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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

24th to 26th July 2008, Alaska

Dr Andrew Newton and Professor Alex Hirschfield
Applied Criminology Centre, University of Huddersfield
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 24th November 2005

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

Main national studies (DCMS and Home Office)

- 30 force survey
- British Crime Survey
- A&E Survey
- Injuries caused by drunk drivers
- Opening Hours Survey

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
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?
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

- Macro: Entire Case Study Area
- Meso: “Near” Premises
- Micro: “In/at” Premises

Quantitative
- Annual and monthly change, weekday and weekend, time of day, t tests, alcohol flag
- Hot spots, proportional change by time of day, premise clusters
- Resource target tables, (RTTs)
- Top 15 premises, Spatial distribution

Qualitative
- Participant observation in key drinking areas
- Stakeholder interviews
- Participant observation in key premises
- Stakeholder interviews
Findings: ACC Research
Cherry picking from range of methods
Violence against the person

Average baseline rate  Licensing Act  Post implementation rate

Rate per 10,000 persons

- Birmingham adjusted
- Blackpool
- Croydon
- Guildford
- Nottingham

Month

December (b)  January (b)  February (b)  March (b)  April (b)  May (b)  June (b)  July (b)  August (b)  September (b)  October (b)  November (b)

December (p)  January (p)  February (p)  March (p)  April (p)  May (p)  June (p)  July (p)  August (p)  September (p)  October (p)  November (p)
## T Tests

### Violence Against the Person

<table>
<thead>
<tr>
<th>Year</th>
<th>Area</th>
<th>Start</th>
<th>End</th>
</tr>
</thead>
<tbody>
<tr>
<td>Yr1</td>
<td>Birmingham</td>
<td>Nov 03</td>
<td>May 04</td>
</tr>
<tr>
<td>Yr2</td>
<td>Birmingham</td>
<td>Nov 04</td>
<td>May 05</td>
</tr>
<tr>
<td>Yr1</td>
<td>Blackpool</td>
<td>May 04</td>
<td>Nov 04</td>
</tr>
<tr>
<td>Yr2</td>
<td>Blackpool</td>
<td>May 04</td>
<td>Nov 05</td>
</tr>
<tr>
<td>Yr3</td>
<td>Guildford</td>
<td>Nov 05</td>
<td>May 06</td>
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### Criminal Damage

<table>
<thead>
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<th>Area</th>
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<th>End</th>
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</thead>
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<tr>
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<td>Nov 03</td>
<td>May 04</td>
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<tr>
<td>Yr2</td>
<td>Birmingham</td>
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<td>May 05</td>
</tr>
<tr>
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<td>Blackpool</td>
<td>May 04</td>
<td>Nov 04</td>
</tr>
<tr>
<td>Yr2</td>
<td>Blackpool</td>
<td>May 04</td>
<td>Nov 05</td>
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<tr>
<td>Yr3</td>
<td>Guildford</td>
<td>Nov 05</td>
<td>May 06</td>
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</table>

### Disorder

<table>
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<th>End</th>
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</thead>
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<tr>
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<tr>
<td>Yr1</td>
<td>Blackpool</td>
<td>May 04</td>
<td>Nov 04</td>
</tr>
<tr>
<td>Yr2</td>
<td>Blackpool</td>
<td>May 04</td>
<td>Nov 05</td>
</tr>
<tr>
<td>Yr3</td>
<td>Guildford</td>
<td>Nov 05</td>
<td>May 06</td>
</tr>
</tbody>
</table>
Proportional Change (Birmingham VAP by time of day)
Near to premises analysis

Buffer Analysis

Premise Clusters
### Birmingham VAP (proportional analysis)

