

Community Safety and Crime Reduction Strategy 2023 – 2026

Updated 2024



Brighton & Hove
Community Safety Partnership

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The Partnership and its work

The Partnership's aims

The Community Safety Partnership's overarching duty is to:

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

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

The focus is on:

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

About this strategy

This strategy lays out the Brighton & Hove Community Safety Partnership's plans for the three-year period from 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 Plan¹, to the council's Corporate Plan², to the Combating Drugs Partnership work, as well as 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 cybercrime.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.

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

² [Our plan 2020 to 2023 \(brighton-hove.gov.uk\)](https://www.brighton-hove.gov.uk/our-plan-2020-to-2023)

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

https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/509831/6.1770_Modern_Crime_Prevention_Strategy_final_WEB_version.pdf

⁴ Home Office (2016) Modern Crime Prevention Strategy, https://www.gov.uk/government/uploads/system/uploads/attachment_data/file/509831/6.1770_Modern_Crime_Prevention_Strategy_final_WEB_version.pdf



Brighton & Hove and the people in the city

The information in the next two sections has been taken from the Strategic Assessment of Crime and Community Safety 2023. 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.

According to the latest (2022) ONS population estimates, there are a total of 278,000 people living in the city, up 0.5% (1,500 people) compared to 2021 (276,500) but 1,500 fewer people (0.5%) than seen in 2017 (279,500). At the time of publication there are no population projections available for Brighton & Hove, therefore there are currently no population data available for years beyond 2022.

Compared with England and the South East, Brighton & Hove has fewer children and older people, and more younger adults, particularly in the age range 20 to 30 years old. Contributing to people in this age group are those who come to the city to study.

For the academic year 2021/22 there was a total 37,700 students enrolled at the University of Sussex and the University of Brighton, a 1.3% (500 people) increase from 2020/21. In England, there has been a 4% increase in the number of students over the same period.⁵ In Brighton & Hove, 58% of these students were female and 42% male. There are also in the region of 1,700 students at other higher education institutes in the city. It should be noted that not all students at these universities live in the city.

The city is a popular tourist destination. In 2022 around 10.0 million trips were estimated to have been made to the city by day visitors (down 6.5% on 2019), with over 5.2 million overnight stays (down 4.8% on 2019).⁶

One in forty residents aged 16 years old or older (5,618 people, 2.4%) have previously served in the UK armed forces. This is significantly lower than in the South East (4.2%) and England (3.8%). Among the 5,618 veterans, 3,948 were in the regular UK armed forces, 1,423 in the reserves and 246 in both the regular and reserve armed forces.

According to the 2021 census, Brighton & Hove is continuing in becoming a more ethnically diverse city. While the overall number of residents has only increased by 1% between the 2011 and 2021 Censuses, the number of Black and Racially Minoritised residents has increased by 35% or 18,921 people. More than a quarter of residents (26%, 72,272 people) are Black and Racially Minoritised under the definition used by Brighton and Hove City Council, which is, all ethnic groups apart from White UK/British.

Brighton & Hove has the highest proportion of residents identifying as lesbian, gay, or bisexual (LGB+) in England. More than one in ten residents aged 16 or over (10.6%, 25,375 people) identify with an LGB+ sexual orientation. This is three times the percentage found in both the South East (3.1%) and England (3.1%) and the highest seen in any upper tier local authority in England.

At least 2,341 residents (1.0%) in Brighton & Hove identify with a gender different from their sex identified at birth. This is double the percentage seen in the

⁵ Higher Education Statistical Agency (HESA), [Where do HE students study? | HESA](#)

⁶ The Economic Impact of Tourism Brighton & Hove 2022, Tourism South East. [The Economic Impact of Tourism on Brighton and Hove 2022](#)

South East (0.5%) and England (0.5%). The proportion of residents aged 16 and over in Brighton & Hove identifying with a gender different from their sex registered at birth (1.0%) is the highest seen outside of London, Luton, Manchester, and Leicester.

In 2023, among residents aged 18 to 64, 9,300 people (5%) have impaired mobility. There were an estimated 5,915 people in the city aged over 18 (2.6%) with a learning difficulty.⁷

Brighton & Hove has high mental health need. The proportion of adults with common mental disorders (such as anxiety or depression) are estimated to be 1 in 5 in the city, which is higher than the England estimate of 1 in 6⁸

In 2021/22, 8% of city residents surveyed reported low levels of happiness, down from 10% in 2020/21. This is similar to the South East (8%) and England (8%). 29% of city residents reported high levels of anxiety, down from 31% in 2020/21. This significantly worse than the South East (22%) and England (23%).⁹

The day-to-day activities of 19% of city residents (51,797 people) are 'limited a little' or 'limited a lot' by health problems (Census 2021). The City Tracker survey found these residents are on average less likely to feel safe in the city.

