Tourism, Equalities, Communities & Culture Committee

Date:	**9 March 2023**
Time:	**4.00pm**
Venue	**Hove Town Hall - Council Chamber**
Members:	Osborne (Joint Chair), Powell (Joint Chair), Rainey (Deputy Chair), Evans (Opposition Spokesperson), Grimshaw (Opposition Spokesperson), Bagaeen (Group Spokesperson), Ebel, Littman, Robins and Simson
Invitees:	Lola Banjoko (B&H - CCG), Joanna Martindale (Community Voluntary Sector), Justin Burtenshaw (Sussex Police) and Stephanie Prior
Contact:	**Thomas Bald** Democratic Services Officer 01273 291354 thomas.bald@brighton-hove.gov.uk

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AGENDA

PROCEDURAL MATTERS

51 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.

52 MINUTES   9 - 18

To consider the minutes of the meeting held on 12 January 2023.

Contact Officer: Thomas Bald   Tel: 01273 295709

53 LGBTQ+ MIGRATION, SOCIAL ISOLATION, AND DISTRESS PRESENTATION   19 - 66

Presentation from Zoe Boden-Stuart.

54 CHAIRS COMMUNICATIONS

55 CALL OVER

(a)   Items 59 - 67 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.

56 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 notified by the due date of 8 March 2023;

(b)   **Written Questions:** To receive any questions submitted by the due date of 12 noon on the 3 March 2023;

(c)   **Deputations:** To receive any deputations submitted by the due date of 12 noon on the 3 March 2023;

57 ITEMS REFERRED FROM COUNCIL

Any Items referred from the last meeting of Full Council held on 2 February 2023.

58 MEMBER INVOLVEMENT

To consider the following matters raised by Members:

(d)   **Petitions:** To receive any petitions;

(e)   **Written Questions:** To consider any written questions;

(f)   **Letters:** To consider any letters;

(g)   **Notices of Motion:** to consider any Notices of Motion submitted directly to the Committee.

59 BRIGHTON DOME & BRIGHTON FESTIVAL ANNUAL REPORT 2023/24   67 - 72

Contact Officer: Louise Peim
Ward Affected: All Wards

60 ANTI RACISM STRATEGY   73 - 120

Contact Officer: Jamarl Billy
Ward Affected: All Wards

68   ITEMS REFERRED FOR FULL COUNCIL

To consider items to be submitted to the 30 March 2023 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

Date of Publication - Wednesday, 1 March 2023

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FURTHER INFORMATION
For further details and general enquiries about this meeting contact Thomas Bald, (01273 291354, email thomas.bald@brighton-hove.gov.uk) or email democratic.services@brighton-hove.gov.uk

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Brighton & Hove City Council

Tourism, Equalities, Communities & Culture Committee

4.00pm 12 January 2023

Hove Town Hall - Council Chamber

Minutes

Present

Councillors: Osborne (Joint Chair), Powell (Joint Chair), Rainey (Deputy Chair), Evans (Opposition Spokesperson), Grimshaw (Opposition Spokesperson), Bagaeen (Group Spokesperson), Ebel, Littman, Robins and Simson

Co-Optees: Joanna Martindale, Stephanie Prior, Harpreet Kaur, Kris Ottery.

Part One

43   PROCEDURAL BUSINESS

a) There were no substitutes.
b) Councillor Grimshaw declared a prejudicial interest that she is a casual employee of the Royal Pavilion and Museums Trust.
Councillor Robins declared a prejudicial interest that he was a trustee of the Royal Pavilion and Museums Trust.
Councillor Powell declared a non-prejudicial interest that she is employed by Sussex Police and her partner is employed by Community Works.
c) It was agreed that the press and public not be excluded.

44   MINUTES

The minutes of the last committee meeting held 3 November 2022 were agreed as an accurate record.

The minutes of the TECC Urgency Sub-Committee held 28 November 2022 were agreed as an accurate record.

45   CHAIRS COMMUNICATIONS

The Chair gave the following communications:

Firstly, I hope it's not too late to wish you all a Happy New Year. Let's keep hopeful that 2023 will bring better things.

Since the last TECC I have attended a number of things, some of which are:

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- The Community Works AGM
- The Trans Day of Remembrance
- The Beach Access team
- The Combating Drugs Partnership
- I visited the Pavilion with my Co-Chair and sat in the rather grandiose sleigh in the Music Room just before Christmas.
- In the paper we saw Epiphany being celebrated by the Greek Orthodox community on the seafront.
- And it's Chinese New Year this month, of course – the year of the water rabbit.
- Holocaust Memorial Day is 27th January. The theme this year is 'Ordinary People'. I read this quote from Elie Wiesel, a survivor, which is on the HMD website, and it reads as follows: "what is abnormal is that I am normal. That I survived the Holocaust and went on to love beautiful girls, to talk, to write, to have toast and tea and to live my life. That is what is abnormal".   Very poignant words I'm sure you will agree.
- I am pleased to announce that last month we were informed that the council have been allocated over £1.2m of additional new burdens funding from DLUHC over the next two years, to enable us to meet our duty under the domestic abuse act to support those in safe accommodation. Whilst not limited only for women and girls, we will ensure that we use the money to continue to provide services for all experiencing domestic abuse into safe and supported accommodation. A paper regarding options will come to a future TECC committee.
- A gentle nudge to encourage people to contribute to the consultation on the new community safety strategy on the council's online portal which is open until 5th Feb.
- Libraries are now part of the Make Materials Matter initiative.
- Launched last year, this initiative rewards residents for reducing waste, borrowing items and reusing, repairing and recycling their goods. This includes loaning items from libraries. It is funded by by the European Regional Development Fund, and is targeted at making us think about how we deal with waste.
- LGBTQ History month starts in Feb. This year's theme is "Behind the Lens" and celebrates the contribution of the LGBTQ+ community's contribution to cinema.
- And finally, this weekend, any resident within Brighton & Hove can attend the Pavilion free of charge, and there will be costumed guides.

46   CALL OVER

The following items were reserved for discussion:

Item 50   Royal Pavilion & Museums Trust Annual Report
Item 53   Field Officer Service Review
Item 51   Anti-Racism Pledge Update
Item 52   Community Wealth Building Programme Action Plan
Item 54   Fees and Charges
Item 57   RWC25 – Women's Rugby World Cup 2025 Host Bid

The following items were therefore agreed as per the recommendations in the reports:

Item 55   ABCD Cultural Recovery Plan Update
Item 56   BHCC – Venue Hire Policy
Item 58   Review of Local List of Heritage Assets (this item was deferred

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47   PUBLIC INVOLVEMENT

47.1 The Chair invited Laura Kingsey to put her question to Committee.

47.2 The Chair gave the following response:

Exact commissioning processes for individual artworks vary according to the source of the funds and scale of project but follow the same five stage process as outlined in the Public Art Strategy:

1. *Preparation – Defining vision and brief*
2. *Artist Selection – This may be achieved through an Open Call (Open Competition), Invited Competition (with a pre-determined short list) or Direct Invitation (where an artist is approached directly due to their suitability for the project).*
3. *Proposal Development – Detailed design and approval.*
4. *Delivery – Production, fabrication and install.*
5. *Completion – Launch, maintenance and evaluation.*

Funding for public art is secured from multiple sources, including Section 106 contributions, the Community Infrastructure Levy (CIL), funding from central Government programmes and Brighton & Hove City Council.

Laura Kingsey gave the following supplementary question:

Did the Madeira Terrace Electric Gardenr receive an electrical safety certificate for outdoor use, and was it under warranty for failure, since it failed only 5 days later? In other words, can the £25,000 now be refunded and returned to the Madeira Terraces Restoration Fund where it belongs?

The Chair recommended a written response be sent to Laura Kingsey as well as all other TECC members.

47.3 The Chair invited Ninka Willcock to introduce her deputation located on page 7 of Addendum 1.

47.4 The Chair gave the following response:

Thank you Ninka.

Members will have seen the email circulated earlier today from legal, in which I have proposed to withdraw Item 58 on Heritage Assets. An officer report will be brought back to the next TECC, including the request brought to us in the deputation just now. We need a consultation period with the owner.

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The Committee then agreed to note the deputation.

47.5 The Chair invited Jim Deans to introduce his deputation located on page 7 of Addendum 1.

47.6 The Chair gave the following response:

Officers have said that it would be good to get an understanding of the wider impact of this event. While officers have no concern that we will offer the usual support we offer to charity events on Madeira Drive, if there is likely to be wider impact on the road outside of the venue then you will need to go through the usual process to have this sanctioned and any additional costs charged appropriately.

We offer support for the aims of the event, but I suggest you make contact with the Ian Baird at the Outdoor Events office as soon as possible so we can ensure your activity is within the scope of the City events regulations and systems.

The Committee then agreed to note the deputation.

48   ITEMS REFERRED FROM COUNCIL

There were none.

49   MEMBER INVOLVEMENT

49.1 The Chair invited Councillor Bagaeen to put his question to Committee located on page 21 of the Agenda.

49.2 The Chair gave the following response:

Under the current Events Strategy (2019-2024) Brighton and Hove City Council do not currently operate as a partner or owner of any event but as a landlord. As such any permissions to carry out events are in the form of landlord's consent, rather than a contract to deliver services. Due to this we do not have any procurement obligations when granting permissions.

Community Wealth Building comes under the remit of this committee and the Community Wealth Building Member Working Group includes some members of this committee. The working group was a Task and Finish group that was set up specifically to advise on and shape the action plan that appears on today's agenda. The remit of the working group was to develop an action plan that looks across the whole of the council, but it was not set up to be a consultee on individual contracts or licenses. Ultimately, decision making on landlord's consent for events sits either with this committee or is delegated to officers – decisions cannot be taken by Member Working Groups.

49.3 The Chair invited Councillor Bagaeen to put his question to Committee in place of Councillor Theobald, located on page 21 of the Agenda.

49.4 The Chair gave the following response:

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Work is now taking place to repair and refurbish the fountain to bring this important piece of the city's heritage back to life. We aim to have the project finished by the end of March, but this is dependent on weather conditions and if any currently unknown problems are found when the dismantling of the fountain begins in earnest.

49.5 Councillor Bagaeen then gave the supplementary question on page 21 of the Agenda.

49.6 The Chair then gave the following response:

We will be considering our options around a possible civic event to switch the fountain back on and our understanding regarding King Charles III is that Buckingham Palace needs a very long notice period in order to consider scheduling events in the King's diary. However we would always welcome the King to our city and would be delighted to show him the refurbished fountain if or when he chooses to visit again.

49.7 The Chair invited Councillor Simson to introduce the Conservative Notice of Motion located on page question to Committee located on page 23 of the Agenda, which was seconded by Councillor Bagaeen.

49.8 The Chair then invited Councillor Robins to introduce the Labour Amendment, which was seconded by Councillor Grimshaw.
49.9 Councillors Ebel, Evans, Bagaeen, Simson and Robins spoke about the ringfenced s106 funding and other projects in the city.

49.10 The Committee agreed to pass the Labour Amendment by 8 votes to 2 abstentions.

49.11 The Chair invited Councillor Simson to introduce the Conservative Notice of Motion located on page question to Committee located on page 23 of the Agenda, which was seconded by Councillor Bagaeen.

49.12 The Chair then invited Councillor Evans to introduce the Labour Amendment, which was seconded by Councillor Grimshaw.

49.13 Councillors Bagaeen and Simson spoke about making space for people to celebrate the Coronation if they wish to.

49.14 Councillors Evans and Grimshaw agreed that space should be made for people to celebrate but it shouldn't be Council funded.

49.15 The Labour amendment was passed by 8 votes to 2 abstentions.

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50   ROYAL PAVILION & MUSEUMS TRUST ANNUAL REPORT

Note: Councillors Grimshaw and Robins did not take part in this item due to prejudicial interests.

50.1 Louise Peim introduced the report starting on page 27 of the Agenda.

50.2 Councillor Evans, Councillor Bagaeen, Joanna Martindale, and Stephanie Prior spoke about charging admission for Museums, fundraising, the web page, statues, staffing, community outreach, diversity and inclusion, restructuring, risk mitigation, and loan repayments.

RESOLVED:

That Committee:

1. Noted despite many achievements over the past year, that there continue to be challenges facing the Trust moving into 2023-24.

2. Approved the annual service plan (Appendix 1) for 2023-24, which includes implementation of a new admissions pricing structure.

51   ANTI RACISM PLEDGE UPDATE

51.1 Emma McDermott introduced the report starting on page 99 of the Agenda.

51.2 Stephanie Prior, Joanna Martindale, and Councillors Rainey, Powell, Bagaeen, and Grimshaw spoke about the Community Advisory Group, the reallocated World Reimagined funding, housing strategy, support for Black creatives in the city, the BME infrastructure project, and detailed information that could be included the report.

Emma McDermott agreed that the report from SLT about racially minoritised tenants would be circulated to Joanna Martindale.

RESOLVED:

1. That the Committee noted the report.

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52   COMMUNITY WEALTH BUILDING PROGRAMME: ACTION PLAN

52.1 Max Woodford introduced the report starting on page 103 of the Agenda.

52.2 Councillors Simson, Osborne, Bagaeen, and Joanna Martindale spoke about the importance of local suppliers and employment, 20 minute neighbourhoods, keeping a risk register, procurement, breaking up contracts, and a fair employment charter led by businesses.

RESOLVED:

That Committee:

1. Agreed to the implementation of the Community Wealth Building Action Plan, as set out at Appendix 1, subject to any minor grammatical, non-material text and formatting agreed by officers in consultation with the Chair of the Committee prior to publication.

53   FIELD OFFICER SERVICE REVIEW

Note: Councillors Evans, Grimshaw and Robins did not take part in this item.

53.1 Jo Player introduced the report on page 117 of the Agenda.

53.2 Councillors Simson, Bagaeen, Osborne, and Littman spoke about consultations with staff, issues with funding and staffing, noise complaints, environmental services, housing, and redeployment.

RESOLVED:

That Committee:

1. Noted the outcome of the review of the field officer team as set out in the report.

2. Agreed in principle to ending the current field officer team arrangements from 1ˢᵗ April 2023 and the reallocation of resources set out in paragraphs 3.22 and 3.23 of the report and delegates to the Executive Director Housing Neighbourhoods and Communities the final decision, following the conclusion of the appropriate staff consultation.

3. Recommended to Policy and Resources Committee that it approves any necessary changes to the Council's constitutional documents.

54   FEES AND CHARGES 2023-24

54.1 Councillor Powell introduced the Officer Amendment found on page 11 of Addendum 2.

54.2 The Chair then invited Donna Chisholm to introduce the report on page 125 of the Agenda.

54.3 Councillor Evans introduced the Labour Amendment found on page 13 of Addendum 2, which was seconded by Councillor Grimshaw.

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54.4 Councillors Littman, Rainey Simson, and Robins spoke about inflation, the commercial hiring of Madeira Drive, beach huts, the application fee for outdoor events, income from advertising sites, and the Sea Lanes site.

54.5 The Committee agreed to pass the Labour Amendment by 8 for to 2 against.

Councillor Grimshaw to be sent further information regarding libraries.
Councillor Simson to be sent further information regarding income from advertising sites.
Councillor Bagaeen to be sent further information regarding income from the Sea Lanes site.

RESOLVED:

That Committee:

1. That Committee agrees that the proposed fees and charges for 2023/24 as set out within the report with the exception of the proposal relating to transfer fees for beach huts at 3.15.

2. That Committee agrees to refer the proposed fees and charges in paragraphs 3.5–3.10 relating to Building Regulation Application fees, Pre-Application Planning Advice Service and Planning Performance Agreements to Policy & Resources Committee in order to consider increasing them by 10% rather than 6%, and for this to then be implemented with immediate effect in the current financial year 2022/23 allowing for lead in time to update systems, charging methods and notice periods.

3. That Committee agrees the proposed fees and charges in paragraph 3.29 relating to the Brighton Centre ticket levy, to be implemented with immediate effect in the current financial year 2022/23 allowing for lead in time to update systems, charging methods and notice periods.

4. That Committee delegates authority to the Executive Director of Economy, Environment & Culture (in relation to paragraphs 3.5 – 3.37) and to the Executive Director of Housing, Neighbourhoods & Communities (in relation to paragraph 3.38 – 3.42) to change fees and charges as set out in the report and as set by central Government during the year.

5. That Committee agrees that the licence fee referred to in paragraph 3.13 be increased by 10% rather than 5%, in line with other Seafront fees and charges.

55   ABCD CULTURAL RECOVERY PLAN UPDATE

There was no discussion.

56   BHCC - VENUE HIRE POLICY

There was no discussion.

57   RWC25 - WOMEN'S RUGBY WORLD CUP 2025 HOST CITY BID

57.1 Ian Baird introduced the report starting on page 253 of the Agenda.

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57.2 Councillors Evans, Grimshaw and Robins spoke about funding, ball park figures, dates of games, concussions, and safety measures.

RESOLVED:

That Committee:

1. Agrees that officers continue through the selection process with an aim, if selected, to be announced as a host city in February 2023.
2. Agrees to a host city contribution from existing EEC budgets and delegates authority to the Executive Director Economy, Environment & Culture to agree the final detail of this contribution and enter into necessary agreement(s) with the tournament organisers depending on the financial arrangements.

58   REVIEW OF THE LOCAL LIST OF HERITAGE ASSETS

This report was withdrawn and will be brought back to the next TECC Committee.

59   ARTICLE 4 DIRECTION - CHANGES OF USE FROM CLASS E (COMMERCIAL, BUSINESS AND SERVICE USES) TO CLASS C3 (DWELLINGHOUSES).

RESOLVED:

That Committee:

1. Notes the representations made during the consultation which took place from 31 January to 14 March 2022.
2. Authorises the confirmation of the Direction made under Article 4 of the Town and Country Planning (General Permitted Development) (England) Order 2015 (as amended) to remove the Class MA permitted development right for changes of use from Class E (commercial, business and service uses) to C3 (dwellinghouses).
3. Notes that the Secretary of State is expected to modify the geographical extent of the Direction in due course.

60   HOVE STATION NEIGHBOURHOOD PLAN - SUPPLEMENTARY REGULATION 16 CONSULTATION

61   ITEMS REFERRED FOR FULL COUNCIL

The meeting concluded at 19:34.

Signed   Chair

Dated this   day of

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Pathways between LGBTQ migration, social isolation and distress: *liberation, care and loneliness*
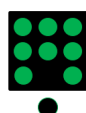

Community + belonging.
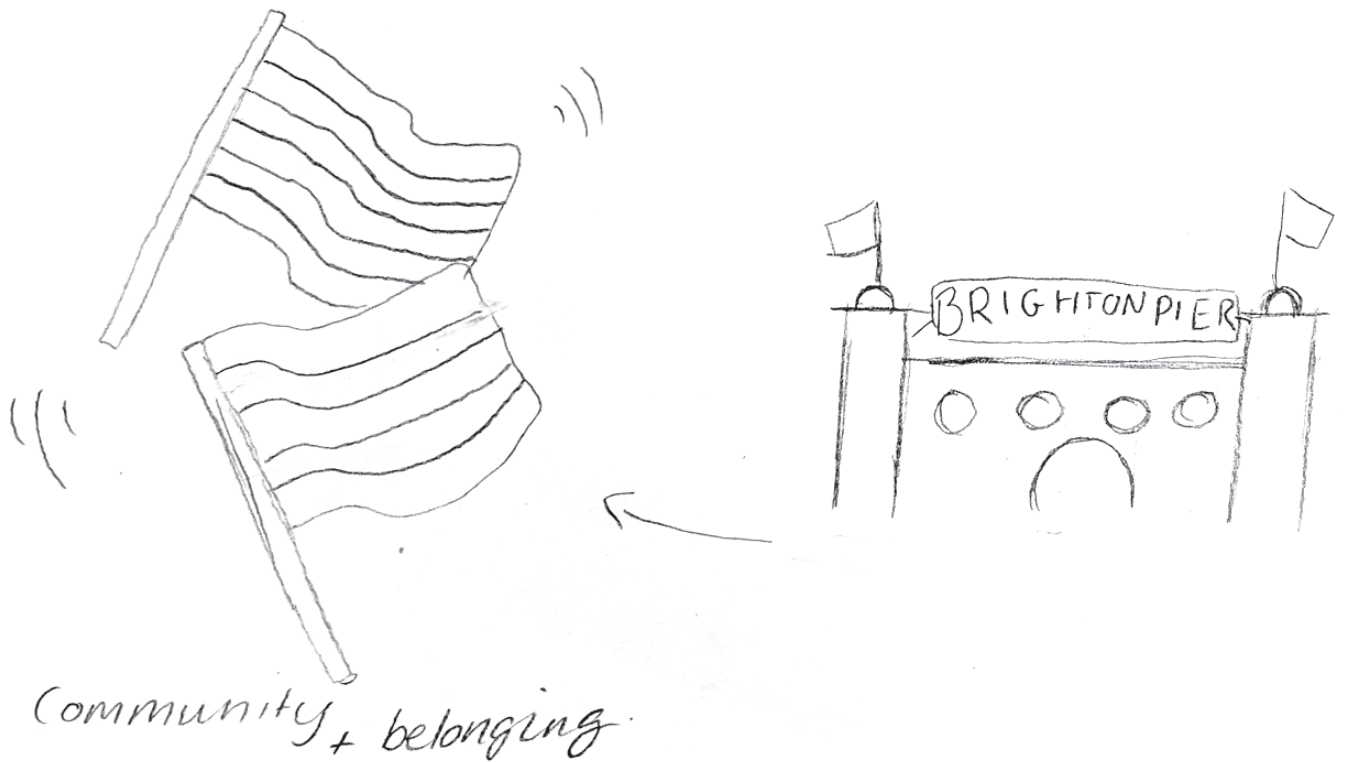
Zoë Boden-Stuart, Nick McGlynn[1],
Matt C. Smith[1], Helen Jones[2]
and Rita Hirani[3]

University of Brighton

Centre for Transforming
Sexuality and Gender

Loneliness &
Social Isolation
in Mental Health
Research Network

mind OUT
LGBTQ mental
health service

Cover image: Extract from one of the drawings produced in this research by 'Edward'.

How to cite: Boden-Stuart, Z., McGlynn, N., Smith, M.C., Jones, H. & Hirani, R. (2021).
LGBTQ migration, social isolation and mental health: Liberation, care and loneliness.
Brighton: University of Brighton.

To download this report and a one-page summary please go to:

https://blogs.brighton.ac.uk/ctsg/2022/09/01/project-core-tsg-university-of-bright-
on-and-mindout-pathways-between-lgbtq-migration-social-isolation-distress-libera-
tion-care-and-loneliness/

https://bit.ly/3Ddlxj4

Contents

About the Authors

Dr Zoë Boden-Stuart (she/her) is a psychologist and psychotherapist. Her research centres on relational experiences in the context of mental health and distress, including the intersections between LGBTQ lives and wellbeing.

Dr Nick McGlynn (he/him) is a geographer of sexualities interested in LGBTQ equalities and community spaces. He has worked on a variety of local, international, and transnational projects with and for LGBTQ groups and organisations. His most recent work explores experiences of fat GBQ men in spaces of the Bear community.

Matt C. Smith (they/them) is Research Officer for the 'Pathways between LGBTQ migration, social isolation and mental distress' research project and PhD student at the University of Brighton. Their research focuses on the experiences of trans and non-binary residents of Brighton & Hove and the role of gender within urban planning and local governance.

Helen Jones (she/her) was the founder and Director of MindOut for 22 years and was awarded an MBE and an honorary MA for her work in LGBTQ community mental health. Her passions are the power and wisdom of lived experience and making mental health a community concern. She is delighted to have contributed to this research, which builds on everything MindOut has achieved to date.

Rita Hirani (she/her) is the CEO of MindOut and a social entrepreneur and trainer, with 35+ years of experience in the voluntary sector. She has pioneered innovative projects for marginalised communities in the field of domestic violence and abuse, community services, and helplines.

Content Note

This report contains quotes from LGBTQ people who experience distress. It mentions of a range of mental health diagnoses, traumatic experiences, suicidal behaviour, hospitalisation, abuse, and being the target of homo/trans/bi-phobic abuse. The report also mentions living with neurodiversity. There are also descriptions of the experiences of isolation and loneliness.

If there is something in this report that you want to talk about, please speak to someone you trust. MindOut are available via phone: 01273 234839 or email: **info@mindout.org.uk**

You are welcome to contact the authors by emailing **z.boden-stuart@brighton.ac.uk** or **n.mcglynn2@brighton.ac.uk**

1. Executive Summary

1.1 Overview of the Study

'Pathways between LGBTQ migration, social isolation and mental distress', is a research project that ran from September 2020 – September 2022. It was a collaboration between researchers from the Centre for Transforming Sexuality and Gender at the University of Brighton and the Brighton-based LGBTQ mental health charity, MindOut. The research was funded by UK Research and Innovation via the Loneliness and Social Isolation in Mental Health Research Network, hosted at University College London.

The project aimed to understand the significance of LGBTQ people's migration histories and how they shape their experiences of mental health, loneliness/belonging and social isolation/inclusion. The project looked at both international and intra-national displacement and relocation, where sexuality and/or gender identity were factors in the move to Brighton. This report presents the findings from this project, which were collected through in-depth interviews and creative methods. These included the participants annotating maps of Brighton and drawing representations of their migratory journeys.

1.2 Key Findings and recommendations

The report presents the findings as four main themes:

- **Queer quests: Pathways to Brighton**

This theme describes how having felt lonely and isolated, for many, Brighton was seen as a place to escape to. The LGBTQ mental health services, trans health care and LGBTQ-aware health and social care in the city were major factors in people's choice to relocate.

- **An LGBTQ city: "Find my community, finding myself"**

This theme describes how liberating people found living in a city with a high number of LGBTQ people, how they felt relatively safe and connected there, and how their experiences of the place shaped their mental health, particularly their healing experiences of Brighton's green and blue spaces.

- **Cheated expectations**

This theme describes the disappointment of continued loneliness and experiences of exclusion on the grounds of mental health status, neurodiversity and other intersectional issues such as age, gender, class and financial resources.

- **Epilogue: Taking your troubles with you and finding safe havens**

The last theme describes people's hesitation to move elsewhere and the belief that, whilst Brighton has provided a lot, it may be impossible to escape from some experiences and feelings. Finding safe havens, such as MindOut's services, have been the key to surviving and thriving in the city.

The report ends with some recommendations that are relevant for LGBTQ and mainstream support services, funding bodies, local and national government, and LGBTQ people with lived experience of mental health difficulties. These include recommendations to:

- – Provide tailored support to LGBTQ newcomers experiencing distress
- – Destigmatise loneliness within LGBTQ communities and beyond
- – Fund LGBTQ mental health services to provide long-term support to those who need it
- – Make LGBTQ spaces more inclusive of people with mental health needs

2. Introduction

In the UK there have been significant social and political changes in relation to LGBTQ[4] lives. Generally speaking, the population is more accepting of people's differing sexualities,[5] and there have been substantial legal changes within the last 20 years including: the legalisation of same-sex marriage; the repealing of Section 28 (which banned the promotion of homosexuality in schools); the equalising of the age of consent; the introduction of the Gender Recognition Act, which provided trans people with the right to legally change their gender; and the inclusion of sexual orientation and gender reassignment as Protected Characteristics in the Equality Act 2010. However, for LGBTQ people there remain persist inequalities in relation to their material lived realities such as health,[6] safety,[7] employment[8] and recognition.[9] ILGA-Europe's 2021 report highlights continuing anti-trans rhetoric in the UK and an increase in hate crimes, with sexual orientation-based hate crimes increasing the most (19%) and anti-trans hate crimes second most (16%).[10]

Policy and evidence that seeks to address LGBTQ inequalities often collectivises experiences into 'LGBT'[11]. This means the vast differences in experiences of people within the LGBTQ umbrella are ignored. Race and ethnicity, age, gender, disability, neurodiversity, mental health status, religion, and socio-economic status – and their intersections – play an important role in shaping how LGBTQ peoples' lives are lived. In addition, people's specific life experiences, including when and where they grew up, and where they now live have a part too. The narrative of LGBTQ lives 'getting better' in the UK often overlooks this intersectional complexity and ignores issues that are seen as 'too tough'.[12] The research described in this report aimed to focus primarily on just two aspects of this complexity through considering how LGBTQ people's mental health status and migratory journeys has shaped their experience of belonging and/or isolation.

4 LGBTQ (Lesbian, Gay, Bisexual, Trans and Queer) is used as an inclusive umbrella term in this report for any person with a minoritised gender and/or sexual identity. We sometimes also use 'queer' as a similarly inclusive term.
5 Curtice et al., 2019
6 Zeeman et al., 2019
7 Home Office, 2020
8 Bachmann & Gooch, 2018a
9 Melville et al., 2020; Bachmann and Gooch, 2018b
10 ILGA-Europe, 2021
11 Lawrence & Taylor, 2020
12 Ibid.

LGBTQ migration, social isolation and distress

3. Background

In this section, we set out some of the evidence and policy that provides a context to understanding LGBTQ mental health and distress[13], social isolation, and the role of migration in LGBTQ lives.

3.1 LGBTQ Mental Health

Within the fields of medicine and psychology: LGBTQ identities have been (and in some contexts still are) positioned as abnormal and seen as disordered. This legacy shapes and informs perceptions and practice today.[14] Given this, it is important to emphasise that the inequalities that LGBTQ people face are not due to innate differences but are outcomes of persistent and on-going marginalisation within society. The continued presence of homophobia, biphobia, heterosexism, cissexism and transphobia, along with intersecting oppressions of racism, ableism, misogyny etc., produce these inequalities. In turn, this marginalisation can lead to 'minority stress', a form of psychological distress originating from the direct and indirect effects of being stigmatised and discriminated against.[15]

LGBTQ people experience significant health inequalities.[16] In particular, they are two to three times more likely than heterosexual people to experience enduring psychological distress, both as young people and adults.[17] Whilst mental health challenges are not inevitable for LGBTQ people and many LGBTQ people live happy and healthy lives, Stonewall's Health report found that there are elevated rates of depression, anxiety, and other forms of distress within the LGBTQ population, compared to the non-LGBTQ population.[18] A significantly elevated suicide risk has also been identified across all LGBTQ groups,[19] with Stonewall finding that 42% of LGBTQ people experienced suicidal distress in the last 12 months, compared to a 5-8% of the general population.[20] The UK Government's national Suicide Prevention policy[21] and LGBT Action Plan[22] acknowledge that LGBTQ people need tailored and local approaches to support their mental health. In Brighton, MindOut is one of the organisations that provides this type of support for LGBTQ people.

Inequalities experienced by LGBTQ people vary within and between LGBTQ individuals and groups. For example, research showed that 41% of non-binary people said they had harmed themselves in the last year, compared to 20% of LGBT women and 12% of GBT men[23]. A survey on gay and bisexual men in the UK found that being younger, having a lower education status, being from a minoritized ethnic group, being bisexual, and having lower income were all correlated with higher risk of poor mental health.[24] Trans-focused research has found specific contributors to minority stress that are detrimental to the mental health and well-being of trans people.[25] In the context of Brighton & Hove, LGBTQ People of Colour (PoC) reported higher levels of discrimination and harassment at work than White British LGBTQ people, including discrimination for being LGBTQ, gender-based discrimination and racial discrimination.[26]

Given the historic and contemporary pathologisation of LGBTQ people within the fields of medicine and psychology, there is a well-founded mistrust in formal mental health services.[27] This complicates opportunities for LGBTQ people to seek support and engage with services that may offer help. However, third sector providers, like MindOut, are trusted by their local LGBTQ communities.[28]

13 Distress is used in this report as an inclusive term for a wide range of forms of psychological suffering, including those that may attract a psychiatric diagnosis (e.g. depression, anxiety, psychoses, suicidality etc.)
14 King & Bartlett, 1999; Smith et al., 2004; Pearce, 2018
15 Meyer, 1995; Meyer, 2003
16 Stonewall, 2018
17 Hatzenbuehler et al., 2008; Grollman, 2012
18 Stonewall, 2018
19 Haas et al., 2011; Yildiz, 2018
20 Forkmann et al., 2012; Lee et al., 2010
21 HM Government, 2019
22 Government Equalities Office, 2018 23 Stonewall, 2018
24 Hickson et al., 2017
25 Ellis, Bailey & McNeil, 2015
26 TDC & Switchboard, 2018
27 Johnson, 2007
28 Browne & Lim, 2008; Ellis, Bailey & McNeil, 2015

3.2 LGBTQ Loneliness and Social Isolation

Policy papers identify LGBTQ people as at risk of loneliness and social isolation[29]. The reality is that LGBTQ people are systematically socially excluded[30] and have higher levels of social rejection and discrimination compared to non-LGBTQ people[31]. A hostile social environment can be present throughout all stages of LGBTQ lives and, whilst things in the UK are changing for the better, half of LGB adults remain unable to be open about their sexuality with friends or family.[32] Social rejection and homophobic bullying at home[33], school [34] and university[35] lead younger LGBTQ people to spend more time alone and to feel lonelier than their non-LGBTQ peers.[36] Middle-aged and older LGBTQ people are more likely to live alone, be childless, and have fractured relationships with birth families[37] and they report heightened loneliness compared to their non-LGBTQ peers.[38]

Those who are socially isolated have higher levels of psychological distress.[39] In addition, LGBTQ people who do experience mental distress, or receive a psychiatric diagnosis, are at further risk of isolation, as they may experience a 'double stigma' of being both LGBTQ and experiencing challenges to their mental health.[40] For example, evidence suggests that LGBTQ youth who experience mental health problems are at risk of further social exclusion.[41]

This picture can obscure the ways that social relationships and feelings of belonging have a protective role, and how LGBTQ people have always created their own networks of care outside of formal services. Family[42] or other forms of social support[43] can reduce the effects of distress, and a network of other LGBTQ people can buffer against sources of social distress and discrimination.[44] Benefits of peer support include combatting isolation, sharing experience, and reducing stigma.[45] LGBTQ communities and spaces are often associated with wellbeing and inclusion.[46] One study that focused on the Marlborough Pub in Brighton demonstrated how it was an important queer community space where informal relationships of care flourished.[47] These relationships were valuable for queer and trans recognition, and providing feelings of safety and opportunities to be heard. Understanding social isolation and connection, inclusions and exclusions, loneliness, and the relational context of LGBTQ lives more broadly is therefore fundamental for understanding their increased risk of distress.

3.3 LGBTQ Experiences of Home and Migration

In the 'Tackling Loneliness' briefing published by the House of Commons, leaving home and homelessness are identified as risk factors for loneliness[48]. This disproportionately affects LGBTQ people, who often leave home as part of their 'coming out' process. For some this is affirming,[49] but often coming out *necessitates* migration[50] in the face of social rejection, estrangement, and homelessness.[51] Stonewall has found that 18% of LGB and 25% of trans people have experienced homelessness.[52]

LGBTQ people undertake significant internal and international migration in search of safety, acceptance, and a sense of 'home'.[53] This 'queer migration'[54] occurs when the "needs or desires of non-heterosexual identities, practices and performances are implicated in the process of displacement".[55] It has been popularly imagined as movement from discriminatory rural sites or the Global South, to supposedly tolerant urban sites and the Global North,[56] but this view has been widely critiqued as simplistic. LGBTQ migration practices and trajectories are much more diverse and complex.[57]

International LGBTQ migrants may leave to escape persecution, but also because of family, socioeconomics, and life satisfaction.[58] Migration within countries may also occur for various reasons, but less is known about this and there had been no previous research within the UK to our knowledge. US census research suggest economics,[59] crime levels[60] and interstate inequalities[61] may be factors. In the Western context, migration for gay and lesbian individuals is associated with coming-out and self-actualization of a queer identity through finding and/or creating new families, new relationships, new communities and new places.[62] Relationships – with partners and families – are important across diverse geographical contexts and shape when and where LGBTQ people choose to relocate within countries.[63]

29 House of Commons, 2021
30 Fish, 2010
31 Katz-Wise & Hyde, 2012
32 Stonewall, 2018
33 Puckett *et al.,* 2015
34 Van der Star *et al.,* 2018
35 Copp & Koehler, 2017
36 Toomey *et al.,* 2018; Perales et al., 2019
37 Wilkens, 2015; Yang *et al*., 2018
38 Fredriksen-Goldsen *et al.,* 2011
39 McDonald, 2018; DeLonga *et al.,* 2011; Torres & Gore-Felton, 2007
40 Pilgrim *et al.,* 2009; Johnson *et al.,* 2007
41 Tackás, 2006
42 McConnell *et al.,* 2016
43 Perales & Todd, 2018
44 Kuyper & Fokkema, 2010
45 Borthwick *et al.,* 2020
46 Formby, 2017
47 Wilcox & Graber, 2022
48 House of Commons, 2021
49 Bonet et al., 2007; Gorman-Murray, 2008
50 Brown, 2000; Puar *et al.,* 2003
51 Tunåker, 2015
52 Stonewall, 2018
53 Weston, 1995; Sinfield, 2000; Pilkey, 2013; Wimark, 2021
54 Luibhéid & Cantú Jr, 2005
55 Gorman-Murray, 2009, p443
56 Fortier, 2001; Weston, 1995
57 Fournier *et al.,* 2018; Gorman-Murray, 2007; Luibhéid, 2008
58 Fournier *et al.,* 2018
59 Black *et al.,* 2002
60 Walther & Poston, 2004
61 Beaudin, 2017
62 Knopp, 2004
63 Wimark & Östh, 2014; Wimark, 2016

Only one study directly asks LGBTQ people why they migrate intranationally, and this found relationships were the most important factors.[64] Similarly, only two studies to our knowledge explored how LGBTQ migration interacts with mental health, and both focused on North American contexts. Ueno and colleague's note that their data and analyses are insufficient to identify underlying motivations for migration or meaning-making around their mental health experiences.[65] However, Lewis' study goes further by looking at the narratives of gay men who had relocated, concluding that life-course events, including trauma and estrangement, as well as coming out and other transitions such as moving job, were significant in understanding people's mental health in relation to their migration.[66] Our project aimed to extend this emerging literature by explicitly taking social isolation and loneliness into account, addressing the British context, and by focusing on people who are already using LGBTQ mental health services and therefore are likely to be experiencing significant challenges to their wellbeing.

3.4 Brighton & Hove as a place of significance for LGBTQ mental health, loneliness, and social isolation

Brighton and Hove[67] has been referred to as the "Gay Capital"[68] and more recently, the "Trans Capital"[69] of the UK. It has a high LGBQ population (11-15%) compared to the national estimate (~2%),[70] plus a significant trans population.[71] This indicates there are high rates of LGBTQ immigration into the city. Brighton has long been mythologised as liberal, radical, and bohemian,[72] however, this imaginary can mean material inequalities are overshadowed. In reality, Brighton also includes some of the most deprived areas of the UK [73] and has significant suicide rates.[74]

Brighton is perceived to be at the forefront of best practice LGBTQ policymaking in the UK.[75] As it has many LGBTQ-specific services and groups,[76] it might be presumed that it is a place of easy inclusion for LGBTQ people. However, LGBTQ communities and spaces are neither homogeneous nor utopian, and they include their own hierarchies and exclusions.[77] Bisexual, trans, PoC, disabled and religious LGBTQ people report discrimination *within* LGBTQ spaces across the UK[78] and in Brighton specifically.[79] In 2008, the Count Me In Too report found LGBTQ people in Brighton and Hove felt isolated and this was associated with twice the likelihood of suicidal ideation.[80] More recently, a Brighton Coroner's Court audit found LGBTQ people were over-represented in suicide rates.[81] International LGBTQ migrants to Brighton and Hove may be at particular risk of isolation, and mental health is considered the most important issue for local migrant populations.[82] Indeed, the suggestion that everything is 'sorted' for LGBTQ people in places like Brighton might be compounding experiences of exclusion and social isolation. The existence of large LGBTQ populations and associated communities does not negate experiences of social isolation or loneliness and can create its own unique forms of inclusion and exclusion.[83] It is this complex pattern of inclusion and exclusion that we have explored in this research project.

64 Gorman-Murray, 2009
65 Ueno *et al.,* 2014
66 Lewis, 2014b
67 In this report we use Brighton to refer to the city of Brighton and Hove as well as the surrounding environs
68 Browne & Bakshi, 2013
69 Smith, 2022
70 ONS, 2017
71 Brighton & Hove City Council (BHCC), 2016
72 Hemingway, 2006
73 Ministry of Housing, Communities and Local Government, 2019
74 ONS, 2021
75 Browne and Bakshi, 2013; McGlynn, 2017
76 Browne & Bakshi, 2013
77 Oswin, 2008; Nast, 2002; Wilkens, 2015
78 Stonewall, 2018
79 Browne, 2007
80 Browne & Lim, 2008
81 BHCC, 2019
82 BHCC, 2018
83 Valentine & Skelton, 2003

4. Research Question and aims

The guiding question for this research was:

- What are the pathways between LGBTQ migration, social isolation and/or loneliness and mental health experiences for people who use LGBTQ mental health services and who have relocated to Brighton and Hove?

The aims of this research were to:

- Investigate LGBTQ migration as a pathway between social isolation and/or loneliness and mental health experiences.

- Understand the significance of LGBTQ mental health service-users' migration histories for their experiences of loneliness and social isolation, and belonging and inclusion.

5. Methodology

This project used a qualitative and experiential methodology. We conducted interviews with people who used LGBTQ mental health services to gather in-depth subjective accounts of participants' migration histories and experiences of mental health, loneliness and isolation, and we asked them to create personal maps to explore how these experiences interacted in their lives.

5.1 Governance

The research team consisted of Principal Investigator, Dr Zoë Boden-Stuart and Co-Investigators, Dr Nicholas McGlynn and then-CEO of MindOut, Helen Jones, along with Research Officer Matt C. Smith. All members of the research team identify as members of the local LGBTQ communities, who had experienced distress, and were migrants to the city themselves. The research was supported by a steering group composed of three people with lived experience of using MindOut services, as well as Professor Nigel Sherriff and Professor Katherine Johnson, who are two academics with specialist knowledge and experience of LGBTQ health research. Towards the end of the project, we were joined by the new CEO of MindOut, Rita Hirani.

5.2 Ethical Considerations

The research received ethical approval from the University of Brighton Tier 2 Ethics Board (ref. 2020-7334). Participants were provided with detailed information about the project ahead of time and signed a consent form. Participation was anonymised through the use of pseudonyms, and we obscured aspects of participants' accounts where necessary to protect their identities. We prioritised the wellbeing of participants, including arranging follow-up support with MindOut if requested.

5.3 Participants

Participants were all previous or existing users of MindOut's services. To participate, they had to be over 18, have relocated to Brighton from elsewhere, experienced distress, and experienced loneliness and/or social isolation. Sixteen people took part in the research. Their migration journeys originated in villages, towns and cities in the UK, North America, South/Latin America and Europe. The majority of participants were from the Global North. They ranged in age from their late teens to late 70s and experienced a wide range of challenges to their mental health, forms of neurodiversity, dis/ability and physical health needs. Many had travelled widely before settling in Brighton.

5.4 Interviews

Participants were interviewed twice by members of the University of Brighton research team, which resulted in a total of 30 interviews, each lasting around one hour. Interviews took place online due to the pandemic. We prepared questions ahead of time, but participants were able to guide the conversation (semi-structured interviews). The first interview focused on how participants' came to relocate to Brighton, and we used a newly developed visual methods interview that allowed us to explore the changes to relationships and living situations over time (extending a previous methodology.)[84] We asked participants to draw us a kind of 'map' that represented different aspects of their journey to Brighton, geographically, across time, and in terms of the important relational experiences they had. The second interview looked at participants' experiences in Brighton and encouraged participants to annotate a printed map of Brighton, to illustrate how they feel about and use the spaces and places in the local area. We provided participants with maps, stickers, pens and crayons to use ahead of time. Afterwards, the interviews were transcribed by a professional transcriber, who also identified as LGBTQ.

[84] Boden et al., 2018; Boden & Eatough, 2014

5.5 Analysis

Our analysis for this report focuses on summarising what the participants told us and uses the drawings and maps as supporting information. The analysis presented in this report is thematic. The University of Brighton research team undertook the analysis through a collaborative research approach. The analysis was experiential, in that it focused on how people experienced and made meaning from their migration journeys to Brighton. We read each transcript, identifying themes, then looked to find commonalities through detailed note-taking and discussion. We then streamlined those themes into the key themes which have organised this analysis.

To request further information on the research methodology, please email **z.boden-stuart@brighton.ac.uk**

6. Findings

This section of the report describes our key findings. It quotes directly (but anonymously) from the participants who took part in the research.

6.1 Summary table of themes in the research

The below table gives an overview of the themes and sub-themes we developed from the interviews. Below this, we describe each theme in turn, illustrating each sub-theme with quotes and images from the research.

Main themes	Subthemes				
Queer quests: Escaping to Brighton	Isolation as nothing new	Escaping to Brighton	Access to LGBTQ support		
An LGBTQ city: "Find my community, finding myself"	Brighton as freedom to be me	Brighton as a healing place	Being connected	Relative safety	
Cheated expectations	The 'gay bubble' bursts	Loneliness and distress in the "European capital of gayness"	The exacerbating impact of the pandemic	Mental health and the 'scene'	The housing situation
Epilogue: Taking your troubles with you and finding safe havens	Relocating: No clean breaks	MindOut as a safe haven			

6.2 Queer quests: Escaping to Brighton

This first theme looks at the reasons why people relocated to Brighton. It considers both the 'push' factors, including isolation, a sense of not fitting in, a lack of access to queer communities, and dedicated support, and the 'pull' factors, including Brighton's reputation as a queer city, and the access to LGBTQ organisations and support services that Brighton provides.

6.2.1 Isolation as nothing new

For many of our participants, experiences of isolation and loneliness began in early life. They identified their gender and/or sexual identity, mental health and/or neurodiversity as relevant to their sense of not fitting into their families and communities.

Many believed their LGBTQ identities were the direct reason they felt isolated, lonely, excluded or rejected. These traumatic experiences were both part of people's experiences growing up, and part of their adult lives. Si, a gay man in his 40s, who experiences panic attacks and has multiple mental health diagnoses, felt out of place from an early age. He was rejected by his family and forced to leave the family home, something that he's now able to reflect on and reframe:

> *"I was always the odd sheep of the family. In, in my later stage I now say I'm the rainbow sheep, at the time I just felt like a confused sheep"* (Si)
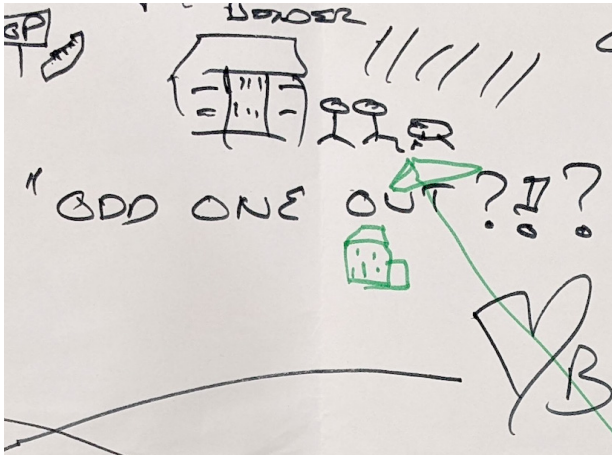
Extract from Si's map of his journey to Brighton

Rita, who is now in her 70s and experiences chronic anxiety, described how recently, in the last town she lived in, she struggled to feel included because of her sexuality:

> *"I always felt that I was […] on the outside, looking in. I joined groups, but they were never quite-- they were welcoming but I never felt I was in the loop […] Never quite included […] I was okay, any group I joined, for the first couple of weeks. And then they would start asking about my home life, and I've been with my partner, we've been together for forty years this, this month […] And as soon as I reveal… […] I used to think, I wonder if it's me? That once I've said something, I change things. But there was always this feeling that something had, a screen had come down, and that they'd all taken a step back."* (Rita)

Geographical isolation was also important in some participants' accounts and connected to the feeling of missing out on desired LGBTQ connections, activities, and spaces. Leela, a trans person in her 30s, talked about being *"starved for queer entertainment as a teenager"*. Bridget described how the city she grew up in was *"very repressed, very depressed"*, which added to her sense of isolation and distress. Edward, who is a transmasculine bisexual person, around 40 years younger than Bridget and from a different country, nevertheless shared the same sentiment:

> *"[Where I grew up is] very quiet. Very like, sheltered, not much going on […] It was very lonely. I didn't really know anyone else [… it's] quite a conservative kinda place […being trans] doesn't really get talked about, and like, so, it was quite isolating."* (Edward)
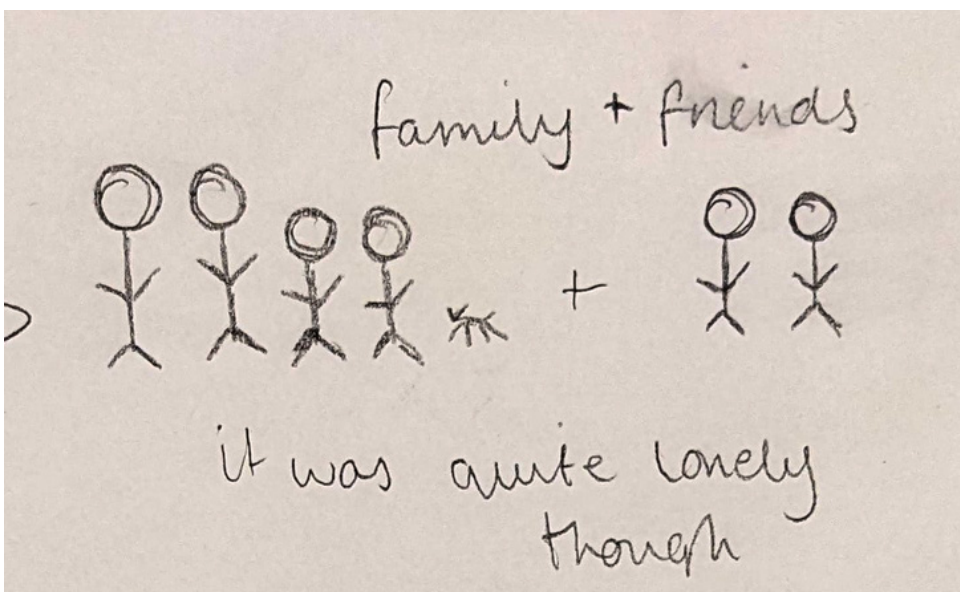
Extract from Edward's map of his journey to Brighton

However, the assumption that isolation is associated with only rural or *"repressed"* areas was also challenged in our study. Joanie, who is a disabled lesbian in her 60s, previously lived in a major British city, but also felt *"isolated because of my sexuality"*:

"When I lived in [city], once a month I would have contact with LGBTQ people in an older LGBT group; but to have that contact I had to travel over an hour to get there. [...] I had to really make a conscious effort to see LGBTQ people" (Joanie)

Whilst many participants felt their sexuality or gender identity was the main barrier to feeling accepted, others like Al thought that being LGBTQ exacerbated their existing feelings of not fitting in. Al is a genderqueer person in their 50s, who is neurodiverse and has chronic physical health needs, and a long-term mental health diagnosis. They explained:

"I felt the one that was a fish out of water, didn't fit in really. So, I suppose the [gender] transitioning then just exacerbated that [...] people didn't... I think they were worried they would offend me or... and some people did say weird, some pretty weird stuff [...] Other people I think just didn't know how to be with me after a while." (Al)

Participants like Bridget and Laura also had other explanations for why they felt isolated. Laura, who is a lesbian in her 30s, is also neurodiverse. She described her traumatic childhood as *"absolute hell"* and felt *"isolated and ostracised my entire life"*. She told us how she and her friends were known as *"weirdos"* at school. Bridget, a lesbian in her 60s who has chronic physical and mental ill health, felt she was seen as 'weird' in ways not just based on her sexuality:

"I never felt I had a connection to the world. Not because I was gay in [country] but because I was weird. You know, my head was weird, I had sort of weird ideas, I... you know, I just didn't fit in at all." (Bridget)

Many participants referred to feeling like an outsider, not fitting in, or being the *"black sheep"* (Al) of their family, and, although not a universal experience, the majority of our participants had felt isolated and lonely in their young lives. Many had experienced rejection from family or exclusion by peer groups. In this way, participants often arrived in Brighton already feeling isolated, and this shaped their hopes for the city.

6.2.2 Escaping to Brighton

For many people the journey to Brighton was not straightforward. Some had moved directly here from their families-of-origin, most though relocated to cities in the UK or overseas first and made their way to Brighton a little later in their lives, often through connections with people who already lived in the city. Regardless, the majority of our participants still described the move to Brighton in terms of escaping from somewhere difficult, lonely or unsafe (push factors) to somewhere they could be happier (pull factors).

