

Subject:	Review of the Pride Village Party		
Date of Meeting:	7th March 2019		
Report of:	Executive Director Neighbourhoods, Communities & Housing		
Contact Officer:	Name:	Jo Player	Tel: 01273 292488
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Ward(s) affected:	All Wards		

FOR GENERAL RELEASE.

1. PURPOSE OF REPORT AND POLICY CONTEXT

- 1.1 The Lesbian Gay Bisexual and Trans Community (LGBTQ+) community have staged an annual Pride event in the city for over twenty five years, This event not only brings together a diverse range of groups in the city but it contributes significantly to the City's economy. The main events consist of the parade throughout the City, the event at Preston Park and the Pride Village Party (PVP) in the St James' Street area.
- 1.2 A deputation to full council on 19th April 2018 by the Kingscliffe Society set out concerns some local residents had regarding the disruption caused by the PVP being held in St James' Street and surrounding area and asked that consideration was given to moving it to Madeira Drive. This is attached at Appendix 1
- 1.3 It was agreed that a review would be carried out and consultation would be undertaken to look at whether a move to Madeira Drive was feasible.

2. RECOMMENDATIONS:

- 2.1 That following the outcome of the consultation and the concerns raised by statutory agencies, the Committee agree not to move the Pride Village Party from its current location in the St James' Street area
- 2.2 That the Committee agree to the event continuing to be run by the Brighton Pride Community Interest Company (BPCIC).
- 2.3 That the Committee delegates authority to the Executive Director of Neighbourhoods Communities and Housing to negotiate and grant landlord's consent for the event when the current consent ends in 2020.

3. CONTEXT/ BACKGROUND INFORMATION

- 3.1 The PVP began life as a small grassroots event initially managed by both the LGBTQ+ and local business communities. Over the years the event has grown exponentially and in 2013 concern was raised by Police and other partners about

the safety of the event. At this time the event was unregulated, very little infrastructure to manage the numbers attending was in place and it was limited to St James' Street and the side streets off of it. This resulted in serious overcrowding, large amounts of glass and few facilities for attendees.

- 3.2 It was agreed at the Economic Development and Culture Committee in November 2013 that the Council would work with Brighton Pride Community Interest Company (BPCIC) to ensure the future of the event focussing on making it a safer event which achieved better outcomes for attendees, businesses and local residents.
- 3.3 In 2014 BPCIC introduced a new ticketed event to manage numbers and to ensure a safer event for all. Following this trial in August 2014, the Economic Development and Culture Committee agreed to grant Landlord's consent to BPCIC to run the PVP until 2020 as a ticketed and managed event.
- 3.4 In order to control numbers and work to a set capacity it was agreed that future events would be ticketed, the area fenced, with certain streets fenced off to prevent attendees causing disruption to residents, the introduction of security and stewarding on every junction of all roads within the footprint, a glass free event and the inclusion of Marine Parade and seafront venues within the footprint to help manage overcrowding. BPCIC also pay for additional police resource.
- 3.5 The current event is held over both the Saturday and Sunday of the Pride weekend (usually the first weekend in August). Access to the fenced area is from midday on Saturday. Outside music and entertainment between 6pm and midnight. Sunday the event runs from 2pm until 9pm with outside music and entertainment between 3pm and 9pm. Event take down starts from Sunday at 9pm. Cleansing of roads and footways starts promptly once crowds are cleared and aims to be completed by midnight.
- 3.6 The area for the event does mean that certain streets are fenced off reducing access for local residents. Some streets remain open to allow emergency vehicle access. A few years ago, counter terrorism measures were also introduced by Sussex Police meaning that fencing is not taken down for the duration of the event. Attached at Appendix 2 is a map outlining the foot print of the PVP.
- 3.7 With the introduction of fencing and full road closures, BPCIC is required to provide every resident within the footprint a free resident access only wristband to ensure that they have free access to their property. In 2018 just under 6,000 wristbands were handed out to residents, friends and family and a further 4,000 for local businesses.
- 3.8 In 2013 numbers of attendees in the smaller PVP footprint were estimated at 35,000, which caused concern due to overcrowding and density management. Negotiations between BPCIC, the Council and other statutory partners agreed that capacity for the larger footprint, including Marine Parade would be 42,000 from 2014.
- 3.9 In 2018, 27 Temporary Event Notices (TENS) were granted within the PVP allowing licensed premises to have outside bars and outside entertainment. BPCIC coordinates the TENS and works in partnership with the venues to ensure

that cumulative impact of this is minimised. All licensed venues are limited to the same hours for Saturday and Sunday (midnight Saturday and 9pm Sunday). BPCIC works closely with both the Police and Council's licensing teams to ensure that there is compliance with the TENs and existing licensing conditions. Other businesses within the footprint that are not already licensed are unlikely to obtain a TEN due to their lack of knowledge of the requirements of the Licensing Act 2003.