Regarding children, there were 2,180 Children in Need and 285 children who were the subject of a child protection plan in the city as of March 2023, both proportionally higher than the South East and England.¹⁰ 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 areas being in the east.

There were an estimated 7,700 unemployed people in the city in the twelve months up to September 2023.¹¹ This represents 4.7% of all those who were economically active¹² compared to 3.7% in Great Britain and in 3.3% in the South East¹³.

Data from the Low Income Family Tracker (LIFT)¹⁴ 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,

⁷ Projecting Older People Population Information System www.poppi.org.uk and Projecting Adult Needs and Service Information www.pansi.org.uk.

⁸ [Mental Health & Wellbeing in Brighton & Hove, 2022](#)

⁹ ONS Annual Population Survey. Self-reported wellbeing, [Public Health Profiles - PHE](#)

¹⁰ [Children in Need 2023](#)

¹¹ Unemployed refers to people who were actively seeking work or who had found work and were waiting for it to commence.

¹² Economically active refers to those who are either employed or who are unemployed according to the above definition.

¹³ [Brighton & Hove Labour Market Profile](#)

¹⁴ 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.

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.

One in 25 (3.8%) 16–17-year-olds (200 young people) were not in education, training or employment in the three months ending November 2023.¹⁵

Housing and homelessness

Brighton & Hove had 121,401 homes at the time of the 2021 census, with an average household size of 2.2 occupants. This compares with 2.4 in the South East and in England.

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. A third of households (33%, 39,684 households) in the city rent privately. This is significantly higher than both the South East (19%) and England (20%) and is the highest proportion in England outside of London and the Isles of Scilly. Meanwhile homeownership in Brighton & Hove is falling. Just over a half of households in the city (51%) own their own home. Significantly lower than seen in the South East (66%) and England (61%).

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 housing in the city remains a problem.

...and what we don't know

We need to remain aware that not all the people in the city will feature in the various statistics at our disposal, nor 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 the lives of people 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.

¹⁵ [16- to 17-year-olds not in education, employment or training \(NEET\) or whose activity is not known](#)



Crime and disorder overview

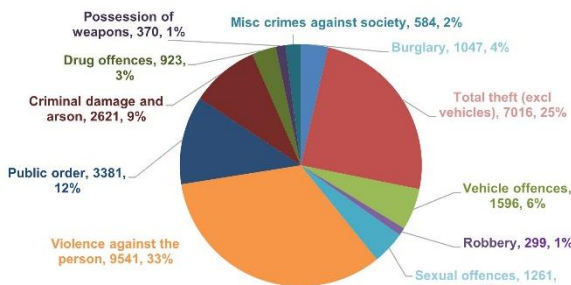
Nature and scale of crimes

There were 28,758 crimes recorded by the police in Brighton & Hove in 2022/23. This is higher than 27,531 in 2021/22 and 24,604 in 2020/21 - when Covid had its greatest impact on people’s lives - but lower than the 29,393 recorded in 2019/20.

These figures must also be considered in historical context; from 2013/14, recorded crimes had risen steadily from around 21,600 to around 26,900 in 2018/19.

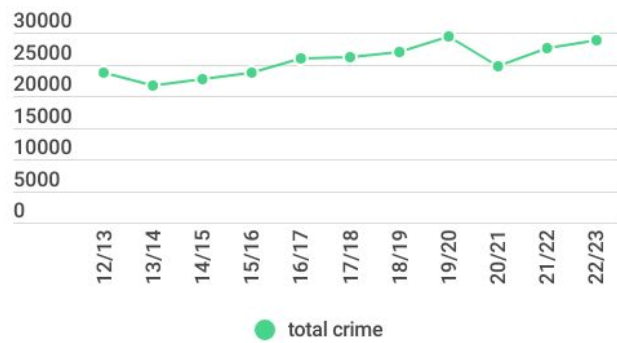
Figure 1 shows the different crime groups making up the total. Broadly speaking, 33% were classified as violence against the person crimes, 29% acquisitive crimes, 12% public order offences and 9% criminal damage/arson.

Figure 1. Total police recorded crime breakdown, 2022/23 (n=28,578)



The line graph in Figure 2 shows the long-term trend in total police recorded crime.

Figure 2. Total police recorded crime, 2012/13 – 2022/23



From 2013/14 numbers of police recorded total crimes increased year by year up to 2019/20. Between 2019/20 and 2020/21 there was an approximately 20% drop in total crimes recorded, strongly linked to the Covid pandemic. Following the removal of restrictions, recorded crimes increased by 11.9% in 2021/22, and by a further 3.8% increase in 2022/23. It remains important to note that, as well as underlying changes in crimes taking place, crime trends are influenced by recording practices, changes in definitions, and propensity to report which vary significantly by crime type.¹⁶

Prior to 2019/20, ASB incidents had showed a long-term decline since at least 2007/08 - where more than 22,000 incidents had been recorded – down to less than 7,300 incidents recorded in 2019/20. However, there was a sharp increase in 2020/21 with 13,436 incidents recorded, with the increase being associated with people contravening COVID restrictions. ASB incidents dropped down to 8,329 but increased slightly up to 8,511 incidents in 2022/23.¹⁷

¹⁶ The increase seen from 2014/15 onwards was influenced by the Sussex Police response to His Majesty’s Inspectorate of Constabularies inspection program 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.justiceinspectors.gov.uk/hmic/publications/sussex-crime-data-integrity-inspection-2016/>

¹⁷ 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.

