveness of the criminal justice system, character and profit.. However most acquisitive crime is financially motivated, and may be linked to purchasing drugs.⁴⁶
- The value of items increases the motivation for theft.¹⁰⁷
- Opportunity or a lack of security is one of the main enablers of acquisitive crime. This may impact on trends seen in various types of acquisitive crime, ranging from the theft of individual items to the growth of online technology crime.¹⁰⁸
- Characteristics such as a willingness to break social norms, levels of empathy and self-control are three times more likely to predict whether a young person will offend than factors associated with the immediate environment.¹




Trends

	annual trend: last 8 years	No. latest year (2018/19)
Acquisitive crimes (No.)		10394
Total vehicle crime (No.)		1820
Cycle theft (No.)		864
Total burglary (No.)		1349
Domestic burglary (No.)		786 (16/17)
Residential burglary (No.)		858
Non-residential burglary (No.)		492



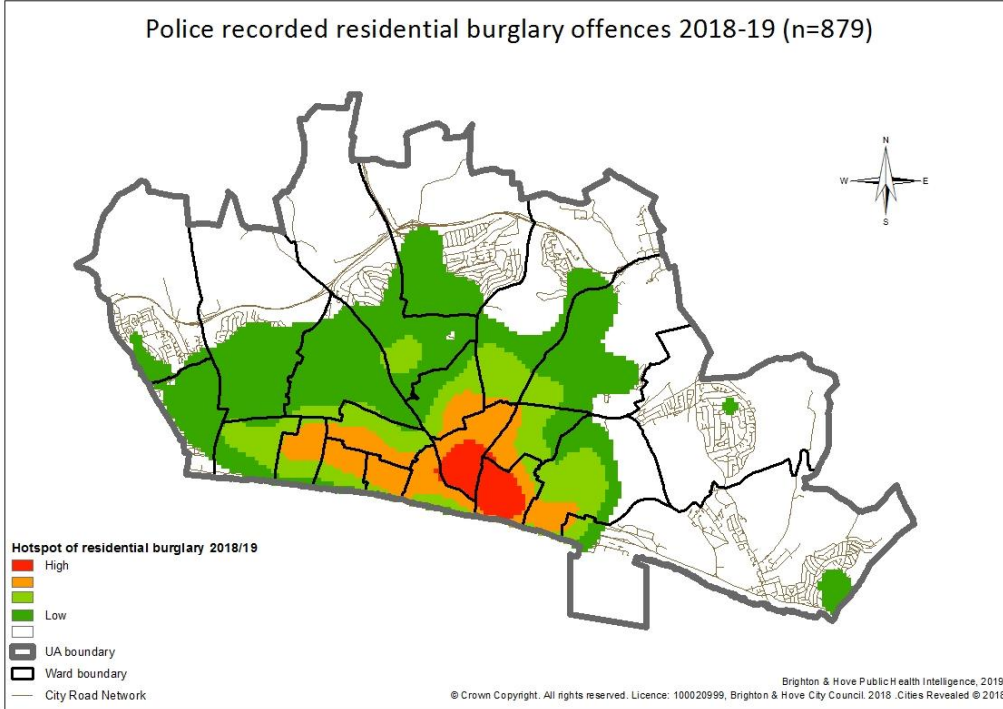
¹⁰⁷ ONS, Focus on Property Crime, 2014-15, 2015

¹⁰⁸ Home Office. Opportunity/Security as a driver of crime. Discussion paper. January 2015.

