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The UK Licensing Act 2003: Measuring Its Impact on Crime and Disorder in Five Urban Areas

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# The UK Licensing Act 2003: Measuring its impact on crime and disorder in five urban areas

Presentation to the ECCA Conference  
24<sup>th</sup> to 26<sup>th</sup> July 2008, Alaska

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# Contents

- Brief overview of Licensing Act 2003 (LA03)
- Research context
  - 5 case study areas (ACC research)
  - Part of wider national overview
- Data and methodology
- Key findings
  - Key findings from ACC research
  - National findings
- Lessons from research and future direction



# Key Features of LA03

- **Flexible opening hours**
  - potential 24 hours
  - represented first major change for 50 years
- **Responsibility shifted**
  - magistrates' courts to local authorities
  - each licensing authority maintain records of each issue
- **A single scheme for licensing**
  - previously 6 different types of licenses
- **Series of new powers/conditions**
  - the power to close premises; increase penalty selling to underage; residents views taken into account in reviewing existing licences
- **New presumption**
  - refuse applications - new licences if likely have cumulative impact

# Licensing Act 2003: The Rationale

- Staggered closing hours
- Slower, more orderly dispersal of drinkers
- Less competition for resources
- Less violence and disorder.
- Shallower peaks of disorder at closing time
- Less visible signs of drunkenness.
- Less binge drinking before closing time.
- Less nuisance and noise at closing time



# The fears

- Would lead to increases in crime
- Would lead to “24 hour violence”
- Would over burden the police
- Would stretch A&E and ambulance resources
- Would not reduce binge drinking

# Introduced on 24<sup>th</sup> November 2005

- **Flashback to news: Key headlines**
- **24-hour drinking 'will fuel crime'**
  - Daily Telegraph, 20<sup>th</sup> March 2004
- **Licence law reforms could be 'hell'**
  - BBC Panorama, 6<sup>th</sup> June 2004
- **24-hour violence thanks to new drink laws**
  - Daily Mail, 12<sup>th</sup> September 2005
- **One violent drink crime committed every 13 seconds**
  - Daily Mail 19th November 2005



# Accompanying images



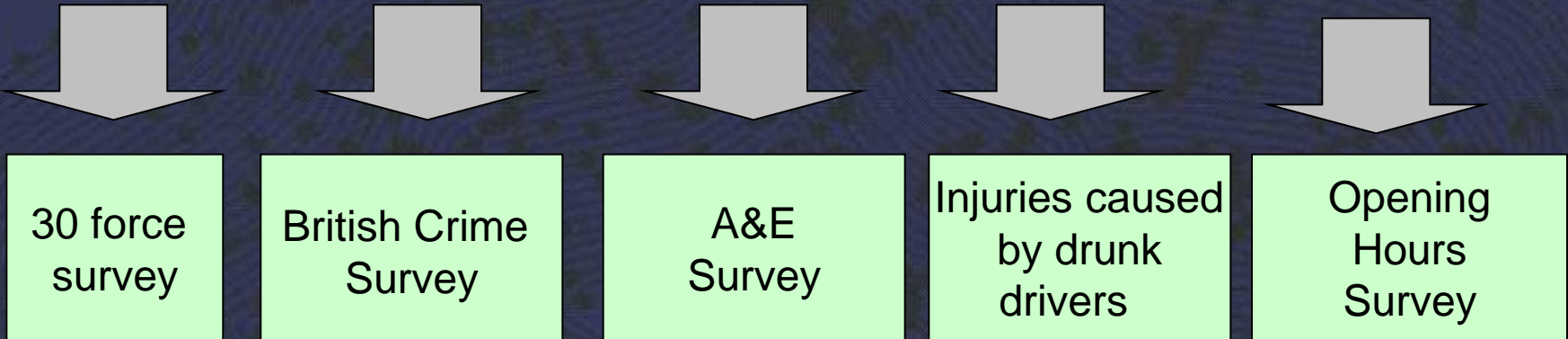
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# National Evaluation Programme

## Main national studies (DCMS and Home Office)



## Local Case Studies (5 areas): Home Office

Analysis of crime statistics, A+E and ambulance data,  
(+ participant observation and interviews with licensees and door staff)

Residential Surveys

Interviews with licensees and NTE businesses

Interviews with Licensing Authorities and Responsible Authorities

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# ACC Research: Constraints

- Conditions imposed by commissioning body
- Prescribed 5 case study areas
  - Blackpool, Birmingham, Croydon, Guildford and Nottingham
- Focus – urban areas, change near licensed premises
- Baseline and post implementation period
  - 2 years prior
  - 12 months post LA03
- Specific crime and incidents
  - violence against the person, criminal damage, sexual offences and disorder



# The ACC Research Study: Questions

- Were there any changes in number of offences/incidents
- Have the peaks of violence & disorder changed?
- What patterns of crime & disorder exist in and around licensed premises?
- How have these changed post implementation?
- Are there changes within premises, in the immediate surroundings, or in case study areas generally?
- Has there been any geographical displacement?
- How does this relate to extended trading hours?
- What else could account for any changes?

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# Evaluation: Methodological Challenges

- Subjective assessment
  - ‘alcohol related’
  - no consistent alcohol flag across police forces
- Mix of premises in area
  - extended/non extended hours
  - those with extended hours (different lengths)
  - difference – hours granted and hours used?
- How attribute incidents to individual premises
- No control (account for counterfactual)
  - blanket policy change across England and Wales



# Data Sources

- **Crime and Disorder**
  - police recorded crime and calls for disorder
  - ambulance data and hospital A+E data
- **Contextual Information**
  - address information and digital boundaries
  - population denominators
  - local land-use and socio-economic data
- **Alcohol Supply Points**
  - licensed premises data

# Data Sources

## Alcohol Supply Points

|   |        |
|---|--------|
| Location (Address, Postcode, Easting; Northing)               | ✓      |
| Venue type (Bar, Pub, Night Club)                             | ✓      |
| Current Hours   | ✓      |
| Former Hours  | (part) |
| Capacity  | (part) |
| Crime & Disorder Incidents Linked to Site                     | (part) |
| Extended hours Y/N  | (part) |
| Net change in hours   | (part) |
| Date of change  | ×      |
| Other supply points (restaurants, off licenses, supermarkets) | ×      |



# Methodology

## Geographical scales

## Quantitative

## Qualitative

### Macro

Entire Case Study Area

Annual and monthly change, weekday and weekend, time of day, t tests, alcohol flag

### Meso

“Near” Premises

Hot spots, proportional change by time of day, premise clusters

Participant observation in key drinking areas  
Stakeholder interviews

### Micro

“In/at” Premises

Resource target tables, (RTTs)  
Top 15 premises,  
Spatial distribution

Participant observation in key premises  
Stakeholder interviews

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# Findings: ACC Research

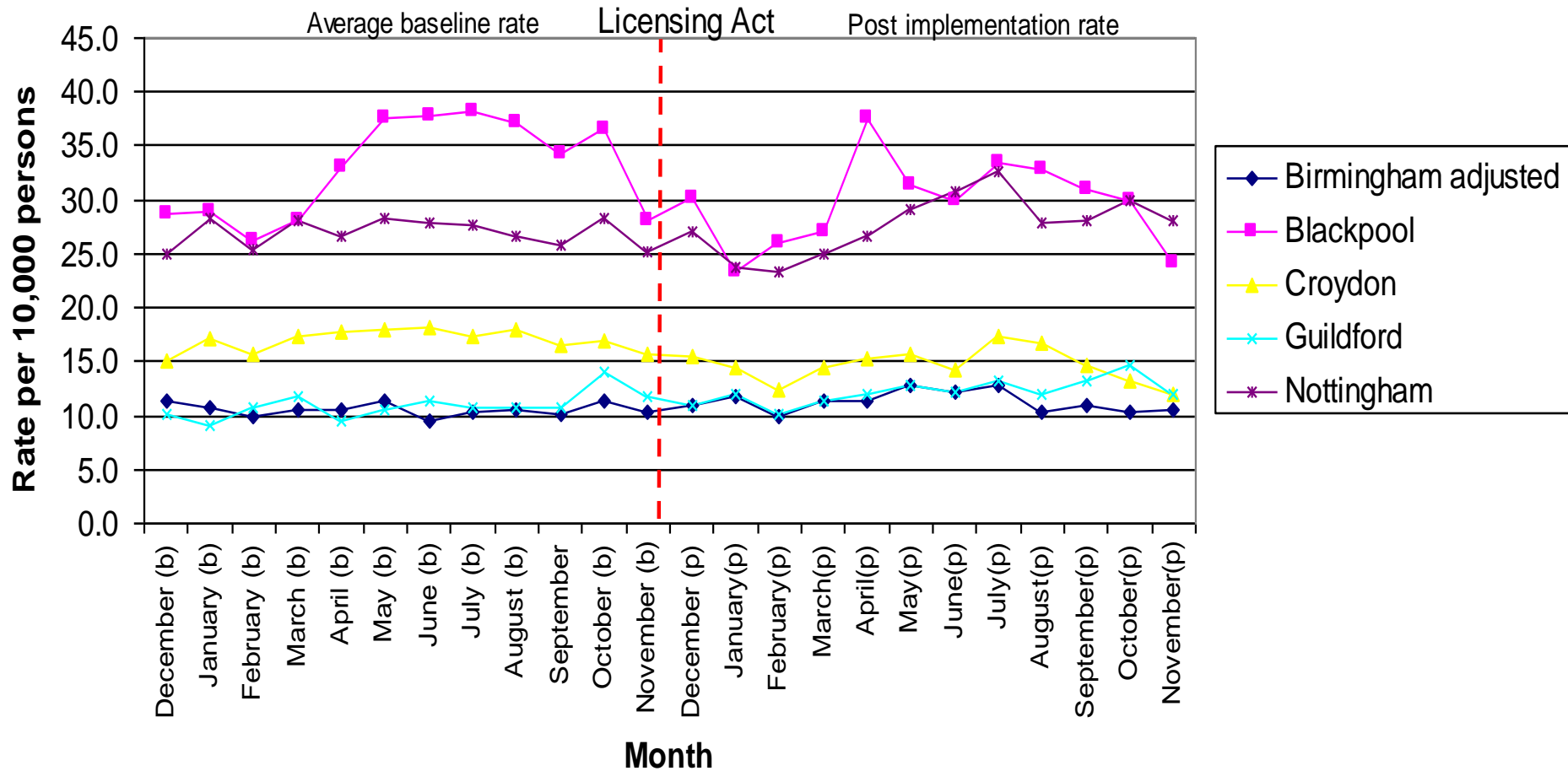
## Cherry picking from range of methods

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# Violence against the person



