

City of London Corporation: Alcohol Strategy 2019 – 2023

1. Foreword

A foreword to be included from an Elected Member or Senior Officer. This would be included prior to publication of the strategy.

DRAFT

Alcohol Strategy, 2019 - 23

Executive Summary

Our commitment - We commit to informing and educating residents, learners, workers and visitors in the Square Mile about the risks of alcohol misuse, so that they experience alcohol use safely and receive the support they need, when required.

Why us? - The City of London Corporation (City Corporation) has a statutory requirement to promote the health and wellbeing of those living and working in the Square Mile. Research shows that the levels of alcohol consumption and alcohol related harm for workers in the Square Mile is significantly higher than the England average. The Square Mile also has a large and growing Night Time Economy, which poses health and safety issues for those who live, learn, work and visit here.

Who we will work with? - We will work in partnership with the City of London Police, the British Transport Police, WDP Square Mile Health, City and Hackney Clinical Commissioning Group and community-based groups within the Square Mile to deliver the actions in this strategy successfully.

Who we will target? - We will target our activities towards our residents, learners, workers and visitors.

Our outcomes		
<p>People are informed about the risks of alcohol misuse.</p> <p><i>(Links to CP Outcome 2 - People enjoy good health and wellbeing)</i></p>	<p>People are safe, and feel safe, in the Night Time Economy.</p> <p><i>(Links to CP Outcome 1 - People are safe and feel safe)</i></p>	<p>People have the support they need to access services.</p> <p><i>(Links to CP Outcome 2 - People enjoy good health and wellbeing)</i></p>
Our activities		
<ul style="list-style-type: none"> Identify and support prevention programmes. Raise awareness about the benefits of lower risk drinking. Co-produce services and interventions. 	<ul style="list-style-type: none"> Work with the Licensed Trade sector to effectively regulate the use of alcohol. Promote alternatives to alcohol led entertainment and socialising offers. Support our partners to deliver activities to reduce alcohol related harm. 	<ul style="list-style-type: none"> Raise awareness of the support services available and how to access them. Join-up services for people with dual diagnosis. Support the referral of workers and learners in the Square Mile to services in their local area.
How we will deliver this strategy		
<p>A prevention and early intervention approach will be prioritised in all our actions across our identified population groups. By taking a partnership and whole-systems led approach, we will address alcohol related harm and work to ensure that no-one falls through the gaps.</p>		

2. Introduction and context

Purpose

The purpose of this strategy is to bring together the work that the City of London Corporation (City Corporation) and our partners undertake to reduce alcohol related harm and to provide a framework for future work. This strategy outlines our commitment, the outcomes we seek to achieve, the actions we will take and how we will monitor our work. It also supports the achievement of our aim to contribute to a flourishing society, as set out in our Corporate Plan for 2018-23.

Why us?

The City Corporation is the governing body of the Square Mile dedicated to a vibrant and thriving City, supporting a diverse and sustainable London within a globally-successful UK. We have a statutory requirement to promote the health and wellbeing of those living and working in the Square Mile.

Although the Square Mile has a smaller resident population than other London boroughs, with approximately 7,500 residents, it is the workplace for 483,000 workers who also often socialise here after work, or as part of work. Furthermore, the Square Mile attracts a large visitor population, with 18.8 million people visiting in 2016, which has helped to support a growing Night Time Economy in which people visit the Square Mile for its entertainment and leisure opportunities in the evenings and at weekends.

The sale and consumption of alcohol provides opportunities for residents, learners, workers and visitors to relax, socialise, and, in some cases, do business together. As such, the sale and consumption of alcohol contributes to the economy and culture of the Square Mile.

However, the drinking culture of many workers in the Square Mile represents a risk to their short and long-term health, wellbeing and productivity. In 2012, we commissioned an 'Insight into City Drinkers' research piece which found that 47% of workers in the Square Mile drank at increasing or higher risk levels, compared within 24% of the England population. This research also found that 33% of workers in the Square Mile were at an increased risk of alcohol related harm, and that the levels of alcohol consumption and alcohol related harm for workers was significantly higher than the England average¹.

Furthermore, there are health and safety impacts associated with a growing Night Time Economy, in which alcohol is increasingly consumed. The Night Time Economy in the Square Mile, whilst safe for the vast majority, was the location for:

- 1058 assaults between 1 August 2017 and 30 September 2018;
- 111 sexual offences in the same period;
- 906 cases of anti-social and disorderly behaviour in the same period; and,
- 969 alcohol-related call-outs for ambulances between 1 April 2017 and 31 March 2018.