The lack of acceptance of sexuality and gender diversity by family and community was clearly a big 'push' factor for many people, as were traumatic early experiences. Edward, who was in his early 20s, was looking for *"almost like an escape from my parents"* having just come out as trans. But older people in our study, including both those who had moved to Brighton many years ago and those who arrived very recently, also described trying to escape people who were unaccepting of their LGBTQ identities. Teri is a lesbian in her early 60s who arrived in Brighton 20 years ago:

"my sexuality was a huge part of why I had felt I really, really needed to get away from the town I grew up in" (Teri)

Joanie, who is also in her 60s, only came to Brighton in the last few years, but she shares the same sentiment as Teri. Joanie's previous accommodation was dangerous, and she regularly faced homophobic harassment:

> *"where I lived, I couldn't be open about my sexuality. And that mainly was for fear, and I felt very vulnerable where I lived [...] I didn't realise at the time how stressful it was, and how unsafe it was, and what pressure I was under. And how isolated I felt."* (Joanie)

Extract from Joanie's map of her journey to Brighton

Both younger and older participants also described coming to Brighton as an opportunity to escape abuse and other traumatic early experiences. Lake, a teenage non-binary/trans person described looking for *"my way out"* of a very traumatic childhood. Laura similarly described trying to escape an abusive early life, where her sexuality was just one aspect of the challenging situation they experienced growing up. Rich, a gay man in his early 60s, grew up in a family who were very unaccepting of his sexuality. He left home at 18 for a job on the south coast, eventually making his way to Brighton:

> *"I was scared of my mother, I was scared of my father, [...] an unsafe, unsafe place, so... and it was also very controlling [...] I couldn't wait to get out"* (Rich)

Others, like Rita, who left her (mixed sex) marriage when she came out as a lesbian, described estrangements and *"trouble"* or rejection from family.

However, Brighton also offered 'pull' factors, being well-known as an LGBTQ city. Most participants had visited Brighton before relocating, often multiple times, whilst others had heard positive things about the city before they moved. All knew that it was a place where many LGBTQ people lived. In this way, Brighton was mythologised and idolised, as Lake describes:

> *"I'd taken a few like day trips to Brighton with people and I just really liked the city and I think I kind of idolised it [...] it's gonna be really great, and I'm gonna make all these friends and stuff"* (Lake)

For people like Lake, Laura, Si and others, who were looking for a *"way out"*, Brighton appeared to be liberal, queer haven. However, others like Teri, also described the city as accessible, beautiful, and liberal, in ways that may be linked to, but go beyond, its brand as an LGBTQ 'capital':

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"the only place I could think of going was Brighton. So, when I said like [sexuality] wasn't the main thing, I suppose it was, I suppose, well, the combination of the small-town aesthetic, the accessibility and being, you know, quite nice, sometimes, to look at, some places. That and the fact that there were gay people here, lesbians here and gay people, so, yeah, it was important. [...] that thing that people say about Brighton, bohemian, liberal, easy going, you know, anything goes, sort of thing, that attracted me" (Teri)

Participants often described the move to Brighton as one of escape from situations that felt unsafe, unaccepting, isolating and distressing. Brighton was seen to provide an accessible and appealing LGBTQ haven, in which these problems might not exist.

6.2.3 Access to LGBTQ support

Participants in our research experienced a range of mental health needs and had varying diagnoses, as well as advocacy, health, and social care needs. Many people in our study emphasised how important it was for them to gain access to Brighton's LGBTQ mental health and advocacy services, as well as mainstream health and social services, which they believed would more accepting and understanding of gender and sexual diversity.

Si, who moved to Brighton, left, and then came back again more recently, described how his needs had changed over time and in response to his fluctuating mental health. Whilst initially it was the LGBTQ 'scene'[85] that brought him to Brighton, following difficult experiences with mental health care elsewhere, it was access to the good LGBTQ services that brought him back to the city:

"when I first thought about coming down here, it was all about [LGBTQ pub...] places to go, and being gay in a- out in the street, you know, Pride and all this sort of thing. But actually, when I come back, I come back [recently], all that stuff was right at the end of the list. At the top of the list was the mental health services. When I was in [previous town] I had another couple of breakdowns and it was just disgusting, the care that I was getting." (Si)

[85] The 'scene' typically refers to LGBTQ commercial bars and clubs and the people who go there. In Brighton, the scene centres on the area of St James' Street in Kemptown

For Leela, the trans health and support services in Brighton defined where they wanted to live:

"there are other cities with good, like, LGBT representation, but I couldn't think of where else in this part of the country had as good a, like, trans support services [...] my GP in Brighton has done more for me in a year than the GIC has done in the six years since I got referred to them" (Leela)

Si and Leela both stress that whilst the LGBTQ social scene might be important, for many of our participants Brighton's LGBTQ specific support services are what really matter.

Harlow, a nonbinary bisexual person who lived in North America and Europe before relocating to Brighton, described how a queer community is created through its organisations and services:

"I put a lot of emphasis on LGBTQ services and organisations, because it's kind of like a compounding reason of that, that's like who I consider to be my community [...] I appreciate organisations and events and services that are oriented towards serving that community, because just it feels nice" (Harlow)

Brighton is seen as a place where there will be other LGBTQ people, services and organisations, and also as a place where 'mainstream' services will be more knowledgeable, accepting and trustworthy of LGBTQ people and experiences. Rita, like Leela, expressed gratitude for the health services in Brighton, as well as the social services that she and her wife need in their older age. Rita is a carer for her wife, who has significant physical health problems. They live together in supported housing.

"I just felt we'd been fools not to come here before, but we really couldn't afford it, and I'm so relieved we've come to this at a time in our lives when we need to use the medical profession, social services. And in [previous area] the medical profession was really iffy when it came to finding out that you were gay. [...] I didn't trust the medical services. Whereas in Brighton, I do." (Rita)

Joanie was also looking ahead to her older age. Because of her physical needs, she had used social services in the past and been homophobically abused. Brighton offered the opportunity to mitigate against the risk of this happening again:

"I had some really negative experiences with carers. And I thought, 'when I get older, I might need a lot more care.' And I wanted to feel that if I needed a lot more care, I had a chance of having an LGBT carer, or someone who was very au fait with, you know, looking after a lesbian and not being judgemental and accept me for who I am" (Joanie)

Both Rita and Joanie contrasted their *"iffy"* and *"negative"* experiences using mainstream services elsewhere with more positive perceptions of services in Brighton. For Joanie, Brighton's significant LGBTQ population means that she's more likely to have an LGBT carer – but its status as an LGBTQ 'capital' means she also expects non-LBGTQ care workers to understand and accept LGBTQ people and their concerns.

LGBTQ specialist mental health, advocacy and support services were seen as a high priority for many in our study and were commonly named as a reason for relocating to Brighton. The belief that health and social care services would be more accepting and familiar with working with LGBTQ people was seen as important, and was contrasted with poor, and sometimes abusive, experiences elsewhere.

6.2.4 Queer Quests: Summary and reflections

This theme describes how participants relocated to Brighton in the hope of finding safety, support and acceptance, as well as friendship and care from a larger and relatively well-resourced LGBTQ community. Lewis, in their work on LGBTQ migration in North America, argues that migration is "a tool used to negotiate a variety of life circumstances and transitions (e.g., establishing careers, creating meaningful community identities) rendered challenging by variegated landscapes of stigma and inclusion".[86] In our study people relocated to Brighton at significant lifecourse transitions, including identity changes, such as coming out (in terms of sexuality and gender) and transitioning, but also related to individuation in early adulthood (by choice as part of a normative trajectory into university or work, or forced through estrangement and rejection), and in older age, when care needs were foregrounded and economically-viable opportunities such as supported housing became available. Lewis argues that migration and identity formation are "strongly interlinked",[87] but that mundane reasons for LGBTQ migration are also important. In our study, decisions to migrate were multi-factorial, including both 'push' and 'pull' factors as varied and mundane as work, study and friendship, as well as LGBTQ specific needs and experiences, such as access to trans healthcare, or an escape from isolation and loneliness, an unaccepting family-of-origin, or a *"repressive"* community. These factors are interlinked with each individual's lifecourse, however a common theme is moving to Brighton as a 'queer quest',[88] an opportunity for participants to receive affirmation of their queer selves and to find safety and acceptance.

86 Lewis, 2014a: p.225
87 Ibid.: p232
88 Knopp, 2004

However, the queer quest narrative may obscure some of the more complex realities of people's geographic journeys, which often involved multiple relocations, and in several cases moves to and from Brighton, before resettling in the city. It also obscures the psychological processes involved in how participants made sense of their journeys, both at the time they took them, and in retrospect, which could be 'messy' and complicated too, with multiple revisions and complex reasoning part of how our participants narrated their journeys.

For our participants, who had significant mental health needs, the role of interconnectedness in terms of community and support was particularly important. The queer quests our participants described, included a move towards perceived networks of care, both formal and informal. Garcia and Crosby described how their North American participants migrated both for "a more welcoming social environment" but also for "access to gender-affirming health care" and this was reiterated amongst the trans people in our study, especially those who were earlier on in their transitions.[89] However, our participants also described needs for physical healthcare, neurodiversity support, social care, and mental health care from people and organisations that were less likely to be discriminatory, and may provide further opportunities for affirmation.

[89] Garcia & Crosby, 2020, p231

6.3 An LGBTQ Community: "Find my community, finding myself"
This theme describes how participants described the positive – and hoped for – aspects of Brighton life, as an opportunity for connection, acceptance, liberation, and inclusion. As Lucia, a bisexual woman from the Global South, expressed in the journey map she drew, in finding her community, she was more able to find herself.
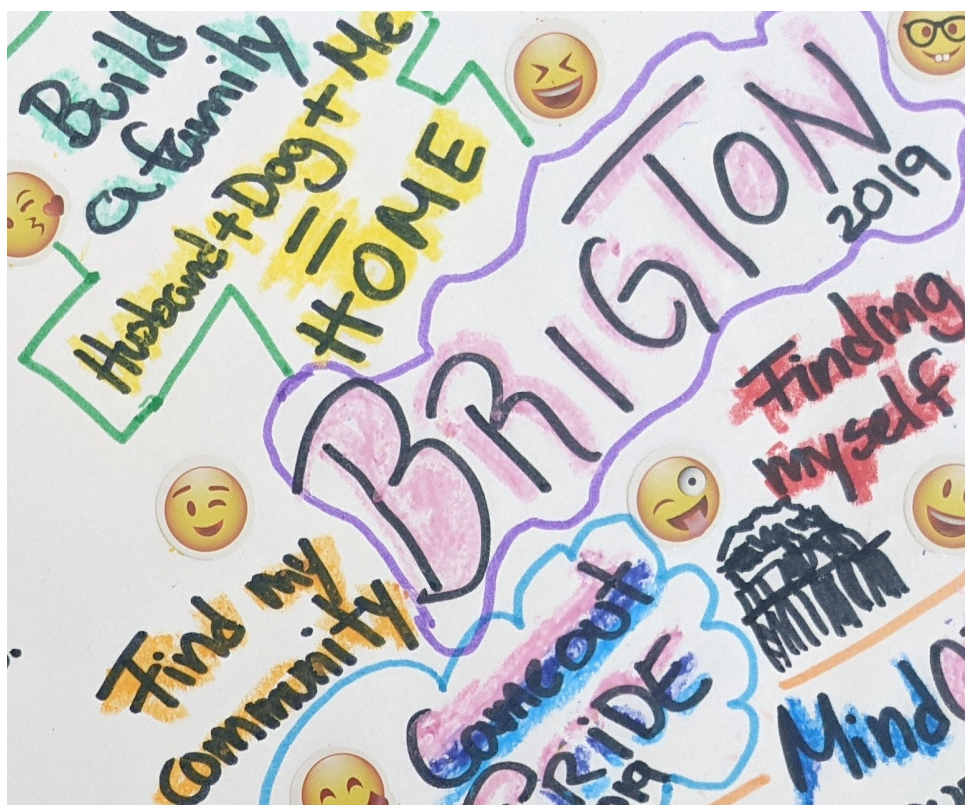
Extract from Lucia's map of her journey to Brighton

6.3.1 Brighton as freedom to be me
Many of our participants described arriving in Brighton as liberating or *"freeing"* (Joanie). Whether recently, or many years ago, and regardless of their identities or mental health status, the concept of 'freedom' was used repeatedly by our participants.

For some people this freedom was a release from the sexist and heteronormative expectations of family and culture. This included Lucia, who is in her 30s and had experienced depression and anxiety:

> *"coming here to Brighton and start like, completely being, I don't know it's like, being a little bit more free? About me and being myself and yeah, not, not having people expecting me to act in certain ways or react or behave or stuff like that."* (Lucia)

For others, like Leela, freedom manifested concretely in everyday activities like going to the chemist and being asked for their pronouns, and feeling that she was still accepted as a transfeminine person without having to confirm to others expectations of femininity, such as wearing make-up. For others, freedom manifested emotionally in a feeling of being at home or of feeling more open. Rich described the experience of freedom in Brighton as a release by using a metaphor of being boxed in and then coming out. He had experienced an oppressive family who were intent on denying his sexuality, and then he later became involved with a religious group who also wanted to him to change:

> *"the church being controlling, the [family] being controlling; you have to fit into this box. [...] And Brighton was like really coming out of the box. Without realising consequences of being fitted into the box."* (Rich)

Freedom to express queer intimacy was also raised by several participants. Both Leela and Rita noted how feeling able to hold hands with their partners in the street was incredibly significant. Both had arrived in Brighton relatively recently.

> *"I saw one of my partners the other day and walked down the street holding their hand and that seems like a real minor thing, but where I used to live I never would have done that. [Elsewhere] I won't walk about holding her hand 'cause it's, like, enough of a target on your back potentially for being queer – being queer, happy, and in a relationship walking down the street just feels like sometimes a bit too much of a bullseye to paint on your back."* (Leela)

> *"It was absolutely amazing! We could actually walk along holding hands, which we'd never been able to do before. [...] it was, it was giddy-making, you know? It was really, we suddenly realised we didn't have to walk apart; if we ever held hands, if someone came along in [town] you split immediately. Didn't even sort of link arms and suddenly, we were walking through Kemptown, and there were gay people, and you can see gay people, and it was wonderful"* (Rita)

Extract from Rita's map of her journey to Brighton

Other participants spoke about this type of everyday intimacy (holding hands, kissing) and an acceptance that dressing or presenting however they wanted would pass unnoticed relative to other places they had lived. This created an atmosphere of inclusion and the freedom to be playful, as Judith an older lesbian describes:

> *"[It's] an open-minded place where you could be what you wanted to be […] we used to just dress up in really weird way, and then go do normal things like go to Tesco, just to see! You know, and people wouldn't bat an eye, and you just think, 'God if we were back in the place I used to live everybody'd be like, oh, stay away!'"* (Judith)

Feeling more able to 'be what you want to be' or 'just be me' was echoed by many participants who described the positive impact on their mental health. Rita, who had lived in many towns and cities in the UK and Europe, most strongly expressed how the freedom that Brighton offered changed how she felt in herself and with others:

"it was exhilarating, and it was liberating. I suddenly realised the shackles are off. You know? I don't have to hide what I am here; I don't have to be careful around people. I don't have to suss them out first [...I was] much, much more bold, much more upfront. You know? Not, not holding back and assessing and--I mean, there's a lot of talk about women going into places where they might get attacked and I think lesbian women, we're forever outside of our comfort zone and assessing your suspi-- what's this person like, you know? [...] And always, there's this holding off, this stepping back and assessing. But you don't have to do that in Brighton, it's lovely" (Rita)

In this quote, Rita describes the intersectional difficulties that she experienced as a woman and as a lesbian, but remains optimistic in her assessment of Brighton as a place that allowed her to drop her guard and, therefore, be more confident socially. Edward, a trans person felt similarly that Brighton had increased his confidence and, in turn, this helped him feel like Brighton is "more my home":

"Brighton has really helped me kind of like a lot with like my anxiety and just being more at ease with myself [...] it's given me more confidence. And, just to be myself, which I never, I never had while I was up in [previous town ...] I've really seen a difference since being down here." (Edward)

However, some participants, like Rich, acknowledged this freedom was not absolute and being in Brighton could still feel risky at times:

"Brighton was, was freedom, I guess. Yeah. Yeah. I was hoping to get a lot more freedom, but it, it still [...] the wariness of certain people in that new world." (Rich)

Freedom and liberation were common concepts used by our participants to describe how it felt to arrive in Brighton, in contrast to their previous experiences which were often (though certainly not always) oppressive. Experiences of being emboldened socially, of feeling able to express queer intimacies in public, of feeling more at home and more affirmed in their queer identities were all encapsulated in the idea that Brighton equals freedom.

6.3.2 Brighton as a healing place
Of equal importance to the LGBTQ opportunities Brighton provides, aspects of the city were also frequently described as places of healing. Its seafront and its green spaces, such as parks and gardens, were important for many people in this research in relation to their mental health. The 'calming', 'healing' and 'therapeutic' experiences of these spaces were associated with everyday activities, such as walking, that were deeply restorative for people's mental health.

The beach was frequently identified as a place that was supportive of mental health. Leela for example identifies the sound of the sea and the solitude that the beach offers as supporting her to self-regulate:

"When I'm having a bad day, the ability to just go sit on the beach and listen to the sea... Real good for my mental health. [...The beach] has become a very quiet little sanctuary where I go when I need some peace and quiet away from everyone [...] the ability to go there and just be not surrounded by anything, to be able to hear the sea and nature go by, it's just so unbelievably calming" (Leela)

This idea was echoed by many of the other participants, who found it *"calming"* (Edward) and *"therapeutic"* (Joanie). In particular, the sea was associated with healing, something that the Brighton coastline has been associated with for centuries[90].

"the beach is incredible for my mental health. I think water draws you. It is healing, Brighton is very, very healing [...] there's a reason why there's so many people with mental health issues or physical health issues that come to Brighton" (Judith)

When Joanie was creating her map, it was the pier and the sea that she used to illustrate the healing nature of her move to Brighton:

"I'm trying to show the Pier with the water underneath it. And I'm doing it in purple because purple's a healing colour [...] And for me, moving to Brighton was healing" (Joanie)

The surrounding countryside of the South Downs, as well as the parks and gardens within Brighton were also mentioned as places of restoration and support. They offered a quiet space that was more accommodating to participants who were neurodiverse, like Al, who liked the quiet of a local garden, which they described as an *"oasis"*. Bridget noted that it was the beauty of the surrounding countryside that provided *"a great refuge"*.

The proximity and accessibility of green space was important, particularly for those who could not afford a garden, with frequently visited parks either being a short bus journey or walk from home. Lake lives on the edge of the city, in supported housing. Whilst they are struggling as a trans/nonbinary person in their single sex accommodation, they have access to a large park nearby, which they describe as *"a gift"* for their mental health:

"the woods up here – so many trees, and it's really nice walking through there and just listening to the birds. It's a very relaxing place to be. So, I've actually had a lot of like mental health walks there with, like, my support worker [...] It's a place that I definitely associate with reflectiveness and very difficult emotional work, but it's, if, if I would choose a place to do it, it would be [the park]" (Lake)

For many, the local green spaces took on particular, everyday importance during periods of lockdown in the pandemic. Access to open spaces provided respite from the bustle of the city.

Interviewer: *What was it that you liked about being in the green spaces?*

Rita: *It gave you a breather, because Kemptown is all very close, and as I say, it's in your face. But suddenly you know, you're up high and looking out over the whole of Brighton, looking out over the racecourse to the sea, that was fantastic."*

Some participants also found their local green spaces facilitated new relationships, like Lucia, who made friends with local LGBTQ people whilst walking her dog:

"Brighton is more open minded than other cities. To the park that I go with my dog, I've been meeting a lot of people, and a lot of, of the LGBT community, too, that goes with their pets there [...] we also create like a small community of dog, dog parents" (Lucia)

Extract from Al's map of their journey to Brighton

Extract from Joanie's map of her journey to Brighton

90 Musgrave, 2011

Extract of Lucia's annotated map of Brighton

Participants in the research described many ways in which Brighton provided the opportunity for a sense of healing, calm and respite, primarily through engagement with the natural world. The beach, countryside and parks, even private gardens, provided spaces of solitude that felt safe and restorative. Green spaces also offered the opportunity to connect with others, especially at times of lockdown when socialising was limited.

6.3.3 Being connected

For many of our participants, living in Brighton meant making connections with other LGBTQ people, which they found supportive. LGBTQ organisations, events and services were ways that people connected with others like them, but the physical geography of the city, and participants' location within it, were also important factors in people experiencing queer connections.

For some participants, there was a relative ease with which they were able to connect with other LGBTQ people. Joanie was delighted by her experience of meeting other older LGBTQ people through the various groups and events she has attended since relocating:

> *"I feel down here I have got more lesbian and gay friends than I had in that other city where I had lived for fifty years!"* (Joanie)

For many the ability to 'be involved' was facilitated by Brighton's relatively small size, and living centrally where there are multiple options for getting around. Al, for example, was involved with a lot of groups and LGBTQ activist activities, and living centrally supported them to physically access those activities without the barriers that typically came about because of their neurodiversity:

> *"just having that freedom when I... when I can, it's nice, not being... having to deal with issues going on buses, more sensory issues"* (Al)

Similarly, Tom, a gay man who had moved around the Brighton area quite a bit, emphasised the importance of proximity for accessing 'the community':

> *"I knew I didn't want to live quite so far out, 'cause I think that, you know, even though you could, you know, still make the same effort, I think it, it made, it puts a distance, puts a little bit of mental distance as well, on being, I don't know, part of the community [...] I wanted to make sure that I, you know, actually sought out groups and sought out things to do."* (Tom)

The possibilities that Brighton affords for connecting with other LGBTQ people were a big part of our participants' hopes for, and experiences in, Brighton. Finding ways to access these communities and activities was important and living centrally was one way that some participants felt able to stay connected.

6.3.4 Relative safety

As well as being a place of acceptance, healing and connection, several participants noted that they felt physically and emotionally safer in Brighton. Safety was described as important in relation to feeling at home or a experiencing a sense of belonging in Brighton. For some, the perception of safety was increased through seeing Pride flags and stickers across the city, and seeing other visibly LGBTQ people on the street, and so safety related to feeling accepted as an LGBTQ person, but also to feeling more generally welcome in the city. This was often understood in contrast to past experiences of feeling unwelcome.

Joanie shared a story about her first morning in Brighton that demonstrates the tangible difference that feeling safe in her home brought about for her:

> *"the first morning I woke up, it was about four, five in the morning, there was a lot of noise outside. And automatically, I pulled my quilt up and I thought, 'Oh no, what's happening to [the man] next door?' [...] and then I realised, I was not in [city] again, and I sort of looked out of the window and there was a lot of seagulls just outside my window fighting and making noise. I went, 'Oh! It's okay!' And I went back to bed again and I went back to sleep! And it was only then I realised, the amount of, lack of sleep I had when I lived in [city]. 'Cause I was always on red alert so to speak, waiting for something to happen."* (Joanie)

Bill, an older gay man who had lived all around the southeast of the UK, also compared Brighton favourably to other places. Because of his experience of *"a whole load of homophobic abuse"* in a town not too far from Brighton, he expressed gratitude for the safety that the Brighton 'bubble' provided:

> *"[it's] very nasty, you know, just five miles out of Brighton or whatever, you step that far out and it's a completely different atmosphere [...] I think sometimes we forget how lucky we are to live where we do."* (Bill)

However, participants were quick to acknowledge that Brighton is far from perfect. For example, Lake, who was our youngest participant, had only been in the city a short time and was struggling to make friends or feel settled. They summed up the tenuous feeling of safety that Brighton gave them:

> *"Why am I clinging on to the city so much? Yeah, the way I see it is like, I do have services down here that I use, I, I know the city well. There's less of a chance I'm gonna get battered for being trans, which is always a plus! Fuckin' hell."* (Lake)

The safety experienced in Brighton is always relative to the danger of living elsewhere, and that threat is only reduced in Brighton, not obliterated. Joanie also recognises this:

> *"I'm not under the delusion that people don't suffer prejudice and homophobia in Brighton 'cause, you know, I know they do. But I feel it is safer to be a lesbian here, and especially an older lesbian"* (Joanie)

Safety was an important aspect of people's experience in Brighton, and participants expressed gratitude for living somewhere where they believed they were safer than elsewhere. However, all were well aware that Brighton is not straightforwardly safe for LGBTQ+ people and that safety is only a relative concept.

6.3.5 An LGBTQ City: Summary and reflections

This theme explores how Brighton provided opportunities for freedom, healing, connection and safety for many of the participants in this research.

As in other studies of queer migration, our participants chose Brighton, at least partly, because of its reputation as an LGBT city. Gorman-Murray, whose research is based in Australia, makes use of the term "gravitational group migration" using it to explain the "desire to move nearby like-minded others in a neighbourhood with a gay and lesbian presence".[91] According to Gorman-Murray, these spaces offer a range of benefits including a sense of belonging, a sense of comfort within the self and interpersonally, and access to social spaces. In our research this extended to access to tailored LGBTQ mental health and advocacy services too. Opportunities to express intimacy without fear are part of the reason that LGBTQ people migrate. Gorman-Murray describes this as a "significant sense of ease in performing embodied sexualities".[92] Our participants similarly described how intimate acts as everyday as holding hands with your partner moved from feeling impossible in previous spaces, to becoming comfortable in Brighton, and could be performed without fear of attack. Similarly, dressing however participants wanted, or being playful with their identities felt more possible. In interviews, we were moved by the joy and elation that this brought to some of our participants, who had never felt free enough to make these gestures publicly before. However, Browne & Bakshi have argued that this idea of the 'ordinariness' of LGBTQ lives in Brighton (which allows newcomers to experience such liberation) can also obscure some of the tensions and exclusions that still exist in the city, as we explore in the next theme.[93]

Although academics have argued that the 'migration-as-liberation' narrative is problematic, especially in the case of queer relocation from the Global South to the Global North,[94] in our research participants did describe subjective experiences of liberation at emotional, bodily, and cognitive levels, as well as interpersonally. These experiences of 'freedom' were said to positively affect their mental health. Participants described feeling more at ease, more expressive, more at home, and more confident. Improvements in mental health were further understood to be facilitated by access to blue and green spaces, and Brighton was identified as a place of healing and as therapeutic. Reviews show that green spaces[95] and blue spaces,[96] such as the sea, are associated with positive mental health outcomes. However, the role of green and blue spaces has so far overlooked the intersection between LGBTQ lives and mental health. In addition, the experience of blue and green spaces as important to LGBTQ people's experience of city spaces more generally has also been overlooked, as research has tended to focus on the urban environment e.g. the scene, Pride events, etc.[97]

Improvements in mental health also appeared to relate to the feeling of (relative) safety participants found in Brighton. This comes in part through Brighton being experienced as a space of affirmation. Johnston describes affirmation as a form of care that shapes our relational self.[98] Affirmations come not just from interactions with others, but also our interactions with places and objects, memories and our evolving sense of identity.[99] In our research, participants described how Brighton provided a space where positive affirmations are more frequent, such as seeing LGBTQ couples holding hands, noticing Pride flags in shop windows, or access to gender-neutral toilets. Additionally, Brighton provided a relative lack of negative affirmations, such as threatening or abusive behaviour. However, memories of past negative experiences, and their impact on people's sense of self were not easily erased, as we explore next.

6.4 Cheated expectations

Brighton, despite participants' hopes and their positive experiences, still proved a challenging place for some people to feel at home. In this theme, we look at how, for those who had perhaps idealistic expectations, the reality of facing prejudice on the grounds of sexuality, gender and mental health status was deeply disappointing. Loneliness, isolation and exclusion persisted for many after they moved to Brighton, and this was only exacerbated by the pandemic lockdowns which were taking place at the time of the interviews.

91 Gorman-Murray, 2009: p450
92 Ibid.
93 Browne & Bakshi, 2013
94 Chossière, 2022
95 Callaghan et al., 2021
96 Hermanski et al., 2022
97 Browne & Bakshi, 2012
98 Johnston, 2016.
99 Ibid.

6.4.1 The 'gay bubble' bursts

For those participants who had hoped Brighton would provide a queer liberal enclave (as described above), the reality could be disappointing, as Leela explains:

> *"The thing that made me sad moving to Brighton was realising that Brighton is not as liberal as it appears to be when you visit. It's way better than anywhere else I've lived, but I literally have a sixty-year-old Nazi over the road who hurls transphobic abuse at me out his window in the summer."* (Leela)

As with in the theme 'relative safety', Leela describes Brighton as only relatively liberal. This was different to when she was visiting when Brighton seemed to offer a haven, free from transphobia. Now that she lives in the city, she is confronted with the painful reality that nowhere seems to be free from transphobia, even Brighton.

Teri also describes her recognition that Brighton is not free from prejudice, and that despite the large LGBTQ population, there remain issues – particularly intersectional issues – for queer people in the city. Her particular concern is around women's experiences and with what she sees as *"inequality and invisibility"* for the lesbian population.

> *"we might live in Brighton, you know, we might live in the heart of gay Europe [laughs] but there's still, for various reasons, from various backgrounds, from various classes, from the various cultures that make up now our very cosmopolitan little city, you know, there are still a lot of, erm, a lot of invisibility, a lot of invisibility, a lot of prejudice or, you know, suspicion."* (Teri)

Laura feels similarly excluded or unseen within the LGBTQ communities of Brighton, and describes struggling to fit with other queer people:

> *"Brighton is quite pretentious and quite full of stereotypes, it's really difficult to meet people, they are, it's a very cliquey place"* (Laura)

Others also felt there were class divides within Brighton, and particularly within the LGBTQ communities. By speaking of Brighton as *"pretentious"*, Laura echoed Teri's experiences of snobbery and exclusion by people she sees as more middle class than her. Like Teri and Laura, Bridget, who had lived in Europe and the UK, also struggled with the class divides she experienced within the lesbian communities when she arrived in Brighton, despite having found a sense of belonging in queer communities elsewhere:

> *"The lesbian community in Brighton [I] didn't really connect with, to be honest. It was very different from that [elsewhere in the UK]. [...] Bit up itself [...] not so friendly [...] Everyone got a bit of an agenda about what they were going to do. Big middle class, working class split [...] I think that was a disappointment coming to Brighton. Yeah, didn't get on with the, with the sort of scene"* (Bridget)

Extract from Bridget's map of her journey to Brighton

Si also recognised the cliquey aspect of the LGBTQ scene, but felt excluded for a different reason. Having, he believed, made friends online before moving to Brighton, he was confused to find he was overlooked by people when they met in real life:

> "all of a sudden these […] guys I'd been chatting to on apps and all the rest of it, was sort of just looking through me. […] They knew who I was and perhaps they didn't like what they saw, as I say, perhaps they didn't see me as a Bear[100] […] I was like 'oh, it's not as friendly, it's not all glitter, it's not all rainbows, it's not…' You know, some of it's pretty bitchy and cliquey and, you know them and they know you, and I sort of confided in a couple of people about my mental health and I sort of feel that – this is a few years ago now, it is different to how it is now – but there was that sort of oh, don't go [there], you know, too much baggage" (Si)

Si believed his mental health status was one of the main reasons that he was not embraced by the Bear community. As with Bridget and others, his hopes that it would be *"all glitter […] all rainbows"*, that is uniformly positive, was met with disappointment. This realisation seemed to sting even more because of the initial hopes of finding a queer utopia.

[100] A subculture of gay men

Expectations of Brighton were sometimes high and the reality – a city with problems not unlike others – was deflating for some of our participants. Exclusions, particularly from within the LGBTQ communities, were particularly painful, perhaps because they were less expected, and intersectional exclusions were particularly hard to bear.

6.4.2 Loneliness and distress in the "European capital of gayness"

For many participants Brighton was initially seen as a queer haven where they could, perhaps for the first time, fit in and feel accepted. Certainly, moving to Brighton provided a sense of liberation for many participants. However, despite the high number of LGBTQ people in Brighton and the many services, clubs and leisure spaces in the city, many of our participants still struggled with feeling lonely and isolated, often because of intersectional complexities. For example, Lake described how they "had a lot of hope" initially, but had failed to develop any significant friendships, something exacerbated by problems around feeling accepted in their gender identity within their single-sex accommodation, and because of their poor mental health.

Like Bridget, Teri and Laura, (quoted in the previous theme) Judith was also surprised not to connect with other queer women, as she had done elsewhere. Despite the very high numbers of LGBTQ people in Brighton, many of our participants felt lonely and isolated even though they had opportunities to make connections, or even had those connections already in place. This points to some of the particular interpersonal challenges of living with mental health issues. Judith makes the link between her experiences of isolation and a deterioration in her depression:

> "while I'm single I, I can feel very isolated and alone and you know, I, I love Brighton but I do find that it's very transient and I haven't made friends here like I have previously in my life. […] I've had to learn throughout this illness, is to contact people when I need help and when I'm feeling isolated, 'cause I can get very depressed when I feel isolated and lonely" (Judith)

Like Judith, Si and Joanie acknowledge their role in isolating themselves when they're feeling particularly bad:

> "I suppose lonely is very individual experience and you can sometimes be in a big group but still be lonely. […] But yeah, I have felt lonely, with my mental health and my depression, that has really - I have isolated myself, which makes obviously loneliness even worse." (Si)

"I would have days when I didn't want to get out of bed, I felt very isolated, but that's mainly because I didn't feel I could reach out to people. You know, I would pull my quilt up over my head, 'cause that was the safest place for me to be" (Joanie)

The struggle to find and maintain meaningful relationships in the shadow of challenges to mental health is echoed in Teri's account:

"I have never, ever, ever felt as, been and felt as lonely as I have living in Brighton, ever. [...] I have just found it a strange place and I have met and made friends and lost friends, such strange people. Erm… I have met more, I've had more really bad and unhealthy relationships, friendships as well as, you know, intimate relationships, with people in Brighton. And I don't know whether it's just because I've just had such a horrible, horrible time with my depression and mental health, but I've never felt as lonely, ever, in my life. And I've never, I suppose that compounds itself, when you get that lonely and desperate, you kind of, I think, hook up with people who are not people who you might normally have chosen to trust or get close to [...] I've been so down and desperate. But I don't think it can just be me, even me getting past 40, because I've always had friends everywhere else I've lived, and made good friends. But I haven't been able to do it here at all. (Teri)

Teri points to the desperation that can accompany loneliness, and the potential for poor judgement that can may be an attempt to ease the pain of isolation. However, both Teri and Judith also point to place-specific reasons why they think making friends in Brighton has been harder for them than elsewhere, despite their enduring mental health challenges.

Lake was also struggling to make connections, having only recently arrived in the city. They try to weigh up their experience by considering what they have gained and what they have left behind. Despite their hopes of finding friends and community, loneliness and exclusion have increased since they arrived, but they still feel that the move has been beneficial:

"The positive is stuff like I've been having that professional support [...] the exclusion has gotten worse in... a lot of ways, so that's been, been difficult, you know, the pain of being misunderstood and the pain of loneliness has certainly been amplified [...] one of the, the major good things, though, has been being away from my abusive family" (Lake)

Even for those people, like Lucia, who were living with a partner, loneliness was part of their experience in Brighton, especially when first arriving in the city. Lucia recognises that her internal struggles were also implicated in her experiences of loneliness:

"at the beginning when I moved [to Brighton]. [...] a lot of things going on with me, so even if I was living with my partner, it was like I still feeling lonely and I think that's the worst kind of loneliness, when you're with someone and you still feel lonely" (Lucia)

Similarly, Laura describes how reaching out to friends in a time of crisis – a time when you might really need support – was too difficult because of her sense of stigmatisation and shame with her mental health experiences:

"the mental health crisis that I was experiencing at the time, it was incredibly isolating [...] my first suicide attempt and it, like, I ended up in hospital for two days on a drip. And I didn't tell anyone, and that's not 'cause I didn't have anyone, that's because of the guilt and the shame of it. And I didn't want people coming to see me in hospital" (Laura)

Several of the participants emphasised how loneliness is a personal experience that may not fit the mould of how loneliness is seen by others. Al asked "*what does conventionally lonely mean?*" This seems to point to the stigmatising nature of loneliness, normative expectations about who might be a 'lonely person', and the challenges of acknowledging, and finding words for, these feelings. Edward had similar thoughts:

LGBTQ migration, social isolation and distress

"at the moment I am very lonely [...] loneliness, like, doesn't look like one certain type of thing. Like, loneliness is, is very much, like, it comes in, in all shapes and sizes [...] so just because you don't fit the, the stereotypical definition of lonely doesn't mean that you're not lonely [...] I was often telling myself you know, like, I wasn't lonely and I'm, I'm fine, but it's kind of made me realise that I am kind of suffering from loneliness and that's not necessarily a bad thing. Because I, I can then reach out to find ways to cope with it." (Edward)

Rich also seems to struggle to initially acknowledge he has been lonely, but also connects his loneliness with his history of trauma:

Interviewer: *"Have you felt lonely in Brighton?*

Rich: *"Well, I think a lot of the time... maybe my own space... I haven't felt lonely. But having said that... since... different things come up with the trauma stuff [...] I dunno if that's the same as being lonely, I've felt frustrated [...] who am I kidding? Yeah, course I have."*

For some of the participants, the experiences of being isolated, excluded and lonely in Brighton, a place where they imagined things could be different, led them to conclude that there must be something intrinsically wrong with them:

"[I'm] trying to blend in with all these people, it's because, I don't fit. I don't understand, I still don't understand why, now, what's so bad about me?" (Laura)

"If I have felt this lonely and isolated, you know, for twenty years in the European capital of gayness, it does beg the question, so is there something wrong with me? Do I not, why can't I find what I want, when I'm, you know, supposedly surrounded by gay people?" (Teri)

Whilst everyone in the research had experienced loneliness at other points in their lives, the experiences of loneliness, exclusion and isolation were also prevalent once they had settled in Brighton, despite the mythology and expectation of LGBTQ inclusion in the city. In many cases, this seemed to be a source of some confusion and disappointment, and in some cases led people to question their worth and ultimately blame themselves for their loneliness. The cyclical relationship between deteriorating mental health and isolation was familiar to many participants, and for some the stigmatising and sometimes shameful experiences surrounding mental health crises could further exacerbate this.

6.4.3 The exacerbating impact of the pandemic

The interviews undertaken for this research took place during the third English lockdown in spring 2021[101]. As such, isolation and loneliness was exacerbated for some participants.

A small number of the participants had moved into Brighton during the pandemic, which made creating social connections particularly difficult. Harlow, who arrived from overseas in between the first two British lockdowns, put it very succinctly:

"it kind of feels like if you're walking at like an amusement park, like Disneyland or something, and, like, all the rides were closed" (Harlow)

Harlow's excitement at moving to Brighton, in part to be reunited with their partner after a particularly challenging period, was dampened by the reality of lockdown. Spending most of their days at home alone, their mental health deteriorated:

"I think that is what I'm missing so much, it's just like the possibility to meet new people and do new things [...] I just feel like I have lost a lot of, like, whimsicality and, like, a lot of, yeah, I don't know, like excitement and interest and, like, spirit that I like feel like I usually have so much of, but I really don't have an outlet to like put that into the world anywhere" (Harlow)

101 See https://www. instituteforgovernment.org. uk/charts/uk-government- coronavirus-lockdowns

Leela was in a similar situation having arrived in Brighton very recently, expecting to have the opportunity to connect with other queer people and organisations, but conversely feeling very isolated:

> *"it's weird living in Brighton because there are all of these queer communities and support groups that I was looking forward to, like, going and engaging with [...] all of those things have shut down because everybody's got super insular [...] it feels both the most connected I've ever felt in my life to people, but also the most isolated"*
> (Leela)

Edward echoes feeling cut off from social opportunities. Edward's partner had to move away for work during the pandemic, leaving Edward alone in a studio flat. Edward, who was not working or studying due to his mental health, spent most of his time alone:

> *"Definitely, I feel so isolated. [...] I just feel so disconnected from everyone. Like I feel very connected to my partner, because we talk every day and like are kind of going through it together, but I feel so isolated from everyone else because there is, yeah, there's just so little opportunities to like be around people, be social"* (Edward)

For Al, regardless of the many years they had been in Brighton, the lockdown heightened their isolation and resulted in a mental health crisis:

> *"I've retreated more into just being... in my place, and lockdown has... added more to that, and I think that contributes to the fact that [...] that I made an attempt on my life, last year* (Al)
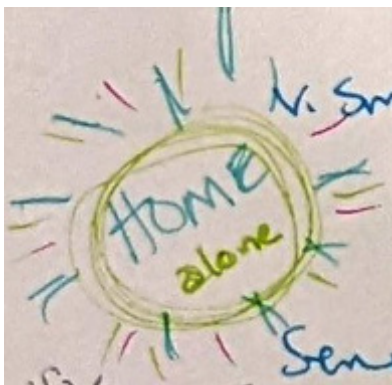
Extract from Al's map of their journey to Brighton

Nevertheless, for others, even though the pandemic was very isolating, being in Brighton at that time and having access to local LGBTQ services online was potentially lifesaving:

> *"I feel that Covid has made me even more isolated than before [...] I firmly believe and really believe – and this sounds a bit as if I'm catastrophising – that if I had been where I was in [city], I wouldn't have survived, 'cause I would have been isolated thoroughly, lonely, depressed, and I really feel I would have taken my life.*
> (Joanie)

For these participants, loneliness and isolation existed prior to the pandemic, but for many the lockdowns exacerbated these experiences. For those people who relocated into the city during the pandemic, making connections within the queer community was particularly hard as physical locations, such as bars and services were closed. For those who had been there longer, some were able to connect with local support via online services, but for others, the increased isolation pushed them into crisis.

6.4.4 Mental health and 'the scene'

The area of Brighton around St James' Street, often known as the Gay Village, provoked the strongest feelings when we asked people about where in the city they did, and did not, feel welcome. This is the area of Brighton most connected with the 'scene', and it was variously seen as particularly welcoming and safe or, as excluding and unsafe, occasionally by the same people at different times. Safety (or feeling unsafe) was a thread that ran through many people's accounts and related directly to the participants' mental health.

St James' Street was recognised as having changed dramatically over the years. Andrew, who had first moved to Brighton in the 1970s, before moving away and later returning, felt that *"homophobic attacks became quite regular"* and chose to move out of the Village area. Several participants noted how the area around the bottom of St James' Street could feel dangerous for queer people, despite being the main street associated with the Gay Village. Judith felt threatened by people who *"get ridiculously drunk and then go up St James' Street to harass gay people"*. She clarifies that:

> *"feeling safe is, is very important to me, very, very important. 'Cause if I... it's a trigger, what I call a trigger for a bipolar episode"*

Si also explained how the area had a negative effect on his mental health, discounting the threat of violence, and focusing on the sense of desperation that can be encountered there:

> *"I think it's literally got two sides to James Street, there's like the village/scene side [...] and then there's also the deprived side, maybe? Is that the right word, I don't know, but, yeah, I don't feel as safe walking in St James' Street as I do in some other areas, and that's not because, I don't like, I don't think I'm gonna be attacked or anything but my anxiety's a bit up. And you can't help everyone that asks you for money etc. etc. And, yeah, I find it upsetting sometimes, just what people are going through."* (Si)

LGBTQ neighbourhoods and gay villages are commonly imagined to be areas of affluence, but as Si points out, in Brighton the gay village borders some of the city's most deprived areas, and many locals (including LGBTQ locals) are impoverished.

Whilst many participants picked out places, especially bars and clubs around St James' Street, that they enjoyed and felt connected to, others did find the 'scene' excluding. Rich connected this to his traumatic past:

> *"I struggle with the Gay Village side of stuff [...] I struggle with being connected to the gay side of things. [...] I don't feel particularly safe. And, maybe it feels quite superficial."* (Rich)

Teri lamented to closure of various women's spaces, and wondered about the inequality between men's and women's experiences within the Gay Village:

> *"St James' Street. I think, in the like twenty years I've been here I've only ever met anyone in, location in St James' Street maybe ten times in twenty years. That's the gay village, isn't it? [...] it's horrible. And it's so male-orientated. [...] it's hilarious that it's, you know, just promoted as being so, erm, what do you call it, desirable to live there, you know, 'It's the heart of the gay village', and I just, I think it's hilarious. Because what is it? It's a street with a few pubs on it."* (Teri)

Gender was not the only reason that the scene, and the area around the Gay Village, was experienced as excluding. Age was also seen as important, as well as the increase of straight people going into traditionally LGBTQ bars and clubs.

"Some of the, the bars can be a bit ageist [...] I have felt uncomfortable in [LGBTQ club] in the past because it feels like that that space has been, I don't know, at the weekends certainly, commandeered a little bit by students, who are not of the LGBT community. [...] I think maybe a little bit more dedication to, to those spaces being safer for LGBT. And actually, now, now I'm saying that, I have experienced [LGBTQ bar] as well, like, almost got into a, quite a horrible fight with a heterosexual couple who were being quite, you know, unkind [...] I like the idea of inclusivity and diversity, I don't like rejecting people based on their sexuality, I don't agree with that, but I think a little bit more consciously aware of making sure that the spaces are safer for LGBT people" (Tom)

The scene also felt excluding for people who were struggling with their mental health, or for whom their neurodiversity made bars and clubs uncomfortable. Si described how being visible on the scene could feel too overwhelming for him at times. In these cases, he preferred to socialise in places outside the city, where he was less likely to be seen by certain people:

"sometimes when you do go to the right places, as such, yeah, it's not as friendly or you know, it is a bit cliquey or it's... Some types of drag and different things and I'm not necessarily a major drag fan, and I haven't been because of my mental health. I haven't been out that much anyway and that is just too full on sometimes, and I haven't wanted to be seen. 'Cause I've had body confidence issues and depression and all the rest of it. So that's where I'd much rather just be lost in a little pub somewhere, even out in the Downs or something like that. [...] In some of the bars, I feel you have to be seen on your best day really." (Si)
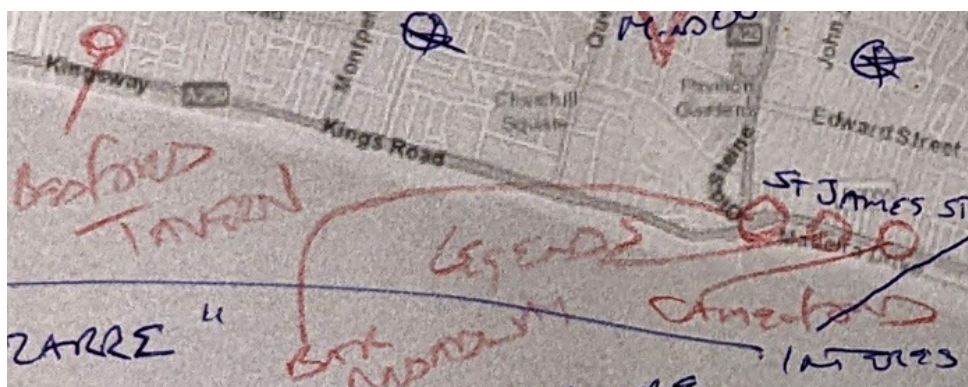
Extract from Al's map of their journey to Brighton

As a younger woman, Laura felt that being out on the scene was the only way to meet other LGBTQ people. Despite it being very difficult for her due to her neurodiversity and sensory sensitivity, she forced herself to go clubbing:

"That fast-paced scene life was not me, but I would force myself to do it 'cause everyone would be like, 'If you don't, you're by yourself.' [...] And like, I would get depressed [...] I did that 'cause I thought that's the only way that I would meet other gay people at the time. Because I just don't fit the stereotype, and when I look back, I was literally like trying to put, I was a circle trying to put myself through a square hole" (Laura)

Affordability was another reason, connected to mental health, that contributed to people feeling excluded from the scene:

"I'm not on the scene [...] I haven't been for years, okay. I've had massive financial problems and I've had massive mental health problems, which meant I couldn't go out." (Teri)

The existence of a large LGBTQ scene is no remedy for isolation for LGBTQ people experiencing distress and might even compound it. Being part of the scene was understood as problematic by some people who took part in the research, primarily because of feeling unsafe or excluded in or around the Gay Village. The fear of violence or harassment interacted with feelings of exclusion on grounds of gender, age, mental health or neurodiversity, and economically.

6.4.5 The housing situation

The final area of struggle associated with Brighton was housing. Brighton has some of the most expensive housing for sale[102] and rent[103] in the UK. Participants described housing as problematic multiple times in the research. Those who owned their own houses or flats had typically bought them many years ago, and they were conscious of their privileged position. People with good housing considered themselves *"lucky"*, as Bridget and Bill said. Those who arrived more recently were typically renting, in supported or sheltered housing, or in some cases had experienced homelessness.

The ability to afford secure and desirable housing was important in relation to experiencing home as a space that was safe, calm and conducive to mental health. Bridget described her home as her *"security"*. In contrast, the lack of affordable and liveable housing was associated with a deterioration in mental health. Lake had been homeless when they first arrived, and at the time of interview had been accommodated in supported housing:

> *"I don't know if you've ever had the experience of living on someone's sofa for three months, but it's, it's not good for your mental health […] I just feel like once again I'm in this kind of oppressive atmosphere of like claustrophobia and scared of other people"* (Lake)
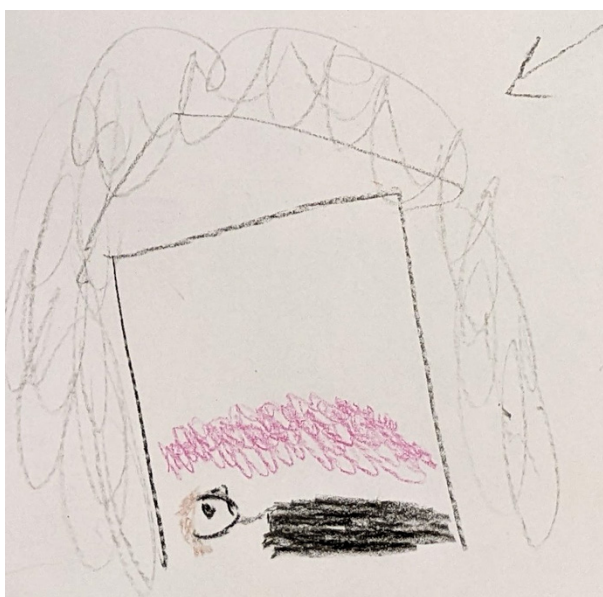
Extract of Lake's map of their journey to Brighton

Si struggled to afford accommodation in the city and describes how poor housing impacted his mental health:

> *"This flat I'd moved to in Hove was a hovel, you know, it was cheap but […] I just never felt relaxed […] not a very good environment to live in, and yeah, I just literally hit the bottom, shut myself away really"* (Si)

The affordability of housing was the major challenge, and it was one of the things people were aware of, even before they moved into the city. Harlow described it as "London prices but on the beach". Bill had first moved to Brighton many years ago and had been able to buy a house in Kemptown:

102 https://www.ons.gov.uk/peoplepopulationandcommunity/housing/datasets/medianhousepricefornationalandsubnationalgeographiesquarterlyrollingyearhpssadataset09

103 See table 704: https://www.gov.uk/government/statistical-data-sets/live-tables-on-rents-lettings-and-tenancies

"Coming to Brighton nowadays is very different to when I came [...] the sheer cost of, of that, the problems of, of getting established in, in work because, you know, you look at salaries, wages down here, and then you look at the property prices and you think, however do these people cope with that?" (Bill)

Those struggling to 'cope with that' included Teri, who found housing a serious barrier to living a fulfilled life in Brighton:

"it's outrageously expensive, which makes living here very prohibitive. [...] it makes me very, very, very angry how Brighton, how virtually impossible it is to make a good enjoyable kind of life here, comfortable financially when everything is, mainly housing is just so expensive and non-existent, unless you're a student" (Teri)

For those who were in supported housing, there were other challenges. Needing a higher level of care, or being housed after being homeless, meant little or no choice in the location regarding where they lived. Rita and her wife, who had initially lived in supported housing in Kemptown, had to move into the suburbs to access the level of care they needed:

"we were offered this huge flat in [suburbs...] and it was really too good to miss for the sort of conditions that, you know, our present experience warranted it. [...] but we do miss Kemptown terribly, and I'm getting upset as I say it [...] I miss the freedom and the company. We had gay friends there. [...] where we're living now, I feel a little bit more isolated than we did." (Rita)

Al also expressed some concern about being isolated in their sheltered housing, although their housing remained central and gave Al connections to the services and activities they required:

"there's the two or three other gay residents here, male. To my knowledge there's no one who would identify as lesbian, but they might, I don't know I, I guess I'm the only, I'm pretty sure I'm the only trans person" (Al)

The pandemic added an extra dimension to the isolation some people felt in their homes. A few of the participants, like Leela and Edward were living in studio flats, with a lack of separate spaces. For some this was everything they needed, but for others this was associated with feeling isolated. When drawing his map, Edward considered his home as a lonely place:

"I could put my own flat as a place of loneliness because I am just on, I'm on my own [...] my flat's very small, it's a studio flat so I, I don't really have many spaces that are kind of separate" (Edward)

Housing was a significant concern for many people in this research, and there was a strong awareness of Brighton's issues with affordable housing, even from people who owned their own homes. Many in the sample were living in supported, sheltered or otherwise subsidised housing, which limited their choices about where they lived, and with whom.

6.4.6 Cheated expectations: Summary and reflections

This theme describes how participants faced a number of challenges in Brighton that meant for some, the city was tinged with disappointment. Whilst not everyone who took part in the research felt this way, the majority of the participants described how intersectional issues, safety, geography, and economics made the city less welcoming than they had hoped or led to them feeling excluded.