# T Tests

## Violence Against the Person

|            | 1A2A<br>Yr1 Nov03 – May04<br>Yr2 Nov04 – May05 | 1B2B<br>Yr1 May04 – Nov04<br>Yr2 May05 – Nov05 | 2A3A<br>Yr2 Nov04 – May05<br>Yr3 Nov05 – May06 | 2B3B<br>Yr2 May05 – Nov05<br>Yr3 May06 – Nov06 |
|------------|--|--|--|--|
| Birmingham |  |  |  |  |
| Blackpool  |  |  |  |  |
| Croydon    |  |  |  |  |
| Guildford  |  |  |  |  |
| Nottingham |  |  |  |  |

## Criminal Damage

|            | 1A2A<br>Yr1 Nov03 – May04<br>Yr2 Nov04 – May05 | 1B2B<br>Yr1 May04 – Nov04<br>Yr2 May05 – Nov05 | 2A3A<br>Yr2 Nov04 – May05<br>Yr3 Nov05 – May06 | 2B3B<br>Yr2 May05 – Nov05<br>Yr3 May06 – Nov06 |
|------------|--|--|--|--|
| Birmingham |  |  |  |  |
| Blackpool  |  |  |  |  |
| Croydon    |  |  |  |  |
| Guildford  |  |  |  |  |
| Nottingham |  |  |  |  |

## Disorder

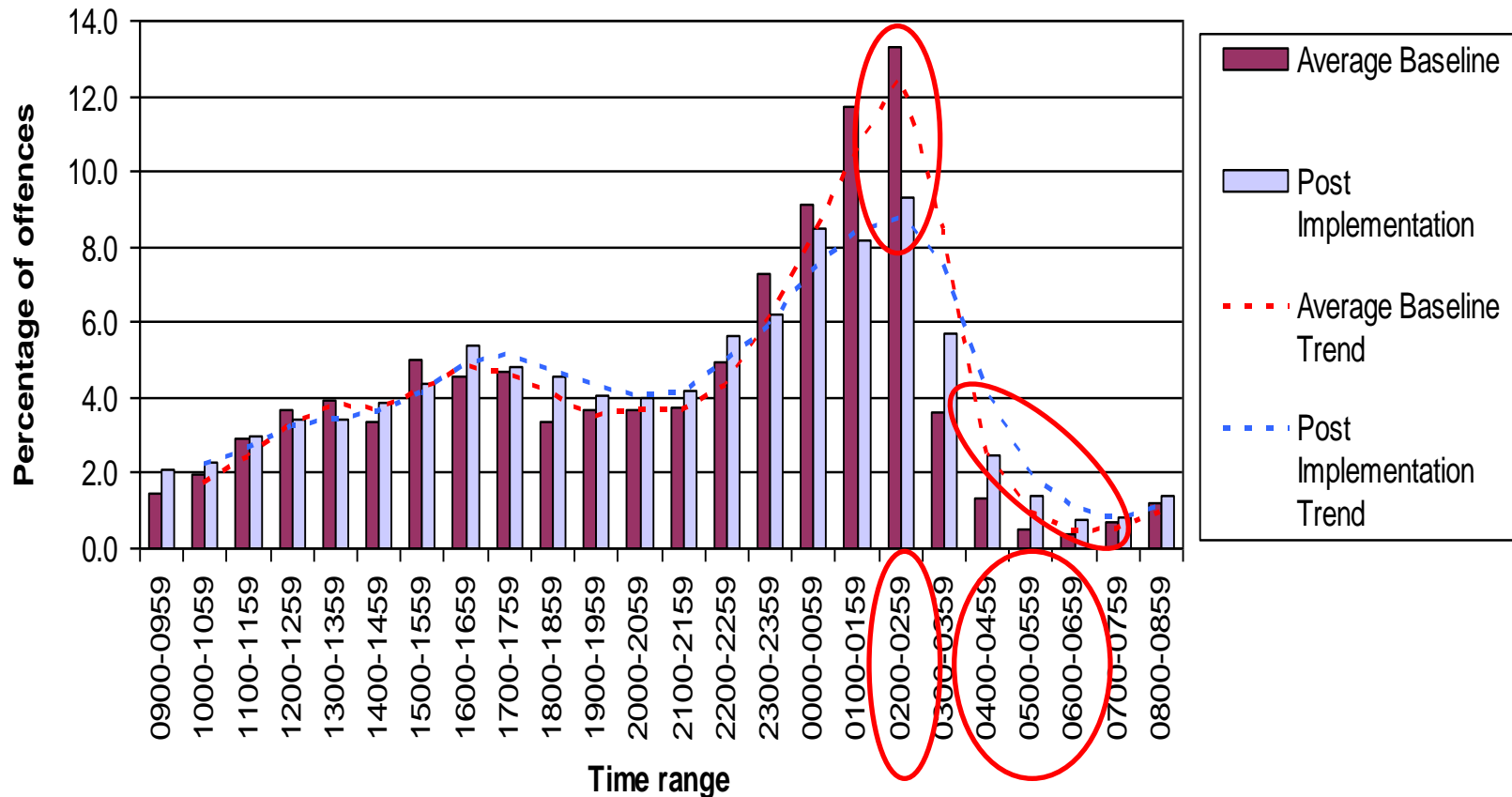
|            | 1A2A<br>Yr1 Nov03 – May04<br>Yr2 Nov04 – May05 | 1B2B<br>Yr1 May04 – Nov04<br>Yr2 May05 – Nov05 | 2A3A<br>Yr2 Nov04 – May05<br>Yr3 Nov05 – May06 | 2B3B<br>Yr2 May05 – Nov05<br>Yr3 May06 – Nov06 |
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| Croydon    |  |  |  |  |
| Guildford  |  |  |  |  |
| Nottingham |  |  |  |  |

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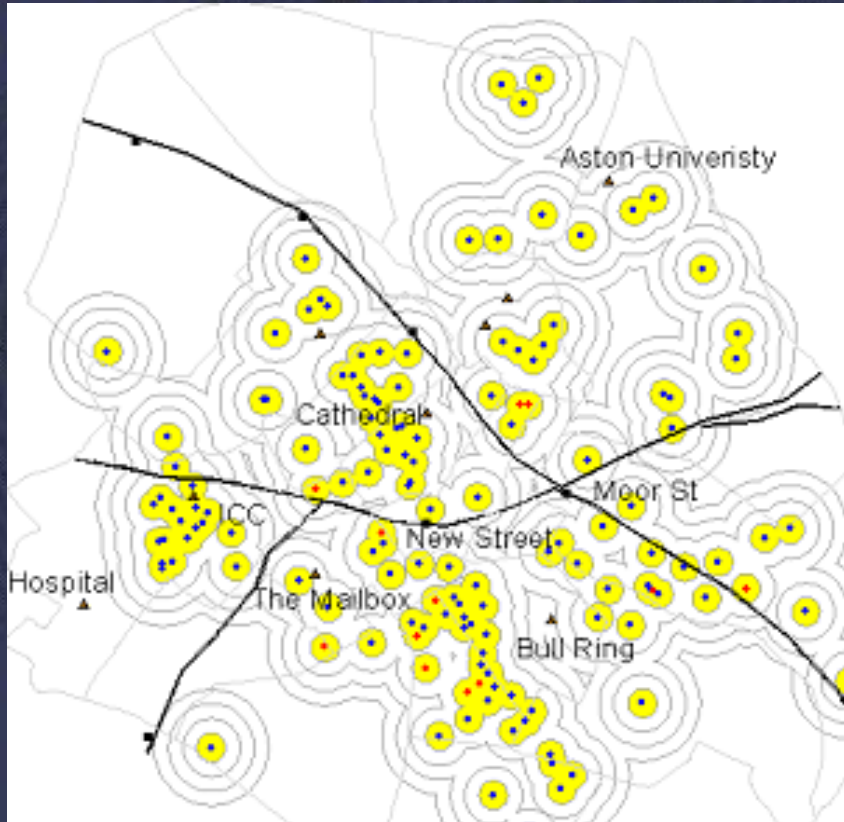