We are already undertaking a lot of work in partnership with the City of London Police to address these impacts. This strategy will provide a blueprint for this work, allowing better and wider partnership working and improved co-ordination of efforts to prevent and address the unwanted impacts of the misuse of alcohol in the Square Mile.

¹ Morris, J, Annand, F, Southgate, N, & Waker, V, *Insight into City Drinkers*, Alcohol Academy, 2012.

How this strategy was developed

This strategy has been developed by:

- Understanding the current experiences of residents, learners, workers and visitors in relation to alcohol use, including the services they have access to;
- Reviewing best practice approaches, including in local authority alcohol strategies; and,
- Engaging with stakeholders, including a specific steering group, representing the diverse range of people and organisations that live, work or provide services in the Square Mile on this subject. The full list of stakeholders can be found at Appendix 1.

A balanced approach

This strategy takes a balanced approach – we recognise that the majority of those using alcohol do so in a well-informed and moderate way, to enhance their enjoyment of social situations and to provide relaxation from the stresses of modern life. Also, most businesses involved in the sale and supply of alcohol do so in a responsible way that is well regulated. However, a number of people do suffer harm from their own and others' use of alcohol, and so require support to address and overcome this. There are also examples of irresponsible provision of alcohol that will be addressed through this strategy.

A balanced approach means that, we want to:

- Regulate the provision of alcohol effectively where it is being done in an irresponsible manner, without burdening those providing alcohol responsibly;
- Help those that need support for their alcohol use, without penalising those using alcohol responsibly; and,
- Focus on preventing harm before it arises by judicious use of universal and targeted prevention approaches.

Regional and national context

The government Alcohol Strategy for 2012-15 set out proposals to crackdown on 'binge drinking' culture, cut alcohol fuelled violence and disorder, and reduce the number of people drinking to damaging levels. This strategy was not renewed in 2015/16. However, in 2018 the Government announced work was being undertaken on the development of a new Alcohol Strategy, which is likely to be introduced in late 2019.

There is currently no London-wide strategic approach or document on alcohol, although the Mayor's *A Safer City for all Londoners: Police and Crime Plan 2017-22* outlines approaches to improve the safety of Londoners in the Night Time Economy. Additionally, alcohol strategies are in place in a number of London local authorities, including neighbouring local authorities, such as Hackney Council and Southwark Council.

The local context

The Square Mile has a small resident population; the 2011 Census recorded the number of residents living here as roughly 7,500 people. Four residential estates account for the majority of residents, which are the Barbican Estate, Golden Lane Estate, Mansell Street Estate and Middlesex Street Estate. Increasingly, residential accommodations are being developed within other parts of the Square Mile. The Square Mile also has the sixth highest number of rough sleepers in London.

The Square Mile is home to 24,000 businesses, employing over 483,000 people. This means that the Square Mile has the highest daytime population density of any local authority area in the UK. The Square Mile also attracts a large number of visitors and with major transport infrastructure improvements due, including the completion of Crossrail in 2019, these numbers are likely to rise significantly in the coming decade.

The Square Mile reports lower than average levels of alcohol related harm than many of the other London boroughs. The 2016 City of London Health Profile² shows that hospital admissions for alcohol related harm are lower than the England average. With 970 ambulance call outs for alcohol related incidents in 2017/18, the Square Mile has lower levels of these than its neighbouring local authority areas³.

However, there are areas of risk, in particular in relation to City workers. A 2012 commissioned report 'Insight into City Drinkers' found that although nationally around one in four people (24.2%) drink at increasing or higher risk levels, amongst the sample of 740 City workers the figure was closer to one in two (47.6%)⁴. The drinking culture in workplaces in the Square Mile can have an impact on drinking, both through workplace drinking expectations and the availability of alcohol in certain workplace settings – including for example, client entertainment and events.

What we have achieved so far

In partnership with others, we currently commission a full and comprehensive range of services and interventions to address alcohol related harm in the Square Mile. We also undertake a range of activities to promote responsible approaches to alcohol use. We:

- Commission alcohol treatment and prevention services through WDP Square Mile Health and provide clinical services through a partnership arrangement with Hackney Treatment Services.
- Provide key regulatory and enforcement services, including licensing and trading standards, policing the Night Time Economy, tackling anti-social behaviour and providing street cleansing services.
- Engage with businesses and employers through our 'Business Healthy Initiative', and other partnerships, to promote healthy behaviours and to help them, and their staff, reduce alcohol related harm.

