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# **The Licensing Act 2003: Measuring its impact on Crime & Disorder in Five English Cities**

British Society of Criminology Conference  
University of Huddersfield  
9<sup>th</sup> – 11<sup>th</sup> July 2008

Professor Alex Hirschfield & Dr Andrew Newton  
Applied Criminology Centre,  
University of Huddersfield, UK

Thursday 24<sup>th</sup> November 2005  
midnight...



24 hour/extended drinking hours

# Licensing Act 2003

- Flexible opening hours Potential for 24 hour licenses
- Responsibility shifted from magistrates' courts to local authorities
- A single scheme for licensing Previously 6 different types of licenses
- New powers included conditions on licences; the power to close premises; increase penalties for selling to underage drinkers; residents views taken into account in reviewing existing licences
- New presumption to refuse applications for new licences where they were likely to have a cumulative impact

# The potential impacts of the Licensing Act 2003 on violence and disorder

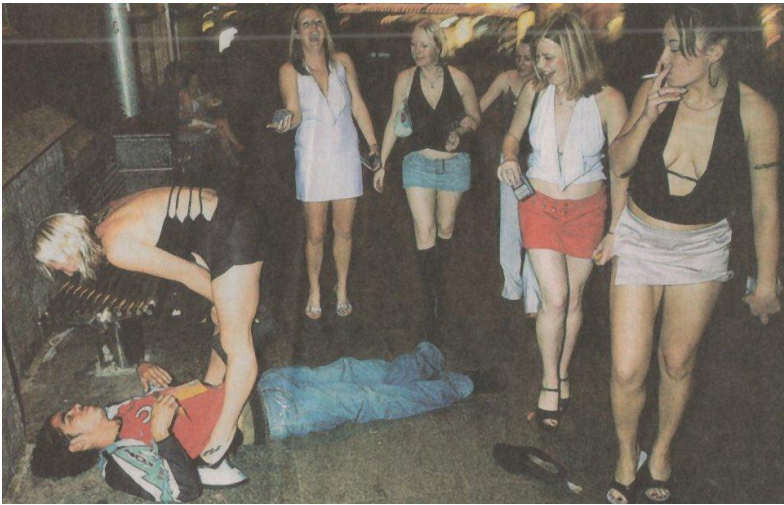
## Anticipated Benefits

- Staggered drinking hours
- More orderly & dispersed departure from venues
- Would allow conditions to be imposed on premises
- Would give police more powers to close premises

## Causes for Concern

- Additional hours would fuel crime
- Would lead to “24 hour violence”
- Would over burden the police
- Would stretch A&E and ambulance resources

# Accompanying Images



# Research questions

- Have there been any changes in the number of crime & disorder incidents ?
- Have the peaks of violence & disorder moved to later or earlier time periods?
- What patterns of crime, violence & disorder exist in and around licensed premises?
- How have these changed post implementation of the Act?
- 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?

# Methodology

- Five study areas:
  - Birmingham
  - Blackpool
  - Croydon
  - Guildford
  - Nottingham
- Analysis of crime counts/rates, variation by hour of day, day of week, changes over time
- Geographical Information Systems (mapping crime, land use and pubs, tests for clustering, defining boundaries of clusters)
- Fieldwork (participant observation of bars and drinking areas, interviews with licensees, door staff)



# Data Sets

## *Crime and Disorder*

- **Recorded Crime: Violence against the Person (VAP), criminal damage, sexual offences**
- **Police Calls for Service ('Disorder')**
- **Ambulance data**
- **Accident and emergency data (Hospitals)**

## *Context and Land Use*

- **Ordnance Survey Address Point & Digital Boundaries**
- **Population Denominators**
- **Local land-use and socio-economic data**

## *Alcohol Supply Points*

**Licensed Premises Data (pubs, bars and nightclubs)**

## Licensed Premises Data (pubs, bars and nightclubs)

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

# Scales of analysis

## **Macro:**

Entire case study area  
E.g. Blackpool Unitary Authority  
Croydon Borough

## **Meso:**

Hot spots:  
Licensed premises clusters  
Buffer zones around pubs

## **Micro:**

Individual Premises  
Resource targeting tables (RTTs)  
Top 15 premises for VAP

# Evaluation Difficulties

## How to account for 'counter-factual'

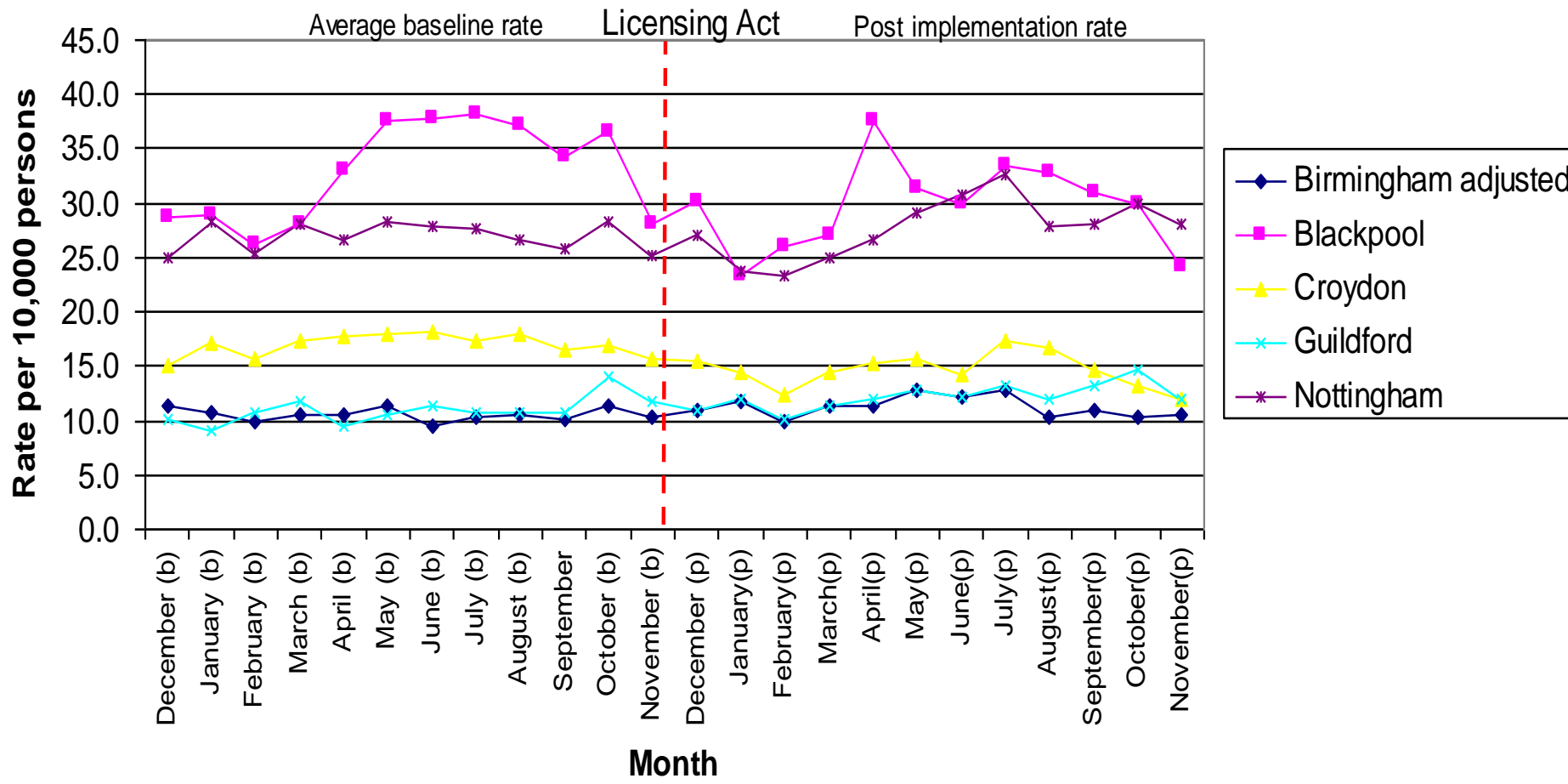
- “What happened if Act not introduced”
- Usually identify control group/area and target group/areas
- Examine change before and after (but change occurred everywhere)
- Case study areas: mix of those applied and not applied for additional hours