# Proportional Change (Birmingham VAP by time of day)

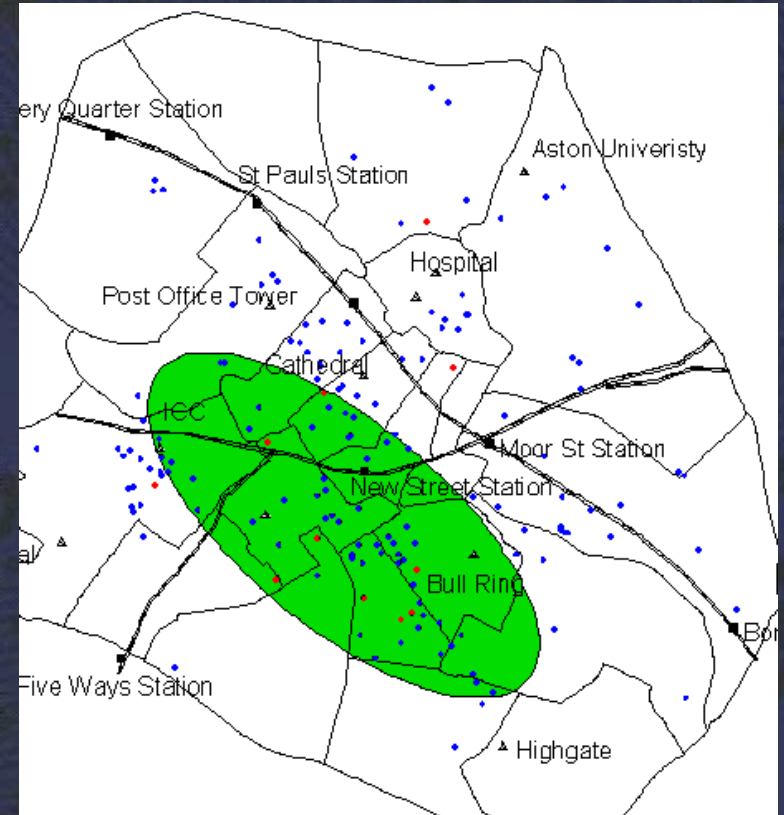


# Near to premises analysis

## Buffer Analysis



## Premise Clusters



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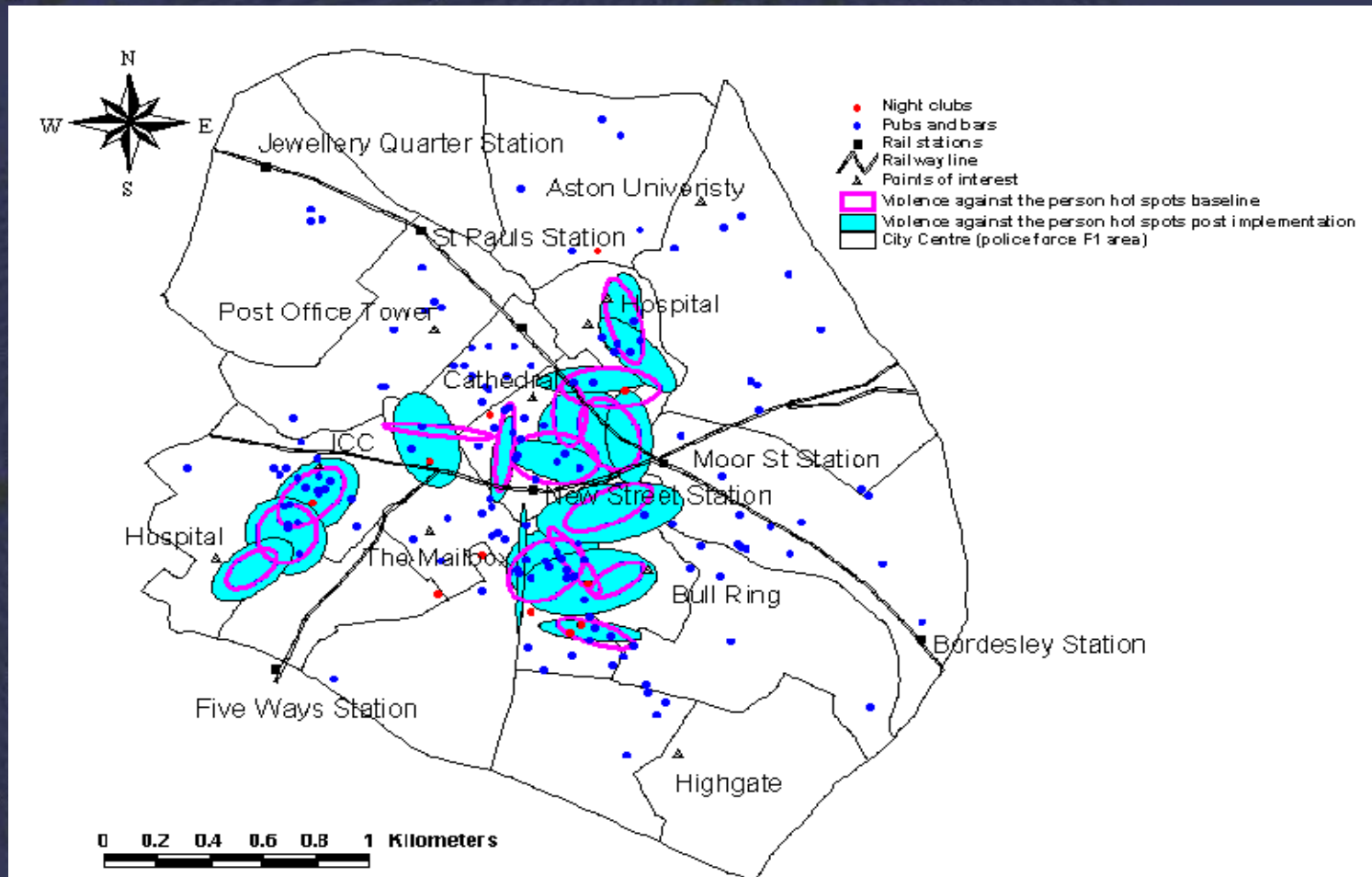
# Birmingham VAP (proportional analysis)

|             | Birmingham  |               |             |               |                 |               |
|-------------|-------------|---------------|-------------|---------------|-----------------|---------------|
| Time of day | Cluster     |               | 0-50m       |               | Case study area |               |
|             | Prop Change | Volume change | Prop Change | Volume change | Prop Change     | Volume change |
| 2100-2159   | -0.5        | -1            | -0.2        | 2             | 0.4             | 24            |
| 2200-2259   | 0.4         | 15            | 1.9         | 37            | 0.8             | 42            |
| 2300-2359   | -1.1        | -3            | -0.5        | 3             | -1.0            | -24           |
| 0000-0059   | 0.4         | 25            | -0.4        | 9             | -0.7            | -7            |
| 0100-0159   | -3.6        | -28           | -5.6        | -70           | -3.6            | -112          |
| 0200-0259   | -5.6        | -53           | -4.6        | -54           | -4.0            | -123          |
| 0300-0359   | 4.6         | 78            | 3.8         | 66            | 2.2             | 91            |
| 0400-0459   | 1.5         | 27            | 1.1         | 20            | 1.1             | 47            |

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# Hot Spots: Visual



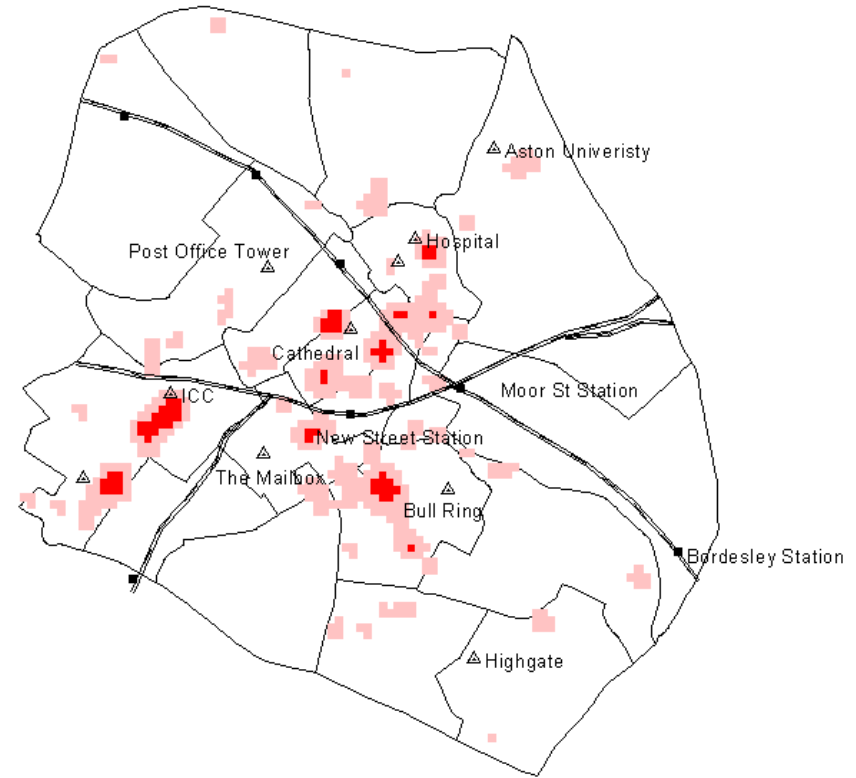
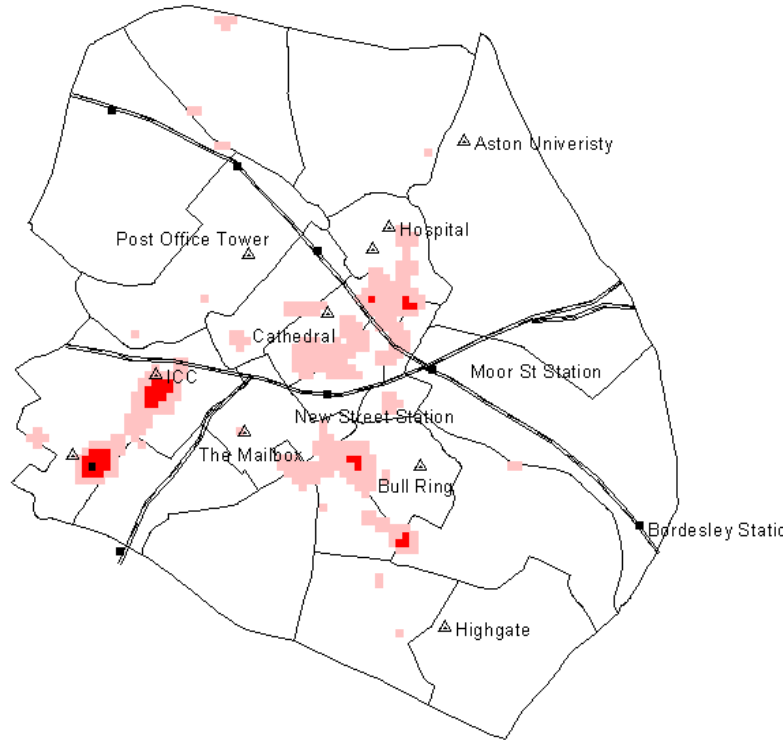
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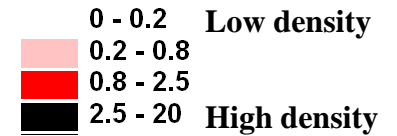
# Baseline Period