Shoplifting (No.)		1826
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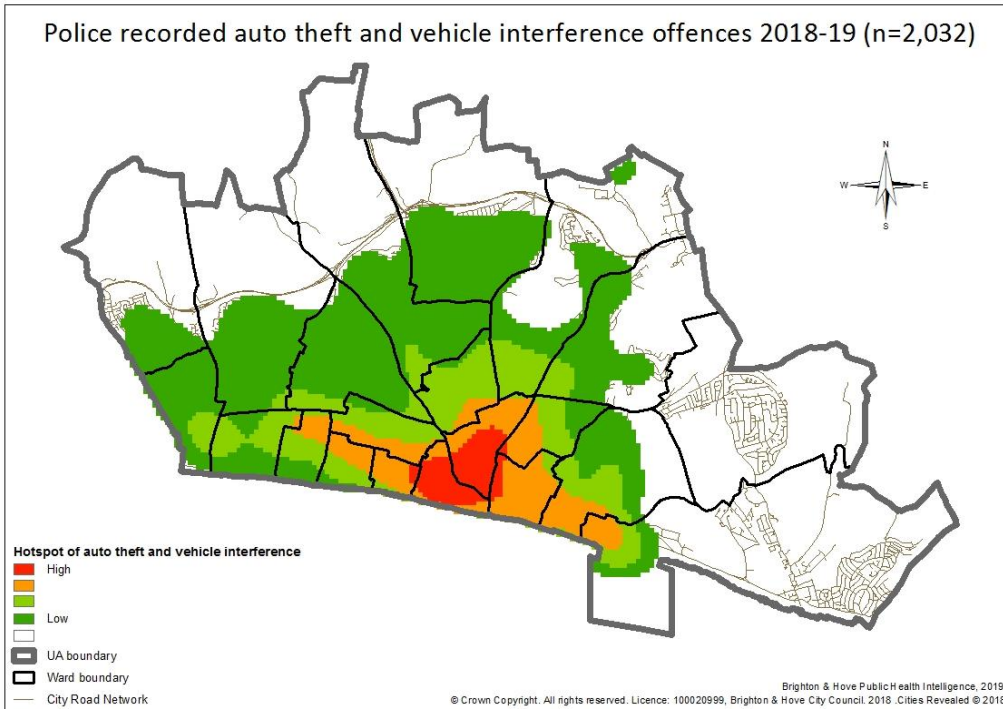
Geographical hotspots

Residential burglary



The hotspot for police recorded domestic burglary in 2018/19 is located in an area covering Kemptown, parts of Hanover and Queen’s Park, North Laine, and the areas around Brighton Station, Seven Dials and the New England Quarter.

Auto theft and vehicle interference

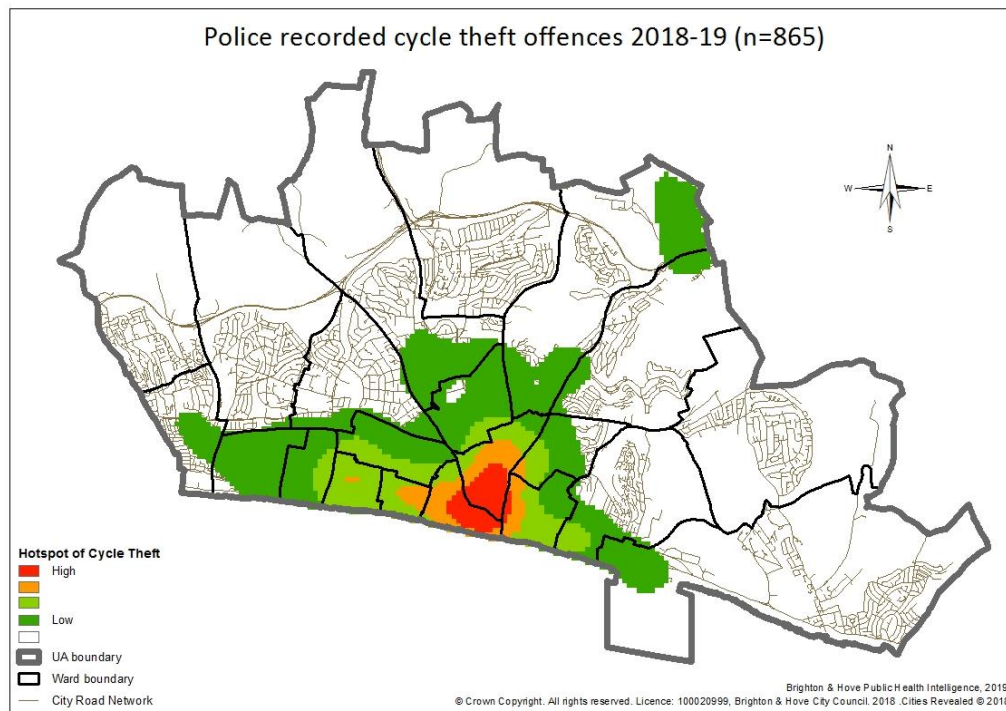


The hotspot for police recorded auto theft and vehicle interference offences includes the Lanes, North Laine, London Road and the New England Quarter, part of Seven Dials, Western Road and the streets north and south of Western Road as far west as Cambridge Road.

There are an elevated number of offences in a corridor stretching east to west across the city centre.

Other crime types

Cycle theft



The hotspot for police recorded cycle theft offences is located in the city centre, and includes all of the Lanes, as well as North Laine, as far north as Cheapside. The hotspot area also includes Grand Parade, the Old Steine, and Western Road and surrounding streets, as far west as Preston Street.

