



University of HUDDERSFIELD

University of Huddersfield Repository

Newton, Andrew D., Hirschfield, Alex, Armitage, Rachel, Rogerson, Michelle, Monchuk, Leanne and Wilcox, Aidan

Evaluation of Licensing Act: Measuring Crime and Disorder in and around Licensed Premises, Research Study SRG/05/007 Annex 4: Guildford, prepared for the Home Office

Original Citation

Newton, Andrew D., Hirschfield, Alex, Armitage, Rachel, Rogerson, Michelle, Monchuk, Leanne and Wilcox, Aidan (2008) Evaluation of Licensing Act: Measuring Crime and Disorder in and around Licensed Premises, Research Study SRG/05/007 Annex 4: Guildford, prepared for the Home Office. Research Report. University of Huddersfield.

This version is available at <http://eprints.hud.ac.uk/id/eprint/9551/>

The University Repository is a digital collection of the research output of the University, available on Open Access. Copyright and Moral Rights for the items on this site are retained by the individual author and/or other copyright owners. Users may access full items free of charge; copies of full text items generally can be reproduced, displayed or performed and given to third parties in any format or medium for personal research or study, educational or not-for-profit purposes without prior permission or charge, provided:

- The authors, title and full bibliographic details is credited in any copy;
- A hyperlink and/or URL is included for the original metadata page; and
- The content is not changed in any way.

For more information, including our policy and submission procedure, please contact the Repository Team at: E.mailbox@hud.ac.uk.

<http://eprints.hud.ac.uk/>



Evaluation of Licensing Act: Measuring Crime and Disorder in and around Licensed Premises

Research Study SRG/05/007
Final Report Prepared for the Home Office
Annex 4: Guildford

Dr Andrew Newton, Professor Alex Hirschfield, Dr. Rachel
Armitage, Michelle Rogerson, Leanne Monchuk and Dr
Aidan Wilcox

March 2008

This report was submitted July 2007.

The views expressed in this report are those of the authors, not necessarily those of the Home Office (nor do they reflect Government policy).

Overview

This Annex provides detailed findings of a study into the impact of licensing hours in a single case study area, Guildford. This area is one of five case study areas considered as part of a Home Office funded study to assess the impact of changes in the licensing laws on crime and disorder. The Licensing Act 2003 (LA03) hereafter referred to as the Act, came into effect in November 2005, and this research forms part of a wider evaluation programme of the Act, including a number of larger scale national measures and surveys. This annex is one of five (one for each case study area) and these individual annexes are supported by a final report, a technical annex, and a single additional supplementary annex.

This research examines two time periods, a baseline (April 1st 2003 to 23rd November 2005) and a post implementation period (24th November 2005 to 31st November 2006). It uses a mixture of quantitative and qualitative research methods, to assess the potential impacts of the Act at three scales, the macro level (entire study area), meso level (near to licensed premises) and micro level (at or inside licensed premises). It is argued that this increases the robustness of the findings.

A number of sources of data were examined in the quantitative analysis. The first area investigated is violence against the person, and two sources of data were used for this. These were police violence against the person crime offences, and ambulance and accident and emergency data (where available) are also utilised. The second area investigated was criminal damage (using police recorded crime data) and the third was sexual offences (again using police recorded crime data). The final area examined in the quantitative analysis was disorder, and police calls for service records (disorder only) were used here.

The quantitative analysis was supplemented by local qualitative fieldwork that involved participant observation of key drinking areas and inside key drinking premises, and semi structured interviews with licensees, door supervisors and bar staff. These occurred both before and after the introduction of the Act.

A more detailed discussions of the methods used in this research can be found in the technical annex.

Summary of Findings

The key findings from the Guildford analysis were:

Violence against the person

.With the exception of February and March, for each month of the post implementation period there were increases in violence against the person compared to the corresponding months in the baseline period. These increases were greater than 20 per cent during January, April, May, July and September. The only significant change found was an increase in offences in the first six months of the post implementation period (see supplementary annex). There were four more serious offences post implementation (see supplementary annex).

Offences of violence against the person remained fairly constant, and at a high level, from around 8.00pm until 2.00am in the baseline and from 8.00pm until 3.00am post implementation.

There was a shift in the distribution of violence against the person across time of day/night, with fewer offences post implementation in the six hours up to midnight, and more offences from midnight until 0500.

Although there was some turnover of premises in the top 15, in baseline and post implementation periods they accounted for a similarly high proportion of offences (85 and

79% respectively), while a similar proportion of premises (44%) in both periods had no offences recorded against them.

Of the eight premises in the top 15 which applied for extra hours, on average they used 55 per cent of these hours. The 75 per cent of premises using no additional hours or between one to five hours accounted for 66 per cent of offences in the baseline period, decreasing to 46 per cent post implementation. Those using between six or more hours increased their share of offences from 34 per cent to 54 per cent

The analysis of monthly distribution showed that there was a reduction in assaults in each month from May 2006 onwards (compared to the baseline period). However, this followed a period of increases between January and April 2006.

In terms of time of day/night, the analysis revealed that the number of assaults fell in each hour between 10.00pm and 1.59am. Violence against the person was more mixed, with a fall between 10.00pm and 11.59pm, but increases in each hour thereafter. The only hourly period in which violence against the person and A&E assaults saw changes in the same direction/of the same magnitude was between 3.00am and 3.59am (where both increased substantially).

10 of the 12 months registered increases in weekday violence against the person post implementation. The most common combination of change was for increases in both weekend and weekday violence against the person (see supplementary annex).

The KDE synthesis maps showed reductions from 11.00am to 0.59am, and then increases from 1.00am to 2.59am, concentrated around the key drinking areas (see supplementary annex).

Criminal damage

Overall levels of criminal damage post implementation and baseline were very similar and the trends during the post implementation period reflected the baseline trends, with the same seasonal peaks and troughs. The only significant change found was a reduction in the first six months of the baseline period (see supplementary annex).

The distribution of offences across time of day in the post implementation period varies somewhat from the baseline. The number of offences post implementation was lower between 10.00pm and 11.59pm and higher in the period from midnight until 3.59am. This suggests there has been some temporal displacement of criminal damage offences to later in the evening.

The results of hot spot analysis do not suggest that there has been any considerable change in the location of criminal damage offences in Guildford between the baseline and post implementation periods. However, there was a tendency for offences to occur later in the evening post implementation. The KDE synthesis maps showed some reductions from 9.00pm to 10.59pm, and increases from 1.00am to 2.59am that corresponded with the key drinking areas (see supplementary annex)

In 7 of the 12 months post implementation criminal damage fell during at weekdays whilst rising at weekends (see supplementary annex).

Sexual Offences

The number of police recorded sexual offences occurring in Guildford in the post implementation period decreased slightly compared to the baseline period, with the largest decreases occurring in May and July.

There was considerable fluctuation in the temporal distribution of recorded sexual offences between the baseline and post implementation periods. However, given the small number of offences in most hourly intervals, it was not possible to draw any conclusions from the data.

Calls for disorder

The average number of monthly calls for disorder increased by two per cent from the baseline to the post implementation period. The greatest increase in the number of calls made was in April (27%) and the largest percentage decrease was in March (29%). There was a significant reduction in the first half of the baseline period in calls, and a significant increase in the second six months of the post implementation period (see supplementary annex).

Looking at calls by time of day, there was a considerable spike in calls in the post implementation period from midnight to 0.59am compared to the baseline. It is suggested this is due to a recording error.

Weekend and weekday disorder was higher than the baseline for seven of the 12 months post implementation. For 5 of the 12 months the increase in disorder at weekends exceeded that during the week (see supplementary annex).

Findings from the fieldwork

12 participants took part in the post implementation interviews.

When asked whether they felt that the levels of night-time violence in their premise had changed since the introduction of the Act, seven (58%) felt that it had not changed, four (33%) felt that it had decreased and none felt that it had increased.

When asked whether they felt that the levels of night-time violence in the town/city had changed since the introduction of the Act, four (3%) felt that it had not changed, five (42%) felt that it had decreased and two (17%) felt that it had increased.

When asked whether they felt that the levels of drunk and disorderly behaviour had changed since the introduction of the Act, five (42%) felt that it had not changed, four (33%) felt that it had decreased and two (17%) felt that it had increased. Five of the respondents (42%) felt that the Act had resulted in staggered closing times, none felt that it had not.

One (8%) of the respondents felt that that extended drinking hours had led to people drinking more responsibly, five (42%) said that it had not.

Six (50%) of respondents felt that the Act was a good policy, none felt that it was not.

Table of contents

List of figures
List of tables
1. Introduction: profile of case study area
Brief description of profile area
Map of case study area
Key drinking areas
2. Violence against the person
Macro level
Distribution of offences by time of day and day of week
Victim profile
Alcohol related violence against the person
Domestic violence
Meso and micro level
Daily distribution of violence against the person in specified zones
Proportion of violence against the person in the cluster area
Geographical distribution of violence against the person
Violence against the person in or at licensed premises
Additional hours <i>used and applied for</i>
Accident and Emergency and ambulance data
Distribution of incidents by month and year
Distribution of incidents by time of day
Victim profile
Summary of findings: violence against the person
3. Criminal damage
Macro level
Distribution of offences by time of day and day of week
Meso and micro level
Daily distribution of criminal damage in specified zones
Proportion of criminal damage in the cluster area
Geographical distribution of criminal damage
Summary of findings: criminal damage
4. Sexual offences
Macro level
Distribution of offences by time of day and day of week
Victim profile
Summary of findings: sexual offences
5. Calls for disorder
Macro level
Distribution of calls by time of day and day of week
Meso and micro level
Daily distribution of calls for disorder in specified zones

Proportion of calls for disorder in the cluster area
Summary of findings: calls for disorder
6. Findings from qualitative analysis
Findings from fieldwork conducted at key licensed premises
Findings from fieldwork conducted baseline and two months post implementation
Context
Violence and disorder
Problematic times and groups
Relationship with police, licensees and door supervisors
Extended hours
Reducing alcohol related crime and disorder
Findings from fieldwork conducted 12 months post implementation
Findings from interviews with bar managers, licensees and door supervisors
Contextual information
Premises
Levels of violence and disorder
Relationship with police
Extended hours
Security
Problem groups and times
Impact on working practices
Reducing alcohol related crime and disorder
Overall opinion of the Act
Summary of findings from post implementation interviews
7. Summary of findings
Introduction
Violence against the person
Accident and emergency
Criminal damage
Sexual offences
Calls for disorder
Qualitative fieldwork
8. References