# Post Implementation Period



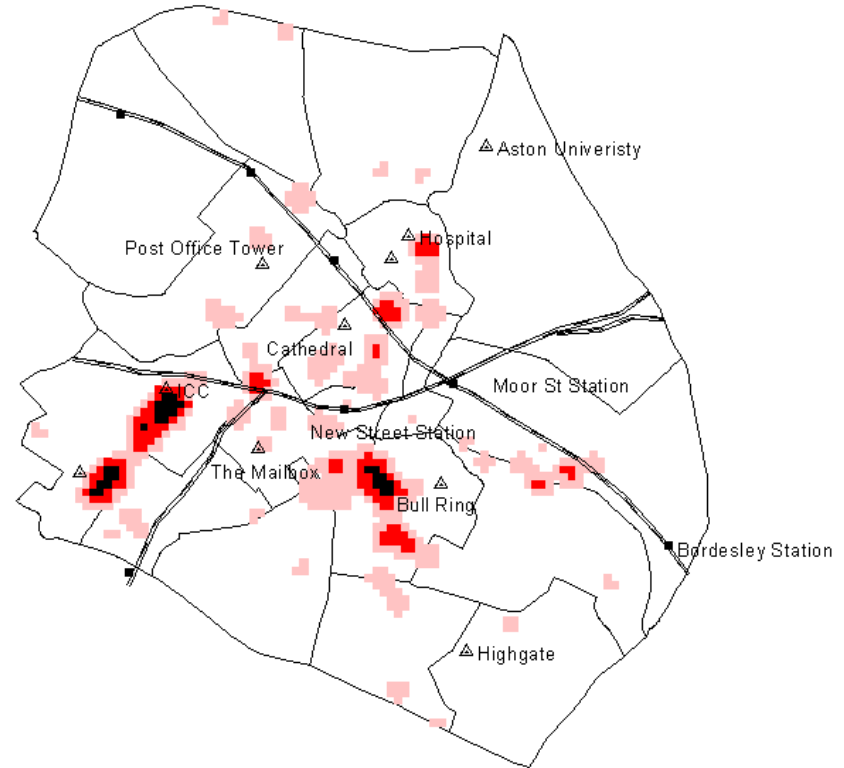
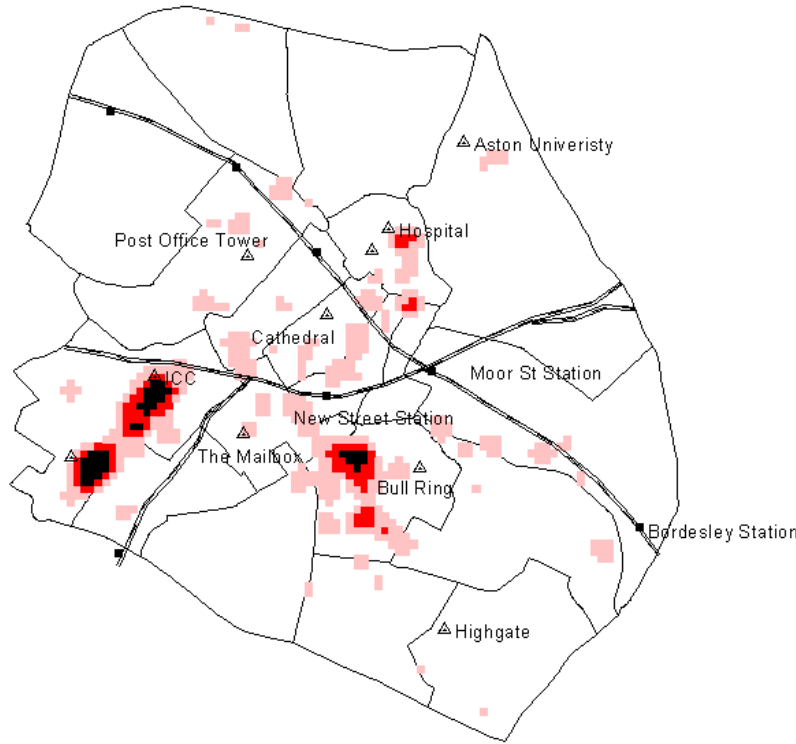
KDE Hotspots

9.00pm – 10.59pm



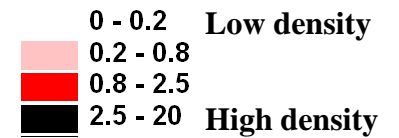
# Baseline Period

# Post Implementation Period



KDE Hotspots

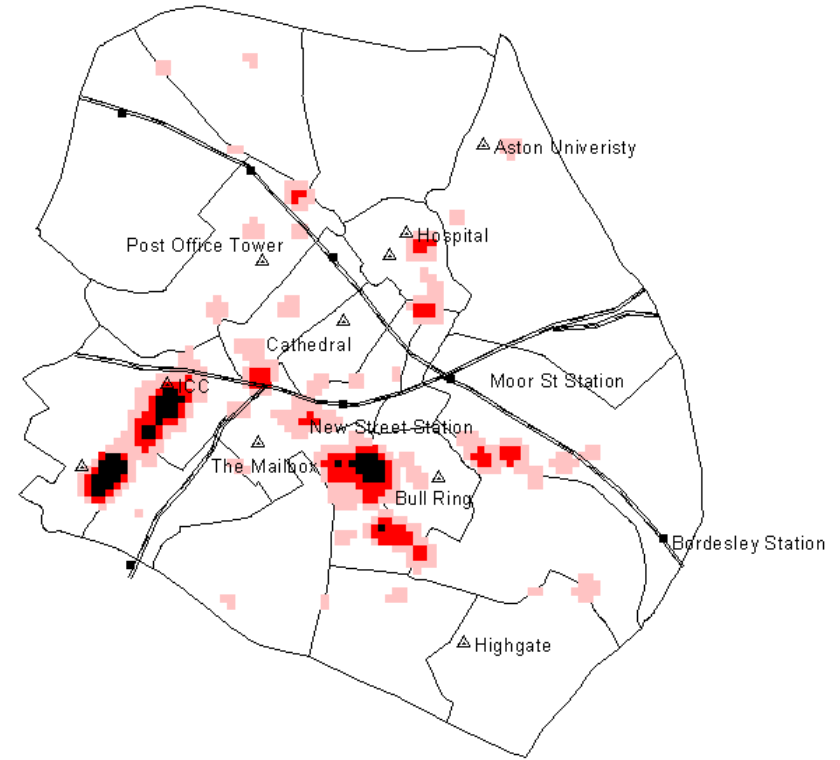
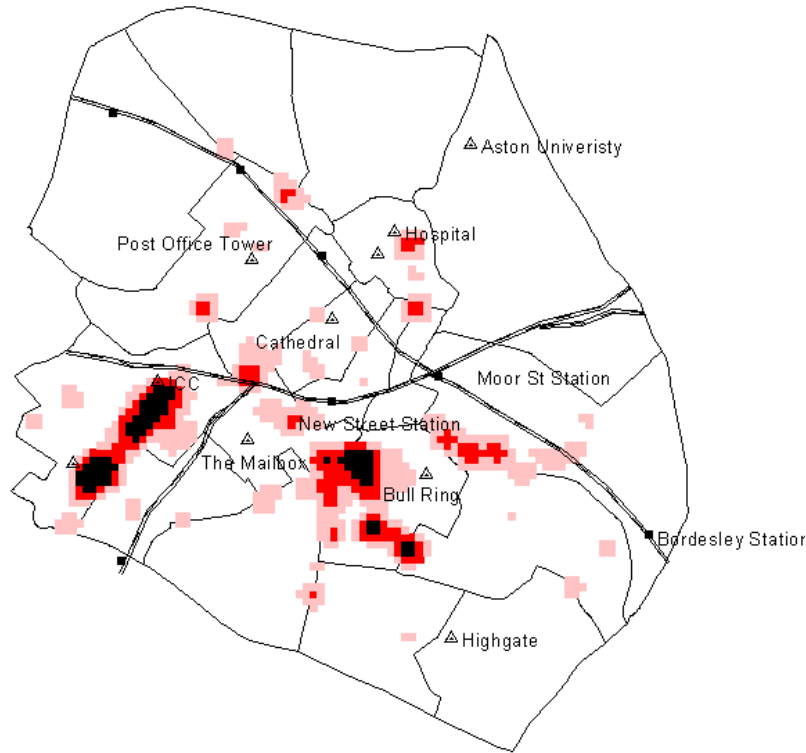
11.00pm – 0.59am