Need information on former hours, hours *applied* for, and hours *used*

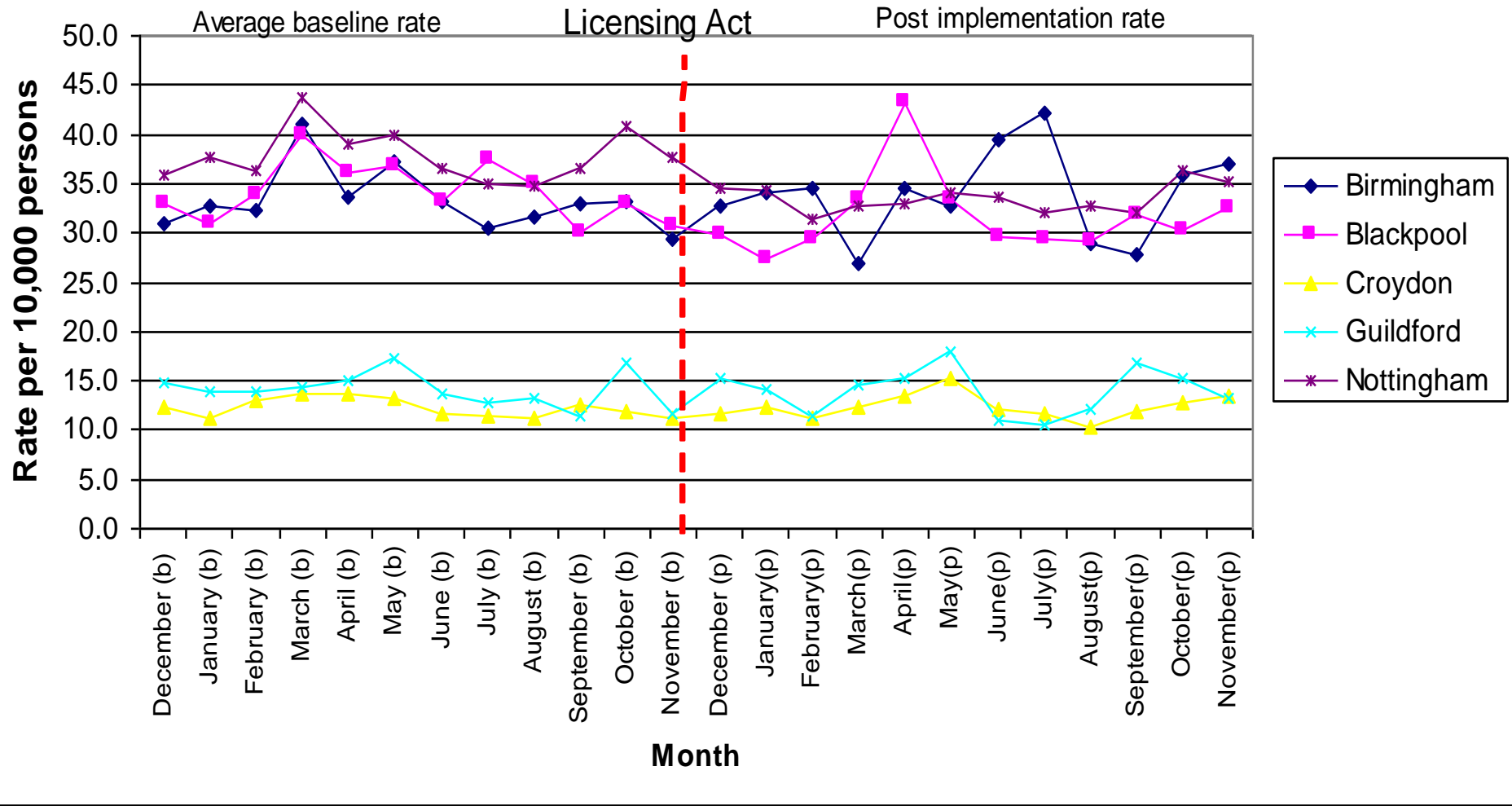
## Individual premises

- How attribute violence and disorder to alcoholic beverage served in a particular establishment?