More information on recorded crimes and incidents is provided in the Strategic Assessment.

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 1,780 offenders (1,714 adults and 66 young people) in 2021/22 in Brighton & Hove, the latest data available. 29% of the adults and 30% of the young people perpetrating crime in this period went on to reoffend in the following 12 months, similar rates than England & Wales as a whole (25% and 32% 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 higher than the average of our matched authorities.¹⁸

Latest estimates based on modelling from 2019/20 show that, compared with the South East and with England, the proportion of the city's resident

population using opiates or crack cocaine remains significantly higher.¹⁹

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 2022/23, 8% of survey respondents reported feeling a high level of worry about violent crime, 8% about burglary, 16% about fraud, and 5% of car owners had a high level of worry about car crime. Women continue to show to worry more than men, as do people from Asian/Asian British or Black/Black British ethnic groups, people who work in manual routine occupations or who are unemployed due to illness, and people living in more deprived areas.²⁰

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

¹⁸<https://fingertips.phe.org.uk/profile/local-alcohol-profiles> accessed Jan 2021

¹⁹ <https://www.gov.uk/government/publications/opiate-and-crack-cocaine-use-prevalence-estimates>

²⁰ Crime in England & Wales: Annual supplementary tables.
<https://www.ons.gov.uk/peoplepopulationandcommunity/crimeandjustice/datasets/crimeinenglandandwalesannualsupplementarytables>

been provided by the Home Office and cover, for example, physical/emotional harm, lost output, value of property stolen/damaged, and the cost of health, police, and other public services in response to crime.²¹

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.

²¹ [The economic and social costs of crime, Home Office, 2018.](#) (Based on costs in 2015/16; yet to be updated at time of publication)



Current landscape

Community Safety and Crime Reduction Strategy 2023-26

Overview

There have been several 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.

When restrictions were lifted following the third national lockdown in early 2021, early police recorded crime data found 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. The Crime Survey for England and Wales (CSEW) highlighted that police-recorded robberies, knife/sharp instrument crimes and firearms crimes all increased between September 2022 and September 2023 however all remained below pre-COVID levels. Conversely, shoplifting had increased significantly nationwide – similarly to Brighton and Hove – and more theft-of-vehicle and theft-from-person offences were recorded than prior to COVID.²²

Cost of living

Financial pressures and hardship have become more acute in 2023, 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.^{23,24}

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.

Community cohesion

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 reduced back down to 'substantial' in February 2022, where it remains at this level at time of publication.

²² [Crime in England and Wales - Office for National Statistics \(ons.gov.uk\)](https://www.ons.gov.uk/crime-and-justice/crime-in-england-and-wales) Note that at the time of publication, 2022-2023 CSEW data are not classified as Official Statistics.

²³ [CentreforMentalHealth COVID MH Forecasting4 May21.pdf](#)

²⁴ [World Mental Health Day: Rising cost of living and mental health \(parliament.uk\)](#)



Identifying and progressing priorities

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Local analysis

Our plans for the three-year period from April 2023 to March 2026 were 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 and the impact on communities and individuals. This has informed the setting of our priorities, and the plans for how to progress these.

The work for the 2022 Strategic Assessment was conducted jointly by officers with lead responsibility for each priority area and analysts in the council's Public Health Intelligence Team.

The strategic assessment was refreshed over the winter of 2023/24 and identifies the same strategic priority areas as set out below.

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.



Relevant work of key partners

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The work of key partners

There are several 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 was integrated within the Complex Adolescent Strategy 2020-23. The YJB (Youth Justice Board) have now been more prescriptive in the requirements and template for the Youth Justice Plan, which has meant the combination does not work as well. The Adolescent Strategic Management Board therefore made the decision to have an overarching Complex Adolescent Strategy for 2023-26, with the annual Youth Justice plan sitting below this. The priorities for the Complex Adolescent Strategy are as follows:

- To continue to embed Contextual Safeguarding practice to best meet the needs of these children;

- Increase participation and the voice of the child; and
- To continue the anti-racist journey and address issues of disproportionality.

This work is overseen by the Adolescent Strategic Management 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 (CDP) 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. The CDP is in the process of developing a strategy, elements of which will align with

this strategy, in particular relating to breaking the drugs supply chain, safeguarding, and the night-time economy.