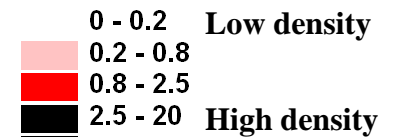
# Baseline Period

# Post Implementation Period



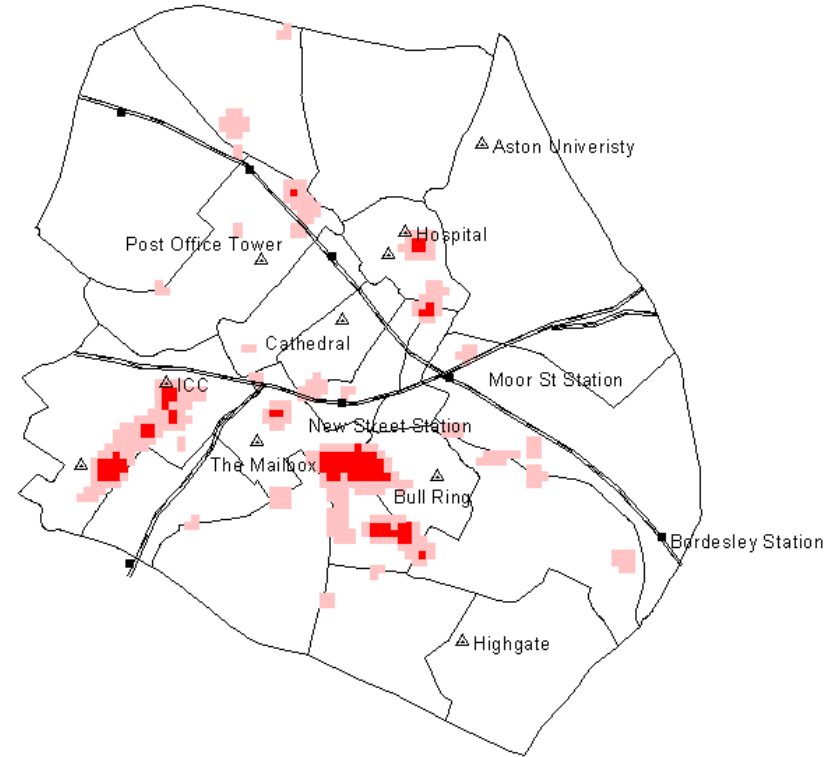
KDE Hotspots

1.00am – 02.59am



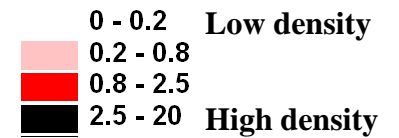
# Baseline Period

# Post Implementation Period



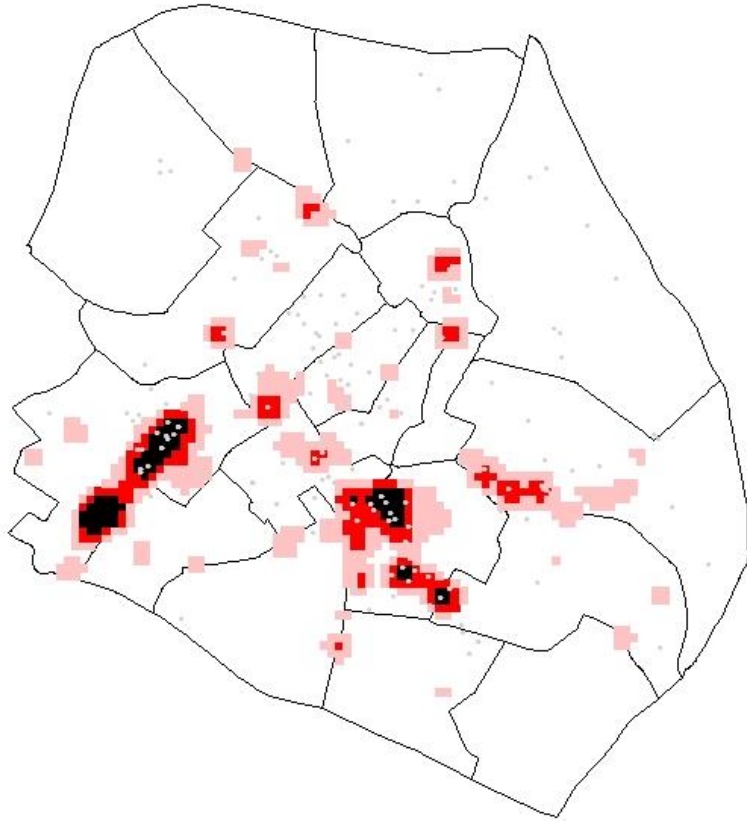
KDE Hotspots

3.00am – 04.59am

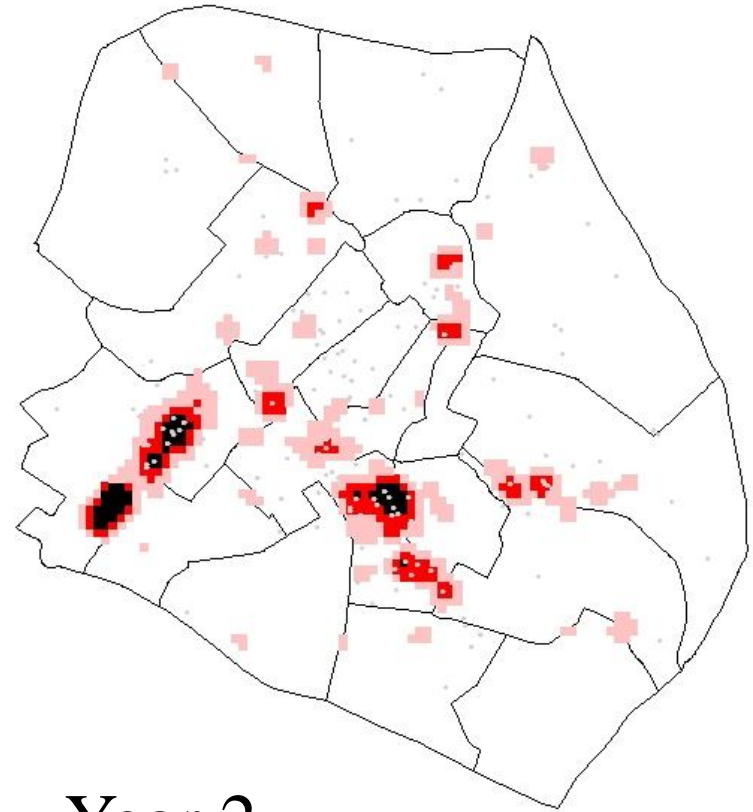




# How have hot spots changed over time?



Year 1



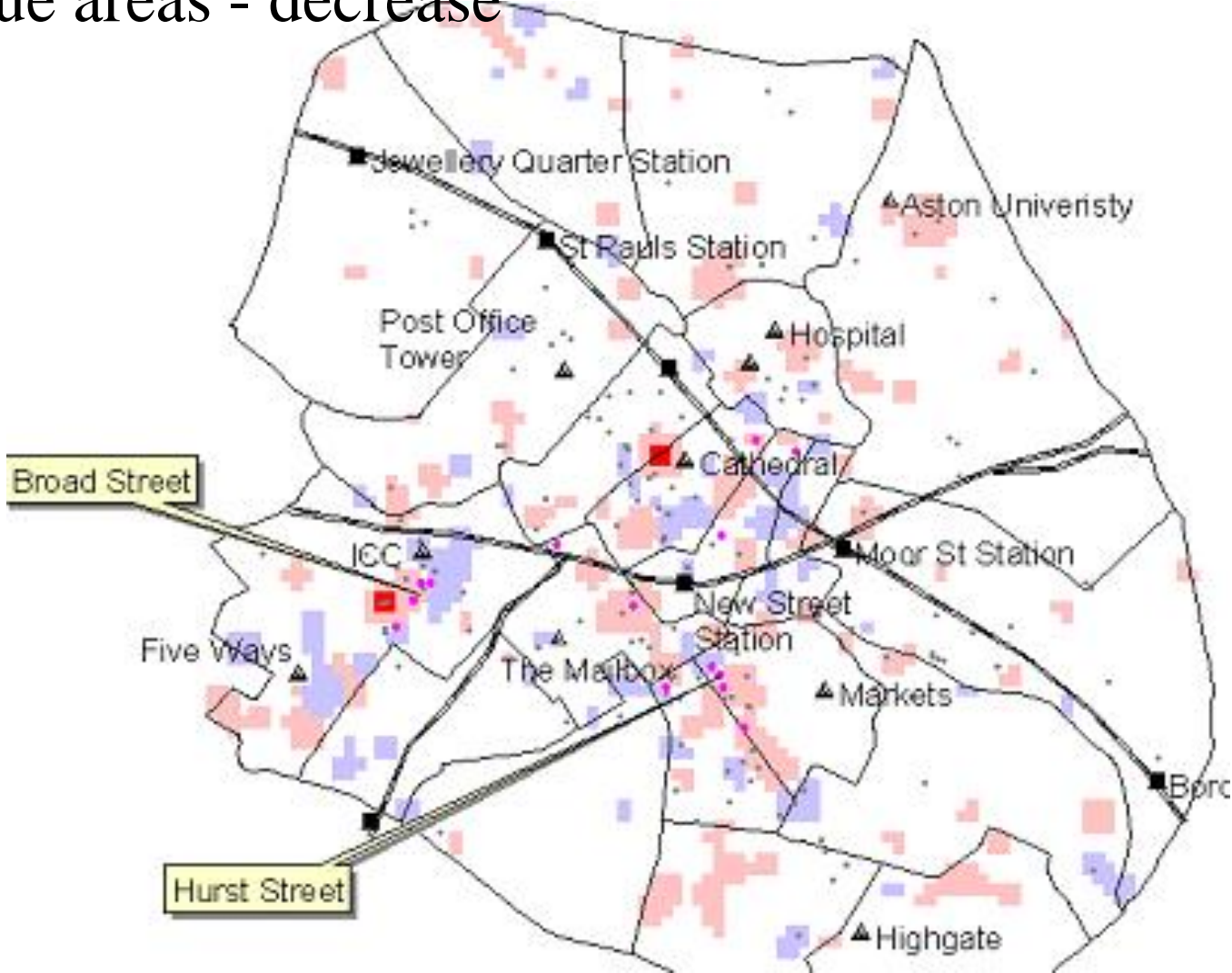
Year 2

1.00pm-2.59am

# Red areas – increase      Synthesis Maps

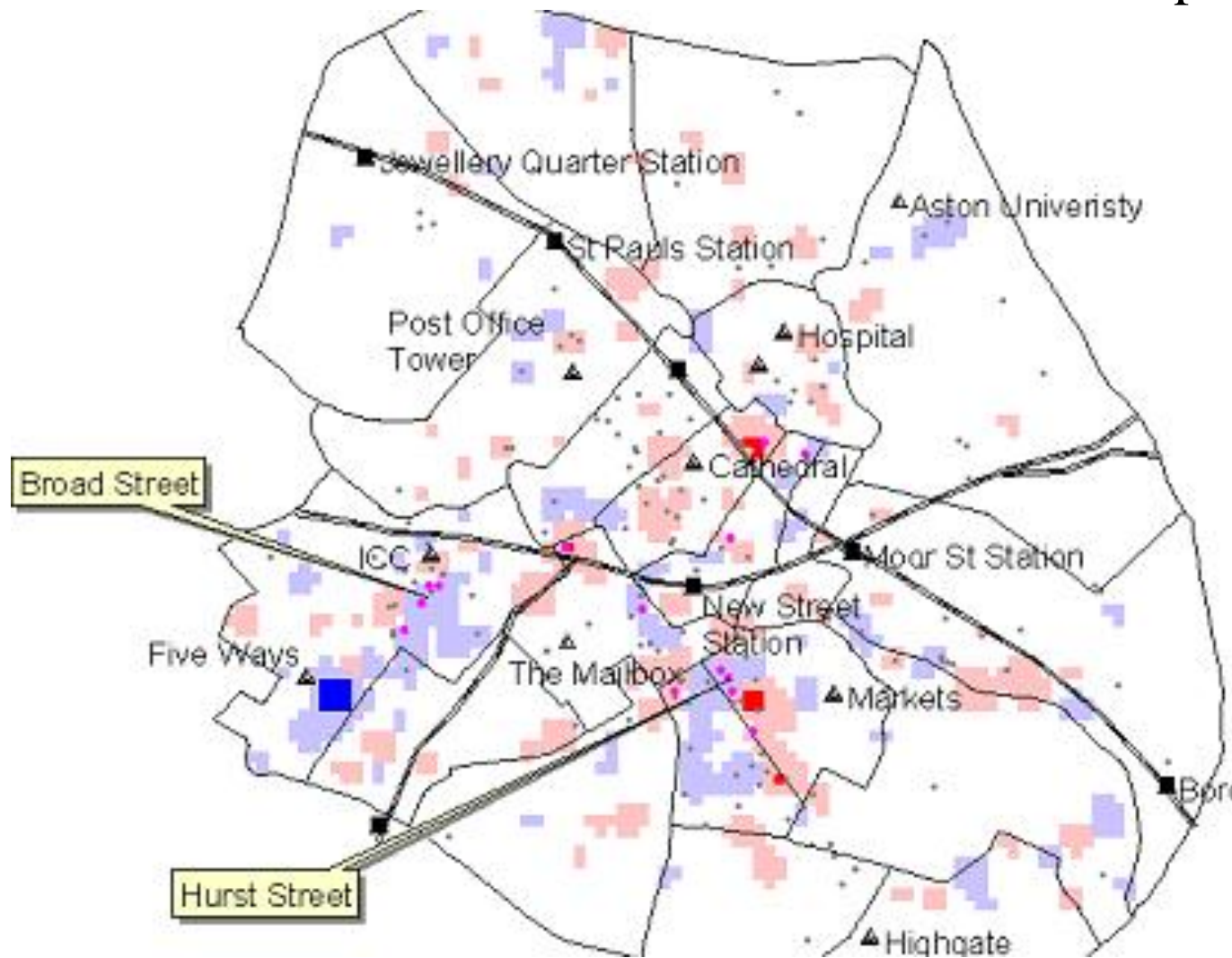
Blue areas - decrease

9.00pm to 10.59pm

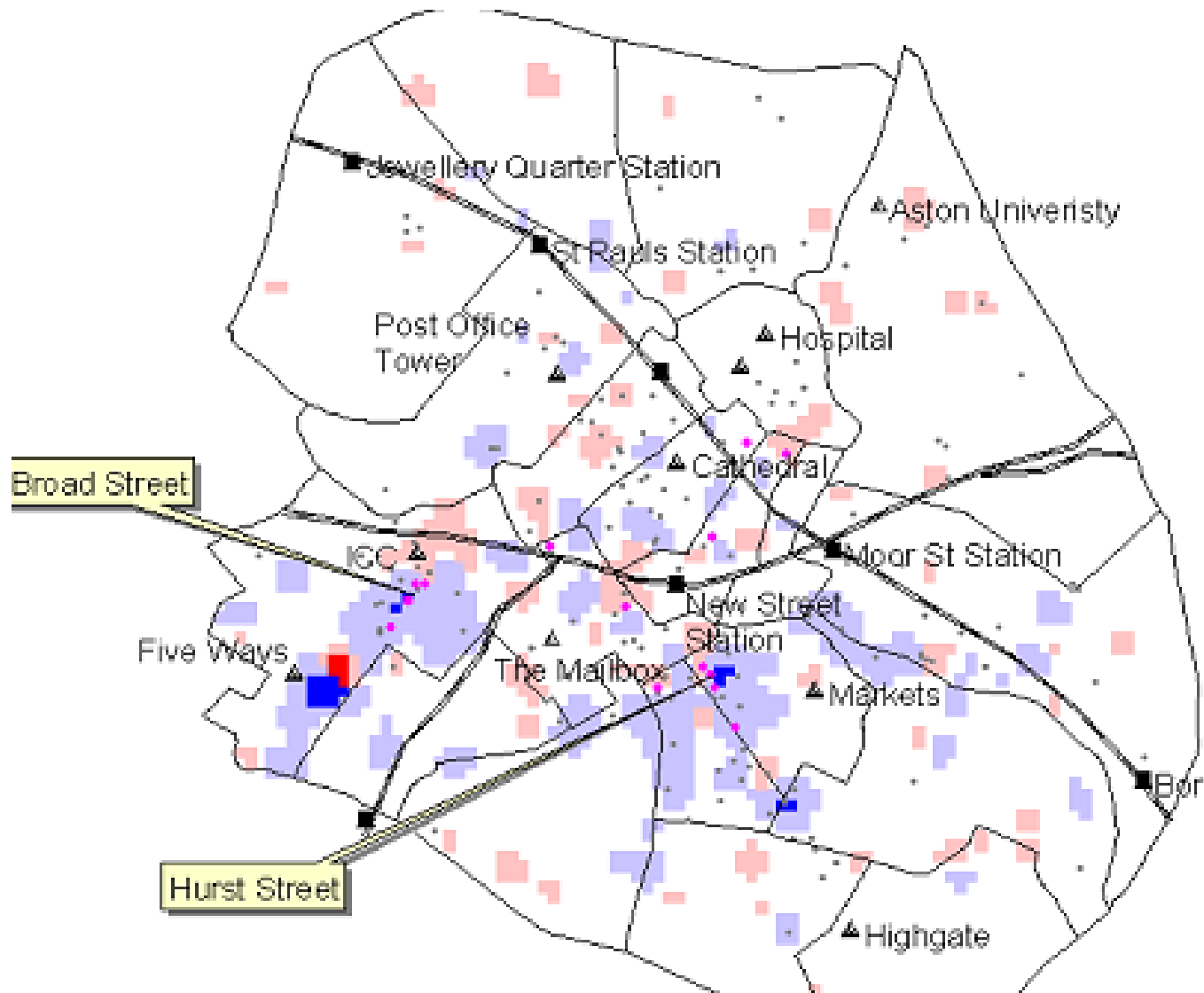




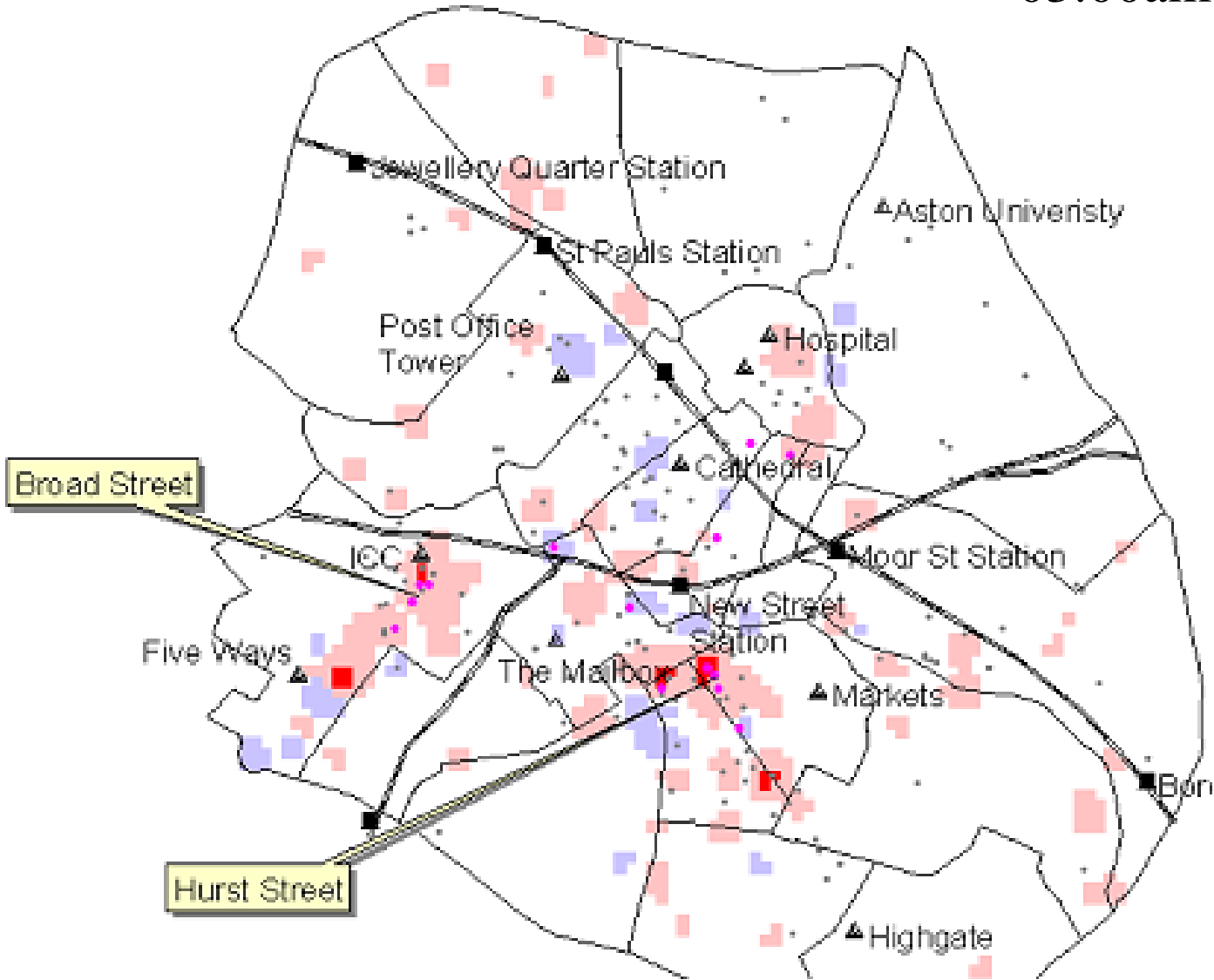
11.00pm to 00.59am



1.00am to 02.59am



03.00am to 04.59am



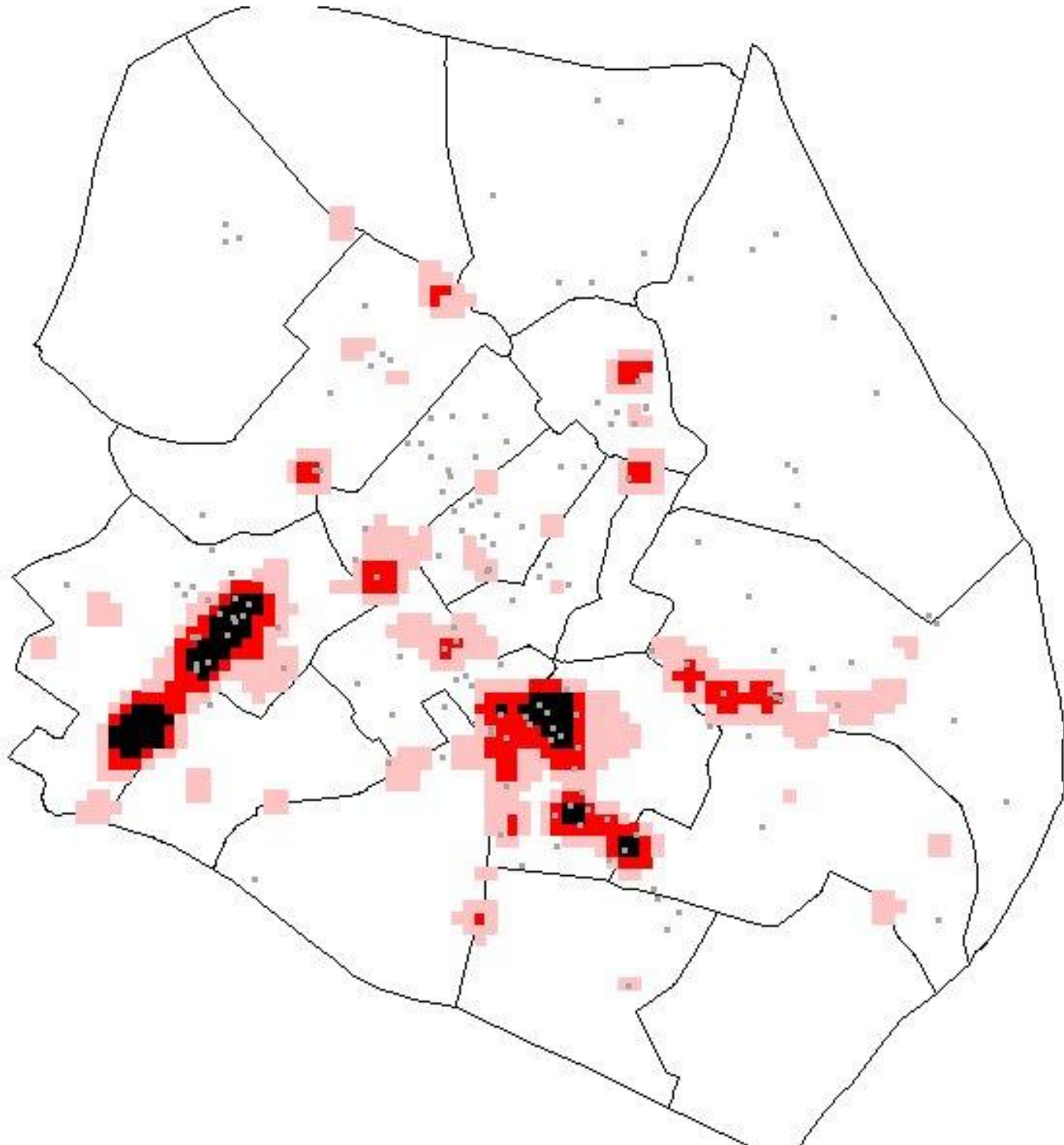


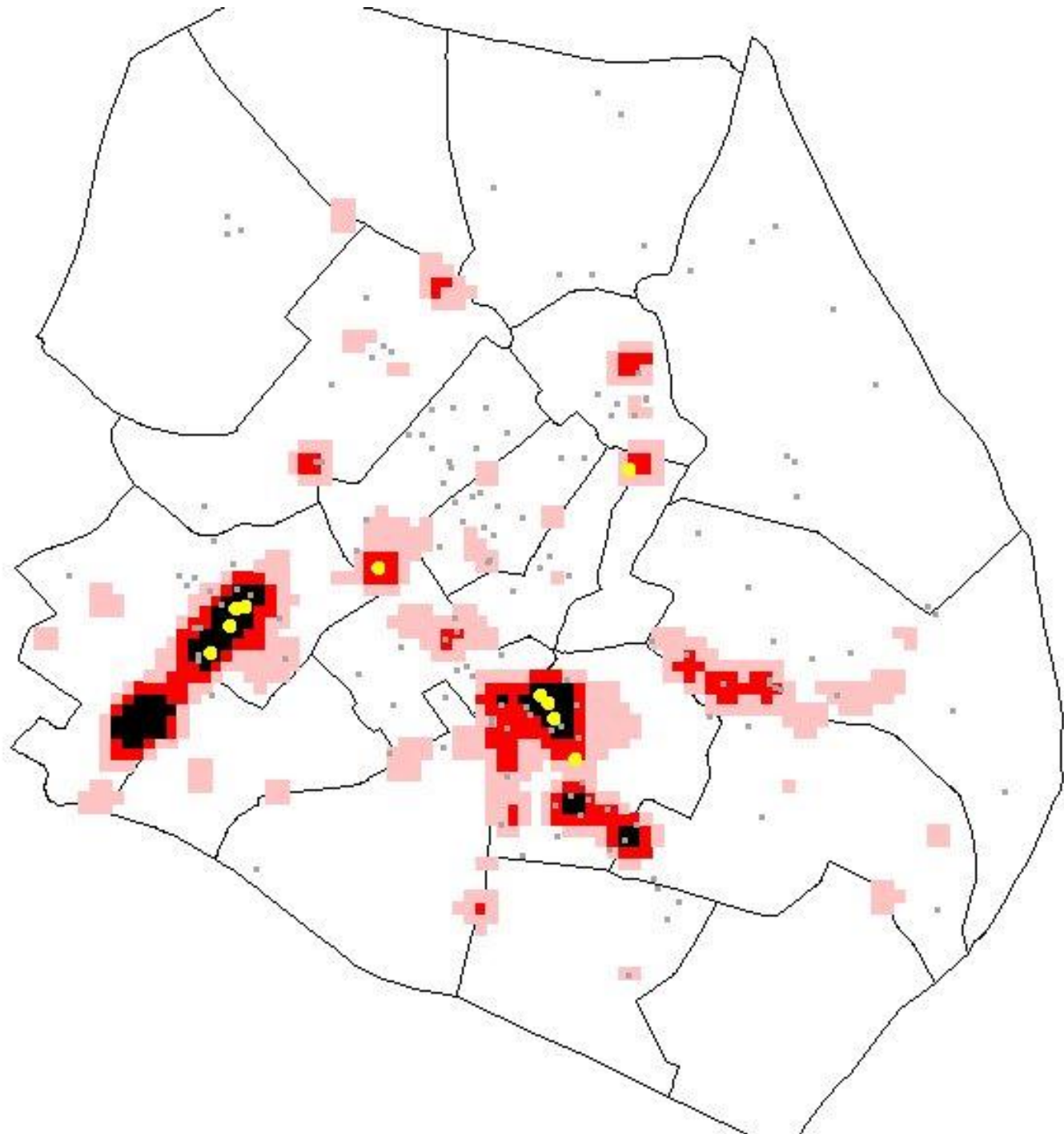
# Resource Target Table

| Venue                                | Number of offences | Number of premises | Cumulative number of offences | Cumulative number of premises | Percentage of offences | Percentage of premises | Cumulative percentage of offences | Cumulative percentage of premises |
|--------------------------------------|--------------------|--------------------|-------------------------------|-------------------------------|------------------------|------------------------|-----------------------------------|-----------------------------------|
| The Works Nightclub Fiveways Leisure | 32                 | 1                  | 32                            | 1                             | 5.8                    | 0.6                    | 5.8                               | 0.6                               |
| Walkabout Inn                        | 29                 | 1                  | 61                            | 2                             | 5.3                    | 0.6                    | 11.1                              | 1.2                               |
| Reflex Bar (Formerly Edwards)        | 21                 | 1                  | 82                            | 3                             | 3.8                    | 0.6                    | 14.9                              | 1.8                               |
| Bar Risa Quayside Tower              | 19                 | 1                  | 101                           | 4                             | 3.5                    | 0.6                    | 18.4                              | 2.4                               |
| Nightingale Nightclub Essex House    | 15                 | 1                  | 116                           | 5                             | 2.7                    | 0.6                    | 21.1                              | 3                                 |