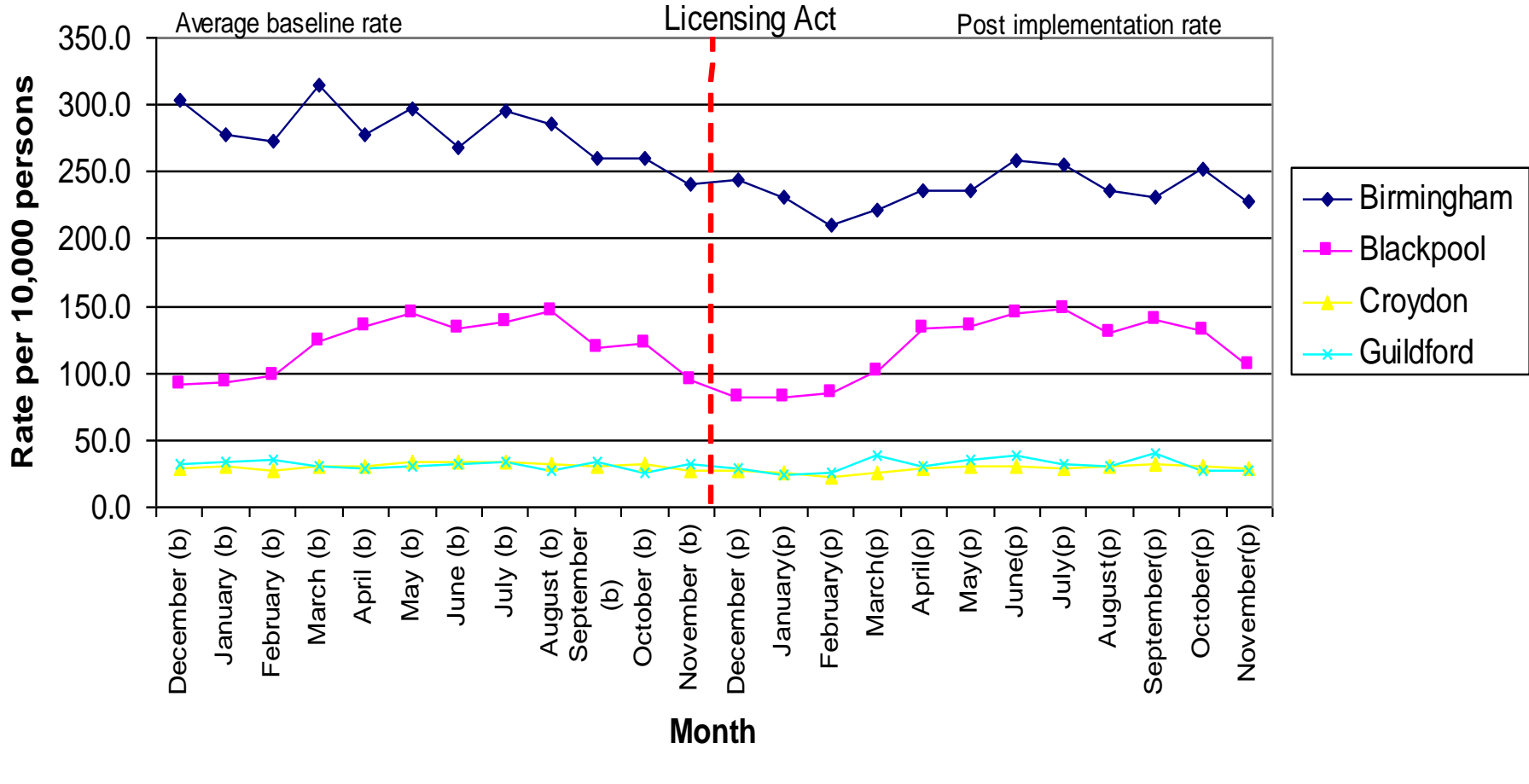
# Results



# Violence Against the Person



# Criminal Damage



**Disorder**



## Violence Against the Person

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

## Criminal Damage

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

## Disorder

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

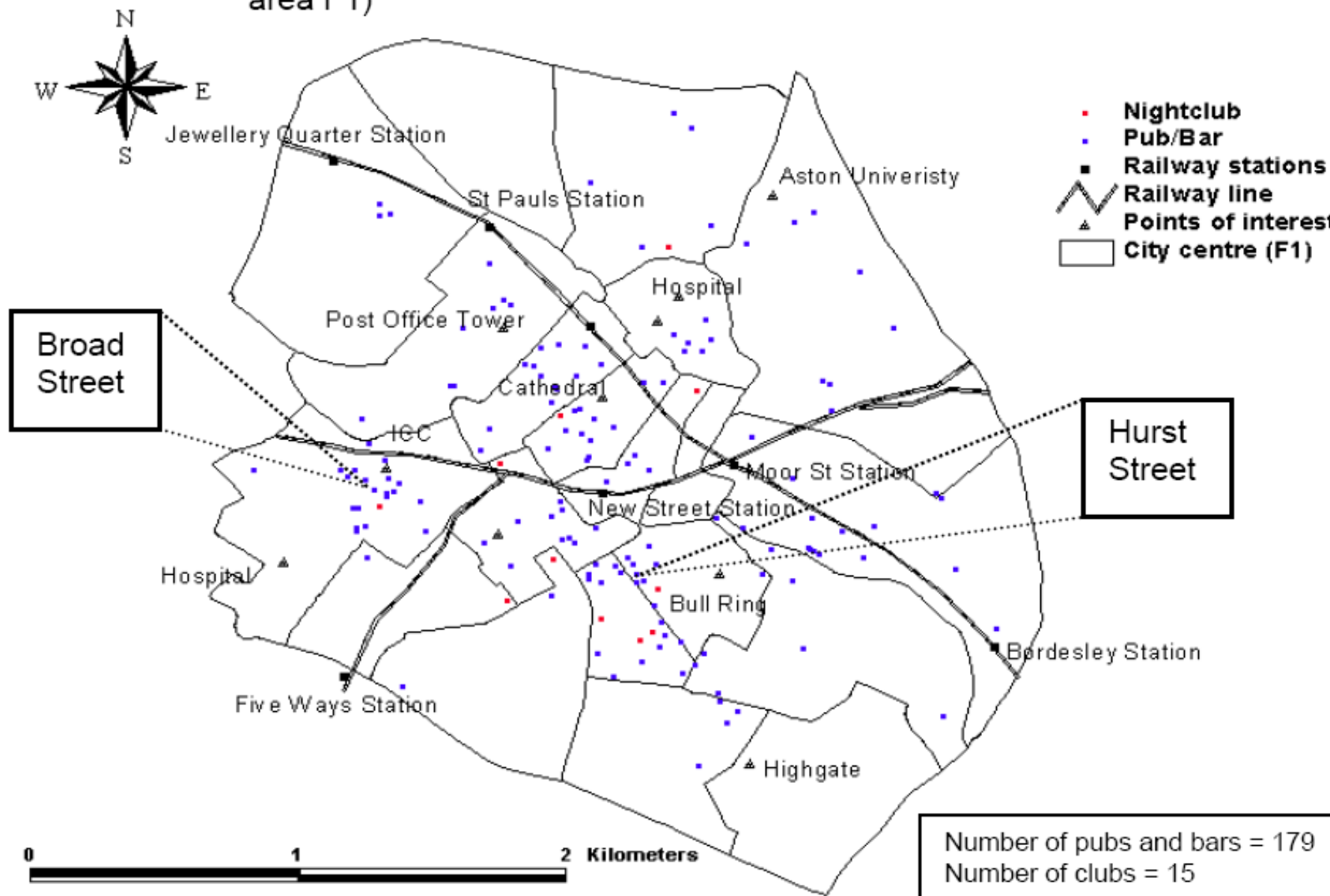
	Very Significant Increase 1% level $p < 0.01$
	Significant Increase 5% level $p < 0.05$
	No Significant Change
	Significant Decrease 5% level $p < 0.05$
	Very Significant Decrease 1% level $p < 0.01$