Integrated Offender Management (IOM)

There is a regional strategic plan on IOM, and national operational 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, County Lines, modern slavery and human trafficking. The cost to society of serious and organised crime is estimated at many billions of pounds a year.²⁵

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

²⁵ Home Office Research Report 73 (2013), *Understanding organised crime: Estimating the scale and the social and economic costs*.

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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](#).

Planning and environmental services
Brighton & Hove City 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.



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.

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 2,758 police-recorded violent crimes with injury in 2022/23 in the city. These offences had reached a peak of 3,044 in 2019/20 (pre-Covid) but dropped 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 therefore remain marginally below the figures in the years immediately pre-Covid. Injury violence has strong links with the night-time economy.

The number of police recorded knife/sharp instrument crimes decreased from 191 in 2021/22 to 154 in 2022/23. The number of assault-related attendances at A&E (1,327 in 2022/23) decreased slightly compared to the 1,365 recorded in 2021/22; where the mechanism of injury was known, 15% of assault attendances at A&Es in Brighton

& Hove were due to stabbing by a knife or sharp object, very similar in number and proportion to those recorded in 2021/22.

There were 299 police recorded robberies in 2022/23, a decrease on the 333 robberies recorded in 2021/22, however possession of weapons offences (370 in 2022/23) were greater than in 2021/22 (343 recorded).

There is a rising trend in drug-related deaths in Brighton & Hove. In 2022/23 the police recorded 182 drug trafficking offences in the city.

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 December 2023, there were 11 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 24 modern slavery offences recorded by the police in 2022/23, similar to the 25 recorded in 2021/22.

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Current context

While there are promising signs overall in terms of the levels of violence among under 25s and knife-related violence in general, serious violence continues to present a challenge to the city and regionally.

Over the past year there has been an increase in groups of children & young people that have become associated with urban street gangs and engaged in serious crimes and disorder, often involving the threat or use of knives and other weapons. Local intelligence suggests that some of these young people may be being criminally exploited and are associated with county lines and/or drug dealing activity within the city.

There is an increasing awareness among partnership services and their equivalents in East and West Sussex, of the cross-county border nature of youth crime and exploitation. Children and young people are known to be travelling across the region, and engaging in a range of activities, including ASB and shoplifting, as well as drug supply.

Our plans

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 taken from the citywide drug summit events in 2023 will be used to inform partnership strategies for reducing drug harm and its associated impacts on the community, with the aim of improving trust in 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).

Using 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 racial and cultural inequalities across the city.

Brighton & Hove City Council will address the fear of violent crime in the city by further developing communications to the community, highlighting the challenges, promoting successes and encouraging further community involvement in developing and delivering responses.

Serious violence, drugs and exploitation

We will work with local partners to develop our structural response to the emergence of Urban Street Gangs within the city. We will use intelligence and engagement from across the partnership to address the risks both to and from the individuals involved and identify and disrupt those that seek to exploit them.



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.

Why this is a priority

The government has acknowledged the need to tackle the crimes termed 'violence against women & girls' (VAWG) and has identified VAWG as a national threat. As the data contained in this document shows people in Brighton and Hove experience higher than average levels of domestic abuse and other forms of VAWG. There are cycles of repeat offending and repeat victimisation and only a small fraction of perpetrators are convicted. The Community Safety Partnership has committed to zero tolerance to all forms of VAWG. The government has acknowledged the need to tackle the crimes termed 'violence against women & girls' (VAWG).

We have developed a new VAWG Strategy which mirrors the priorities of the Community Safety Partnership Strategy and the findings from our recent public consultation highlighted that the vast majority over 90% of respondents agreed with our priorities to tackle VAWG. Going forward we intend to work in partnership to deliver the priorities of the strategy to improve the safety of everyone affected by VAWG in public and private spaces.

Key facts

Domestic abuse is a prolific crime – 11% of all police recorded crime in 2022/23 had a domestic abuse flag. Setting aside the many incidents which remain unreported, there were 3,114 crimes and 2,051 incidents recorded by the police in Brighton & Hove in 2022/23, a decrease of 8% in 2022/23 compared with the previous year, and this downward trend has continued in the first six months of 2023/24. In June 2023, national changes to the way that the police record domestic abuse offences came into effect, which

may have contributed to the decrease in recorded offences since²⁶.

There were 1,261 recorded sexual offences in Brighton & Hove in 2022/23, including 437 rape offences, an increase from 397 the previous year. Following a long-term increase in the number of recorded sexual offences, the first six months of 2023/24 showed a 13% decrease in sexual offences. There were 404 stalking offences in Brighton & Hove recorded by the police in 2022/23, compared to 464 in 2021/22; a further 221 stalking offences were recorded in the first six months of 2023/24, broadly similar in number to the same period the previous year.

