

# TOWER HAMLETS

## Community Alcohol Partnership (CAP)

### Evaluation

### 2019

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## Acknowledgements

Tower Hamlets Community Alcohol Partnership (CAP) in Lansbury was developed in 2018 with the help, support, and guidance of our many stakeholders. I wish to thank various services for their contribution to this project: Tower Hamlets Trading Standards Team, Public Health, Drug and Alcohol Action Team, Poplar Harca, Spotlight Youth Services and Tesco.

For the constant and unwavering partnership work with Poplar Harca, the CAP would like to recognise George Phidea who helped bring the CAP to Lansbury and has supported the project every step of the way.

It has been a long-standing goal for the CAP to engage with the most vulnerable young people in the youth justice system who had been exposed to substance misuse including alcohol. For creating the cooking programme aimed at these young people, the CAP would like to thank Nancy Stewart of the Youth Offending Team, Emmanuel Baidoo and Yemi Aderibigbe of Spotlight Youth Service.

On behalf St Paul's Way Trust I'd like to thank Ms Sonia Marquis and Mr Aqeel Ashiq whose deep desire to source positive activities for both entire year groups in schools and the most vulnerable young people in need enabled the CAP to put alcohol education on the agenda at their school.

I would like to thank Geraldine Bone, the 'A' Team arts and the Herlink workshop leaders and puppeteers. Their extensive work in schools both in and out of the CAP area has allowed a record number of young people to be educated within the Tower Hamlets CAP programme. There would not have been the same number of schools engaged without the partnership of 'Safe East' and I would like to thank Jaqueline Francis and Abdul Junaid, whose networking helped to contribute towards the engagement of schools in and outside the Lansbury CAP.

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We would also like to thank Gillian Walters of Community Alcohol Partnerships whose experience, support and reassurance helped me to overcome the more challenging issues of the project.

Finally I would like to show my appreciation to Mr David Tolley, Head of Environmental Health and Trading Standards and Mr Tom Lewis, Health & Safety and Licensing Team Leader. Thank you for the opportunity, support, and guidance throughout this project.

## Community Alcohol Partnerships

Community Alcohol Partnerships (CAP) was first piloted by the Retail of Alcohol Standards Group (RASG) in 2007 that led to one of the most significant alcohol funded initiatives tackling underage alcohol misuse with good evidence of effectiveness. CAP brings together local retailers and licensees, trading standards, police, health services, education providers and other local stakeholders to tackle the problems of underage drinking and associated anti-social behaviour (ASB).

CAP is intended to complement the existing work of retailers and key stakeholders without increasing resources in the longer term. Organisations and agencies work together alongside the local community to shared goals which has been proven to be more effective than working in isolation or in a silo culture.

Tower Hamlets first created a CAP in 2014 in the Wards of Bethnal Green and St Peters which focused mainly on reducing the underage sales of alcohol by retailers in the area and getting young people who were not in employment, education or training into courses designed to lead them into employment through a scheme called the 'Youth Employment Project.'

The second CAP was developed from 2016 in the Ward of Mile End. A baseline survey had identified high levels of concerns by residents' on public alcohol related crime and disorder so that CAP focused on work with young people in the area to address these specific concerns and increase feelings of safety among residents. This resulted in a 62% reduction in alcohol related anti-social behaviour and saw the CAP win an award for innovation at the National CAP Awards.

## Aims and Objectives

The CAPs in Tower Hamlets aim to tackle underage drinking and associated anti-social behaviour through partnership working.

The Lansbury CAP is different to the previous CAP in Mile End because it is a heavily residential area with few landmarks of authority or community resources which means there are many places for alcohol related crime and ASB to occur with no obvious resources to inform victims of what to do.