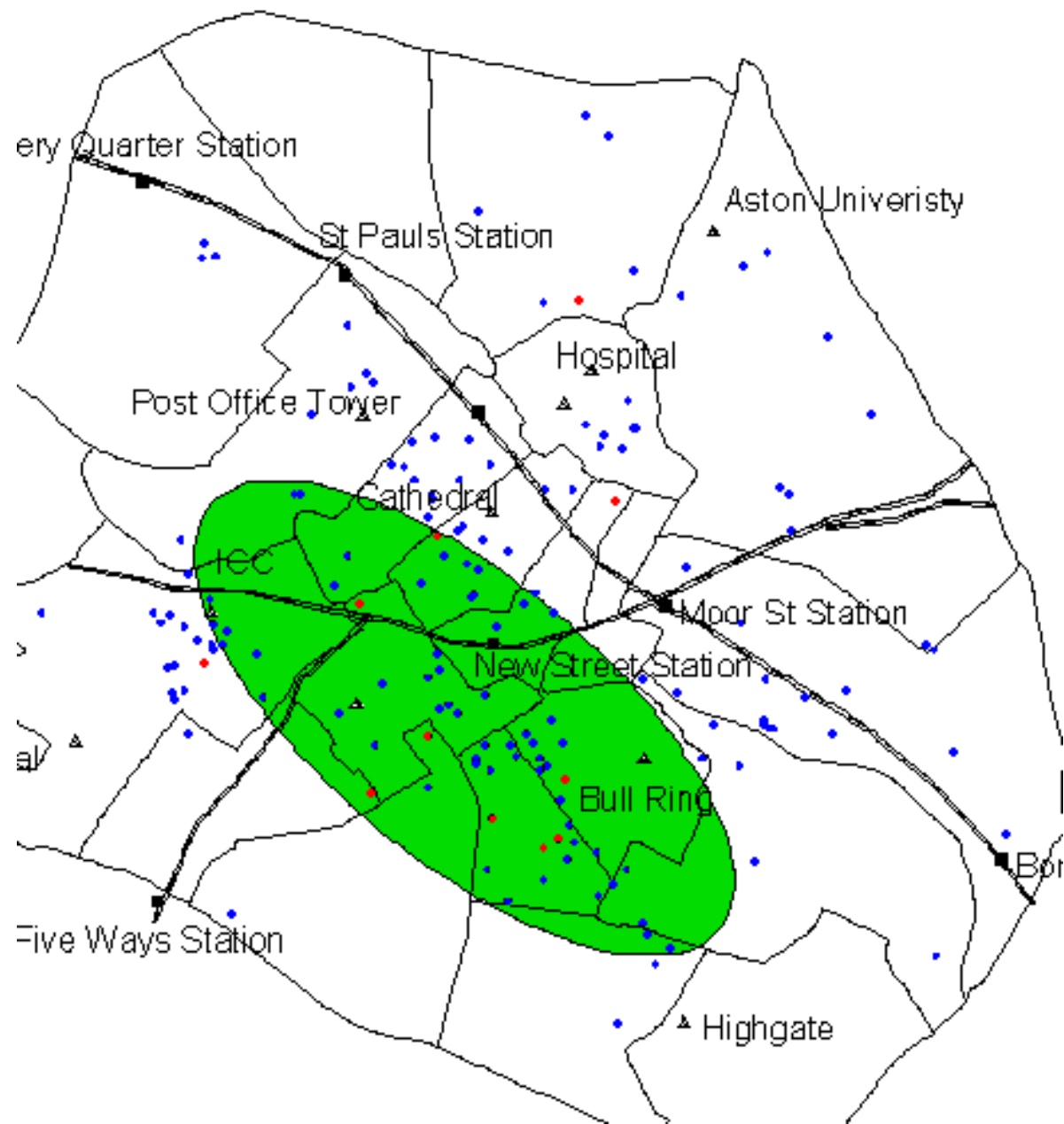


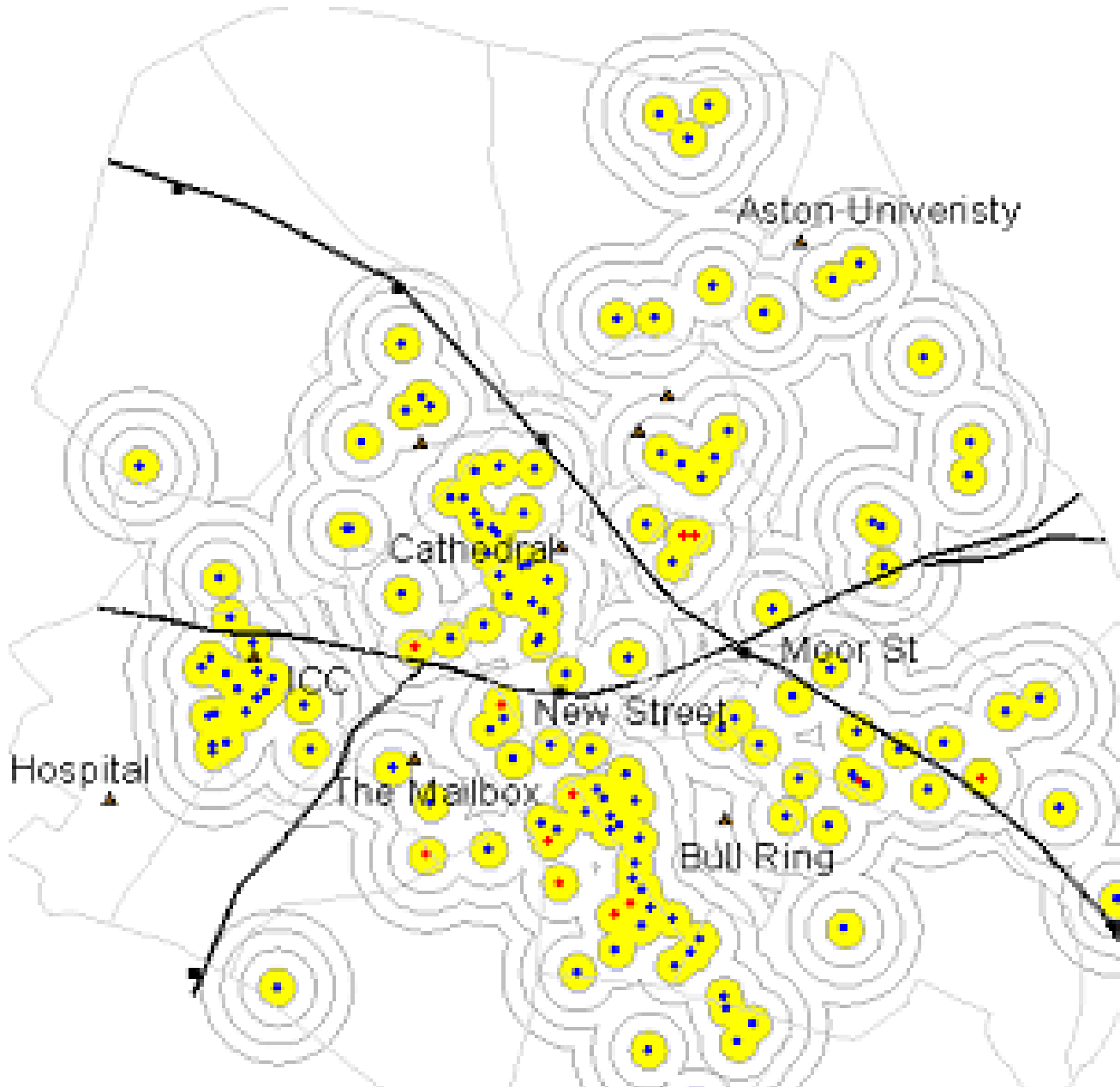
Key

Figure 1.1