List of figures

Figure 1.1	Location of pubs, bars and nightclubs in Guildford
Figure 2.1	Violence against the person crime rates in Guildford (average monthly baseline and post implementation period)
Figure 2.2	Percentage change in violence against person offences in Guildford (average monthly baseline to post implementation period change)
Figure 2.3	Violence against the person crime rate in Guildford and local initiatives (November 2003 to December 2006)
Figure 2.4	Proportional changes to violence against the person offences by time of day in Guildford (average baseline and post implementation periods)
Figure 2.5	Violence against the person offences by day of week in Guildford (average baseline and post implementation periods)
Figure 2.6	Violence against the person offences by gender in Guildford (average baseline and post implementation periods)
Figure 2.7	Violence against the person by age and gender in Guildford (average baseline and post implementation periods)
Figure 2.8	Victims of violence against the person (with alcohol 'flagged') by age and gender in Guildford (average baseline and post implementation time periods)
Figure 2.9	Victims of violence against the person (with domestic violence 'flagged') by age and gender in Guildford (average baseline and post implementation time periods)
Figure 2.10	Concentric buffer zones (50m intervals) around pubs, bars and nightclubs in Guildford
Figure 2.11	Cluster (high density) areas of pubs, bars and nightclubs in Guildford
Figure 2.12	Violence against the person crime ratio in Guildford (December 2003 to November 2006)
Figure 2.13	Violence against the person hot spots (NNHC) in Guildford (average baseline and post implementation periods)
Figure 2.14	Violence against the person hot spots (KDE) by time of day in Guildford (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 Guildford
Figure 2.16	Estimated weekly additional hours applied for by premises in Guildford in the post implementation period
Figure 2.17	Accident and Emergency assault data in Guildford (average monthly baseline periods and post implementation period)
Figure 2.18	Percentage change in Accident and Emergency assault data in Guildford (average baseline to post implementation period change)
Figure 2.19	Percentage change in violence against the person occurring at weekends and violence against the person overall in Guildford (average baseline to post implementation change)
Figure 2.20	Percentage of Accident and Emergency assault data by time period in Guildford (average baseline and post implementation periods)
Figure 2.21	Percentage of assaults in Guildford by age of victim (average baseline and post implementation)
Figure 3.1	Criminal damage crime rates in Guildford (average monthly baseline and post implementation periods)
Figure 3.2	Percentage change in criminal damage offences in Guildford (average monthly baseline to post implementation period change)
Figure 3.3	Proportional changes to criminal damage offences by time period in Guildford (average baseline and post implementation periods)
Figure 3.4	Criminal damage offences by day of week in Guildford (average baseline and post implementation periods)
Figure 3.5	Criminal damage crime ratio in Guildford (December 2003 to November 2006)
Figure 3.6	Criminal damage hot spots (NNHC) in Guildford (average baseline and post implementation periods)
Figure 3.7	Criminal damage hot spots (KDE) by time of day in Guildford (average baseline

	and post implementation periods)
Figure 4.1	Sexual offences crime rates in Guildford (average monthly baseline and post implementation period)
Figure 4.2	Percentage change in sexual offences in Guildford (average monthly baseline to post implementation period change)
Figure 4.3	Proportional changes to sexual offences by time of day in Guildford (average baseline and post implementation periods)
Figure 4.4	Sexual offences by day of week in Guildford (average baseline and post implementation periods)
Figure 4.5	Sexual offences by gender in Guildford (average baseline and post implementation periods)
Figure 4.6	Sexual offences by age and gender in Guildford (average baseline and post implementation periods)
Figure 5.1	Calls for 'disorder' incident rates in Guildford (post implementation and average baseline periods)
Figure 5.2	Percentage change in calls for 'disorder' in Guildford (average monthly baseline to post implementation period change)
Figure 5.3	Proportional changes to calls for 'disorder' by time of day in Guildford (average baseline and post implementation periods)
Figure 5.4	Calls for 'disorder' by day of week in Guildford (average baseline and post implementation periods)
Figure 5.5	Calls for 'disorder' incident ratios in Guildford (December 2003 to November 2006)

List of tables

Table 2.1	Violence against the person monthly crime counts in Guildford (December 2003 to December 2006)	
Table 2.2	Violence against the person offences by time of day in Guildford (baseline and post implementation periods)	
Table 2.3	Proportional changes to violence against the person offences in the buffer zones and cluster area in Guildford (average monthly baseline and post implementation periods)	
Table 2.4	Proportional changes to violence against the person by time of day and location in Guildford (average baseline and post implementation time periods)	
Table 2.5	Resource Targeting Table of recorded violence against the person offences recorded in or at pubs bars and nightclubs in Guildford (baseline period)	
Table 2.6	Resource Targeting Table of violence against the person offences recorded in or at pubs, bars and nightclubs in Guildford (post implementation period)	
Table 2.7	Profile of premises visited by fieldworkers in Guildford during post implementation interviews	
Table 2.8	Estimated additional hours <i>used</i> per week by premises visited by fieldworkers in Guildford and violence against the person offences (average baseline and post implementation periods)	
Table 2.9	Estimated additional hours <i>applied for</i> by all premises in Guildford and violence against the person offences (average baseline and post implementation periods)	
Table 2.10	Violence against the person and Accident and Emergency assault data in Guildford (January 2005 to December 2006)	
Table 2.11	Accident and Emergency assault presentations in Guildford (January 2005 to December 2006)	
Table 2.12	Accident and Emergency assault data by time of day in Guildford (baseline and post Implementation periods)	
Table 3.1	Criminal damage monthly crime counts in Guildford (November 2003 to December 2006)	
Table 3.2	Criminal damage offences by time of day in Guildford (baseline and post implementation periods)	
Table 3.3	Proportional changes to criminal damage offences in the buffer zones and cluster area in Guildford (average baseline and post implementation periods)	
Table 3.4	Proportional changes to criminal damage offences by time of day and location in Guildford (average baseline and post implementation periods)	
Table 4.1	Sexual offences monthly crime counts in Guildford (November 2003 to December 2006)	
Table 4.2	Sexual offences by time of day in Guildford (baseline and post implementation periods)	
Table 5.1	Calls for 'disorder' monthly incident counts in Guildford (November 2003 to December 2006)	
Table 5.2	Calls for 'disorder' incidents by time of day in Guildford (baseline and post implementation periods)	
Table 5.3	Proportional changes to calls for 'disorder' incidents in the buffer zones and cluster area in Guildford (average baseline and post implementation periods)	
Table 5.4	Proportional changes to calls for 'disorder' incidents by time of day and location in Guildford (average baseline and post implementation time periods)	
Table 6.1	Premises visited in phases one, two and three in Guildford (January 2007)	

Table 6.2	Participant observation of individual premises in Guildford (January 2007)	
Table 6.3	Baseline licensing hours for licensed premises in Guildford	
Table 6.4	Post implementation licensing hours for licensed premises in Guildford	

1. Introduction: profile of case study area

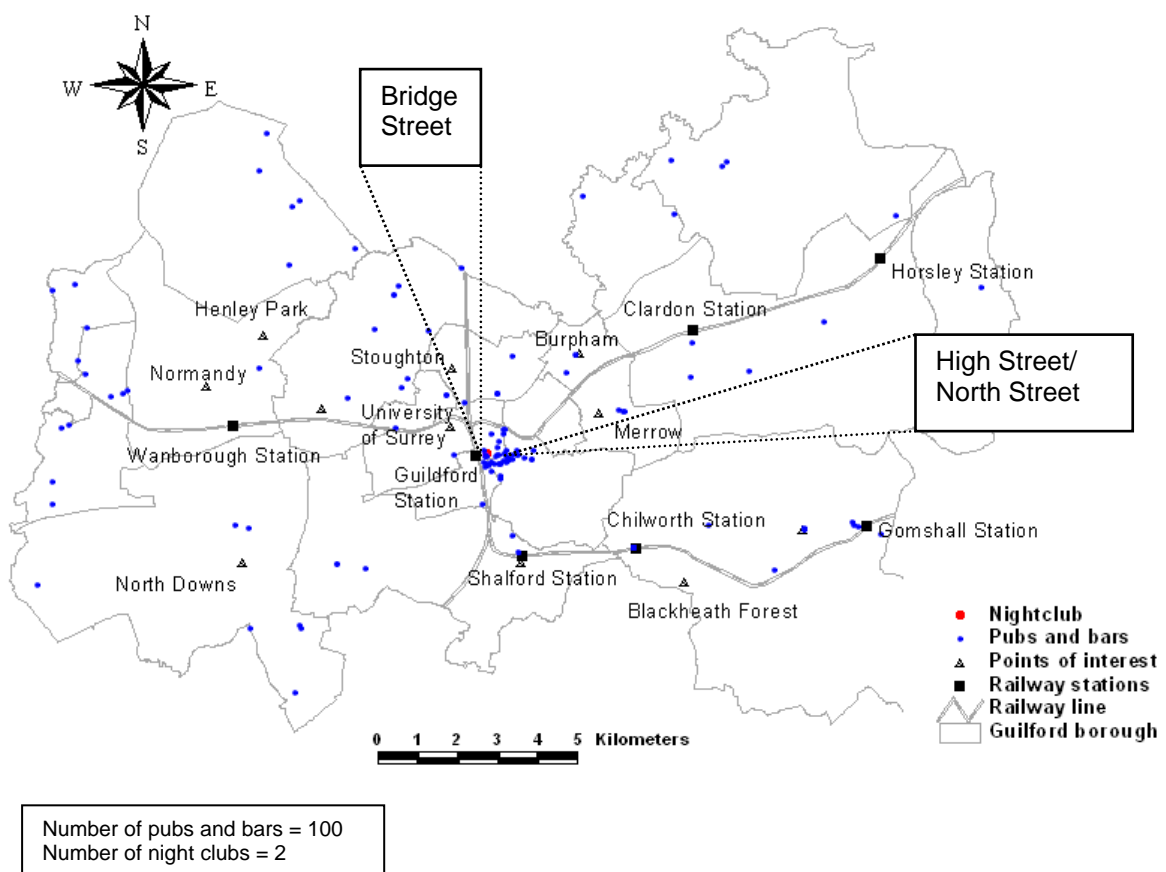
Brief description of profile area

Guildford borough is situated in the South East of England approximately 30 miles south west of London and is served by an integrated public transport system, including a Park and Ride service. Guildford is conveniently situated for access to London, and frequent trains are provided to London Waterloo (approximately 35 minutes journey time). Guildford borough is approximately 104 square miles, and has a population of approximately 130,000 (Office for National Statistics, 2004 mid population estimates). The University of Surrey is located within Guildford and has a student population of approximately 11,700 (figure provided on 7th March, 2007).