Class, gender and age were given reasons why people felt excluded from certain places or groups within Brighton's LGBTQ communities. Race was not mentioned, but that is undoubtedly because our participants were not a racially diverse group. Race and racism are often overlooked when considering the diversity of Brighton,[104] and our project could have done more to reach the (approximately 25%) people of colour who use MindOut's services.[105] Class was very important for a minority of participants. McDermott suggests that, in the UK, the intersection between class and sexual identity can compound inequalities.[106] This seems to be particularly voiced by working class lesbians in our research, some of whom yearned for times and places where they had felt more included, and where politics took more of a centre stage in their lives. This is echoed in research where working class lesbians reported feeling 'out of place' within the contemporary scene.[107] Age was also described as a reason why people felt excluded from the scene. Emerging research on LGBTQ ageing indicates there are considerable inequalities: with older LGBTQ people likely to have been chronically exposed to, and survived, hostile social environments across their lifetime, with the consequent cascading and cumulative effects on their well-being in older age.[108] Mental health and neurodiversity also contributed to feeling excluded, including within LGBTQ spaces. *Count Me In Too*, the LGBTQ survey of Brighton published in 2007, found similar evidence regarding the impact of mental health on inclusion in 'the scene'. Issues such as the role of body image also played a part for some participants.[109] Finally, lived experience of distress could be a reason for feeling excluded by others, as well as leading to self-isolation or poor judgement around relationships.

The pandemic exacerbated pre-existing feelings of isolation and loneliness. A recent report by Switchboard[110] on the impact of the pandemic on local LGBTQ people, reported very high levels of depression and suicidality, and struggles to access support, particularly for gender diverse people. It was clear in our research, that the pandemic was a particular challenge that had very significant mental health costs to people who were living alone or had just moved to Brighton.

6.5 Epilogue: Taking your troubles with you and finding safe havens
Whilst people undoubtedly relocated to Brighton at least in part because of its reputation as a 'gay' city, the large LGBTQ population, and the access to tailored and queer-friendly services, as this report shows, living in the city is far from utopian for LGBTQ people who experience distress. In this final theme, we explore the dilemma faced by some of our participants when thinking about where to live as an LGBTQ person with mental health concerns, and what they value in Brighton.

6.5.1 Relocating: No clean breaks
Not everyone who we interviewed was happy to stay in Brighton. Many participants mentioned the shortage of affordable housing, and some noted the fast-paced gentrification of the city's suburbs that is changing the shape of local communities. However, some participants also experienced the process of relocating elsewhere as potentially risky:

> *"I think even now, I really, when we move, I'm really afraid of how people will treat us."* (Rita)

For many participants, having found relative comfort in Brighton, they did not want to take that risk again. Several participants spoke of feeling that Brighton had a 'hold' over them, because of the good access to support and the relative safety that the city provides. Judith, who experiences chronic and debilitating physical and mental health issues describes how she feels tied to Brighton:

> *"this is the weirdest town when it comes to- it does kinda snare ya. When it comes to support for my physical and mental health, this is the best place in the world for me to be. Just because there are so many charities and things and, you know."* (Judith)

104 Mazzilli, 2021
105 https://mindout.org.uk/wp-content/uploads/2021/12/MindOut-Annual-report-2021-Final.pdf
106 McDermott, 2011
107 Taylor, 2008
108 Fredricksen-Goldsen *et al.,* 2017
109 Nodin *et al.,* 2015
110 https://www.switchboard.org.uk/wp-content/uploads/2021/07/Covid-19-Report.pdf

Si was one of two participants whose migratory pathways involved moving to Brighton, leaving, and then returning again later in life. Si recognises that his mental health challenges are connected to physical places, but are also something he carries with him:

> *"You could have the best designed city and it could be amazing, weather could be fantastic etc etc, but if you've got triggers in certain places, that's gonna be hard to deal with wherever you are. So yeah, there's places I've got triggers within the city. I try to override them, try to rewire and look at them differently, but ultimately my anxiety levels are increased just by being in those places. [...] it doesn't matter where you move, if you've got luggage the same inside you."* (Si)

The triggers he mentions are places connected with past distress, for example, mental health service buildings. Given his experiences of distress – his *"luggage"* – no matter where he went, he felt likely to have some difficult experiences that would colour his time in that place. Despite the hopes for a fresh start, it might feel to some that there are no opportunities for a 'clean break'.

One participant, Teri, was planning to leave Brighton, for both financial reasons and because she had not been able to make the kind of relationships that would keep her in the city:

> *"I've got nothing I will miss here, virtually, virtually nothing I'll miss, nobody I will be leaving behind here when I go. It's just not worked for me. [...] I was desperately lonely when I came down, I'm desperately lonely twenty-one years [later] when I leave."* (Teri)

Despite the feeling that she was *"done"* with Brighton, Teri described how the decision to move on was fraught with complexities for her as an older lesbian, even though her sexuality was not her primary concern in choosing where to live:

> *"I think I'm frightened of being totally isolated from a lesbian and women's community that I can associate with and be part of. [...] the two most important things for me about moving [north] will be getting a dog and finding a new [sports] team. Erm, but, thirdly, and really, you know, not far behind that, is I don't real, I need to know that there will be services, support, social opportunities for me as a lesbian, as a gay woman. [...] it would be so much cheaper to just go a little bit further into [the surrounding areas] it would be cheaper and, in a lot of senses, I'd like it. I could access the countryside more, there would be a little bit more of local community, I hope. But there might not be any gay people. So it's really hard. [...] it's not a dilemma that straight people would ever have, is it?"* (Teri)

For some, Brighton was the best place they could live, but for others the compromises felt too great. Relocating as an LGBTQ person could be challenging, and several participants mentioned the complexities with finding somewhere to live where you can feel at home.

6.5.2 MindOut as a safe haven
Despite the disappointments and challenges that many faced in Brighton, participants unanimously praised MindOut as offering a sanctuary within the city. They called MindOut *"my little safe zone"* (Si), *"my lifeline"* (Judith), and *"part of my recovery, my healing"* (Bridget).
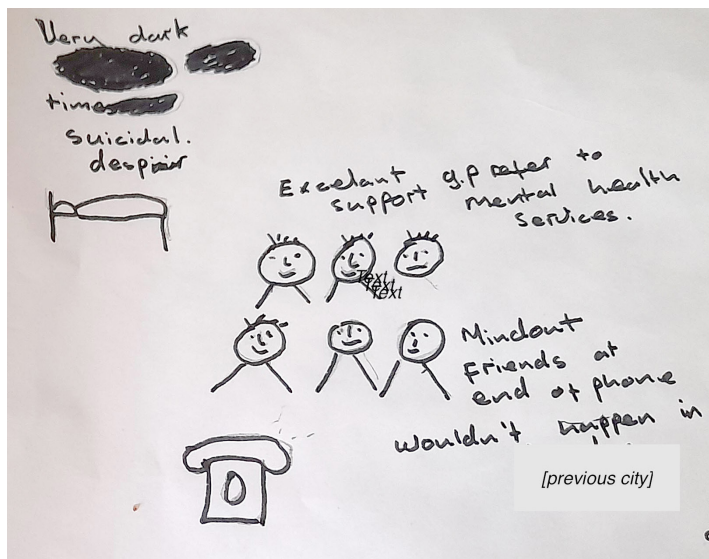
Extract from Joanie's map of her journey to Brighton

All the participants had felt supported by MindOut, many suggesting that their help had been fundamental in their survival, as well as their flourishing. The fact that MindOut provides *"a dedicated service"* (Tom) for LGBTQ mental health was important for participants who felt it provided an opportunity to get support without judgement:

> *"It's the first time that I ever seen a place where you can talk about your mental health and also about your sexuality without being judged"* (Lucia)

> *"And to speak to someone that I knew was going to be non-judgemental, who knew about gay relationships, who was aware of all the nuances, it was so easy, compared to any other sort of counselling that I've had before, totally different."* (Rita)

Edward talked about how MindOut provided holistic and long-term care that made a difference:

> *"they're there no matter how long it takes, or no matter how, like, how big your problem is or how small your problem is, they're there for the long run [...] Never once have they said, 'This is not something we can deal with, you have to go somewhere else for it.' They've, they've, they've just they've stuck by me and I can't be more grateful to them to be honest. Like they're just, they're, they're just brilliant, they're, they're just amazing."* (Edward)

Care like this seemed to support participants to start to recover from trauma, abuse, rejection and mental health challenges. For some this meant, being supported to stay alive, to connect with others, to talk about their experiences, and for others it meant being able to flourish, as Bill describes:

> *"I've had some, some really fabulous times and fabulous parties in Brighton [...] it feels great to be to be able to focus on those. That's probably, well I, no doubt, I've got no doubt that that's due to the, the counselling with MindOut. I, I was helped to look forward and to stop looking down at the ground"* (Bill)

Connecting with others at MindOut was also a chance to find reassurance and support. MindOut offered Lucia the chance to realise she was not alone, even though she was feeling lonely, misunderstood, and struggling with her mental health:

> *"About loneliness: I think that's something really important in my life, to the part of feeling lonely and feeling not understood [sic]. It's something that I realise that a lot of people were going through, because at that point I was in a really low, low part of myself. I didn't realise that other people were going through the same things, and maybe we could have, like, support each other"* (Lucia)

7. Summary and Recommendations

7.1 Summary

The aim of this project was to explore the pathways between LGBTQ people's migratory journeys, their relational lives past and present (especially their experiences of belonging, isolation, inclusion and loneliness), and their mental health. We did this qualitatively, by asking LGBTQ people who used MindOut's mental health services about their lived experiences, how they understood their journeys to Brighton, and what sense they made of their lives and migratory choices. We also asked them to draw their journeys as this can help people to explore different feelings and memories that may relate to their accounts. Additionally, we asked them to annotate a geographical map of Brighton and to show us what and where was important to them as sites of belonging and exclusion.

We chose to do this research in Brighton because we know that many LGBTQ people move to the city from elsewhere in the UK and internationally, and that the city has a reputation for being an LGBTQ city. This 'queer migration' is different than other forms of migration, as gender and/or sexual identity is a significant factor in the decision to relocate, often in a search for greater belonging, safety, and LGBTQ specific facilities, clubs and organisation. However, this isn't to say that economics, relationships, educational opportunities, and other factors may not also be relevant. In our research, we were also interested to know how people's mental health experiences played a part.

Coming to Brighton can be seen as a **'queer quest'** which was often described as an escape from a more difficult situation. Most participants, although not all, had experienced significant turmoil or trauma in their early lives, some were estranged from family, and many had felt isolated because of their sexual and/or gender identities and the invisibility of LGBTQ lives in their localities. Many described not fitting in or being seen as 'weird', and mental health experiences and neurodiversity was part of this, in addition to having LGBTQ identities. Many participants had felt lonely in their earlier lives, and this shaped their expectations for their move to Brighton. Some had also had good experiences of belonging and feeling at home, positive coming out stories, and good relationships with their families-of-origin. However, this was not the case for everyone, especially younger trans and non-binary people and many of the older people in our research, who were frequently estranged or distant from family and the communities they grew up in. People also told us about numerous mental health crises, experiences of assault and sexual violence, struggles with work, difficulties in feeling settled in the places they lived, and relationship breakdowns. Again, this is tempered by participants' descriptions of feeling happy, connected, and part of queer communities. In other words, people's lives were nuanced, with highs and lows, and their journeys to Brighton were often complex, and could include settling in the city, leaving and then returning again. Many people had lived in a number of places, including in several different countries before coming to Brighton. Nevertheless, Brighton was generally seen as a place where our participants' needs as LGBTQ people with mental health challenges could be met. Instead of relocating here because of the excellent LGBTQ social scene, sports clubs and so on, our participants talked about the tailored mental health support, trans health care, advocacy services, LGBTQ-aware social and healthcare, and LGBTQ-friendly supported or sheltered accommodation. The services that drew our participants to Brighton centred around basic needs, rather than leisure pursuits, or even social connection: affirmative accommodation, care, therapy, and access to respectful and safe services that meet the needs of the participants was fundamentally important.

However, living in **an LGBTQ city** provided queer connections and a level of safety that enabled many participants to feel liberated. Participants felt able, sometimes for the first time, to engage in simple acts of intimacy, such as holding hands, and to present themselves congruently with their identity, such as wearing what they wanted, or having safe places to meet others. These feelings of freedom, safety and connection had subsequent effects on their mental health, confidence and flourishing. Many people talked about the healing nature of Brighton, which has long been seen as a place to 'be cured' (the sea at Brighton has been associated with healing since the 1700s).[111] Brighton is perhaps unusual in being surrounded by the South Downs and the sea, making access to the countryside and the coast relatively easy for most people, even by public transport or on foot. Additionally, there are many parks and the seafront is part of the city. These green and blue spaces were significant in people's maps of the city. The pandemic only made these spaces more important, and extended their use from places of solitude, safety and grounding, to also being places of social connection when social mixing was not permitted inside.

Despite many of our participants feeling the move to Brighton improved their situation, there was still a sense of **cheated expectations**. Feelings of loneliness and isolation did not necessarily disappear when people arrived in Brighton. Participants were aware of, and in some cases had experienced, harassment and discrimination on the basis of their gender and/or sexuality since living in Brighton, emphasising the belief that their safety was relative, not absolute. Many had also experienced exclusion from within LGBTQ communities and for some there was disappointment and confusion about how lonely they were feeling, despite living in the "European capital of gayness" as Teri called it. Participants felt their mental health and neurodiversity, and other intersectional issues such as gender, age, class and financial resources, were particular barriers to making social connections within the LGBTQ communities. For some, the fact that they had struggled to feel at home, or to make long-lasting friendships in the city, meant they started to wonder 'what is so bad about me?'.

Certain places were mentioned as sites of loneliness or exclusion. The 'gay village' and the commercial 'scene' were particularly difficult for some and could be connected with feeling unsafe, excluded or unwelcome, although others also saw this area as an important social hub and had strong community bonds with particular venues. Housing was also another site of distress and loneliness, including for people living alone in studio flats, and for those whose mental health or other care needs took them into accommodation that was either unsuitable, unsafe, or which was located away from their social connections. As this research was undertaken during the COVID-19 pandemic, the lockdowns had exacerbated some participants' experience of being isolated, especially those living alone and those who had just arrived in the city.

Arriving in Brighton as an LGBTQ newcomer when you have a history of loneliness, trauma and mental health issues, is not straightforward. Participants in this research described both the euphoric experiences of liberation and connection when they first arrived, and the painful disappointment of continued loneliness or struggles to find ways to 'fit' with others. Whilst living in an LGBTQ city seemed fundamentally important to our participants, especially in terms of the provision of LGBTQ services, there was the realisation that you may be **taking your troubles with you** wherever you go. Brighton was seen as a place that could 'snare' you, in part because of the fears associated with moving to other, perhaps less LGBTQ-friendly places. **Finding safe havens**, such as the groups and services provided by MindOut, was key to surviving and thriving in Brighton.

111 https://brightonjournal.co.uk/historic-brighton-dr-richard-russell-and-the-miracle-of-sea-water-therapy/

7.2 Recommendations for action

Working together with the steering group, we coproduced a set of recommendations for practice, training, campaigning, policy and research that have arisen from the findings of this pilot research. These are:

1. Provide tailored support to LGBTQ newcomers experiencing distress

LGBTQ people with experiences of distress who arrive in Brighton, and other similar cities, are likely to need tailored support to negotiate their new city and feel at home. Just because a city has a large LGBTQ community does not necessarily mean that LGBTQ people will immediately make friends or feel a sense of belonging. LGBTQ people with mental health needs may benefit from meeting others with similar experiences, and well-supported groups offer one way for people to make connections in a safe environment. Intergenerational interventions, befriending and peer-led approaches are also likely to be well-received. Resources that signpost newcomers to key sources of support and ways of forming connections with other LGBTQ people beyond the scene are also likely to be welcomed.

2. Destigmatise loneliness within LGBTQ communities and beyond

Campaigning should focus on destigmatising loneliness within LGBTQ communities and reducing feelings of shame and fear in LGBTQ people who may be isolated. Interventions that help enable people to create connections and meaningful relationships are likely to protect mental health.

3. Fund LGBTQ mental health services to provide long-term support to those who need it

LGBTQ mental health and community services and organisations need secure, long-term funding to provide ongoing (not time-limited) interventions for people who need them. The findings in this report reiterate the need for services to work with individuals and groups over prolonged periods of time and across a range of inter-related needs. This type of consistent, holistic support is deeply valued by those who receive it and is essential to enable people with complex needs to thrive.

4. Make LGBTQ spaces more inclusive of people with mental health needs

Non-specialist LGBTQ organisations and spaces can do more to be inclusive of people with mental health needs. Receiving training in how to create a trauma-informed environment and how to support people in distress, for example via mental health first aid and suicide prevention training, can save lives.

5. Provide affirmative and affordable housing solutions suitable for LGBTQ people across the lifespan

In Brighton, but also in many other cities, housing is a major concern. The provision of affirmative, safe and affordable places to live is essential. LGBTQ affirmative supported housing that meets a range of mental and physical health needs, and the needs of people who are neurodiverse, is crucial. Accommodation needs to be proximate to LGBTQ services and venues so that people can feel part of a community and connect with other LGBTQ people. LGBTQ specialist homelessness support and spaces of refuge are also needed. Accommodation services would also benefit from training in the intersections between LGBTQ lives and mental health.

6. Provide services that reach LGBTQ people at home

As homes can be sites of loneliness for people experiencing distress, interventions that bring support directly into people's homes are particularly beneficial. The pandemic led many services to increase their online and telephone interventions and continuing these seems important. Interventions that focus on befriending and peer mentoring are likely to be particularly well-received by LGBTQ people with mental health needs. There is excellent practice within this field, however these services need ongoing funding to continue.

7. Provide LGBTQ crisis care

LGBTQ people in crisis may feel particularly vulnerable in mainstream mental health services. Provision of tailored services, such as an LGBTQ crisis house, could provide the level of safety and affirmation required to save lives and help people step towards recovery.

8. Adopt innovative interventions that harness the healing power of nature

Participants in this research clearly benefited from accessing Brighton's natural environment, especially the coast and the countryside of the South Downs. Regardless of their location, services could draw on the healing power of green and blue spaces by adopting innovative interventions, like walking and eco-therapies, to support LGBTQ people.

9. Train mainstream services to do better for LGBTQ people

There is (still) a need for regional and national health and social care services to improve their interactions with LGBTQ people, including those with mental health needs. All services need to receive LGBTQ affirmative practice training on a regular basis.

10. Understand more about how LGBTQ migration interacts with mental health and belonging

The intersection between migration, mental health, isolation and loneliness, and LGBTQ lives needs more attention in research and policy. Strengths- and assets-focused approaches may be particularly useful in helping us understand how LGBTQ people create belonging and build networks of care within and between communities.

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University of Brighton

Centre for Transforming
Sexuality and Gender

Loneliness &
Social Isolation
in Mental Health
Research Network

mindOUT

LGBTQ mental
health service

Brighton & Hove City Council

Tourism, Equalities Communities & Culture Committee	Agenda Item 59

Subject: Brighton Dome & Brighton Festival

Date of meeting: 9th March 2023

Report of: Executive Director for Economy, Environment and Culture

Contact Officer: Name: Louise Peim
Tel: 07876 645135
Email: louise.peim@brighton-hove.gov.uk

Ward(s) affected: All

For general release

1. Purpose of the report and policy context

1.1 Brighton Dome and Brighton Festival (BDBF) is a key cultural asset, enhancing the city's reputation nationally and internationally. The organisation is recognised for artistic excellence, as well as for supporting a wide range of creative initiatives for young people and communities across Brighton and Hove.

1.2 The Council provides annual funding for Brighton Dome and Brighton Festival as part of the building's lease arrangements. In March 2021, this committee requested an annual report, detailing the impact of the organisation throughout the previous 12 months, combined with plans for the year ahead.

2. Recommendations

2.1 That Committee notes the achievements of the organisation despite challenges presented to them, including significant delays to the capital works at the Corn Exchange and Studio Theatre.

2.2 That Committee support the Trust's plans for the forthcoming year 2023/24.

3. Context and background information

3.1 Brighton Dome and Brighton Festival (BDBF) holds a long term lease with the Council, with 27 years remaining on the current agreement. The Council contributes £274,529 towards a sinking fund for maintenance of the Grade I listed building. In addition, an annual grant of £1.938m supports the annual Brighton Festival and a wealth of activities across all art forms.

3.2 BDBF is a long-standing Arts Council England National Portfolio Organisation and this year successfully secured their position in the Portfolio for the next three years. Income is also sourced through commercial activities, fundraising and membership schemes. The organisation delivers the citywide Create Music education scheme on behalf of the Council.

3.3   The organisation is a significant employer in the city with a permanent staff team of 148 employees, 84 casual music teachers and approximately 170 casual staff working across venue operations.

Activity Report 2022-23

3.4   The past twelve months has been an extended period of pandemic related recovery for Brighton Dome and Brighton Festival. Challenges presented by reduced audience numbers compared with pre-pandemic levels have been compounded by delays to the capital works at the Corn Exchange and Studio Theatre, and the impact this has had on programming and revenue limitations.

3.5   The organisation is on track to end this financial year with a planned deficit of £350,000, as forecast at the time of budget setting. This was due to the upfront costs of preparing for the reopening of the Corn Exchange and Studio Theatre, both staffing and infrastructure costs out of scope of the main capital works. There has been an inevitable delay on commercial income before the spaces can be properly marketed and operational. An increased in-year deficit has been mitigated through drawing on the organisation's reserves.

3.6   The return of full capacity events in the Dome Concert Hall, as well as delivering in person classroom music lessons, enabled earned income during the year of £5,369,999. This was a significant increase to 2021 when earned income was £1,843,983.

3.7   During the last 12 months the organisation earned 44% (18% in 2021 and 60% prior to the pandemic) of its normal operating income from ticket sales, sponsorship, catering and the private event income channeled through the trading company, Brighton Dome and Festival (Trading) Limited. 56% (82% in 2021 and 40% prior to the pandemic) of income came from grants and donations. Brighton Dome hosted 218 performances up to 31st March 2022, with audiences totaling 124,706. These results show an organisation steadily returning to the financial stability of 2018/19.

3.8   Create Music generated income from tuition and workshops totaling £1,778,137 (£1,617,107 in 2021). Total expenditure on Creative Learning activities increased to £3,482,933 (£3,134,932 in 2021). Create Music delivered school holiday programs under the Council's HAF scheme, offering music sessions with a healthy lunch for children in receipt of free school meals. Over 640 young musicians across Brighton and Hove and East Sussex, aged 7 to 16, took part in a Create Music Summer School.

3.9   The annual Brighton Festival in 2022 saw a return to a full programme of events since 2019. It was the 55th festival for the city. The theme of 'Rebuilding' brought people together and resonated throughout the city and beyond, restoring confidence in attending live performance without restrictions in place.

3.10   Brighton Festival had an estimated audience reach of 103,042 people (150,581 in 2019), which accounts for around two thirds of the usual audience reach (2019 and before), demonstrating an ongoing hesitancy to return to live events. This was mirrored nationally across many live events. There were 296 media stories related to the festival, including coverage on ITV News and two major Radio 4 shows focusing on the two guest directors.

3.11   Significant delays to the capital works on the Corn Exchange and Studio Theatre, caused by the pandemic and volatility of supply chains created by the war in

Ukraine, have caused a continuing background of challenges for the organisation. The project has faced rapidly rising costs, fundraising pressures, and significant delays to the programme. Generous additional financial support has been secured (over and above initial contributions) from Arts Council England, National Lottery Heritage Fund, Garfield Weston Foundation, Ernest Kleinwort Charitable Trust and the Lawson trust.

3.12   A commercial tender process for the newly built restaurant resulted in local business, Red Roaster, successfully being awarded the contract. This long-standing local business shares in BDBF's values around inclusion and sustainability. This will add an exciting new element to Brighton Dome's visitor experience.

Community Participation and Engagement Highlights

3.13   Community participation and engagement events took place throughout the year, notably symbolised by the construction of a 'Riwaq', which is a place of meeting and exchange. This was designed by Guest co-Director Marwa Al-Sabouni and erected on Hove Seafront for the duration of Brighton Festival. Over 22,000 people participated in 150 events, including community takeovers by partners including, Little Green Pig, Carousel, Best Foot Music and In-House Records.

3.14   The successful 'pay it forward' scheme, encouraging existing audiences to match-fund the organisation's contributions, offering free tickets to those unable to afford them, resulted in 650 redemptions in the festival alone. An Audience Club has also been established, offering supported opportunities to attend events for those facing barriers to doing so.

3.15   Two flagship projects for vulnerable young people continued. Miss Represented ran weekly sessions in schools and in Pupil Referral Units with young women at risk of exclusion. REPRESENT, delivered in partnership with Sussex Violence Reduction Partnership, is a team of artist-mentors and young men referred through the Probation service. Through weekly meetings they focus on creativity to open up conversation, develop talent and build a creative community. The project is co-designed by the participants as they discover what they need to move forward positively in their lives. Activities include studio time, ongoing education, mentoring and/or tuition.

Planning for 2023-24

3.16   This year will be a pivotal year for the organisation. With completion of phase 1 of the Royal Pavilion Estate Masterplan, restoration of the Grade I listed Corn Exchange, the organisation will focus on ensuring the successful opening and operation of two restored venues. Seating capacity in the Corn Exchange will increase to 500 and substantial improvements have been made to the 200 seated Studio Theatre. A new street-facing restaurant on New Road, new bars and front of house areas will improve the visitor experience. This will add further value to the city through increased visitors.

3.17   Production and back-of-house facilities will be upgraded, and a new heritage interpretation will help people to understand more about the history of these important buildings. A new rehearsal and development space, dedicated for artistic

use, will enable more effective partnerships with a wider range of community groups and arts practitioners.

3.18 The completion of the capital works will contribute to a decrease in running costs and enable a more efficient operation of the building. The new spaces offer BDBF the opportunity to generate increased earned income, to invest in the upkeep of the heritage building and offer an increased programme of artistic and community participation activities.

3.19 Highlights for the year ahead include the world famous Van Gogh Alive exhibition, which will be the first major event hosted in the Corn Exchange. The long run will enable the team to program other ambitious events for the remainder of the year. The 2023 Festival will take advantage of international partnerships, co-commission installations & mid-scale performances. CreaTech and the 5G testbed will support the organisation, their artists and international partners learn about new forms of creative collaboration. Children and young people's work will be showcased at all stages and there will be greater community ownership of venues.

3.20 After a successful pilot year, the In-House Artist scheme has been revised and extended. The scheme offers two diverse artists from the city financial and in-kind support, including free use of Anita's Room, the new creative space available as part of the capital works. In addition, monthly Creative Catch Ups in partnership with Ironclad Creative, are artist-led sessions at the venues which aim to connect, support, and make space for writers, directors, actors, producers and creative people.

3.21 The organisation is a member and financial contributor of the newly established Brighton & Hove Culture Alliance. As one of three leading organisations alongside the Council and Sussex University, the alliance will bring together key cultural organisations and individuals in the city to establish collective priorities, fundraise and deliver citywide projects.

3.22 Astute financial management and planning will continue to be a priority, particularly aligned to new operating business models, increasing costs resulting from inflation and an escalating cost of living crisis. Planned investment from designated funds in strategic initiatives to improve financial performance and protect unrestricted reserves will remain key objectives.

4. Analysis and consideration of alternative options

4.1 There are no alternative options to consider. BDBF is a well-established organisation which operates successfully. It remains the case that the assets are best placed in an independent organisation which is supported by the city council.

5. Community engagement and consultation

5.1 The organisation delivers a range of community focused initiatives, as outlined in paragraphs 3.13-3.15.

6. Conclusion

6.1 Brighton Dome & Brighton Festival have successfully recovered elements of their business after a significant impact from successive lockdowns, resulting in forced building closures and subsequent loss in income. Challenges remain with uncertainty about the future and audience numbers due to external factors, including the impact of inflation and rising cost of living pressures.

6.2   BDBF is entering an exciting new phase over the coming 12 months, with the opening of two restored venues. This will add significant value for Brighton and Hove residents and visitors to the city. The organisation's leadership team and its board of Trustees are carefully mitigating risk associated with opening and operating new buildings. A full programme of Festival events for 2023 will continue to build on the internationally recognized excellence of Brighton and Hove as an arts and culture festival host city.

7.   Financial implications

7.1   There are no direct financial implications arising from the recommendations of this report. The Council contributes an annual grant paid to BDBF based on a legal agreement between the parties and to a sinking fund for planned maintenance items, and this is included in the Council's Planned Maintenance Budget held by Property & Design. The contributions are treated as ongoing commitments within the Council budget.

Name of finance officer consulted: James Hengeveld
Date consulted: 27/2/23

8.   Legal implications

8.1   BDBF has the benefit of a 50-year lease commencing 1 April 1999. The lease requires the Council to provide revenue support via a Sinking Fund and an Arts Fund.

Name of lawyer consulted: Alice Rowland   Date consulted: 13/2/23

9.   Equalities implications

9.1   Brighton Dome & Brighton Festival's Equality and Diversity Action Plan incorporates all aspects of the organisation's operations. BDBF is recognised nationally for the diversity of its programming in both the year-round Brighton Dome programme and in Brighton Festival. They continue to invest staff resource and technical infrastructure into accessibility schemes, offering a wide range of interpreted, audio-described and captioned performances, relaxed and multi-sensory performances and assistance for those with hidden disabilities through the Sunflower Lanyard scheme.

9.2   Brighton Festival 2022 saw an audience of 11% identifying as deaf and/or disabled. Two new works were presented by integrated dance companies, Extraordinary Bodies and SMOOSH, a high-energy parade with wind and brass band and a troupe of dancers from Paraorchestra, in East Brighton and on Hove seafront.

9.3   BDBF have established an Anti-Racism Strategy with clear targets to diversify its workforce, as well as ongoing work to ensure the artists it presents and the audiences it attracts, are reflective of the communities the organisation serves.

10.   Sustainability implications

10.1   In 2021-22 BDBF carried out work to reframe their Environmental Policy and Action Plan from 2022 onwards. This looks towards 2030 as a milestone when they aim to have minimised Scope 1 and 2 greenhouse gas emissions and offset carbon that cannot be eliminated from the operation. By 2030 the organisation will have firmly

embedded expectations set for suppliers and value chain. This contributes to the overarching aim of becoming Carbon Net Zero.

11.   Other Implications

Social Value and procurement implications

11.1   BDBF have adopted a policy on Social Value, mirroring the Council's approach in the commissioning and procurement of services. They consider the ethical and environmental impacts of all purchases and activities through specific policy frameworks and allocate at least a 10% qualitative evaluation to social value in tenders. It has demonstrated, through recent appointments of restaurant partners and drinks suppliers the consistent application of its sustainable, local and ethical principles.

Crime & disorder implications:

11.2   The Creative Learning strand of BDBF, which works with over 5,000 young people each week, engages young people in the arts and creativity This provides meaningful activities during the evening and at weekends reducing the risk of engaging in antisocial behaviour.

Public health implications:

11.3   Brighton Dome & Brighton Festival's community work supports health and wellbeing through their various community focused initiatives.

Brighton & Hove City Council

**Tourism Equalities
Community & Culture
Committee**

Agenda Item 60

Subject:		**Anti-Racism Strategy 2023-2028**
Date of Meeting:		**9th March 2023**
Report of:		**Executive Director Housing, Neighbourhoods, Communities**
Contact Officer:	**Name:**	**Jamarl Billy** **Tel: 01273 292301**
	Email:	**Jamarl.billy@brighton-hove.gov.uk**
Ward(s) affected:		**All**

FOR GENERAL RELEASE

1.   PURPOSE OF REPORT AND POLICY CONTEXT

1.1   The need to address residents' lived experience of racism in Brighton & Hove is well evidenced. Many sources such as community engagement, independent reviews, needs assessments and local and national data have highlighted the need to take proactive action to address racism in our city. In 2020, the council made its pledge to be an anti-racist council and an anti-racist city. Since then, the council has been engaging with various stakeholders across the city to develop an Anti-Racism Strategy. This strategy has now been drafted and is the subject of this report. The Anti-Racism strategy covers the period 2023-28.

2.   RECOMMENDATIONS:

2.1   That Committee approves the Anti-Racism Strategy 2023-2028 as set out in appendix 1.

2.2   That Committee recommends the Anti-Racism Strategy to Policy & Resources Committee.

2.3   Policy and Resources Committee

2.3.1 That Committee approves the Anti-Racism Strategy as set out in appendix 1.

3.   CONTEXT/ BACKGROUND INFORMATION

3.1   **Anti-Racism Strategy Overview**

3.1.1 The 'Brighton and Hove City Council Anti-Racism Strategy 2023-28' (appendix 1) outlines our vision and aims for the work over the five-year period; our strategic themes; our monitoring and reporting methods; and our gratitude to the organisations and residents involved.

3.1.2   The strategy has two supporting documents. Firstly, 'Brighton and Hove City Council Anti-Racism Strategy Priority Actions 2023-2028' (appendix 2). This document outlines our priority actions for our Anti-Racism work over the next five years, with particular focus on specific services that have been identified as priorities (see 3.5).

3.1.3   The second supporting document is 'Brighton & Hove City Council Anti-Racism Strategy 2023-2028 Appendices' (appendix 3). This is a collection of appendices that provide background context to the strategy; outline Anti-Racism actions that have already been taken by the council; explain the terminology used and other definitions; and other important information that supports the strategy.

3.1.4   It also contains national and local context data focused on Black and Racially Minoritised people. We recognise we have more work to do in terms of better understanding the experiences and requirements of Black and Racially Minoritised people living with other intersectional protected characteristics including disability, sexual orientation, gender reassignment and faith/belief, both in the city and the council workforce. We will work to fill these data gaps as best we can, as the directorates begin to implement their anti-racism actions, many of which involve improving the gathering and analysis of intersectional data.

3.2   **External Engagement**

3.2.1   Thorough engagement with external organisations, individuals and residents has been undertaken as part of the development of the Anti-Racism Strategy. A key avenue for external engagement has been through the Anti-Racism Community Advisory Group (CAG). The CAG has met regularly since September 2020 to discuss the council's Anti-Racism work. Further details about the CAG can be found in appendix 3.

3.2.2   The Equality, Diversity & Inclusion Officer with lead on Black and Racially Minoritised communities has had extensive conversations with individuals who are not part of the CAG but wish to engage in the Anti-Racism work of the council. This is to ensure a wide range of voices have a say on the direction of work.

3.3   **Internal Engagement**

3.3.1   Internal stakeholders have been heavily involved in the development of the strategy. All directorates have discussed the Anti-Racism Strategy at their Directorate Equality Delivery Groups. We have also held service specific focus groups with services that have been highlighted to us by communities as priority areas (see 4.5). The Corporate Equality Delivery Group and the Executive Leadership Team have also been involved in discussions about the Anti-Racism Strategy.

3.4   **Strategic Themes**

3.4.1   Through the process of developing the Anti-Racism Strategy, we have identified 3 strategic themes that the whole council will be working towards throughout the duration of the strategy. Full details in appendix 1.

3.4.2 The first strategic theme we have identified is 'Engagement: communicating and collaborating'. We want to create a council that engages sensitively, flexibly, and innovatively with Black and Racially Minoritised residents and Black and Racially Minoritised led organisations. We want to create quality and sustainable dialogue between council services and communities with two-way feedback. We want to create a council that recognises the burden and impact of asking about people's lived experiences and actively avoids engagement fatigue and harm.

3.4.3 The second strategic theme is 'Data: collecting and using'. Through this priority action we want to create a council that monitors, develops, and enhances our organisational knowledge through data-driven insights and equality, diversity, and inclusion informed data dashboards.

3.4.4 Our third strategic theme is 'Policy and Practice: reviewing and changing'. Through this priority action we want to create a council that intentionally and consistently conducts robust Equality Impact Assessments, holding ourselves to account and proactively applies and embeds innovative best practice into the way we think, work, and deliver.

3.4.5 These core council-wide aims will be fulfilled by directorate-specific actions carried out over five years. The detailed action plans are under development to aid strategy implementation.

3.5 **Service Specific Actions**

3.5.1 The Anti-Racism Strategy includes priority actions for specific services (appendix 2) within directorates in the council. Through conversations with the CAG, individual engagement with Black and Racially Minoritised-led organisations, internal services, and local and national data, we identified specific priority areas of change. Bespoke actions have been discussed and agreed with these services as part of developing the Anti-Racism Strategy.

3.5.2 This does not mean that services who do not have bespoke actions will not be working towards the Anti-Racism Strategy. All directorates and their services will be pursuing Anti-Racism work through the three main strategic themes mentioned in 3.4.

3.6 **Monitoring & Reporting**

3.6.1 The Anti-Racism Strategy will have multiple layers of accountability through rigorous monitoring and reporting. Internally these include via the Directorate Equality Delivery Groups in each directorate which meet quarterly, and the Corporate Equality Delivery Group chaired by the Chief Executive. The Anti-Racism actions will be incorporated into the existing corporate performance framework and align with the current process for reporting on the council's Fair and Inclusive Action Plan.

3.6.2 The Anti-Racism Strategy will also have multiple layers of public and community accountability via the Anti-Racism Community Advisory Group and ongoing community engagement with Black and Racially Minoritised stakeholders. Updates

will also be shared and reported to the council's Tourism, Economy, Equalities and Communities Committee (TECC) and the City's Equality & Inclusion Partnership (EQUIP).

3.6.3   For more details about the monitoring and reporting of the Anti-Racism Strategy, please see section 4 in 'Brighton and Hove City Council Anti-Racism Strategy 2023-2028.'

4.   ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

4.1   The development of the strategy has been undertaken in response to the council's pledge to become an anti-racist council, Notices of Motion and petitions about anti-racism accepted by full council/committees and previously agreed work under the Fair & Inclusive Action Plan.

4.2   2021 census data shows that the number of 'BME' (Black and Minoritised Ethnic) residents in the city has increased by 35%. This is despite the overall number of residents in the city only increasing by 1%. With an increasing Black and Racially Minoritised population in the city, not approving the Anti-Racism strategy will stall progress already made to become an anti-racist council and has the potential to damage trust and relationships built with Black and Racially Minoritised communities and residents over recent years.

5.   COMMUNITY ENGAGEMENT & CONSULTATION

5.1   Engagement is as outlined above in Section 3.

6.   CONCLUSION

6.1   Our vision is to make Brighton & Hove inclusive, anti-racist and accessible for the diverse community of people who live, work, or visit the city, irrespective of their origin and backgrounds. This strategy aims to put anti-racism and intersectional considerations at the heart of how the council thinks, works, designs, and delivers its services to support Black and Racially Minoritised people, who are disproportionately impacted, to have equity of access, opportunity, and representation of voice to engage and thrive in everything the city has to offer.

6.2   For Brighton & Hove City Council it is not enough to be 'not racist'. We must be anti-racist. This is evidenced through systemic change which means looking at our policies, practice, procedures, and service delivery. We made a pledge in 2020; worked on ourselves and our relationships with Black and Racially and Racially Minoritised residents, set this in writing, we want communities to be able to hold us to account and importantly, ensure that we hold ourselves to account. We strive to identify opportunities to take a civic lead and inspire inclusive, anti-racist, intersectional, and accessibility-informed change within our sphere of influence. This foundational strategy is council-wide and takes an integrated and holistic approach based on anti-racist principles and best practice, committing us long-term to intentionally creating systemic change and anti-racist policy and practice.

7.   FINANCIAL & OTHER IMPLICATIONS

The publication of the strategy is being met from within the Communities, Equality and Third Sector (CETS) revenue budget. Any financial implications arising from the actions identified in the strategy will be considered by the relevant service as part of their standard budget management processes and decisions on allocation of funding will be made in line with council's budget setting process.

Finance Officer Consulted: Michael Bentley   Date: 21/02/2023

8.   LEGAL IMPLICATIONS

8.1   All the actions proposed in the Anti-Racism Strategy are in line with the Council's powers and duties, in particular under the Equality Act 2010.

Lawyer Consulted: Joanne Dunyaglo   Date: 22/02/2023

9.   EQUALITIES IMPLICATIONS

9.1   The intention of this work is to address identified racial inequalities and racism experienced by people who live in, work in and visit the city. The range of engagement planned with people who share other characteristics in addition to their ethnicity will ensure that perspectives are heard from a wide range of people. This will enable the development of tailored and bespoke actions to address all forms of racism, where it is based on ethnicity, skin colour or any other attribute.

9.2   The work is central to the council's legal duties under the Equality Act 2010 to eliminate discrimination, advance equality of opportunity and foster good relations between communities, as well as to encourage civic engagement by under-represented groups. It also complements and supports the council's Fair & Inclusive Action Plan in addressing the findings of the review of race diversity by Global HPO.

9.3   An Equality Impact Assessment of the Anti-Racism Strategy has been completed.

10.   SUSTAINABILITY IMPLICATIONS

10.1   No implications arising from this report.

11.   SOCIAL VALUE & PROCUREMENT IMPLICATIONS

11.1   There are no direct social value and procurement implications that arise from this report

12.   CRIME & DISORDER IMPLCATIONS

12.1   Crime & Disorder implications are covered in section 3.10 & above

13.   PUBLC HEALTH IMPLICATIONS

13.1   There are no Public Health implications arising from this report.

14.   OTHER IMPLICATIONS

14.1   There are no other implications that arise from this report.

Brighton & Hove City Council Anti-Racism Strategy 2023 – 2028

Racism has no place in Brighton & Hove.

We are committed to proactively eradicating racism in all its forms, creating and embedding Anti-Racist policy, practices, and procedures into all council services.

We recognise the destructive impact of racism on individuals, organisations, and society.

We will work to create a culture within the council, and in the city, where Black & Racially Minoritised people who visit, live and work in our city can thrive.

This strategy provides a roadmap for us becoming an anti-racist council and delivering on actions, co-created with communities, to create lasting change in our council and city.

Foreword

At Brighton & Hove City Council it is not enough to be 'not racist'. We must be anti-racist. This is evidenced through systemic change which means looking at our policies, practice, procedures, and services and challenging ourselves with the questions, 'are these actively anti-racist?' Are we actively creating equitable voice, outcomes, and value for Black & Racially Minoritised people in the city? If not, why not and what needs to change?

We made a pledge in 2020; worked on ourselves and our relationships with Black & Racially Minoritised residents, set this in writing. We want communities to feel able to hold us to account and, importantly, ensure that we hold ourselves to account. It is not for the communities to do the work. We must better understand the varied lived experiences and systemic barriers faced by Black & Racially Minoritised people who live, work, and visit the city.

We recognise that our initial anti-racism pledge was motivated by the severity of anti-Black racism. We commit to focusing on this when actioning anti-racism work.

We stand by the belief that "one either allows racial inequities to persevere, as a racist, or confronts racial inequities, as an anti-racist. There is no in-between safe space of 'not racist.' The claim of 'not racist' neutrality is a mask for racism."[1]

The council, councillors and staff know that achieving the vision and the aims of this foundational strategy will take some time. A strategic approach is important to clearly state where we want to get to and how we plan to get there. This is an ongoing journey, and the strategy sets out a framework for the first five years. We will review constantly and make it part of the operating principles of the council for the future. Residents rightly want to see action and change. So do we. However, disconnected individual action, no matter how good, does not create long-term change. We need a considered plan to achieve fundamental change ensuring we truly understand anti-racism, and anti-racist principles are embedded in how we work, think, and deliver. We hope this strategy sets us on the right path.

Geoff Raw, Chief Executive

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[1] From the book 'How To Be An Antiracist', Ibram Kendi, 2019

1. Introduction

This strategy sets out:

- Our renewed commitment to becoming an anti-racist council first pledged in 2020

- Our long-term vision and aims

- Our strategic themes and priority actions to achieve change

- How we will monitor and report on our progress and be held accountable

- Our gratitude to everyone who has and is helping the council with its work to become an anti-racist organisation and has informed the thinking on this strategy

It is supported by a set of appendices which:

- Provide actions detailing how we intended to work towards our vision and aims

- Explain the terminology and definitions we are using and the importance of intersectionality

- Outline how this strategy fits with the council's existing Fair and Inclusive Action Plan and our council values

- Show the work we are currently doing to become an anti-racist organisation

- Feature key data that has informed the strategy and priority actions

- Make clear how the strategy can be accessed in different formats and who to contact for more information about the strategy

2. Our Vision and Aims

Our vision is to be an anti-racist council that fully grasps and understands the severity of racism in all its forms and manifestations. Actively using its power and influence to eliminate racism within the council and the city.

We are a city in which Black & Racially Minoritised people have equity of access, opportunity, and representation of voice.

We do the necessary work year on year to become anti-racist, acknowledging that the work and the change is our responsibility.

Our systems, policies, and practices reduce inequity for Black and Racially Minoritised people and we truly understand the diverse and intersecting lived experiences of Black & Racially Minoritised people who live, work, and visit the city.

We are a council with anti-racist principles embedded in how we think and act as a service provider and employer. The city and the council are a beacon of change to residents, organisations, and local authorities nationwide.

Our aims are to:

- Purposefully consider anti-racism in our thinking, actions and decision making throughout the organisation.
- Collaborate with and platform from Black & Racially Minoritised people and organisations led by Black & Racially Minoritised people, as standard practice in the council.
- Empathetically and consistently learn and better understand the experiences of Black & Racially Minoritised people, recognising the experiences and impact unique to different communities.
- Actively use people's feedback, and data to improve how we serve and support Black & Racially Minoritised people.
- More efficiently and effectively meet the requirements of Black & Racially Minoritised people who live, work, and visit the city through changing our systems and practices.
- Remove council policy that perpetuates racism and introduce policy that is directly and overtly anti-racist.
- Create a portfolio of anti-racism work undertaken by staff and councillors across the council; highlighting key service areas where change is prioritised.
- Take responsibility for challenging ourselves as an organisation, making change where we can and challenging others where we can influence, using our role as a civic leader.
- Support and influence the city, it's communities and businesses to become anti-racist.

This is a five-year strategy. It provides the base for the council's work on becoming anti-racist and supporting equity for Black & Racially Minoritised people. From this groundwork, we will develop focussed actions over the 5-year period that build on our work to date. We recognise that becoming an anti-racist

council requires sustained work. Our intention is that progress against this strategy will influence our anti-racism work beyond 2028.

We are deeply committed to fulfilling our civic and public sector equality duties. Along with this strategy we are creating an Accessible City Strategy, seeking re-accreditation as a City of Sanctuary, and will be developing future equality strategies.

We seek to influence change, by joint work with other public organisations such as the Police, NHS, with businesses and community and voluntary sector organisations and with organisations that we funded to delivery services on our behalf. Through this, we aim to convey and connect community voice, to promote the adoption of best practice and to encourage proactive, inclusive solutions.

3. Strategic Themes and Core Priority Actions

Through the process of developing the council's Anti-Racism Strategy three key strategic themes for change within the council have been identified and prioritised. These are:

- Engagement: communicating and collaborating
- Data: collecting and using
- Policy and practice: reviewing and changing

Core priority actions have been identified under each theme for the whole council, and for individual directorates to support the creation of an anti-racist, accessible, inclusive council, and city.

Our intent is for the strategic themes and core priority actions to focus work on embedding anti-racism into business-as-usual practice, mindsets, and service delivery.

We are prioritising critical action that identifies and works towards tackling root cause issues. We intend to create more impactful, intersectional and meaningful changes to the experiences of Black & Racially Minoritised residents and communities.

The themes have been mapped with the existing equality, diversity, and inclusion priorities of the council, for example, the council's Fair and Inclusive Action Plan and each directorates own equality action plan. This is to avoid confusion, duplication, and increased reporting pressure on services.

Strategic theme 1: Engagement: communicating and collaborating

Through our priority actions we want to create a council that:

- Engages sensitively, flexibly, and innovatively with Black & Racially Minoritised residents and Black & Racially Minoritised led organisations; creating quality and sustainable dialogue between council services and communities with two-way feedback. That recognises the burden and impact of asking for peoples' lived experience and actively avoids engagement fatigue and harm.

- Improves and builds communities and residents trust in the council by centring communities of identity in our equalities work. We do this by taking a nuanced anti-racist approach that considers intersectional barriers, impacts, and requirements.

Strategic theme 2: Data: collecting and using

Through our priority actions we want to create a council that:

- Tracks, develops, and refines our organisational knowledge through data-led insights and equality, diversity, and inclusion-informed data dashboards.

- Intentionally collects, learns from, and uses qualitative and quantitative insights to proactively improve council-wide leadership, skills and knowledge, diverse representation, retention, and the experience and success of our people, residents, and communities.

Strategic theme 3: Policy and practice: reviewing and changing

Through our priority actions we want to create a council that:

- Intentionally and consistently conducts robust equality impact assessments, holding ourselves to account and proactively applies and embeds innovative best practice into the way we think, work, and deliver.

- Identifies, recognises, and resolves barriers to equity, accessibility, inclusivity using anti-racist approaches, creating sustainable long-term change by improving inclusive leadership, self-education, and council culture.

Our Core Priority Actions for the duration of this strategy are to:

1. Increase and improve the communication and engagement with Black & Racially Minoritised residents, service users, customers and tenants aligned to a new engagement strategy being developed for the whole council. Our engagement should be nuanced, intersectional and used proactively to change council policy and practice.

2. Improve the collection, analysis, and use of qualitative, quantitative, and intersectional data regarding Black & Racially Minoritised residents (be they service users, customers, tenants) to better understand their access to and experience of services, using this proactively to inform service improvement.

3. Identify, review and co-produce key policies, plans, strategies, and work, embedding anti-racism principles to improve their impact on outcomes for Black & Racially Minoritised people, with intersectional insights. Done alongside our own intersectional anti-racism council learning and development.

Details of directorate-level priority actions to take forward their work against these core priority actions are available in supporting document 'Brighton and Hove City Council Anti-Racism Strategy Priority Actions 2023-2028'.

4. Monitoring and Reporting

Performance against the strategy will have community accountability via the anti-racism Community Advisory Group and ongoing community engagement with Black & Racially Minoritised stakeholders.

Key highlights of performance, progress and barriers will also be reported to the council's Tourism, Economy, Equalities and Communities Committee and the City's Equality & Inclusion Partnership.

Our progress will be monitored through our internal performance management framework. This includes the Corporate Equality Delivery Group chaired by the Chief Executive that oversees all the council's equality, diversity, and inclusion work.

Detailed action plans with measures of success will support our implementation over the five years of the strategy. Quarterly performance monitoring is undertaken by our Equality, Diversity, and Inclusion Officers on each of our five directorates, acting as critical friends in addition to community accountability. This will be supported by the provision of case study and lived experience-informed learning.

Additionally, each Directorate has an Equality Delivery Group to lead and deliver its equality work, ensuring the Directorate continues to embed equity, accessibility, anti-racism, and intersectional thinking in how we act and deliver as a service provider and employer.

Actions will also be monitored for leadership through individual staffs' performance reviews with their manager.

More information is available in the Appendices to this strategy.

5. Our Gratitude

The strategy, and the supporting documents, have been created through sincere dialogue with the Anti-Racism Community Advisory Group (CAG), the council's 'BME' Workers Forum and engagement with Black & Racially Minoritised-led community and voluntary sector organisations and businesses.

Thank you to everyone that gave their time, energy, and resilience to talking with us for the development of this strategy. We offer our gratitude to:

- All staff, focus group participants, local advocates and community members who have contributed their thoughts, time, and shared their lived experiences with us.
- A Seat at the Table
- Black & Minority Ethnic Community Partnership
- Black & Minority Ethnic Young People's Project
- Black Anti-Racism Community Organisation
- BPOC Arts & Culture Network Brighton & Hove
- Bridging Change
- Brighton & Hove Jewish Community
- Brighton & Hove Multicultural Group
- Brighton & Hove Muslim Forum
- Brighton & Hove Muslim Women's Group
- Brighton Black History
- Chinese Educational Development Project
- Community Voices
- Community Works
- Euromernet
- Friends, Family, Travellers
- Hangleton & Knoll Multicultural Women's Group
- Hummingbird Project
- MOSAIC
- Network of International Women Brighton & Hove
- Oromo Community
- Racial Harassment Forum
- Radical Rhizomes
- Sussex Indian Punjabi Society
- Sussex Jewish Representative Council
- Trust for Developing Communities
- Urban Flo
- Writing Our Legacy

Brighton and Hove City Council Anti-Racism Strategy Priority Actions 2023 – 2028

Using feedback from the anti-racism Community Advisory Group, from community groups and individuals and data, the following priority actions have been identified and prioritised for the duration of the strategy.

We will work as one council on three core priority actions with each directorate identifying how they will take forward these actions specifically related to their work and service delivery. The directorate level actions will evolve and may change over the lifetime of the strategy, in response to services' learning, communities' feedback, and evaluation of their impact.

Core Priority Actions

Engagement: communicating and collaborating

> Increase and improve their communication and engagement with Black & Racially Minoritised residents, service users, customers, tenants aligned to a new engagement strategy being developed for the whole council. Our engagement should take nuanced and intersectional and used proactively to change council policy and practice.

Data: collecting and using

> Improve the collection, analysis, and application of qualitative, quantitative, and intersectional data regarding Black & Racially Minoritised residents (be they service users, customers, tenants) to better understand their access and experience of services, using this proactively to inform service improvement.

Policy and practice: reviewing and changing

> Identify, review and co-produce key policies, plans, strategies, and work, embedding anti-racism principles to better understand their impact on outcomes for Black & Racially Minoritised people, with intersectional insights. This is done alongside our own intersectional anti-racism council-wide learning and development.

Support services such as the council's communities and equality team, corporate policy team and human resources service including learning and development will provide advice, guidance, support, expertise, development opportunities, co-ordination and sharing of learning.