Other best practice examples include:

- Keeping people safe and supported in the Night Time Economy – The piloting of an SOS bus in 2018, which assessed and treated those injured or taken ill in the Night Time Economy, reducing the burden on blue light services.
- Health checks referrals pathways – The establishment of pathways between primary care and the WDP Square Mile Health, through which over 40 referrals have been made.
- Effective approaches to managing the licensed sector – The development of a proactive response to reducing alcohol related harms through a licensing partnership providing early warning of emerging issues, the Safety Thirst award programme recognising the work of well managed venues, and improving access to alternatives to alcohol consumption.
- Christmas campaign: The promotion of the 'Eat, Pace, Plan' campaign which encouraged those going out in the Christmas period to be safer and healthier by following the 'three wise things' approach: eating before drinking, pacing your drinks and planning how to get home at the end of the night.
- Working with schools: Building partnerships with school staff through WDP Square Mile Health and Police to ensure that issues relating to alcohol misuse are supported.

² <https://www.cityoflondon.gov.uk/services/health-and-wellbeing/Documents/city-of-london-health-profile.pdf>

³ London Ambulance Service data obtained through the SafeStats portal.

⁴ Increasing and higher risk drinking levels are determined through scores obtained on the AUDIT alcohol questionnaire tool.

- Christmas partnership working: The provision of a joint bicycle response team by the City of London Police and the London Ambulance Service during peak nights over the Christmas party period, which saved 50 ambulance call outs for alcohol related incidences.
- Operation Luscombe: The development of a partnership hub to provide services for rough sleepers and those begging in the Square Mile, which includes involvement from WDP Square Mile Health to help address alcohol issues for rough sleepers and those begging in the Square Mile.

Priority groups

Based on our evidence, we are targeting this strategy at our residents, learners, workers and visitors, as outlined below. We will also work to identify individuals within these populations that are most at risks of alcohol misuse and prioritise our work towards them.

- **Our residents** – are one of the smallest priority populations, however they are the key constituency for services commissioned to address alcohol related harms. We have identified younger and older residents as key groups to target our activities towards within this population.
- **Our learners** – are a significant population group that spend time within the Square Mile. The number of schools and tertiary education institutions in the Square Mile means that there are high numbers of learners in the area on any given day. Many older learners are likely to consume alcohol within the Square Mile and visit licensed premises. We also want to prevent harms before they arise, by informing our young learners of the risks of alcohol misuse in the first instance.
- **Our workers** – are the largest population within the Square Mile on a daily basis. Insight work undertaken in 2012 showed that the rates of increasing risk and higher risk drinking is twice the rate amongst City workers than in the wider UK population. Demographic and lifestyle factors amongst workers further exacerbate the risks relating to alcohol use. We will target City workers by engaging with businesses in the Square Mile.
- **Our visitors** – are a significant population, with over 18.8million visiting in 2016. Many visitors come to the Square Mile from Greater London, the UK and internationally for its culture, history, leisure and entertainment. Many visitors come to the Square Mile for its nightlife, particularly the alcohol led Night Time Economy.
- **Rough sleepers** – The Square Mile has the sixth highest population of rough sleepers in the Greater London area. Rough sleepers are particularly at risk of harmful alcohol use and are correspondingly more at risk of harms related to alcohol misuse than the wider population.

3. Our Strategic Approach

Our commitment

We commit to informing and educating residents, learners, workers and visitors in the Square Mile about the risks of alcohol misuse, so that they experience alcohol use safely and receive the support they need, when required.

Our outcomes

We have identified three outcomes that outline the difference we hope to make through this strategy. These outcomes will inform the way we organise and structure our activities in order to achieve our commitment.

Outcome 1	Outcome 2	Outcome 3
People are informed about the risks of alcohol misuse.	People are safe, and feel safe, in the Night Time Economy.	People have the support they need to access services.

We will deliver these outcomes by prioritising a prevention and early intervention approach in all our actions across our identified population groups. We will also take a whole-systems approach, implementing effective partnership working and fostering a culture of communication and knowledge sharing, in order to address alcohol related harm and to ensure no-one falls through the gaps.