The main drinking areas are High Street, North Street and Bridge Street. Bridge Street is known locally as 'Ibiza Street' and 'The Strip'. The locations of pubs, bars and night clubs in Guildford Borough are shown in Figure 1.1. There were 100 pubs and bars and 2 night clubs that were geo-coded and used in this research. Note that these descriptions include fieldworker observations from both the baseline and post implementation periods.

Map of the case study area

Figure 1.1 Location of pubs, bars and nightclubs in Guildford



Key drinking areas

The three main drinking areas in Guildford are High Street, Bridge Street and North Street and these are shown in Figure 1.2

Observations from the baseline visits revealed that most bars in Guildford were open from 11.00am to 11.00pm Monday to Thursday, and midday to 10.30pm on Sunday. Thursday was student night and four bars were open until midnight. On Fridays and Saturdays most bars closed at 11.00pm, however, three premises shut at 12.00am, one at 12.30am, three at 1.00am three at 2.00am and one at 2.30am.

The principal drinking areas were situated on or near Bridge Street (known locally as 'Ibiza Street' and 'The Strip').

The participant observation revealed that policing tended to be concentrated around Bridge Street (Friday and Saturday evenings). This involved police cars and vans as well as foot patrols. Observation also revealed that there were several potential pressure points in Guildford town centre. Interviews revealed that underage drinkers are known to hang around near the cinema (off Bedford Road) in the summer. It was also suggested that they tended to loiter outside the kebab shop on Guildford Park Road;

Late night food venues were also viewed by interviewees as potential pressure points. These included one on Bedford Road (closes at midnight), two on North Street (shuts at 11.00pm or midnight), one on High Street (shuts at 2.00am) and two kebab shops (one on Epsom Road at the top of High Street and one on Guildford Park Road en route to the University).

A taxi rank outside the Friary shopping centre, which contained a large informal queue and no marshals, also appeared to be a potential pressure point.

High Street/North Street

This area primarily consisted of bars and nightclubs. During the baseline period, most bars tended to serve drinks from 11.00am to 11.00pm. However, some were open until midnight on Thursday to Saturday nights. The dress code varied by venue, but most did not have a formal dress code. Some of these premises had door supervisors (venues with live music tended to have door supervisors); others did not.

The High Street/North Street area contained a mixture of clientele with ages ranging from 18-50+. Only one premise operated an over 21 policy which was advertised by signs on the door. Only two premises displayed signs regarding acceptable forms of ID, although for venues with door supervisors, ID was seen to be requested on a regular basis.

Facilities for entertainment varied greatly by type of premise. Some venues appeared to target sports audiences (large screen TV's / advertising key sports events and fixtures). Only a few venues had pool tables, fruit or games machines. Most venues had a variety of drinks available including ales and lagers, wines, spirits and alco-pops. Only one of the venues on High Street advertised happy hours; more happy hours seemed to be available on North Street.

Most premises were part of the Pub Watch scheme and also used the radio link scheme. CCTV was used in most premises as were toughened/shatterproof glasses.

Observations from post implementation visits revealed that the policing style in this area focused upon deterrence, and there was a zero tolerance approach to violent behaviour. The key pressure point appeared to be outside one nightclub and this was heavily policed throughout the visits. There was no evidence of under-age drinkers and no under 18 events within the area. Late night food venues in this area included Sunburst, Red Planet, Pizza Go Go and Burger King.

Bus and trains ceased at 11.30-12.00pm and taxis were difficult to access due to the high level of demand. However, there was evidence of taxi marshals operating in this area and no violence or disorder was witnessed at taxi ranks on the fieldwork visits.

Bridge Street

Opening hours along Bridge Street varied with venues closing between 11.00pm and 2.00am. Most venues adopted a smart dress code, although this was not always strictly enforced.

The age range of clientele in the area was slightly younger than High Street/North Street - predominantly 18-25. There were more large groups in this area, although venues were seen to refuse entry to some large all male groups.

A number of venues offered drinks promotions including happy hours. Bar staff also encouraged double spirits ("do you want to make it a double, its only 50p more") in some venues. In terms of entertainment, most venues offered DJ's during weekend evenings.

The participant observation revealed that door staff appeared to be more aggressive than those on High Street/North Street and often did not appear friendly to clients. Many venues did request ID for over 18s (Driving License, Passport, Prove It cards). No venues implemented an over 21 policy. Most venues used a combination of safety schemes including Pub Watch, a radio link scheme, CCTV and shatterproof glasses.

Observations from the post implementation visits revealed that Bridge Street contained similar bars/nightclubs to the baseline visits.. It appeared from the participant observation that Bridge Street was more popular with students than High Street/North Street and offered more drinks promotions/cut price drinks.

The participant observation revealed that there was evidence of high visibility policing as well as strong evidence of membership of the Pub Watch scheme. The policing style appeared to be preventative, however, there was zero tolerance of violent behaviour.

The fieldwork visits revealed evidence of under-age drinkers, particularly located by the taxi ranks and riverside areas. There was no evidence of under 18 discos/events.

In terms of transport, bus and train services ended at 11.30pm-12.00pm and taxis were difficult to access due to the high level of demand. The participant observation for post implementation visits revealed that taxi ranks were marshalled and there was also evidence of lollipop and yellow card schemes.

2. Violence against the person

Violence against the person is a diverse crime category including crimes such as murder, wounding and common assault. Analysis of police recorded data and the British Crime Survey (Walker, Kershaw and Nicholas, 2006) has shown that in England and Wales between 2004/05 and 2005/06 most types of violent crime have reduced or remained stable. Police recorded crime data have shown:

- a decrease of 13 per cent in more serious violence against the person;
- a 4 per cent decrease in more serious wounding;
- a 6 per cent increase in less serious wounding;
- a 14 per cent reduction in common assaults.

However these trends have been distorted by recent changes to police recording practices particularly in relation to less serious wounding and common assault. The British Crime Survey shows incidents of wounding and common assaults have decreased over the same period.

Violent crimes such as wounding and common assault have been found to display seasonal patterns with peaks in the summer months and troughs in the winter months (Hird and Ruparel, 2007).

The findings of this analysis are supported by additional analysis presented in the supplementary annex which examines violence against the person using statistical tests of change from the baseline to post implementation, serious and other violence against the person, weekend and weekday offences, and synthesis maps of hot spot change by time of day. The results of this are detailed in the supplementary analysis, and also included in the summary findings at the start of this annex, and concluding sections of this annex. The reader is also referred to the final report that summarises the findings of all five case study areas.

Macro level

The following section presents an analysis of trends in offences of violence against the person across Guildford borough as a whole. The analysis identified that levels of violence against the person were generally higher in the post implementation period compared to the baseline period.

Annual comparisons of offences show a steady increase from year 1 and year 2 in the baseline period (1699 and 1771 respectively) that was continued through to the post implementation period (1936). The average number of violence against the person offences in the baseline was 145 per month. This increased by 12 per cent to 161 per month post implementation. In all months apart from February and March 2006, there was an increase in the number of violence against the person offences in the post implementation period compared to the baseline average period. January saw the largest increase (31.4%) increase in the number of violence against the person offences recorded.

Table 2.1 displays the number of violence against the person offences in Guildford by month and year. The blue shaded area represents the post implementation period. The final column represents the percentage between the baseline and post implementation periods. This has been calculated as the change between the number of offences in each month during the post implementation period, and the average number of offences in the two corresponding months from the two previous years in the baseline period.

Table 2.1 Violence against the person monthly crime counts in Guildford (December 2003 to December 2006)

	Year				Post implementation percentage change (monthly average) ¹
	2003	2004	2005	2006	
January		112	130	159	31.4
February		162	121	135	-4.6
March		144	168	151	-3.2
April		131	121	157	24.6
May		158	119	168	21.3
June		136	164	160	6.7
July		154	128	174	23.4
August		149	136	158	10.9
September		116	170	176	23.1
October		157	213	195	5.4
November		146	166	159	1.9
December	134	135	144	162	7.1

¹ Note: The baseline period is an average of the two year period 2004/2005

Figure 2.1 presents the information in Table 2.1 as the monthly rate of violence against the person in Guildford (per 10,000 persons) during the post implementation period (blue line). The average monthly rate of violence against the person for the baseline period is shown as a dotted grey line.

It can be seen that violence against the person followed a fairly similar seasonal pattern across the post implementation period compared to the baseline, with a peak in the summer months, and reductions during winter.

October was the peak month in both the post implementation period and average baseline period. Fewest offences were recorded in February in the post implementation period and in January in the baseline.

Figure 2.1 Violence against the person crime rates in Guildford (average monthly baseline and post implementation period)

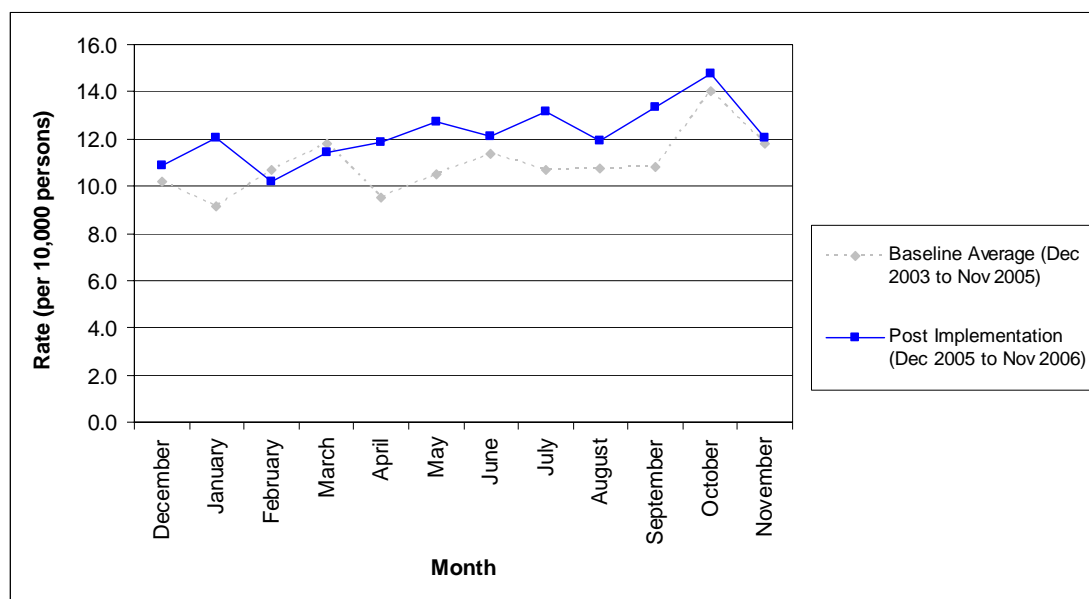


Figure 2.2 presents the monthly percentage change in violence against person offences from Table 2.1 in graphical form; this highlights the increases during the post implementation period compared with the corresponding months in the baseline period. These increases are greater than 20 per cent during January, April May, July and September.