10.2 Fraud, computer misuse and cybercrime

Contributory factors

The ever deeper penetration of the use of computers and the internet in the day-to-day life of individuals and business, has been matched by an increasing desirability of perpetrating crime by these means.

National and local data

Computer misuse and fraud offences are very prevalent, although local data are not available. The National Crime Agency Strategic Assessment of serious and organised crime 2018 stated that fraud is the most commonly experienced crime in the UK.¹⁰⁹

Data from the Crime Survey for England & Wales found that, in 2018:

- 78 out of every 1,000 adults had been a victim of fraud, an increase of 17% since 2017
- 21 out of every 1,000 adults had been a victim of computer misuse, a decrease of 21% since 2017
- 54% of fraud offences and 94% of computer misuse offences were flagged as cyber (internet-enabled) crime.¹¹⁰

Resources

The South East Regional Organised Crime Unit (SEROCU)¹¹¹ is a police unit responsible for addressing cybercrime and other organised crime across Sussex Police and other forces in the South East, with close links to wider structures in the UK and internationally. As well as investigating cybercrime, it provides advice to protect individuals and businesses, and also works to prevent people, young people in particular, from becoming involved as perpetrators.

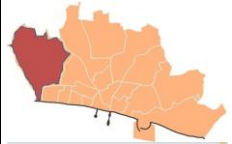
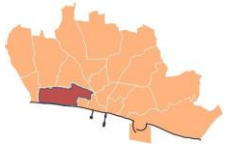




¹⁰⁹ <https://www.nationalcrimeagency.gov.uk/who-we-are/publications/173-national-strategic-assessment-of-serious-and-organised-crime-2018/file>

¹¹⁰ Crime in England & Wales, year ending December 2018, tables on fraud and computer misuse derived from Crime Survey England and Wales
<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/crimeinenglandandwalesexperimentaltables>