Whilst Police recorded domestic abuse offences are showing a decrease, the numbers of individuals presenting at support services have increased over the last few years. The number of cases discussed at the Multi-Agency Risk Assessment Conference (MARAC) continued to increase with 804 cases in 2022/23, a 12% increase on cases discussed in 2021/22. This upward local trend continued in the first six months of 2023/24. This represents to 67 cases per 10,000 of the population, significantly higher than the national average of 44 per 10,000. Compared with national rates, disabled and LGBT survivors are overrepresented in Brighton & Hove MARAC data, while Black Asian Minority Ethnic (BAME) survivors are underrepresented.

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

²⁶ <https://domesticabusecommissioner.uk/distorted-police-statistics-downplay-domestic-abuse-reports-says-commissioner/> Accessed: 01/02/2024.

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those with intersecting protected characteristics.

Current context

Domestic abuse and sexual violence, as well as violence against women and girls is a major community safety issue. It impacts on all sectors of the partnership and disproportionately affects women and girls. The UK government identified the prevalence of VAWG as a national threat. The government has committed to a range of actions to protect those affected by VAWG. This includes the Domestic Abuse Act 2021, the Crime, Sentencing and Courts Act 2022, the Health and Care Act 2022, and the Marriage and Civil Partnerships Act 2022

During 2023/24, there has been a marked reduction in repeat cases to Brighton MARAC. However, the volume of cases to MARAC has continued to rise. There is a need to address domestic abuse and all forms of VAWG at an earlier stage than when people are at high risk.

The finding from the recent consultations for the forthcoming VAWG strategy identified a need to focus on prevention work to educate young people, change the attitudes that underpin VAWG, develop a coordinated community response to VAWG, continue to provide services to support survivors and to ensure perpetrators are held to account.

Our plans

- Develop an integrated coordinated response to all forms of VAWG
- We will convene a new VAWG Oversight Group to work in partnership to deliver the aims of the Violence Against Women and Girls Strategy
- Use the learning from recent domestic homicide and thematic reviews to improve the partnerships response to VAWG
- This will facilitate effective partnership working, make best use of resources,

and ensure multi-agency support and response pathways work efficiently

- Continue to work with services across the partnership to ensure alignment of policy, performance and safeguarding in relation to VAWG
- Review the local implementation of the Domestic Abuse Act 2021 via coordination of the services that provide support in safe accommodation
- We will continue to offer multi-agency training to provide staff with appropriate training and resources to identify VAWG and signpost appropriately
- We will continue to work with communities to ensure that everyone is provided with support
- We will continue to work with local businesses to improve safety in public spaces throughout the day and night

Work in partnership to prevent VAWG

- Continue to explore creative ways to inspire young people to recognise forms of VAWG
- Continue to deliver VAWG awareness via activities and communications aimed at younger people and, where appropriate, incorporate into Personal, Social, Health and Economic (PSHE) education.
- Continue to 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
- Support the collocation of commissioned services with statutory sector services to expand our prevention and early intervention work
- There are many community groups in B&H who have a key role in changing attitudes. Via community engagement we will ensure these groups are part of the community coordinated response to VAWG

Domestic abuse, sexual violence and VAWG

- VAWG is a Public Health concern, and we will continue to work with commissioners and the provider arm to ensure survivors identified in health services are signposted to appropriate specialist support

Provide support for survivors/victims

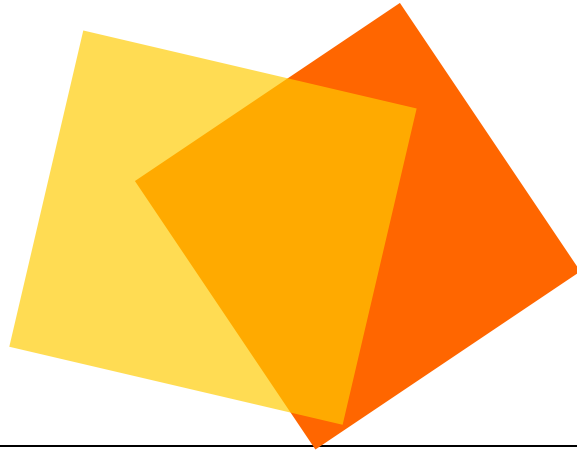
- Make better use of data and insights to improve service delivery
- We will continue to commission support services for those affected by VAWG across risk levels
- Maintain high quality trauma-informed service pathways providing coordinated and accessible interventions and support. This will be informed by what people tell us they want and need.
- Ensure that the voice of all survivors/victims of is central to service development
- 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. This will include supporting the social networks and skills that individual survivors/victims can draw upon to live independently
- Continue to support our VAWG services to work together collaboratively to tackle VAWG and to ensure there are clear routes to safety for all survivors

Hold perpetrators to account

- Strengthen the criminal and civil justice response to perpetrators and develop sustainable proactive interventions and preventative programmes.
- We will continue to challenge the attitudes that underpin VAWG
- Set a local target for solving VAWG crimes
- Support and monitoring the Sussex Specialist Domestic Abuse Court

- Work with Sussex Police to deliver MATAC (Multi Agency Tasking and Coordination)
- Work to improve prevention through work with perpetrators, including disruption, early intervention, and training and awareness.