Figure 2.2 Percentage change in violence against person offences in Guildford (average monthly baseline to post implementation period change)

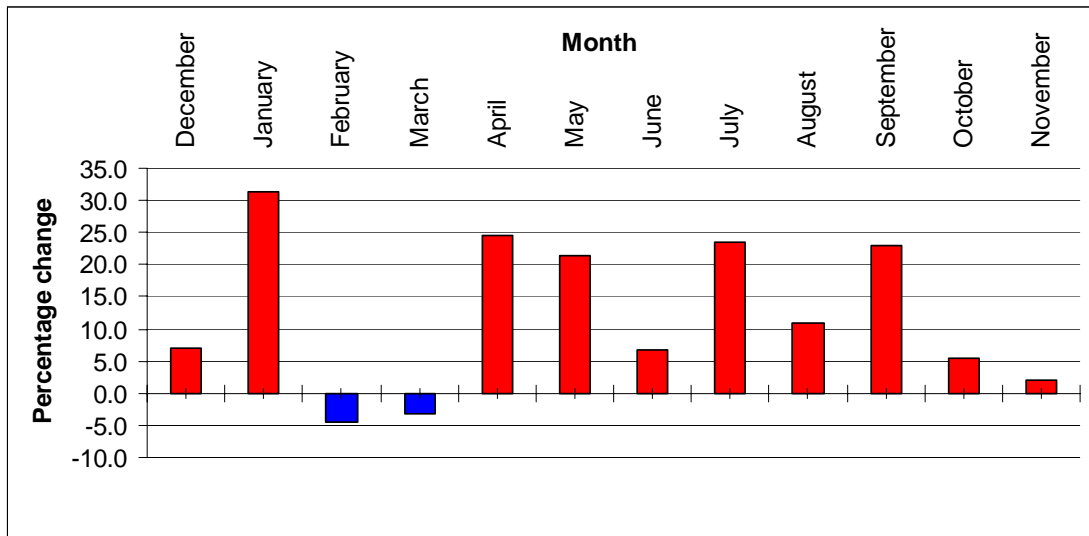
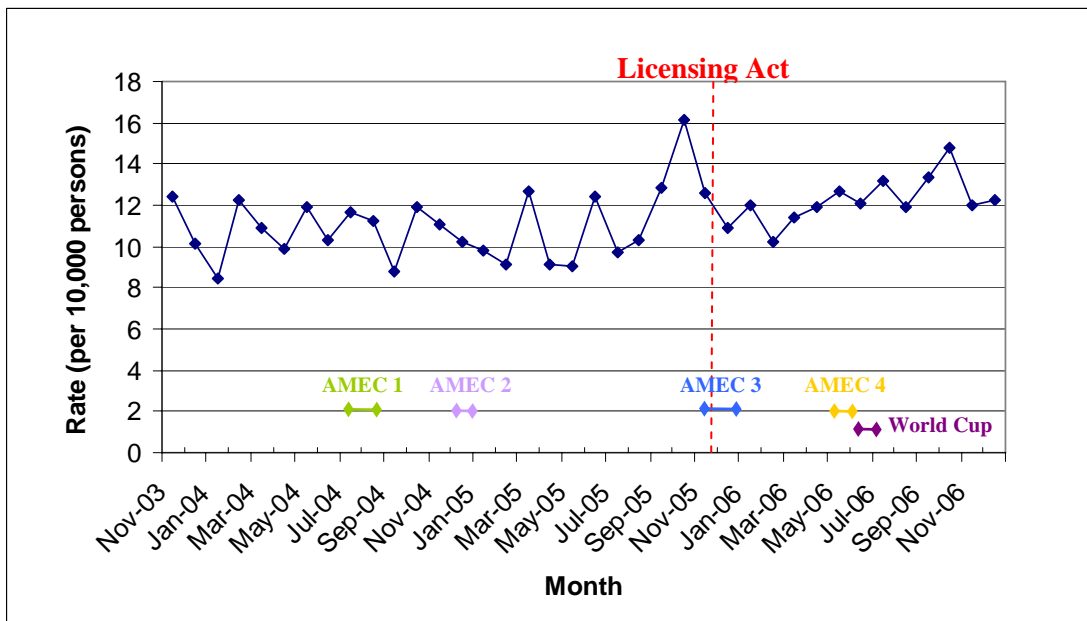


Figure 2.3 presents the monthly rates of violence against the person in Guildford (per 10,000 persons) across the baseline and post implementation periods plotted against the introduction of the Act and the timing of other relevant initiatives and events occurring in Guildford. The graph shows that for most of the baseline period, the rate of violence against the person offences varied between 8 and 12 offences per 10,000 people. The periods covered by the first two Alcohol Misuse and Enforcement Campaigns (AMEC) were associated with a decline in the rate of offences.

Shortly before the implementation of the Act, there was a sharp increase in the rate to 16 per 10,000 people. Then in the period immediately following the Act, which coincided with AMEC 3, there was a reduction in the rate of offences. Since then, the trend has been upwards, and looking at the whole post implementation period, the number of violence against the person offences has increased.

Figure 2.3 Violence against the person crime rate in Guildford and local initiatives (November 2003 to December 2006)



Distribution of offences by time of day and day of week

The analysis also considered whether there were any changes in the way offences of violence against the person were distributed across hours of the day or days of the week. Table 2.2 displays the number of violence against the person offences by time of day for the two years of the baseline period and for the post implementation period. The right hand column presents the percentage change between the average baseline period frequency of violence against the person offences (year one and year two for each time interval) and the frequency of such offences post implementation for each time interval.

The table shows that there has been some temporal change in offences of violence against the person. Most notably, in the post implementation period, the hours from 7.00pm to midnight saw decreases in the number of such offences, while there were increases from midnight to 5.59am.

Table 2.2 Violence against the person offences by time of day in Guildford (baseline and post implementation periods)

Time of day	Baseline year 1 frequency	Baseline year 2 frequency	Post implementation year 3 frequency	Percentage change (average baseline to post implementation period)
0900-0959	31	38	33	-4.3
1000-1059	31	27	43	48.3
1100-1159	22	44	34	3.0
1200-1259	42	45	67	54.0
1300-1359	51	54	60	14.3
1400-1459	49	56	40	-23.8
1500-1559	81	85	91	9.6
1600-1659	79	103	88	-3.3
1700-1759	101	88	88	-6.9
1800-1859	89	93	103	13.2
1900-1959	89	88	85	-4.0
2000-2059	103	100	100	-1.5
2100-2159	117	125	85	-29.8
2200-2259	119	155	123	-10.2
2300-2359	186	208	167	-15.2
0000-0059	199	179	273	44.4
0100-0159	125	121	152	23.6
0200-0259	80	83	158	93.9
0300-0359	29	20	51	108.2
0400-0459	14	9	12	4.3
0500-0559	9	2	5	-9.1
0600-0659	8	6	4	-42.9
0700-0759	15	6	10	-4.8
0800-0859	15	21	40	122.2

Figure 2.4 shows the percentage of violence against the person offences in each time interval for each year. For the baseline period this is averaged over the two year period. There is also a two month average trend line for each of the two time periods under consideration.

The graph confirms that there has been a shift in the timing of offences of violence against the person. A comparison of the two trend lines shows that there are fewer offences in the six hours up to midnight, while after midnight until 4.59am, the number of offences increases. This figure suggests a flattening out of the peak time of violence against the person before midnight, but an increase in the peak time of these offences after midnight post implementation.

Figure 2.4 Proportional changes to violence against the person offences by time of day in Guildford (average baseline and post implementation periods)

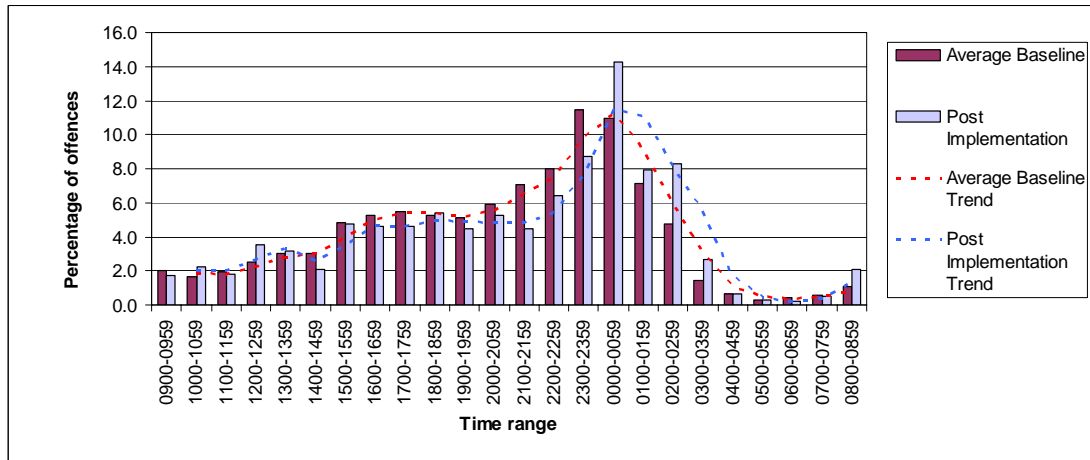
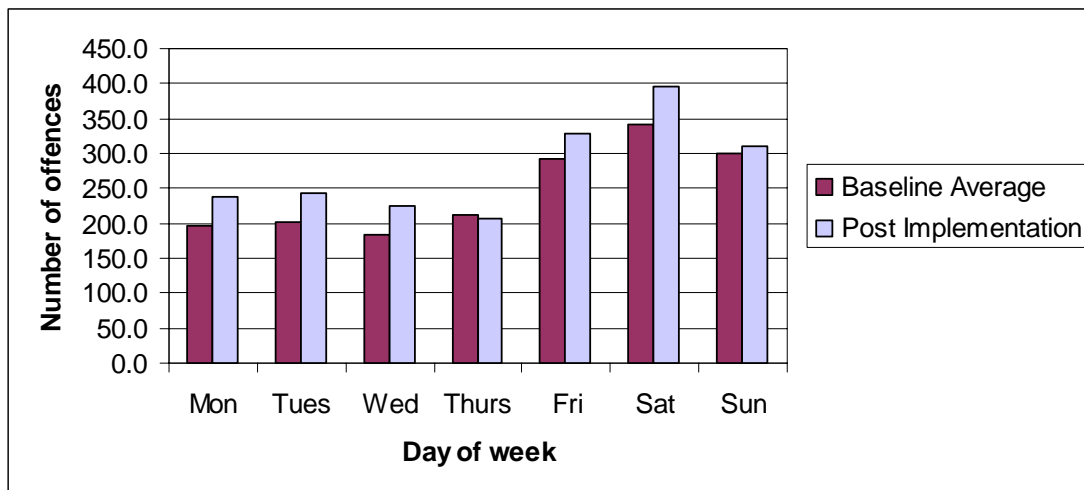


Figure 2.5 portrays the frequency of violence against the person of offences by day of week for the baseline period and post implementation periods. The baseline period is an average for the two years.