- 3.10 All licensed premises (approximately 50) are visited before the event by the Council's licensing team to ensure that businesses are aware of their responsibilities under the legislation. Officers will also be at the event to ensure that noise levels are monitored. There are a number of zones for music within the PVP and within these zones premises can join up with other businesses to have speakers outside and play the same music, 1 of the premises will lead in organising the music for that zone. If a business does not want to be part of the music zone they are not allowed to have speakers outside playing different music. 10 music zones were agreed in 2018. These are Marlborough, Marine Tavern, George Street, Shortts, The Bulldog, Infinity Bar, Bar Revenge, Brighton Rocks, the Funky Fish and Manchester Street.
- 3.11 As part of the Landlord's consent granted by committee in 2014 additional conditions were placed on BPCIC to run the event. As well as those outlined above (glass free, wristbands, capacity and stewarding etc) BPCIC are also required to undertake community and business engagement in the run up to, during and after the event. As well as meetings BPCIC produce a residents' leaflet which is distributed to all households and businesses within the footprint. A copy of the 2018 leaflet is attached at Appendix 3.
- 3.12 The major concerns raised by residents relate to noise from outside stages, inappropriate behaviour by some attendees including urinating in the street, toilet facilities, lack of access to properties, and lack of cleaning of the streets in a timely manner. One resident completed an independent noise recording inside his property from a stage outside and this is attached at Appendix 4. Concerns have also been raised by the Kingscliffe society regarding the health and safety of the event. These concerns are attached at Appendix 5. They have also compiled a document outlining the benefits as they see in moving the event to Madeira Drive. This is attached at Appendix 6.
- 3.13 Complaint numbers received by the Council about the event show that in 2013 and 2014 there were three complaints, no complaints were received in 2015/16/17 and one complaint was received in 2018. BPCIC received 14 complaints about the event in 2018. In 2017 they received 6 complaints plus several complaints from residents of St James' House about fencing and several about a leaking urinal. A table setting out the details of the complaints received by the Council and BPCIC is attached at Appendix 7. We do however accept that some people who are unhappy, will not complain as they feel that there is little point
- 3.14 Following the committee report in 2014, BPCIC requested that they explore the option of using Madeira Drive on the Saturday evening as an additional event space to manage crowds and egress. Some work was done on this proposal but the City Safety Advisory Group raised concerns about this. Foremost was that

east/west access across the City and especially to the hospital would be severely impaired if St James' St, Marine Parade and Madeira Drive were closed at the same time. Additional concerns were raised about people going into the sea following alcohol consumption.

- 3.15 If however, the event is moved from St James' St to Madeira Drive the question of east west access may not be such an issue as there will be no formal road closure in St James' St and Marine Parade. Statutory partners though have concerns that even if the event is moved to Madeira Drive, attendees will still congregate on St James' St where the LGBTQ+ venues are located and that in effect two events will be taking place. This will put a strain on emergency services who will only commit to policing the regulated event. Officers from Highways team may also need to invoke ad hoc road closures in St James's Street if crowd numbers become a safety issue thus potentially impacting on east west access. A letter from Sussex Police outlining these concerns that was received as part of the consultation is attached at Appendix 8. However moving the event to Madeira Drive would significantly reduce the impact of the event on residents in the current PVP footprint, eg a reduction in noise and allowing residents access to properties and homes.
- 3.16 BPCIC has calculated that Madeira Drive as an event space has a limited capacity of approximately 6,500 for the area that can be used for such an event which would not make the event financially viable for BPCIC to run. This figure is calculated based on the fact that access and egress from the site is limited currently due to the closure of part of the terraces, the presence of the Volks railway and the beach. Attached at Appendix 9 is a document from BPCIC which sets out the calculation for reaching this figure. BPCIC have also submitted a letter outlining their concerns about moving the event to Madeira Drive. This is attached at Appendix 10
- 3.17 The Council's events team do not schedule other events in the City during Pride weekend, however it should be noted that the beach cinema will be running from 26th July 2019 over the Pride weekend on the beach between the Pier and marina which may also impact on the PVP being held on Madeira Drive in 2019. Officers have also reported that the Volks railway would need to close during the event including set up and take down, losing income of approximately £8,500 over the weekend.
- 3.18 The Council's Outdoor Events Policy stipulates that any event organiser must provide full event plans at least six months in advance of any event to the City Safety Advisory Group so that any safety concerns or issues can be addressed prior to the event taking place. The policy is attached at Appendix 11.
- 3.19 The Council's Statement of Licensing Policy stipulates that outdoor events including outside music should finish by 11pm. The relevant section can be found under the Matrix Notes (page 18), also on page 25 (para 6.1.4):