The council consists of five directorates:

- Housing, Neighbourhoods and Communities (HNC)
- Families, Children and Learning (FCL)
- Governance, People and Resources (GPR)
- Economy, Environment and Culture (EEC)
- Health and Adult Social Care (HASC)

You can find out more about how we are structured and how we deliver our work and services to all those who live, work and visit the city through our various Directorates and corporate and directorate plans at [Our management and structure (brighton-hove.gov.uk)](https://brighton-hove.gov.uk)

1. Housing, Neighbourhoods and Communities (HNC) Directorate

1.1 Housing

Access to affordable, safe, and secure housing is a challenge for many residents in the Southeast of England. Demand far outstrips supply. An individual's accommodation status is fundamental to their sense of safety, belonging and well-being.

Data and community feedback identifies the risk of homeless as a key area for more detailed exploration for anti-racist actions, including how we prevent homelessness and support those at risk of homelessness. We need to be more aware of the nuanced circumstances that may contribute to the risk of homelessness for intersectional Black & Racially Minoritised communities.

Black African, Black Caribbean and Bangladeshi residents are overrepresented in temporary accommodation while White British residents are underrepresented. The anti-racism priority is to understand why and how the council can respond.

We also need to take an anti-racist approach to the way we support people to maintain their tenancies, respond to racial abuse that happens on council property and proactively cultivate positive relations with Black & Racially Minoritised tenants.

Priority actions:

1. Gather insight into the cause(s) of overrepresentation of Black & Racially Minoritised residents in temporary accommodation and develop better pathways to settled accommodation.
2. Engage with a greater number and diversity of Black & Racially Minoritised council tenants to gain a better understanding of their experience of the council as a landlord.
3. Improve reporting pathways for Black & Racially Minoritised council tenants to report hate incidents and signposting of support for victims of racial abuse in council housing and accommodation.

1.2 Communities, Equality and Third Sector Services

Community and Voluntary Sector Investment Programme

Support to Black and Racially Minoritized community and voluntary groups has generated much conversation, for a long time in communities, in the community and voluntary sector and in the council. The council is mindful that groups and residents want the support to be provided by an organisation led by Black & Racially Minoritised people. The council recently allocated £100,000 to strengthening the 'BME' community and voluntary sector (CVS). A plan for the investment of this funding into infrastructure support for the 'BME' CVS is being develop with oversight from the Community Advisory Group.

Corporate Equality, Diversity, and Inclusion Team

Initial focus of the team will be on establishing and improving our foundational processes and corporate alignment. This will support a 'one council' approach, embedding cohesive working and behaviours across all our Directorates and Services, while linking into the work our HR and Organisational Development teams are already doing. Re-vamping and enhancing equality impact assessments to improve internal accountability and driving more equitable outcomes through process will address any current inconsistencies in practice. Establishing improved ethnicity and equality monitoring data standards and language translation and interpretation support is critical to ensuring we have tools that enable more culturally and disability-sensitive practice. Learning through co-produced case study-based learning that is intersectionally sound and nuanced by different protected characteristics, teaching our staff how to convert mandatory and equality training and law into action through better equitable decision-making, thinking, language, and proactive practice is a critical foundational focus among others.

Priority actions:

1. Co-create with the anti-racism community advisory group a funding proposal for the investment of £100,000 into 'BME'-led infrastructure support for 'BME' CVS (Community Voluntary Sector).
2. Educate and support services to embed use of language translation tools in their day-to-day practice
3. Standardise council wide approach to ethnicity monitoring practices via a refreshed equalities monitoring form template supported with training.
4. Embed anti-racism, intersectionality, and accessibility into the refresh of the corporate Community Engagement Framework.

1.3 Community Safety including Violence Against Women & Girls

According to 2018 City Tracker data, only 48% of 'BME' residents feel safe after dark in their local area. This drops to 35% of 'BME' residents feeling very safe after dark in the city centre.[1]

Black & Racially Minoritised women may be exposed to more forms of violence and abuse because of cultural or faith-based activity that intersects with their ethnicity. For example, Black & Racially Minoritised women and girls are more likely be exposed to honour-based abuse, female genital mutilation and forced marriage than White women and girls. This is in addition to domestic abuse that is experienced by women across all racial groups. Only 3% of reports to the MARAC[2] were from Black & Racially Minoritised people, compared to the national average of 13%. Additionally, women with an ethnicity other than White have been less likely to appear in police recorded statistics as victims of crime.[3] Community intelligence and

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[1] BH City tracker 2018 - Brighton & Hove City Tracker 2018 (brighton-hove.gov.uk)

[2] The MARAC (Multi Agency Risk Assessment Conference) is a conference that brings together agencies and practitioners from across the statutory and voluntary sector, to share information on high risk domestic abuse cases and develop a support plan to reduce the risk to the individual survivor and children. Nationally, the MARAC model is acknowledged to be the most effective way to reduce risk significantly and keep survivors safer

[3] Black and Minority Ethnic Communities in Brighton & Hove (bhconnected.org.uk), page 108

expertise in the area points to severe lack of reporting in instances of violence against women and girls from Black & Racially Minoritised diasporas.

Gender based violence should be considered alongside disability, sexuality and ethnicity. Across cultures and faiths, disability can be a factor in honour-based abuse, domestic violence, and other forms of abuse. The council is also aware that a person's sexuality can be a factor in being a victim of abuse as cultural traditions and faith beliefs may motivate abusers. The council will continue to respect the intersectionality of victims in its approach when taking anti-racism actions.

Priority actions:

1. Seek a further year's (2023/24) funding for Hate Incident Third Party Reporting Centres
2. Improve the dissemination of information about ways to report racism and hate incidents/crime in the city and organisations offering support for victims.
3. Develop and share anti-racism best practice in responding to racist incidents and crime between organisations on the city's Community Safety Partnership.
4. Embed anti-racism principles into the council's Hate Crime and Incidents Strategy and action plan and its implementation, taking a co-production and intersectional approach to do this work with Black & Racially Minoritised communities.
5. Improve community engagement and collaboration with Black & Racially Minoritised communities and organisations to address tackle violence against women and girls in Brighton and Hove.

1.4 Libraries

One of the next steps in the Libraries Service anti-racism work is rebalancing its stock of books to be fully representative of the communities it serves and increasing awareness of the diversity of books. Increasing representation is vital in ensuring residents from non-white diasporas see themselves reflected in our libraries. There is also a commitment to increase collections of books in community languages to support the Library of Sanctuary work the service is committed to and to increase the good practice to support Black & Racially Minoritised groups and residents to access library facilities and resources. It is important library staff have regular bespoke training on anti-racist practise and how that is implemented in library services. This will include, but is not limited to, how to identify racism when experienced by a service user and how to support service users who have English as an additional language.

Priority actions:

1. Build and develop Libraries of Sanctuary work
2. Increase the collections of Books in Other Languages (BIOL)
3. Increase representation of Black & Minoritised diasporas in our library's resources
4. Continue and increase engagement with and support for Black & Minoritised community groups in using libraries facilities

2. Families Children and Learning (FCL) Directorate

2.1 Children & Families Social Work

Addressing racial injustice is a central part of children's social work practice. Recognising and challenging the impact of inequality and oppression are fundamental to our model of relationship-based social work.

The council has been part of the Workforce Race Equality Standards for Social Care (WRES)[4] initiative since 2021. As part of the WRES we consider data relating to the ethnicity of our workforce and the relative experience of workers from different communities in terms of issues such as continuing professional development, disciplinary processes, or the experience of bullying and harassment. We have developed an action plan in direct response to our involvement in the WRES initiatives and will continue to deliver against it.

The Anti-Racist Project Board was set up at the end of 2019. The board meets monthly and is chaired by a Black social worker and includes representatives of our Black managers, foster carers and practitioners, as well as the 'BME' Workers Forum, alongside senior managers. An Anti-Racist Lead Practitioner was appointed on a permanent basis in 2020. This role focuses on supporting social workers to address race and racism with families.

Priority actions:

1. Build on ongoing directorate and service-wide anti-racism work, improving staff support, antiracist ways of working with families to better represent the voices of children, families, carers and Black & Racially Minoritised staff in how we deliver our services.
2. Review and improve current anti-racism approach, capacity, resources, and commitment to continuously decolonise our approach.

2.2 Children and Young People's Education

Education is clearly a key pillar in the pursuit of becoming an anti-racist city. Race is a social construct. "There is no such thing as race. None. There is just the human race – scientifically, anthropologically."[5] People's experiences of racism are very real, and perpetrators of racism use learned behaviour to cause harm either directly or indirectly. If racism can be learned then it can be unlearnt through anti-racist teaching, education, and policy.

A summary of activities that the council's [Anti-Racism Education Strategy](#) commits to can be found online.

Priority actions:

1. Continue to monitor, review, and implement the anti-racism education strategy.

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[4] The WRES is a collaborative project involving 18 local authorities. It is a joint initiative across adult and children social care and aims to support organisations to understand the composition of their workforce and the experience of staff from Black & Racially Minoritised communities.

[5] Toni Morrison quotes in [Toni Morrison's Most Powerful Quotes On Racism | HuffPost UK Black Voices (huffingtonpost.co.uk)](#)

2.3 Adult Education

The council recognises the importance of ensuring that Black & Racially Minoritised adults have access to education and qualification opportunities. The council launched the Adult Education Hub in September 2021 to provide courses and education opportunities for lifelong learning. There is already a diverse range of residents that use the Adult Education Hub including residents from the Black diaspora, Syrian residents, Iranian, Afghani & Hong Kongese residents. Nevertheless, extra focus is being given to ensuring and increasing access to the Hub specifically for Black & Racially Minoritised people.

Priority actions:

1. Increase Black & Racially Minoritised service users & staff at the Adult Education Hub.

3. Governance, People and Resources (GPR) Directorate

3.1 Corporate Policy and Partnerships

The council's Corporate Policy, Partnerships and Scrutiny team works across all council services providing overarching policy for the organisation and all council services to deliver under. This team has the capacity to be an ally and support the embedding of anti-racist best practise into all services they are working with or corporate policy they produce. They also have capacity to engage in dialogue with private and public sector partners across the city to share anti-racist best practice.

Priority actions:

1. Embed Anti-racism into new corporate plan.

3.2 Procurement

The Race in the Workplace: the McGregor Review (2017), identified that securing full representation and diversity across the labour market would add over £20 billion to our economy.[6] The council has a budget of £1 billion per year. 40% of that or £400 million per year is overseen by Procurement and distributed to third party suppliers. With this level of influence over the local economy, instilling anti-racist best practise into our procurement processes could contribute significantly to greater diversity in our local labour market. This is partly addressed in our Equalities in Procurement policy. A first step is to review this policy through an anti-racist lens and update according to guidance from governing bodies such as CIPD and others*.

We also want to ensure a diverse range of suppliers have access to council contracts. There are however certain legal implications that limit our actions. For example, the Public Contract Regulations Act 2015

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[6] Race in the Work Place: the McGregor-Smith Review, p.2

makes it clear that our procurement procedures shall not have the effect of creating unjustified obstacles to the opening of public procurement to competition. This means, we cannot ringfence contracts for Black & Racially Minoritised owned businesses or give greater weight to businesses based on the demographic of their shareholders.

What we can do is offer bespoke training sessions to Black & Racially Minoritised owned businesses about how the council procures contractors and look at different ways to advertise these contracts that would reach more diverse local businesses. Contracts for goods and services up to £213k including VAT and contracts for works up to £4.3 million can be advertised locally. The definition of local is at the discretion of the council. 50% of total annual spend is to providers in the city or surrounding areas. Ensuring equal access for Black & Racially Minoritised businesses to council contracts is a key first step in introducing anti-racist best practice into our work with suppliers.

Another priority in procurement is to ensure diverse representation in panellists making decisions and anti-racism training completed by them. Harvard Business Review study found that when at least one member of a team has traits in common with an end user or client the entire team better understands them.[7] Representation of staff is something that has been acknowledged across the board and our Workforce and Learning & Development teams are working hard to improve this. A step forward would be ensuring those making procurement decisions have completed Anti-racism and equality diversity & inclusion training.

Priority actions:

1. Review current Equalities in Procurement policy and embed anti-racist best practice.
2. Identify a diverse list of potential local Black & Racially Minoritised suppliers and offer training on council procurement processes.
3. Provide anti-racism training for decision makers in the council's procurement process.

3.3 Council HR Workforce, Recruitment and Learning & Development
To become an anti-racist council, we must model the culture that we want to build in the city. We must mirror the diversity represented in our city, ensuring that people from our Black & Racially Minoritised communities feel a sense of belonging and can thrive when working at the council. Key priorities are continuing to work to diversify our workforce at all levels, embed anti-racist best practice into our recruitment process, and support diverse talent within the organisation.

We will also develop our anti-racist training offer to staff as part of our broader fair and inclusive programme, ensuring all training is accessible to those with varying work patterns and styles of learning. An anti-racist culture relies on a well-trained workforce, fully aware of all the nuances of racism.

Priority actions:

1. Deliver a Diverse Talent Programme and our coaching offer building on a successful pilot programme in 2022.
2. Increase uptake of training for staff, leaders and members on key anti-racism concepts including but not limited to allyship, white privilege, white fragility, micro-aggressions, structural and institutional racism.

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[7] Sourcing Diverse Suppliers, CIPD

3. Use council data, including Staff Survey results, to identify teams that may require bespoke anti-racist development interventions to address identified issues.

4. Economy, Environment and Culture (EEC) Directorate

4.1 Economic Development

The council's current Economic Strategy runs between 2018-2023 and focuses on prioritising local wealth and the local economy. The updating of the council's Economic Strategy provides a timely opportunity to embed anti-racism best practice into the future ways we intend to support our local economy, businesses, and residents. The council understands that we cannot prioritise local wealth and economy without outlining what that means for businesses owned by Black and Racially Minoritized people.

As part of the data insight to inform the refresh of the economic strategy a mapping exercise of Black & Racially Minoritised businesses in the city will be undertaken sensitively. This mapping exercise is important to ensure robust data for the economic strategy and it will have a direct, practical implication on the support that other services, such as Procurement, can provide to Black & Racially Minoritised owned businesses.

The council is aware of a 2020 report by British Business Bank which highlighted that Black & Racially Minoritised entrepreneurs experience far worse outcomes in their business journey than their White counterparts: "Black business owners have median turnover of just £25,000, compared to £35,000 for White business owners... only half of Black entrepreneurs meet their non-financial aims, compared to nearly 70% of White entrepreneurs. Those from Asian and Other Ethnic Minority backgrounds have better outcomes than Black entrepreneurs. However, they have a substantially lower success rate for starting a business and see less success overall compared to White entrepreneurs."[24] Community engagement points to flourishing small business ownership by Black & Racially Minoritised residents in the city. A recent council funded networking event for Brighton's Black community returned a survey that showed over half of those who completed the survey were freelance or self-employed.[25] Spreading the word about the Business Intellectual Property Centre in Black & Racially Minoritised networks is vital in increasing the diversity of entrepreneurs using the BIPC.

Priority actions:

1. Mapping of Black & Racially Minoritised businesses across the city.
2. Anti-racism principles embedded into new Economic Strategy 2023-28.
3. Business & Intellectual Property Centre to increase engagement with Black & Racially Minoritised entrepreneurs.
4. Specific sessions tailored for 'BME' & intersectional entrepreneurs at the Business & Intellectual Property Centre.

4.2 Emergency Food Needs

One of the areas Brighton & Hove City Council are working on to address economic disparity is in the access to emergency food for Black & Racially Minoritised communities. Both national and local data points to disproportionality in Black and Racially Minortised people accessing emergency food. This was

highlighted during the COVID-19 pandemic. In 2020, Brighton & Hove Food Partnership surveyed people who have been in receipt of emergency food parcels and people who considered themselves 'struggling to afford food'. The survey found that 15% of respondents were from Black & Racially Minoritised backgrounds.[8] Low income was mentioned as one of the main reasons respondents who experience racism needed to access emergency food. We are aware that Black & Racially Minoritised people are overrepresented in the lower salary pay grades nationally, locally and in our council.

Local data suggests that there is a huge disparity in unemployment rates and economic activity amongst Black & Racially Minoritised communities in relation to White British residents. At the time of the 2011 census, Black African residents had an unemployment rate of 18.7%[9] and Gypsy or Irish traveller communities had an unemployment rate of 15.3%[10] - these are over twice the city average of 7.3%[11]. And, although economic activity rates between white British and 'BME' residents are very similar, hovering at around 66 to 67%,[12] there are great differences within Racially Minoritised groups in the city.

All this builds on the local knowledge we already had from focus groups delivered on the same topic of emergency food access. Those focus groups, delivered in 2018, raised concerns over awareness and accessibility of emergency food in the city.[13] This suggests that Black & Racially Minoritised residents are at a disadvantage in accessing emergency food in Brighton & Hove and supports the need for specific Anti-racism work in this area.

In November 2021, the decision was made to fund an emergency food needs assessment specifically for Black & Racially Minoritised. The aim of this is to build a thorough understanding of the nuances of the emergency food needs of the city's Black & Racially Minoritised communities, with particular focus on access to foods of cultural relevance and the food banks available that provide these foods. Next step in this piece of work is to consider the findings and create actions to address the disparities identified.

Priority actions:

1. Consider the findings of the 'BME' emergency food needs assessment and create actions in response.

4.3 Sport facilities

BHCC provides sports facilities in Brighton & Hove which are both popular and essential in providing opportunities for health, wellbeing, and leisure activities.

The council currently has seven indoor leisure facilities which include three swimming pools. These are all operated by Freedom Leisure a not-for-profit Trust on behalf of council.

The Active Communities Plan (ACP) – is a partnership between BHCC and Freedom Leisure which aims to provide access to the leisure centres in the city for everyone in Brighton and Hove. Sessions and

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[8] Summary of Key Findings for people in food poverty Brighton & Hove – BAME Supplementary report September 2020
[9] Black and Minority Ethnic Communities in Brighton & Hove (bhconnected.org.uk)
[10] Black and Minority Ethnic Communities in Brighton & Hove (bhconnected.org.uk)
[11] Black and Minority Ethnic Communities in Brighton & Hove (bhconnected.org.uk)
[12] Black and Minority Ethnic Communities in Brighton & Hove (bhconnected.org.uk)
[13] Focus Group Understanding 'BME' Poverty 2018

engagement with intersectional minoritised communities helps to increase participation in sport and physical activity in the city in line with the objectives in the council's physical activity strategy.

Priority actions:

1. Support FL to deliver specific sessions for Black & Racially Minoritised people as part of the council's 'Active Community' plan.
2. Ongoing dialogue with Freedom Leisure to support them in increasing diversity of their marketing and publicity material.

4.4 Arts, Culture, Events and Museums

Brighton & Hove offers a rich selection of places to visit across our museum and heritage sites, for both visitors and residents. The city is a centre of culture with major events taking place across the year.

Within the heart of the city lies the Royal Pavilion Estate. This includes a royal palace and regency gardens, Brighton Museum and Art Gallery, and sitting alongside is the Brighton Dome and Corn Exchange. In addition, there are three other museum and heritage sites across the city, each with a unique offer. Since 2020, the Royal Pavilion and Museums Trust manage and operate the museum and heritage sites. We pledge to ensure our museums and heritage sites align with our status as an anti-racist council. We will achieve this through working closely with the Royal Pavilion and Museums Trust (RMPT) and with any additional artistic and creative commissions and/or partnerships.

Brighton & Hove is known internationally as a centre of creativity. We are one of the most dynamic and innovative creative clusters in the UK and home to hundreds of artists and creative producers. We will collaborate with the cultural community to lead on anti-racist practices in the city, prioritising access for artists and audiences. Council-led initiatives and partnerships will address the historical lack of diverse representation which exists nationally in the cultural sector. Brighton and Hove City Council is proud to support and commission public art, with a new public art strategy launched in 2022.

Priority actions:

1. Engage with Black & Racially Minoritised artists in the city to better understand their perspectives, experience and needs and respond in the framing and design of our activity.
2. Set a target for number of multi-cultural and community-based events in the city annual events programme and proactively reach out to Black & Racially Minoritised groups and organises to submit events.
3. Review venue hire procedure and process with anti-racism intentions and make necessary amends.
4. Engage with local Black & Racially Minoritised led groups to understand how the council can increase participation by 'BME' groups in new and ongoing developments and activities at the seafront.
5. Review our events charter to include anti-racism principles.
6. Ongoing dialogue with the Royal Pavilion & Museum Trust to support their work to decolonise museums and embed anti-racism practice in their service.

4.5 Transport
Buses

19% of 'BME' residents travel to work by bus, compared to 13% of White British residents.[14] This is not of significant concern and supports the council's priority for more residents using sustainable transport.

Its significance is in the experiences of racism while using the city's buses. For example, the council is aware, through community engagement that many Muslim women have been verbally abused by other customers while travelling by bus. The impact of experiencing intersectional racist abuse – for one's skin colour, nationality, and faith – is extremely traumatic.

There is extensive work ongoing to address racism experienced by customers on buses. The council are working closely with Brighton Hove buses, which delivers 97% of bus services in the city, to address racism experienced on their buses. Most of the work focuses on informing customers of ways to report racism. Brighton & Hove Buses have produced informative hate crime posters and provide local charity Racial Harassment Forum with free poster space on buses to inform customers of ways to report racism and hate crime.

Bus drivers have been provided with a clear hate crime policy which includes information about what drivers should do to keep customers and themselves safe, and what to do if the victim of racism does not want to report a hate incident/crime. The company also has an Accessibility and Communities team and a Safeguarding team which works to prevent and protect residents from harm, engaging with Black & Racially Minoritised resident to understand their experience and to design a response.

As Brighton & Hove Buses is a private organisation, the council is limited in the measures it can take to directly change policy. Nevertheless, the council's transport service is committed to ongoing dialogue with the bus company about reducing and alleviating the impact of racism on our city's buses and embedding anti-racism principles in transport policies.

Parking

At present, the council is unclear on the experience of Black & Racially Minoritised residents of its parking services. This is because of a lack of national and local data and minimal community engagement on this topic. The first step forward is a planned and systemic review of parking policies and procedures and engagement with Black & Racially Minoritised residents to understand their experience of the service. This may include but is not limited to the use of parking permits, parking zoning, access to disabled parking and the process for challenging parking charge notices.

The transport service is also committed to establishing a workforce race equality standard like the work being carried out by the council's children and adults social work teams.

Priority actions:

1. Review of permit renewal system to include race equalities data collection.
2. Establish Workforce Race Equality Standards for transport team.
3. Commitment to ongoing dialogue with all operators via the Enhanced Partnership to improve anti-racism policies and best practice.

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[14] Black and Minority Ethnic Communities in Brighton & Hove (bhconnected.org.uk)

5. Health & Adult Social Care (HASC) Directorate

5.1 Adult Social Care
Adult Social Care is responsible for providing information, advice and advocacy, assessing individual care needs, commissioning, providing and/or arranging services to promote independence and improve health and wellbeing. Usage data of adult care services across different ethnicities is relatively proportionate to the demographic population. In 2014 8% of the clients aged 65 and over receiving adult social care services provided or commissioned by the council were from Black & Racially Minoritised communities. This is compared to 7% in 2012. This mirrors the city profile of 8% of residents over 65 being from Black & Racially Minoritised communities.

However, feedback from communities provides a more nuanced insight. Some report feeling unseen and under-served by the models of care available, particularly where cultural considerations are necessary. Others reported dissatisfaction with services not effectively communicating what care is available and how to access it. Though some people report appreciating the services they did receive, this highlights the areas of focus for our anti-racism work.[15]

A key priority is to improve communication and engagement with Black & Racially Minoritised residents about adult social care services. We want to make sure that people have access to the information they need to take the steps to get their care needs met, confident they will be treated with respect, dignity, and a safe, non-judgemental, non-discriminatory process. We also, want to better understand care needs unique to some Black & Racially Minoritised residents, especially considering their faith and culture. We want to better understand the barriers they face to accessing care, other than access to information.

We will be reviewing the 'journey' a resident takes from identifying their potential need for care, to applying, securing, and experiencing care services. This will be done mindful of peoples' different multiple protected characteristics including ethnicity and faith. We aim to create a service that is fully accessible to Black & Racially Minoritised residents.

5.2 Public Health
The council has a responsibility for improving the health of the local population and reducing health inequalities. We cannot do this alone and will work with other organisations including the National Health Service, community, and voluntary sector groups and with our communities to influence the factors that influence peoples' health and wellbeing such as: racism and discrimination, education, earnings, employment, housing, transport, and the environment. We are also responsible for ensuring our residents have access to high-quality public health services, for example, children's health services, sexual health services, and drug and alcohol treatment services.

Black & Racially Minoritised communities in the UK share many of the same health and wellbeing risks and needs as the rest of the population. But there are some key differences for example, occurrence of certain diseases, access to services and the resulting health and wellbeing outcomes that highlight the need for Anti-racism work.

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[15] Perceptions of Health and Adult Care Services: Research into the views held by culturally and ethnically diverse communities, Dec 2022, TDC

Our anti-racist approach to improving the health of our population requires:

- Improving local data and evidence.
- Systematically engaging local Black & Racially Minoritised communities on their health and wellbeing.
- Proactively advocating for action across all sectors to close the health gap.
- Demonstrating leadership when commissioning public health services provided by the council; and
- Monitoring and reporting back to communities on improvements and where further action is required.

Priority actions:

1. Improve the collection and use of quantitative and qualitative data, and evidence on access to services and health and wellbeing outcomes experienced by Black & Racially Minoritised communities, including within the Joint Strategic Needs Assessment, and make recommendations for health, care, and other services to narrow the health gap.
2. Increase engagement with Black & Racially Minoritised communities and use of EIAs to ensure services commissioned and provided by HASC meet the needs of Black & Racially Minoritised communities and address health inequalities.
3. Ensure all plans that contribute to the delivery of our Joint Health and Wellbeing Strategy and HASC directorate strategies recognise and respond to health inequalities including those that affect Black & Racially Minoritised groups.
4. Review access routes into Adult Social Care and embed anti racist best practice.

Brighton and Hove City Council Anti-Racism Strategy 2023 – 2028

Appendices

Appendix 1 – Background to the development of this strategy

Appendix 2 – Anti-racism actions started/taken by the council

Appendix 3 – Terminology

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Appendix 1

Background to the development of this strategy

The need to address residents' lived experiences of racism in Brighton & Hove is well evidenced. Long before the murder of George Floyd, local and national Black Lives Matter (BLM) marches and the COVID pandemic, the Brighton & Hove Black & Minority Ethnic Communities Needs Assessment of 2015[1] evidenced the need to take proactive action to address interpersonal, institutional, and structural racism in our city.

Two independent reviews (in 2013 and 2018) of the council by consultancy Global HPO highlighted essential work to be done within the council to make the environment fairer and more inclusive for Black & Racially Minoritised staff.

The International Migrants in Brighton & Hove needs assessment 2018 provided an overview of the needs of international migrants in the city and recommendations for commissioners, service providers and decision makers to use to improve the lives and outcomes of migratised communities in the city.

Community engagement in recent years has reinforced the need for robust action. The lived experiences of Black & Racially Minoritised residents in our city echo the data that we have collected about disproportionally poorer outcomes for Black & Racially Minoritised residents.

We recognise the powerful work of local community organisations that have been pioneering anti-racism in the city for many years. Over 10,000 marched in Brighton & Hove for Black Lives Matter, with over 1500 people signing a petition to demand Brighton & Hove to be an anti-racist city. We are proud to work alongside and collaborate with local organisations in our aim of becoming an anti-racist council.

Anti-racism work had already begun to address the difference in outcomes and experiences for Black & Racially Minoritised residents. We acknowledge that our anti-racism work has not been enough to positively impact the lived experiences of staff and residents in the city. The events of 2020 accelerated and prioritised anti-racism work in the council, the city, the country and across the globe.

The Significance of Black Lives Matter (BLM)

The murder of George Floyd in May 2020 by Minneapolis police was a tipping point in conversations and the recognition, experiences, and impact of race and racism around the world, and put the Black Lives Matter movement (#BLM)[2] into the global spotlight. The movement focused on the specific impact of Anti-Black racism and violence.

We acknowledge that our pledge to be an anti-racist city followed a severe example of anti-Black racism. We are committed to learning more about the severity of outcomes for the Black diaspora across all protected characteristics. We are taking an evidence, data and community engagement led approach to the areas we are addressing. Where these sources point to disproportionate negative experiences for Black people, we will be addressing those as a priority.

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[1] Link to needs assessment can be found online at Black and Minority Ethnic Communities in Brighton & Hove – summary report (bhconnected.org.uk)

[2] Created by Alicia Garza, Patrisse Cullors and Opal Tometi in 2014, it originated as a movement against police brutality and Racially motivated violence against Black people. It is now a global movement.

The transformative effect the events of June 2020 had on organisations and individuals showed that instilling anti-racist best practice was not only necessary, but obligatory. It was a catalyst for the development of anti-racist policy that addresses racism in all its forms, including but not limited to anti-Black racism, interpersonal racism, structural racism, institutional racism, Islamophobia, Afrophobia, Xenophobia, and anti-Semitism.

Black Lives Matter coincides with MeToo, LGBTQIA+ Rights, Trans Rights, Disability & Accessibility Rights, and Migrants Rights movements to highlight the multi-layered discrimination experienced by Black & Racially Minoritised residents and people.

Intersectionality is a key part of anti-racism action because Black & Racially Minoritised people experience discrimination based on their ethnicity and their gender, disability, faith and/or sexuality. As a council, we recognise the impact of intersectionality, and importantly, how intersectional racism manifests, and what actions the council can take strategically. We realise we need to better understand and identify inequity and impact of our policy and practice in the context of intersectional identities for Black & Racially Minoritised people who live, work and visit the city. Valuing intersectionality in the context of various identities, for example, linking our disability and accessibility work with anti-racism, is intentional. This will help us develop an improved understanding of the complex diversity and inequity of lived experiences and different impacts for all racial groups, to help create equity.

We are clear that we have a duty to serve all residents in the city and ensure all residents have equality of opportunity, equal voice, and access to services. As a council, we are just as clear that this does not mean treating everyone the same. Led by qualitative and quantitative evidence we can, do and will continue to prioritise our resources, actions, and efforts to 'level up' outcomes for different groups in the city.

All lives cannot matter until Black & Racially Minoritised lives matter equally. This is a reality we recognise given various data sources and community feedback. Under the Public Sector Equality Duty, Section 149 of the Equality Act 2010, councils (and other public services) are required to show due regard to the need to eliminate discrimination, harassment, victimisation and any other conduct that is prohibited by or under this Act; to advance equality of opportunity between persons who share a relevant protected characteristic and persons who do not share it and foster good relations between persons who share a relevant protected characteristic and persons who do not share it. Ethnicity is one of the nine protected characteristics identified by the Act.

Appendix 2

Anti-racism work we have done or started already

We have been working for some years to change ourselves as an employer, a service provider and civic leader with the purpose of reducing racism, supporting people who experience racism, and alleviating the harmful impact on individuals, organisations, and communities.

Our work includes:

- Partnership between Housing Services and Voices in Exile to co-design a support pathway for asylum seekers given the right to remain.
- A third year of ring-fenced funding that provides grants to ''BME'' community and voluntary groups
- Funding and working in partnership with three community organisations - the Racial Harassment Forum, Possability People, and the Rainbow Hub to launch Third Party Reporting Centres. The centres ensure that Black & Racially Minoritised residents who may identify intersectionally have access to reporting racism and hate crimes through a third-party community organisation without police or council involvement.
- Production of a Hate Crime and Hate Incidents Action Plan
- The city's largest library in the centre of Brighton – Jubilee library – securing status as a Library of Sanctuary. This means it has been proven to be a welcoming, inclusive and a representative space.
- Core to the Libraries Service is engaging with diverse communities and supporting Black & Racially Minoritised community groups to deliver cultural events, activities, exhibitions and workshops, e.g. in 2022 the Libraries Service worked with Changing our Narrative – Stories to Reflect – to encourage children to read books from a diverse range of authors, they have worked with.
- A Business & Intellectual Property Centre (BIPC) is run from Jubilee Library. The BIPC supports entrepreneurs at every stage of their business journey. The service is not exclusively for Black & Racially Minoritised entrepreneurs however it does set itself targets for engaging with Black & Racially Minoritised residents. In 2021/22 target was 11% and the service achieved 16%. The target was increased to 14% in 2022-23 and it's expected to be met and then some.
- Much of the council's anti-racism work has been pioneered by its Families, Children and Learning Directorate. The directorate's senior leadership team made an anti-racism commitment specific to their roles and responsibilities. This recognised that the directorate had not done enough to address issues of race and racism in its services when they have been raised in the past and commitment to personal responsibility to use their voice.
- Appointment of an Anti-Racist Education Adviser in our Families, Children and Learning directorate, who provides consultation and expertise on instilling anti-racist best practice in education.
- A comprehensive Anti-Racism Education Strategy has been developed to address the need for anti-racist practice in education in Brighton & Hove.
- An Anti-Racist Project Board for children's social work was set up at the end of 2019. The board continues to meet monthly and is chaired by a Black social worker and includes representatives of the council's Black managers, foster carers and practitioners, as well as the 'BME' Workers Forum, alongside senior managers. The project board has three key work streams: staff support, how we work with families and the voices of children families and carers.
- An Anti-Racist Lead Practitioner was also appointed on a permanent basis in 2020. This role focuses on supporting social workers to address race and racism with families.

- One of the main projects that the council's corporate policy team is involved in is overseeing the increase of participation in local council from Black & Racially Minoritised communities. Funding has been set aside for a civic leadership programme led by an external organisation, which is under procurement, with intention to go live in Spring 2023.
- The council has already undertaken significant work to tackle the underrepresentation of 'BME' staff within the workforce. In 2019 the co-created Fair & Inclusive Action Plan was launched to address workforce inequalities identified by an external review. Progress of this work is monitored by our Corporate Equality Delivery Group and through regular reports to the Policy & Resource Committee.
- The council publishes annual workforce equalities reports to provide evidence of fair and inclusive workforce actions and outcomes including ethnicity and disability pay gap reports. Appendix 2 contains links to the full Fair & Inclusive Action Plan where the next steps of this work are outlined.
- In April 2021, the council appointed a HR Diversity Recruitment Consultant to support recruiting managers in addressing disproportionate outcomes for Black & Racially Minoritised applicants in the council's recruitment process. Recruitment data reported in the annual workforce equalities reports consistently shows that 'BME' applicants are less likely to be shortlisted and hired than White British applicants. The consultant is leading a range of activities, for example, working with the Adult Education Hub to deliver insight programmes to refugee and migrant groups about working at the council.
- Developed additional training for recruiting managers to ensure inclusive recruitment practice is used at each stage of the process: planning, shortlisting, and interviewing
- The council is fully aware of its responsibility to equip all staff with the knowledge, awareness, language, and confidence needed to address racism. To make that happen we deliver mandatory fair and inclusive training for all new staff as part of their induction. There is also a wide range of online training and e-learning in relation to anti-racism. The council offers a broad programme of training that is not just limited to classroom learning. Other organisational initiatives include team book clubs and Managers Network sessions.
- Investing in current 'BME' talent within the workforce; in 2022 the council piloted a Diverse Talent Programme to support career progression. This programme provided mentorship, shadowing opportunities, and coaching to a group of Black & Racially Minoritised staff and case studies are available to demonstrate the many success stories from the programme. The Programme is being re-run in 2023.

Appendix 3

Terminology

We are aware that there is a lot of information and discussion about terminology regarding racism, anti-racism and people who experience racism, and that language is dynamic and continuously evolving. We believe its use should be nuanced and contextualised, recognising the right and agency to self-identification. We therefore recognise it is not our place as a council to state definitive terms that must be used. However, we do need to communicate what we understand and how we are using some words in this strategy to support delivery and creation of an anti-racist council. We are committed to continuing this conversation and evolving with language and over time.

Black & Racially Minoritised and Global Majority

This strategy aims to use specific ethnicity descriptions and terminology to speak to specific lived experiences. Where this is not possible, the strategy will use the terms 'Black & Racially Minoritised,' and 'people who experience racism.' Where these terms are used, they will be referring to people who do not identify as White British. We use 'Racially Minoritised' to recognise that people are not minorities by identity, but have been minoritised by racist structures, systems, and societies.

This strategy will also use words such as Community and Diaspora when describing groups of people whose ethnicity has been mentioned. To give an example of how this will be used – people from the Black Diaspora refers to people who identify as Black though they may have differing nationalities; the Sudanese community in Brighton & Hove refers to people whose heritage lies in Sudan and are residents of the city. In this example, a person may identify as both Black and Sudanese, but will be affected by our services in different ways due to these intersecting identities. These descriptive words support us to recognise the nuances and diversity within our Black & Racially Minoritised communities in Brighton & Hove.

The council is also aware that the term 'Global Majority' is increasing in usage throughout the city. The term refers to people from the Black diaspora, Asian communities, people of Dual-Heritage, Indigenous communities, and those in the global South. These groups currently represent approximately 80% of the world's population. Global majority is a collective term that shifts the conversation away from proximity to whiteness and onto the human race as a global population. We recognise the appropriateness of this terminology and are committed to direct engagement about its increased usage within the council and beyond.

We recognise that the use of 'BAME' (Black and Asian Minority Ethnic), ''BME'', and 'Black & Minority Ethnic' can be particularly problematic. These terms are still used widely in local and national data, so when referring to statistical evidence to support our actions, these terms may be cited within inverted commas to recognise that they are not our preferred terms.

Terms and terminology have been identified based on dialogue at meetings of the Community Advisory Group and with Black & Racially Minoritised-led organisations in the city as well as current national narratives. We understand that umbrella terms can dilute people's lived experiences, can be dismissive, and over-simplify complex realities. We understand people are subjected to racism for their skin tone, accent, culture, ethnicity, nationality, faith, marital status, sexuality (and more) in direct, indirect, and intersecting ways. Racism may be experienced on an interpersonal, institutional, or structural level. Specific terminology

will be utilised to reflect the different communities in the city and the different ways people identify themselves.

Discussions will continue to take place throughout the lifespan of this strategy to ensure language is kept up to date. Any terminology used in this strategy will be reviewed on a regular basis and updated as necessary.

'Race'

> "There is no such thing as Race. None. There is just the Human Race scientifically, anthropologically" (Toni Morrison[3])

> "Race, the idea that the human species is divided into distinct groups on the basis of inherited physical and behavioural differences. Genetic studies in the late 20th century refuted the existence of biogenetically distinct races, and scholars now argue that "races" are cultural interventions reflecting specific attitudes and beliefs that were imposed on different populations in the wake of western European conquests beginning in the 15th century. (Britannica)[4]

Our understanding, in line with academically and scientifically proven research, including views of community educators, activists, and members, is that 'Race' is a social construct that was created and has been perpetuated for centuries by actions of colonisation, the invention of eugenics, through marginalisation, and the systemic and intentional enslavement, oppression and looting of various Black, non-White, and Indigenous cultures, who are the global majority.

As the social concept of 'Race' persists systemically to divide and marginalise, so must our work to continuously become anti-racist, fight anti-Blackness, colourism, and other intersecting marginalising outcomes for Black and Racially Minoritised people to ensure equity, embracing of diversity and continuous inclusion by design in how we think, act and work.

Racism

This definition of racism, agreed by us, as the council with the Community Advisory Group in 2020 is:

Racism is when a person is treated worse, excluded, disadvantaged, harassed, bullied, humiliated, victimised, segregated or degraded because of their race or ethnicity.

At an organisational level, it can also be the collective failure to provide an inclusive and professional working environment to people because of their race or ethnicity*. This is sometimes described as 'institutional racism', based on the definition recommended by Sir William Macpherson in the 1999 Lawrence report (UK).

*NOTE: Race or ethnicity includes people's colour, and nationality (including citizenship) ethnic or national origins.

The definition of a racist incident is: "any incident which is perceived to be racist by the victim or any other person."

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[3] Toni Morrison quotes in Toni Morrison's Most Powerful Quotes On Racism | HuffPost UK Black Voices (huffingtonpost.co.uk)
[4] See Britannica's definition of 'Race' in Race | Definition, Ideologies, Constructions, & Facts | Britannica

How racism manifests:

Racism can happen anywhere, and in any context. It can be an action by an individual or a culture: 'normal' behaviour that underpins everyday practices. Like discrimination more broadly, racism is linked to power and is reflected in a society's organisations and cultures. It influences people's thinking, attitudes, prejudices, and actions. It is justified and normalised by institutions and culture. Attitudes and actions at all levels of society can be racist and decisions and policies made by individuals, organisations and institutions can be racist.

Racism can be a one-off action, random action, or subtle everyday behaviours that can add up to negatively affect a person (known as micro-aggressions and micro-incivilities). Racism can also be the deliberate or accidental outcome of an organisation's policy or practice. It can be seen in processes, attitudes and behaviour which amount to discrimination through unwitting prejudice, ignorance, and thoughtlessness. Someone may discriminate against a person or group of people without realising it or meaning to, but this is still racism. The perception of the victim or any other person is central to how a racist incident or complaint is defined regardless of the intention of the perpetrator. Intention or ignorance is not an excuse.

Examples of racist behaviour in practice it can mean the following, based on race/ethnicity:

- Using negative language or making 'jokes' about people's race/ethnicity.
- Colour blindness' (ignoring race and its impacts).
- Assuming superiority of 'people like me' over 'people like them'.
- Stereotyping (generalising or making assumptions about all people from a specific ethnic group, culture or religion are the same).
- Making people into 'other' (perceiving them as different from what is 'normal').
- Behaviours that signal that someone doesn't belong or isn't welcome.
- Directly insulting or hurting people.
- Not addressing allegations of racism appropriately or treating complainants as 'trouble-makers'.
- In a workplace: blocking progression, acting up or learning opportunities.
- Avoiding or isolating people or not inviting them to social or networking events.
- Subjecting people to greater scrutiny or monitoring and changing tone of voice, style of engagement, communication, and behaviour due to perceived difference of racial, national, or ethnic heritage, accent or assumed capability based in stereotypical views of someone's racial, national or ethnic heritage.
- Not providing appropriate support or not responding to cultural, faith-based, or religious requirements, and being culturally insensitive.

Anti-Racist

Anti-racism goes beyond thinking of racism as an issue of individual actions, and incorporates the examination of racism in systems, structures, and institutions, and includes the role of implicit biases in attitudes, behaviours, and policies (Kendi, 2019). Anti-racist thought, practice, and approaches recognise and resolve for inequity between all racial groups, recognising White racial groups are not the norm, and inequity exists between and within different racial groups in different and disproportionate ways. Solving for long-term and root-cause issues, identifying intentionally for the most excluded, marginalised, and analysing for inequitable outcomes amongst all racial groups is central to anti-racist ways of thinking, practicing, and working.

White Privilege

The term 'White Privilege' was coined by a White American man, Theodore W Allen, in the 1960s during the civil rights movement and was initially used to analyse race in the labour movement.[2].

White Privilege refers to the benefit that people who present as White do not experience racism in the same way as people who present as Black & Racially Minoritised. There is a privilege in the ability to walk away from conversations about racism without being personally and negatively affected by the conversation or the subject matter. There is a privilege in not experiencing daily micro-aggressions and micro-incivilities for your appearance, accent, or having negative stereotypes applied that impact on how public services and other people view and treat you.

The privilege of being unaffected by racism and the lack of lived experience of racism and inequity, can lead to obliviousness. This lack of awareness and understanding can produce unintentional harm and systems, policies and procedures that create inequity for some over others. Being actively anti-racist as a council means identifying the how White Privilege manifests in the delivery of our services and in the culture of our workplace.

We acknowledge that those who present as White may experience other forms of racism. The idea of White Privilege does not dismiss the varying impacts of racism on White communities and people. Nor does it dismiss the complex socio-economic and class-based discrimination experienced by residents of all ethnicities. Having White Privilege does not disregard or demean the discrimination or inequality that people presenting as White may experience due to their heritage, faith, culture, socio-economic circumstance. It means that their life is not made harder or as hard due to the colour of their skin.

Migratised Communities

It is important for us to recognise the impact of language in perpetuating 'otherness', inequity, and exclusion for those who do not belong to White UK English heritage and are audibly and visibly different, even within White-UK and White non-UK heritage communities.

The term Migratised and language of "Migratisation" was developed by Dr. Alyosxa Tudor in their article "Cross-fading of Racialisation and Migratisation: The postcolonial turn in Western European gender and migration studies".

They "describe not only the condition of being on the move but also names and shames the border, barriers and attitudes that turn people into migrants and others". It "considers how migrants are treated based on their existence as people on the move. It describes how some people can be assumed to be migrants, and constructed as such, without having been on the move themselves, it also highlights the conditionality of belonging of diasporic communities, especially for those who are racialised as Non-White".

Shifting language toward "migratisation" and 'people with lived experience of the asylum process' is key because it specifies how migrants are treated beyond merely naming them as people on the move with some defined legal or non-legal status'.

Intersectionality

Our work on anti-racism is closely linked with accessibility and disability-inclusion principles to ensure we understand differential access requirements and build better solutions as a council to serve all our diverse residents. Intersectionality is a concept introduced and developed by Kimberley Crenshaw. It means to recognise the complexity of the many parts and identities of each person that co-exist and impact one another, particularly when experiencing inequity and exclusion, and the more diverse lived experiences a person has.

Intersectionality must be acknowledged in all equalities work because of the regular discrimination Black & Racially Minoritised people face for their ethnicity combined with their gender, faith, disability, sexuality, accent, appearance – their physical appearance and their choice of dress. Many of our residents identify intersectionally and will be impacted in varying ways by racism due to their faith, ethnicity, nationality, and culture. This is especially true for members of our community including but not limited to the Jewish Community, Traveller Community and Asylum Seekers and Refugees.

We understand that a council policy may have different impacts for different people depending on the unique combination of protected characteristics. It is important therefore that as a council and a city, our anti-racism work speak to the disability, accessibility, gender and more, to include migratised communities and those who appear or present to be outsiders to the United Kingdom or are in socio-economically and other under-represented groups, making them more vulnerable to experiencing inequity and exclusion when also disabled, gender-diverse, neuro-diverse, or different in various ways.

Appendix 4

Community Advisory Group (CAG)

The anti-racism Community Advisory Group (CAG) provides community accountability for the council's anti racism work. Facilitated by an external convenor with lived experience of racism, the group is made up of Black & Racially Minoritised members of the community that are stakeholders in the community and voluntary sector. The group meets bimonthly and council services are selected by the group to share their progress on their anti-racism work. The CAG has been influential in the development of this anti-racism strategy, and we are very grateful for their support, commitment, and resilience.

The councils co-chair for Tourism, Equality, Communities and Culture Committee and Lead member for Equality is a standing invitee. Council officers that attend include the Executive Director for Housing, Neighbourhoods, and Communities, Head of Communities, Equality and Third Sector Service, Equality, Diversity & Inclusion Manager and Anti-Racism Lead.

Appendix 5

Council values and becoming an anti-racist organisation

Our core values connect strongly with our commitment to embed anti-racism into the way the council works and takes decisions. Our values shape the way that council staff review their own conduct and the performance of others. Each member of staff has a Performance and Development Plan which sets out their current work objectives so that they, their manager, and the organisation are clear on what they are being asked to achieve and that they have the relevant training and support not only to do this, but also to develop as people and professionals. We believe strongly in a motivated workforce that feels ownership for their individual roles and wider aims of our organisation.

Below are our core values with a description of how they connect to prioritising anti-racism in every aspect of our work as your council.

Collaboration: Work together and contribute to the creation of helpful and successful teams and partnerships across the council and beyond.

- Our Equalities Team, Corporate Equality Delivery Group (CEDG) and Directorate Equality Delivery Groups (DEDGs) are involved in supporting council teams and services to intentionally centre anti-racism at the heart of their work. We engage with our local Black & Racially Minoritised communities to learn from and platform diverse voices and experiences. We are equally committed to our own learning and cross council collaboration, ensuring we do not exhaust Black & Racially Minoritised communities with inefficient engagement

Efficiency: Work in a way that makes the best and most sustainable use of our resources, always looking at alternative ways of getting stuff done and asking, "How can I improve that?"

- Our leadership, Directorates, and the services they represent work hard to identify and implement sustainable, innovative, best-practice informed and efficient ways to solve for inequities and racist outcomes, policies, processes, and practices.
- Our leadership, Directorates, and the services they represent work hard to identify and implement solutions that swiftly address racism in all its forms.

Respect: Embrace diversity with kindness and consideration and recognise the value of everyone.

- We recognise the value and strength diverse people bring to how we think, work, and deliver our services and support. We recognise that our lived experiences may differ, particularly where our racial, national, ethnic heritages, faith, sexuality, and protected characteristics differ. We commit to mutually respecting, believing, and hearing different lived experiences, understanding the different impact on all people who live, work, and visit the city, particularly for Black & Racially Minoritised communities.

Openness: Share and communicate with honesty about our service and ourselves, whenever appropriate.

- Our Equalities Team is committed to providing psychologically safe and inclusive spaces where we can support council teams and services to interrogate their knowledge and understanding of racism, anti-racism, and White privilege, and explore solutions to have anti-racism as a core approach in their

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service. This work is supported by our leadership, directorates, Corporate Equality Delivery Group (CEDG) and Directorate Equality Delivery Groups (DEDGs) including various leads undertaking specific equalities and inclusion work across every directorate across the council.

Creativity: Have ideas that challenge the 'tried and tested', use evidence of what works, listen to feedback, and come up with different solutions.

- We are committed to hearing and learning from creative suggestions given by our anti-racism engagement group – the Community Advisory Group. The group prioritise listening to the voices of people with lived experience of racism and hearing their ideas for change and improvement. We constructively challenge the status quo and find more effective, efficient, and innovative ways to do anti-racist learning and work within the council, for ourselves as council leadership and staff, including influencing our partners and others we work with to create positive change for Black & Racially Minoritised communities.

Customer focus: Adopt our customer promise 'We will make it clear how you can contact or access our services. We will understand and get things done. We will be clear and treat you with respect.

- We seek to meet these commitments in every interaction with our internal and external stakeholders, and to remove barriers to equal access, opportunity, representation, and voice for our Black & Racially Minoritised customers, residents, tenants, service users and people. We can access interpreting and translation services with ease, using these effectively to support diverse communities, and work intentionally to upskill staff on their use, improving customer service, delivery, and experience.

Appendix 6

Data insight informing the strategy development

This strategy uses national and local data to provide context to the antiracism work we are undertaking. The data is not being used to establish direct causal connections between ethnicity and outcome. It can be misleading to think of ethnicity as the main reason or explanation for any differences or disproportionality. There will be many different intersecting factors that contribute to people who experience racism having greater or lesser access to services, resources, or information. For example, socio economic status, cultural or religious differences, social mobility, age, or lack of efficacy in service delivery will all contribute to any differences in the data. Furthermore, we recognise that there is vast diversity within Racially Minoritised communities. It is difficult to draw general conclusions based on ethnicity alone. This strategy will use the data in conjunction with community engagement and anti-racism best practice to complement the reasoning for our anti-racism intentions.

Population Data by Ethnicity – Census 2021

- More than a quarter of residents, 26% are 'BME' (non-White UK/British from Black and Minoritised Ethnic ('BME') groups). Higher than seen in the South-East (21%) but similar what is found in England (27%).
- Despite the overall number of residents only increasing by 1% since the last Census. The number of 'BME' residents has increased by over a third (35%)
- 7.5% of 'BME' residents are Black. Black residents make up 2% of all residents on the city. This is lower than the national Black population of 4.2%. The number of Black residents in Brighton & Hove has increased by 30%
- 18% of ''BME'' residents are Asian. Asian residents make up one in twenty of all residents in the city (4.8%). This is lower than the national Asian population of 9.6%. The number of Asian residents has increased by 17%.
- 18% of 'BME' residents are of 'mixed ethnicity.' Residents of 'mixed ethnicity' make up one in twenty of all residents (4.8%). The number of residents of mixed ethnicity has increased by 2,820 people (27%)
- 4.2% of 'BME' residents in the city are Arab. Arab residents make up 1.1% of all residents in the city. This is higher than national Arab population of 0.6% The number of Arab residents has increased by 42%.
- More than a third of 'BME' residents are other White (37%). Other White residents make up nearly one in ten of all residents (9.7%). The number of other White residents has increased by 37%.

Key Data: Local

- 20% of Brighton & Hove residents were born outside of the UK, significantly higher than the Southeast proportion of 16%
- For nearly one in ten residents (24,579 people, 9.1%) English is not their preferred language. Higher than the South-East (7.2%) but similar to England (9.2%).
- In more than one in twenty city households (7,817, 6.4%) no adult speaks English as a main or preferred language.
- For a further 6,603 households (5.4%) not all adults have English as their preferred or first language.