For both the average baseline period and post implementation periods, the number of offences recorded increased from Thursday through until Saturday, with the greatest number of violence against the person offences for both the average baseline and post implementation time period recorded on a Saturday. Thursday was the only day of the week not to witness an increase in the number of offences post implementation compared to baseline.

Figure 2.5 Violence against the person offences by day of week in Guildford (average baseline and post implementation periods)



Victim profile

Figure 2.6 displays the gender of victims of violence against the person offences during the baseline and post implementation periods. It is essential to consider the impact of the 'not recorded' field (missing values) when interpreting the findings of this section of the analysis. The figures presented are based on those recorded.

The gender for the baseline period is an average over the two years. As can be seen, the majority of victims of violence against the person in both baseline and post implementation periods were male. Gender was not recorded in 15 per cent of cases in the baseline period, rising to almost 20 per cent post implementation.

Figure 2.6 Violence against the person offences by gender in Guildford (average baseline and post implementation periods)

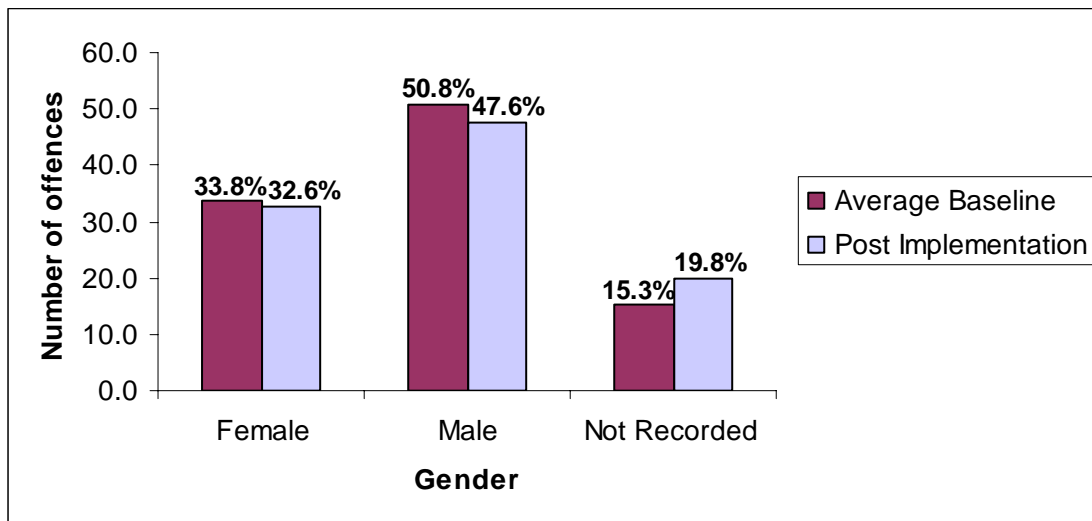


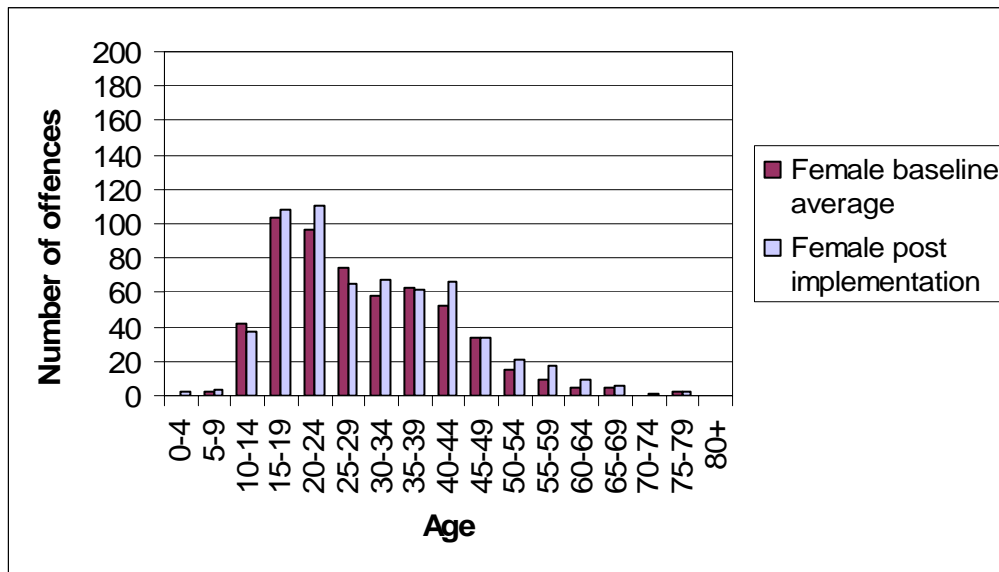
Figure 2.7 displays the gender and age of victims of violence against the person offences during the baseline and post implementation periods. The gender and age categories for the baseline periods are an average over the two years. The graphs show that overall the profile of victims of violence against the person has not changed greatly between the baseline and post implementation period.

Figure 2.7 (a) displays the age of female victims of violence against the person. In the baseline period, the greatest numbers of violence against the person offences were recorded in the 15-19 year age group, whereas in the post implementation period those aged 20-24 were at greatest risk.

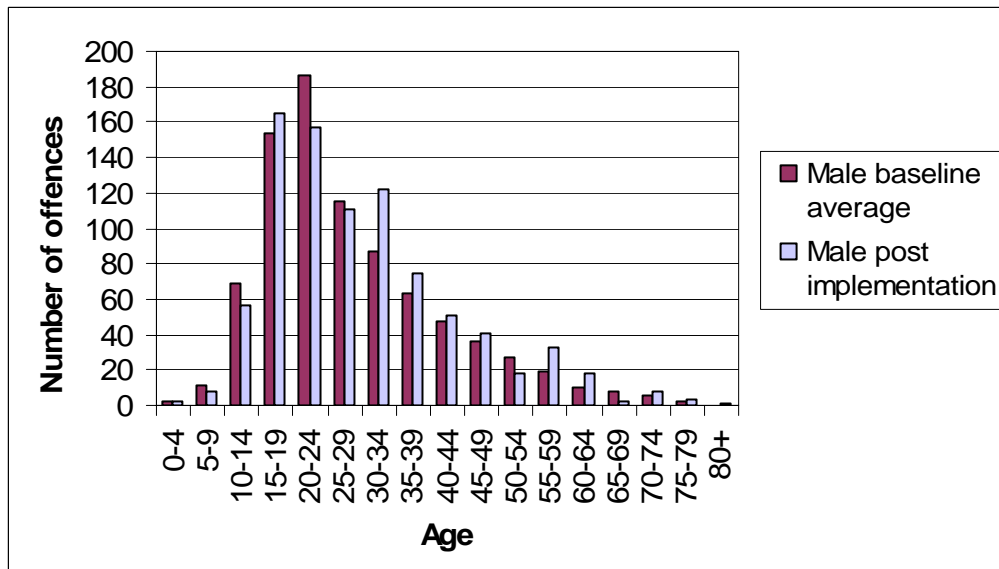
Figure 2.7 (b) displays the age of male victims of violence against the person. In the average baseline period, the greatest numbers of violence against the person offences were recorded in the 20-24 year age group. In the post implementation period, the greatest numbers of violence against the person offences were recorded in the 15-19 year age group.

Figure 2.7 Violence against the person by age and gender in Guildford (average baseline and post implementation periods)

(a)



(b)



Alcohol related violence against the person

The crime offences supplied for this research also contained flags for whether alcohol was involved in the violence against the person offence, and a flag for domestic violence. In the case study area, 45 per cent of violence against the person offences in the baseline period had an alcohol flag. In the post implementation period 44 per cent of these offences had an alcohol flag. The following analysis is based on those offences with an alcohol flag only.