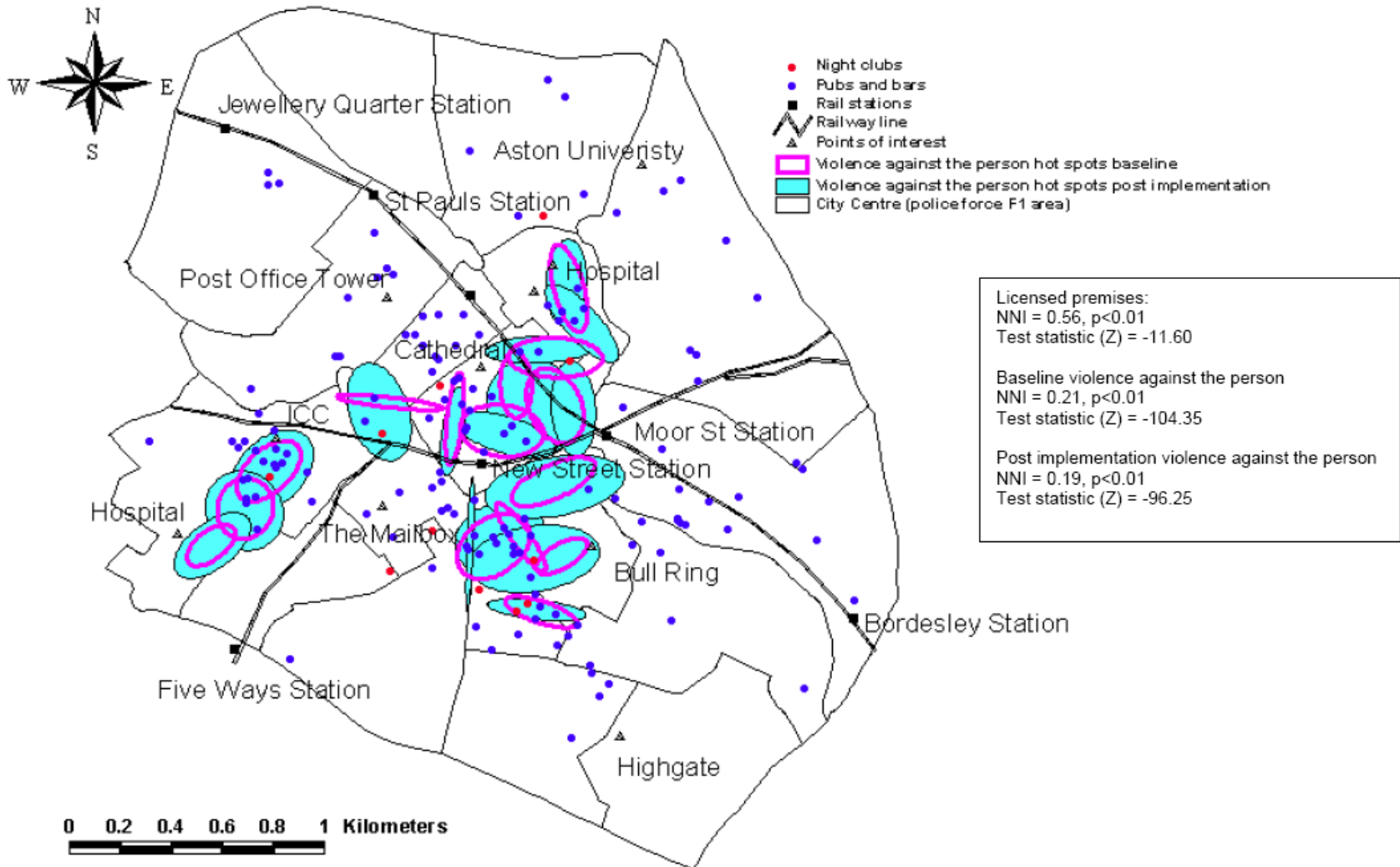
Location of pubs, bars and nightclubs in Birmingham City Centre (police force area F1)