- Over a quarter of multi-person household in the city (21,775, 27%) are 'multi-ethnic' households. This is significantly higher than seen in the South-East (16%) and England (15%)
- Highest proportion of 'multi-ethnic' households in England (upper tier local authorities), outside of London
- The percentage of 'BME' and White Other staff within the council workforce continues to increase (data as at 30th September 2022). Compared with 31 December 2021, we have seen 0.6% and 0.4% increases in their workforce profiles respectively. This means 9.2% of the workforce are from 'BME' 257 backgrounds, compared with a target of 9.1%. For White Other staff the figure is 8.4%, compared with a target of 8.8%
- 'BME' populations age profile is younger than the white British population. Whilst 22% of all Brighton & Hove residents are 19 years old or under, 24% of all 'BME' residents are 19 and under, including 50% of all residents identifying as having Multiple Ethnicity or as 'Mixed Heritage'. This is subject to new census data being released in 2023.
- Only 8.1% of residents aged over 65 were from 'BME' backgrounds in the 2011 census. Of that 8.1%, 44% identified as male and 56% identified as female. There is not enough substantial qualitative data for those who identify a Trans, Non-Binary, or gender non-conforming. This is subject to new census data being released in 2023.
- As of 2013/14 8% of people aged 65 or over receiving Adult Social care services provided or commissioned by the council were from 'BME' communities. This is an increase on the 7% from 'BME' Communities in 2011/12[5]
- 10% of those aged 65 or over receiving Adult Social Care for dementia on 2013/14 were from 'BME' backgrounds, an over-representation compared to the cities 'BME' population
- Babies from the Black ethnic group have the highest rates of stillbirths and infant deaths, with babies from the Asian ethnic group consistently the second highest[6]. Later in life, those of south Asian heritage have higher levels of stroke, coronary heart disease and diabetes[7]; those who identify as Black African, Caribbean, and Black British typically have higher levels of hypertension and stroke.[8]
- People from Black and Minority Ethnic groups living in the UK are more likely to be diagnosed with a mental health problem; be admitted to hospital with a mental health problem and experience a poor outcome from treatment[9]. When looking at the health of the Gypsy, Roma, Traveller community, data shows that their health is much poorer than the general population. Life expectancy is generally 15-25 years less and infant mortality rates are three times higher

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[5] RAP-'Referrals, Assessments & Packages of care' Statutory return 2013-14

[6] Births and infant mortality by ethnicity in England and Wales - Office for National Statistics (ons.gov.uk)

[9] 38 Fitzpatrick R, Kumar S, Nkansa-Dwamena O, Thorne L. Ethnic inequalities in mental health: promoting lasting positive change 2014. Taken from Public Health England. Mental health and wellbeing JSNA toolkit: Mental health: population factors

[9] 38 Fitzpatrick R, Kumar S, Nkansa-Dwamena O, Thorne L. Ethnic inequalities in mental health: promoting lasting positive change 2014. Taken from Public Health England. Mental health and wellbeing JSNA toolkit: Mental health: population factors

[9] 38 Fitzpatrick R, Kumar S, Nkansa-Dwamena O, Thorne L. Ethnic inequalities in mental health: promoting lasting positive change 2014. Taken from Public Health England. Mental health and wellbeing JSNA toolkit: Mental health: population factors

- National data demonstrated the disproportionate impact of the pandemic on Black & Racially Minoritised communities and local data and engagement with residents yielded feedback like that suggested by the national data.[10]
- Local data suggests that there is a huge disparity in unemployment rates and economic activity amongst Black & Racially Minoritised communities in relation to White British residents. At the time of the 2011 census, Black African residents had an unemployment rate of 18.7%[11] and Gypsy or Irish traveller communities had an unemployment rate of 15.3%[12] - these are over twice the city average of 7.3%[13]. This is subject to new census data being released in 2023.
- According to 2018 City Tracker[14] data, only 48% of ''BME'' residents feel safe after dark in their local area. This drops to 35% of ''BME'' residents feeling very safe after dark in the city centre.
- In the period 2021-22, there were 639 racist crimes and incidents in Brighton & Hove. Over this same period there were 55 religiously motivated crimes and incidents.

Sources:

Community Insight: https://brighton-hove.communityinsight.org/

ONS: https://www.ons.gov.uk/census

2021 Census raw data: https://www.nomisweb.co.uk/sources/census_2021

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[10] TDC Community Voices report

[11] Black and Minority Ethnic Communities in Brighton & Hove (bhconnected.org.uk)

[12] Black and Minority Ethnic Communities in Brighton & Hove (bhconnected.org.uk)

[13] Black and Minority Ethnic Communities in Brighton & Hove (bhconnected.org.uk)

[14] Brighton & Hove Connected commissioned Infocorp Ltd to carry out the 2018 annual City Tracker Survey of city residents. The survey covers Brighton & Hove's adult population aged 18+. The objective of the City Tracker Survey is to find out what residents think of Brighton & Hove as a place to live. This includes tracking key performance indicator (KPI) monitoring of essential city services

Appendix 7

References

- **Websites:**
  - [Action to become an anti-racist council (brighton-hove.gov.uk)](#)
  - [Alone, Together (oliverwyman.com)](#)
  - [Anti-Racism Education Strategy](#)
  - [Becoming an anti-racist city (brighton-hove.gov.uk)](#)
  - [Being a fair and inclusive council (brighton-hove.gov.uk)](#)
  - [Births and infant mortality by ethnicity in England and Wales - Office for National Statistics (ons.gov.uk)](#)
  - [Black and Minority Ethnic Communities in Brighton & Hove – summary report (bhconnected.org.uk)](#)
  - [Black and Minority Ethnic Communities in Brighton & Hove (bhconnected.org.uk)](#)
  - brighton-hove.communityinsight.org. (n.d.). *Local Insight*. [online] Available at: https://brighton-hove.communityinsight.org/.
  - [Council's social care team turn anti-racist pledge into action (brighton-hove.gov.uk)](#)
  - [How can procurement lead on equality, diversity and inclusion? - Supply Management (cips.org)](#)
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  - [What works in diversity: turning evidence into practice | CIPD News](#)
  - [Workforce Race Equality Standards Action Plan (WRES) (brighton-hove.gov.uk)](#)

- **Books:**
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  - DiAngelo, R. and Dyson, M.E. (2018). *White fragility: why it's so hard for White people to talk about racism*. Boston, Massachusetts: Beacon Press.
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  - Olusoga, D. (2016). *Black and British*. London: Macmillan.
  - Reni Eddo-Lodge (2020). *Why I'm No Longer Talking to White People About Race*. Bloomsbury Publishing.
  - Saad, L.F. (2020). *Me and White Supremacy*. Sourcebooks, Inc.
  - Sathnam Sanghera (2021). *Empireland how imperialism has shaped modern Britain*. London Viking.
  - Steele, C. (2010). *Whistling Vivaldi and other clues to how stereotypes affect us and what we can do*. New York Norton.
  - Uju Asika (2021). *Bringing Up Race*. Sourcebooks, Inc.

Appendix 8

Publication and Contact Information

This Anti-racism Strategy is available in various accessible formats, including Easy Read, British Sign Language (BSL) translation, Braille and among others, upon request in other languages.

For the strategy in another format or any questions about the strategy please contact the council's Equality Team by:

Email: equalities@brigton-hove.gov.uk

Telephone: 01273 291952

Text: 078 2511 3908

Brighton & Hove City Council

Tourism, Equalities, Communities, & Culture Committee

Agenda Item 61

Subject: Accessible City Strategy Update

Date of meeting: 9th March 2023

Report of: Executive Director Housing, Neighbourhoods, Communities

Contact Officer: Name: Emma McDermott
Tel: 07825 113 908
Email: **emma.mcdermott@brighton-hove.gov.uk**

Ward(s) affected: All

For general release

1. Purpose of the report and policy context

1.1 This report updates the committee on the development of the council's first organisation-wide, holistic, and integrated Accessible City Strategy. It provides an overview of the draft strategy and priority council-wide actions and builds on the last update presented to this committee in September 2022.

2. Recommendations

2.1 The Committee notes progress on development of the Accessible City Strategy.

3. Context and background information

3.1 Following the September 2022 update, Phase 2 of the strategy's development ran from July 2022 to March 2023 and concluded the following activities:

   a. Regular meetings of the officer Task and Finish group to steer and inform engagement with each directorate to secure awareness and understanding of the strategy and to develop actions to deliver the aims of the strategy.
   b. Action planning workshops facilitated by the council's Equality, Diversity, and Inclusion Team with each Directorate to support the development of bespoke actions for inclusion in the strategy's action plan.
   c. Meetings of the Disability Panel (section 5 for detail on the Panel) to establish and consolidate its purpose and membership and to provide external stakeholder oversight of the development of the strategy. Four disabled individuals were recruited onto the panel.

d. Meetings of the Wider Reference Group (section 5 for detail on the Group) to receive input and comments from a wide range of disability organisations.

e. The drafting of the front end of the strategy by Freeney Williams (consultant appointed to assist with the first phase of the strategy's development and conclusion of the strategy) and council officers.

f. Facilitation of an online staff focus group by Freeney Williams to capture the lived experiences of disabled BHCC staff as city residents

g. Presentation of the draft strategy and actions to key internal equality governance groups, including the Corporate Equality Delivery Group chaired by the Chief Executive, the five Directorate Equality Delivery Groups, the city's Deaf Services Liaison Forum and its Equality and Inclusion Partnership, and the council's Disabled Workers and Carers Network for feedback.

h. Collected quantitative and qualitative data to inform the strategy content.

3.2 Principles, Themes and Council-wide Priority Actions

3.2.1 The engagement undertaken in both phase 1 and phase 2 of the strategy's development signalled that the council needs to clearly communicate the principles and approach alongside the strategic changes it will make to work towards its goal of a making Brighton & Hove welcoming, inclusive and accessible for the diverse community of people who live, work, and visit the city, inclusive of their access requirements.

3.3 Draft Principles

3.3.1 From the development process the emergent principles for the strategy include following a social model of disability, which says that people are disabled by barriers in society, rather than by their disability or difference; being informed by best practice, sensitive to diverse and multiple identities that co-exist with disability and going beyond the minimum legal compliance with the Equality Act wherever possible.

3.3.2 Further, that the council adopt inclusive and accessible design as standard for services, projects, policies, and practice, so that these can be as barrier-free as possible as a matter of course. Where barriers remain for individuals, inclusive and reasonable adjustments will be required as legally mandated.

3.3.3 The strategy should adopt the disability rights approach of "Nothing without us", which supports the involvement of disabled individuals and groups.

3.4 Draft Themes and Council-Wide Priority Action

3.4.1 Through the process of developing the Accessible City Strategy, three strategic themes have been identified for the whole council to work towards throughout the proposed 5-year duration of the strategy. Under each theme a proposed action applicable across all the directorates is emerging.

3.4.2   The first strategic theme identified is 'Engagement: communicating and collaborating'. The priority action is to increase and improve communication and engagement with disabled residents, service users, customers, tenants, aligned to a new engagement strategy being developed for the whole council. Our engagement should be nuanced and intersectional. It should be used proactively to change to council policy and practice.

3.4.3   The second strategic theme identified is 'Data: collecting and using'. The priority action is to improve the collection, analysis, and application of qualitative, quantitative, and intersectional data regarding disabled residents (be they service users, customers, tenants) to better understand their access to and experience of services, using this proactively to inform service improvement.

3.4.4   The third strategic theme identified is 'Policy and practice: reviewing and changing'. The priority action is to identify, review and co-produce key policies, plans, strategies, and work, embedding inclusive-design principles to boost their impact on outcomes for disabled people. This cannot be achieved without a commitment by the council to undertake disability-inclusive council-wide learning and development. This will likely take many forms over the lifetime of the strategy ranging from formal learning opportunities to case study workshops facilitated by the council's EDI team, as well as learning opportunities tailored by and to individual services.

3.4.5   The three strategically linked council-wide priority actions will be fulfilled by directorate-specific prioritised actions carried out over five years. Detailed SMART action plans are under development to aid strategy implementation once the strategy is approved.

3.5   Monitoring & Reporting

3.5.1   The Accessible City Strategy will have multiple layers of accountability through rigorous monitoring and reporting. This will include progress reports to TECC committee and the city's Equality and Inclusion Partnership as well as to the Disability Panel and Wider Reference Group.

3.5.2   Internal monitoring will take place through the existing quarterly performance updates by each of the council's five directorates on their Fair and Inclusive Action Plan (FIAP). Each directorate's FIAP will include their Accessible City actions. This ensures that the Accessible City Strategy and the Fair and Inclusive Action Plan are aligned and avoids duplication of internal process. Updates on each directorate's progress are quality assured by the council's EDI team and via updates to the Corporate Equality Delivery Group.

4.   Analysis and consideration of alternative options

4.1   We already know that 1 in 5 (51,797 people, 19%) residents knows what it feels like to live with disabilities, and we have existing complaints,

challenges and service experiences that tell us we need to do significantly better and become more accessible and proactive with reasonable adjustments.

4.2   The council could continue to take a piecemeal legislation-driven approach to disability. However, we are aware that this approach produces pockets of excellence and poor practice across the council and inconsistency of outcomes and experiences for disabled people. Implementing the strategy aims to systemically shift the cultural, knowledge and practice of the council and embed accessibility and disability-inclusivity. Not only should this result in better experiences and outcomes for disabled residents but organisational capacity improvements if and where complaints reduce and experiences improve, potentially resulting in service efficiencies, and operational cost savings.

5.   Community engagement and consultation

5.1   Community engagement and consultation in relation to the Accessible City Strategy have been carried out with the support of our disability consultant, Freeney Williams. We are currently carrying out further engagement with the Disability Panel and Wider Reference Group following feedback and requests. These groups were newly set-up in late 2022 as advisory and consultancy groups. Feedback and review of the strategy and appendices developed so far are also being undertaken by the council's Disabled Workers and Carers' Staff Network.

5.2   Disabled people's voices are vital to this work, and the two engagement groups are at the heart of developing and implementing the Strategy. The Disability Panel and Wider Reference Group centre the voices of people with lived experience of disability and speak to the disability activist slogan 'Nothing without us.' Both are meaningful groups that contribute their expertise and experience to making the strategy as inclusive as possible. Moving forward, the Equalities team is committed to developing an intersectional perspective and increasing representation in these groups at leadership and within membership of those from the lived experience of disabled people who are Black & Racially Minoritised, from LGBTQIA+ groups, faith communities and diverse marginalised communities.

5.2.1 The Disability Panel provides strategic, expert, and impartial advice on developing, implementing, monitoring, and reviewing the Accessible City Strategy and its action plans. The chief executive of Possability People currently chairs the Panel. Panel membership is made up of disabled individuals and representatives from local disabled people's organisations. The organisations currently represented on the Panel are Mind in Brighton and Hove, Grace Eyre Foundation, Brighton and Hove SpeakOut, the MS Society, East Sussex Vision Support and Amaze. Meetings are also attended by the externally engaged disability consultant Freeney Williams. Four disabled individuals were recruited to the Panel following a public-facing recruitment campaign and a shortlisting and interview process.

5.2.2 Disabled person's organisations and disabled individuals are paid for preparing for and attending four Panel meetings per year, and members provide advice and guidance on relevant topics in relation to the strategy. Not all people with access requirements identify as disabled, including many D/deaf people. For this reason, a representative from our Deaf Services Liaison Forum (DSLF) has a place on the Panel and contributes input from the perspective of Deaf Community members.

5.2.3 The Chair of the Disability Panel facilitates a feedback loop between the Disability Panel and the Wider Reference Group. The Wider Reference Group provides critical input and feedback to the Disability Panel and shares experiences of barriers and ideas for solutions with clear boundaries of engagement established through agreed Terms of Reference for both groups.

5.2.4 The Wider Reference Group provides crucial input and feedback to the Disability Panel. The role of the Wider Reference Group is to provide a safe, inclusive space for local groups and organisations to give their views and take part in discussions on how the city and the council services can become more accessible. The Group is a membership body, open to representatives from disabled people's organisations that support and empower disabled residents of Brighton and Hove – ideally with lived experience of disability themselves. There will be future opportunities for individuals with lived experience of disability to get involved with sharing their views.

5.2.5 Terms of reference and meeting papers for Disability Panel and Wider Reference Group meetings are produced in Easy Read and British Sign Language (BSL) versions to remove access barriers for participants. Braille versions can be procured as needed.

5.3 The local disability consultant Freeney Williams facilitated an online focus group in December 2023 to engage with disabled council employees and learn from their lived experience as city residents. They spoke about experiences of barriers related to living in the city, accessing shops and restaurants, and moving around the city. They were keen to see disability awareness training for business owners, and for the council to adopt inclusive design principles into all areas of its work and have an intersectional approach to disability.

5.4 A number of internal and external groups and forums have been involved in the strategy's development, providing critical friend feedback, and receiving updates. These include the council's Disabled Workers and Carers' Network and the multi-agency Equality and Inclusion Partnership and Deaf Services Liaison Forum.

5.5 We are working with a broad understanding of disability and have considered neurodiversity, mental health, and non-visible disabilities in the foundational building of the strategy. Our work has been informed by the lived experiences of our engagement group members and disabled council

officers living with these experiences. Further work has been identified in this area and this will develop both in the future as part of implementation.

6.   Conclusion

6.1   The vision is to make Brighton & Hove welcoming, inclusive and accessible for the diverse community of people who live, work, and visit the city, inclusive of their access requirements. The intention is for an ambitious strategy, founded on a realistic understanding of council's current performance and changes it needs to make. It will take time to shift the culture, processes, policies, and practices. Having an organisation-wide, holistic strategy that takes a systems approach to change with clear action planning and monitoring in place, provides us with a roadmap for change and for being held to account.

6.2   Following further engagement with the Disability Panel and Wider Reference group the intention is to present the full and final draft strategy for approval at this committee in June 2023.

7.   Financial implications

7.1   Project management and leadership of the work is being carried out as part of the core business of the Communities, Equalities and Third Sector (CETS) team. A budget of £20,000 has been allocated from the CETS initiatives budget to support the work – principally funding the consultant. Financial implications arising from the strategy's action plan will be considered by the relevant service as part of their budget management processes and decisions on allocation of funding will be made in line with council's budget setting process.

Name of finance officer consulted: Mike Bentley   Date consulted: 13-Februrary-2023

8.   Legal implications

8.1   There are no legal implications arising from this report which is for noting. All of the actions proposed are in line with the Council's powers and duties, in particular under the Equality Act 2010.

Name of lawyer consulted: Joanne Dunyaglo   Date consulted: 20-Februrary-2023

9.   Equalities implications

9.1   The intention of this work is to address identified disadvantage and lack of access experienced by disabled people who live, work, study in or visit the city. The range of engagement planned with disabled people who share other characteristics in addition to their ethnicity will ensure that perspectives are heard from a wide range of people.

9.2 The work is central to the council's legal duties under the Equality Act 2010 to eliminate discrimination, advance equality of opportunity and foster good relations between communities, as well as to encourage civic engagement by under-represented groups.

9.3 This links into the positive duty in the Equality Act to promote opportunities for disabled people including participation in civic life. It also links in with and complements other key City Council strategies including, but not exclusively, the Brighton & Hove Special Educational Needs and Disability (SEND) Strategy, and the Fair and Inclusive Action Plan.

9.4 An Equality Impact Assessment has been completed for the Accessible City Strategy.

10. Sustainability implications

10.1 No sustainability implications arise from this report.

11. Other Implications

11.1 **Social Value and procurement implications**: There are no direct social value and procurement implications that arise from this report

11.2 **Crime & disorder implications:** There are no direct Crime and disorder implications arising from this report. Implementing this strategy may result in reducing ableism, increasing awareness of hate crime reporting and crimes against disabled people including complex and intersecting lived experiences.

11.3 **Public health implications:** There are no direct Public Health implications arising from this report. Implementing this strategy may result in increased awareness of disabled people lived experiences, health inequalities and disproportionate impact, intersecting and complex issues faced by disabled people and of disabilities generally.

11.4 **Corporate/City-wide implications:** The Accessible City Strategy supports to embed accessibility, disability-friendly and inclusive design in how the council thinks, works, and delivers as a service provider, employer, and civic leader. The strategy will work in synergy with other council strategies, seeking to embed disability-inclusivity for example, Directorates' Engagement Strategies, Digital Inclusion Strategy, Customer Service Strategy, People Strategy, future Corporate and Directorate Plans and strategies. It will align with the council's existing Fair and Inclusive Action Plan

11.5 This strategy also supports ongoing key initiatives around data and resident insights development, wider equalities advisory and support, including council-wide learning from complaints and service failures to pivot for holistic growth and improvement.

11.6 The intention is that the strategy and its implementation is a beacon of change and influences other organisations, in particular public sector organisations, to make change. It provides a mandate to the council, via its civic leadership role to ask for change.

Brighton & Hove City Council

Tourism, Equalities,   **Agenda Item 62**
Communities, & Culture
Committee

Subject:		**Community Safety and Crime Reduction Strategy 2023-2026**
Date of Meeting:		**March 2023**
Report of:		**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 2023-2026. Appendix 1

2. RECOMMENDATIONS:

2.1 That the committee approves the strategy and the suggested priority areas for reducing crime and disorder in Brighton and Hove.

2.2 That the committee refers the strategy to full council for sign off as set out in the Constitution

2.3 That committee approves the additional consultations as set out in paragraph 5.5

3. CONTEXT/ BACKGROUND INFORMATION

3.1 The Community Safety and Crime Reduction Strategy 2023-26 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 was shared at a stakeholder event in October 2022 and is being updated to reflect some amended data. However this amendment does not affect the priorities identified.

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 and Exploitation
- Domestic violence and abuse, sexual violence and other forms violence against women and girls
- Preventing terrorism and extremism

4.   ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

4.1   The Strategic Assessment document outlines the issues for Brighton and Hove in relation to crime and disorder and made appropriate recommendations which informed the strategy

5.   COMMUNITY ENGAGEMENT & CONSULTATION

5.1   A consultation event was held with partners including statutory, community and voluntary sector organisations in October 2022, 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. Amendments to the initial draft strategy have been incorporated into the final draft presented today, following that feedback. An analysis of the consultation along with a synopsis of comments received from the portal is attached at Appendix 2.

5.5   Consultation will start during the year regarding Public Space Protection Orders in relation to existing gating PSPOs, the alcohol PSPO and the dog control PSPOs. These are due to lapse in October 2023 and there is a statutory requirement that we consult on these to see if they are extended. A report will come to this committee once the consultation has been concluded. A further consultation will also start regarding a new gating PSPO in Nelson's Row. Again a report will come to TECC following that consultation.

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 2023/24.

Finance Officer Consulted: Michael Bentley   Date: 21/02/2023

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: Joanne Dunyaglo   Date:22/2/23

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

Consultation analysis

Community Safety and Crime Reduction Strategy

2023 – 2026

DRAFT

Brighton & Hove
Community Safety Partnership

Contents

Our priorities:

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

3

The Partnership and its work

3

Community Safety and Crime Reduction Strategy 2023-26 - DRAFT

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 2023-2026. It is a requirement of the Crime and Disorder Act 1998.

Partnership working locally

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, and who can help.

As well as the impact on individuals and communities, the negative effects of crime and disorder increase demand on public services. Working in partnership and adopting a 'whole system approach' is essential. Our work contributes to, and overlaps with, the Police & Crime Commissioner's Police and Crime Plan[1], to the council's Corporate Plan[2], and to measures in the Public Health Outcomes Framework to name a few examples.

National context

Politicians and legislators impact broadly on the legal and social setting in which we all live. In 2021 the 'Beating Crime Plan' laid out the government's plan to cut crime, focusing on serious violence, neighbourhood crime and tackling hidden harms. Other national strategic work has been around domestic abuse and other violence against women and girls, strengthening the criminal justice system, supporting victims, hate crime and cyber crime.[3]

In March 2016 the Home Office issued their 'Modern Crime Prevention Strategy'[4]. This listed six 'drivers of crime': opportunity; character; profit; drugs; alcohol; and the criminal justice system, and described its approach to preventing crime as targeting these areas.

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[1] https://www.sussex-pcc.gov.uk/media/5620/sussex-police-crime-plan-2021-24.pdf

[2] Our plan 2020 to 2023 (brighton-hove.gov.uk)

[3] UK Government (2021) Beating Crime Plan https://assets.publishing.service.gov.uk/government/upl oads/system/uploads/attachment_data/file/1015382/Cri me-plan-v10.pdf

[4] Home Office (2016) Modern Crime Prevention Strategy, https://www.gov.uk/government/uploads/system/upload s/attachment_data/file/509831/6.1770_Modern_Crime_ Prevention_Strategy_final_WEB_version.pdf

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Brighton & Hove and the people in the city

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The information in the next two sections has been taken from the Strategic Assessment of Crime and Community Safety 2022. To request a copy, please contact community.safety@brighton-hove.gov.uk

Our residents and visitors

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

The 2021 census found that the city had 277,100 residents, an increase 3,800 people since the 2011 census.[5] Population projections show and increasing trend.

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. At the time of the 2011 census, of people in employment, Brighton & Hove had a higher percentage of students (15%) proportionately higher than the South East (8%) and England (9%). In 2020/21 there were 37,200 students enrolled at the two local universities.

The city is a popular tourist destination and in 2019 around 10.7 million trips were estimated to have been made to the city by day visitors, up 12% on 2018, with over 5.4 million overnight stays. This reduced significantly in 2000 due to the Covid pandemic, when there were 8.3 million day trips and 2.0 million overnight stays.[6]

At the time of the 2011 census, there were 147 residents employed by the armed services, and in 2020 532

veterans in the city were receiving pension or compensation related to military service, proportionately fewer than the South East and England.

According to the 2021 census, 26.1% of the resident population (72,370 people) belonged to an ethnic group other than White British. 31,700 people (11.5%) were White Other, 13,200 were Asian (4.8%), 13,200 were of Mixed ethnicity (4.8%) and 8,600 (3.1%) were of another ethnicity. The city's ethnic minority population (including White Other) has increased by 18,900 people (35.5%) since the 2011 census.

The lesbian, gay, and bisexual population makes up between an estimated 11-15% of our population, equating to between 25,800 and 35,200 adult residents based on 2021 census [7] It is estimated that there are between 1,500 and 2,500 trans adults living in Brighton & Hove, with many more coming to the city as visitors.

In 2020, among residents aged 18 to 64, there were an estimated 38,400 people with a common mental health disorder and 9,100 people with impaired mobility. There were an estimated 5,900 people aged over 18 with a learning difficulty.

In 2020/21 10% of city residents surveyed reported low levels of happiness, similar to the South East and England. 31% of city residents reported high levels of anxiety, up from 27% in

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[5] This report is being drafted at a time when some of the 2021 census results have been released, while others are awaited. The report therefore contains a mix data from the two censuses and will be updated as new data become available.

[6] The Economic Impact of Tourism Brighton & Hove 2020, Tourism South East. The Economic Impact of Tourism on Brighton and Hove 2020

[7] The 2021 Census collected data on sexual orientation for the first time, and data should be released early in 2023.

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2019/20. This significantly worse than the South East and England, both at 24%.[8]

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

Regarding children, there were 2,378 Children in Need and 281 children who were the subject of a child protection plan in the city as of March 2022, 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 131st out of 326 of all local authorities in England, slightly more deprived than the England average. However, the level of deprivation varies widely across the city, with some of the more deprived being in the east.

There were an estimated 7,900 unemployed people in the city in the twelve months up to March 2022.[9] This represents 4.6% of all those who were economically active[10] compared to 4.1% in Great Britain and in 3.5% in the South East.

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, water and heating.

Recent data from the Low Income Family Tracker (LIFT)[11] shows that as of September 2022, there were 22,307 low income households in the city, with 8,446 children living in them. Of these, 7,000 households, with 4,550 children were living below the poverty line. In addition, 2,336 households in the city were estimated to have a cash shortfall. The number of households with a cash shortfall was predicted to increase by 58% by 2023.

Between 3.0% and 3.8% of 16-17 year olds (up to 192 young people) were not in education, training or employment in the three months ending February 2022.

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.

The street outreach service found 655 people sleeping rough in 2021/22, up from 540 in 2020/21. Since then, the number of individuals has risen further – in the 8 month period from April to November 2022, 698 individuals were found sleeping rough. The cost of

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[8] ONS Annual Population Survey. Self-reported wellbeing, Public Health Profiles - PHE

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

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

[11] LIFT data is produced using council data on Housing Benefit claimants and DWP data relating to Universal Credit-Council Tax Reduction claimants in the

city. These are combined with data on council tax arrears, Housing Benefit overpayments and rent arrears (where BHCC is landlord). This information for each individual household is then calculated against average spend by particular household type. The result is a snapshot of financial vulnerability for each of these households in the city. NB. This doesn't include all low income, benefit recipient households, only Universal Credit recipients who also claim Council Tax Reduction.

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housing for people on low incomes remains a problem.

...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 in 2022 reported on how different people are affected by crime and safety issues. The process of determining our priorities and actions takes these findings into account.

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Crime and disorder overview

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Nature and scale of crimes

There were 27,531 crimes recorded by the police in Brighton & Hove in 2021/22. This is higher than 24,604 in 2020/21 when Covid had its greatest impact on people's lives, but lower than the 29,393 in 2019/20 (mainly before Covid). The crime rate per 1,000 population in 2021/22 was 93.7, similar to the average of our group of 15 benchmarked partnerships (94.2).

Figure 1 shows the different crime groups making up the total. Broadly speaking, 36% were classified as violence against the person crimes, 29% acquisitive crimes, 12% public order offences and 10% criminal damage, 5% sexual offences and 4% drugs offences.

Figure 1. Total police recorded crime breakdown, 2021/22 (n=27,531)
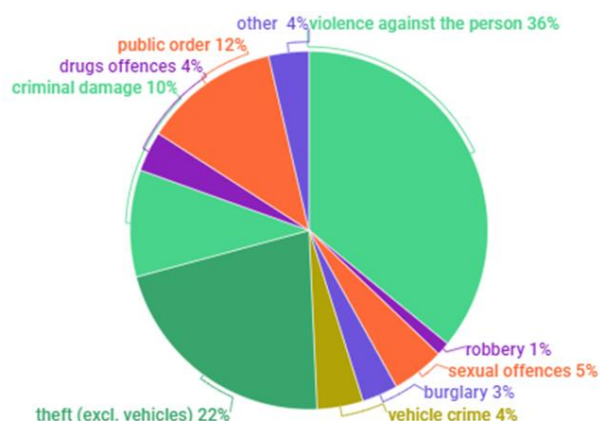
The line graph in Figure 2 shows the trend in total police recorded crime over the last ten years.

Figure 2. Total police recorded crime, 2012/13 – 2021/22
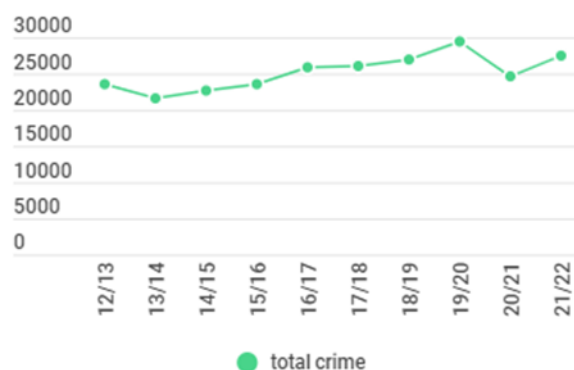
From 2014/15 numbers of police recorded total crimes showed a decline between 2011/12 increased year by year up to 2019/20. However, between 2019/20 and 2020/21 there was a 20% drop, strongly linked to the Covid pandemic and an 11.5% increase in 2021/22. It is important to note that, as well as underlying changes in crimes taking place, crime trends can be influenced by recording practices, changes in definitions, and propensity to report. [12]

In contrast to recorded crime, up to 2019/20, ASB incidents were showing a long term decline. However, there was a sharp increase in 2020/21 with 13,436 incidents recorded. Numbers were particularly high during that year, (up from 7,271 in 2019/20), with the increase being associated with people contravening Covid restrictions. ASB incidents dropped back down in 2021/22 with 8,329 recorded. [13]

More information on recorded crimes and incidents is provided in the Strategic Assessment.

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[12] The increase seen from 2014/15 onwards was 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. A subsequent HMIC inspection in 2016 on data recording by Sussex Police found that improvements have been made, while further areas for improvement were identified http://www.justiceinspectorates.gov.uk/hmic/publications/sussex-crime-data-integrity-inspection-2016/

[13] The improvement in crime recording practices mentioned in the previous footnote is likely to have played a part in the long term decline in the number of occurrences classed as ASB incidents.

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 1,948 offenders (1,889 adults and 59 young people) in 2019/20 in Brighton & Hove. 30% of the adults and 51% of the young people perpetrating crime in this period went on to reoffend in the following 12 months. These are higher rates than for England & Wales as a whole (25% and 34% respectively).

Alcohol and drug use

Violent crime is frequently associated with alcohol misuse, and habitual drug use can be a driver for acquisitive crimes.[4]

Measures of alcohol sales and consumption are higher than England, the South East, and also higher than the average of our matched authorities.[14]

Estimates based on modelling from 2016/17 show that, compared with the South East and with England, the proportion of the city's resident population using opiates or crack cocaine is higher.[15]

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 2019/20 8% 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. Women tended to worry more than men, as did people from Asian/Asian British or Black/Black British ethnic groups, those in more routine occupations or unemployed, and those living in more deprived areas.[16]

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,

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[14] https://fingertips.phe.org.uk/profile/local-alcohol-profiles accessed Jan 2021

[15] https://www.gov.uk/government/publications/opiate-and-crack-cocaine-use-prevalence-estimates-for-local-populations

[16] Crime in England & Wales: Annual supplementary tables.
https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/crimeinenglandandwalesannualsupplementarytables

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value of property stolen/damaged, and the cost of health, police and other public services in response to crime.[17]

The average cost of each crime that takes place is estimated at:

- £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 crimes against businesses.

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[17] The economic and social costs of crime, Home Office, 2018. (Based on costs In 2015/16)

Current landscape

There have been a number of national and international developments affecting the landscape in which our work to reduce crime and disorder is set.

Covid-19

Nationally, the Crime in England & Wales report showed that patterns of crime were substantially affected by COVID-19 and associated restrictions. During periods of national lockdown there were decreases in many types of police recorded crime, but fraud and computer misuse offences increased substantially during that time.

Since restrictions were lifted following the third national lockdown in early 2021, police recorded crime data found that certain offence types were returning to or exceeding the levels seen before the pandemic, for example violence and sexual offences, while theft and robbery remained at a lower level. Provisional estimates from the Crime Survey for England & Wales are that domestic and sexual assaults in the 6 months ending March 2022 were similar to pre-Covid levels. In contrast, police recorded sexual offences showed an increase, although this might other factors besides the actual numbers taking place.[18]

The government initially provided a financial cushion for those whose work was affected by Covid during 2020 but there has been a longer term impact on the economy. Covid also led to a disruption to education for young people, and the effects of this were experienced more severely by people who were less well off, serving to widen inequalities.

Cost of living

Financial pressures and hardship have become more acute in 2022, made more difficult by steeply rising living costs arising from the war in Ukraine and other factors. This is compounding the negative impact on mental health experienced during Covid.[19,20]

The cost of housing in Brighton & Hove remains an additional pressure, making access to suitable housing for those on lower incomes very difficult. Inadequate housing may contribute to pressures on those at risk of offending.

The financial pressures on statutory services are increasing. Creative ideas which lead to new ways of working effectively, but which cost less or are cost neutral, continue to be needed. The Covid pandemic accelerated the development of internet-based services, and this may be further used to help with efficiencies.

Community cohesion

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. Black Lives Matter demonstrations during 2020 also brought out vocal opposing narratives.

The threat of terrorism remains present nationally. Since 2019 the threat level has fluctuated between 'substantial' meaning that an attack is likely and 'severe' meaning an attack is highly likely. It was raised to 'severe' in November 2021 but was reduced once again to 'substantial' in February 2022 and remains at this level a time of writing.

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https://www.ons.gov.uk/releases/crimeinenglandandwalesyearendingmarch2022

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CentreforMentalHealth_COVID_MH_Forecasting4_May21.pdf

[20] World Mental Health Day: Rising cost of living and mental health (parliament.uk)

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Identifying and progressing priorities

Local analysis

Our plans for the three year period from April 2023 to March 2026 are informed by the Brighton & Hove Strategic Assessment of Crime and Community Safety 2022. This looks at the crime and community safety picture in the city. It considered the nature and scale of problems, trends, the impact on communities and individuals, and so on. This has informed the setting of our priorities, and the plans for how to progress these.

The work for the 2022 Strategic Assessment has been carried out jointly by officers with lead responsibility for each priority area and analysts in the council's Public Health Intelligence Team.

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 five priority areas in this strategy: serious violence, drugs and exploitation, domestic and sexual violence/abuse and other violence against women and girls, anti-social behaviour, hate incidents and crimes and Prevent. These are chosen to reflect both national and local priorities, and have a particular focus on areas where the impact on victims is high.

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.

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, laying out timescales and assigning responsibility for taking the work forward. Progress is monitored through thematic steering groups or forums, and the Community Safety Partnership Board also keeps 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 need to be carefully interpreted to avoid drawing misplaced conclusions.

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Relevant work of key partners

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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 schools, 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. In some areas of our partnership's work projects operate in conjunction with Community Safety Partnerships in East and West Sussex.

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 and strategies

Adolescent services. Brighton & Hove's work with young people who are engaged in criminal behaviour is part of the council's Adolescent Service. The Service also provides support and safeguarding tailored to adolescents and those transitioning to adulthood, including multi-agency work to address risk connected with exploitation.

The Youth Justice Plan is integrated within the Complex Adolescent Strategy 2020-23. It has the following priorities:

- Divert children away from the Criminal Justice System
- Gain a better understanding of why children reoffend in order to respond appropriately
- Maintain a low number of custodial sentences and to avoid wherever possible
- Embed contextual safeguarding approaches and ensure a robust multi-agency response to child exploitation
- Increase service user participation
- Ensure a shared understanding of children and young people's

substance use and respond appropriately to reduce harm caused.

This work is overseen by the Adolescent Strategic Management Board which reports to the Community Safety Partnership Board.

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 Brighton & Hove Safeguarding Children Partnership co-ordinates work by all agencies and individuals to safeguard and promote the welfare of children and young people.

Other targeted strategies. The a Fairer Brighton & Hove – disadvantage strategy framework 2022-25 lays out how the city can identify, respond to and support the needs of families at risk of disadvantage, especially those who have been affected by the cost of living increase.

The Adult Learning Disability Strategy 2021-26 highlights personal safety, online safety and hate crime as areas for attention in the Relationships, Friendships and Feeling Safe workstream.

Combating Drugs Partnership. The ten year national Drugs Strategy has the aim of 'cutting crime and saving lives' through breaking the supply chain, treatment and recovery and reducing the demand for drugs. The purpose of the Combating Drugs Partnership is to bring together local partners including in enforcement, treatment, recovery and prevention to provide oversight and direction to the development and delivery of a combating drugs strategy and delivery plan for Brighton & Hove.

Integrated Offender Management (IOM). There is a regional strategic plan on IOM, and national operational

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guidance for the management of adult offenders to reduce reoffending adhered to locally. This sets out how police, probation, courts, prisons, health, local authorities and others can support the needs of offenders.

'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.

Mental health services. Many offenders have needs around mental health, often compounded by alcohol and/or drugs misuse. The 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. The Homelessness and Rough Sleeping Strategy 2020-2025 has 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 year.[21]

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 and have a commitment working in partnership around safeguarding. ESFRS have an offer of home safety visits by Safe and Well advisors, which is included in the resilience planning processes for cuckoo victims. As well as potential for target hardening to reduce future risk to the property and therefore the victim, the Safe and Well advisors are trained in identifying a wide range of health and wellbeing needs and can give general advice or refer to a range of partners to help people get the support they need.

Regulatory services. Regulatory services and other teams within the local authority, for example, environmental health, may help to address issues such as noise-related 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.

Road safety. 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. Brighton & Hove City Council is a member of the Sussex Safer Roads Partnership.

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

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Community Safety and Crime Reduction Strategy 2023-26 – DRAFT

Planning and environmental services.
The council's **planning department** oversees the development of the city's infrastructure. The City Plan includes crime and safety as one of the considerations in development plans.

As part of its work to maintain a clean city environment, services provided by **City Clean** include tackling graffiti, removing hazardous waste such as drug litter, and enforcement action around discarded waste.

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Priority themes

Serious violence, drugs and exploitation

Our aim: **There is less harm caused to individuals and communities in our city due to serious violence, knife crime, organised crime, drugs and exploitation**

What we want to achieve

- A stronger preventative approach to serious violence and exploitation and a decrease in drug-gang related activity through the better use of all available data

- A thriving night-time economy free from drug and alcohol-related violence

- All parts of the community to be free of the fear of violence, drugs and exploitation, to be able to recognise of all forms of exploitation, drug harm and serious violent crime and to have confidence to report it

- Fewer people harmed by serious violence and preventing vulnerable people from becoming involved with organised crime networks

- Safeguard vulnerable children and adults who are being exploited, and provide a safe pathway out of exploitation or involvement with organised crime networks.

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Why this is a priority

Serious violence, or the threat of violence, can have a significant negative impact on individuals, communities and the city as a whole. It can undermine how safe people feel and their wellbeing. The fear of violence and drug related crime deters residents and visitors from engaging with the city's leisure and commercial services, limiting people's lives and posing further economic costs to the city. Violent crimes with injury are amongst the offences that incur the highest costs on the city, in terms of their impact on both individuals and services, such as police and healthcare.

Crimes involving exploitation often involve the criminal exploitation of children, young people and vulnerable adults on a physical, sexual or financial basis. This is of significant concern both nationally and locally. In recognition of the links between drug supply, criminal exploitation, modern slavery and human trafficking, these crime types have been absorbed into a wider exploitation agenda.

Key facts

There were 2,886 police-recorded violent crimes with injury in 2021/22 in the city. These offences had reached a peak of 3,044 in 2019/20 (pre-Covid) but dropped back to 2,331 in 2020/21 when Covid restrictions were imposed on everyday life, including the closure or other restrictions on licensed premises. The latest year's figures remain below those pre-Covid. A similar trend was seen with assault-related attendances at A&E (1,365 in 2021/22) with police recorded robberies (333 robberies in 2021/22) and possession of weapons offences (338 in 2021/22). Injury violence has strong links with the night-time economy.

Where the mechanism of injury was known, 14% of A&E assault attendances in 2021/22 related to a stabbing with a knife or other sharp implement. The number of stabbings was lower than in 2019/20.

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.

Gangs may establish a local base, typically by taking over the homes of local vulnerable adults (such as drugs users, older people, people with mental health issues or a learning disability) by force or coercion in a practice referred to as cuckooing. They then use the premises to deal drugs from and recruit local children, young people and vulnerable adults as drugs runners. As of September 2022, there were 16 cuckooed properties identified in the city. There are also known repeat perpetrators and repeat victims of cuckooing. Cuckooing represents a continued risk to residents, especially those with multiple complex needs. These can increase their vulnerability because of isolation, reduced resilience to coercive behaviours, and so on. There were ten modern slavery offences recorded by the police in 2021/22, a drop from a peak of 46 in 2019/20.

Who's affected

In 2021/22 40% of injury violence crimes happened in a public or open space, 35% in a dwelling and 16% in a hospitality venue. 27% was flagged as domestic violence. Excluding domestic violence offences, two-thirds of victims were male and one third female, and the peak age group was 10-19 year olds. Young males were also most frequently the victim of personal robberies, with these tending to be less associated with the night-time economy than previously.

70% of A&E assault related attendees were males, and the peak age group (both sexes) was 20-24 years. Two-thirds of assault attendees at A&E had a Brighton & Hove postcode, 16% had other BN postcodes across Sussex, and

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17% had postcodes elsewhere. Looking just at stabbing injuries, a higher proportion of patients came from outside the city, and a higher proportion were male.

There were 227 drug trafficking offences recorded in 2021/22. 92% of drug trafficking offenders between April 2020 and September 2021 were male, and these tended to be under 30 years old. Drug trafficking offences were concentrated in the city centre and stretching north to the Level. There is rising trend in drug-related deaths indicating a flourishing drug supply in the city.

When a potential victim of trafficking is identified, a referral is made to the National Referral Mechanism. In 2021/22 across Sussex there were 73 referrals. 75% related to males, 46% were under 18s, and a majority were in respect of criminal exploitation. 74% were UK nationals. Brighton & Hove City Council has made a total of twelve referrals to the National Referral Mechanism in 2021/22 (eight children and three adults), up from seven in 2019/20.

Our plans

This is the first iteration of the three-year community safety strategy to include serious violence, drugs and exploitation combined as a single section, having been merged during the course of the previous strategy review due to significant crossovers between these agendas.

Work will continue within the Brighton & Hove Violence Reduction Partnership executive and subgroups to ensure that local interventions are targeted to address exploitation, serious violence and drug harm.

We will work within the Brighton & Hove and Sussex Violence Reduction Partnerships to develop our response to the Serious Violence Duty, ensure compliance and embed the duty within existing governance structures.

Learning will be taken from the citywide drug summit events to improve partnership communications to the wider community, to improve trust in relevant services and public confidence in reporting drug related activity.

Operation Cuckoo will continue to develop responses to vulnerable adults who have experienced exploitation and coercion to criminal activity, such a drug supply (including County Lines).

Through the use of ASB tools and powers, Brighton & Hove City Council will seek to disrupt perpetrators of exploitation, serious violence and drug-related activity, safeguard vulnerable people, and prevent victimisation of individuals and communities.

Brighton & Hove City Council will continue to develop, promote and embed a contextual approach to safeguarding across internal and external partners (including the local Safeguarding Adults Board and Safeguarding Children Partnership), to prevent both children and adults becoming vulnerable to all forms of exploitation and violence, and provide support and effective routes out to those who may already be involved. To this end, in the absence of specialist services, we will continue to work with services across the city to enhance the support on offer to victims of exploitation, modern slavery and human trafficking.

We will work within local partnerships to further our understanding of the additional vulnerability to exploitation of those with Multiple Complex Needs and develop approaches that are better able meet these needs.

Data gathering across the Violence Reduction Partnership will be developed further, with analysis aimed at improving understanding of needs and potential hotspots of vulnerability, and to better identify and form responses to inequalities across the city.

Brighton & Hove City Council will address the fear of violent crime in the city by

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further developing communications to the community, highlighting the challenges, promoting successes and encouraging further community involvement in developing and delivering responses.

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Domestic abuse, sexual violence and violence against women and girls

Our aim:	**Work in partnership to tackle domestic abuse, sexual violence and violence against women and girls (VAWG) to reduce the harm to individuals and communities**

What we want to achieve

- Develop an integrated, coordinated response to domestic abuse, sexual violence and violence against women and girls (VAWG)

- Prevent of domestic abuse, sexual violence and VAWG by working in partnership

- Provide of support for survivors/victims

- Hold perpetrators to account.

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Why this is a priority

The government has acknowledged that the level of crimes termed 'violence against women & girls' (VAWG) has reached epidemic proportions nationally and there is a need for a step change in the approach required to tackle VAWG. This can only happen if everyone in our communities plays a part. The Community Safety Partnership commits to zero tolerance to all forms of VAWG.

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 affect everyone, but disproportionately affect women and girls. Despite under-reporting, the number of incidents which come to the attention of services remains high. The Brighton & Hove MARAC (Multi-Agency Risk Assessment Conference) has above average levels of referrals of high-risk victims of domestic abuse and a significantly high repeat rate. There are cycles of repeat offending and repeat victimisation and only a small fraction of perpetrators are convicted.

The findings from our recent public survey highlighted sexual harassment as the most prevalent form of VAWG experienced in public spaces. Going forward we intend to work in partnership to improve safety in public and private spaces.

Key facts

Domestic abuse is a prolific crime – 12% of all police recorded crime in 2021/22 had a domestic abuse flag. Setting aside the many incidents which remain unreported, there were 3,299 crimes and 2,188 incidents which came to the attention of the police in Brighton & Hove in 2021/22.

In 2021/22 the police recorded 1,239 sexual offences in Brighton & Hove, of which 1,077 were serious sexual offences, including 397 rape offences.

Both police recorded offences, and the numbers presenting at support services (for both females and males) have also increased over the last few years. Sexual offences often happen in the context of the night-time economy as demonstrated by location and temporal patterns.

There were 463 crimes and incidents of stalking in Brighton & Hove recorded by the police in 2021/22 with 83% having female victims, and 9 police recorded crimes of honour based violence in 2021/22 with all victims being female. It is widely accepted that VAWG is more prevalent than recorded crime figures suggest. Feedback from partners has highlighted that fear of not being believed is a key barrier to survivors reporting or help seeking. This is an issue for survivors of all genders and more so for those with intersecting protected characteristics.

Who's affected

74% of domestic abuse offences in 2021/22 had a female victim and 88% of perpetrators between April 2020 and September 2021 were male. For every case discussed at MARAC in 2021/22 there were an average of 1.3 children in the household. The peak age of victims is 30-39 years.

In the case of police recorded sexual offences in 2021/22, 84% of victims were female and 16% male. 96% of perpetrators were male. 43% of offences were committed by strangers, 37% were by an acquaintance and 15% were committed by an intimate. The peak age group for victims was between 10 and 19 years old.

Problems are already evident in young people's relationships; the 2021 Safe and Well at School Survey found that 45% of 14-16 year olds who had ever had a boy/girlfriend had experienced a problem behaviour in their relationship, with those more likely to experience problems including LGBTQ+ and young carers.

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This survey also found that 19% of 14-16 year olds said they had experienced someone at school touching them sexually when they did not want it. This was more common in girls than boys and in LGBTQ+ pupils.

The fear of sexual violence extends beyond people who have experienced it, also affecting the lives of others in the wider community.

Our plans

Develop an integrated coordinated response to all forms of VAWG

- Continue to implement the Domestic Abuse Act 2021 via coordination of the services that provide support in safe accommodation and the use of increased powers of the criminal justice services

- Policy, performance and safeguarding. Our governance for collective review and development of efficient local response needs to be more robust. We will ensure that the policies and procedures across services in the partnership align and that staff receive appropriate training and resources to identify VAWG and signpost appropriately

- This will facilitate effective partnership working, make best use of resources, and ensure multi-agency support and response pathways work efficiently

- All services will be offered multi-agency training to support improved identification of signs of abuse.

Work in partnership to prevent VAWG

- Increase VAWG awareness communications aimed at younger people and, where appropriate, incorporate into Personal, Social, Health and Economic (PSHE) education.

- Utilise the White Ribbon campaign to work with licensed premises to combat sexual harassment

- Continue to work with the pan-Sussex Domestic Abuse Board and Sexual Violence Board on pan-Sussex initiatives.

- Expand our prevention and early intervention work via the wider reach of specialist services

- Community groups have a key role in building the resources/resilience of survivors, both at the time of crisis and the longer term. We will develop our work with community and faith groups as we develop our integrated coordinated response to VAWG.

- Work with partners in health to ensure all survivors identified in health services are signposted to appropriate specialist support.

Provide support for survivors/victims

- Make better use of data and insights to improve services

- Ensure that the voice of survivors/victims of all genders is central to service development

- Develop targeted resources which enable effective signposting by front line officers

- Continue to develop the MARAC in line with national best practice

- Sustain long term improvements for all survivors. We will work with our partners to build up survivor resilience and resources. To include the social networks and skills that individual survivors/victims can draw upon to live independently

- Create more safe spaces where people feel safe to disclose or reach out for support

- Continue to support our specialist services to work together to tackle VAWG and to ensure there are clear routes to safety for all survivors

- Maintain high quality trauma-informed service pathways providing coordinated and accessible interventions and support. This will be

informed by what people tell us they want and need.

Hold perpetrators to account

- Set a local target for solving VAWG crimes

- Work to improve prevention through work with perpetrators, including disruption, early intervention, and training and awareness.

- Negative views that support the beliefs that VAWG is acceptable will not be condoned.

- Perpetrators of VAWG will be held accountable and supported to take active steps to change their behaviour.

- Strengthen the criminal and civil justice response to perpetrators and develop sustainable proactive interventions and preventative programmes.

Anti-social behaviour

<table>
<tr><td>**Our aim:**</td><td>**Anti-social behaviour (ASB) is reduced and causes less harm to individuals and communities, and trust and confidence in statutory services by those impacted by ASB is increased**</td></tr>
</table>

What we want to achieve

- Reported anti-social behaviour (ASB) is assessed and responded to appropriately and consistently, making best use of resources

- Harm caused by ASB to our most vulnerable residents and ASB in vulnerable geographical locations is reduced

- ASB committed by priority and repeat perpetrators is reduced, making best use of tools and powers available

- ASB, risk and harm associated with the street community and unauthorised encampments is reduced using supportive interventions, and enforcement where necessary

- Youth ASB is identified and addressed at the earliest opportunity using supportive interventions and diversionary activities, and enforcement where necessary

- Successes are communicated to key partners and communities while encouraging and supporting people to report ASB to statutory services.

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> **Definition**:
>
> ***Anti-social behaviour is***
>
> *(a) conduct that has caused, or is likely to cause, harassment, alarm or distress to any person,*
>
> *(b) conduct capable of causing nuisance or annoyance to a person in relation to that person's occupation of residential premises, or*
>
> *(c) conduct capable of causing housing-related nuisance or annoyance to any person.*

Why this is a priority

Anti-social behaviour (ASB) can impact individuals, communities, businesses, and the environment, and we have a responsibility to do all that we reasonably can to reduce the harm caused by ASB.

ASB can have a significant negative impact on people's lives and feelings of wellbeing in their homes as well as in public places.

Brighton & Hove City Council and other social housing providers have seen an increase in reported ASB, noise nuisance and 'neighbour disputes', possibly due to more people working from home. The providers also report an increased level and complexity of need of those persons accommodated in general needs housing.