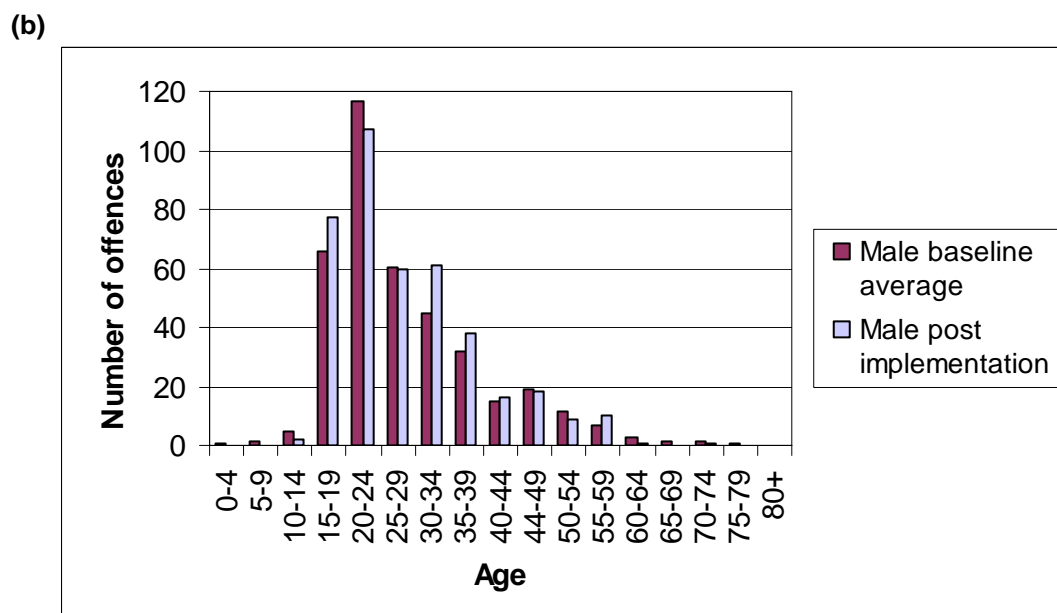
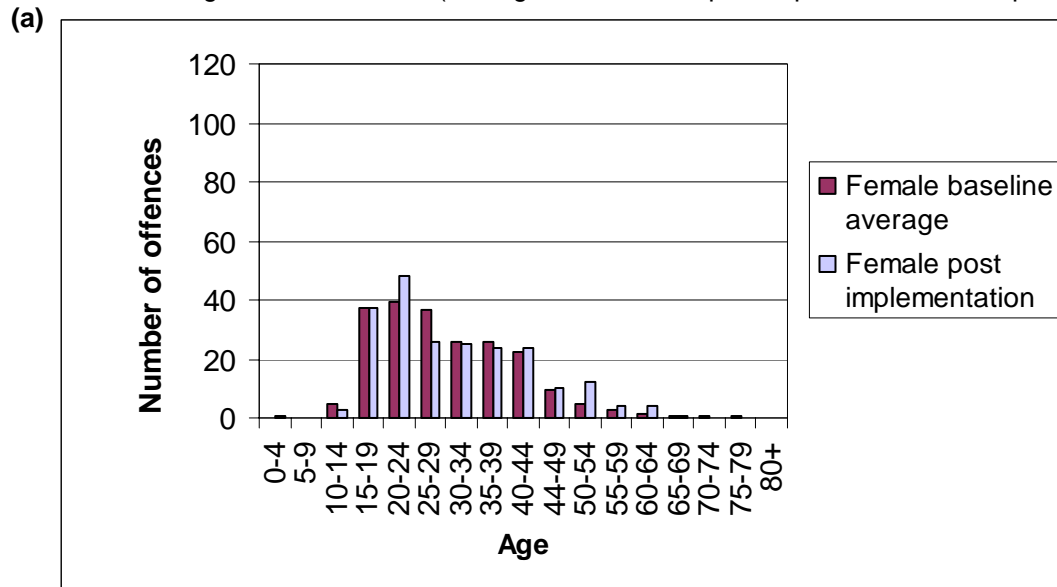
Figure 2.8 portrays the gender and age of victims of violence against the person offences during the baseline and post implementation periods with an alcohol flag. The baseline frequencies are an average over the two years.

Figure 2.8 (a) displays the number of violence against the person offences with alcohol flagged by age for females. For both the baseline average period and the post implementation period, the highest numbers of female victims were aged between 20 and 24 years old. A greater number of offences were recorded within the 20 to 24 year age group in the post implementation period, compared to the average baseline period, and a smaller number were

recorded for 50-54 year olds; otherwise the distribution of offences by age remained fairly similar in both periods.

Figure 2.8 (b) displays the number of violence against the person offences with alcohol flagged for males. As with females, those aged between 20 and 24 years old experienced the highest level of victimisation.

Figure 2.8 Victims of violence against the person (with alcohol 'flagged') by age and gender in Guildford (average baseline and post implementation time periods)



Domestic violence

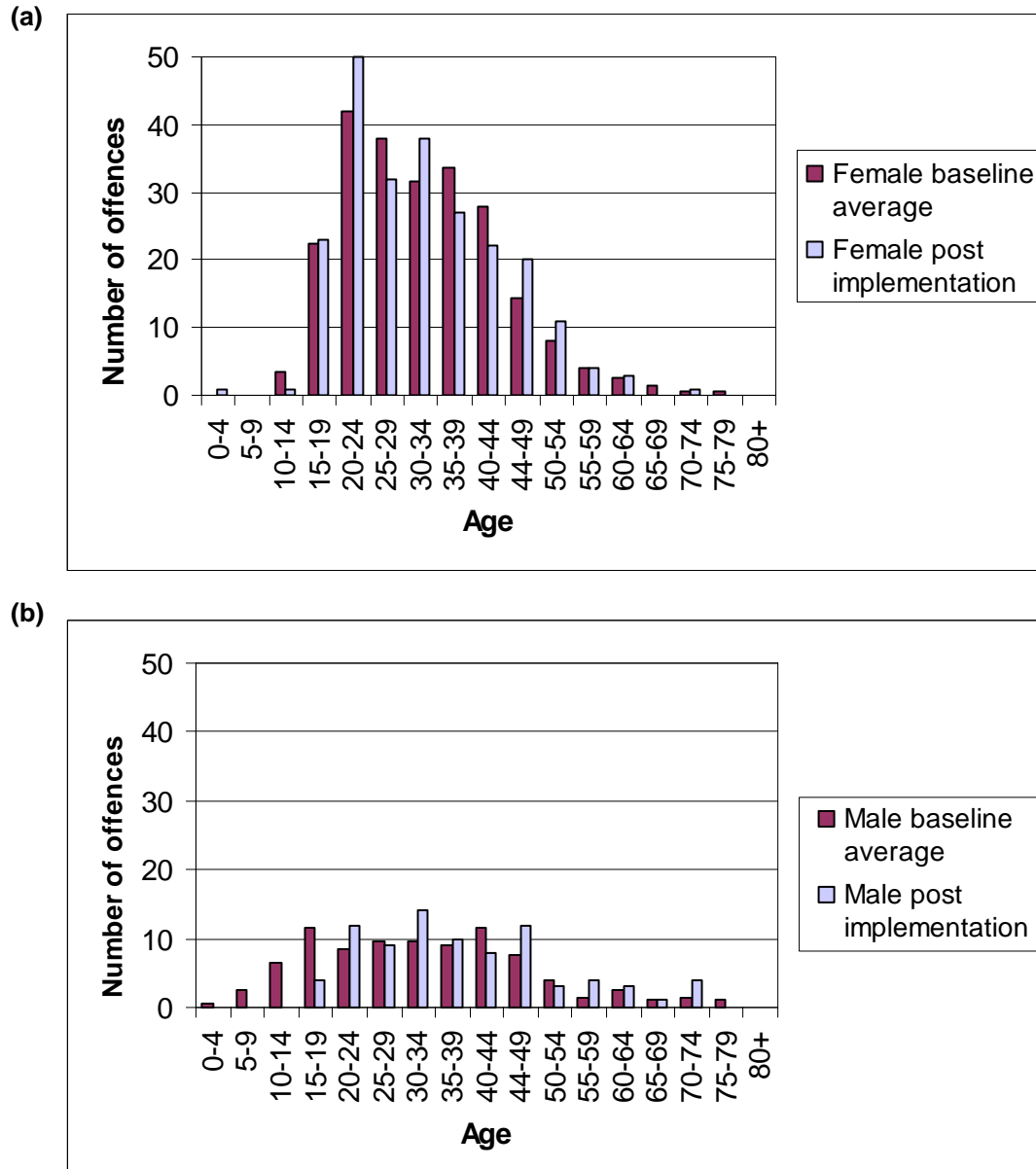
In the case study area, 19 per cent of violence against the person offences in the baseline period and 16 per cent of offences in the post implementation period had a domestic violence flag. The following analysis is based on those offences with a domestic violence flag only.

Figure 2.9 portrays the gender and age of victims of violence against the person offences during the baseline and post implementation periods with a domestic violence flag. The baseline frequencies are an average over the two years.

The graphs show that the offences recorded in this category were committed mainly against females. For both the average baseline period and the post implementation period, the largest numbers of female victims were aged 20-24 years old.

Figure 2.9 (b) displays the number of male victims of violence against the person with a domestic violence flag. The greatest numbers of male victims of violence against the person with a domestic violence flag were recorded amongst 15-19 and 40-44 year olds in the baseline, while in the post implementation period those aged 30-34 were at greatest risk.

Figure 2.9 Victims of violence against the person (with domestic violence 'flagged') by age and gender in Guildford (average baseline and post implementation time periods)



Meso and micro level

In addition to examining change across the macro level (entire case study area) a further focus of this research was to consider whether the Act has impacted in crime and disorder at specific times and specific locations. The distribution of licensed premises is neither random nor uniform across the case study area, thus it is likely the impact of the Act on crime and disorder is also not evenly distributed across the case study area. The advantages and limitations of using these macro, meso and micro level analyses are discussed in more detail in the technical annex.

Two areas were generated for the quantitative analysis. The first was a series of concentric buffer zones produced using a Geographical Information System (GIS), at a distance of 50 metre intervals from licensed premises (Figure 2.10). Thus, the first buffer zone covered the area 0 to 50 metres from licensed premises, the second 50 to 100 metres, the third 100 to 150 metres, and the fourth 150 to 200 metres. In addition to this, software was used to run clustering algorithms that generated areas where there was a concentration of licensed premises (Figure 2.11). These could be considered areas with a high density of licensed premises. The methodology for constructing these zones is described in more detail in the technical annex.

The cluster area contains 40 per cent of premises, and has a mean nearest neighbour distance of 74 metres. The non cluster area contains 60 per cent of premises and a mean nearest neighbour distance of 830 metres. Thus premises are on average 11 times closer together in the cluster area.

Furthermore, there was an examination of crime that occurred inside or within the vicinity of (directly outside) licensed premises. The police recorded crime data contains a licensed premise flag, and this was used to attribute incidents of violence against the person to individual premises. These areas can be considered to be inside or immediately adjacent to a premise.