| Sports Cafe Birmingham Limited       | 15                 | 1                  | 131                           | 6                             | 2.7                    | 0.6                    | 23.9                              | 3.6                               |
| Rococo Lounge Quayside Tower         | 14                 | 1                  | 145                           | 7                             | 2.6                    | 0.6                    | 26.4                              | 4.2                               |
| Birmingham Academy                   | 12                 | 1                  | 157                           | 8                             | 2.2                    | 0.6                    | 28.6                              | 4.8                               |
| Brannigans Bar                       | 12                 | 1                  | 169                           | 9                             | 2.2                    | 0.6                    | 30.8                              | 5.4                               |
| Barracuda Bar                        | 10                 | 1                  | 179                           | 10                            | 1.8                    | 0.6                    | 32.6                              | 6                                 |
| D V 8                                | 10                 | 1                  | 189                           | 11                            | 1.8                    | 0.6                    | 34.4                              | 6.6                               |
| Hidden Night Club                    | 10                 | 1                  | 199                           | 12                            | 1.8                    | 0.6                    | 36.2                              | 7.2                               |
| Missing Public House                 | 10                 | 1                  | 209                           | 13                            | 1.8                    | 0.6                    | 38.1                              | 7.8                               |
| Snobs Nightclub Trafalgar House      | 10                 | 1                  | 219                           | 14                            | 1.8                    | 0.6                    | 39.9                              | 8.4                               |
| Subway City Nightclub                | 10                 | 1                  | 229                           | 15                            | 1.8                    | 0.6                    | 41.7                              | 9                                 |
|                                      | 5-9                | 22                 | 377                           | 37                            | 27                     | 13.2                   | 68.7                              | 22.2                              |