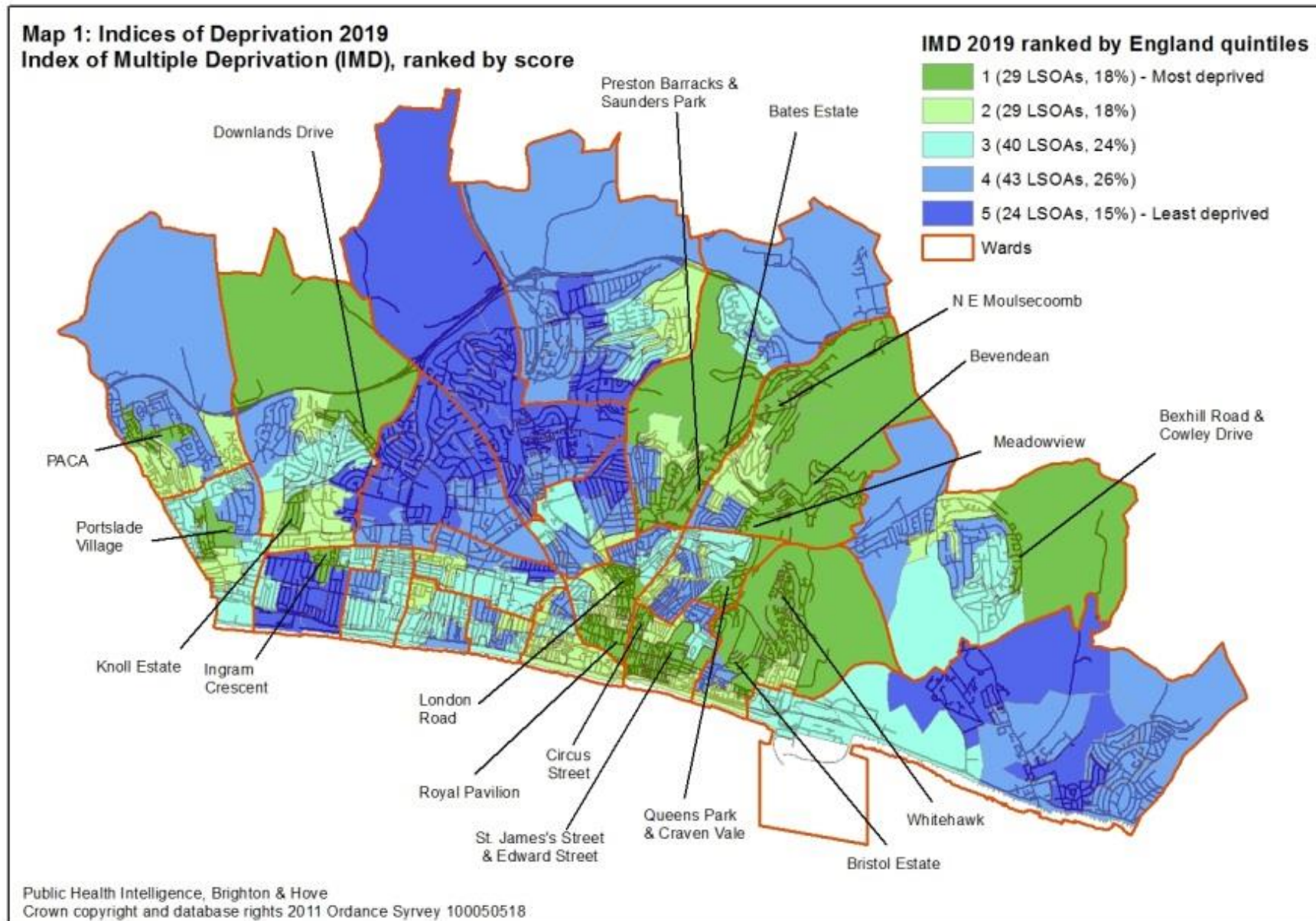
¹¹¹ <https://serocu.police.uk/>

11. APPENDICES

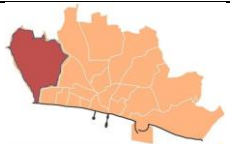
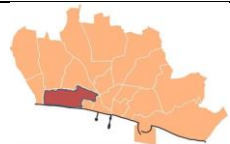




11.1 Appx A: Socio-demographic characteristics in 6 city areas at a glance

(Source: Census 2011, except marked * ONS MYE 2017)							Proportion of population with these characteristics	
Shading represents the three highest ranked rates by resident population	North Portslade South Portslade Hangleton & Knoll	Wish Central Hove Westbourne Goldsmid	Brunswick & Adelaide Regency Queen's Park St Peter's & North Laine	Hove Park Withdean Patcham Preston Park	H'dean & Stanmer Moulsecomb & Bevendean East Brighton Hanover & Elm Grove	Woodingdean Rottingdean & Coastal	Brighton & Hove	England
mid-year pop est. 2017*	34,879	46,228	58,502	56,184	68,324	24,038	288,155	55,619,178
residents under 16yrs*	7,051	7,541	6,011	10,808	10,120	3,850	15.7	19.1
residents 16-64yrs*	22,052	31,990	47,390	36,519	51,735	14,758	70.9	62.8
residents 65+*	5,776	6,697	5,101	8,857	6,469	5,430	13.3	18.0
one person households <65	1,922	6,543	10,569	3,991	5,194	1,607	24.5	17.9
one person households 65+	1,944	2,972	2,768	2,694	2,486	1,604	40.5	31.5
single parent h/h	1,405	1,235	1,369	1,462	2,489	677	29.0	24.5
BME (non-White)	3,281	5,130	6,714	4,842	7,940	1,950	10.9	14.6
full time students	1,770	2,359	8,473	3,654	14,563	1,437	15.3	9.0
commuters (10km+)	5,108	9,008	10,176	10,122	8,588	3,653	22.1	24.2
LLTI (16-64yrs)	3,200	3,601	5,107	3,619	6,482	1,647	12.2	12.7
LLTI 65+	2,889	3,769	2,644	3,900	3,486	2,470	53.7	53.1
social housing	2,870	1,661	3,955	1,294	7,532	875	15.0	17.7
population density*	34,879	46,228	58,502	56,184	68,324	24,038	34.9	4.3