Who we will work with

Our key partners for this strategy include the: City of London Police, British Transport Police, WDP Square Mile Health, City and Hackney Clinical Commissioning Group, and Community based groups (such as libraries).

Our wider stakeholders include: Resident groups and organisations, such as the Golden Lane Estate and Barbican Associations and the Ward Clubs; Primary Health Care Providers, such as The Neaman Practice and other General Practices within the City and Hackney CCG boundaries; City businesses; Charitable and Community organisations; Licensed premises; and City Livery Companies.

Internally, various teams will be responsible for embedding this work successfully throughout the organisation. The teams involved in the delivery of this strategy are: Public Health (including Business Healthy), Community Safety, Environmental Health, Trading Standards, Licensing, Street Environment, Economic Development Office, Corporate Strategy and Performance, Culture and Tourism, and the Estates Team.

Together, we will work together to deliver this strategy successfully. The delivery of this work will be overseen by an Alcohol Partnership Group.

What we will do

This strategy will develop further the good work that we have already delivered in relation to alcohol misuse and harms.

The key actions that we will prioritise for each outcome are as follows:

Outcome 1 – People are informed about the risks of alcohol misuse

We will:

- Deliver prevention work with students in schools, including independent schools, within the boundaries of the Square Mile.
- Identify and support prevention projects aimed at families and young people that highlight alcohol related harm and hidden harm caused by alcohol issues.
- Engage more extensively with charitable and community groups to support prevention work relating to alcohol misuse and harms amongst young people.
- Inform and raise awareness amongst residents, learners, workers and visitors about the risks of alcohol misuse and the benefits of lower risk drinking – both through new and existing avenues.
- Encourage businesses to consider non-alcohol led settings for business meetings and client entertainment (addressing the ‘Coffee house effect’), through our Business Healthy Network.
- Work with residents and Healthwatch to co-produce services that raise awareness of alcohol misuse and support the needs of residents.

- Empower City workers to support and inform their colleagues about the risks and harms related to alcohol misuse, through our Business Healthy network.
- Empower and support learning institutions to raise awareness and inform their learners about the risks and harms related to alcohol misuse.

Outcome 2 – People are safe, and feel safe, in the Night Time Economy

We will:

- Work with a range of partners to identify, provide and promote non-alcohol led forms of entertainment and socialising, such as championing the broad cultural offer and active leisure opportunities in the Square Mile.
- Ensure that the regulation and enforcement of the licensed trade is effective and targeted, using the Licensing Team’s Traffic Light Scheme to prioritise and target action.
- Support the City of London Police and the British Transport Police to deliver their activities to reduce alcohol related harm in the Night Time Economy.
- Deliver campaigns, such as the Christmas ‘Eat, Pace, Plan’ campaign, to encourage safe and healthy drinking behaviour in the Night Time Economy.
- Maintain and strengthen the partnerships between the City Corporation, the City of London Police and the licensed trade sector in the Square Mile.

Outcome 3 – People have the support they need to access services.

We will:

- Support effective interventions and services, such as the Mobile Alcohol Intervention Unit.
- Maintain and support pathways between primary care and alcohol treatment services, to ensure they are working well and meeting the needs of people seeking support for their alcohol use issues.
- Promote and raise awareness amongst residents of the support services that are available and how to access them.
- Join up services linked to mental health provision to ensure best care for residents with dual diagnosis.
- Identify issues of isolation, particularly for elderly residents, and build these issues into pathways and service user engagement approaches.
- Work with our commissioned services to ensure workers and learners in the Square Mile with alcohol issues are referred to services in their home boroughs.
- Foster joint working with homelessness organisations to ensure that the alcohol support needs of rough sleepers in the Square Mile are met and to support rough sleepers to engage with the appropriate services.

4. Alignment and governance

Corporate Plan 2018-23 links

This strategy supports the following aim and outcomes in our Corporate Plan:

Aim: To contribute to a flourishing society.