Anti-social behaviour



Our aim: Anti-social behaviour (ASB) is reduced and causes less harm to individuals, businesses and communities, and trust and confidence in statutory services by those impacted by ASB is increased

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.

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

ASB causes significant harm to communities and has a negative impact on people's lives and feelings of wellbeing in their homes and places of work, as well as in public places.

The Community Safety Partnership has a responsibility to do all that it reasonably can to reduce the harm caused by ASB.

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. In 2022/23 there were 4,316 police recorded ASB incidents, a significant decrease of 48% compared with the previous year. In the first six months of 2023/24 this decline appears to have plateaued, with the number of incidents remaining similar in the first six months of 2023/24 compared with the previous year.

Reports of ASB to the council's Community Safety Casework Team show

the highest number of reports to be in city centre wards. Incidents of drug litter are highest in number in West Hill & North Laine and Kemptown wards. Car parks as well as toilets particularly along the seafront continue to experience significant levels of drug littering. Other hotspots continue to include Royal Pavilion Gardens as well as East Brighton Park and in locations to the west of the city.

The annual snapshot count of people rough sleeping in Brighton & Hove in November 2022 increased slightly from 37 in 2021 to 41 in 2022. Estimates from this snapshot continue to suggest as many as 50 to 60 people sleep rough during the summer months. In 2022/23 there were significantly more reports to the Community Safety Casework Team related to the street community (144 in 2022/23 compared with 96 the previous year), however the first six months of 2023/24 have shown the proportion of reports received by the team reduce to levels seen in most other years.

Current context

In March 2023 HM Government launched its ASB Action plan. Sussex is one of ten pilot areas for "Immediate Justice", with the Police and Crime Commissioners Office commissioning a range of service providers to issue out of court disposals to ASB perpetrators, and our Public Space Protection Orders (i.e. Alcohol Restriction, Dog Control and gating orders) were extended for a further three years from November 2023. Brighton & Hove City Council and other social housing providers report an increased level and complexity of need of persons accommodated in general needs housing and Street community numbers have continued to rise. The increase in ASB associated with the street community, including unauthorised encampments, has been raised as a Sussex-wide concern.

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Graffiti and public place drug use, including drug litter are issues that continue to be raised by the public, especially in city centre wards, and Brighton and Hove has seen an increase in public place serious youth ASB and violence in the last 12 months involving a small number of young people.

Since 2015, Brighton and Hove has seen an approximate 35% reduction in the resources available to address ASB.

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.

We will consider and assess the recommendations within the Government's ASB Action Plan as and when more detail is provided and continue to work with the OSPCC to implement the "Immediate Justice" pilot.

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. 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".

The monthly Joint Action Group will agree and review Community Safety Partnership operational priorities and ensure that available resources are appropriately deployed in our highest harm areas.

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 serious youth ASB and stop the young people involved causing serious harm and 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.

Partnership work to address the harm caused by ASB associated with the street community will continue, implementing the recommendations of the recently undertaken review of the Community Safety Partnerships response to this type of behaviour.

The Community Safety Casework Team will continue to 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.

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.



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 they cause 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
- Trust and confidence in local services is increased so that individuals and communities feel confident in reporting to and engaging with those services.
- Successes are communicated to key partners and communities

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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.

Key facts

In Brighton & Hove in 2022/23 the police recorded 648 racist hate incidents and crimes, 331 hate incidents and crimes motivated by perceived sexuality, 86 motivated by disability, 83 motivated by gender identity, and 63 motivated by religion²⁷. There is a seasonal pattern in hate incidents, with more happening in the summer months, in common with violent offences overall.

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. 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 Community Safety Casework Team received 92 reports of hate incidents in 2022/23, an increase from 66 the previous year. An additional 50 hate incidents were reported in the first six months of 2023/24. Whilst low in overall number, the service has seen an increase in the number of incidents motivated by gender identity. An increase in transgender hate crimes both locally and nationally has coincided with an increase in anti-transgender narratives in the media and online.

From April 2022, Third Party Reporting Centres opened across the city for the reporting of hate incidents. In 2022/23, 53 people contacted the third-party reporting service. Of these, 24 referrals were made with the reporter's consent to a statutory service, and 27 referrals were made to a specialist support service. The number of people contacting the third-party reporting service continued to increase in the first six months of 2023/24, as the service becomes more well established, with 51 contacts made up to the end of September 2023.