<table>
<thead>
<tr>
<th>Time of day</th>
<th>Cluster</th>
<th>0-50m</th>
<th>Case study area</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Prop Change</td>
<td>Volume change</td>
<td>Prop Change</td>
</tr>
<tr>
<td>2100-2159</td>
<td>-0.5</td>
<td>-1</td>
<td>-0.2</td>
</tr>
<tr>
<td>2200-2259</td>
<td>0.4</td>
<td>15</td>
<td>1.9</td>
</tr>
<tr>
<td>2300-2359</td>
<td>-1.1</td>
<td>-3</td>
<td>-0.5</td>
</tr>
<tr>
<td>0000-0059</td>
<td>0.4</td>
<td>25</td>
<td>-0.4</td>
</tr>
<tr>
<td>0100-0159</td>
<td>-3.6</td>
<td>-28</td>
<td>-5.6</td>
</tr>
<tr>
<td>0200-0259</td>
<td>-5.6</td>
<td>-53</td>
<td>-4.6</td>
</tr>
<tr>
<td>0300-0359</td>
<td>4.6</td>
<td>78</td>
<td>3.8</td>
</tr>
<tr>
<td>0400-0459</td>
<td>1.5</td>
<td>27</td>
<td>1.1</td>
</tr>
</tbody>
</table>
Hot Spots: Visual
KDE Hotspots

Baseline Period

Post Implementation Period

9.00pm – 10.59pm
KDE Hotspots

Baseline Period

Post Implementation Period

11.00pm – 0.59am
Baseline Period

Post Implementation Period

KDE Hotspots

1.00am – 02.59am

Legend:
- 0 - 0.2 Low density
- 0.2 - 0.8
- 0.8 - 2.5
- 2.5 - 20 High density
Baseline Period

Post Implementation Period

KDE Hotspots 3.00am – 04.59am

Low density

0 - 0.2

0.2 - 0.8

0.8 - 2.5

2.5 - 20 High density
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
<table>
<thead>
<tr>
<th>Venue</th>
<th>Number of offences</th>
<th>Number of premises</th>
<th>Cumulative number of offences</th>
<th>Cumulative number of premises</th>
<th>Percentage of offences</th>
<th>Percentage of premises</th>
<th>Cumulative percentage of offences</th>
<th>Cumulative percentage of premises</th>
</tr>
</thead>
<tbody>
<tr>
<td>The Works Nightclub Fiveways Leisure</td>
<td>32</td>
<td>1</td>
<td>32</td>
<td>1</td>
<td>5.8</td>
<td>0.6</td>
<td>5.8</td>
<td>0.6</td>
</tr>
<tr>
<td>Walkabout Inn</td>
<td>29</td>
<td>1</td>
<td>61</td>
<td>2</td>
<td>5.3</td>
<td>0.6</td>
<td>11.1</td>
<td>1.2</td>
</tr>
<tr>
<td>Reflex Bar (Formerly Edwards)</td>
<td>21</td>
<td>1</td>
<td>82</td>
<td>3</td>
<td>3.8</td>
<td>0.6</td>
<td>14.9</td>
<td>1.8</td>
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<tr>
<td>Bar Risa Quayside Tower</td>
<td>19</td>
<td>1</td>
<td>101</td>
<td>4</td>
<td>3.5</td>
<td>0.6</td>
<td>18.4</td>
<td>2.4</td>
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<tr>
<td>Nightingale Nightclub Essex House</td>
<td>15</td>
<td>1</td>
<td>116</td>
<td>5</td>
<td>2.7</td>
<td>0.6</td>
<td>21.1</td>
<td>3</td>
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<tr>
<td>Sports Cafe Birmingham Limited</td>
<td>15</td>
<td>1</td>
<td>131</td>
<td>6</td>
<td>2.7</td>
<td>0.6</td>
<td>23.9</td>
<td>3.6</td>
</tr>
<tr>
<td>Rococo Lounge Quayside Tower</td>
<td>14</td>
<td>1</td>
<td>145</td>
<td>7</td>
<td>2.6</td>
<td>0.6</td>
<td>26.4</td>
<td>4.2</td>
</tr>
<tr>
<td>Birmingham Academy</td>
<td>12</td>
<td>1</td>
<td>157</td>
<td>8</td>
<td>2.2</td>
<td>0.6</td>
<td>28.6</td>
<td>4.8</td>
</tr>
<tr>
<td>Brannigans Bar</td>
<td>12</td>
<td>1</td>
<td>169</td>
<td>9</td>
<td>2.2</td>
<td>0.6</td>
<td>30.8</td>
<td>5.4</td>
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<tr>
<td>Barracuda Bar</td>
<td>10</td>
<td>1</td>
<td>179</td>
<td>10</td>
<td>1.8</td>
<td>0.6</td>
<td>32.6</td>
<td>6</td>
</tr>
<tr>
<td>D V 8</td>
<td>10</td>
<td>1</td>
<td>189</td>
<td>11</td>
<td>1.8</td>
<td>0.6</td>
<td>34.4</td>
<td>6.6</td>
</tr>
<tr>
<td>Hidden Night Club</td>
<td>10</td>
<td>1</td>
<td>199</td>
<td>12</td>
<td>1.8</td>
<td>0.6</td>
<td>36.2</td>
<td>7.2</td>
</tr>
<tr>
<td>Missing Public House</td>
<td>10</td>
<td>1</td>
<td>209</td>
<td>13</td>
<td>1.8</td>
<td>0.6</td>
<td>38.1</td>
<td>7.8</td>
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<tr>
<td>Snobs Nightclub Trafalgar House</td>
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<td>1</td>
<td>219</td>
<td>14</td>
<td>1.8</td>
<td>0.6</td>
<td>39.9</td>
<td>8.4</td>
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<tr>
<td>Subway City Nightclub</td>
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<td>1</td>
<td>229</td>
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<td>1.8</td>
<td>0.6</td>
<td>41.7</td>
<td>9</td>
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<td>5-9</td>
<td>22</td>
<td>37</td>
<td>377</td>
<td>37</td>
<td>27</td>
<td>13.2</td>
<td>68.7</td>
<td>22.2</td>
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<tr>
<td>1-4</td>
<td>99</td>
<td>136</td>
<td>549</td>
<td>167</td>
<td>31.3</td>
<td>18.6</td>
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<td>31</td>
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<td>na</td>
<td>na</td>
<td>na</td>
<td>na</td>
<td>na</td>
<td>na</td>
</tr>
</tbody>
</table>