An increase in ASB in and around supported accommodation has been noted by the police and the council. This includes ASB associated with privately-run supported accommodation which brings an extra challenge as there is little in the way of national regulation or

legislation to hold such providers to account.

Street community numbers have risen after a dip during Covid as Covid-related support has decreased and the government's "everybody in" policy has come to an end; an increase in ASB associated with the street community, including unauthorised encampments, has been raised as a Sussex-wide concern.

Graffiti and public place drug use, including drug litter are issues that continue to be raised by the public, especially in city centre wards.

Key facts

National guidance and legislation in response to Covid-19 impacted on the level, type, and location of ASB, including that recorded by the police. There was an increase in recorded ASB incidents as the police responded to incidents involving people contravening government restrictions or neighbourhood disputes. However, since the end of these measures, the long-term downward trend in police recorded ASB incidents seen prior to Covid-19 has resumed.

There remains a city centre hotspot with corridors of police recorded ASB crimes[22] both West and North of the city centre. Reports of ASB to the council's Community Safety Casework Team also show the highest number of reports to be in city centre wards, particularly St Peter's & North Laine, Regency and Queen's Park, and this is the similar for domestic noise complaints reported to the council, which are highest in Queen's Park, Hanover & Elm Grove, and St. Peter's & North Laine wards. Incidents of drug litter are highest in number in St. Peter's & North Laine and Queen's Park

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[22] Where analysis refers to 'ASB crimes', these are an unofficial custom grouping of Home Office offence classifications that by type, are likely to be most closely linked to ASB, and therefore act as a proxy measure

for ASB. It includes criminal damage, common assault, harassment, public order and affray.

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wards, collected in locations along the seafront, in the Royal Pavilion Gardens and the Level, particularly where the public toilets are located.

The peak in police recorded ASB crimes is earlier in the day than previously seen, with elevated number of offences in the afternoon and early evening on most days of the week, and a particular peak in offences on a Saturday night/ Sunday morning suggesting a link to the night-time economy.

Who's affected

In 2021/22, of those police recorded ASB crimes where the gender of the victim was known, 57% of offences had a male victim, and 43% had a female victim. The rate of victimisation for ASB crimes peaked in the 40-49 age group for males, and 30-39 age group for females, decreasing in subsequent older age groups.

Of the city's council housing tenants in 2022, those involved in ASB (as victims and/or perpetrators) are more likely to: be younger than average; live in flats or bedsits/ studios; live alone; be vulnerable and/or disabled; and be LGBT.

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, for example, social workers, local social housing and supported accommodation providers, on best practice in addressing ASB and reducing harm.

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

The ASB, Crime and Policing Act 2014 introduced powers which we will make

use of where appropriate and necessary to do so, particularly to address behaviour which causes the most harm, for example, cuckooing and associated ASB, ASB associated with the street community and unauthorised encampments, youth disorder and graffiti, and also to address the behaviour of repeat perpetrators. We will also use restorative practice and mediation where appropriate to reduce harm, and will implement the Home Office guidance that we must "put victims first".

Partnership work to address harm associated with the street community, currently managed through the six-weekly Street Community Partnership meeting and the weekly Encampments meeting will be reviewed to ensure effective responses. The monthly Hate and ASB Risk Assessment Conference (HASBRAC) will manage the harm caused to victims of ASB and address the behaviour of priority and repeat perpetrators. Perpetrators will be offered supportive interventions to address their behaviour and enforcement will be used when necessary.

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 statutory Children's services, local third sector support services and the business community.

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 residents through Local Action Teams and residents' and community groups, feeding back successes and building trust and confidence in statutory services.

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Hate incidents and crimes

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

What we want to achieve

- Persons impacted by hate incidents understand the definition of hate incidents or crimes, know how to report them and have a range of reporting options

- Reported hate incidents and crimes are assessed and responded to appropriately and consistently, making best use of resources

- Ensure that the harm caused by hate incidents and crimes to our most vulnerable residents and in identified high impact geographical locations is reduced

- Hate Incidents and crimes committed by priority and repeat perpetrators are reduced, making best use of tools and powers available

- Successes are communicated to key partners and communities while people are encouraged and supported to report hate incidents to statutory services and third sector partners

- Trust and confidence in local services is increased so that individuals and communities feel confident in reporting to and engaging with those services.

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Why this is a priority

Those harmed by incidents and crimes where people are targeted because of a disability, their ethnicity or race, religion or faith, sexual orientation or transgender identity tell us that it has a significant effect on their quality of life, wellbeing and feelings of safety.

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

It is acknowledged that many hate incidents and crimes go unreported. Reasons for not reporting include not knowing what a hate incident or crime is, not knowing where are how to report, a lack of trust in statutory authorities and a belief that nothing will be done.

International conflict and polarised dialogue regarding such events risk having a negative impact upon community cohesion and an increase in hate incidents.

Brighton & Hove was specifically mentioned in recent national press coverage regarding critical race theory. Some parents' opposition to it being taught and debate regarding reform of the Gender Recognition Act has led to anti-LGBTQ+ narratives and reported hate incidents.

The Black Lives Matter campaign has seen negative counter-narratives and associated hate incidents.

Key facts

In Brighton & Hove in 2021/22 the police recorded 639 racist hate incidents and crimes (incl. 552 crimes), 303 hate incidents and crimes motivated by perceived sexuality (incl. 267 crimes), 73 motivated by disability (incl. 57 crimes), 62 motivated by gender identity (incl. 48 crimes), and 55 motivated by religion (incl. 44 crimes).[23] 93% of hate crimes are violence against the person crimes.

There has been a long-term increasing trend in racist incidents and crimes, LGB related hate incidents and crimes, and disability related hate incidents and crimes recorded by the police, although the steepest rise in hate crime between 2013/14 and 2016/17 coincided with general improvements made to the recording of crimes by the police, especially regarding violent crimes. An increase in trans hate crimes both locally and nationally has coincided with an increase in anti-trans narratives in the media and online. It is important to remember, that not all hate incidents and crimes that happen are reported to the police; the Crime Survey England & Wales found that in the three years ending March 2018 53% of hate incidents (all strands combined) came to the attention of the police, an increase from 48% in the previous three year period.

The hotspot location of recorded hate crimes is the city centre, with peaks in offending in the afternoon and evening, particularly on a Saturday. There is a seasonal pattern in hate incidents, with more happening in the summer months, in common with violent offences overall. The highest number of hate incidents reported to the Community Safety Casework Team in 2021/22 occurred in Moulsecoomb & Bevendean, Queen's Park, and St Peter's & North Laine wards.

Who's affected

Racist or religiously motivated, homophobic and transphobic hate crimes are most likely to occur on the street and be committed by a stranger. Whilst most disability hate crimes also occur on the street, there is a higher proportion that occur in a dwelling than seen in other types of hate crime, and disability hate

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[23] 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.

crimes are also more likely to be perpetrated by someone who is known to the victim.

Victims are more often male for racist or religiously motivated and homophobic hate crimes, but this is different for both disability and transphobic offences, which are more likely to have a female victim.

Our plans

The Housing, Neighbourhoods & Communities Directorate within Brighton and Hove City Council will continue to co-ordinate strategic work to reduce hate incidents and crimes and the harm they cause in partnership with the police and other key partners, including the third sector. 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 monthly Joint Action Group will agree and review Community Safety Partnership operational priorities and ensure that available resources are appropriately deployed. The monthly Hate and ASB Risk Assessment Conference (HASBRAC) will address the harm caused to victims of hate incidents and crimes through supportive interventions and manage the behaviour of priority and repeat perpetrators. Perpetrators will be offered appropriate interventions to address their behaviour and enforcement will be used when necessary.

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

We will increase awareness of what a hate incident or crime is and how and where to report, providing a variety of

reporting options, including Third Party Reporting Centres.

Working with partners, whether from the community, voluntary or statutory sector, including safeguarding agencies, is central to our work. This will include keeping in close communication with elected members, local residents and community groups, feeding back successes and building trust and confidence in statutory services.

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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 in Prevent**

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 have better resilience to the challenges posed by international, national, and local critical incidents, better manage and reduce the risk of harm caused to individuals and communities.

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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 before their vulnerabilities are exploited by those who want them to embrace terrorism, and before they become involved in criminal terrorist-related activity.

The UK faces a varied and persistent terror threat. Terrorism remains one of the most direct and immediate risks to the UK's national security. In a step change in terrorist threat, five terrorist incidents took place in the UK in 2017 and the terrorism threat level was twice raised to 'Critical', meaning an attack is imminent. Since 2017, ten further terrorist incidents have occurred, three of those in 2020, two in 2021 and one in 2022.

Additionally, thirty-two terrorist plots (eighteen international terrorism plots, twelve extreme right-wing plots, and two left, anarchist or single-issue terrorism plots), have been successfully disrupted by the police and security agencies in the UK since March 2017, seven of those during the Covid-19 pandemic. Five extreme right-wing organisations have been proscribed in the UK since 2016, two of them in 2021. In 2021, 'Hamas' was also proscribed in its entirety (military and political wings) as a terrorist organisation. The number of counter terrorism investigations has increased to over 800, although the number of arrests has reduced since 2017. The threat level was increased following the two terrorist incidents occurring in the UK within a month in 2021 and has remained at 'Substantial' – meaning 'an attack is likely' since February 2022. 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 significant impact on communities.

All of this combines to paint a picture of a sustained and high tempo threat with significant impact. It takes a whole society approach to effectively tackle terrorism. Partnership between communities, statutory and voluntary services is crucial in countering terrorism and building resilience.

Key facts

Several macro/structural factors are likely to impact, increasing demand, complexities, and likely to drive people into extremism and terrorism: geopolitics (for example the Russian/Ukraine conflict), global uncertainty (increased inflation, cost of living issues, economic downturn, after EU exit), climate change, migration, threats emanating from hostile states, increased communication, and the ever-expanding data environment.

Local threats continue to arise from extreme right-wing terrorism, self-initiated terrorists (individual/s who may be inspired by the rhetoric of groups or causes across all extremist perspectives to carry out attacks), online influences, and online risks of radicalisation including gaming.

The city has witnessed some direct extreme right-wing activity in the form of targeting of the hotels the Home Office have commissioned to accommodate

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Unaccompanied Asylum-Seeking Children. There has been targeting of a reading event as part of the national 'Drag Queen Story Hour'. A broad coalition of actors from extreme-right, anti-vaccine, conspiracy theory scene, and anti-establishment opposed the event. Creating social media and online content to amplify and promote the core narrative of extreme-right has occupied a central place in these activities. Extreme right-wing groups/ influencers are likely to exploit the issue of local asylum provision, migration, and LGBTQ+ issues to promote grievances, increase support and gain purchase in the city.

The risk from 'Al-Qaida' or 'Daesh' and affiliated or inspired terrorisms has continued with a rise in referrals related to this concern nationally and locally. A city resident has been convicted for a terrorism offence. The regulator, the Charity Commission, launched an investigation in 2022 to improve the governance of a faith institution in the city partially due to internal contestations and fragmentation.   Well-governed public institutions and spaces are reportedly resilient and better prevent people from being drawn into terrorism or supporting terrorism.

Different topical themes such as Brexit, Covid-19, anti-racist protests, environmental concerns, and anti-vaccine have been used by extremist and terrorist groups of all perspectives to expand their reach into communities, promote 'victimisation narrative', raise their profile, increase their membership, radicalise and recruit.

Accessing violent, hateful, and terrorist content online can play a significant role in drawing vulnerable users into terrorism. During the Covid-19 pandemic and lockdowns, online activities and risks reportedly increased, with a significant increase in reach to young people, particularly from the extreme right-wing spectrum. Online forums and communities not only provide an environment where it is possible to consume ideology, but they also provide materials or practical enablers of terrorist activity, create networks of like-minded peers, create an 'echo-chamber' and facilitate offline interactions. Individuals may also move from being a consumer of online content to disseminating and producing online content.

Research by Hope Not Hate finds a new alignment of identity politics and the emergence of a new reactionary right threat. The report finds that identity politics have increasingly been framed around a reaction to progressive values, cutting across multiple issues, from modern masculinity to structural racism and transgender rights. The report finds that new 'politics of identity is structured around four elements: attitudes around identity, political and institutional trust, attitudes towards different cultures and religions, and openness to conspiracy theory'.

Conspiracy theories not only fuel division but also mobilise audiences around supposed threats to society and can present a significant communications challenge. They pose potential threat by engendering distrust in their audiences and encourage violence towards the government.

The COVID-19 pandemic has also accelerated a momentum for narratives based on the idea of distrusting governments and political policies. These narratives have fostered a new style of 'anti-government extremism' that seems to attract a diverse set of actors, such as anti-vaxxers, conspiracists, right-wing extremists, and left-wing extremists. With people feeling excluded from current systems and frustrated or indignant at government actions and the democratic system, extremists have exploited this discontent. This antipathy or hostility towards the government's policies, representatives and officials, and sometimes democratic institutions, can translate into violence. This was seen in

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the murder of Sir David Amess MP, and terrorist plots against other MPs. It has also manifested in violence towards police, vandalising vaccination centres, assaulting health staff, threatening politicians directly or indirectly through social media, and participation in (sometimes military style) defend groups.

People's relationships with authority, trust and institutions are likely to remain salient in future. The role and influence of social media and misinformation/disinformation has emerged prominently in people's perception of and trust in the government or authorities.

Prevent work has been delivered in the city since 2009 in partnership with our communities. The city was identified as a Prevent priority area and supported by the Home Office with dedicated posts and projects to mitigate strategic risks from April 2015 until March 2022. The city is no longer a Prevent priority area and Prevent delivery is funded from mainstream budget. With this reduction in resources and budgetary pressures across partners it has been a challenge to sustain best practice.

Who's affected

There were 203 arrests in Great Britain for terrorism-related activity in the 12 months ending June 2022, 20 more than the previous 12 month period. The upward trend in children arrested for terrorism offences continues. Children feature more often and more prominently in ongoing police investigations. Evidence suggests that younger generation of offenders are accessing and viewing dangerous propaganda online, possibly accelerated by a greater dependence on technology during the pandemic.

A higher number of terror suspects arrested in the UK are 'White' (44%), compared to those of 'Asian' ethnicity (35%). Prior to 2017 those of Asian appearance were the most numerous

groups, but since then, those of White appearance have been higher.

There was a national decline in referrals to Channel in 2020/21, with 4,915 individuals referred due to concerns that they were vulnerable to being drawn into terrorism, and 688 people receiving Channel support. The proportion of individuals receiving support due to right-wing extremism has increased steadily over the years reaching 46% in 2020/21 from 26% in 2015/16. An increased number of referrals relate to Mixed, Unclear or Unstable ideology. Most individuals referred to Channel and who consented to receive support were aged 20 years or under, and male.

Most Prevent referrals concern young men, with issues of trauma, adverse childhood experiences, isolation, and low self-esteem. In Prevent referrals, mental health, ASC (Autistic Spectrum Condition), and learning needs are vulnerabilities that are increasingly prominent in risks of being drawn into terrorism for both young people and adults.

Recent [research] has revealed a striking prevalence (over a third) of domestic abuse in the lives of those referred to Prevent as being vulnerable to radicalisation.

Increased access to misogynistic material is also noted, including increased attention to 'Incel' following [Plymouth shooting] incident in August 2021 in the UK.

Our plans

We will continue to build on our existing best practice in coordinating and delivering Prevent locally, our successful engagement with diverse communities and partners, and mainstream Prevent work. Our annual Prevent action plan is responsive to emerging risks and trends and our delivery will be flexible and risk based. The action plan will be amended annually in line with the strategic risks outlined in the counter terrorism local

profile and the Brighton & Hove Prevent Risk Assessment.

We will respond to the findings of the Independent Prevent Review, updated Contest Strategy, and any policy and operational changes, to shape local Prevent delivery and continue to work in partnership with our communities to continue to inspire community confidence in Prevent. We will continue to ensure democratic oversight and scrutiny of the Prevent work.

Since inception, local Prevent delivery has adopted an anti-racist approach and the Prevent 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. Prevent delivery reaffirms its commitment to anti-racist and empowering approach to sustain trust of our communities. Through improved communications of Prevent work and its impact, we will improve trust and confidence amongst partners and communities.

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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 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. The Prevent Board is an extension of the Community Safety Partnership to fulfil statutory requirements through effective co-ordination of activities which meet strategic objectives of the Prevent Strategy and Prevent Duty.

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.

Brighton & Hove
Community Safety Partnership

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February 2022

Consultation on draft Community Safety & Crime Reduction Strategy 2023-26

Summary findings from the consultation

The consultation exercise took the form of an online survey on B&HCC consultation portal; it was open between 19th Dec and 5th Feb 2023.

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:

- o Do you support our aims and plans?
- o 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.

1. Respondents

There were 81 respondents to the online consultation.

- 49 residents
- 1 visitor
- 18 community & voluntary sector organisations
- 1 business
- 8 statutory organisations
- 4 other

Demographic data (not always complete) was provided by 49 residents as follows:

- age range 22-75; mean age 52.6 years (n=44)
- gender: 28 female; 13 male; 3 prefer not to say
- gender identity: 41 identified with the sex they were assigned at birth; 2 did not identify with the sex they were assigned at birth; 4 prefer not to say
- sexual orientation: 23 heterosexual; 5 lesbian/gay women; 7 gay men; 3 bisexual; 1 other; 9 prefer not to say
- ethnic origin:35 White British; 2 White other; 6 Mixed ethnicity; 4 prefer not to say
- religion: 22 no particular religion; 12 Christian; 5 atheist; 4 other; 2 prefer not to say
- LLTI: 29 had no long term limiting illness; 9 activities limited a little; 8 activities limited a lot; 2 prefer not to say
- 11 respondents were carers

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2. Number of respondents providing comments

Table 1. Number of people commenting on each priority area

	Serious violence, drugs and exploitation	Domestic abuse, sexual violence and VAWG	ASB	Hate incidents and crimes	Prevent
Residents and other individuals	37	40	35	31	20
Community, voluntary and statutory sectors	21	19	15	16	13
Total (% of all 81 respondents)	**58** 72%	**59** 73%	**50** 62%	**47** 58%	**33** 41%

- There was a good number of people responding across all areas. DV, SVA and VAWG and serious violence, drugs and exploitation received the highest number of comments followed by ASB and hate incidents.

- The percentage of respondents from the community, voluntary and statutory sectors was highest for serious violence, drugs and exploitation.

3. Levels of support for our proposals

Table 2. Do you support our aims and proposed plans?

	Serious violence, drugs and exploitation	Domestic abuse, sexual violence and VAWG	ASB	Hate incidents and crimes	Prevent
Yes	42	34	36	31	21
Partially support	15	24	12	14	10
No	1	1	2	1	0
% who support	72%	58%	72%	67%	68%
% who partially support	26%	41%	24%	30%	32%
% who do not support	2%	2%	4%	2%	0%
Total respondents	**58**	**59**	**50**	**46**	**31**

- Table 2 presents the number of people commenting on each priority area and shows the extent to which they support the draft aims and plans. Most survey respondents supported or partially supported the aims and plans in the draft strategy.

- The aims and plans for each topic were supported by between 58% and 72% of respondents with serious violence, drugs and exploitation and ASB receiving the highest level of support. This rose to between 96% and 100% including those who partially supported the aims and plans.

- A small minority of respondents (1 or 2) did not support the aims and plans for four of the priority areas.

4. Summarised comments provided for each priority area

THE CONTENT IN THIS SECTION REFLECTS THE RESPONSE TO THE STRATEGY CONSULTATION AND SHOULD NOT BE SEEN AS THE VIEWS OF THE COMMUNITY SAFETY PARTNERSHIP

The information below has been drawn together based on the individual consultation responses and tries to summarise the main points being provided in a structured way. Lead officers have had sight of all comments as they were provided.

If more than one person has made a similar point, the number of people commenting is indicated in brackets.

Serious violence, drugs and exploitation 58 out of 81 people commented on this area

Exploitation & cuckooing

- Prioritise victims – remove perpetrators from cuckooed properties, not victims. (3)
- Make specific mention of County Lines and exploitation of children and young people. More focus on under 18s needed. (2)
- More thorough police investigations of cuckooing is needed
- Important to refer to disproportionate vulnerability/link between homeless/rough sleepers and exploitation/drug distribution networks. Failure to recognise this further marginalises this group. Also need to refer to mothers whose children have been taken into care.
- Outreach needed to vulnerable people. Vulnerable people include those with learning difficulties. Not just prevention – also safeguarding. You can't just eradicate vulnerabilities. (2) Safeguarding should be the front door and the pathway transparent and accessible. Consented referral to the National Referral Mechanism needs to be allocated internally.
- People who are at risk of targeting by gangs need support. Support needed to NRM individuals to help them move out of area.
- Trafficking into prostitution should be mentioned – common in organised crime and exploitation. (3) Strategies to support women to exit prostitution are needed.
- Holistic approach needed for working with vulnerable/at risk people. People (women) who use drugs have often been exploited or groomed, yet feel judged if they report abuse, leading to underreporting. (2) Change attitudes to addiction. Trust and respect needed – don't be heavy handed or judgmental. Create a system enabling people to report without putting themselves at risk.
- Punishment doesn't work – investment in therapy and trauma support is needed.
- Make it easier to report adults and children of concern.
- Be mindful of sex-based nature of vulnerabilities; contextual safeguarding needs to consider the wider context of sexual and domestic abuse in families and how this is responded to in communities.
- Timely responses are needed
- Courts need better outcomes against those who target vulnerable people to traffic and sell drugs.
- People with learning disabilities are at risk of exploitation and abuse and need to have their voices heard.

Drugs and alcohol

- Better access to drug treatment is needed with greater involvement of health partners in drug

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and alcohol service; needs to be better funded.

- Harm reduction tools for drug users needed, eg. safe spaces for people to take drugs with police cooperation; better resourced safeguarding for drug users by adult social care.
- Open street drug dealing is prolific, increasing and is ignored by police. Lack of public confidence to report (drug-related) crime – not worthwhile. (3) Need easy and effective way to report.
- Activities to support community integration of ex/drug users.
- Consideration needed regarding which neighbourhoods to house drug users/dealers.
- More support needed to house people out of area where appropriate
- Activities/strategies for young people, support at school before they become addicted. (2)
- Better links between police, schools, and third sector agencies needed.
- Zero tolerance to any level of violence or drug use
- Provide contextual information around why people are drawn into drug use.

Impact on general public and feeling safe

- Use ASB and Policing Act to protect victims
- Consider the negative impact on 'low level' issues (eg begging; drug litter) experienced by general public; also on (older) people feeling safe.
- Some places across the city are dark/inadequately lit; better lighting at bus stops
- More police on the beat/visible policing (2)

Other

- Linked to racism and poverty which need to be addressed.
- Different agencies have different (equally important) agendas – not black and white issue
- Refer to Safeguarding Children's Partnership and Safeguarding Adults Board for contextual considerations and, including children transitioning to adulthood
- Use Care Act 2014 language ('adults with a care and support need and/or adults at risk')
- Include Fire Service's Enhanced Home Safety Visits in policies and procedures to support victims and vulnerable people, eg. cuckooing, modern slavery, migration exploitation and domestic abuse.
- Preventative/therapeutic work with perpetrators of violence/aggression and free/low cost meaningful activities with mentors.
- The 'Aim' should focus more on prevention.

Domestic abuse, sexual violence and VAWG
59 out of 81 people commented on this area

Terminology and inclusion

- Need consistent, accurate and inclusive terminology around this agenda. (5) Use "crimes which are labelled as VAWG regardless of the gender of the victim". Not 'violence against and girls', but 'violence against women and children'. Gender dichotomised terminology is passe, not fit for purpose and subject to claims for inequality and failure in public sector equality duty. Brighton & Hove should set national standard on this subject.
- Domestic and sexual violence against all groups is important.
- Mention groups who may have barriers or specific needs, eg. LGBTQ+ (more likely to experience mental ill health), disabled, Black and minoritised victims and heterosexual men. Need to specify that there will be support for people who may not identify as male or female.
- Violence against men needs a higher profile in the strategy. (9) Men experience domestic and sexual abuse, coercive control (also higher suicide rate). There is much underreporting, fears of not being taken seriously and they are less likely to seek support. More needs doing around

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- prevention and awareness raising. Particularly an issue for gay men and boys.
- Refer to child victims of domestic abuse in their own right.
- Better support needed for homeless women and those with multiple disadvantage. Link with services who already work with these clients to ensure best practice.
- How are people in marginalised communities and with no recourse to public funds supported? These groups may resist engaging in criminal justice process.
- LGBTQ+ terminology is generally accepted for use nowadays.

Service provision and staff training

- Need services and safe spaces for all people.
- Provision of single sex services required across all domestic/sexual services. (11). Needed for both one to one and group services. Biological sex, not gender identity.
- Include self-identified trans women and girls in services so that the most disenfranchised are not omitted on a technicality.
- Better funding for services, expand/reinstate local services (Survivors Network, Threshold and RISE). (2) Services in the community result in better trust and confidence and are better placed to deliver early intervention and prevention. National housing associations and national charities are not best place to develop holistic offers, especially around the provision of services for women.
- Commissioned providers don't have specialist areas of expertise and dedicated female services/spaces.
- "Expand our prevention and early intervention work via the newly commissioned services". This ignores existing expertise, track record and social value already existing in the city.
- Link across to complex trauma services in partnership with healthcare is missing.
- Improved training for statutory frontline staff. (2) Support people in a trauma-informed, person centred way. Victims lack trust and confidence and this is fundamental. Reports of bad experiences leading to barriers to reporting.
- Make sure training is well promoted. Will it be funded? Information on reporting, services and support should be more visible. Hard to keep track with changing contracts.
- More training for police, courts and social services around coercive control.
- How are current service providers being evaluated?
- Specialist police team needs reinstating – they have more informed responses. Women are less likely to speak to male officers responding to an incident, and risk may be increase.

Support for victims/survivors

- Better safe housing provision and associated services needed. More support for single parent families around housing, other practical issues and trauma support
- Psychotherapy and counselling for survivors and their perpetrators needed.
- Timely access to support and more focus between child to adult services.
- Additional female refuge spaces needed to meet Council of Europe recommended levels. Census data on sexual orientation suggests sufficient spaces for LGBTQ+ places.

Perpetrators

- Focus should not be angled towards responsibility on the victim, (eg moving out/leaving abuser) but on the perpetrator, and they should be held to account.
- Need perpetrator programmes (2), incl. LGBTQ+, outside of the criminal justice system. Perpetrators are more likely to die by suicide. Need a multiagency MARAC type setting which discusses support for known perpetrators to break ongoing cycle of abuse.

Awareness raising and prevention

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- Prevention and education is key. Continuous awareness-raising needed. Teachers in schools, employers and neighbours/communities have a role. (3) Talking about anger and relationships with men is still taboo. Help people to spot signs of abuse.
- Educate children in school to understand inappropriate behaviours (1) Provide safe spaces to discuss.
- Include more on addressing root causes.
- White-ribbon campaign not truly inclusive or effective in disrupting traditional narratives of domestic abuse.

Partners and making links

- The council's VAWG strategy isn't present in the list of actions.
- Make links in the CSP Strategy with the CSP's requirements under the Domestic Abuse Act 2021, Our Vision for the Women's Health Strategy for England 2011, and Health and Care Act 2022.
- Include Fire Service Enhanced Home Safety Visits in policies and procedures for supporting victims/survivors.
- Are partnerships working effectively? Are faith groups involved?

Other

- Who will implement this work?
- Need work to challenge gender stereotyping, misogyny, sexual harassment, etc. in schools, workplaces, etc.
- Close naked lap dancing clubs; decriminalise prostitutes and criminalise punters.
- Victims'/survivors' voices should be heard and should guide policy. (2)
- Wording of the 'Aim' could be more impactful – it's about greater identification, response and prevention.

Anti-social behaviour
50 out of 81 people commented on this area

Locations of concern

- Better lighting (3) where ASB is common. Address issues on the Level; more lights and CCTV at Pavilion Gardens.

Housing and homelessness

- Policy of not evicting is wrong
- More support for people in supported accommodation.
- Housing Trusts hide what's behind doors. Need to have an anonymous line available for vulnerable people in shared accommodation to speak up and get help
- Don't criminalise homeless and vulnerable people – provide them with support and housing.
- Same individuals being on the street for prolonged period leads to lack of public confidence in services. Regular night shelter enables greater opportunity for interventions. Visible policing helps.
- Sound proofing helps

Children/young people

- Need a Youth ASB plan, including universities. Intervene before enforcement action is needed. This would help intergenerational relations.
- Safe spaces for young people to meet needed urgently, especially in less deprived areas. Financial support for youth groups and centres. Especially important following lockdowns. (2)

Ways of working

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- Poor sharing of information between council and police
- Need timely response to ASB to minimise harm to residents.
- Be more robust in responses. Take issues seriously and reduce impact of ASB on others.
- Good communication needed with those who are affected by ASB
- Different agencies have different goals. The working relations with clients can be affected.

Lower level ASB

- Strategy only focuses on more serious ASB – low level also needs addressing – broken window syndrome. Minor incidents aren't minor to those living nearby. A measure of the scale of all ASB would make the case for government funding.
- Need community engagement and to empower/encourage local communities to report low level but persistent ASB.
- Street community, tagging, drug litter, etc. make people feel unsafe.

Improved approaches

- Whole system approach to improved housing and reducing inequality.   This would result in less ASB
- Investment in services to support multiple disadvantaged, neuro diverse, addiction and homelessness would help reduce ASB. Better mental health support would help reduce ASB. Services need to recognise the link between ASB and vulnerability and a holistic and trauma responsive response is needed rather than punishment which can increase vulnerability. (4)
- Increase the use of restorative approaches and mediation. Better awareness of and funding for alternative dispute resolution services to address ASB. Cost of living situation means that fewer volunteers are free to give their time. Consider partnering more effectively with conflict resolution organisations. (3)

Other

- City is filthy and plan is unachievable. Need a more realistic plan.
- As well as the business and third sector support services, make links with the Safeguarding Children's Partnership and the Safeguarding Adults Board, including children transitioning to adulthood.
- Consider within the Strategy the role that the Fire Service might play around arson.
- Reword the Aim so it's more like that for Hate – "An increase in reporting and support, a reduction in crime and a preventative approach"
- Use ASB Act as intended – zero tolerance. Put victims first.

Hate incidents and crimes
47 out of 81 people commented on this area

How to tackle hate incidents

- Holistic approach needed involving all partners, grassroots organisations and people directly affected. (2) Needs more resources. Don't just rely on police to respond. The council needs to act too
- Mental health support needed.
- .
- Strategy should include structural drivers of hate incidents
- Hate links with poverty; city needs to be more affordable.
- How is the fact there are more male victims of hate being addressed?
- Community resolution works better than enforcement.
- Make links with the Safeguarding Children's Partnership and the Safeguarding Adults Board,

to understand contextual issues linked with hate incidents, including hate incidents against those with care and support needs.

- Prevention work by the council should be included in the Strategy.

Support

- People experience hate incidents from statutory services. Commitment needed to secure trust and confidence.
- Include role of Fire Services Home Safety Visits to support victims of hate crime
- Be clearer about how victims of disability hate are being supported
- Highlight the 3 reporting centres
- Address cyber hate incidents and their impact in the strategy

Education and awareness raising

- Involve schools and universities. (4) Intensive education programme in schools to counter existing prejudices. The link with education in the strategy could be stronger. 1
- More public awareness needed on what constitutes a hate crime.

Data

- Analyse and respond to hate crimes and hate incidents separately and acknowledge they are both recorded based on perception. (2)

Other

- Misogyny not yet a hate crime, but sexual harassment needs tackling. Hate against women needs mentioning in this section. (3)
- Facilitate respectful discussion and dialogue about eg. gender identity, and anti-racist education to diffuse tensions and allow respectful disagreement. (3) Communications should be carefully considered around unpalatable truths (eg. the city's historic link to slavery)
- Comments on Critical Race Theory. (3) Lack of clarity around Critical Race Theory. Divisive nature of response to inclusion in school curriculum is concerning. Conflation of Black Lives Matter and its ideology with actual anti-racism.

Prevent

33 out of 81 people commented on this area

- Safety on the streets is a priority
- Empowering individuals to take more responsibility and become part of the solution. Low cost or free cultural events to encourage social interaction.
- Local authority support needed to prevent re-exploitation of NRM referrals accommodated in the area
- Need to develop deeper ties within communities. They are the eyes and ears before the police get to know about things.
- Different views on the Prevent agenda - concerns that Prevent work raises suspicions of racism; training has victim blaming elements (2).
- Government language and policy on refugees is an issue of concern.
- Interesting link between domestic abuse and radicalisation – a focus on this and on Incel locally, including how this is grooming boys in schools, would be beneficial.
- The Strategy should reflect how the CSP links with the work of the Prevent Board
- Should reference the Safeguarding Children Partnership and Safeguarding Adults Board for contextual considerations, eg children transitioning to adulthood.
- Strategy content very specific in places, not specific enough in other places.
- Regard wording of the Aim: … higher trust and confidence in … what?

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- Bias to right wing threat, although good to see one mention of 'extreme left'.
- Link in with partners such as the B&H Muslim Forum with this work

General comments
34 out of 81 people provided general comments

- Act swiftly. Victims first. Zero tolerance. Use the law effectively
- Pretty much the same as previous strategies, but with less analysis by gender/sex. What has been achieved? How successful has the partnership been?
- It does not work. It's pie in the sky – no resources to do all this.
- OK, but sounds like a paper exercise.
- Consulting us to death, taking no heed of the feedback.
- Needs more police presence on the streets, not in cars. More PCSOs (2)
- Lacks sufficient focus on harms facing children and young people. Work in schools needs developing/improving
- No mention of fraud which is having a big impact. Anti-fraud work needed; fraud victims need support.
- LGBTQ+ people have a false sense of security in the city. Police ignore dealing on the streets and only focus on venues
- Closure of public toilets increases risk.
- Need whole system approach, eg affordable accommodation (including for essential workers), better drug and alcohol support, more resources for voluntary sector organisations
- Better system around housing needed. Emergency housing is often unsafe/unsuitable for people with support needs without in-house support so placements fail and people return to abusive situations and feel trapped. Listen to people with lived experience.
- Provide support to vulnerable under 18s, don't criminalise them.
- Many vital support services including outreach teams have been cut, so losing links with local communities.
- No gendered provision for male victims of crime
- Involve voluntary and specialist organisations working directly with people affected. Voices from the local community to be part of the resolution.
- ESFRS can help across the priority areas. Also with road casualties and accidental drowning.
- Ensure the strategy is inclusive throughout.
- Consider children of parental substance misuse and conflict
- Make links with the Adult Learning Disability Strategy Priority 1. Relationships, Friendship and Feeling, especially around online safety and hate crime
- Link more closely with Families, Children and Learning to the disadvantage strategy framework, Fairer Brighton & Hove. This is looking to better identify and support families at risk of disadvantage and overlaps with CSP Strategy.
- Make use of community strength available through the city's faith communities.
- Committed team of analysts

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Brighton and Hove City Council

Tourism, Equalities,
Communities & Culture
Committee

Agenda Item 63

Subject:	**Ukrainian Refugee Programme Grants Scheme 2023-24**
Date:	**9th March 2023**
Report of:	**Executive Director Housing, Neighbourhoods and Communities**
Contact Officer:	**Name: Aime Claude Ndongozi** **Email: aime.ndongozi@brighton-hove.org.uk**

1   PURPOSE OF REPORT AND POLICY CONTEXT

1.1   This paper sets out a proposed grants scheme to support and integrate Ukrainian Refugees who have settled in the city under the Homes for Ukraine Scheme.

RECOMMENDATIONS:

2.1   That committee approves the Ukrainian Refugee Programme grant scheme proposed in section 4.

2.2   That committee approve delegate authority to the Executive Director of Housing, Neighbourhoods, Communities to authorise the grant awards.

2.3   That Policy and Resources committee approves the Ukrainian Refugee Programme grant scheme proposed in section 4.

2.3   That Policy and Resources committee approves delegated authority to the Executive Director of Housing, Neighbourhoods, Communities to authorise the grant awards.

3.   CONTEXT/ BACKGROUND INFORMATION

3.1   The council has been delivering Homes for Ukraine Sponsorship Scheme since its launch by the Government in March 2022.

3.2   From its early mobilisation, the council's Ukrainian refugee programme has adopted a collaborative approach with local partners including Ukrainians and their hosts. This report builds on the initial information provided verbally by officers to Policy & Resources Committee meeting of 23rd March 2022, the all-member briefing provided on 24th March 2022, the report to Policy and Resources committee on 12th May, the Members briefing on 29th July 2022 and the report to TECC on 29th September 2022.

3.3   Governance of the programme is via:
- Eight workstreams have been successfully feeding into the programme. They include coordination (single point of contact, data management, checks, payments), access to education, access to health/mental health, access to employment and benefits, housing sustainment, community tensions and reassurance, and community integration which is a multi-agency group with community and voluntary sector partners and members of the Ukrainian community.

- A multi-agency operational groups consisting of the leads of each workstream, public sector partners and community and voluntary sector partners
- A strategy group consisting of senior managers in the council and chaired by the Executive Director for Housing, Neighbourhoods and Communities
- Reports to Policy and Resources committee

3.4 To the end of the financial year 2022/23 the council is estimated to spend £1.232m on in-house and external partner projects from a total of £5.100m estimated grant income allocated so far in the 2022-23 financial year. This funding is ringfenced for the Homes for Ukraine scheme and remains available to the council for the financial year 2023/24.

While national government has extended the scheme to 2023/24. It is unclear, at this time, if there will be a third year of funding attached to the scheme. The tariff per guest was reduced from £10,500 to £5,900 from year one to year two (January 2023) of the scheme. Officers have been careful to manage the budget prudently while funding services to support the Ukrainian refugees. In addition, there has been a reduction in the number of Ukrainian guests arriving.

The scheme has a three-year budget plan, based on the £5.100m funding allocated to date which includes the grant scheme, in-house support services, programme costs and contingency. £0.455m is yet to be committed and a further grant sum for Quarter 4 is estimated to be £0.262m, yet uncommitted.

Ukrainian Refugee Programme Priorities in 2023-24

3.5 The council organised a programme review event in October 2022 which involved all the agencies involved in delivery the programme to date. The review identified the need to build on achievements to date and develop a more planned approach, moving away from reactive mobilisation. Further engagement with in-house and external partners and a survey of the needs and concerns of Ukrainians themselves conducted in November-December 2022 identified key priorities to inform our delivery moving forward into 2023-24. These are: access to information, advice and guidance, housing sustainment and move-on, access to language provision (ESOL), employability and business start-up advice, access to health/mental health and wellbeing, community cohesion and integration (adults and young people) and capacity building. The priorities identified are consistent with the Government requirements set out in the Guidance for Councils (Homes for Ukraine: council guides - GOV.UK (www.gov.uk).

4.   Ukrainian Refugee Programme Grant Scheme

4.1 An initial investment of £1,150,000 over a 15-month period is planned on innovative projects under each identified priority through a collaborative, fair and transparent grant scheme. 15-month period will bring services/projects to conclude in September/October 2024, allowing a close down period for the scheme should there be no further funding. The funding split is informed by current project delivery costs of similar projects.

4.2 The grant scheme process has been informed by wide engagement with stakeholders through meetings, and one-to-one conversations with internal council and external partners in our main delivery areas, as well as the council's Third Sector team and procurement service.

4.3 The proposal is the allocate the funding via the following 'lots':

Priority	Total amount available	Maximum grant amount per project
ESOL provision	£300,000	£100,000
Employability & business start-up advice	£300,000	£100,000

Access to information and guidance	£150,000	£50,000
Mental health and wellbeing including counselling and therapeutic services	£100,000	£50,000
Community cohesion and integration including awareness raising, social connections and events – Adults	£100,000	£50,000
Community cohesion and integration including awareness raising, social connections and events – Young people	£100,000	£50,000
Local community capacity building for an inclusive refugee welcome infrastructure	£100,000	£50,000
TOTAL	£1,150,000	

4.4   The intention is for the grants scheme to go live for bids in early April and conclude in early June with expected delivery to begin from end June/July (depending on the project) for 15 months. The bid evaluation process will include advice from a panel including officers with subject expertise, members of the Ukrainian refugee community and a representative from the third sector. Any conflicts of interest will be managed as per council procurement guidelines.

4.5   Successful projects will be delivered alongside the programme of in-house services including advice and guidance (Community Hub), housing sustainment and move-on, ethnic minority achievement service, adult learning, and others. The grant scheme will be managed as part of the whole programme by the Ukrainian refugee programme co-ordinator.

4.6   The Ukrainian Refugee Programme Strategy Group and the Council's relevant committees will be provided with regular updates on the grants scheme delivery.

5. 1   Financial Implications

The council has claimed a total of £5.100m up to Quarter 3 for the Homes for Ukraine Grant scheme and is estimated to claim a further £0.262m for quarter 4 – a total grant of £5.362m for 2022/23. The Government has confirmed that any unused grant can be carried forward.

The Homes for Ukraine Scheme's estimated spend in 2022/23 is £1.232m with further estimated spend for 2023/24 and 2024/25 of £1.881m and £1.532m respectively, a total commitment of £4.645m. These estimates include the proposed £1.150m be used for the Ukrainian Refugee Programme Grant Scheme recommended in this report. Hence there are sufficient funds available for this Scheme.

Finance Officer Consulted: *Monica Brooks*   *Date: 27/02/2023*

5.2   Legal Implications

Councils have a critical role in the delivery of the Homes for Ukraine Scheme. The scheme proposed uses grants available from the Homes for Ukraine Sponsorship Scheme, consistent with the Government requirements set out in the Guidance for Councils (Homes for Ukraine: council guides) and is not in substation of any additional statutory duties or responsibilities of the council which may arise to the individuals concerned.

The government has set out the conditions on use of the tariff grant in grant determination letters which have been published. To give local authorities the flexibility to plan, any remaining tariff funding for 2022/23 can be rolled over and spent in 2023/24, providing that this is spent in accordance with the conditions set out in the grant determination letters.

Under the guidance the tariff, to be provided to local authorities across the UK from 1 January 2023, will remain un-ringfenced and it is therefore up to the discretion of local councils to spend the tariff according to local need and expertise. The guidance asks councils to prioritise their tariff funding to achieve the key outcomes of welcoming, safeguarding, and settling in; integration and work; long-term sustainable housing; and reporting and data management.

Lawyer consulted: Natasha Watson   Date: 27 February 2023

5.3 Equalities Implications:

The design of the grant scheme is being designed with the insights directly from the Ukrainian refugees as well as indirectly from services – in the public and community and voluntary sectors - that have been supporting them over the last 12 months. While seeking to support all Ukrainian refugees it will look to assist women, children and young people and people with mental health condition.

5.4 Sustainability Implications:

 No sustainability implications arising from this report.

Any Other Significant Implications:

None

Brighton & Hove City Council

Tourism, Equalities, Communities and Culture Committee
        Agenda Item 64

Subject: **Lifeguard Service 2023**

Date of meeting: **9 March 2023**

Report of: **Executive Director Economy, Environment and Culture**

Contact Officer: **Name: Mark Fisher, Interim Assistant Director Culture, Tourism and Sport**
                     Email: Mark.Fisher@brighton-hove.gov.uk

Ward(s) affected: All

For general release

1. Purpose of the report and policy context

1.1 This report outlines the proposed approach to delivering a beach Lifeguard Service on Brighton & Hove's beaches during the 2023 summer season (May-September) and takes account of the decision at Budget Council on 23 February 2023 to reduce the service budget by £100,000.

1.2 The proposal is to have four main lifeguard stations operating during the summer season with an additional three during the six-week school holidays. This is predicated on robust beach risk assessments that identify the environmental, physical and human hazards along the coastline and plan appropriate mitigating actions in line with available resources. The location and nature of any additional lifeguard stations, for part or all of the season, will follow the same risk-based approach.

1.3 The service arrangements for 2023 will be interim as options for a longer-term, sustainable delivery model are designed. An initial indication of the Royal National Lifeboat Institution (RNLI) delivery model, as a possible alternative option, is included in this report for reference. A report on the options for longer-term provision of a Lifeguard Service will be brought to a future committee meeting for decision.

2. Recommendations

That the committee:

2.1 Note the risk-based approach to prioritising the beaches that will have lifeguard stations for the 2023 summer season (May – September).

2.2 Agree to focus core lifeguard resources on four beaches during the 2023 season, as outlined in para 4.2, based on the findings and control measures identified through the beach risk assessment process.

2.3   Agree that additional lifeguards during the six-week school holiday period will be stationed on three further beach areas, as outlined in para 4.5, following the same risk-based approach.

2.4   Agree to progress a review of options for the longer-term delivery of a sustainable Lifeguard Service, including options to increase funding through sponsorship and/or for the RNLI to deliver the service on the Council's behalf.

3.   Context and background information

3.1   Lifeguards patrol Brighton & Hove's beaches from the end of May until the end of the school holidays in September. During the six-week school summer holiday period additional lifeguards are employed to help manage the large influx of visitors to the beach and bathers in the sea. The service also has a boat and quad bikes to support patrols.

3.2   Lifeguards not only act as first responders to incidents in the sea, but also provide preventative safety advice and first aid, as well as helping to find lost children, provision of tourist information and enforcement of byelaws. Since the Covid-19 pandemic numbers of visitors to the beach have increased and a wider range of activities are undertaken both in the water and on land. During the 2022 season an estimated 750,000 people used the lifeguarded beaches and 143,000 went in the water[1]. The Lifeguard service:

- Provided more than 70,000 preventative actions by issuing advice via the lifeguard tower public address system.
- Helped reunite 171 missing people.
- Tackled 81 incidents of anti-social behaviour and abuse.
- Handled 11 mental health incidents.
- Responded to 92 major and non-life-threatening incidents.
- Saved 40 lives.

3.3   Whilst lifeguards play an important role in protecting beachgoers, there is no statutory duty for the Council to provide this service.

3.4   The Lifeguard Service currently operates from 10 designated beach areas along the city's 13km of coastline from Saltdean to Hove Lagoon during May to September. Red and yellow flags on the beaches highlight the designated swim areas that are supervised by lifeguards. Swim buoys are located in the water in a box formation to define a swim zone. Seven of the beaches have lifeguard stations throughout the summer season with an additional three beaches lifeguarded during the school holidays.

3.5   At the Budget Council meeting on 23 February 2023 Councillors agreed to remove £100,000 from the service budget. As a result of this decision the number of lifeguard stations operated during the summer season will be reduced for the service to operate within budget. To ensure there is a robust,

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[1] Estimates taken by Lifeguards for beach and water users between their flags during operational hours. These figures will not include people using the promenade or non-lifeguarded beach areas.

risk-based approach to this reduction officers have reviewed the risks to beachgoers using industry-standard assessments and guidance. These identify the environmental, human and physical hazards present on the seafront and consider what mitigating actions can be taken to reduce the risks to beach and sea users.

3.6   Budget Council also agreed an amendment to allocate £60,000 on a one-off basis towards maintaining tourism facilities, including the Lifeguard Service. The Executive Director Environment, Economy and Culture has the delegated authority to apply this to services and it will be used to support additional risk mitigation and safety measures along the city's seafront during 2023. The core focus will remain on resourcing those beaches with the greatest number of visitors, hazards, and incidents. This will assist with the transition to a longer-term, more sustainable model to be developed during the year and introduced from 2024.

4.   Interim arrangements for the Lifeguard Service in 2023

4.1   To ensure a Lifeguard Service is in operation for the 2023 summer season recruitment to the seasonal seafront coordinator and experienced lifeguard posts has already begun. This is because an intensive period of recruitment, testing and training is required for skilled staff to be in place and ready to deliver the service from 25 May 2023.

4.2   As well as ensuring all other possible measures are planned and put in place to protect beachgoers during the busy summer season, it is proposed to focus the available lifeguard resources on the following beach areas between May and September 2023:

- **West Street / Seafront Office** (This location in 2022 had 34% of beach and water users, 40% of preventative advice issued, 23% of missing people, 27% of major and non-life-threatening incidents)
- **Palace Pier West** (This location in 2022 had 11% of beach and water users, 6% of preventative advice issued, 8% of missing people, 18% of major and non-life-threatening incidents)
- **Palace Pier East** (This location in 2022 had 24% of beach and water users, 24% of preventative advice issued, 8% of missing people, 17% of major and non-life-threatening incidents)
- **King Alfred** (This location in 2022 had 8% of beach and water users, 5% of preventative advice issued, 1% of missing people, 7% of major and non-life-threatening incidents)

4.3   These beaches have been identified as the highest risk based on several key factors in the beach risk assessments:

- Number of beachgoers during the summer season
- Number of water users during the summer season
- Location of previously recorded major and non-life-threatening incidents
- Type of incidents that occur and likely activities of beachgoers
- Presence of physical hazards, e.g. groynes and steep slopes

- Surf conditions, including rip currents
- Lone working and staff welfare

4.4 The lifeguards stationed on these beaches will continue to be qualified, trained, and physically capable individuals. They will be equipped with the full range of first responder tools and rescue kit, working as a team in conjunction with lifeguard co-ordinators and Seafront Team to prevent incidents and save lives.

4.5 Additional lifeguard stations during the six-week school summer holiday period will be stationed on the next highest risk stretches of coastline, following the same approach outlined above and taking into consideration infrastructure to support rapid response. The following beaches have also been assessed as a medium – high risk by the RNLI in previous years:

- **Saltdean** (This location had c. 20,000 visitors during the 2022 school holidays)
- **West Pier / Bandstand** (This location had c. 28,000 visitors during the 2022 school holidays)
- **Hove Lawns** (This location had c. 20,000 visitors during the 2022 school holidays)

4.6 Other measures will be in place to ensure beach visitors are aware of hazards and to further mitigate the likelihood or impact of incidents occurring (outlined in Appendix 1).

5. Analysis and consideration of alternative options

5.1 Options for the ongoing provision of a Lifeguard Service on the city's beaches will be developed throughout 2023, with a view to reshaping the service for summer 2024. A more sustainable delivery model is required to operate within the service budget and all options will be explored. This will include the potential for lifeguard station sponsorship to provide an income stream and/or the service being delivered under contract with the charity Royal National Lifeboat Institution (RNLI) who provide both lifeboat search and rescue services and seasonal lifeguard services.

5.2 An initial assessment of the option to work in partnership with the RNLI to deliver the service indicates that the cost could be similar for the Council, and there would still be a need to resize the service to operate within the revised budget. The Institution already provides a Lifeguard Service on 145 beaches across the UK and Channel Islands, including neighbouring West and East Sussex and similar resorts such as Bournemouth. The RNLI also delivers an on-call 24/7 lifeboat search and rescue service along the Sussex coastline from Brighton.

5.3 The RNLI operates a joint funding arrangement for their Lifeguard Service. The service would continue to be delivered by paid lifeguards and the Council's contribution would be expected to cover 100% of the lifeguard salaries. The Institution would cover the costs to deliver training, provide safety equipment, and supervise and manage the service. They would

require a seafront site to operate their support centre from and would seek permission to fundraise and promote the RNLI on the city's beaches during the summer season. There would continue to be equipment, training and maintenance costs for the Council to run the Seafront Office all-year-round alongside the Lifeguard Service.

5.4 If the RNLI were to provide a Lifeguard Service on Brighton and Hove's beaches, they have indicated that the 2023 season would provide a useful period to plan and mobilise a team for 2024. However, there is not enough time for the RNLI to mobilise in 2023. Any change in service would draw on the knowledge and expertise of the Seafront Officers who have a comprehensive understanding of the city's unique beach environment. There would also need to be clarity on the respective responsibilities of the Institution and the Seafront Team, so that an effective working relationship and consistent all-year-round seafront service prevails.

6. Community engagement and consultation

6.1 The Seafront Team and Lifeguard Service have close working relationships with the emergency services regarding incident response on the seafront. Information about planned changes to the service will be shared and discussed with key agencies in the Safety Advisory Group.

6.2 A petition to stop the Lifeguard budget saving received more than 3,000 signatories prior to the Budget Council meeting on 23 February. The proposals in this report aim to prioritise the 2023 service in the highest risk, most actively used areas so that it can continue to benefit the greatest number of beachgoers.

6.3 Engagement with representative community groups and seafront stakeholders will be undertaken to understand the wider potential impacts of a reduced Lifeguard Service during the summer.

7. Conclusion

7.1 The Lifeguard Service plays an important role in ensuring visitors to Brighton & Hove's beaches can enjoy the coastline safely. However, the Council has no statutory duty to provide this service.

7.2 The lifeguards have a significant positive impact during the busy summer season. Service data shows that the four main beaches recommended to retain lifeguards from May to September are those that experience a high number of visitors. They are also where the Lifeguard Service takes the majority of preventative action, responds to the most incidents and handles the most cases of anti-social behaviour, missing people and byelaw enforcement.

7.3 Ensuring that these four main beaches and an additional three during the school holidays are covered by the Lifeguard Service in 2023 means that logistically the team can ensure the health and wellbeing needs of staff are

adequately met and that the service is operated in the most cost effective and efficient way.

8. Financial implications

8.1 Following the saving agreed at Budget Council on 23 February 2023 the new budget for running the Lifeguard Service is approximately £0.218m. The service will operate within the agreed budget through a focused approach as set out in the report. Any significant variations to budget will be reported as part of the council's monthly budget monitoring process.