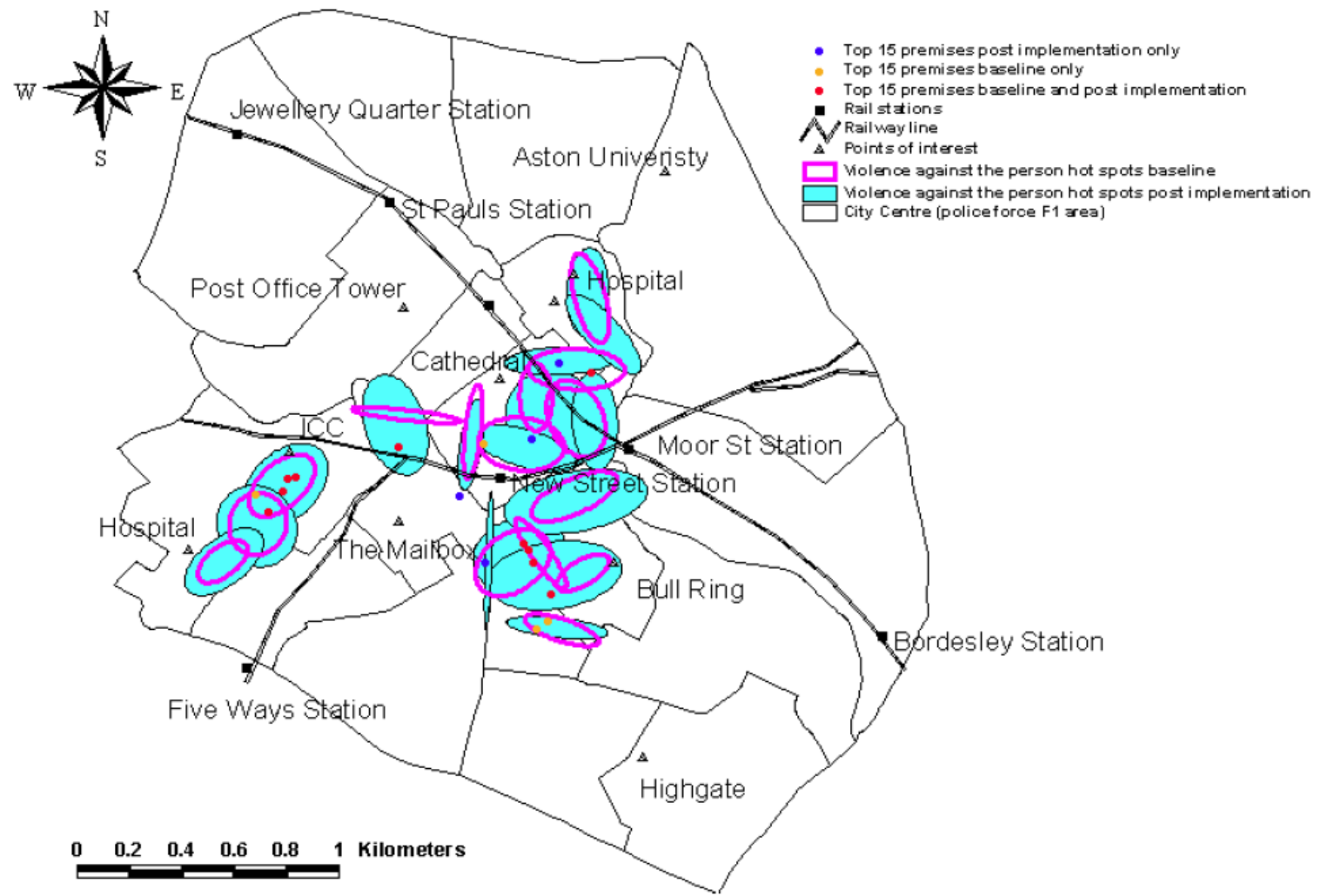




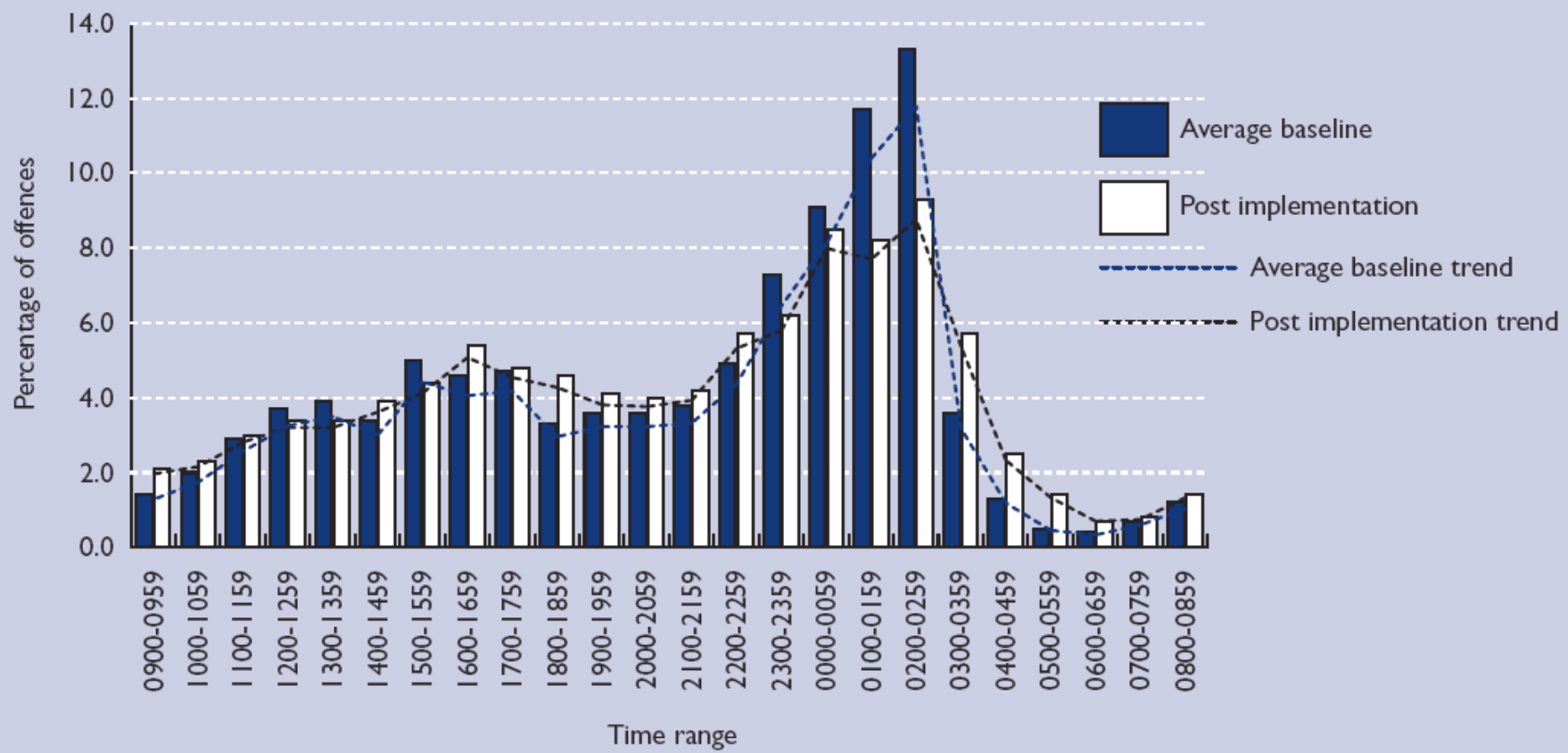
**Figure 2.13** Violence against the person hot spots (NNHC) in Birmingham City Centre (police force area F1) (average baseline and post implementation periods)



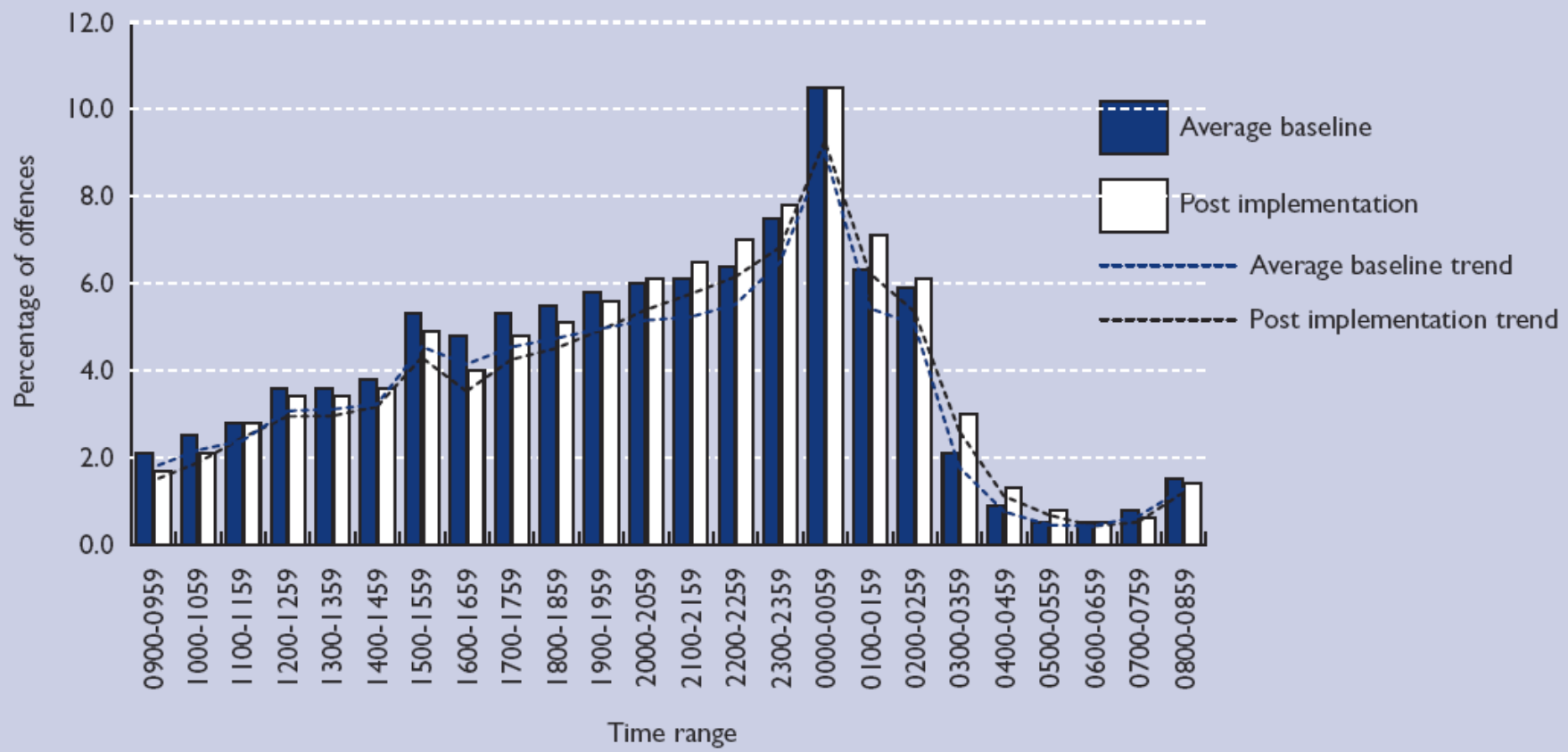
**Figure 2.15** Comparison of top 15 ranked establishments for violence against the person in the baseline and post implementation periods in Birmingham City Centre (police force area F1)