|                                      | 1-4                | 99                 | 549                           | 136                           | 31.3                   | 59.3                   | 100                               | 81.4                              |
|                                      | 0                  | 31                 | 549                           | 167                           | 0                      | 18.6                   | 100                               | 100                               |
|                                      | 549                | 167                | na                            | na                            | 100                    | 100                    | na                                | na                                |

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# RTT Summary: December 2004 to August 2005

- Cumulative percentage offences for violence against person
- Baseline period (Dec 2004 to Aug 2005)

|            |    |
|------------|----|
| Birmingham | 11 |
| Blackpool  | 10 |
| Croydon    | 6  |
| Guildford  | 13 |
| Nottingham | 11 |

- Note post implementation figures very similar (+/- 5%)

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# Hours used and hours granted

| Additional hours (granted) | Percentage of premises | Percentage of violence against the person |                     |
|----------------------------|------------------------|---|---------------------|
|                            |                        | Average baseline                          | Post implementation |
| None                       | 40.0                   | 41.2                                      | 42.1                |
| 1 to 8                     | 23.8                   | 24.4                                      | 24.9                |
| 9 plus                     | 36.2                   | 34.4                                      | 33.0                |
| <b>Total</b>               | <b>100.0</b>           | <b>100.0</b>                              | <b>100.0</b>        |

| Additional hours (used) | Percentage of premises | Percentage of violence against the person |                     |
|-------------------------|------------------------|---|---------------------|
|                         |                        | Average baseline                          | Post implementation |
| None                    | 25.0                   | 38.2                                      | 38.7                |
| 1 to 5                  | 37.5                   | 45.1                                      | 35.3                |
| 6 plus                  | 37.5                   | 16.7                                      | 26.1                |
| <b>Total</b>            | <b>100.0</b>           | <b>100.0</b>                              | <b>100.0</b>        |