At the start of the CAP in 2018 we undertook a residents' survey with the help of Poplar Harca Housing Association. The summary of these results are below:

- 75% of residents indicated there is a problem with Anti Social Behaviour in their area
- 46% of residents indicated there is a public drinking problem in their residential area
- 64% of residents states that the people who are seen drinking alcohol are male
- 64% of residents states that the people who are seen drinking alcohol are in groups
- When asked where the drinking of alcohol takes place 20.45% of residents indicate that the drinking takes place in the streets.
- When asked where the drinking of alcohol takes place 20.45% of residents indicated 'other'.
- 66% of residents states that alcohol can be seen drinking both weekdays and weekends
- 53% of residents indicate that drinking causes anti-social behaviour 'Very often'.
- 20% of residents indicate that drinking causes anti-social behaviour 'Often'.
- 26% of residents indicate that drinking causes anti-social behaviour 'Not very often'.

## Project Summary

The CAP seeks to reduce alcohol related crime and ASB through 3 main methods: education, enforcement, and engagement. These elements are in line with the Tower Hamlets Partnership Substance Misuse Strategy 2020-2025 priorities:

- Early intervention and prevention (education)
- Effective evidence based treatment and recovery support (engagement)
- Reducing drug and alcohol related crime and anti-social behaviour through enforcement and regulation (enforcement)

## Action Plan

The following Objectives and Actions were agreed by CAP partners:

### Education

- Work with and introduce 'Compass Safe East' services to schools
- Provide workshops to schools on Sexual Exploitation and Grooming
- Provide responsible retailing for off licences in the CAP area

### Enforcement

- Challenge 25 compliance testing
- Under 18 test purchasing
- Hold Designated Premises Supervisors more accountable

### Engagement

- Connect the Youth Offending Team (YOT) with partners
- Support Spotlight youth service in the Ward of Bromley South

The Lansbury CAP was delivered in an innovative way which engaged with a record number of schools, young people and local organisations.

The following outcomes were achieved:

1. Over 400 pupils from 5 schools engaged in Sexual Exploitation and Grooming workshops where alcohol was used as an example of a grooming tool
2. Surveys showed that Year 11 pupils' awareness of the effects of alcohol improved compared to the previous year
3. Innovations in the licensing process have made Designated Premises Supervisors more accountable for their venue, which led to 100% pass rate in test purchases for alcohol in the CAP area
4. Tesco agreed to provide free responsible retailing training for all off licenses across the borough
5. Partnership work between the CAP and Spotlight Youth Centre has helped young people involved in the Youth Justice System

## Education

### St Paul's Way Trust (SPWT)

After introducing Community Alcohol Partnerships to St Paul's Way school the CAP was asked to engage with a targeted cohort of students for whom alcohol and grooming had become an issue. Young people were obtaining alcohol through proxy buying and were attending school under the influence of alcohol.

We offered a product called HerLink which is a workshop about sexual exploitation and grooming and we used alcohol as an example of a grooming tool (as we knew this was a real risk for the young people being engaged with).

### Herlink: Child Sexual Exploitation and Grooming Workshop



HerLink is a creative arts-based health promotion workshop led by drama therapists from East London NHS Foundation Trust in partnership with experienced Arts Practitioners from Tower Hamlets Youth Service ('A' Team Arts).

The workshop has the following aims:

- To raise awareness of personal safety and choices in personal relationships
- To instil a sense of self respect, maturity and freedoms
- To support confidence to respond to pressures and report exploitation.