“ Outdoor events will be supported where arranged through the council's event planning process. Generally, regulated entertainment in the open air including tents and marquees should have a maximum closure hour of 2300. Earlier hours may be imposed in sensitive open spaces or near residential areas. The Licensing Authority will have regard to Noise Council guidance.”

However this can be extended by the issue of a TEN which only the police and Environmental Health can object to. To date an extension to midnight on the Saturday of the PVP has not been objected to. Officers visit premises prior to the event to remind licensees of the conditions on the licenses and the TEN. Environmental health officers also monitor noise levels during the event. A copy of the Council's statement of licensing policy can be located here <https://www.brighton-hove.gov.uk/sites/brighton-hove.gov.uk/files/statement-of-licensing-policy-2016-revised-2019-updated.pdf>

- 3.20 In December 2018 a consultation on the PVP was launched on the consultation portal. A copy of this is attached at Appendix 12. As well as the on line consultation, paper copies were distributed to businesses and households within the PVP footprint and interested parties such as the LGBTQ+ community were encouraged to complete the consultation. In total over 2800 responses were received. Three letters from individuals were also submitted these are attached at Appendix 13.
- 3.21 The analysis of the consultation along with comments received, is attached at Appendix 14. Over 78% of respondents either strongly agreed or tended to agree that the PVP had a positive effect on the City and over 80% of respondents strongly agreed or tended to agree that the PVP should continue. Over 68% of respondents felt that the PVP should continue in its current location in St James's St, with nearly 25% of respondents wishing it to be moved to Madeira Drive. Over 63% of respondents strongly agreed or tended to agree that there should be no change to the current arrangements. The majority of respondents felt that the event felt safer since it had been ticketed (59%).
- 3.22 Looking at the analysis from residents only in the ticketed area, over 60% strongly agreed or tended to agree that the PVP had a positive effect on the city, with 59.7% strongly agreeing or tending to agree that the event should continue. 47.9 % of residents in the ticketed area felt that the event should continue in the current location with 37.8% of residents expressing a preference for it to move to Madeira Drive and 14.8 % another area. Residents in the ticketed area also strongly agreed or tended to agree (47.8%) that the event felt safer since it had been ticketed and fenced. Slightly more residents 47% compared to 46.5% felt that there should be some changes to current arrangements.
- 3.23 The consultation asked that if changes were to be considered such as a reduction in times of the event, reducing the footprint of the event, removing outdoor stages or reducing the number of days the event is held. Slightly more residents strongly disagreed or tended to disagree (46.4%) compared to 44.2% who strongly agreed or tended to agree that there should be a reduction in hours. More residents felt that the event should be limited to one day (47.5%) compared to 43.5%. The preferred day to hold the event was Saturday if it was to be reduced to one day. The majority of residents did not want the footprint of the PVP reduced (48.3% compared to 42.8%) nor did the majority want outside stages removed (46.8% compared to 41%).
- 3.24 Analysis of business responses to the consultation show that 87.3% of businesses in the ticketed area strongly agree or tend to agree that the PVP has a positive effect on the City with 92% strongly agreeing or tending to agree that

the PVP should continue. With 80.6% agreeing that it should continue in its current location. 67.2% of businesses in the ticketed area strongly disagreed or tended to disagree that there should be a reduction in the times of the event. 68.9% either strongly disagreed or tended to disagree that the event should be reduced to one day only. Similar numbers did not want to see a reduction in size of the current footprint.(68.4%). 70.4% of businesses in the ticketed area strongly disagreed or tended to disagree that outside stages should be removed. 73.5% of businesses in the ticketed area felt that the event felt safer since it was ticketed.