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# ACC Research: Key Findings

- Minimal impact on violence and disorder
- Overall, violent crime fell 3%
  - increases 3 sites – (statistically significant in one )
  - offset by falls in the other two sites
- Evidence of temporal displacement:
  - 4/5 five sites fall in violent crime between 11pm and midnight
  - the small proportion of violent crimes between 3am and 5am grew in the year after the change
- Qualitative fieldwork
  - Small change in opening hours of most pubs and clubs



# Findings: National Context

- Alcohol linked crime: 1% fall overall
  - 1% rise in period from 6pm to 6am
  - Reflecting rise in vandalism & harassment
  - Police initiated action (eg PNDs)?
- Night-time violence down
  - But temporal displacement to small hours
  - 3am to 6am
- A&E survey 33 (departments)
  - 2% fall in 2006, 8% fall for women
  - Some large increases reported in other A&E departments

# Findings: National Context

- Opening hours: 24 hour drinking?
- 20% didn't change
- 50% applied for an extra hour
- 30% applied for two hours
- Only 1.5% applied for 24-hour licenses
- 87% of licensees didn't fully exploit their new hours



# Findings: National Context

- *Neither the reduction in violence and disorder hoped for by some nor the significant increase in crime feared by others materialised*
- Inconsistent with other countries
- Too soon to detect changes?
- Licensing changes were actually small?
- The theory was right?
- Extraneous factors?



# Key Lessons for Research

- Need to develop a consistent system to capture information on alcohol supply points
  - hours, capacity, premise type etc
- Should monitor closely premises with repeatedly high numbers of incidents
  - But avoid black listing premises
- Can use qualitative information to fill some of gaps – Triangulate Findings
  - crime analysis used to direct/inform limited resources for qualitative fieldwork
  - examine change at different scales (no control areas)

# Further Research Steps

- Number of additional factors to consider
  - Influence of capacity, (ir) responsible host, type of premise, mix of land use, transport routes home
- Hot spot analysis – merely visual
  - Other techniques eg Gi\* look significant hot spots
  - Synthesis maps useful – change over time – again only visual
- How does location of different types of alcohol supply points, and their mix influence “*use of land*” and crime risk
  - Crime type, time of day, day of week etc
- Actual hours used important factor
- Can we develop profile of risk based on supply points
  - cluster analysis based on land use
  - ‘wining and dining’, ‘suburban partying’



# Published Material

- <http://www2.hud.ac.uk/hhs/acc/research/abstracts/0509pub.php>
  - DCMS findings
  - Home Office findings
  - ACC research findings



# Any Questions?

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