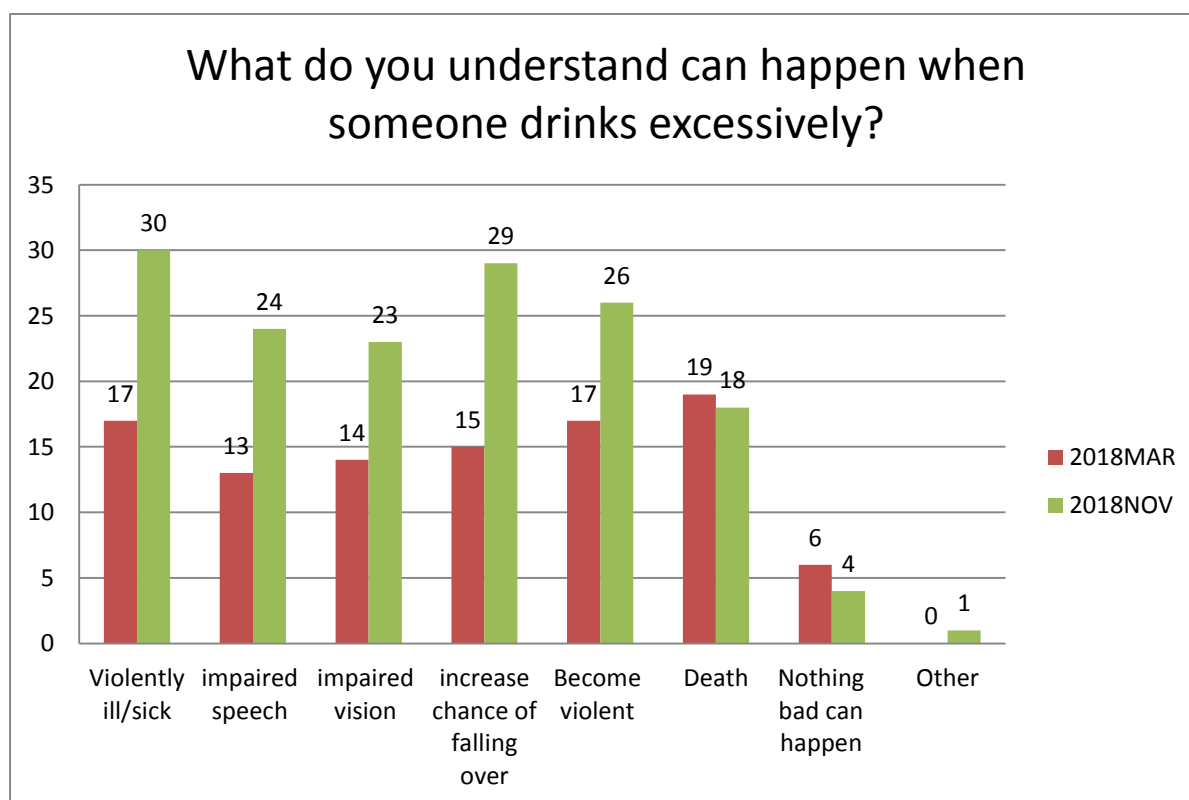
Together with 'A' Team arts, SPWT and Licensing we accomplished the following points:

- September 2018 – we targeted 8 young people and introduced Safe East to St Paul’s Way Trust, a secondary school based in St Paul’s Way Trust School, 125 St Paul’s Way, London E3 4FT
- Follow up session in February 2019 for same young people
- Substance Misuse Training for Teachers & Youth Workers: SPWT requested training on substance awareness which was provided for by Safe East

**Greater alcohol awareness through assemblies**

The surveys with the students indicated that awareness of the effects of alcohol could be improved on. Therefore, with the year group licensing presented at assemblies on the side effects of alcohol.

- Presented to St Paul’s Way Trust Year 11 in March 2018
- Presented to St Paul’s Way Trust Year 11 in November 2018. This cohort is the same YP surveyed in Nov 2015.