549 167 na na 100 100 na na
### RTT Summary: December 2004 to August 2005

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

<table>
<thead>
<tr>
<th></th>
<th>Birmingham</th>
<th>Blackpool</th>
<th>Croydon</th>
<th>Guildford</th>
<th>Nottingham</th>
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<tbody>
<tr>
<td>1</td>
<td>5.8</td>
<td>8</td>
<td>9.4</td>
<td>14.9</td>
<td>14.7</td>
</tr>
<tr>
<td>2</td>
<td>11.1</td>
<td>12.1</td>
<td>18</td>
<td>26.3</td>
<td>26.5</td>
</tr>
<tr>
<td>3</td>
<td>14.9</td>
<td>15.9</td>
<td>25.3</td>
<td>33.2</td>
<td>37</td>
</tr>
<tr>
<td>4</td>
<td>18.4</td>
<td>19.2</td>
<td>29.6</td>
<td>37.9</td>
<td>44.1</td>
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<tr>
<td>5</td>
<td>21.1</td>
<td>22.4</td>
<td>33.5</td>
<td>41</td>
<td>48.8</td>
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<td>6</td>
<td>23.9</td>
<td>25.4</td>
<td>37.3</td>
<td>44.1</td>
<td>53.1</td>
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<tr>
<td>7</td>
<td>26.4</td>
<td>28</td>
<td>40.8</td>
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<td>42.8</td>
<td>57.1</td>
<td>62.6</td>
<td>73.9</td>
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</table>

- Note post implementation figures very similar (+/- 5%)
## Hours used and hours granted

<table>
<thead>
<tr>
<th>Additional hours (granted)</th>
<th>Percentage of premises</th>
<th>Percentage of violence against the person</th>
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<tbody>
<tr>
<td></td>
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<td>Average baseline</td>
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<tr>
<td>None</td>
<td>40.0</td>
<td>41.2</td>
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<tr>
<td>1 to 8</td>
<td>23.8</td>
<td>24.4</td>
</tr>
<tr>
<td>9 plus</td>
<td>36.2</td>
<td>34.4</td>
</tr>
<tr>
<td>Total</td>
<td>100.0</td>
<td>100.0</td>
</tr>
</tbody>
</table>

| 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                 |
| Total                     | 100.0                  | 100.0            | 100.0                |
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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