Name of finance officer consulted: John Lack   Date consulted: 23/02/23

9. Legal implications

9.1 There is no statutory duty to provide this service. Section 234 Public Health Act 1936 gives local authorities a general power to provide lifesaving equipment at such places as they see fit. This is discretionary and not mandatory. Sea based recreation is not currently protected by legislation and those who undertake such activity do so at their own risk. The Council can therefore, provide lifeguards but is not under a legal obligation to do so.

Name of lawyer consulted: Joanne Dunyaglo   Date consulted 24/02/23

10. Equalities implications

10.1 Brighton & Hove beaches are enjoyed by people from all protected groups under the Equality Act 2010 and in recent years the Council has sought to improve beach access for disabled people in particular. The Lifeguard Service takes preventative action and saves lives without prejudice and therefore, a reduced number of lifeguarded beaches has the potential to impact people from all protected groups using the seafront.

10.2 However, a key element of the Lifeguard Service involves reuniting missing children with their families and identifying, intercepting and responding to incidents of attempted suicide or deliberate self-harm. As such, a reduction in the number of lifeguards may disproportionately impact younger children and people experiencing mental health crisis.

10.3 Whilst the service does not collect ethnicity data on beach visitors, data from Sport England emphasises the considerable disparity in the proportion of Black and Asian people in the UK who do not swim. Those who are also less able or confident swimmers may be further discouraged from going in the water where no lifeguards are stationed.

10.4 Brighton & Hove residents are also more likely to be impacted than tourists due to the frequency of their visits to the beach and because the beaches that will no longer be lifeguarded are more likely to be in residential areas, as resources focus on the busy central areas.

10.5 An Equality Impact Assessment is included in Appendix 2.

11. Sustainability implications

11.1 The Lifeguard Service maintains as low an impact on the beach environment as possible. Lifeguard stations are only set up and operate on the beach during May to September and are stored away from the seafront for the remainder of the year. The lifeguards also help to ensure the city's beaches remain a safe and clean by working with the Seafront Team to enforce byelaws along the coastline.

12. Other Implications

Crime & disorder implications:

12.1 As part of their role lifeguards tackle instances of anti-social behaviour and violence or aggression along the seafront. These incidents are often linked to the misuse of alcohol, drugs or as a result of poor mental health. Unfortunately, the Lifeguard Service saw a rise in anti-social behaviour and instances of abuse during the 2022 season.

12.2 The beach areas where the majority of these incidents were recorded in 2022 is where the Lifeguard Service will be retained during the 2023 summer season. The Seafront Team also maintains strong, direct links with the Police, Coastguard and Ambulance service, and has good working relationships with these agencies for managing these types of incidents.

Public health implications:

12.3 The seafront and bathing areas provide an important setting for participation in sport and physical activity with the subsequent benefit to physical and mental health, and increased wellbeing for users. The absence of lifeguards may discourage people from using those beach areas, however safe bathing zones will continue to be marked and lifeguards stationed in some of the more popular stretches of beach.

Supporting Documentation

Appendices
1. Measures to mitigate risks on Brighton & Hove beaches
2. Equality Impact Assessment

Appendix 1 – Measures to mitigate risks on Brighton & Hove beaches

The Seafront Office oversees 13km of Brighton & Hove coastline from Hove Lagoon to Saltdean. The service objective is to safely operate, maintain and develop the Seafront as a key leisure resource for the benefit of residents and visitors. This includes the provision of a seasonal Lifeguard Service, but there are also other tools deployed to protect beachgoers and water users. These are designed to reduce the impact or likelihood of serious incidents occurring and are summarised below.
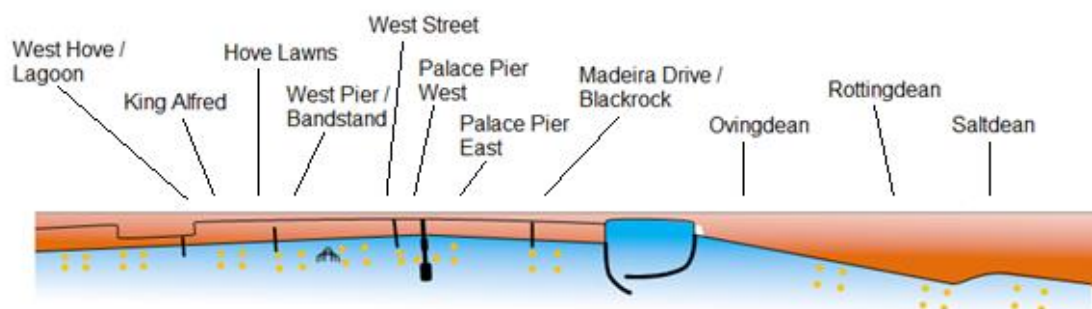
Brighton & Hove's beaches

Risk mitigation measures that will be in place on non-lifeguarded beaches include:

1. *Signage* - Clear signs positioned in sequence at beach entrances and along the beach tell visitors about hazards, prohibited actions, lifeguard services and local information. Where no lifeguard service is in operation, this will be clearly stated on the entrance signs, as well as distances to the nearest lifeguarded areas. Directional and warning signs will also be placed on the beach, as well as large danger signs during rough sea conditions and on each groyne, warning of the risk of serious injury from jumping or diving. Temporary signs often attract people's attention more, therefore a mix of fixed and temporary signage will be used.

Example directional sign on the beachfront

2. *Zoning* – The use of byelaws to manage people in the water through zoning of craft and bathers will continue. Buoys in the sea will indicate where bathing is advised. Flags will indicate when it is safe to swim and when it is not recommended to enter the water. These will also continue to be used on lifeguarded beaches to advise beachgoers of bathing conditions.

3. *Communications and awareness raising activities* – targeted pre-arrival communications and social media messages will run ahead of and throughout the summer season. These will state which beaches have lifeguards stations, warn of specific dangers and emphasise the risks to beach visitors. Communications will also link with and reflect key messages in national water safety campaigns and suicide prevention campaigns.

4. *Public rescue equipment* – an audit of the existing location and condition of life rings and emergency communication points will be undertaken and where necessary, equipment upgraded or added, particularly in non-lifeguarded areas.

5. *Emergency action plans* - clear procedures for rapid response and accompanying risk assessments identify the key hazards on each beach and set out the actions to be taken in emergency situations. This supports the Seafront Team in making sound decisions about how to deploy lifeguard resources in busy periods and according to risk-levels. Established links with emergency services including the Police, Ambulance Service and Coastguard will ensure that a coordinated response to incidents continues.

Lifeguard Service 2023 | TECC Committee, 9 March 2023

Appendix 2 - Equality Impact and Outcome Assessment (EIA)

EIAs make services better for everyone and support value for money by getting services right first time.

EIAs enable us to consider all the information about a service, policy or strategy from an equalities perspective and then action plan to get the best outcomes for staff and service-users[1].They analyse how all our work as a council might impact differently on different groups[2]. They help us make good decisions and evidence how we have reached these decisions[3].

See end notes for full guidance. Either hover the mouse over the end note link (eg: Age[13]**)** or use the hyperlinks ('Ctrl' key and left click).

1.   Equality Impact and Outcomes Assessment (EIA) Template

First, consider whether you need to complete an EIA, or if there is another way to evidence assessment of impacts, or that an EIA is not needed[4].

Title of EIA[5]	Lifeguard Service 2023	ID No.[6]	
Team/Department[7]	Culture, Tourism & Sport – Seafront Service		
Focus of EIA[8]	At the Budget Council meeting on 23 February 2023 Councillors agreed to remove £100,000 from the Lifeguard Service budget to deliver a balanced budget for 2023/24. The number of lifeguard stations operated during the summer season (May – September) will need to be reduced from seven to four for the service to operate within budget. An additional three lifeguard stations will continue to operate during the six-week school holiday period. Brighton & Hove welcomes 12.37 million visitors a year and many of them will visit the seafront. During the 2022 season the city's beaches welcomed 750,000 beachgoers and 143,000 water users. The beach is a popular leisure destination for families during the school holidays. To ensure there is a robust, risk-based approach to this reduction previous visitor and incident numbers have been reviewed, as well as the risks to beachgoers, using industry-standard		

				assessments and guidance.	

2. Update on previous EIA and outcomes of previous actions[9]

What actions did you plan last time? (List them from the previous EIA)	What improved as a result? What outcomes have these actions achieved?	What further actions do you need to take? (add these to the Action plan below)
N/A	N/A	N/A

3. Review of information, equality analysis and potential actions

Groups to assess	What do you know[10]? Summary of data about your service-users and/or staff	What do people tell you[11]? Summary of service-user and/or staff feedback	What does this mean[12]? Impacts identified from data and feedback (actual and potential)	What can you do[13]? All potential actions to: • advance equality of opportunity, • eliminate discrimination, and • foster good relations
Age[14]	The Lifeguard Service helped to reunite 171 missing people in 2022. Children are likely to be non-swimmers or weaker swimmers and more likely to get lost. The beach is a popular destination for families during the summer holidays.		A reduction in the number of lifeguards will mean a reduced response to lost children. Younger children may be at greater risk of drowning were they to get into trouble on beaches with no lifeguards.	Review signage informing all beachgoers of where lifeguards are stationed and where they are not. Review public rescue equipment. Deliver media releases focused on water safety before and throughout the summer. Continue monitoring

Groups to assess	What do you know[10]? Summary of data about your service-users and/or staff	What do people tell you[11]? Summary of service-user and/or staff feedback	What does this mean[12]? Impacts identified from data and feedback (actual and potential)	What can you do[13]? All potential actions to: • advance equality of opportunity, • eliminate discrimination, and • foster good relations
				incidents of missing people and other major incidents.
Disability[15]	In 2021, 8.0% of Brighton and Hove residents were identified as being disabled and limited a lot, 11.5% of Brighton and Hove residents were identified as being disabled and limited a little.		Those who are also less able or confident swimmers may be further discouraged from going in the water where no lifeguards are stationed.	Review signage informing all beachgoers of where lifeguards are stationed and where they are not.
Gender reassignment[16]	Transgender people are statistically at a higher risk of attempting or thinking about suicide.

Almost half of trans people (46 per cent) have thought about taking their own life in the last year, compared to 31 per cent of lesbian, gay and bisexual people who aren't trans. [Stonewall, 2018] | | The seafront and cliff areas are high risk/frequency areas for self-harm and suicide attempts | Review signage (incl. Samaritans signs) and existing infrastructure (e.g. fencing) along the seafront.

Ongoing provision of staff training on suicide prevention

Continue monitoring incidents of attempted suicide and fatalities

Liaise with suicide prevention strategy group to link to any pre-existing suicide prevention |

Groups to assess	What do you know[10]? Summary of data about your service-users and/or staff	What do people tell you[11]? Summary of service-user and/or staff feedback	What does this mean[12]? Impacts identified from data and feedback (actual and potential)	What can you do[13]? All potential actions to: • advance equality of opportunity, • eliminate discrimination, and • foster good relations campaigns
Pregnancy and maternity[17]				
Race/ethnicity[18] Including migrants, refugees and asylum seekers	Sport England Active Lives Survey shows 95% of Black adults, 93% of Asian adults, 80% of Black children and 78% of Asian children do not swim.		This group of people may be further discouraged from going in the water where there are no lifeguards stationed.	Review signage informing all beachgoers of where lifeguards are stationed and where they are not.
Religion or belief[19]				
Sex/Gender[20]	In 2021, Around three-quarters of suicides were males (4,129 deaths; 74.0%), consistent with long-term trends, and equivalent to 16.0 deaths per 100,000, the rate for females was 5.5 deaths per 100,000.[ONS UK]		The seafront and cliff areas are high risk/frequency areas for self-harm and suicide attempts	Review signage (incl. Samaritans signs) and existing infrastructure (e.g. fencing) along the seafront. Ongoing provision of staff training on suicide prevention Continue monitoring incidents of attempted suicide and fatalities

Groups to assess	What do you know[10]? Summary of data about your service-users and/or staff	What do people tell you[11]? Summary of service-user and/or staff feedback	What does this mean[12]? Impacts identified from data and feedback (actual and potential)	What can you do[13]? All potential actions to: • advance equality of opportunity, • eliminate discrimination, and • foster good relations
				Liaise with suicide prevention strategy group to link to any pre-existing suicide prevention campaigns
Sexual orientation[21]	LGBTQ people are at greater risk of experiencing poor mental health and suicide attempts. One in eight LGBT people aged 18-24 (13 per cent) said they've attempted to take their own life in the last year [Stonewall, 2018]		The seafront and cliff areas are high risk/frequency areas for self-harm and suicide attempts	Review signage (incl. Samaritans signs) and existing infrastructure (e.g. fencing) along the seafront. Ongoing provision of staff training on suicide prevention Continue monitoring incidents of attempted suicide and fatalities Liaise with suicide prevention strategy group to link to any pre-existing suicide prevention campaigns
Marriage and civil partnership[22]				
Community Cohesion[23]	The Seafront Team / Lifeguard Service tackled 81 cases of anti-social behaviour or abuse in		Fewer lifeguards could lead to an increase in problems with anti-social behaviour or bye-law	Continue to work closely with other agencies, including the Police, Ambulance Service and

Groups to assess	What do you know[10]? Summary of data about your service-users and/or staff	What do people tell you[11]? Summary of service-user and/or staff feedback	What does this mean[12]? Impacts identified from data and feedback (actual and potential)	What can you do[13]? All potential actions to: • advance equality of opportunity, • eliminate discrimination, and • foster good relations
	2022, mostly linked to the misuse of alcohol, drugs or poor mental health		enforcement	Coastguard
Other relevant groups[24]	The Seafront Team / Lifeguard Service responded to 11 mental health incidents during 2022		The seafront and cliff areas are high risk/frequency areas for self-harm and suicide attempts	Review signage (incl. Samaritans signs) and existing infrastructure (e.g. fencing) along the seafront. Ongoing provision of staff training on suicide prevention Continue monitoring incidents of attempted suicide and fatalities Liaise with suicide prevention strategy group to link to any pre-existing suicide prevention campaigns
Cumulative impact[25]				
Assessment of overall impacts and any further recommendations[26]				

Groups to assess	What do you know[10]? Summary of data about your service-users and/or staff	What do people tell you[11]? Summary of service-user and/or staff feedback	What does this mean[12]? Impacts identified from data and feedback (actual and potential)	What can you do[13]? All potential actions to: • advance equality of opportunity, • eliminate discrimination, and • foster good relations

Brighton & Hove beaches are enjoyed by people from all protected groups under the Equality Act 2010 and in recent years the Council has sought to improve beach access for disabled people in particular. The Lifeguard Service takes preventative action and saves lives without prejudice and therefore, a reduced number of lifeguarded beaches has the potential to impact people from all protected groups using the seafront.

However, a key element of the Lifeguard Service involves reuniting missing children with their families and identifying, intercepting and responding to incidents of attempted suicide or deliberate self-harm. As such, a reduction in the number of lifeguards may disproportionately impact younger children and people experiencing mental health crisis.

Whilst the service does not collect ethnicity data on beach visitors, data from Sport England emphasises the considerable disparity in the proportion of Black and Asian people in the UK who do not swim. Those who are less able or confident swimmers may be further discouraged from going in the water where no lifeguards are stationed.

A review of safety signage and public rescue equipment will be undertaken, with a particular focus on beaches that will have no lifeguard cover. There will also be targeted media releases in the summer and before about water safety and where to swim. Lifeguard towers will be placed on the majority of lifeguarded beaches to offer lifeguards and a greater line of sight and supervision of bathers across the shoreline. All incidents, including missing people, major and non-life-threatening incidents, and fatalities will continue to be monitored to track the impact of this service reduction. The Service will continue to work closely with key agencies such as the Police, Ambulance Service and the Coastguard.

4. List detailed data and/or community feedback that informed your EIA

Title (of data, research or engagement)	Date	Gaps in data	Actions to fill these gaps: who else do you need to engage with? (add these to the Action Plan below, with a timeframe)
Seafront Team monitoring data	**2022-23**	**No equality data collected**	**Not viable to collect equality data on all beachgoers and water users**
Brighton & Hove Suicide Prevention Strategy	**2018**		
Sport England Active Lives survey	**2020**		
Census data	**2021**		
Stonewall, 2018: LGBT in Britain – Health Report			
ONS UK, Suicides in England and Wales: 2021 registrations			

5.   Prioritised Action Plan[27]

Impact identified and group(s) affected	Action planned	Expected outcome	Measure of success	Timeframe
NB: These actions must now be transferred to service or business plans and monitored to ensure they achieve the outcomes identified.				
Age, Ethnicity, People in mental health crisis	Review signage, existing infrastructure, and public rescue equipment along the seafront.	Public well informed about the risks on the beach / in the water	Fewer incidents	Before Summer 2023 season
Age, Ethnicity	Deliver targeted media releases focused on water safety before and throughout the summer.	Public well informed about the risks on the beach / in the water	Fewer incidents	Before and throughout Summer 2023 season
Community Cohesion	Continue to work closely with other agencies, including the Police, Ambulance Service and Coastguard	Well managed incidents of anti-social behaviour		Ongoing
All	Continue monitoring incidents	Impact of service reduction understood	Robust service data for the season and to identify trends	Ongoing
People in mental health crisis	Ongoing provision of staff training on suicide prevention	Staff well trained to identify and support those at risk of suicide	Fewer incidents of suicide on the seafront	Ongoing
People in mental health crisis	Liaise with suicide prevention strategy group to link to any pre-existing suicide prevention campaigns	Campaigns inform people at risk of suicide about the support available	Fewer incidents of suicide on the seafront	Before and throughout Summer 2023 season

EIA sign-off: (for the EIA to be final an email must sent from the relevant people agreeing it or this section must be signed)

Staff member completing Equality Impact Assessment: Katie Read   **Date: February 2023**

Directorate Management Team rep or Head of Service/Commissioning: Mark Fisher   **Date: February 2023**

CCG or BHCC Equality lead: *Under review*   **Date: February 2023**

Guidance end-notes

[1] The following principles, drawn from case law, explain what we must do to fulfil our duties under the Equality Act:

- **Knowledge:** everyone working for the council must be aware of our equality duties and apply them appropriately in their work.
- **Timeliness:** the duty applies at the time of considering policy options and/or <u>before</u> a final decision is taken – not afterwards.
- **Real Consideration:** the duty must be an integral and rigorous part of your decision-making and influence the process.
- **Sufficient Information:** you must assess what information you have and what is needed to give proper consideration.
- **No delegation:** the council is responsible for ensuring that any contracted services which provide services on our behalf can comply with the duty, are required in contracts to comply with it, and do comply in practice. It is a duty that cannot be delegated.
- **Review:** the equality duty is a continuing duty. It applies when a policy is developed/agreed, and when it is implemented/reviewed.
- **Proper Record Keeping:** to show that we have fulfilled our duties we must keep records of the process and the impacts identified.

NB: Filling out this EIA in itself does not meet the requirements of the equality duty. All the requirements above must be fulfilled or the EIA (and any decision based on it) may be open to challenge. Properly used, an EIA can be a <u>tool</u> to help us comply with our equality duty and as a <u>record</u> that to demonstrate that we have done so.

[2] **Our duties in the Equality Act 2010**
As a public sector organisation, we have a legal duty (under the Equality Act 2010) to show that we have identified and considered the impact and potential impact of our activities on all people in relation to their 'protected characteristics' (age, disability, gender reassignment, pregnancy and maternity, race, religion or belief, sex, sexual orientation, and marriage and civil partnership).

This applies to policies, services (including commissioned services), and our employees. The level of detail of this consideration will depend on what you are assessing, who it might affect, those groups' vulnerability, and how serious any potential impacts might be. We use this EIA template to complete this process and evidence our consideration.

The following are the duties in the Act. You must give 'due regard' (pay conscious attention) to the need to:
- **avoid, reduce or minimise negative impact** (if you identify unlawful discrimination, including victimisation and harassment, you must stop the action and take advice immediately).
- **advance equality of opportunity**. This means the need to:
  - Remove or minimise disadvantages suffered by people due to their protected characteristics
  - Taking steps to meet the needs of people from protected groups where these are different from the needs of other people
  - Encouraging people from protected groups to participate in public life or in other activities where their participation is disproportionately low
  - Consider if there is a need to treat disabled people differently, including more favourable treatment where necessary
- **foster good relations between people who share a protected characteristic and those who do not**. This means:
  - Tackle prejudice
  - Promote understanding

[3] EIAs are always proportionate to:
- The size of the service or scope of the policy/strategy
- The resources involved
- The numbers of people affected
- The size of the likely impact
- The vulnerability of the people affected within the context

The greater the impacts, the more thorough and demanding the process required by the Act will be.

[4] **When to complete an EIA**:
- When planning or developing a new service, policy or strategy
- When reviewing an existing service, policy or strategy
- When ending or substantially changing a service, policy or strategy
- When there is an important change in the service, policy or strategy, or in the city (eg: a change in population), or at a national level (eg: a change of legislation)

Assessment of equality impact can be evidenced as part of the process of reviewing or needs assessment or strategy development or consultation or planning. It does not have to be on this template, but must be documented. Wherever possible, build the EIA into your usual planning/review processes.

Do you need to complete an EIA? Consider:
- Is the policy, decision or service likely to be relevant to a specific group or groups (eg: older people)?
- How many people is it likely to affect?
- How significant are its impacts?
- Does it relate to an area where there are known inequalities?
- How vulnerable are the people (potentially) affected?

If there are potential impacts on people but you decide not to complete an EIA it is usually sensible to document why.

[5] **Title of EIA:** This should clearly explain what service / policy / strategy / change you are assessing

[6] **ID no:** The unique reference for this EIA. If in doubt contact your CCG or BHCC equality lead (see page 1)

[7] **Team/Department:** Main team responsible for the policy, practice, service or function being assessed

[8] **Focus of EIA:** A member of the public should have a good understanding of the policy or service and any proposals after reading this section. Please use plain English and write any acronyms in full first time - eg: 'Equality Impact Assessment (EIA)'

This section should explain what you are assessing:
- What are the main aims or purpose of the policy, practice, service or function?
- Who implements, carries out or delivers the policy, practice, service or function? Please state where this is more than one person/team/body and where other organisations deliver under procurement or partnership arrangements.
- How does it fit with other services?
- Who is affected by the policy, practice, service or function, or by how it is delivered? Who are the external and internal service-users, groups, or communities?
- What outcomes do you want to achieve, why and for whom? Eg: what do you want to provide, what changes or improvements, and what should the benefits be?
- What do existing or previous inspections of the policy, practice, service or function tell you?
- What is the reason for the proposal or change (financial, service, legal etc)? The Act requires us to make these clear.

[9] **Previous actions:** If there is no previous EIA or this assessment if of a new service, then simply write 'not applicable'.

[10] **Data:** Make sure you have enough data to inform your EIA.
- What data relevant to the impact on specific groups of the policy/decision/service is available?[10]
- What further evidence is needed and how can you get it? (Eg: further research or engagement with the affected groups).
- What do you already know about needs, access and outcomes? Focus on each of the groups identified above in turn. Eg: who uses the service? Who doesn't and why? Are there differences in outcomes? Why?
- Have there been any important demographic changes or trends locally? What might they mean for the service or function?
- Does data/monitoring show that any policies or practices create particular problems or difficulties for any groups?
- Do any equality objectives already exist? What is current performance like against them?
- Is the service having a positive or negative effect on particular people in the community, or particular groups or communities?
- Use local sources of data (eg: JSNA: http://www.bhconnected.org.uk/content/needs-assessments and Community Insight: http://brighton-hove.communityinsight.org/#) and national ones where they are relevant.

[11] **Engagement:** You must engage appropriately with those likely to be affected to fulfil the equality duty.
- What do people tell you about the services?
- Are there patterns or differences in what people from different groups tell you?
- What information or data will you need from communities?
- How should people be consulted? Consider:
    (a) consult when proposals are still at a formative stage;
    (b) explain what is proposed and why, to allow intelligent consideration and response;
    (c) allow enough time for consultation;
    (d) make sure what people tell you is properly considered in the final decision.

- Try to consult in ways that ensure all perspectives can be considered.
- Identify any gaps in who has been consulted and identify ways to address this.

[12] Your EIA must get to grips fully and properly with actual and potential impacts.
- The equality duty does not stop decisions or changes, but means we must conscientiously and deliberately confront the anticipated impacts on people.
- Be realistic: don't exaggerate speculative risks and negative impacts.
- Be detailed and specific so decision-makers have a concrete sense of potential effects. Instead of "the policy is likely to disadvantage older women", say how many or what percentage are likely to be affected, how, and to what extent.
- Questions to ask when assessing impacts depend on the context. Examples:
  - Are one or more groups affected differently and/or disadvantaged? How, and to what extent?
  - Is there evidence of higher/lower uptake among different groups? Which, and to what extent?
  - If there are likely to be different impacts on different groups, is that consistent with the overall objective?
  - If there is negative differential impact, how can you minimise that while taking into account your overall aims
  - Do the effects amount to unlawful discrimination? If so the plan must be modified.
  - Does the proposal advance equality of opportunity and/or foster good relations? If not, could it?

[13] Consider all three aims of the Act: removing barriers, and also identifying positive actions we can take.
- Where you have identified impacts you must state what actions will be taken to remove, reduce or avoid any negative impacts and maximise any positive impacts or advance equality of opportunity.
- Be specific and detailed and explain how far these actions are expected to improve the negative impacts.
- If mitigating measures are contemplated, explain clearly what the measures are, and the extent to which they can be expected to reduce / remove the adverse effects identified.
- An EIA which has attempted to airbrush the facts is an EIA that is vulnerable to challenge.

[14] **Age**: People of all ages

[15] **Disability**: A person is disabled if they have a physical or mental impairment which has a substantial and long-term adverse effect on their ability to carry out normal day-to-day activities. The definition includes: sensory impairments, impairments with fluctuating or recurring effects, progressive, organ specific, developmental, learning difficulties, mental health conditions and mental illnesses, produced by injury to the body or brain. Persons with cancer, multiple sclerosis or HIV infection are all now deemed to be disabled persons from the point of diagnosis.

[16] **Gender Reassignment:** A transgender person is someone who proposes to, starts or has completed a process to change their gender. A person does not need to be under medical supervision to be protected

[17] **Pregnancy and Maternity:** Protection is during pregnancy and any statutory maternity leave to which the woman is entitled.

[18] **Race/Ethnicity:** This includes ethnic or national origins, colour or nationality, and includes refugees and migrants, and Gypsies and Travellers. Refugees and migrants means people whose intention is to stay in the UK for at least twelve months (excluding visitors, short term students or tourists). This definition includes asylum seekers; voluntary and involuntary migrants; people who are undocumented; and the children of migrants, even if they were born in the UK.

[19] **Religion and Belief:** Religion includes any religion with a clear structure and belief system. Belief means any religious or philosophical belief. The Act also covers lack of religion or belief.

[20] **Sex/Gender:** Both men and women are covered under the Act.

[21] **Sexual Orientation:** The Act protects bisexual, gay, heterosexual and lesbian people

[22] **Marriage and Civil Partnership:** Only in relation to due regard to the need to eliminate discrimination.

[23] **Community Cohesion:** What must happen in all communities to enable different groups of people to get on well together.

[24] **Other relevant groups:** eg: Carers, people experiencing domestic and/or sexual violence, substance misusers, homeless people, looked after children, ex-armed forces personnel, people on the Autistic spectrum etc

[25] **Cumulative Impact:** This is an impact that appears when you consider services or activities together. A change or activity in one area may create an impact somewhere else

[26] **Assessment of overall impacts and any further recommendations**
- Make a frank and realistic assessment of the overall extent to which the negative impacts can be reduced or avoided by the mitigating measures. Explain what positive impacts will result from the actions and how you can make the most of these.
- Countervailing considerations: These may include the reasons behind the formulation of the policy, the benefits it is expected to deliver, budget reductions, the need to avert a graver crisis by introducing a policy now and not later, and so on. The weight of these factors in favour of implementing the policy must then be measured against the weight of any evidence as to the potential negative equality impacts of the policy.
- Are there any further recommendations? Is further engagement needed? Is more research or monitoring needed? Does there need to be a change in the proposal itself?

[27] **Action Planning:** The Equality Duty is an ongoing duty: policies must be kept under review, continuing to give 'due regard' to the duty. If an assessment of a broad proposal leads to more specific proposals, then further equality assessment and consultation are needed.

Brighton & Hove City Council

Tourism, Equalities, Communities & Culture Committee

Agenda Item 65

Subject: Brighton Marina Neighbourhood Plan - Council Response to Regulation 14 Consultation

Date of meeting: 9 March 2023

Report of: Executive Director Economy, Environment and Culture

Contact Officer: Name: Carly Dockerill
Tel: 01273 292382
Email: carly.dockerill@brighton-hove.gov.uk

Ward(s) affected: Rottingdean

For general release

1. Purpose of the report and policy context

1.1 This report considers the Council's response to the Draft Brighton Marina Neighbourhood Plan that was published for consultation between 9 November 2022 and 4 January 2023 under Regulation 14 of the Neighbourhood Planning (General) Regulations 2012.

1.2 The Draft Neighbourhood Plan has been prepared by the Brighton Marina Neighbourhood Forum and the Council is a statutory consultee. Once formally 'made', a neighbourhood plan becomes part of the city's statutory development plan and will therefore be used in the determination planning applications in the Brighton Marina Neighbourhood Area.

2. Recommendations

2.1 That the Committee endorse the officer comments set out in Appendix 1 which have been submitted to Brighton Marina Neighbourhood Forum as a draft response to its recent public consultation on the Draft Brighton Marina Neighbourhood Plan under Regulation 14 of the Neighbourhood Planning (General) Regulations 2012.

3. Context and background information

Neighbourhood Plan making process

3.1 Brighton Marina has been working to prepare a neighbourhood plan for several years. Neighbourhood plans are required to be in general conformity with strategic policies in the City Plan. Once formally 'made', they become part of the statutory land use development plan with equivalent weight and legal status as the City Plan and the South Downs Local Plan.

3.2 The Council has a statutory duty to provide advice and assistance to Neighbourhood Forums that are preparing a neighbourhood plan. Planning

officers have had regular contact with Brighton Marina Neighbourhood Forum and have provided comments and planning advice throughout the preparation of the draft Neighbourhood Plan, via meetings and email correspondence. Officers recognise and support the hard work that has gone into preparing the draft neighbourhood plan.

3.3 The Neighbourhood Planning (General) Regulations 2012 set out a series of prescribed stages in the preparation of a neighbourhood plan. Regulation 14 requires that Neighbourhood Forum should undertake public consultation on its draft plan for a period of at least 6 weeks. This stage provides the main opportunity for the Council as a statutory consultee, to make comments on the Neighbourhood Plan in its draft (pre-submission) form. The comments made are intended to help ensure that the draft plan is in general conformity with the City Plan and that the policies will be effective when determining planning applications. The plan should also accord with council's priorities and aspirations for the Brighton Marina area.

3.4 Following the completion of the Regulation 14 consultation, the Brighton Marina Forum Council may make amendments to the draft Neighbourhood Plan. Planning officers will continue to assist the Forum and offer advice regarding any proposed changes. The next stage will be for the Forum to submit their draft Neighbourhood Plan to the Council. The Council itself then takes responsibility for the later stages of the neighbourhood plan process including Regulation 16 consultation and submission of the draft Plan for independent examination. The appointed examiner will consider whether the Plan meets the 'basic conditions' (these are summarised for information in Appendix 2). Following receipt of the examiners' report, the council must then decide what action to take in response to the examiner's recommendations and to decide whether the Plan should proceed to a local referendum.

Summary of the Brighton Marina Neighbourhood Plan and Council Officer Comments

3.5 The Brighton Marina Neighbourhood Plan area follows the boundaries of Brighton Marina itself (see Appendix 3). The focus of the Neighbourhood Plan is to ensure that future development at the Marina fulfils the objectives of supporting a high quality of life, sustainability, connectedness and being a highly valued asset. A place where residents, tourists and businesses all thrive.

3.6 Appendix 1 sets out the officer consultation comments collated from across different council services. The draft response includes an initial summary of general comments followed by a schedule of detailed comments cross-referenced to specific policies and paragraphs in the draft Neighbourhood Plan.

3.7 Council officers support and welcome the Neighbourhood Plan for the Brighton Marina Neighbourhood Area. Comments have been made to recommend that some policies are more concisely worded or clarified to assist applicants when preparing a planning application and assist planning officers who will be determining planning applications (these recommendations are set out in Appendix 1).

3.8 One of the basic condition tests that the Neighbourhood Plan must meet is that it is in general conformity with the strategic policies of the citywide local plan. Officer comments have raised a concern regarding the Neighbourhood Plan draft policy BM8 Community Facilities, which duplicates much of CPP2 policy DM9 Community Facilities. It also contains safeguarding allocations for the ASDA Pharmacy and the Master Mariner public house. In planning policy terms, it would be difficult to safeguard the pharmacy as this is an in-store facility, which is part of the wider ASDA supermarket. Whilst the identification of The Master Mariner Public House is supported in principle as an important community facility at the Marina, it is considered that its placement in draft policy BM8 would provide less protection than that afforded by the CPP2 policy DM10 Public Houses. The adopted local plan policy requires the demonstration of both a lack of viability and demonstration that the local community no longer needs the public house and that alternative provision meeting a similar need exists in the locality. Given that the policies of the Neighbourhood Plan, once made, would take precedence over non-strategic policies in the City Plan (e.g., CPP2 DM10), the protection of the Master Mariner pub could be weakened by the proposed Neighbourhood Plan policy.

4. Analysis and consideration of alternative options

4.1 The officer comments set out in Appendix 1 have already been submitted to the Brighton Marina Forum as a draft Council response to the Regulation 14 consultation. The comments represent the professional view of council officers. The Committee Members now have the option to agree the comments already submitted, to make amendments, or to add further comments.

5. Community engagement and consultation

5.1 It is the responsibility of Brighton Marina Neighborhood Forum as a designated neighbourhood planning body to undertake effective community engagement and to set this out in a consultation statement when they submit the Draft Neighbourhood Plan to the local authority.

5.2 At the Regulation 14 consultation stage, the Forum is required to publicise its draft Neighbourhood Plan for at least 6 weeks. They chose to undertake the consultation for 8 weeks from 9 November 2022 until 4 January 2023 to take account of the Christmas holiday period. The forum had both an electronic survey as well as a paper form to respond. The forum also held a drop-in session on 23 November for interested parties to drop in and discuss the plan. It is understood that the Forum publicised the consultation widely within the Brighton Marina area. In addition, the Council emailed over 700 contacts on their mailing list on behalf of the Forum to publicise the Neighbourhood Plan consultation. Contacts on the councils list include statutory consultees as well as civic and amenity groups, representatives from equalities groups, the Community & Voluntary Sector, developers /landowners/consultants, local businesses, the Environment Transport & Wildlife sector, as well as many individuals.

6. Conclusion

6.1 The Forum has reached an important stage in the preparation of its neighbourhood plan, and this is strongly supported. It is important for the council to make its detailed comments on the Draft Brighton Marina Neighbourhood Plan at this stage to ensure that the draft Plan is in general conformity with City Plan policies and is likely to meet the basic condition tests for a neighbourhood plan.

6.2 Although the council is not required to reach its final view until after the Plan has been independently examined, the consideration of the emerging Neighbourhood Plan at this stage by the TECC Committee provides an opportunity to highlight any issues of potential concern to the Council, particularly areas where the Neighbourhood Plan may not be in conformity with the City Plan and/or other Council policies. Such comments will assist the Neighbourhood Forum to address potential issues of conformity before the Plan is submitted to the Council and put forward for formal examination.

7. Financial implications

7.1 There are no financial implications arising at this stage of the neighbourhood plan process.

7.2 After completing the Regulation 14 consultation, the Neighbourhood Forum is required to submit the draft Neighbourhood Plan (including any amendments) to the Council, which will then be directly responsible for the later stages of the neighbourhood plan process including submitting the draft Plan for independent examination and organising a local referendum. The Council is entitled to funding from central Government to help support this and has a specific budget set aside for neighbourhood planning.

Name of finance officer consulted: John Lack Date consulted: 22/02/23

8. Legal implications

8.1 The Council as local planning authority is under a duty to give such advice or assistance to qualifying bodies (here, the Brighton Marina Neighbourhood Forum) as, in all the circumstances, they consider appropriate for the purpose of, or in connection with, facilitating the making of proposals for neighbourhood plans within their area. This report aims to fulfil part of that duty

Name of lawyer consulted: Katie Kam   Date consulted 22/02/23

9. Equalities implications

9.1 The Equality Act 2010 places a duty on all public authorities in the exercise of their functions to have regard to the need to eliminate discrimination, to advance equality of opportunity and to foster good relations between persons who have a "protected characteristic" and those who do not. This duty will apply to the Council when it takes formal decisions at the later stages of the neighbourhood plan process.

9.2 Council officers will request that the Forum (as the qualifying body responsible for preparing the Neighbourhood Plan) is satisfying its statutory duties by preparing an Equalities Impact Assessment to support the Neighbourhood Plan.

9.3 In broad terms it is understood that the Draft Neighbourhood Plan has been prepared through a lengthy and extensive process of local community consultation. Therefore, the policies and objectives set out in the Draft Plan should reflect the aspirations of local people and benefit the local community, including those with protected characteristics. However, it will be important for the Forum to set out how they have engaged with different sections of the local community and to consider the impacts of the proposed Plan policies in terms of promoting better community integration and advancing equality of opportunity.

10. Sustainability implications

10.1 The purpose of the planning system is to contribute to the achievement of sustainable development and one of the 'basic conditions' on which neighbourhood plans are examined is that they should contribute to this.

11. Other Implications

Public health implications:

11.1 One of the Neighbourhood Plan's objectives is to 'support strong, vibrant and healthy communities; fostering well-designed beautiful and safe places, with accessible services and open spaces that reflect current and future needs and support communities' health, social and cultural well-being'.

Supporting Documentation

1. Appendices

1. Brighton Marina Neighbourhood Plan (Regulation 14 consultation draft) Brighton & Hove City Council response (draft version subject to agreement by TECC committee)

2. Summary of the Basic Conditions for Neighbourhood Plans

3. Map of Brighton Marina Neighbourhood Area

2. Background documents

Brighton Marina Neighbourhood Plan Regulation 14 Consultation Draft 2022 available to view on the Forum's website
https://www.bmnf.org.uk/_files/ugd/f3b05a_e206ae44f67c4d96a667daa92963d14b.pdf

Brighton & Hove City Council welcomes the opportunity to comment on the Brighton Marina Neighbourhood Plan (NP) at the draft Regulation 14 stage. We would like to acknowledge the work that the Neighbourhood Forum has put into drafting the Plan and strongly encourage the Forum's ongoing neighbourhood plan work.

Officers have set out several general comments on the NP below. This is followed by a schedule of detailed comments cross-referenced to specific policies and paragraphs in the draft NP. The comments reflect the views of relevant officers from several different council services.

General comments

The Plan should refer to the City Plan Part One and City Plan Part Two policies throughout, particularly where the policies are complementary. The Examiner will expect to see paragraphs numbered in the Plan to easily refer and make comment on different sections.

One of the Basic Conditions that the NP must meet is that it is in general conformity with the strategic policies in the City Plan. NP policies should therefore be presented as supporting and enhancing City Plan policies particularly, where policies have already been adopted in the City Plan Part One and Two and should not appear to conflict with adopted City Plan policies. Examples of where this appears not to be the case is NP Policy BM8 Community Facilities which repeats much of CPP2 policy DM9. The identified ASDA pharmacy would be difficult to safeguard as this is a section of the wider ASDA supermarket. The identification of the Master Mariner Public House would also not be appropriate as this would not be in conformity with the adopted CPP2 policy DM10 Public Houses.

Specific comments on the Draft Neighbourhood Plan

Paragraph/Policy	Comment
Page 13 "National Policies"	***Typo*** "~~In~~ It comments that the purpose of the planning system is to contribute to the achievement of sustainable development."
Page 14 "Local policies"	***Update text*** "The City Plan Part 2 ~~is now at an advanced stage. It was submitted for examination in May 2021 and the inspector's report was received in July 2022.~~ Was adopted in October 2022. It has been designed to complement Part 1 of the Plan and to provide ~~more specific details~~ site allocations and development management policies."
Introduction	Wording "*Further major development at the Marina is envisaged within the Brighton & Hove City Plan*." could be amended for clarity

1

Paragraph/Policy	Comment
National policies, page 15	Typos: "In comments that the purpose of the planning system is to contribute to the achievement of sustainable development"
Page 15 Policy BM1: Design	Suggest wording amendment: Bullet 5 "any development ~~must~~ should retain and improve the setback distance from the water's edge to improve pedestrian access and permeability adjacent to the waterside." Suggest wording amendment: Para 4 "Proposals for major development should ~~be designed so that they integrate into~~ take into account the layout, form and density of the wider ~~composition and layout of the~~ Marina. Regard should be given to connectivity ~~both~~ within the development and ~~as it relates~~ to pedestrian and traffic flows in/out of and around the marina. Suggest wording amendment to link to City Plan policies: Last Para "The policy approach ~~also~~ takes account of the ongoing work of the Building Better, Building Beautiful Commission, National Design Guide and the National Model Design Code. More detailed area-specific design principles should be set out as part of a future masterplan and design code to support this Neighbourhood Plan as well as City Plan Policies CP12 Urban Design and DM18 High Quality Design and Places." Comment: Consider reference to SPD17 UDF
Page 17 Policy BM2: Public Realm / Open Spaces	Suggest wording amendment: "Safety and Surveillance: ~~all new elements of~~ public realm should be designed and laid out so that they would be safe to all users during the day and the night. Suggest wording amendment: "Attractiveness: ~~all new elements of~~ Public realm should ~~be designed and laid out in an~~ also be attractive ~~way to~~ and meet the needs of ~~both~~ local residents~~,~~ and boat owners using the Marina and other visitors. Proposed developments which ~~do not~~ demonstrate appropriate responses to these design principles will ~~not~~ be supported." Suggest wording amendment:

Paragraph/Policy	Comment
	"~~This Plan recognises that new development does not necessarily need to address existing issues with the wider public realm. Nevertheless, n~~ New developments ~~which provide solutions~~ which delivers improvements to public realm in the Marina ~~to any such issues~~ will be ~~particularly~~ supported. Proposals for incorporating public art ~~within~~ into the ~~wider~~ public realm will be welcomed." Suggest wording amendment: "The policy approach ~~also~~ takes account of the ongoing work of the Building Better, Building Beautiful Commission, National Design Guide and the National Model Design Code." Comment: SPD17 Urban Design Framework (UDF) is applicable to all levels of design including the network of streets, open spaces, and public realm design (National Design Guide: Space Between Buildings).
Page 18 Policy BM3: Connectivity	Suggest wording amendment: "Connectivity: all ~~new~~ elements of public realm should be designed and laid out ~~so that they are connected~~ in a sensitive, legible and imaginative way ~~both to~~ and secure improved connectivity across the development and wider area and adjacent ~~its related development and to other adjacent developments and~~ associated public realms." Suggest wording amendment: "Improving the pedestrian access from the beach and~~/~~ Black Rock site." Could reference the Eastern Seafront Masterplan and links to this in NP.
Page 19 Policy BM4 Residential Development	Suggest wording amendment: Proposals for new residential development will be supported ~~where it delivers~~ where they help to deliver the strategic allocation for the Marina as identified in City Plan Part One Policy DA2 Suggest wording amendment: 'Access and Permeability' "new developments ~~should secure improved legibility,~~ should contribute towards improved legibility, permeability and connectivity for pedestrians within and to the Marina and the

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Paragraph/Policy	Comment
	surrounding areas through high quality building design, townscape and public realm;
	Comment:
	Design terminology like 'legibility' and 'permeability' are quite technical, so these terms should be clearly defined and explained in a Glossary.
	Suggest wording amendment:
	'Housing Type and Mix',
	"new developments should provide for a mix of dwelling type, tenure and size to cater for a range of housing requirements, <u>including affordable housing</u> and to improve housing choice <u>in accordance with City Plan Policies CP19 and CP20</u>"
	As it currently stands, the policy wording is unhelpful for applicants as it doesn't identify what types of housing are needed to improve housing choice or explain how applicants should go about demonstrating this
	Suggest deleting the final sentence "~~Proposed developments which do not demonstrate appropriate responses to these design principles will not be supported.~~" as it is unnecessary to state this.
	In supporting text, 2nd paragraph, 1st sentence, suggest inserting
	Securing an appropriate mix of housing types,<u> including affordable housing</u> in new development at the Marina is an important element of the policy. It takes account of community feedback in Autumn 2019 and the range of housing and affordability issues in the City in general, and in the Marina in particular.
	Comment: High Quality Design: Second bullet: *"excellent use of durable materials"* - what does 'excellent use' mean?
Page 20 Policy BM5: Natural Environment / Marine Wildlife	Mitigation of Flood Risk:
	Comment: Policy seems to be in general compliance with NPPF and CPP1 Policies DA2.11 and CPP2 policy DM39 but may need more clarity on sustainable urban drainage give

4

Paragraph/Policy	Comment
	surface water flooding issues and regard to CPP2 policy DM43. Should it be 'comply' or 'have regard to'? Queries: "All new development should comply with the Sea Defence Management Plan of the Brighton Marina Estate Management Company*. A Flood Risk Assessment will be required for proposals for new build development" *Would suggest this part of the policy should also make reference to *new development needing to have regard to the relevant Shoreline Management Plan and [Brighton and Hove City Council Strategic Flood Risk Assessment](#) and the council's SUDs SPD?* Note that the B&H SFRA Level 2 Site Assessment is relevant and specified that at the planning application stage, a site-specific Flood Risk Assessment will be required if any development is located within Flood Zone 2 or 3 and/or Surface Water Flood Zones. Therefore query 'all development' –is FRA required for those small, isolated areas northwest corner that are within FZ1? <u>Note:</u> NPPF para. 164b specifies that development should be safe *for its lifetime taking account of the vulnerability of its users…* See also NPPF para 167 a)- e) also specifies that development should only be allowed in areas at risk of flooding, where it can be demonstrated *that the most vulnerable development is located in areas of lowest flood risk*; the development is appropriately flood resistant and resilient …etc This is also expressed in DA2.1.d) for the Brighton Marina Inner harbour site allocation. Section on "integrity of the cliffs". Suggested change as follows to ensure compliance with DM37: New developments should demonstrate that their proposals ~~do not impact adversely~~ on the visibility or stability of the cliffs <u>avoid impacts on</u> the cliffs located to the north of the Marina. The cliffs are <u>protected</u> ~~noted~~ for their unique and irreplaceable geological features, being designated as the

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Paragraph/Policy	Comment
	Brighton to Newhaven Site of Special Scientific Interest and Friar's Bay to Black Rock Marina Local Geological Site. Suggest including a new section on Biodiversity. New development should avoid adverse impacts on biodiversity in accordance with the mitigation hierarchy, conserves and enhances existing biodiversity, achieves a Biodiversity Net Gain and complements UNESCO Biosphere objectives. This section could also include a reference to the Brighton Marina Local Wildlife Site.
Page 21 Policy BM6: Cafes, restaurants and other commercial facilities	Suggest changing the title of the policy to "Commercial & Leisure Facilities". Would suggest removing text that says, ~~"in so far as planning permission is required"~~. Appreciate that this policy has specific reference to harbour/marine activities however, not sure if the policy is required because it seems to repeat some of adopted CPP2 policy DM14 Commercial and Leisure Uses at Brighton Marina and CPP1 policy DA2.
Page 22 Policy BM7: Energy use, waste minimisation and recycling	"Development proposals should demonstrate the highest standards of energy use, waste minimisation and recycling." Comment: It would be useful to say if this relates to the construction period, the completed buildings, or both. "which incorporate zero carbon construction energy initiatives" Comment: Fully support the intention here, but it is very difficult to identify "zero carbon" in construction and energy and it might be confusing to developers. Would suggest saying "low or zero carbon initiatives". Again, it would be good to clarify if this relates to the construction period or the completed buildings, or both, and to separate out building fabric and energy systems / initiatives. Could include reference to CPP1 policy DA1.3 - opportunities for low and zero carbon decentralised and heat networks "All new residential development must include charging facilities for electric vehicles in all parking spaces provided". This requirement is now incorporated in Building Regs Part S. No harm having it in the document

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Paragraph/Policy	Comment
Page 23 Policy BM8: Community Facilities	Policy seems to duplicate much of CPP2 policy DM9. <u>Amended response Feb 23 for Clarification:</u> In planning policy terms, it would be difficult to safeguard the pharmacy as this is an in-store facility, which is part of the wider ASDA supermarket. Whilst the identification of The Master Mariner Public House is supported in principle as an important community facility at the Marina, it is considered that its placement in draft policy BM8 would provide less protection than that afforded by the CPP2 policy DM10 Public Houses. The adopted local plan policy requires the demonstration of both a lack of viability and that the local community no longer needs the public house and that alternative provision meeting a similar need existing in the locality. Given that the policies of the Neighbourhood Plan, once made, would take precedence over non-strategic policies in the City Plan (e.g. CPP2 DM10), the protection of the Master Mariner pub could be weakened by the proposed Neighbourhood Plan policy.
Page 25 Community Action BMCA4: Air Quality	What is the highest possible standard? How will it be assessed?

APPENDIX 2

Summary of the 'Basic Conditions' for Neighbourhood Plans

Only a draft neighbourhood plan that meets each of a set of basic conditions can be put to a referendum and be made. The basic conditions are set out in paragraph 8(2) of schedule 4B to the Town and Country Planning Act 1990[1] as applied to neighbourhood plans by section 38A of the Planning and Compulsory Purchase Act 2004.

The basic conditions are:
- having regard to national policies and advice contained in guidance issued by the Secretary of State it is appropriate to make the neighbourhood plan.
- the making of the neighbourhood plan contributes to the achievement of sustainable development.
- the making of the neighbourhood plan is in general conformity with the strategic policies contained in the development plan for the area of the authority (or any part of that area).
- the making of the neighbourhood plan does not breach, and is otherwise compatible with, retained EU obligations.
- prescribed conditions are met in relation to the plan and prescribed matters have been complied with in connection with the proposal for the neighbourhood plan.

Other basic conditions

Regulation 32 of the Neighbourhood Planning (General) Regulations 2012[2] prescribe 2 basic conditions in addition to those set out in the primary legislation. These are:
- the making of the neighbourhood plan does not breach the requirements of Chapter 8 of Part 6 of the Conservation of Habitats and Species Regulations 2017, which set out the habitat regulation assessment process for land use plans, including consideration of the effect on habitats sites.
- having regard to all material considerations, it is appropriate that the Neighbourhood Development Plan is made.

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[1] http://www.legislation.gov.uk/ukpga/2011/20/schedule/9/enacted
[2] http://www.legislation.gov.uk/uksi/2012/637/part/9/made as amended
http://www.legislation.gov.uk/uksi/2013/235/made

Brighton Marina Neighbourhood Area

Brighton Marina Neighbourhood Area
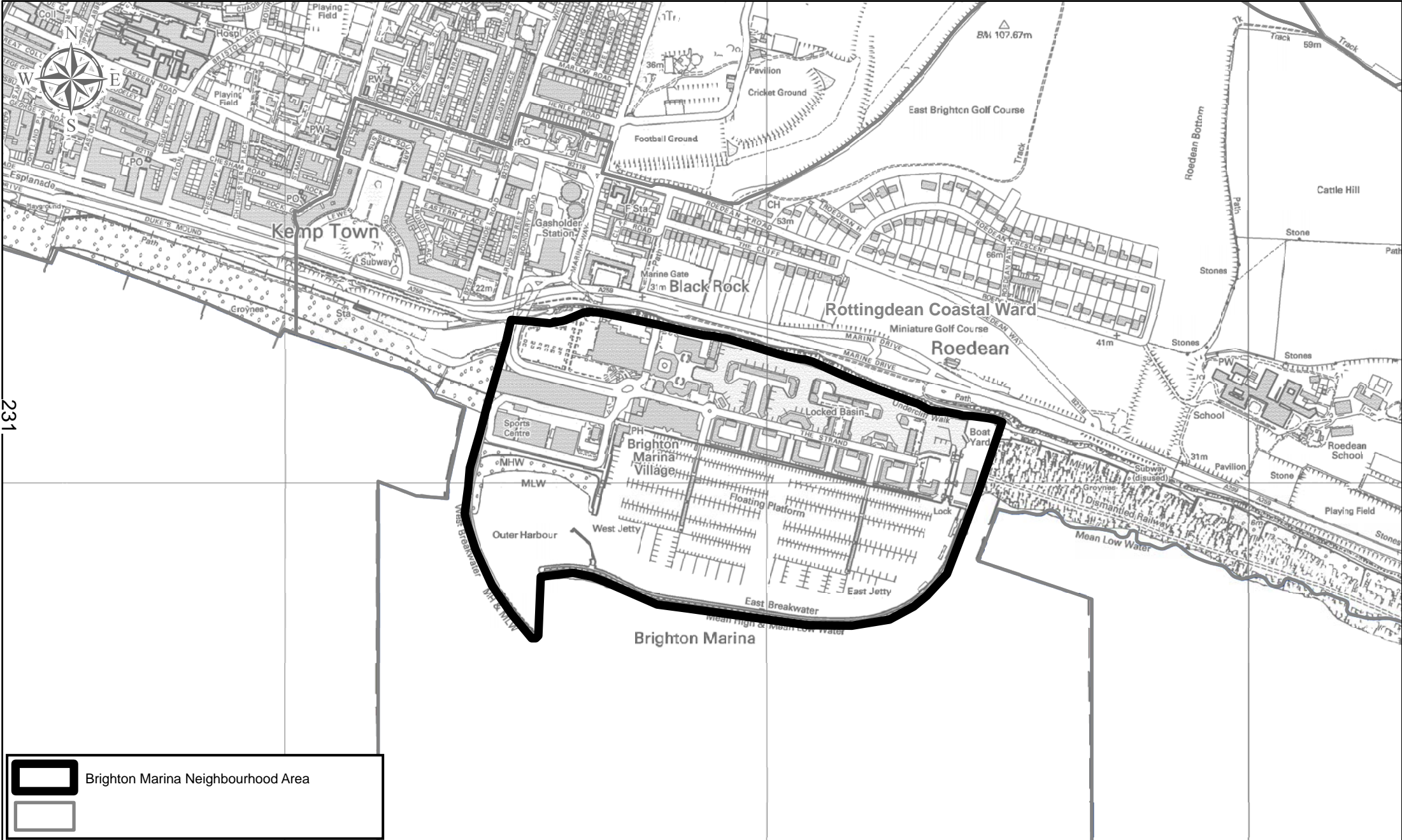
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Brighton & Hove City Council

Tourism, Equalities,   **Agenda Item 66**
Communities, & Culture
Committee

Subject:	**Local Development Scheme Update**
Date of meeting:	**[Include all meetings where the report will be considered]**
Report of:	**Executive Director, Economy Environment & Culture**
Contact Officer:	**Name: Steve Tremlett**
	Email: steve.tremlett@brighton-hove.gov.uk

Ward(s) affected: All

For general release

1. Purpose of the report and policy context

1.1 The purpose of this report is to seek approval of the revised Local Development Scheme (LDS). This is the three-year work programme setting out the timetable for the preparation of planning documents produced by the Local Planning Authority, including those that make up the development plan for Brighton & Hove. It covers the period from 2023 to 2026.