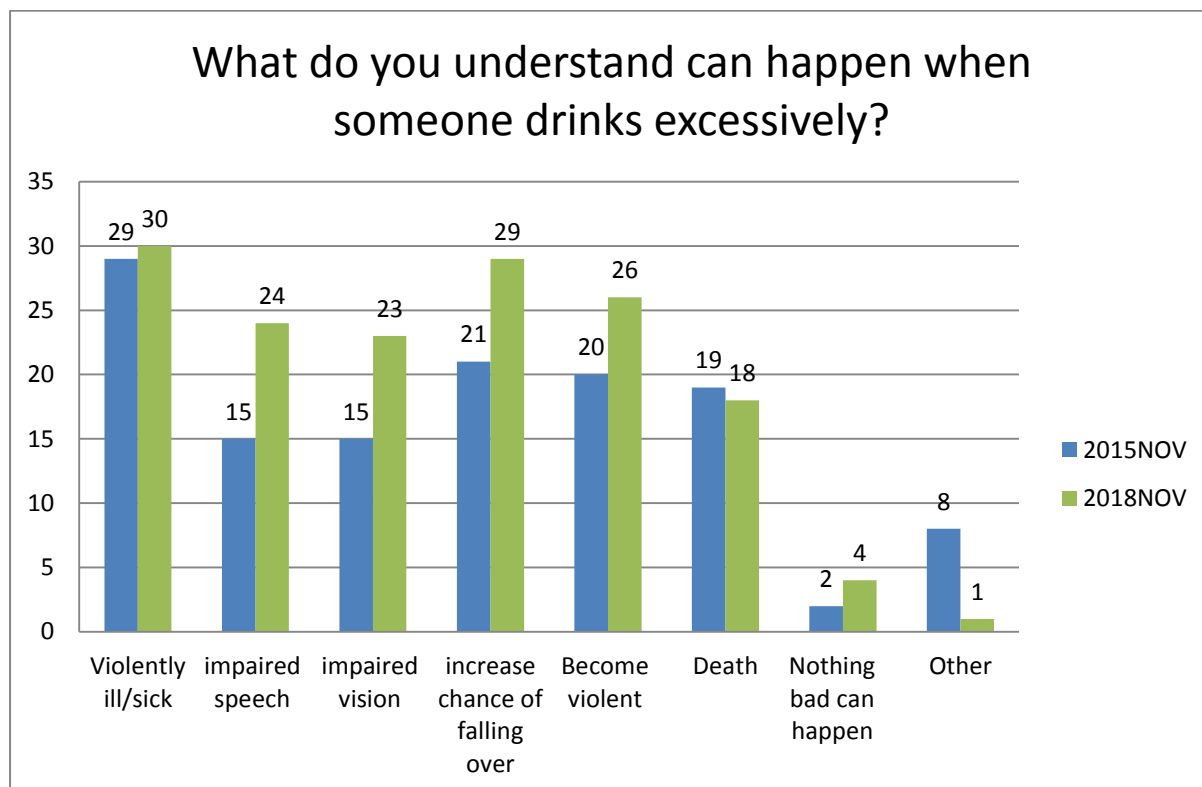


Surveys were conducted with all Year 11 students from St Paul’s Way school at the beginning of the CAP, March 2018 and the following school year in November 2018. The diagram above indicates the awareness of effects of alcohol for Year 11 Students in March 2018 and the Year 11 students in November 2018.

The diagram shows that awareness of the effects of alcohol is greater in the Year 11 students on November 2018 than the year 11 students from March 2018.

Co-incidentally, the work in the Mile End CAP first started with students from year 9 in 2015. These students then became the same Year 11 Students in November 2018. Inadvertently, over the last 3 years the CAP has been providing assemblies on alcohol to the same cohort. This can partly contribute to the greater awareness of the Year 11 Students in 2018.

To directly compare the awareness of the students in 2015 and their awareness in 2018, the diagram below has the results of their original survey from Year 9 students in November 2015 and their results as Year 11 in 2018.



### Extending the benefits to schools outside of the CAP

The Herlink workshop is offered for free to schools, youth centres and health services to support young people’s awareness of the risks of sexual exploitation. Each one-off workshop lasts for 2 hours for a group of up to 12 young people



Through the CAP and the partnership work with Safe East, the Herlink project was introduced to and brought into the schools and young people below:

School/ Group	Agency	Number of young people engaged
George Green	Herlink	Whole of year 8
Oakland school	Herlink	100 young people drop down day
Raines Foundation	Bullying and Self Awareness Herlink Stabbing article HerLink	15 mixed students 15 mixed students 15 young people 15 young people
A team Arts	Herlink	10 boys and 20 girls
Tower Project	Bullying and Secret relationships	15 young people
THVC	Herlink	30 professionals

### Responsible Retailing Borough wide

The CAP collaborated with Tesco to provide free responsible retail training to all off-licences and other retailers in the borough – so that everyone had access so the same level of training whether they were independent stores or large companies.