11.2 Appx B: Multiple Deprivation Index 2019 for Lower Super Output Areas in Brighton & Hove



11.3 Appx C: Police recorded crimes in 6 city areas at a glance, 2018/19

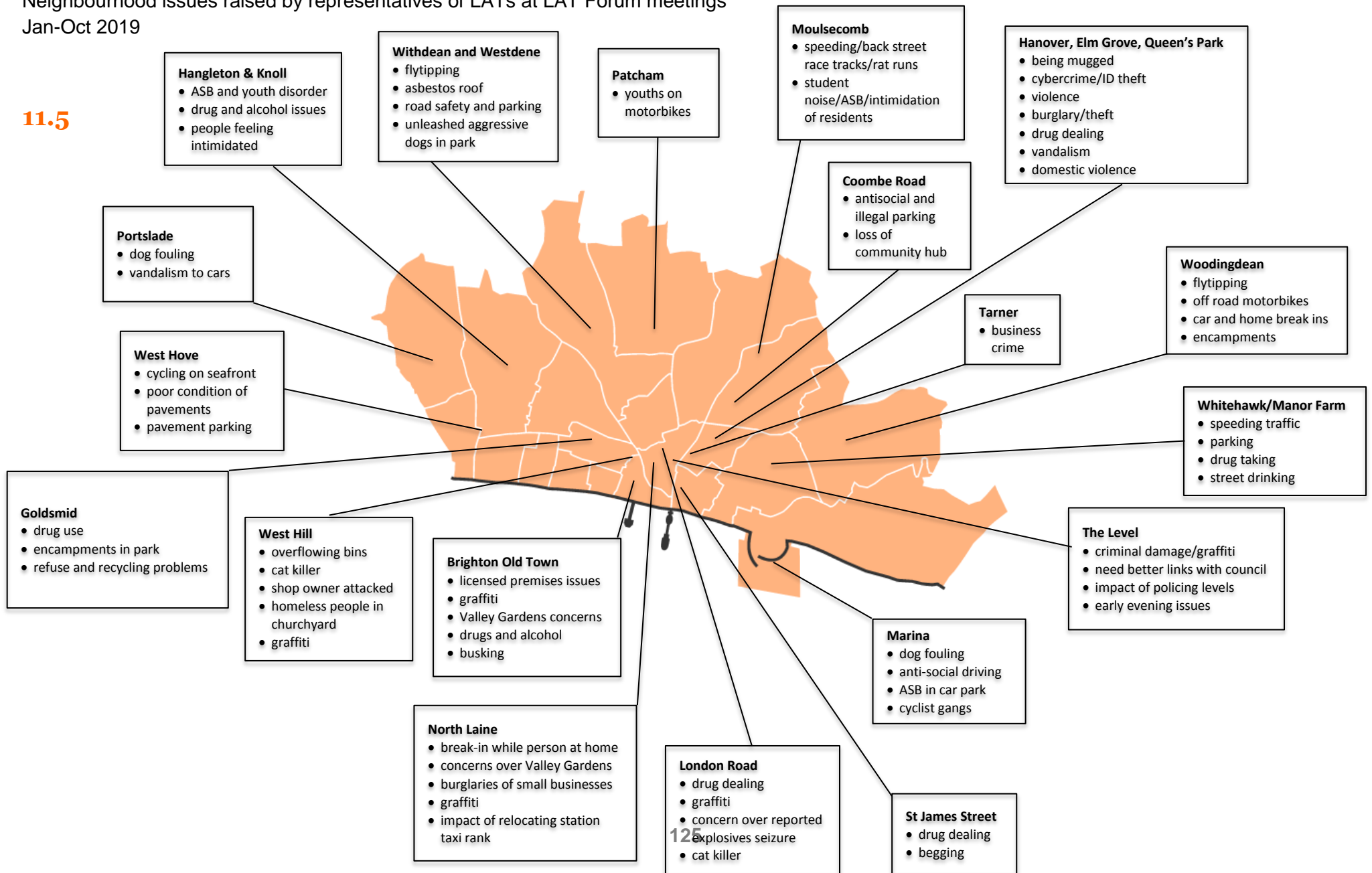
Number of police recorded crimes in each area						
Shading represents the three highest ranked rates by resident population	North Portslade South Portslade Hangleton & Knoll	Wish Central Hove Westbourne Goldsmid	Brunswick & Adelaide Regency Queen's Park St Peter's & North Laine	Hove Park Withdean Patcham Preston Park	Hollingdean & Stanmer Moulsecoomb & Bevendean East Brighton Hanover & Elm Grove	Woodingdean Rottingdean & Coastal
mid-year pop est. 2017	34,879	46,228	58,502	56,184	68,324	24,038
ASB incidents	631	907	3,940	724	1,461	343
Bicycle theft	12	157	426	72	149	18
Burglary	97	219	486	194	258	68
Criminal damage & arson	298	367	944	307	588	135
Drugs offences	45	80	448	131	210	28
Possession of weapons	26	32	246	13	78	24
Public order	220	289	1,184	214	432	132
Robbery	15	32	262	31	65	13
Vehicle crime	174	272	585	340	396	133
Violence and sexual offences	888	988	3,907	890	1,973	465