**Chart 1: Proportional changes to violence against the person offences by time of day in Birmingham City Centre (average baseline and post implementation periods)**

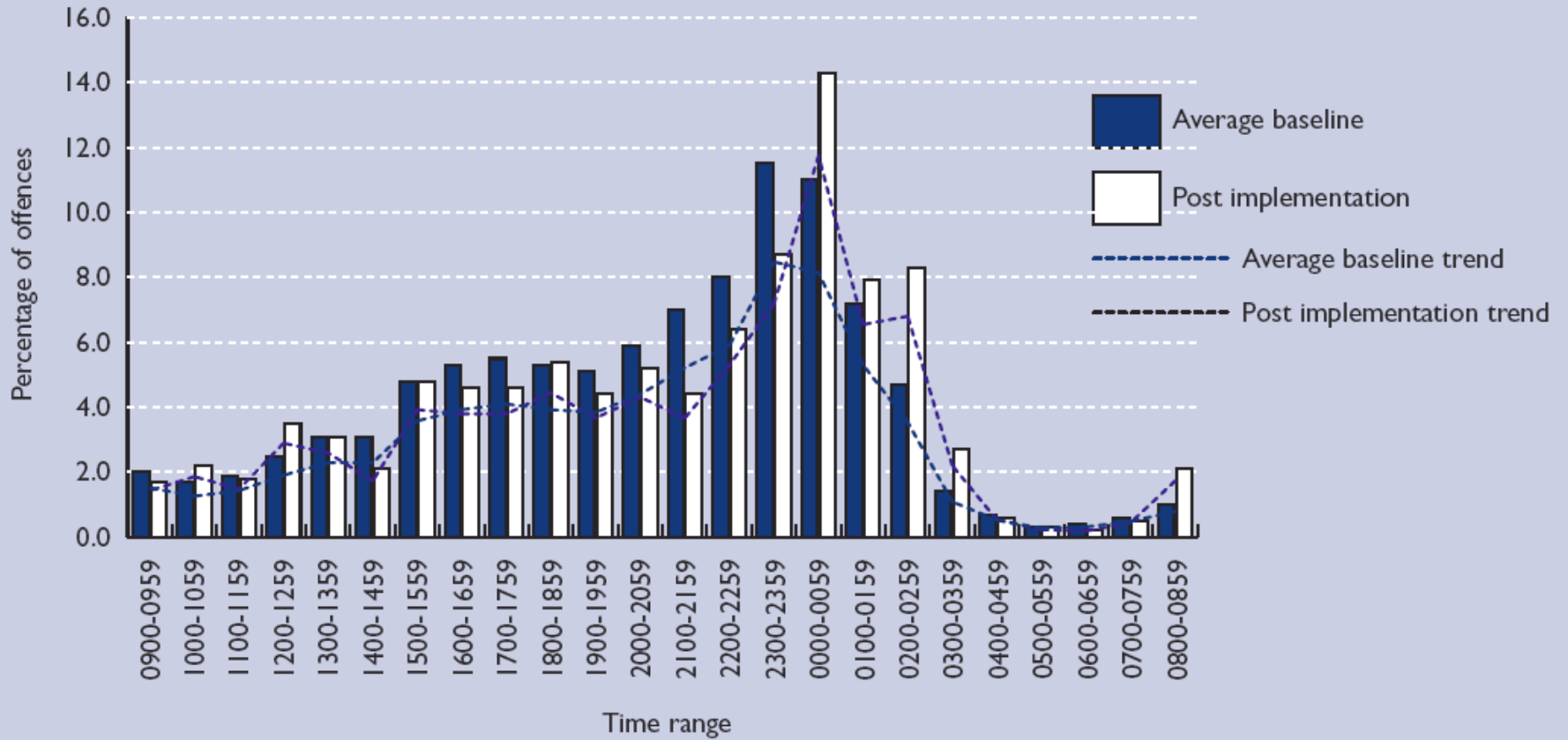


**Chart 5: Proportional changes to violence against the person offences by time of day in Nottingham (average baseline and post implementation periods)**

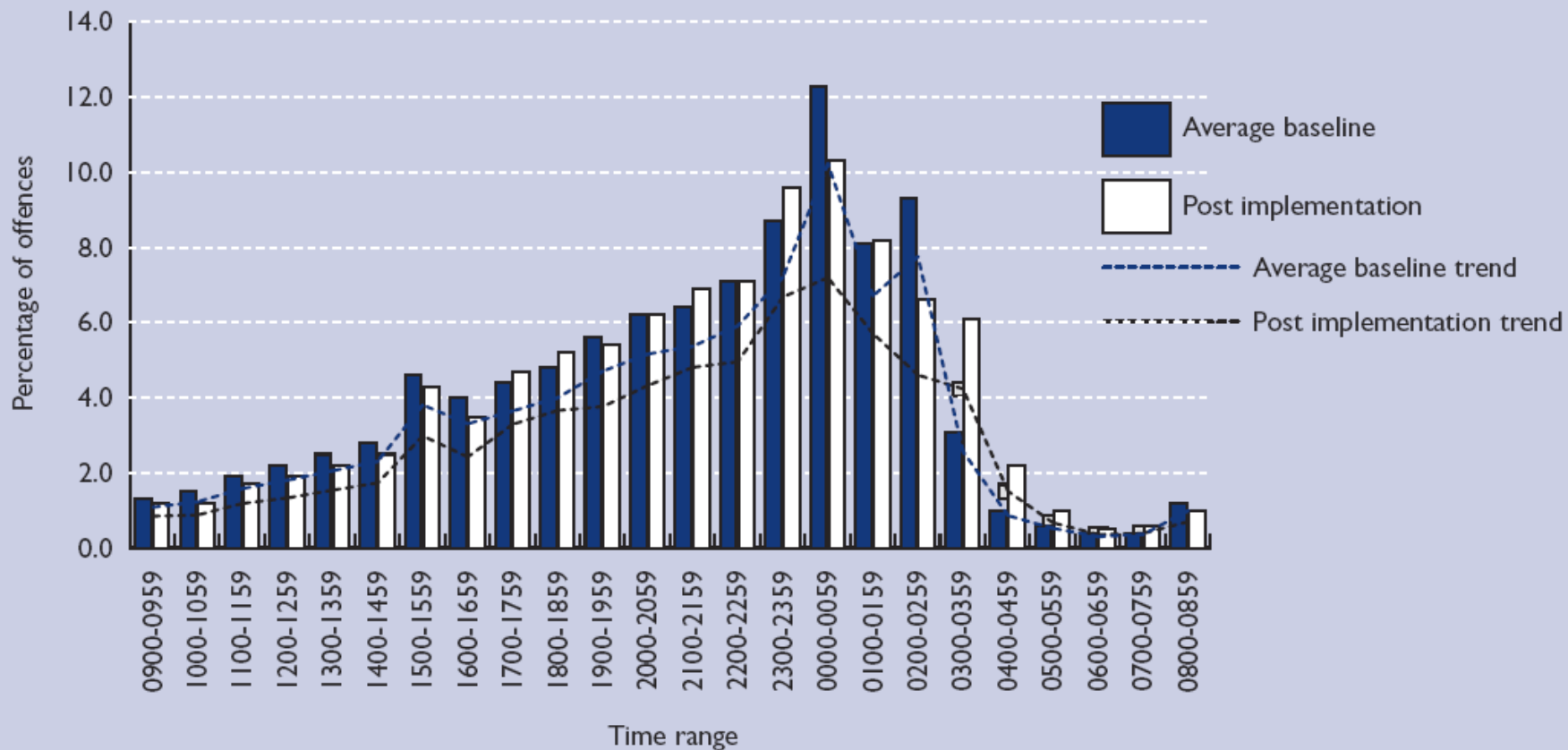




**Chart 4: Proportional changes to violence against the person offences by time of day in Guildford (average baseline and post implementation periods)**