The training sessions conducted by Tesco included advice on responsible retail, age restricted products and refusals registers.

This opportunity was specifically aimed at:

- New or untrained staff on age restricted products and responsible retailing
- Long serving staff to receive up to date and modern techniques
- Retailers who wish to raise their standards

The offer from Tesco:

- Training on responsible retail for age restricted products
- Training as many staff as required
- As many sessions as needed
- Any language required

Although this offer was developed for the CAP area it was made available for the entire borough. Despite numerous attempts to engage with them, only one off licence out of 13 attended the first session. This indicated a much deeper-seated problem than not having access to training resources to allow retailers to uphold their duties to responsible retailing. This led to the Licensing & Safety team focusing more on the off-licences in terms of compliance visits and monitoring.

### **The Responsibility of Licensed Premises holder (LPH) and Designated Premises Holder (DPS)**

The main issues that Licensing faced were the low standards of training being given by local off licences. This form of training wasn't accredited, was not substantial enough to empower them to uphold the four licensing objectives and was being taught informally meaning that bad practice was being passed down to employees.

The responsibility to train employees lies with the management of the venue i.e. the managers, the DPS and the Licence Premises Holder (LPH). Some of these people were not onsite for prolonged periods of time or simply did not train staff to a suitable standard. This provided a major block to improving venues in the borough.

Therefore, within licensing it was important to design a process to hold the DPS and the LPH more responsible for any failed test purchases for alcohol and take a more active role in the training of their staff. The process (see Enforcement) outlines the lessons learnt and the enforcement strategy that was put in place.

## **Engagement**

### **Spotlight and the Youth Offending Team**

It has been a long standing aim for the CAP to connect its activities with young people who have a greater exposure to substance misuse and who are engaged with the Youth Offending Team (YOT).

The YOT works with young people (aged 10 to 18) from arrest through to sentencing, with young people subject to reprimands and final warnings from police, and those charged, convicted and given community and custodial sentences. They also work with young people from the wider community to prevent them entering the criminal justice system in the first place.

For direct substance misuse treatment the service in Tower Hamlets for young people is Safe East. Drinking alcohol is linked to a young offender's socialising rather than a precipitating factor to the likelihood of re-offending. In order to create alternatives to socialising around alcohol and drugs, the cooking session with other youths not in the youth Justice system provides a positive engagement activity and location.

Having a location such as Spotlight allows a point of contact where support strategies can be deployed in a venue that is catered to the young people, more casual, familiar, that is not a school, home or institute of rehabilitation. If the work is done well, the young people will want to attend the youth centres providing an opportunity to allow other services to support the young people.

Although the Youth Offending Team has worked with Spotlight in the past, a regular activity such as reparation has not been established. Through the CAP and its partnership work with the YOT and Spotlight, The Linc Centre is now providing a safe and positive environment for young people to serve reparation orders and help support them to move on beyond their sentence.

A reparation order is a non-custodial sentence of a court (usually a youth court), which will be supervised by a member of the youth offending team.

The aim of a reparation order is to prevent a young person (between the ages of 10 and 17) from further offending. It does this by helping the young person to understand the effects of crime on the victim(s) and to make amends.

- Reparation – Cooking sessions have been established
- 1<sup>st</sup> session started on 17<sup>th</sup> July
- No cost to the YOT or the young person has been incurred as a result of the partnership work

### **Rapid Response**

The Rapid Response Team (RRT) engages with young people and young adults with a wide range of needs and who are disengaged from universal services. Universal services are basic Youth Club provisions that all young people can utilise such as the Table football, Table tennis and accessing the computer for youtube. RRT were partners in the previous CAP and the issue of the new CAP was shared with RRT; however, the CAP area was just outside the designated deployment area for RRT.