Figure 2.10 Concentric buffer zones (50m intervals) around pubs, bars and nightclubs in Guildford

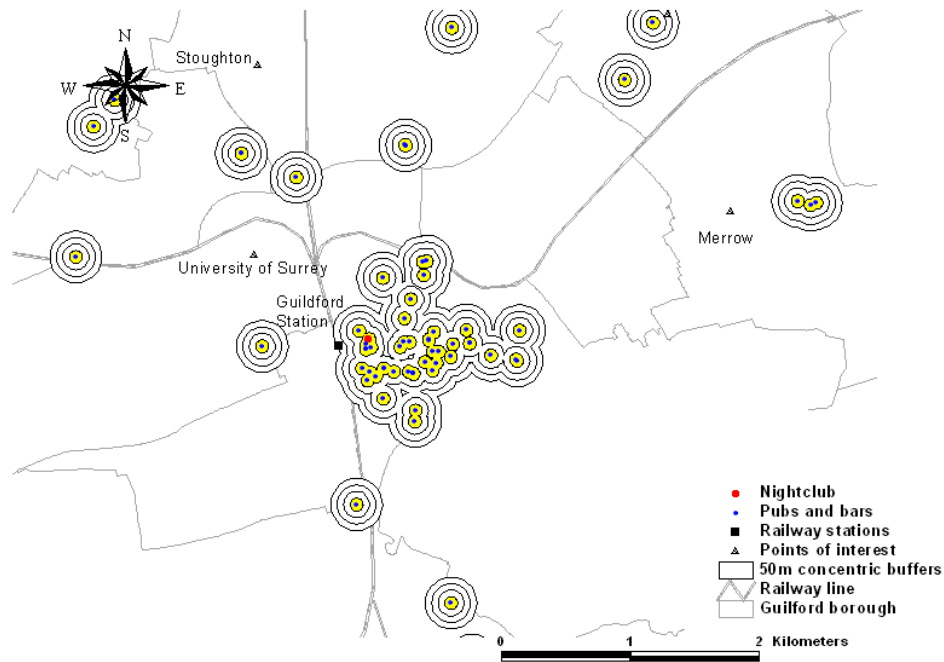
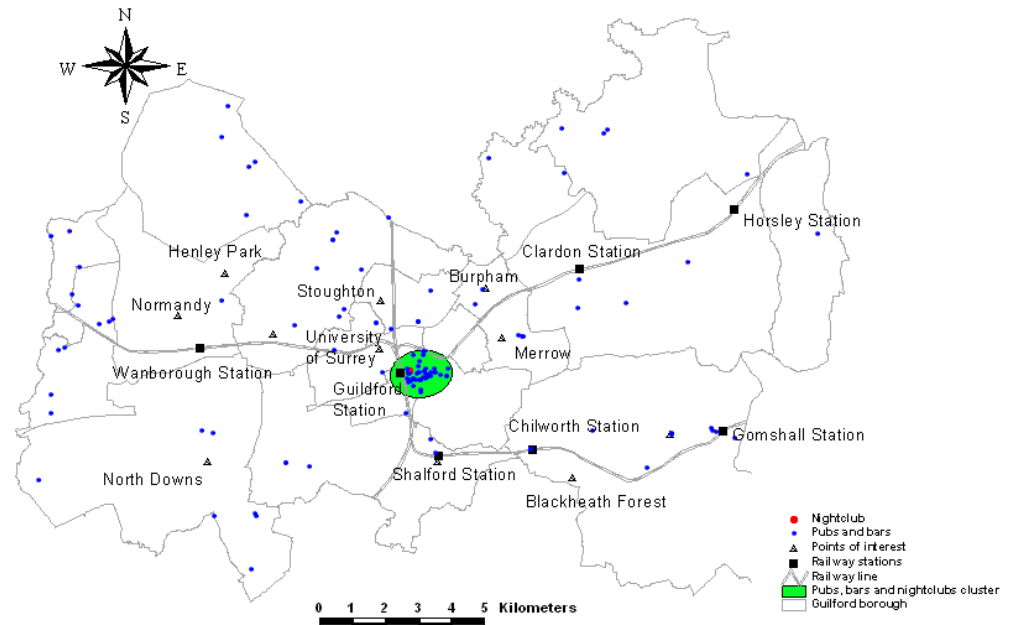


Figure 2.11 Cluster (high density) areas of pubs, bars and nightclubs in Guildford



Cluster area	Non cluster area
Percentage of premises= 40	Percentage of premises= 60
Mean nearest neighbour distance = 74m	Mean nearest neighbour distance = 830m

The frequency of violence against the person offences in each individual zone was calculated for the baseline period and post implementation period. Table 2.3 shows the proportion of Guildford's violence against the person that occurred in each of these defined zones during the two periods.

Table 2.3 Proportional changes to violence against the person offences in the buffer zones and cluster area in Guildford (average monthly baseline and post implementation periods)

	Area					
	Cluster	0-50m	50-100m	100-150m	150-200m	Guildford borough
Percentage baseline	40.2	18.7	13.4	8.2	5.0	100.0
Percentage post implementation	38.4	17.4	12.7	9.6	3.9	100.0
Proportional change	-1.7	-1.3	-0.7	1.4	-1.1	0.0

It can be seen that around 40 per cent of violence against the person offences occurred within the cluster area, and almost 20 per cent within 50m of licensed premises. When comparing the two periods, the actual differences in proportions of offences in each of the areas is small. For example, the decrease in offences in the 0-50m zone was only from 18.7 to 17.4 per cent. There is no evidence to suggest therefore that there was any considerable change over time in the location of violence against the person offences in relation to licensed premises.

Daily distribution of violence against the person in specified zones

The timing of violence against the person offences was also examined. The frequency of violence against the person offences in each individual zone was calculated for the baseline period and post implementation period. This was divided by time of day into twenty-four one hour time intervals. The percentage of offences in each time interval for the baseline period (average over two years), and also the post implementation period was then calculated. From this a percentage change could be generated for each time interval in each individual zone, from the average baseline to the post implementation periods. The result of this proportional change analysis is depicted in table 2.4. This table also includes volume change in addition to the proportional change that represents the actual change in numbers.

Across the entire study area (borough) there were decreases in the proportion of crime occurring between 9.00pm and midnight, and increases from midnight to 4.00am. The greatest increase was from 2.00am to 2.59am, with the greatest decrease between 11.00pm and 11.59pm. The magnitude of changes also tends to be amplified in the vicinity of premises, that is to say that the closer to the premise, the larger the change in the proportion of violence against the person crime offences. The data are consistent with a temporal shift of offences from the hours around the baseline closing hours of 11.00pm to later in the night.

Table 2.4 Proportional changes to violence against the person by time of day and location in Guildford (average baseline and post implementation time periods)

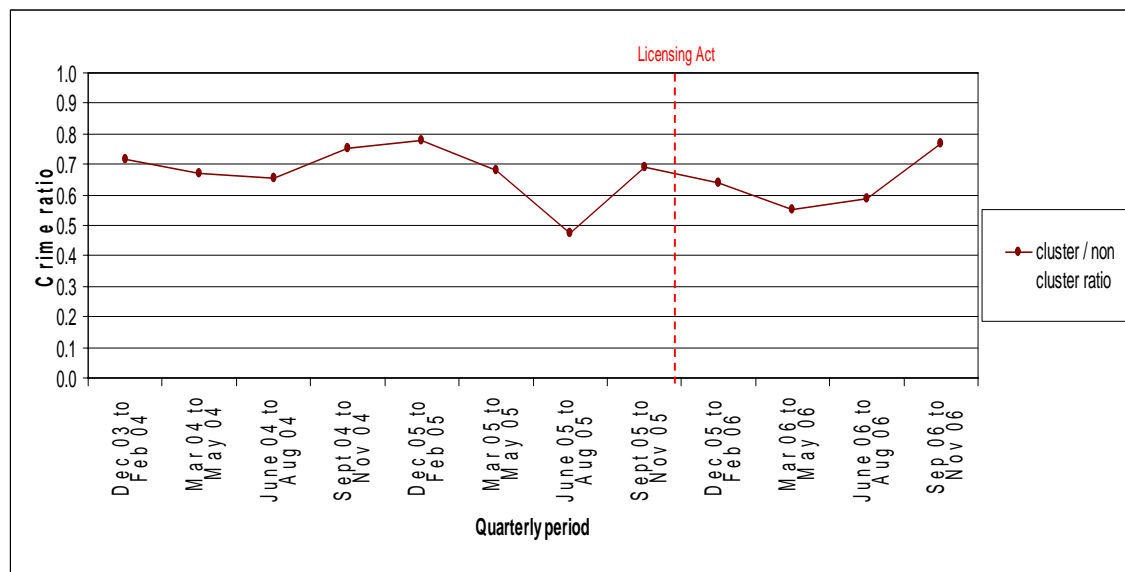
Time of day	Area											
	Cluster		0-50m		50-100m		100-150m		150-200m		Guildford borough	
	Proportion	Volume	Proportion	Volume	Proportion	Volume	Proportion	Volume	Proportion	Volume	Proportion	Volume
0900-0959	0.2	3	0.0	0	-0.5	-1	1.1	3	2.2	2	-0.3	-2
1000-1059	1.3	11	1.1	4	0.5	2	0.2	1	1.9	1	0.6	14
1100-1159	0.2	3	-0.3	-1	1.1	3	-1.6	-2	1.9	1	-0.1	1
1200-1259	1.0	9	-1.0	-3	2.0	6	2.5	6	-3.8	-4	1.0	24
1300-1359	-0.8	-4	-0.8	-3	-1.4	-3	-1.5	-1	-3.4	-3	0.1	8
1400-1459	-0.8	-4	-1.0	-3	-1.9	-4	0.1	2	-4.0	-4	-1.0	-13
1500-1559	0.4	6	1.6	6	0.5	2	-1.3	0	2.4	1	-0.1	8
1600-1659	0.6	8	1.1	5	2.1	7	-2.9	-2	-6.3	-6	-0.7	-3
1700-1759	-0.8	-3	-1.7	-5	3.3	9	-1.3	1	-4.1	-4	-0.9	-7
1800-1859	-0.2	2	0.9	4	2.4	7	-2.2	-1	2.6	1	0.1	12
1900-1959	0.0	3	-0.7	-2	1.4	4	-1.1	0	1.0	0	-0.7	-4
2000-2059	0.2	4	2.8	11	-1.4	-3	1.0	4	3.2	2	-0.7	-2
2100-2159	-1.6	-9	-0.9	-2	-3.1	-7	-1.1	1	-1.0	-2	-2.6	-36
2200-2259	-2.5	-14	-5.4	-17	-0.4	1	3.2	9	5.2	3	-1.5	-14
2300-2359	-6.3	-36	-9.4	-27	-3.5	-7	-5.6	-6	-8.2	-8	-2.7	-30
0000-0059	3.1	35	5.8	24	2.4	9	2.4	9	-2.0	-3	3.3	84
0100-0159	-1.0	2	-2.2	-5	-1.4	-1	3.9	11	2.6	1	0.8	29
0200-0259	4.7	41	9.2	33	0.0	3	1.2	6	5.2	3	3.5	77
0300-0359	1.8	16	0.9	4	-0.8	-2	2.7	6	5.8	4	1.2	27
0400-0459	0.4	4	0.9	3	-0.6	-2	0.5	1	-1.1	-1	0.0	1
0500-0559	0.0	0	0.0	0	-0.5	-1	0.0	0	0.0	0	-0.1	-1
0600-0659	-0.3	-2	-0.2	-1	-0.2	-1	-0.4	-1	0.2	0	-0.2	-3
0700-0759	0.0	1	-0.3	-1	0.0	0	-0.5	-1	0.2	0	-0.1	-1
0800-0859	0.1	1	-0.5	-2	0.1	1	0.9	2	-0.6	-1	1.0	22

Proportion of violence against the person in the cluster area

Crime ratios were produced to compare the number of offences that occurred within the cluster area with the number of offences that occurred outside the cluster area. The purpose of this is to examine whether there has been a change in the concentration of crime offences over time that occur in areas with high densities of pubs, bars and nightclubs.