**Chart 2: Proportional changes to violence against the person offences by time of day in Blackpool (average baseline and post implementation periods)**



# 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

# 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

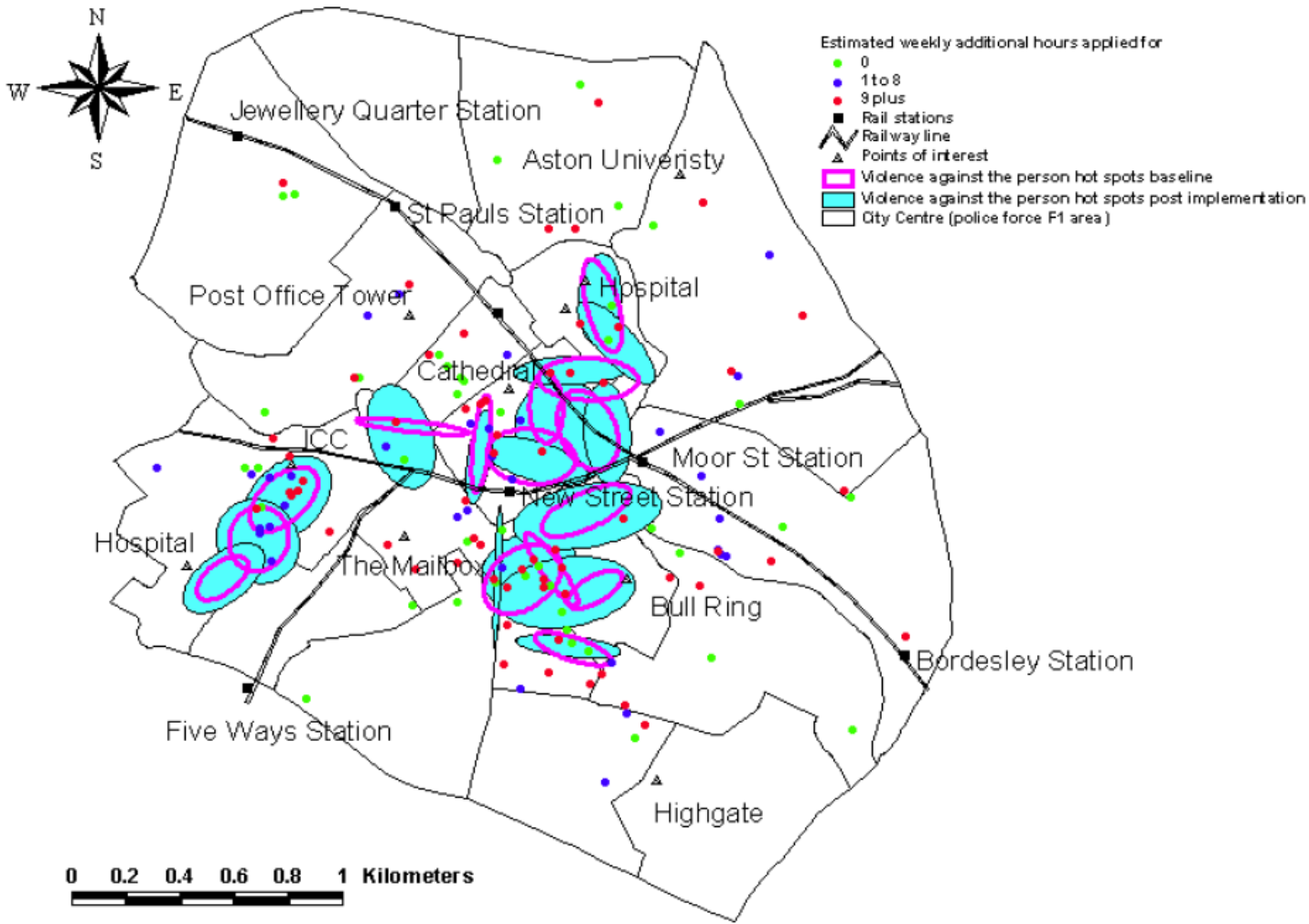
# RTT Summary: December 2004 to August 2005

Cumulative percentage offences for violence against person

Number of				Blackpool	Guildford
<b>Birmingham</b>				14.9	14.7
				26.3	26.5
<b>Blackpool</b>				<b>33.2</b>	<b>37</b>
				37.9	44.1
<b>Croydon</b>				41	48.8
				44.1	53.1
<b>Guildford</b>				46.9	56.9
				49.3	59.7
<b>Nottingham</b>				51.4	62.1
				53.6	64.5
				55.7	66.4
12	36.2	37.5	51.9	57.6	68.2
13	38.1	39.2	53.6	59.2	70.1
14	39.9	41	55.4	60.9	72
15	41.7	42.8	57.1	62.6	73.9

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

**Figure 2.16** Estimated weekly additional hours applied for by premises in Birmingham City Centre (police force area F1) in the post implementation period



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
Total	100.0	100.0	100.0

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

# Key headlines (Impact of Act)

- Little or no effect on opening hours of most pubs and clubs
- Only small impact on violence and disorder
- Overall, violent crime fell by 3%
  - increases 3 sites – (statistically significant in only one )
  - offset by falls in the other two sites
- Some evidence of temporal displacement:
  - Reductions in violent crime between 11pm and midnight in 4 out of 5 sites
  - Increase in the small proportion of violent crimes occurring between 3am and 5am

***Neither the reduction in violence and disorder hoped for by some nor the significant increase in crime feared by others materialised***



# Findings Nationally

- 24 hour drinking far from widespread
- Only 1.5 per cent of the 200,000 premises applied for 24 hour licences
- By November 2007 only 470 pubs out of 200,000 in the country had 24 hour licences
- Pubs on average had a 20 minute increase in the availability of alcohol
- Only 50 per cent of the extra hours applied for were used
- Most of the extra hours used were at weekends  
only 50 per cent of the extra hours applied for were used
- Extended hours not economically viable in most cases

# Limitations and Caveats

- Difficulties in generating consistent information on licensed premises
- Unable to capture information on capacity and former opening hours (baseline period)
- Differences may exist between hours granted and hours used
  - cannot assess degree of implementation
  - If little change, then would expect little impact on crime
  - no true comparison groups, therefore cannot rule out:
    - ‘history’ threats (some other policy caused changes)
- Acknowledged need to incorporate additional land use data

# Key Lessons for Research

- There is need to develop a consistent system for capturing information on alcohol supply points (trading hours, capacity)
  - Pubs/bars/clubs and hotels, supermarkets etc
- Should monitor more closely premises with repeatedly high numbers of incidents
- Can use qualitative information to fill some of gaps – (Triangulate Findings)
- Policy intervention data often recorded poorly (dosage, cost, input etc)



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