RRT also do outreach on foot and generously agreed that when walking in the vicinity of the local Youth Centre, it would approach young people and encourage them to attend the local Spotlight centre, Bromley South also known as the Linc Centre. This allowed sign posting for the Youth Centre and allowed partnership working despite not being based within the CAP area.

### **Enforcement**

A Challenge 25 compliance test purchase was held on 19<sup>th</sup> July 2018 with the help of Serve Legal which provided their services for free to the CAP. The result was a low 18% pass rate.

After this, steps to improve education with the licensed premises took place especially in regard to the responsibility of the Designated Premises Holders which was laid out above.

### **The DPS Process**

Part of this process included compliance visits to off licenses which involved checks including: who the DPS was, who was present selling alcohol in the venue and ensuring they had a letter of authorisation signed by the DPS authorising the seller to retail alcohol from the premises.

Visiting 13 premises venue led to the following:

- 13 Off Licences visited
- 11 Off Licences (85%) did not have a letter of authorisation
- 11 Off Licences (85%) visited did not have the DPS present

- 1 venue did not have a functioning DPS. This means the DPS had left the company and the Off Licence was not allowed to sell alcohol until a new DPS was put in place

By the end of the visits all DPS for all venues were updated and personally met with the CAP officer. These visits were designed to illustrate the importance of the licensing conditions for all Off Licences and the role and responsibility of the DPS. On advising all venues to update their records they were also informed of upcoming test purchases and that the DPS must take more responsibility in preventing underage sales.



A test purchase operation was held on 26<sup>th</sup> July 2019 with Trading Standards and the Police Cadets where all Off Licences were tested. The result was 100% Pass rate.

## What went well?

### **Commitment of National Partners: Tesco**

We were lucky to have the opportunity to offer free responsible retailing training across the borough due to the relationship that CAP has with Tesco Head Office.

This opportunity highlights the importance of partnership at all levels and sets an example to other partners that the CAP method of working should be adopted not just on the ground level but in all levels of management between Council Services and CAP partners.

One of the benefits of this partnership is the implication to cost to the local authority in regards to training the entire borough. Aside from promotion and encouraging the premises to attend the training, the cost would have been shouldered by Tesco's saving the Council money whilst raising standards in the borough.

### **Sharing information amongst partners: Safe East**

One of the main issues in past Tower Hamlets CAPs was the lack of engagement with secondary schools. However Safe East was a newly contracted Substance Misuse service for young people and they also wanted to engage with secondary schools. This allowed us to share information, contacts, build a strong partnership and work with schools together.

## **Learning Points**

### **Learning point: Mediation**

As proved in the work with the Youth Offending Team and Spotlight, allowed both to enter an agreement, with clear goals, targets and roles which led to a great benefit for young people in the Justice System without extra cost. It is this transparent and collaborative process that takes place in other CAPs across the country and to ensure greater effectiveness will be adopted by Tower Hamlet CAP projects in the future.

### **Learning point: Understanding the school needs and opportunities**

It is a known fact that schools have many different functions and they run at a high functioning capacity in order to fulfil its roles and responsibilities. It has been difficult for services to engage with schools in general and on reflection our strategy can change through the following points.

1. Accepting the nature of schools. As a service it is difficult to fit into the high functioning capacity of schools. The Herlink project managed to fit into the direct needs of the school and the year group. As a service to schools the CAP needs to be sensitive to the changing needs of the school as it changes from year to year. This means accepting and capitalising on the fact that assemblies and drop down days are the best opportunities for now.
2. Offering a better product and better relationship. Assemblies and drop down days are a limited amount of time to engage a large amount of students. However, as the work with SPWT has indicated, prolonged exposure to the same cohort can help improve alcohol awareness over time. Therefore, I suggest a product and a relationship that can be maintained over a few years but still using the opportunities in the point above.
3. Trying to approach the right people. As mentioned secondary schools run with many teams to fulfil its function. The teams that the CAP will approach will now be the Head teacher, the Safeguarding Team and the Pastoral Care team.