11.4 Appx D: Neighbourhood issues raised by Local Action Teams

Neighbourhood issues raised by representatives of LATs at LAT Forum meetings

Jan-Oct 2019

11.5



11.6 Appx E: Crime trends

	Apr 15 – Mar 16	Apr 18 – Mar 19	2018/19 compared with 2015/16 (% change)	rank within 15 benchmarked CSPs, 2018/19 ¹¹²
Police recorded crimes				1=best;15=worst
Total crimes	23622	26940	+14.0%	8
Criminal damage (incl. arson)	2797	2739	-2.1%	6
Injury violence	2632	2950	+12.1%	9
Violence against the person	7883	10998	+39.5%	9
Sexual offences	667	964	+44.5%	9 ¹¹³
Robbery	279	437	+56.6%	8
Burglary	1463	1349	-7.8%	3
Vehicle crime	1399	1820	+30.1%	6
Pedal cycle theft	695	864	+24.3%	*
Theft and handling (incl. motor vehicle theft)	8746	8608	-1.6%	9 ¹¹⁴
Police recorded incidents and crimes				
Domestic violence incidents and crimes	4575	5253	+14.8%	n/a ¹¹⁵
Racist incidents and crimes	462	534	+15.6%	n/a
Religiously-motivated incidents and crimes	64	81	+26.6%	n/a
Homophobic incidents and crimes	177	204	+15.3%	n/a
Gender identity hate incidents and crimes	30	53	+76.7%	n/a
Disability hate incidents and crimes	76	81	+6.6%	n/a
Anti-social behaviour incidents	11524	7901	-31.4%	n/a

¹¹² Latest available twelve month period. Ranking based on crime 'rate' per 1,000 residents

¹¹³ Because there remains an emphasis on encouraging reporting of sexual offences, it does not necessarily follow that a low rank is 'good' and a high rank is 'bad'.

¹¹⁴ ONS theft offences group

¹¹⁵ Comparative/benchmarking data are not available.



Brighton & Hove

Strategic Assessment of Crime and Community Safety, 2019

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www.safeinthecity.info

March 2020

Brighton & Hove
Community Safety Partnership

Subject:	Brunswick Square & Terrace Paint Deferral		
Date of Meeting:	7 May 2020		
Report of:	Executive Director Economy, Environment & Culture		
Contact Officer:	Name:	Simon Barrett	Tel:
	Email:	Simon.barrett@brighton-hove.gov.uk	
Ward(s) affected:	Brunswick & Adelaide		

FOR GENERAL RELEASE

1. PURPOSE OF REPORT AND POLICY CONTEXT

- 1.1 The purpose of the report is to seek agreement to defer the requirement for owners or occupiers to complete the repainting of their properties as required by the Hove Borough Council Act 1976 ("The Act") until 31st December 2021.
- 1.2 It also recommends that the quinquennial repainting cycle is also realigned so that future cycles require completion by 31st December 2026, 31st December 2031 and so forth.

2. RECOMMENDATIONS:

- 2.1 That the committee agrees that, due to the restrictions being placed on labour, access to materials (all consequences of the current Covid-19 outbreak), and the requirement to undertake works during clement periods of weather the timescale to complete the current repainting requirement is extended by 12 months to 31st December 2021.
- 2.2 As a consequence, the committee also agrees to defer the deadline for subsequent quinquennial repainting requirements specified under the Act to 31st December 2026, 31st December 2031 and so forth.

3. CONTEXT/ BACKGROUND INFORMATION

- 3.1 This Act is a successor to the Brunswick Square and Terrace Act of 1830 and places a statutory duty on the owners or occupiers of properties that fall within the original estate to comply with the requirements of the Act. The purpose of the Act is to preserve the uniformity of appearance throughout the Estate and its requirements include repainting the street fronts (including the iron railings and balcony) every fifth year commencing in 1980. The Estate comprises 1-58 Brunswick Square, 1-42 Brunswick Terrace and 1-8 Brunswick Place.
- 3.2 Property owners were contacted by the Planning Service in July 2019 and reminded of their responsibilities under the Act and the need to repaint their properties in 2020. Officer's also attended the Friends of Brunswick Square & Terrace AGM to answer questions in November 2019. The works have to be

undertaken during clement periods of weather (between April and late October) and utilise a specially manufactured specification of paint which is only available from one local supplier.