- **Outcome 1 – People are safe and feel safe.**
 - *Tackle terrorism, violent and acquisitive crime, fraud, cyber-crime and anti-social behaviour and facilitate justice.*
 - *Protect consumers and users of buildings, streets and public spaces.*
 - *Educate and reassure people about safety.*
- **Outcome 2 – People enjoy good health and wellbeing.**
 - *Raise awareness of factors affecting mental and physical health.*

- *Provide advice and signposting to activities and services.*

Alignment to other City Corporation strategies and policies

This strategy also links to the following City Corporation strategies and policies that support the Corporate Plan:

- **Joint Health and Wellbeing Strategy, 2017-20** – The Alcohol Strategy aligns with Priority 1: Good Mental Health for all, and Priority 5: Promoting Healthy Behaviours of the Joint Health and Wellbeing Strategy.
- **Safer City Partnership Plan, 2019-21** – The Alcohol Strategy aligns with Outcome 4: Anti-Social Behaviour is tackled and responded to effectively, and Outcome 5: People are safe and feel safe in the Night Time Economy.
- **Responsible Business Strategy, 2018-23** – The Alcohol Strategy aligns with Outcome 1: Individuals and communities flourishing, by supporting Priority 1: People's wellbeing.
- **Anti-Social Behaviour, 2019-23** – The Alcohol Strategy aligns with the ASB Strategy's vision of the City of London being a safe place to live, study, work or visit by effectively tackling anti-social behaviour.
- **Statement of Licensing Policy 2017-22** – The Alcohol Strategy aligns with key aspects and the overall direction of the Licensing Policy. The Licensing Policy is the key document outlining the City Corporation's approach to managing the Licensed Sector within the Square Mile and therefore feeds directly into each of the priority outcomes of this strategy.

Governance and responsibilities

The Public Health Team, with support from the Alcohol Partnership Group, will take responsibility for the management and oversight of the Alcohol Strategy. The strategy will be reported and monitored through the following governance structures:

- **Board level** – The Health and Wellbeing Board (HWB) and the Safer City Partnership (SCP) will provide the Board level oversight and responsibility for the Alcohol Strategy. An annual report will be provided to the HWB and SCP, highlighting the progress against the outcomes.
- **Committees** – The Licensing Committee and Licensing Sub Committee will be updated as needed on the progress of the strategy.
- **Officer level** – An Alcohol Partnership Group will provide the focal point for the day to day oversight of the Alcohol Strategy, led by the Public Health Team. The group will be responsible for overseeing the delivery and performance of the strategy, and for reporting to the HWB and SCP.
- **Linked Officer level groups** – The Health and Wellbeing Advisory Group, the Safer City Officers Group and the Licensing Responsible Authorities Group will also have an interest in the work under the Alcohol Strategy, and all efforts will be made to ensure links across these groups.

5. Monitoring and evaluation

Measures of success

A set of key performance indicators will be developed in the action plan for this strategy. The high-level measures of success for this strategy are:

- A healthier drinking culture amongst the residents, learners, workers and visitors in the Square Mile.
- Workplaces adopt and encourage healthier drinking cultures.
- An even safer Night Time Economy.
- Alcohol misuse and harm support is accessed easily and promptly by those that need it.
- Better provision of alternative entertainment and leisure activities that are not alcohol-led.

Monitoring

Monitoring of the strategy will take place regularly through the Alcohol Partnership Group and linked officer groups and will be based on the key performance indicators and monitoring framework set out in the action plan.

Evaluation

The Alcohol Partnership Group will provide an annual report to the Board level groups overseeing this strategy, evaluating the impact of the strategy against the outcome priority areas and indicators.

The Alcohol Partnership Group will also look for opportunities to commission, align with, or support any evaluation activities in the City Corporation that align with this strategy.

6. Appendix 1 – List of stakeholders engaged in the development of the strategy

City of London Officers

Consultant in Public Health, City of London Corporation
Business Healthy Lead, City of London Corporation
Assistant Director, Public Protection.
Corporate Strategy Officer
Corporate Strategy Manager
Cultural and Visitor Development Director
HR Health and Safety Manager
Head of Community Safety
Heart of the City Director

City of London Committees

Health and Wellbeing Board
Community and Children's Services Committee
Licensing Committee
Police Committee
Safer City Partnership
Policy and Resources Committee

Other meetings and workshops

Integrated Commissioning Prevention Workstream

Other partners

Mental Health Clinical Lead, City and Hackney Clinical Commissioning Group
Consultant in Public Health, City and Hackney Public Health Team
Executive Director, City of London Healthwatch
Service Manager and Safeguarding Lead, WDP Square Mile Health
Risk Manager, Lloyds of London
Chief Inspector, Communities & Partnerships and Mounted Branch, City of London Police

This list will be expanded once all stakeholder engagement has been completed, including the workshop, authorisation process and consultation.