Current context

Earlier this year Brighton & Hove's first Anti-Racism Strategy was agreed by councillors at the Tourism, Equality, Communities & Culture Committee, building upon the Council's Antiracism pledge, and HM Government produced guidance on PHSE in schools re Trans and LGB students.

In July 2023 Sussex Police Chief apologises to LBGTQ communities for "historical prejudice", and in January 2024 Chair of the National Police Chiefs' Council (NPCC) publicly states that Policing is "institutionally racist".

²⁷ The total number of incidents and crimes is less than the sum of these figures because a portion incidents

and crimes are flagged as having more than one motivation.

International conflict and polarised dialogue regarding such events alongside continuing divisive narratives as part of the ‘culture war’ is leading to fear and distrust within communities, and risks having a negative impact upon community cohesion and us seeing an increase in hate incidents, especially online.

Unaccompanied Asylum-Seeking Children are no longer placed in Brighton & Hove hotels by the Home Office, although one hotel is still being used to accommodate adult asylum seekers.

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.

We will increase awareness of what a hate incident or crime is and how and where to report them.

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. 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 new 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.

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.

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, residents and community groups, feeding back successes and building trust and confidence in statutory services.



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 susceptible 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, and work in partnership to reduce permissive spaces to disrupt radicalising influences (including those who promote it)
- 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.

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 susceptible individuals to be identified early and supported before they become involved in criminal terrorist-related activity.

Terrorism remains one of the most direct and immediate risks to the UK's national security. Terrorist threat is changing and developing, becoming more complex and diverse in the UK. 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-nine terrorist plots (eighteen international terrorism plots, twelve extreme right-wing plots, two left, anarchist or single-issue terrorism plots, some targeted public figures, events, and iconic sites), have been successfully disrupted by the police and security agencies in the UK since March 2017. Five extreme right-wing organisations have been proscribed in the UK since 2016, two of them in 2021. In 2021, ' Hamas' was proscribed in its entirety (military and political wings), and on 19th January 2024, 'Hizb-ut-Tahrir' has been proscribed within the UK as terrorist organisations. 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.

Since 2017, most of the attacks in the UK were carried by self-initiated terrorists, making the domestic terrorist threat less predictable, harder to detect and investigate; combined with a persistent and evolving threat from international terrorist groups overseas; and an operating environment where technological advances provide both opportunity and risk to the counter-terrorism efforts, Contest (July 2023) assesses risks from terrorism to be rising.

The five terrorist attacks which took place across the UK in 2017 are estimated to have cost up to £172 million in direct costs²⁸. Separate analysis by RAND Europe estimates potential indirect impacts on GDP of up to £3.4 billion in the year of the 2017 attacks²⁹.

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

²⁸ 2021 prices. Home Office estimate – Annex D for detail. Contest 2023.

²⁹ European Parliamentary Research Service and RAND Europe (2018). The fight against terrorism: Cost

of Non-Europe Report. EAV assessment (europa.eu). Figures adjusted to 2021 prices in Pounds Sterling by the Home Office – please see Annex D for further detail.

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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

In July 2023, [CONTEST](#), the UK's Counter Terrorism Strategy updated the threat and risk picture and set Prevent priorities. Al-Qaida or Daesh and affiliated ideologies are identified as the primary threat to the UK, threat from extreme-right-wing terrorism drives the remainder of the domestic threat. Threat from self-initiated terrorism with online pathway remains significant. Left Wing, Anarchist and Single-Issue Terrorism currently represents a significantly smaller terrorist threat to the UK.

Updated Contest 2023, also reaffirmed the aim of Prevent 'to stop people from becoming terrorists or supporting terrorism', and changed **objectives** of Prevent in line with the [Independent Review](#) recommendations:

1. tackling the ideological causes of terrorism.
2. intervening early to support people susceptible to radicalisation.
3. enabling people who have already engaged in terrorism to disengage and rehabilitate.

Currently, several macro/structural factors are likely to impact, increasing demand, complexities, and are likely to drive people into extremism and terrorism: geopolitics (for example the Russia/Ukraine war, Israel/ Palestine violence), global uncertainty (increased inflation, cost of living issues, economic downturn, after European Union exit), climate change, migration, threats emanating from hostile states, increased communication, and the ever-expanding data environment.

Local threats continue to arise from self-initiated terrorists (individual/s who may be inspired by the rhetoric of groups or causes across all extremist perspectives

to carry out attacks), extreme right-wing terrorism, online influences, online risks of radicalisation including gaming, and Al-Qaida/ Daesh and affiliated or inspired terrorism. The unpredictable and unconstrained operation of self-initiated terrorists make prevention more difficult.

There have been some terrorism related arrests in the city. Extreme right-wing groups/ influencers are likely to continue to exploit the issue of local asylum provision, migration, and LGBTQ+ issues to promote grievances, increase support and gain purchase in the city.