- 3.3 Despite these preparations, the emerging consequences of the current Covid-19 situation include:
- The temporary, ongoing closure of the wholesaler that stocks the specialist paint required to undertake the repainting
 - Exacerbating the difficulties to secure appropriately skilled tradespeople to work on individual properties
 - The likely loss of a significant period of clement weather during which the painting work could be undertaken during the Spring and Summer 2020 through the combined effects of the above issues
- 3.4 Some residents may also be experiencing temporary financial hardship and could be suffering from the impact of the virus either directly or through their family and loved ones.
- 3.5 The timescales in the Act (i.e. completion of all works by 31st December 2020) are absolute, unless this committee agrees to implement a different timetable. Extending the timetable by a period of 12 months (to 31st December 2021) will enable property owners to make proper preparations for the works, maximise the clement weather window to undertake the works and ease some of the financial and administrative burdens on them at this most difficult of times.
- 3.6 In order to maintain future quinquennial cycles, it is also proposed that that timetable for future repainting is also aligned and the deadlines for subsequent repainting also be changed (to 31st December 2026, 31st December 2031 etc.)

4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

- 4.1 The Committee could decide to leave the re-painting requirement fixed at 31st December 2020. This would risk both having some works undertaken during periods of bad weather (with subsequent early failure of the paint in future years) and a high level of non-compliance with potential enforcement action. This would have a potentially detrimental impact on the overall appearance of the estate over time and a negative impact on the reputation of the council.

5. COMMUNITY ENGAGEMENT & CONSULTATION

- 5.1 Due to this being an emerging issue, it has not yet been possible to undertake any engagement exercise. Arrangements are being put in place to advise ward councillors, residents' groups and the Conservation Advisory Group. Any comments will be reported verbally to the committee meeting.

6. CONCLUSION

- 6.1 Agreeing to an extension to the current deadline for the completion of the quinquennial repainting programme for the Brunswick Estate will enable owners to undertake the work the work within an overall timescale that reflects the exceptional impacts of Covid-19 on the construction industry.

7. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 7.1 There are no direct financial implications associated to the recommendations of this report. Any administrative or enforcement costs to the council will be met from existing resources.

Finance Officer Consulted: Steve Bedford

Date: 14/04/2020

Legal Implications:

- 7.2 The relevant legal requirements regarding the re-painting of properties in the Brunswick Estate are set out in the body of the report.

Lawyer Consulted: Hilary Woodward

Date: 14/04/2020

Equalities Implications:

- 7.3 There are no equalities implications in relation to the proposals contained in the report.

Sustainability Implications:

- 7.3 There are no sustainability implications in relation to the proposals contained in the report.

Brexit Implications:

- 7.4 None

Any Other Significant Implications:

- 7.5 None

Crime & Disorder Implications:

- 7.5 None

Risk and Opportunity Management Implications:

- 7.6 None

Public Health Implications:

- 7.7 None

Corporate / Citywide Implications:

7.8 None

SUPPORTING DOCUMENTATION

Hove Borough Council Act 1976 ("The Act")

Subject:	Pride 2021		
Date of Meeting:	7th May 2020		
Report of:	Interim Executive Director Housing, Neighbourhoods and Communities		
Contact Officer:	Name:	Jo Player	Tel: 01273 292488
	Email:	Jo.player@brighton-hove.gov.uk	
Ward(s) affected:	All		

FOR GENERAL RELEASE

Note: The special circumstances for non-compliance with Council Procedure Rule 7, Access to Information Rule 5 and Section 100B (4) of the Local Government Act as amended (items not considered unless the agenda is open to inspection at least five days in advance of the meeting) were that...

Officers were waiting for additional information to include within the report following the cancellation of the event in 2020

1. PURPOSE OF REPORT AND POLICY CONTEXT

- 1.1 The Lesbian, Gay, Bisexual and Trans (LGBTQ) community have staged an annual Pride event in the City for over thirty years; its history is diverse and it has grown with each successive event. It is now the UK's biggest Pride festival and a key part of Brighton and Hove's identity as an inclusive and diverse city with a thriving LGBTQ community.
- 1.2 Pride Community Interest Company (Pride CIC) has successfully run the event since 2013 with support from the city council and other statutory partners. The current agreement for Pride CIC to run the event expires after the event in 2020.
- 1.2 This report acts as a statement of Brighton and Hove City Council's commitment to work in partnership with Pride CIC to ensure delivery of safe and inclusive events in the city both on Pride weekend and in the run up to it.

2. RECOMMENDATIONS:

- 2.1 That the committee agrees in principle to Pride CIC running the event for a further year in 2021. (Subject to consideration of the financial implications at committee in June).
- 2.2 That committee notes a report will be presented to committee in June 2020 covering proposals for the operation and development of Pride from 2021.