### **Learning point: Build a relationship with the DPS.**

With the Tesco training we realised that the DPS and even the Licensed Premises Holder did not have an engaged relationship with Council services. Therefore, more emphasis was required to open a dialogue with the DPS and hold them more accountable for the training of their shop staff and the sales of alcohol.

Introducing the process of aiming every issue squarely on the shoulders of the DPS and the owner of the business has helped bring off licences to a more attentive state where we had a 100% pass in the last test purchase for alcohol.

**Learning point: CAP needs a long term strategy: Employment**

The CAP strategy of engagement with young people is successful in the short term strategies. However, taking resources out of a CAP area to work on a new CAP area leaves the cohort no real long term goal or real means of support for the young people into adulthood as a working, productive member of society.

One of the residents from the last CAP have approached me saying they have seen the young people we successfully engaged with and told me how they are now dealing on the street corner next to Mile End tube station.

This means that the CAP needs to follow up any success and introduce a longer term solution, using a sustainable programme (such as CAP+) to work with these young people as they grow older and give them access to the services that they need to develop their skills and follow their path towards employment – keeping them away from crime and alcohol misuse.

**Learning Point: Substance Misuse services**

What the CAP is able to do is find the youths that use both alcohol and psychoactive substances. What we are not currently able to do is bring this type of cohort into a substance misuse treatment centre or make a referral that the young person will attend. The reason for this is that the life span of a CAP is too short to gain the full rapport and on – going trust between CAP partners and the young people on a level they can bring a young person is willing to accept they have substance misuse issues and can be brought to a substance misuse treatment centre or make a referral that the young person will go to of their own free will.

The CAP can engage this issue by the following points:

1. Use more time. Through the previous CAPs it has proven to help lower alcohol related crime and ASB in the short term. The CAP and its partners can now look at maintaining its engagement over time to help build the rapport with young people and help aid the referral processes.
2. Explore partnership work between services that treat for substance misuse such as Safe East and RESET with Street based youth work services such as Spotlight and Rapid Response Team.

## Conclusion

The successes in the Lansbury CAP have been in the education and enforcement strands and this is due to partnerships that have vested interest in the targets and the ability to internally search ways to innovate existing systems.

The introduction of interactive workshops on sexual exploitation and grooming that shows alcohol as a grooming tool in partnership with Safe East was ground-breaking and caught the attention of schools in the borough. The CAP is managed by a single person in Licensing but with the right partners and no budget spent, the CAP helped to educate 421 young people from 6 schools.

The partnership with Tesco demonstrated that partnership work can develop systems that can support an entire borough without extra cost to the local authority. Whilst commissioning services is also an important factor of the Local Authority, partnership work can garner great results provided the right partners and systems are in place within the local authority and without.

Holding the DPS and PLH has been a successful response to premises not taking an active role in the training of their staff. This enforcement strand has helped improve standards for future work not just in the CAP area but in the borough. This has now affected the conversation of future licensing work as the DPS is now a more central and accountable figure in the licensing process for off licences.

The Community Alcohol Partnership is a fast-moving process and its constant innovation tailored to its assigned areas sometimes moves too fast for its own good. The mediation work has proved fundamental to a partnership with the CAP, Youth Offending Team and Spotlight Youth Services. It is this mediation process that is required from all future partners in the next CAP. Examples of good partnership work should be promoted to help the evolution of partnership work to spread within the Local Authority and mediation to all partners is essential for a strong relationship and good results.

With the lessons learned from the previous three CAPs, a wealth of experience has been gathered and in order to take advantage of all the lessons learned, one vital aspect is the importance of investing time in laying the groundwork for the CAP with the partners it can gather. Investing time on good partnerships saves money and working hard in a partnership allows innovation and better results in the long term.

### List of Stakeholders

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**Tower Hamlets CAP Evaluation 2019**

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