Accessing violent, hateful, and terrorist content online can play a significant role in drawing susceptible users into terrorism. Since the Covid-19 pandemic, online activities and risks have reportedly increased, with a significant increase in reach to young people. Increased risks are noted from accessing online materials, forums and influencers, social media, online and gaming platforms from across the spectrum of extremisms and ideologies. 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.

Different topical themes such as Brexit, Covid-19, anti-racist protests, environmental concerns, migration and LGBTQ+ issues 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.

International and national incidents continue to have local impact and affect inter-community relations. Anti-Muslims, Islamophobic, anti-Semitic, anti-migrant, anti-migration, anti-minorities, and anti-

establishment narratives are also being seen in referrals, in community sentiments following incidents, some media and social media. The cumulative impact of the various international and national conflicts has given rise to a narrative where communities are worried about increased Islamophobia, anti-Semitism, and anti-migrant views. This may contribute to grievances that could be exploited to radicalise, recruit, raise funds etc. especially within the context of the pre-existing 'victimisation narratives'.

The COVID-19 pandemic has also accelerated a momentum for narratives based on the idea of distrusting governments and political policies. People's relationships with authority, trust and institutions are likely to remain salient in future.

Current context

The Counter Terrorism and Border Security Act, 2019 had committed to an [Independent Review of Prevent](#), which published its findings in February 2023. The government has accepted all 34 review recommendations in their entirety, and these are being implemented at pace. Updated [CONTEST](#), changed Prevent objectives, revised statutory guidance: '[Prevent Duty Guidance](#)' and '[Channel Duty Guidance](#)', and non-statutory '[Prevent Duty Toolkit](#)' for local authority and partners introduced policy and operational changes. The changed policy landscape required local review to align with the strategic direction, changed emphasis, focus, nuanced approach, and requirements.

The [Independent Review](#) makes two major sets of recommendations: a greater focus on ideology as a driver of terrorism and a shift from language of vulnerability to susceptibility to denote 'agency' of individuals in radicalisation. Consequently, greater focus in future will be to develop staff confidence and instil better levels of understanding of extremist ideology and radicalisation.

'Reducing permissive environment', is a key driver, requiring a partnership approach to limit the potential harm and influence of radicalisers and the impact of extremist narratives and content they use to draw people into terrorism (both online and offline).

'Thresholds' is an area in which the [Independent Review](#) identified inconsistencies across Prevent, particularly as this pertains to the treatment of different ideologies. Rebalancing Prevent delivery across ideological threats and applying thresholds consistently to ensure proportionality was recommended. A new 'Security Threat Check' or key considerations are to inform high level decision-making within Prevent to ensure that the terrorism threat picture drives decision making in all Prevent activity, and a proportionate response. The local threat picture should drive local Prevent activity being mindful of the national threat.

Review recommendations aimed to increase transparency, trust, and confidence in Prevent. Local efforts to sustain a shared understanding of Prevent with our communities and partners to increase transparency, trust and confidence and improved communication on Prevent need to continue.

In the current threat landscape, explicit affiliation, and fixed ideological alignment with any one specific terrorist organisation are diminishing. Adherence by terrorists to specific ideologies is in many cases less structured and coherent than in the past, reflecting in part the wide range of material available online from which individuals or small groups may draw. Counter-terrorism efforts increasingly encounter a range of personal and ideological motivations to violence, where a traditional terrorist narrative may only be part of a much more complex picture.

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We now need to manage a diverse spread of narratives and beliefs that may be used to motivate and support terrorist violence, including conspiracy theories, anti-establishment narratives, targeting of political leaders/ public servants.

International and national incidents have a local impact. A significant increase is [reported](#) in both [anti-Semitic](#) and [Islamophobic](#) incidents in the UK post Hamas attack and Israel/ Palestine violence. This has also significantly impacted on the communities in the UK with many protests and counter protests, and some [arrests on terrorism charges](#) in the UK. Israel/ Palestine violence has provided a flashpoint for anti-Semitic and Islamophobic incidents in the past, however, there is increased evidence of polarisation of views, strain on inter-community relations, targeting of political leaders, and on statutory organisations abilities to work in partnership with the communities. These national trends are reflected locally. The extreme-right-wing have also used the conflict to further their anti-migration, anti-migrant, anti-Muslim, anti-Semitic, and anti-minority agenda.

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 continue to 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.

To reflect the national changes and align local delivery with the revised focus and practice, changes to couple of objectives have been made. Work to re-energise structures to engage and work in partnership with our diverse communities to create shared understanding on Prevent, deliver the new/ revised trainings, embed Channel Changes, work to reduce permissive environment, and disruption of radicalising influences will need to be focused on in future.

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 an empowering approach to sustain the trust of our communities. Through improved communications of Prevent work and its impact, we will improve trust and confidence amongst partners and communities.

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 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 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 Equalities, Community Safety and Human Rights 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

April 2024