4 ANALYSIS & CONSIDERATION OF ANY ALTERNATIVE OPTIONS

- 4.1 This is contained largely within the body of the report. Although Madeira Drive was explored as an alternative venue as requested by the deputation to Council in April 2018, other venues could be considered but were not part of this review. Preston Park would not be viable due to the main event occurring there and it is believed that people celebrating Pride would still congregate around the St James' St area.

5 COMMUNITY ENGAGEMENT & CONSULTATION

- 5.1 Consultation was conducted between December 2018 and end of January 2019 and is contained within the body of the report. Meetings were also held with representatives of the Kingscliffe Society and the St James' St Community Action Group (LAT.)

6. CONCLUSION

- 6.1 It is understood that for many of the residents living in the area covered by the PVP, this event has a significant negative impact, however the majority of respondents to the consultation, including the majority of residents living in the ticketed area did not want the PVP to be moved from its current location to Madeira Drive The biggest risk to moving the event from its current location is that the people who have said they wish for the event to stay in its current location will not go to a new location but will remain in the current PVP area. It is felt that businesses will still run events in this area, but without the ticketing and significant investment made by Brighton Pride CIC in security and barriers the outcome for residents will be poor and there will be a genuine risk to public safety.
- 6.2 There are concerns from statutory agencies about the safety of the event if it is moved to Madeira Drive, the increase in costs to the local authority if it is moved, and the fact that there may be policing implications of two events if it is moved.
- 6.3 BPCIC have stated that moving the event to Madeira Drive is not financially viable for them to run the event and therefore the event may become unregulated again leading to the issues identified prior to 2014. They have also expressed concerns that any other changes would impact on their ability to run the event.

7. FINANCIAL & OTHER IMPLICATIONS:

Financial Implications:

- 7.1 There may be costs to the local authority due to loss of income from the Volks Railway if the event were to be moved to Madeira Drive and additional costs to the Council for additional clean up in St James' Street should the event be moved but people still attend venues in St James' St. The current costs to clean St James' Street after the PVP are £18,000 inc VAT which are currently paid for by BPCIC.

Finance Officer Consulted: Michael Bentley

Date: 07/02/19

Legal Implications:

- 7.2 The council has given landlord's consent to the CIC to hold the PVP in the St James' Street area until 2020. The conditions of that consent are set out in the report to the Economic Development & Culture Committee on 13 November 2014.
- 7.3 The council will be required to make relevant road closure orders for the purpose of the safe management of the event.

Lawyer Consulted: Alice Rowland

Date: 20/02/19

Equalities Implications:

- 7.3 The council recognises the unique role the LGBTQ sector plays in tackling inequality and promoting inclusion. As part of the council's changing approach we understand that we will need to release and share more of the control that we have traditionally held. We will need to build more collaborative relationships with LGBTQ community and voluntary groups and communities. (Part of the Council's Equalities and Inclusion Strategy).
- 7.4 The Equalities Act 2010 places a duty on the local authority to **give 'due regard' (pay conscious attention) to the need to:**
- **avoid, reduce or minimise negative impact**
 - **promote equality of opportunity.** This means the need to:
 - Remove or minimise disadvantages suffered by equality groups
 - Take steps to meet the needs of equality groups
 - Encourage equality groups to participate in public life or any other activity where 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

SUPPORTING DOCUMENTATION

Appendices:

1. Deputation to Council dated April 2018
2. Map of the PVP footprint
3. Residents information leaflet from 2018
4. Residents noise recording data
5. Kingscliffe Society Health and Safety Concerns
6. Kingscliffe Society benefits of move to Madeira Drive
7. Complaint Details for PVP
8. Letter from Sussex Police outlining concerns of moving event to Madeira Drive
9. Capacity calculation from BPCIC for Madeira Drive
10. Letter from BPCIC outlining concerns of moving event to Madeira Drive
11. Council Outdoor events Policy
12. Copy of Consultation Questionnaire
13. Additional consultation responses.
14. Consultation Analysis

Documents in Members' Rooms

1. None

Background Documents

1. None