- 2.3 That the above June report sets out the estimated costs to the Council of supporting the event in 2021 and in the context of the significant financial drain on the Council following the Covid 19 crisis, how such costs will be recovered both in 2021 and in subsequent years

3. CONTEXT/ BACKGROUND INFORMATION

- 3.1 Pride CIC has run the event in the city since 2013. A report to the Economic Development and Culture committee in November 2014 agreed that Pride would continue to run the event until 2020.
- 3.2 Pride events in the city include the Community Parade, Park festival, Pride Village Party, the Pleasure Gardens and the Pride dog show. These events require considerable planning by Pride CIC with extensive support from the city council and other statutory partners. A city wide safety advisory group, made up of statutory agencies and others oversee the planning and ensure that event plans and safety controls are in place. In 2019 an independent safety advisory group was also formed to ensure that there was additional oversight of the event.
- 3.3 Two further reports regarding Pride have also come before committee. In March 2017 a report to NICE committee reaffirmed the council's support for Pride CIC to run the event and that council officer time and capacity would continue to support the event. A report in 2018 went to the TDC committee specifically looking at the impact of the Pride Village Party on the local community. Committee agreed that the event should continue to be held in the St James' Street area and that Pride CIC would continue to run the event. This has meant that the city council does not need to manage the event.
- 3.4 Pride CIC is a not for profit community interest company. Ticket revenue, sponsorship and concessions goes towards running the operational and running costs of the park festival, the community parade, the pleasure gardens and the Pride Village Party. As well as this money raised also contributes to the Rainbow fund and the Pride Social impact fund. Over the last seven years over £920,000 has been raised for local charities and community groups. Pride CIC also retains a reserve fund within the business as contingency.
- 3.5 It is envisaged that the event generates over £20m to the local economy in the run up to and during the Pride weekend. In 2019 Pride introduced a City Angels scheme to engage businesses across the City to help support fundraising and community projects year round. 26 businesses signed up in the first year each contributing £1000 to the fund raising pot.
- 3.6 Pride CIC has managed and run a safe and well organised event for several years. This is particularly apparent with the Pride Village party. Following concerns in 2013 that the event was becoming unmanageable, Pride took over the running of the event and introduced a fenced off ticketed area, resulting in a more manageable and safer event.

3.7 In 2020, due to the Corona Virus pandemic, the event has been cancelled. Due to the cancellation and the uncertainty going forward, Pride CIC and officers have had discussions about arrangements initially for 2021 and then beyond. It is recognised that an event of this size does impact on council services in terms of additional direct costs, loss of revenue and additional officer time. Although committee previously agreed to the council absorbing these costs in 2017, budgets have seen significant reductions over the last few years. These costs will be fully detailed in a report for the TECC Committee in June 2020. To support Pride during these uncertain times officers are recommending that Pride run the event in 2021 with a report to TECC in June 2020 setting out recommendations beyond that. This report will set out how the Council will seek to recover costs for supporting the event from Pride CIC.

4. ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

4.1 No other alternative option was considered as only close partnership working between the council, other public sector bodies and Pride CIC can ensure the delivery of a safe and successful Pride event.

5. COMMUNITY ENGAGEMENT & CONSULTATION

5.1 There has been no recent consultation in the compiling of this report. However community engagement is carried out on an ongoing basis by Pride CIC with local businesses and the wider community.

6. CONCLUSION

6.1 Pride is a major part of the cultural capital of the city, as a celebration and by strengthening community cohesion. It also generates significant income for the city's businesses. It's popularity and vibrant presence support and enhance the national and international profile of the city.

7. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

7.1 It is recognised that an event of this size does impact on council services in terms of additional direct costs, loss of revenue and additional officer time. These costs will be fully detailed in a report for the TECC Committee in June 2020, setting out how the Council will seek to recover costs for supporting the event from Pride CIC for 2021 and beyond.

Finance Officer Consulted:

Michael Bentley

Date: 28/4/2020

Legal Implications:

- 7.2 This is an in principal support for the Pride agreement recognising that there will be a further report to come before TECC, however it should be noted that if there is to be any significant financial commitment from the Council, then the approval may have to be sought from P&R.

Lawyer Consulted:

Simon Court

Date: 29/4/2020

Equalities Implications:

- 7.3 Events in Brighton and Hove cater for people from all sectors of the community. This event is specifically aimed at the LGBTQ+ community living in the city as well as welcoming LGBTQ+ visitors from national and international destinations. During Pride the city is dressed to positively promote the city. It should be noted the event is a clear demonstration from voluntary, public and private sector organisations of their commitment to equality and diversity in the city.

SUPPORTING DOCUMENTATION

None