2. Recommendations

2.1 That Committee approves the revised Local Development Scheme 2023 – 2026, attached as Appendix 1.

3. Context and background information

3.1 All Local Planning Authorities (LPAs) are required to prepare and maintain a Local Development Scheme (LDS) under s15 of the Planning and Compulsory Purchase Act 2004. The LDS is a public statement of a LPA's programme for the production of Development Plan Documents (DPDs), the subject matter and geographical area to which each is to relate, and which are to be prepared jointly with one of more other LPAs. It also sets out the programme for preparing other planning documents, for example Supplementary Planning Documents, and provides an update on the progress of neighbourhood plans in the city. The 2004 Act provides that an LPA must revise its LDS as such time as they consider appropriate or when directed to do so by the Secretary of State.

3.2 DPDs set out policies on the development and use of land in a local authority area. The LDS outlines in advance when public consultations are due to take place, when DPDs are expected to be submitted to the Secretary of State for public examination, and when they are expected to be adopted.

3.3 The previous LDS was published in 2022 to cover the period 2022-2025 and an update has now been produced to ensure the timetable is up-to-date.

3.4   Key updates in this iteration of the LDS include:

- An update to the timetable for the production of City Plan Part One Review to reflect delays to the previously published timetable, partly due to national planning reforms;
- An update to the timetable for a full review of the Waste & Minerals Local Plan;
- An updated list of adopted Supplementary Planning Documents to reflect the adoption of the Nature Conservation SPD;
- Updates on the progress of Neighbourhood Plans in the city.

4.   Analysis and consideration of alternative options

4.1   The council is required by planning legislation to produce and maintain an up-to-date LDS. The alternative options considered and evaluated in preparing the LDS relate to the type of development plan documents to be prepared over the next three years, how they will be resourced and prioritised, and when the key stages will be undertaken. The proposed timetable is considered the best option with the resources available.

5.   Community engagement and consultation

5.1   The LDS is not subject to public consultation, however the production of all DPDs, SPDs and Neighbourhood Plans set out within it include stages of public consultation.

6.   Conclusion

6.1   Approval of the LDS will ensure that there is an up-to-date timetable for preparing development plan documents in accordance with planning legislation. The approved LDS will be published on the Council's website.

7.   Financial implications

7.1   There are no direct financial implications as a result of the revised Local Development Scheme. The costs of preparing the revised Local Development Scheme has been and will be met from existing revenue budgets.

Name of finance officer consulted: John Lack   Date consulted: 07/02/23

8.   Legal implications

8.1   There is a requirement under planning legislation to keep up to date its LDS. Failure to do so could result in the Council having less oversight and control of its strategic development plans.

Name of lawyer consulted: Katie Kam   Date consulted: 08/02/23

9.   Equalities implications

9.1   None relevant to this report.

10.   Sustainability implications

10.1   None relevant to this report.

11.   Other Implications

11.1   None relevant to this report.

Supporting Documentation

1.   Appendices

1.   Revised Local Development Scheme 2023-26

Contents

1. Introduction

2. This is the 2023 version of the Local Development Scheme (LDS) produced by Brighton & Hove City Council. This document replaces the previous version of the LDS published in 2022. The LDS sets out the programme for the production of Local Development Documents (LDDs) and other planning documents in Brighton & Hove over the next three years

2. The Local Development Scheme 2023-2026

Documents set out in the Local Development Scheme

3. Local Development Documents fall into three categories:
   - Development Plan Documents (DPDs): DPDs are planning policy documents that form the statutory development plan for the area.
   - Supplementary Planning Documents (SPD) and;
   - Statement of Community Involvement (SCI).

4. The council also produces this Local Development Scheme and the Authority Monitoring Report, which sets out annual updates on the progress of adopting and implementing DPDs.

5. The development plan for Brighton & Hove consists of the City Plan Part One (2016), City Plan Part Two (2022), the Waste and Minerals Plan (2013), the Waste and Minerals Sites Plan (2017), and the Shoreham Harbour Joint Area Action Plan (2019).

Development Plan Documents

6. The adopted documents set out below form the statutory development plan for Brighton & Hove. Planning applications received by the council must be determined in accordance with the statutory development plan.

7. Development Plan Documents are an important mechanism in helping to deliver Brighton & Hove's citywide strategies. These include the economic, local transport, housing, community safety, climate change, tourism, sports and cultural strategies.

Adopted Development Plan Documents

CITY PLAN PART ONE	
Adopted	2016
Role and Subject	To provide an overall strategic vision for development in the city to 2030. It sets out the priorities to meet the challenges of the future; and identifies the broad locations, scale and type of development, as well as the supporting infrastructure required, to 2030.
Coverage	Brighton & Hove, excluding the South Downs National Park

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CITY PLAN PART TWO	
Adopted	2022
Role and Subject	This document complements the adopted CPP1 and includes additional site allocations and detailed development management policies.
Coverage	Brighton & Hove, excluding the South Downs National Park

EAST SUSSEX, SOUTH DOWNS AND BRIGHTON & HOVE WASTE AND MINERALS PLAN	
Adopted	2013
Role and Subject	Sets out the vision, objectives and strategy for sustainable waste development and minerals production in the area and provides the policy framework for development control decisions.
Coverage	Brighton & Hove and East Sussex, including that part which falls within the South Downs National Park

EAST SUSSEX, SOUTH DOWNS AND BRIGHTON & HOVE WASTE AND MINERALS SITES PLAN	
Adopted	2017
Role and Subject	Identifies sites which are potentially suitable for new waste management facilities whilst safeguarding existing waste management sites. It also safeguards railheads and wharves that could be used for bulk transport of waste and minerals.
Coverage	Brighton & Hove and East Sussex, including that part which falls within the South Downs National Park

SHOREHAM HARBOUR JOINT AREA ACTION PLAN	
Adopted	2020
Role and Subject	To set out a vision, objectives, strategies, policies and detailed site allocations for Shoreham Harbour. Produced by the Shoreham Harbour Regeneration Partnership which includes Adur District Council, Brighton & Hove City Council, Shoreham Port Authority and West Sussex County Council.
Coverage	Shoreham Harbour and South Portslade area

Development Plan Documents in Preparation

8. The following documents are currently being prepared and will form part of the development plan for the city once adopted.

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City Plan Part One Review[1]

OVERVIEW	
Role and Subject	A review of the updated City Plan Part One. Policies will be revised to take into account changes in national policy, local priorities and other changes in circumstance.
Coverage	Citywide, excluding the South Downs National Park

TIMETABLE	
Stage	Date
Assessment of Need for the Review	Completed
Evidence gathering and Scoping	2023
Scoping Consultation (Reg. 18)	Spring 2024
Preferred Strategy Consultation (Reg 18)	Spring 2025
Pre-Submission Consultation (Reg 19)	Spring 2026
Submission of Plan to Government	Autumn 2026
Public Examination	Winter 2026/27
Adoption	2027

9. The timetable for the latter stages of the Review is subject to some uncertainty and is likely to be impacted by the forthcoming changes to the planning system. The government's proposed timetable for introducing the changes currently indicates that the first examinations to be held under the new system will not take place until October 2026. The Local Development Scheme will be updated should the timetable change.

Waste and Minerals Local Plan Review

OVERVIEW	
Role and Subject	The Waste and Minerals Local Plan Review is principally intended to update some adopted minerals policies following representations made at the Public Examination of the Waste & Minerals Sites Plan in summer 2016.
Coverage	East Sussex and Brighton & Hove including part of the South Downs National Park

TIMETABLE	
Stage	Dates
Call for Sites / Content (Reg18)	Completed

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[1] The name of the reviewed Plan is yet to be confirmed.

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Preferred Strategy Consultation	Completed
Pre-Submission Consultation (Reg 19)	Winter 2021
Submission of Plan to Government	Spring 2022
Public Examination	Autumn 2022 – Spring 2023
Estimated date for Adoption	Autumn 2023

Proposed Development Plan Documents

10. The following documents are proposed, with work yet to begin.

Full Review of the Waste & Minerals Local Plan

OVERVIEW	
Role and Subject	A comprehensive review of the Waste & Minerals Local Plan. Policies will be revised to take into account changes in national policy, local priorities and other changes in circumstance.
Coverage	East Sussex and Brighton & Hove, including part of the South Downs National Park

INDICATIVE TIMETABLE	
Stage	Date
Draft Plan Consultation (Reg 18)	Autumn/Winter 2024/25
Pre-Submission Consultation (Reg 19)	Early 2026
Submission of Plan to Government	Autumn 2026
Public Examination	Late 2026
Adoption	2027

The timetable for the latter stages of this full Review is subject to some uncertainty as substantive work will not begin until the conclusion of the earlier focussed review detailed above. The LDS will be updated should the timetable change.

Links between Development Plans and Other Strategies

11. When preparing all plans, the Council seeks to ensure that its proposals are integrated with, and complimentary to, a range of adopted policies and strategies.

12. Other strategies produced by the council that are considered in the preparation of DPDs include:
- Carbon Neutral 2030 Programme
- Housing Strategy
- Economic Strategy
- Visitor Economy Strategy

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- Local Transport Plan
- Sustainable Community Strategy
- Health and Wellbeing Strategy
- Community Safety and Crime Reduction Strategy.

13. The Council also works closely with neighbouring local authorities to support the development of their LDDs and to ensure that cross boundary issues are dealt with effectively including, when required, making representations at Local Plan Examinations as part of the Duty to Cooperate.

Supplementary Planning Documents (SPDs)

14. SPDs listed below provide additional guidance and information relating to the implementation of policies contained in DPDs. They do not form part of the statutory development plan for the city but a material consideration in the determination of planning applications.

Document Name	Document Type	Date Adopted
Brighton Centre Design Framework	SPD01	Jan 2005
Shopfront Design	SPD02	Sep 2005
Construction and Demolition Waste	SPD03	Mar 2006
Circus Street and Municipal Market Site	SPD05	Mar 2006
Trees and Development Sites	SPD06	Mar 2006
Advertisements	SPD07	Jun 2007
Architectural Features	SPD09	Dec 2009
London Road Central Masterplan	SPD10	Dec 2009
Biodiversity & Nature Conservation and Development	SPD11	June 2022
Design Guide for Extensions and Alterations (updated)	SPD12	Jan 2020
Shoreham Harbour Flood Risk Management Guide	SPD13	Sep 2015
Parking Standards	SPD14	Oct 2016
Toad's Hole Valley	SPD15	Sep 2017
Sustainable Drainage	SPD16	Sep 2019
Urban Design Framework	SPD17	June 2021
Hove Station Area Masterplan	SPD18	November 2021

15. The table below shows the key milestones for currently programmed forthcoming SPDs as well as a description of each document. Further SPDs may be produced during the three-year period covered by this LDS subject to need and resources.

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SPD	Description	Public Consultation	Expected date for Adoption
Eastern Seafront Masterplan	The preparation of a masterplan for the Eastern Seafront will help support high-quality, innovative regeneration through improving access, activation of the seafront, coherent place-making, environmental enhancement and protection of the world class heritage assets	Late 2023	Early 2024
Brighton Marina Masterplan	A masterplan to shape future development proposals in Brighton Marina	tbc	tbc
Liveable City	A framework for delivering a future city centre within the context of a post-covid environment, changes to the retail market, new transport measures and regeneration sites.	tbc	tbc

Neighbourhood Planning

16. Neighbourhood planning allows parish councils and neighbourhood forums to draw up a Neighbourhood Development Plan (NDP) for their area; once adopted, these plans become Development Plan Documents and guide decision-taking for the areas covered. Neighbourhood planning is community-led, with support provided by the Local Planning Authority. The timetable for preparing neighbourhood plans, and the primary resources for doing so, are the responsibility of the Parish Council or Neighbourhood Forum.

17. Five areas of the city are working towards the preparation of neighbourhood plans. These are summarised below:

- **Hove Station** – public examination commenced in January 2022 but suspended by Examiner to enable the Neighbourhood Forum to make amendments to their Basic Conditions Statement (BCS). The amended BCS was subject to supplementary Regulation 16 public consultation and the examination will re-commence in February 2023.
- **Rottingdean Parish Council** – a draft plan was consulted on in Spring 2021. The draft plan was submitted to the council in January 2023 and consultation is taking place Feb-March 2023. A public examination is likely to take place late Summer / Autumn 2023.
- **Brighton Marina** – an application for re-designation of the Neighbourhood Forum was approved in November 2020. A draft plan was consulted upon under regulation 14 in December 2022/Jan 2023.

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- **Hangleton and Knoll** – Neighbourhood Area and Forum designated in November 2018.
- **Hove Park** - Neighbourhood Area designated in September 2014 (Neighbourhood Forum designated in July 2015 but has since lapsed after 5 years).
- **Coldean** – Neighbourhood Area and Forum designated in November 2021.
- **West Saltdean** - Neighbourhood Area and Forum designated in August 2022.

18. Further details can be found on the council's website[2], where the progress of these plans is monitored.

Supplementary Planning Guidance

19. A number of Supplementary Planning Guidance documents linked to the adopted Brighton & Hove Local Plan are saved and remain material considerations in the determination of planning applications. The saved SPGs are listed in the table below.

	Supplementary Planning Guidance Note and date	Saved Policy in the Brighton & Hove Local Plan
SPG02	External Paint Finishes and Colours – October 1998	HE1 Listed Buildings HE6 Development within or affecting the setting of conservation areas
SPG10	King Alfred/RNR Site: Planning Brief	HO1 Housing sites and mixed-use sites with an element of housing It was SR24 which has been replaced by SA1
SPG11	Listed building interiors – September 2003	HE1 Listed Buildings
SPG15	Tall Buildings – January 2004	QD1-QD4 Design policies
SPG19	Fire Precaution Works to Historic Buildings – May 2004	HE1 Listed Buildings
SPG20	Brighton Marina – An Urban Design Analysis	SR5 - Town and district shopping centres
SPG21	Sustainability Checklist – May 2004	SU2 Efficiency of development

Community Infrastructure Levy

20. The Community Infrastructure Levy (CIL) allows local authorities in England and Wales to raise funds from certain types of new development for strategic infrastructure to support growth. The council published its adopted CIL Charging

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[2] www.brighton-hove.gov.uk/content/planning/neighbourhood-planning

Schedule in May 2020 and implemented CIL charges from 5 October 2020. Further information is available on the Council's website[3].

3. Monitoring and Review

21. The performance of the council against the LDS timetable is monitored in the Authority Monitoring Report (AMR), published annually. on the council's website.

22. The AMR provides information on the following:
- performance against the timetable as set out in the LDS;
- the effectiveness of saved policies;
- the effectiveness of new policies (in the future it may determine the timetable for review of local development documents);
- an up-to-date list of superseded and 'saved' policies;
- the effectiveness of the Statement of Community Involvement; and
- the amount of new housing currently being delivered and likely to be delivered in the future.

23. The information in the AMR is used to identify work priorities. The LDS will be reviewed as the need for further documents emerges and to ensure that a three-year programme is maintained.

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[3] www.brighton-hove.gov.uk/content/planning/planning-applications/community-infrastructure-levy-cil

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Brighton & Hove City Council

Tourism, Equalities, Communities & Culture Committee

Agenda Item 67

Subject: Review of the Local List of Heritage Assets

Date of meeting: 9 March 2023

Report of: Executive Director Economy Environment & Culture

Contact Officer: Name: Tim Jefferies
Tel: 01273 293152
Email: tim.jefferies@brighton-hove.gov.uk

Ward(s) affected: All

For general release

1. Purpose of the report and policy context

1.1 This report explains the process and outcomes of the recent periodic review of the council's Local List of Heritage Assets and seeks agreement to add those nominated heritage assets at Appendix 1 to the Local List. The report was deferred from the January meeting of this committee in response to a deputation in respect of 43 Dyke Road Brighton, which is now proposed to be included on the Local List

2. Recommendations

2.1 That Committee agrees those nominated heritage assets at Appendix 1 that are to be included in the Local List of Heritage Assets

2.2 That Committee notes those nominations at Appendix 2 that are not to be included on the Local List of Heritage Assets.

2.3 That Committee notes that the next periodic review will be undertaken in 2028.

3. Context and background information

3.1 The National Planning Policy Framework (NPPF) identifies the concept of non-designated heritage assets, which should as far as possible be identified by a local listing. This is reinforced by Historic England's good practice guidance on local listing. Local authorities are encouraged to be proactive in identifying these assets. Local listing does not confer any additional statutory controls, but the significance of a locally listed heritage asset is a material consideration in determining planning applications.

3.2 Policy DM28 in the recently adopted City Plan Part Two sets out the council's planning policy on the retention and conservation of locally listed heritage assets.

3.3 The existing Local List of Heritage Assets was agreed in 2015 following a comprehensive and wide-ranging review in which around 450 nominations were assessed. The committee report at that time set out that any future nominations received would be collated and reviewed on a 5 yearly cycle (except in urgent cases) and that approval would be sought from the relevant committee. This review process was also explained in the approved 'Planning Advice Note 07: Local List of Heritage Assets' (PAN07).

3.4 The 5 year review was due to be carried out in 2020 but was delayed due to the Covid pandemic, which prevented site visits, and subsequently due to other work programme priorities, but was completed by late 2022.

3.5 The PAN07 also set out the criteria against which all nominations are assessed - see Appendix 3. In total 40 nominations were received and assessed. Those recommended to be added to the Local List are at Appendix 1 and those that are considered not to meet the criteria for inclusion are set out in Appendix 2.

3.6 The committee report in 2015 also granted delegated powers to officers to remove entries from the Local List where they have been nationally designated or demolished and to correct any factual or historical references where new evidence is available. For information, a number of entries have been amended in the light of new information provided and three entries are to be removed from the list as follows:

- The Dyke Tavern, 218 Dyke Road, Brighton – this building was statutorily listed grade II in November 2017.
- Former Infants School, 6 Lock Hill, Portslade – this building was demolished and replaced by housing with planning approval (2017).
- K6 Red Telephone Kiosk, Church Road, outside St John's Church – this kiosk has been removed by BT since 2015.

4. Analysis and consideration of alternative options

4.1 *To not carry out a review now*. This option would diverge from the previous committee commitment and the process set out in PAN07. It could lead to the loss or inappropriate alteration of locally significant heritage assets and/or create adverse publicity for the council. Upfront and up-to-date identification of local heritage assets allows owners and developers to understand the constraints of a site at an early stage.

5. Community engagement and consultation

5.1 The approved review process as previously set out was simply intended to cover any nominations received since June 2015. However, it was decided to additionally invite further nomination from the local amenity societies and via the council's website and social media. A six week call for nominations took place between 26 October and 7 December 2020.

5.2 Following assessment of the resulting 40 nominations in 2022, all owners and occupiers of those heritage assets recommended for inclusion were contacted and were given six weeks in which to respond and to dispute the significance of the heritage asset or provide any information or evidence that would correct the assessment or potentially lead to a different

recommendation. In addition, all nominators were advised of the outcome of the assessments; the outcomes were reported to a meeting of the Conservation Advisory Group (CAG); and all ward councillors were notified of the proposed assets for inclusion within their wards (see Appendix 1).

5.3   Following deferral of the report to the January meeting of this committee, the original assessment for 43 Dyke Road Brighton has been reviewed against the criteria in the light of further information and evidence provided by the Montpelier and Clifton Hill Society. This building is now recommended for inclusion on the Local List. The property owner has been consulted and no objection to its inclusion has been received.

5.4   An objection was received on behalf of the owner of St Catherine's Lodge, St Catherine's Terrace to its proposed inclusion. The submission argued that the property does not meet the criteria and is not of special interest. It also argued that 'townscape interest' should not be one of the criteria. The submission further argued that the assessment is subjective and lacks supportive evidence; that the historic connections are not of sufficient importance; and that the property is too altered to warrant the architectural interest attributed to it. Finally, it argued that that the condition of the building is such that the scale of repairs and works to upgrade it for energy efficiency would be disproportionate.

5.5   In response, officers carried out further research into the history and development of the property and the revised assessment is considered to be supported by the available evidence. Officers remain of the view that it meets the criteria for local listing set out in PAN07. It should be noted that matters such as the condition of the property and its scope for re-use and upgrading for greater energy efficiency are ones to be considered as part of any planning application, weighed against the heritage significance of the building. Nevertheless, a further objection was received on behalf of the owner and is included at Appendix 4. Officers have considered this objection but remain of the view that the property warrants inclusion on the Local List.

5.6   No other owners or occupiers have objected to the proposed inclusion of any heritage assets or disputed the assessment and recommendation for their heritage asset. No information or evidence has been received that would alter any of the other recommendations, but some minor changes were made to descriptions as a result of information provided.

5.7   Supportive responses were received from; three residents of Ventnor Villas in respect of the rear flint boundary wall; and from the owners of St Margaret's Flats in High Street Rottingdean. The owner of Hollingbury Barn responded by telephone to state that he had no objection to its inclusion. The owners of John Howard Cottages in Roedean Road sought clarification that local listing would not place any additional controls over internal maintenance. The owner of numbers 4 and 6 Windlesham Road provided further information on the houses' history and architectural detailing.

5.8   Supportive responses were received from Cllrs Allbrooke, Childs, Druitt, Ebel, Fishleigh, Platts and Yates in respect of heritage assets in their wards.

6.   Conclusion

6.1   The 5 year review of the Local List has produced 22 further heritage assets that are recommended to be added to the List from the 40 nominations. All assessments and recommendations have been made in line with the criteria set out in 'Planning Advice Note 07: Local List of Heritage Assets'. This includes the re-assessment of 43 Dyke Road Brighton. Only one objection to the inclusion of a property has been received, in respect of St Catherine's Lodge, but the recommendation remains unchanged in that case.

7.   Financial implications

7.1   The costs of officer time and consultation associated with the recommendations in the report have been met from existing Policy, Projects and Heritage team revenue budget. Any further costs associated with future management and review of the Local List of Heritage Assets, including publicity, will also be met from existing revenue resources.

Name of finance officer consulted: Jill Scarfield.Date consulted: 09/02/23

8.   Legal implications

8.1   Although local listing is not a statutory procedure and a locally listed property will not be afforded statutory protection, the fact that a building is on the Local List will be a material planning consideration in the determination of any planning application. Such determinations will need to take into account both local plan policy and relevant policy in the National Planning Policy Framework.

Name of lawyer consulted: Katie Kam   Date consulted: 09/02/23

9.   Equalities implications

9.1   The Local List of Heritage assets is not in itself a policy or strategy and is a small part of a much wider service provision in planning policy and heritage. Further, this is a periodic 5 year review and not a comprehensive revisit of the criteria and approach. Therefore, no specific EIA was undertaken. The Local List supports policy DM28 of City Plan Part Two. A Health and Equalities Impact Assessment (HEQIA) was carried out on the draft City Plan Part 2 and the Main Modifications prior to adoption.

10.   Sustainability implications

10.1   The Local List supports policy DM28 of City Plan Part Two and seeks to retain existing historic buildings and to keep them in use. This accords with the circular economy principle of, as first step, to seek to avoid demolition and waste.

10.2   Local Listing does not impose any additional statutory controls over works that can be carried out without planning permission. In accordance with policy CP15 of City Plan Part One, where proposals that are promoted for their contribution to climate change objectives have a potentially negative effect on a heritage asset, the council will wherever possible help the applicant to identify feasible solutions that deliver similar climate change

objectives but with less or no harm to the heritage asset and its setting. As non-designated heritage assets, locally listed buildings do not carry the same high degree of significance as statutorily listed buildings and there will generally be greater scope for retrofit measures.

Supporting Documentation

1.   Appendices

1.   Proposed Additions to the Local List

2.   Nominations not to be included on the Local List

3.   Selection criteria for Local Listing (extract from approved PAN07)

4.   Second objection in respect of St Catherine's Lodge, St Catherine's Terrace

2.   Background documents

1.   Draft Local List assessment entries for each heritage asset.

2.   Planning Advice Note 07: Local List of Heritage Assets

3.   First submission opposing the inclusion of St Catherine's Lodge

Proposed Additions to the Local List of Heritage Assets

ID	Nominated Heritage Asset	Description	Ward(s)
LLHA0256	Boiler House Hill, University of Sussex, Boiler House	The Boiler House dates from 1962 (with stage II in 1972) and is part of the original University campus designed Sir Basil Spence. It was built as a central facility to provide heating for the whole campus. Sussex was the first of seven new post war universities in the country. Spence prepared the masterplan and the first buildings were ready for occupation in 1962. Ten of the original buildings have been statutorily listed, all based around Fulton Court (seven at grade II* and Falmer House at grade I). The Boiler House was shown in the existing location in early masterplans and consists of sheer red/orange brick facing brick walls, reinforced concrete roof beams overhanging at each end at cornice level and a pre-cast reinforced concrete circular chimney stack faced in brick. The building is functional but monumental in design and conforms to the hierarchy of building types. The original 'telescopic' brick chimney stack is a notable feature but has been augmented by modern metal flues to serve the enlarged campus.	Hollingdean & Stanmer
LLHA0257	Boundary Stones – Thematic list	Various 19th century boundary markers are located throughout Brighton and Hove, which occur both as free-standing upright markers or set into walls or pavements. They are made of varying materials including granite, sarsen stone and Sussex marble stone. Those to be added to the List are at Dyke Road/Old Shoreham Road; Elm Grove; New England Road; Western Road; Windlesham Avenue/Osmond Road; and Whitehawk Hill.	Brunswick & Adelaide East Brighton Goldsmid St Peter's & North Laine
LLHA0258	Brighton Marina Jetties, Yachting Facilities	Two small dock-side buildings containing showers and lavatories, of sculptural and structural interest. The buildings are constructed from glass-reinforced polyester (GRP), which is prevalent in boat building and which protects against deterioration from the sea and therefore a logical choice for marina buildings. They were constructed during a period of enthusiasm for the possibilities of GRP as an architectural material (1960s/70s). Nearly all buildings, however, utilised GRP as non-structural cladding, but those at the Marina have utilised the structural quality of GRP to enclose the	Rottingdean Coastal

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		whole building and are examples of very few remaining buildings to have achieved this. The structure of the buildings is clearly expressed as deeply ribbed GRP sections that form self-supporting integrated wall and roof sections. These are bolted together, panel to panel with cover strips between each segment. The deep corrugations extend the full length of the panels across the building before neatly terminating at the bases on each side. The GRP panels sit over an elegantly recessed concrete upstand. Doors and louvred vents are carefully set into specially designed panels. The buildings were designed by Eva Jiricna, while working for the Louis de Soissons Partnership; she was to become one of the most prominent female architects in Britain in the late 20th Century. Features such as the nautical doors and portholes subsequently became features of Jiricna's later and better-known work.	
LLHA0259	Carden Hill, Hollingbury Library	The Hollingbury Library building was originally built as the County Oak public house, opened in September 1950, to create a public house for the new Hollingbury Estate as part of the post-war reconstruction of Brighton. The building was the Hollingbury Estate's first pub and was subsequently converted to a library in 1962 after a new pub had been constructed next door. The building is an example of a prefabricated building in an unusual configuration, combining two prefabricated buildings, with hints towards an Art Deco style. Built by Whitbread as pubs were deemed essential for the new communities being built in post war estates, providing community and leisure facilities while prioritising the use of standard building materials on homes.	Patcham
LLHA0276	Dyke Road, 43 (Former Pupil Referral Unit)	A large, detached Italianate Villa of two to three storeys with distinctive corner tower, dating from c1846; occupies a prominent site with entrance from Clifton Terrace through gates in tall flint and brick wall. The building is a visual focal point and local landmark. It was built as Norman Villa for (and probably by) William Beedham, who was a builder and at various times held positions as a town commissioner, High Constable and Brighton Corporation alderman. He lived there until his death in 1858. Known from 1881 as Clifton	Regency

		Lodge and later as St George's House, the building has for much of its existence been associated with education.	
LLHA0260	High Street Rottingdean, St Margaret's Flats	St Margaret's Flats were built in 1938 in the Moderne style.at the seafront end of the High Street. It was built by Charles Neville's Saltdean Estate Company to the designs of Richard Jones. The Estate Company was also responsible for the grade II* listed Saltdean Lido and the grade II listed Ocean Hotel in Saltdean, both also designed by Richard Jones (RWH Jones). Typical of the period with design features that include a horizontal emphasis, sweeping curves, regimented balconies, pale smooth render and views of the sea.	Rottingdean Coastal
LLHA0261	Lansdowne Road, 3, Buddhist Centre, Gas lamp standard	Very rare cast iron gas lamp standard by Palmer & Co of North Road Brighton the Regent Foundry; appears to be only one of this type. Estimated to predate other lamps in the city and to have been made between 1819 and 1840s. The lamp is located in the access from Lansdowne Road to the Buddhist Centre, originally a private villa known as Wick Lodge. The building dates from the early 19th century and the date of this lamp pattern would corresponds this. Palmer & Co ceased operating in the 1860s.	Goldsmid
LLHA0262	Lewes Road, Former Preston Barracks, Napoleonic Building	The 'Napoleonic Building' was part of the former Preston Barracks and was built at a time when the cavalry barracks was first established on the site in 1793 in response to the threat from Napoleonic invasion along the coast. It may have been the first permanent building on the site, sitting in the north-west corner. The building is rectangular in plan, two storeys under a series of hipped slated roofs. It has weatherboard cladding at ground floor level and is rendered at first floor level.

The building is the only survivor building from this original barracks and was constructed in c1794 as a canteen but by1801 had been converted to a barrack hospital and mortuary. Lord Cardigan, of Charge of the Light Brigade fame, is said to have held various Court Martials there in the 1840s during the Crimean War. The building remained in military-related use throughout to the 21st century and is now a Cadet Centre. | Hollingdean & Stanmer |

LLHA0263	Marlborough Street, 21 and 22	Two modest early-Victorian terraced houses faced in stucco, likely c1830-1840 and amongst the earliest houses in the street, which was laid out by 1830. Number 21 is double-fronted with central entrance; number 22 incorporates an entrance to a passageway that runs to the rear of the properties on Upper North Street. These two houses were for some reason excluded from the Montpelier and Clifton Hill conservation area when it was designated.	Regency
LLHA0264	Park Hill, Evangelical Church	Built in 1894 as St Andrew's Presbyterian Church, the building was designed by local architect, Herbert Buckwell. He was in practice as Johns & Buckwell at 33 New Road and Union Chambers, 162a North Street and lived at nearby 6 West Drive in 1901 and 16 West Drive in 1911. It took its current name in 1943. The Church, rectangular in plan, has an imposing gabled frontage to Park Hill, in yellow-brown brick in Flemish Garden Wall bond, with red brick banding to the shallow-projecting central section and plaster mouldings to the gable. The round-arched entrance is approached via steps and cast iron railings run either side in front of the basement lightwells. A tall octagonal chimney rises on the east side as a distinctive feature.	Queen's Park
LLHA0265	Portland Road, 11, Middleton Grove	It was designed by architect John George Gibbens and built by William Willett in 1893. Known as the Convalescent Police Seaside Home, it was the first purpose built police convalescent home to be built in the UK. The money required to build the property was gained via donations and was brought to fruition by Catherine Gurney OBE, notable as an activist in the temperance movement and for forming he International Christian Police Association. Princess Christian of Schleswig-Holstein (3rd daughter of Queen Victoria) laid the foundation stone in 1892 and the Countess of Chichester opened the home in 1893. The Home continued in active use by the police until 1966 when it was moved to the newly opened Home on Kingsway It is now a private care home. A two-storey detached red brick building with accommodation in the attic facilitated by the large roof and a semi-basement to the street. It is red brick with steeply pitched clay tile roofs, gables and tall chimneys; the central entrance is raised half a floor and sits beneath a canopy topped by an open segmental pediment in	Westbourne

		terracotta and brickwork. Beside the main entrance is a two storey canted bay with decorative pediment in brick and terracotta.	
LLHA0266	Roedean Road, John Howard Cottages	These cottages currently provide 24 homes for former nurses and carers and were originally from the estate of Brighton philanthropist and engineer Sir John Howard as homes for convalescent nurses. Howard bequeathed the site and left money to fund the construction of accommodation after his death and the cottages were completed in 1922. They are built in the Arts and Craft style, demonstrating its persistence well into the early 20th Century. Inside provides comfort and compactness common in almshouses of the time and built-in solid oak furnishings also reflect the Arts and Crafts style.	Rottingdean Coastal
LLHA0267	St Catherine's Terrace, St Catherine's Lodge	St Catherine's Lodge originally comprised four large semi-detached houses dating from c1854 that were conjoined in c1927, with a new central link addition, to form a single hotel (now vacant). Although built at the same time each original pair was architecturally distinct; the present building forms an eclectic, picturesque grouping with an animated roofline, but made coherent through a commonality of materials such as red brick and roughcast. The property is located in a prominent position on the Kingsway within the Cliftonville conservation area, which was developed from the 1840s. Plots were sold singly and houses built to order, which accounts for the different styles and sizes of properties in the area, but the majority are in a classical, stucco-face style evocative of the Regency period or, later, in more Italianate style. This property is markedly different and retains many features of quality and craftsmanship such as Dutch gables, stone mullioned windows, ornate chimneys and decorative brickwork. The pair of houses to the east were joined as one in c1871 and this was later the home of Stephen Ralli between 1895 until his death in 1902. (As revised following consultation)	Central Hove
LLHA0255	St Luke's Terrace, Street light outside numbers 1 and 3.	A 'Type 1' cast iron lighting column within the Queen's Park conservation area that meets the criteria to be added to the existing thematic local listing of public street lighting.	Queen's Park

LLHA0268	Station Approach, Falmer, Railway Station (including platform footbridge)	The current site of Falmer Station is situated on the down (eastbound) platform side. It was opened in 1865 and in 1890 the station was rebuilt with brown Flemish bond brickwork with red brick dressings, integrating the station-master's house within the building. Windows have round-arched heads.; roof of slate with dentilled eaves and tall brick chimney stacks. The attached canopy with fretwork vallance on iron columns likely also dates from 1890, as does the lattice-work iron footbridge east of the station building, which is included in the listing. (As revised following consultation)	Moulsecoomb & Bevendean
LLHA0269	Upper Roedale Cottages, Upper Roedale Barn (aka Hollingbury Barn)	A small agricultural building likely to have been used as a storage barn with hay loft over and may have also later acted as the stable for the Hollingbury Park Manager's horse and cart. The building is faced in coursed field flint with brick dressings and stringcourses beneath a slate roof. The barn does not appear on the Withdean Estate map of c1890 but appears on the second OS map and so must date from between c1890-97 and seems to have been developed at the same time as the adjacent Upper Roedale Cottages. These buildings may possibly have been associated with the Model Dairy Farm at Lower Roedale. The name Roedale appears to derive from William Roe, who owned a large area of land known as the Withdean manorial estate from 1794 until his death in 1853. The barn has recently been converted to residential use, with a single storey monopitch extension on the south side and a large balcony to the hayloft door on the southern gable end, plus a new window opening, rooflights and other alterations. Despite this domestication, the original agricultural character of the building remains clearly evident. It is now known as Hollingbury Barn.	Hollingdean & Stanmer
LLHA0270	Ventnor Villas, 3-28 – Rear flint boundary wall	A historic boundary wall built of bungaroosh - a mixture of coursed cobbles, field flint, brick and mortar. The wall dated from c1860, approximately 4.5m high, and runs along the rear boundary between Ventnor Villas and George Street, extending from number 3 Ventnor Villas at its southern end up to number 28 just short of Newport Lodge at the northern end – a distance of c200 metres. The wall has been smooth rendered on the George Street side so its appearance and historic significance is concealed from the	Central Hove

		properties on that side. The wall was built to make the new houses in Ventnor Villas more saleable, given their proximity to the backs of the commercial premises of George Street.	
LLHA0271	Western Road, Brighton 61-62	Number 61 -62 Western Road was built 1923-24 for the drapers Lea & Son following the demolition of the original two buildings on the site, and designed by Denman & Son. It has been claimed to be the first steel-framed purpose-built office building with ground floor retail space in Brighton. Its distinctive front facade facing east is Romano-Tuscan in style with uniformed fenestration and an unusually long open terrace on its upper floor, but with elements of Art Deco in the steel windows and decorative detailing. The windows with margin lights have been recently replaced similar to the original design.	Regency
LLHA0272	Windlesham Road, 4 and 6	Two good quality semi-detached houses set over 3 storeys of c1903, with clear elements of the Arts and Crafts style; interesting original features still remaining. They were designed by the notable local architectural partnership of Clayton and Black and number 4 was the home of Ernest Black, partner in the firm, until his death in 1917. Red brick with pebbledash to first floors and above and clay-tiled roofs. Unusually for semi-detached houses each roof and façade is different. Of particular note are the unusual gutter supports on flank walls, paired entrance porches, large oak panelled front doors and boot scrapers. Both houses also contain some noteworthy stained glass windows, including a Sussex landscape, with number 4 having stained glass of particular interest in a large side south-facing bay window. Original boundary walls with ball cap piers. (As revised following consultation)	Regency
LLHA0273	Windlesham Road, 14 and 16	Interesting artisan Arts and Crafts reverse symmetrical semi-detached houses of c1904. Clay tiled with distinctive chimney stacks and pebbledash at first floor level. The half round gutters are suspended by unusually elaborate attractive cantilevered supports on each return facades and have distinctive dated hoppers. Each with interesting porches exhibiting 'Alice in Wonderland' style shutters with heart shaped spy holes to the porch window. Original front walls.	Regency

LLHA0274	York Place, 15, Archway and Railings	The distinctive castellated red brick archway, with stone dressings, and associated cast iron gates and railings on York Place originally gave access to the girls' school of the York Building (Pelham Street Schools). This was developed between 1883 and 1901 by Thomas Simpson and Sons, with the entrance from York Place existing from the earliest development.	St Peter's & North Laine
LLHA0275	York Road, 2-4, Former Langham Hotel	Number 2 York Road was built in the 1850s and finished in stucco but refaced on its south elevation in the 1890s in red brick, in Queen Anne Revival style with a Dutch style pediment and two corner turrets. Then the Langham Hotel, it dominated that part of Western Road, and still does. If viewed from Little Western Street looking north the impressive facade still makes a visual statement at that part of Western Road.	Brunswick & Adelaide

Nominations not to be included on the Local List

Nomination	Reason for not including	Ward
Arundel Road, Arundel Court	Does not meet the agreed criteria in Planning Advice Note 07.	Rottingdean Coastal
Boundary Road, Brighton, flint wall to gasworks site	Does not meet the agreed criteria in Planning Advice Note 07.	Rottingdean Coastal
Church Road, Everest Gravestone, St Andrew's Church	Does not meet the agreed criteria in Planning Advice Note 07. Already benefits from curtilage listing.	Central Hove
Dyke Road Avenue, 62, Amesbury	Does not meet the agreed criteria in Planning Advice Note 07.	Withdean
Dyke Road, 139-163, Tram Rosettes	Does not meet the agreed criteria in Planning Advice Note 07.	Goldsmid
Golden Square, Rottingdean, Wash House	Considered but not added in 2015 review and no change. Not atypical of the conservation area	Rottingdean Coastal
Greenways, 100 and 104	Does not meet the agreed criteria in Planning Advice Note 07.	Rottingdean Coastal
High Street, Rottingdean, Post Box in wall at 96-98	Already included on the Local List.	Rottingdean Coastal
Kings Gardens / Queens Gardens – The Avenues boundary walls	Part already included on the Local List. The other parts do not meet the agreed criteria in Planning Advice Note 07.	Central Hove
Kings Road, 132	Does not meet the agreed criteria in Planning Advice Note 07.	Regency
Marine Drive Rottingdean, Beacon Hub	Falls with the South Downs National Park Authority area.	Rottingdean Coastal
Namrik Mews, 1, The Old Coach House	Removed from the Local List in 2015 review. No change in circumstance or evidence.	Central Hove
Queen Square, 12, Former Baptist Chapel	Does not meet the agreed criteria in Planning Advice Note 07.	St Peter's & North Laine
Rock Street, 7, Wishing Well public house	Not atypical of the conservation area.	East Brighton
Stone Street, 9-13	Not atypical of the conservation area.	Regency
Street name signs in porcelain and cast iron	The nomination lacks sufficient information on number and location of extant examples	Various
The Drive, 20	Removed from the Local List in 2015 review. No change in circumstance or evidence.	Central Hove
Upper North Street, 69, The Windmill public house	Not atypical of the conservation area. Previously assessed in 2015 Review.	Regency

Selection criteria for inclusion on Local List of Heritage Assets (Extract from approved PAN07)

To be included on the Local List of Heritage Assets, an asset must meet:

2 of the below, for **Interest:**

- Architectural, Design and Artistic Interest
- Historic and Evidential Interest
- Townscape Interest

1 of the below, for **Significance:**

- Rarity and Representativeness
- Intactness

AND (non-compulsory)

- Communal Value

Interest

A - Architectural, Design and Artistic Interest

This interest derives from the design and general aesthetics of an asset, and how people draw sensory and intellectual stimulation from it. The difference between architectural/design interest and artistic interest can be clear (for example statues (artistic interest) in a formal garden (design), but is often less so (for example ornament on a building). To meet the criteria of Architectural, Design and Artistic Interest, an asset should demonstrate at least one of the following:

A good example of a regional approach to its design, construction, planning, craftsmanship, decoration and/or materials

A good quality and/or rare example of a particular type of building, style or period of design

An asset demonstrating innovation in its design, construction or decoration, that may have led to the development of new styles or trends

A good example of work by a national or local notable architect, engineer, artist or company

An asset with aesthetic interest derived either from conscious design, or through how it has evolved over time.

B - Historic and Evidential Interest

Historic interest derives from how a particular aspect of past life is illustrated or associated with notable persons, groups or historic events. Evidential interest provides evidence about past human activity. This can be from documentary sources or through analysis of the surviving historic fabric. To meet the criteria of Historic and Evidential Interest, an asset should demonstrate at least one of the following:

Close association with a notable individual, group or historic event of regional and/or national importance, which is uncompromised by its current appearance

An asset which influenced, and/or whose former use illustrates the physical, social and economic development of Brighton and Hove, where this is uncompromised by its current appearance

Significance enhanced through the survival of associated contemporary or historic records

The surviving fabric reveals important evidence about human activity

An asset whose present form is the outcome of a series of phases of development or a continuous sequence of change, where the apparent phases reveal evidence about changing human activity

C - Townscape Interest

Townscape interest derives from the contribution an asset makes to the townscape. It may also include group value. To meet the criteria of Townscape Interest, an asset should demonstrate at least one of the following:

(i)   Within a Conservation Area, making a positive contribution to the character and appearance, but atypical in style, design and/or materials

(ii)   Outside a Conservation Area, but makes a positive contribution to the street scene

(iii)   Forms a visual focal point and/or landmark

(iv)   Has considerable group value through its close association to designated asset(s).

D - Communal Value (non-compulsory)

Communal Value derives from the meanings that a heritage asset has for the people who relate to it, or for whom it figures in their collective experience or memory. It may be more directly associated with activities rather than physical fabric. To meet the criteria of Communal Value, an asset should demonstrate at least one of the following:

(i)   Forms a source of local identity and/or distinctiveness for the community.

(ii)   Retains commemorative, symbolic and/or spiritual value

Although communal value is important to the significance of an asset, it is very difficult to quantify. The value also changes between individuals/groups and over time. As such, this is not a compulsory criteria. Any demonstrable communal value will nevertheless be taken into account in the assessment, and may be particularly influential in borderline cases.

Significance

E – Rarity and Representativeness

(i)   A good example of a design, form or other feature that is uncommon in the locality or city. This may be linked to age (as the older the asset is, the less likely it is to survive in anything like its original form), however age does not necessarily equate to rarity. For example, a Regency townhouse is of considerable age, but is not particularly rare in Brighton and Hove.

(ii)   One of few surviving examples of an asset type which is representative of a particular style or trend, or representative of the legacy of a particular individual, group, architect or company.

F – Intactness

(i)   Retains a sense of completeness, in itself and/or as part of a larger group. Retains the majority of its design features, such as the original windows to a building or original landscape/architectural elements within a historic park. This may represent a single phase of development, or a number of historic phases of development.

(ii)   Retains its original use or function, where this is particularly relevant to its interest.

Special considerations

Lamp Posts and Letterboxes: These types of street furniture are particularly numerous and usually conform to one of a few 'types' As such, specific thematic criteria have been produced for these asset types. Specific examples which meet the thematic criteria will be added to the local list upon identification.

Modern Buildings: Care has to be taken in nominating assets dating to the last 30 years. This is because there has been little time for an objective and consensus view to be formed on their special interest. To be included on the list, an asset constructed in the last 30 years would therefore need to be of exceptional architectural, historic and/or townscape interest. Its special interest would also need to survive wholly intact. In line with Historic England's criteria for listed buildings, assets need to be over 10 years old to be eligible for inclusion.

Assets within conservation areas: The interest of buildings within conservation areas is usually already recognised through the conservation area designation. Assets within a conservation area are 'designated heritage assets' and benefit from additional planning controls over and above those afforded by local listing. Buildings which are typical of their conservation area will not, therefore, be included on the local list. Buildings which are atypical of their conservation area, but are of special architectural/design, historic and/or townscape interest, will be considered for inclusion.

Objection in respect of proposed addition of St Catherine's Lodge, St Catherine's Terrace.

REP0ORT COMMENTS

DATE 22/12/2022

Report by Donald M Shearer RIBA ARB

SITE - ST CATHERINE'S LODGE, HOVE

INTRODUCTION

The report attached does not reach the professional standards required for this type of presentation that comments on historical elements of architectural significance.

As such it is unprofessional, speculative, preconceived and a contrived manipulation of facts to promote an emotional interface in a process that is unequivocally objective in its foundation. This report is deliberately concise to emphasis how only a slightly more rigorous and professional approach to reporting could have delivered a far more objective analysis rather than its conception being driven by a preconceived objective as a **fait accompli**.

Image A of 11/12 St Catherines Terrace

Image B of 42 / 43 Medina Villas

11/12 St Catherine's Lodge 's less decorative roughcast finished very utilitarian interpretation of the Dutch Gable design language. In contrast to a balanced well-defined decorative façade with original facing bricks and intricate detailing at 43/45 Media Villas.

Image C of detailed Dutch Gable at 12 St Catherines Terrace

Image D of detailed Dutch Gable 43 Media Villas

Image E of 42/43 Medina Villas & St Catherine's Lodge urban context

The fragmented collision of disparate materials and forms of St Catherines Lodge on the right of this image sit uncomfortably with the symmetrical order, craftsmanship, consistent use of materials and simple visual harmony of 42 /43 Medina Villas on the left of the image.

HISTORIC AND EVIDENTIAL INTEREST

The officer report asserts that:-

The present form of the building is the outcome of changes representing the evolution of the building first as single private residences, which were combined to form St. Catherine's Lodge hotel

in the 1920s, reflecting how large single houses were no longer affordable as society changed post-war.

This is a romanticised word pastiche with no factual resilience.

Originally there were 4 houses on this site, who's present form so robustly confused that it is next to impossible to define these original 4 dwellings original plan or fenestration form.

This is as a direct result of the original design execution being so compromised that it leant itself to adaption rather than preservation as has been achieved at 42/43 Medina Villas, that was listed recently 02-Nov-1992. 42/43 Medina Villas, is grade II listed building was probably designed by the Architect F.D.Bannister. St Catherine's Lodge did not have the same Architectural skill applied to its design as can be clearly illuatrated by the images A to E above.

TOWNSCAPE INTEREST

The Planner's report states:-

Its distinctive character and appearance, including many elements of good quality architectural detailing, making a positive contribution to the character and appearance to the conservation area

Images A to E clearly illustrate the reality that St Catherines Lodge has not good quality architectural detailing when compared to the robust Architectural thought that has been applied to the listed 42/43 Medina Villas building.

The Planner's report states:-

it is atypical in style, design and materials compared to the surrounding area

Images A to E clearly illustrate the reality that St Catherines Lodge is not only different from the surrounding area it is visually compromised as roughcast render and stripped back superficial detailing is in reality not a quirky interest but a visual compromise that only informs visual discord.

Rarity and Representativeness

The Planner's report states:-

The property is considered to be a good example of a design and style that is uncommon in the Cliftonville conservation area and the city generally. It is part of the vestiges of an enclave of similar grand Dutch gabled brick houses that previously existed at the southern end of Medina Villas,

Images A to E clearly illustrate the reality that St Catherines Lodge is not an example of good design and style. These images also show that it is not similar to grand Dutch Gable Houses such as 42 / 43 Medina Villas.

Intactness

The Planner's report states:-

Although subject to significant alteration and extensions from its original houses in the 20th century, the building known as St Catherine's Lodge retains a sense of completeness and many external features of quality and craftsmanship.

Images A to E clearly illustrate the reality that St Catherines Lodge does not give a sense of completeness and is bereft of any features of quality and craftsmanship. This fact is highlighted by

even the most superficial comparison with 42/43 Median Villas as the threshold comparison established with its listing just 30 years ago.

Image F corner of Medina Villas & St Catherines Terrace

RECOMMENDATION

The planners state:-

St Catherine's Lodge is recommended to be included in the Local List as it is considered to be distinct from, but make a very positive contribution to, the character and appearance of the Cliftonville conservation area through its conscious design and aesthetic interest in the townscape, whilst providing physical and evidential links to the historic development of the area.

Image F clear illustrates slate roof finishes colliding with plain tile roof finishes, balcony railings without any balcony poor quality brick facades juxtaposed with half timbering ridge tiles haphazardly collected on skylines. This is certainly a distinctive form but the case for this being a very positive contribution to the character and appearance of a conservation area is clearly a fantasy.

The facts are that if this is really a conscious design rather than a unfortunate collision of fragmented ideas this building is best forgotten not celebrated.

Donald Shearer ARB RIBA

APPENDIX I

Listed building Entry for 42 /43 Mena Villas

Semi-detached villa. c1852, refenestrated late C19. Probably by F.D.Bannister. Jacobethan style. Red brick with diaper pattern, painted quoins distinguish wings and window openings, painted plinth, slate roof with cross gables, coped verges, external stacks with tall clusters of 6 ornamental chimney pots on brick plinths with quoins. Probably H-plan; semi-detached villa with entrances on returns of slightly projecting wings. 2 storeys over basement plus attic, 1:2:1 bays, attic casements with one horizontal glazing bar, others sash windows without glazing bars, shaped gables with finials and kneelers to wings, more ornamental gables with finials to two 2-light attic dormers rising from eaves, 2-light windows gable ends, 2-storey canted bays with ornamental frieze and decorative string of quatrefoils, some rebuilding to roofline of right hand bay (No.43), central mullions with hoodmoulds forming 2 narrow windows to central bays on both storeys; centre range two 2-light with central mullion linked by continuous hoodmould. Left return (No.42): full-height projecting gable wing right, entrance centre, external stack right, 2-light window in gable end, 3-light below and single storey canted bay on ground floor; entrance to left via porch with shaped gable and finial, cambered head opening, recessed door, 2-light window above, small 2-light window in shaped gabled dormer with finial; large external stack right, tall chimneypots removed. Similar right return (No.43) but gable of porch and finial to east gable missing. Low wall fronting road, brick with moulded coping, octagonal gatepiers and moulded coping, central pier at junction with wall returned to building. F.D.Bannister, the architect responsible for much of Upper Cliftonville, as this area was known, was resident at No 42 in 1856. (Middleton J: A History of Hove: 1979