Figure 2.12 shows that the proportion of Guildford's violence against the person occurring within the cluster area fluctuated in both the baseline and post implementation periods, with no evidence to suggest that there was an increase over time.

Figure 2.12 Violence against the person crime ratio in Guildford (December 2003 to November 2006)

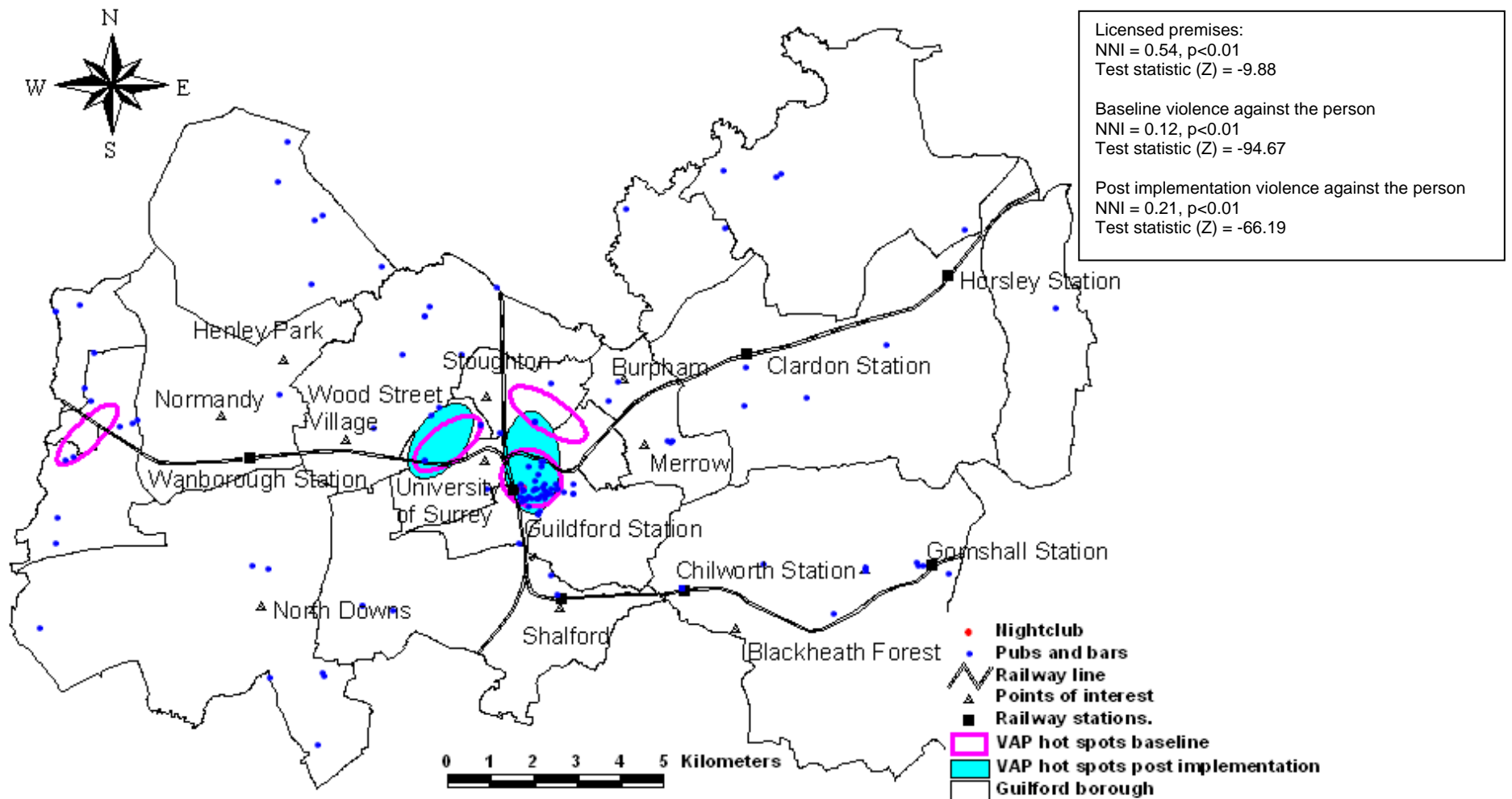


Geographical distribution of violence against the person

Two methods of hot spot generation were used in this research, Nearest Neighbour Hierarchical Clustering (NNHC) and Kernel Density Estimations (KDE). In addition, prior to the generation of hot spots, The Nearest Neighbour Index (NNI) statistic was generated to test whether hot spot analysis is suitable (see technical annex for more details of all these techniques). This showed that there is evidence of clustering in the violence against the person data, above the clustering exhibited by premises themselves, and that hot spot analysis is an appropriate technique to use.

Figure 2.13 maps the hot spots (derived through NNHC) in Guildford both in the baseline and post implementation periods. The ellipses on the map are generated statistically and represent hot spots of violence against the person offences. The purple ellipses represent the baseline and the blue ones the post implementation period. These hot spots do not account for the timing of the offences, but consider the overall concentration of offending over the period. It can be seen that the hot spots are concentrated around the centre of Guildford, as are the majority of the licensed premises. One area which was a hot spot in the baseline period is no longer apparent (to the west of Wanborough), but overall there is no real evidence of a large shift in the location of hot spots between the two periods.

Figure 2.13 Violence against the person hot spots (NNHC) in Guildford (average baseline and post implementation periods)



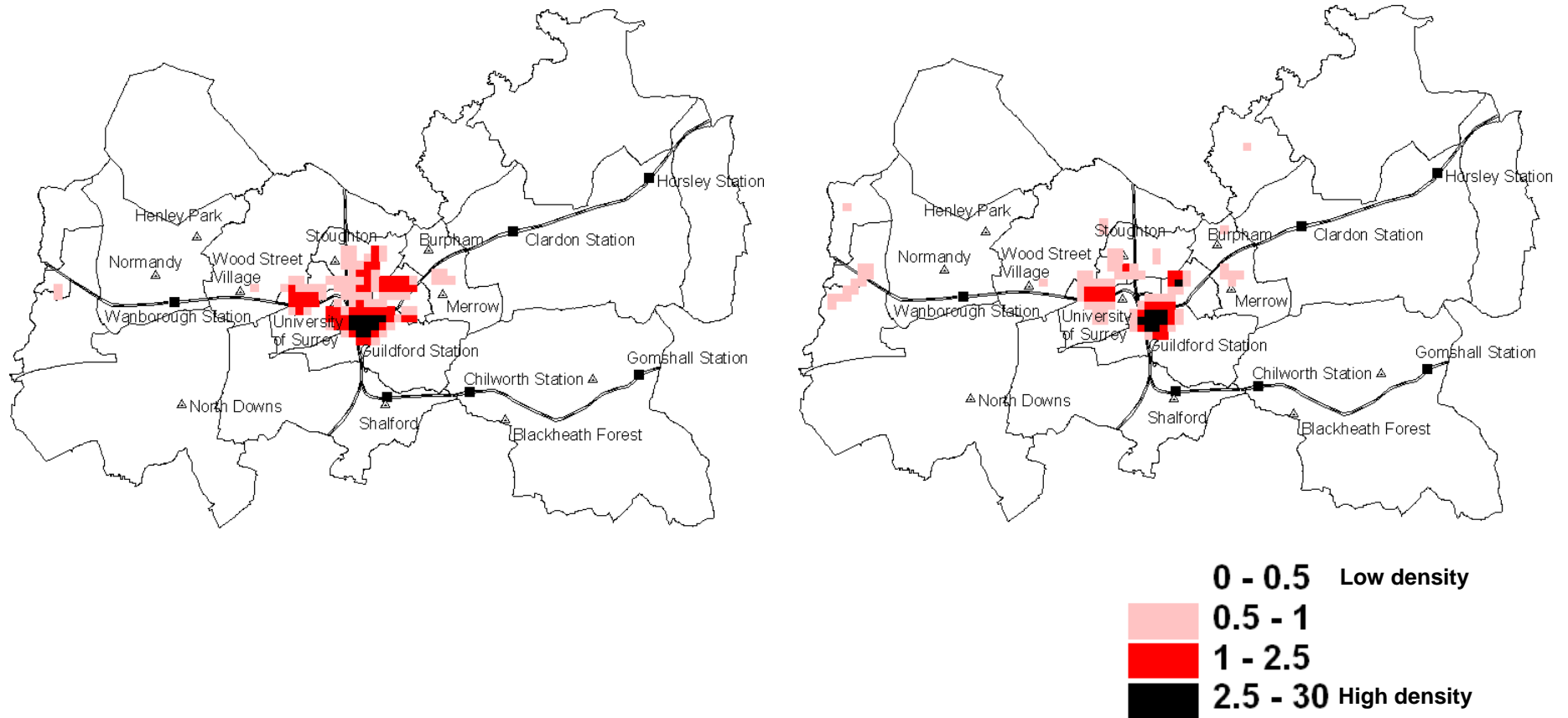
The maps which follow, in figure 2.14, show violence against the person hot spots by time of day. KDE is used to derive hot spots here. The timing of offences has been grouped into four periods, namely 9.00pm to 10.59pm, 11.00pm to 0.59am, 1.00am to 2.59am and 3.00am to 4.59am. A decision was made to concentrate on these hours for two reasons. Firstly, the hours between 9.00pm and 5.00am account for the majority of all crimes of violence. Secondly, this period covers the hours when any changes to premises opening hours would occur.

For each of the pairs of maps, the left hand side represents the baseline period, while the right hand side represents the post implementation period. The overall pattern is similar in both periods, although there are a number of changes which suggest that there has been a shift in the timing of offences towards later in the evening. In the period 9.00pm to 10.59pm there was rather more of a concentration of violence against the person offences in the baseline period. However, in all subsequent time blocks, violence against the person offences are more concentrated in the post implementation period.

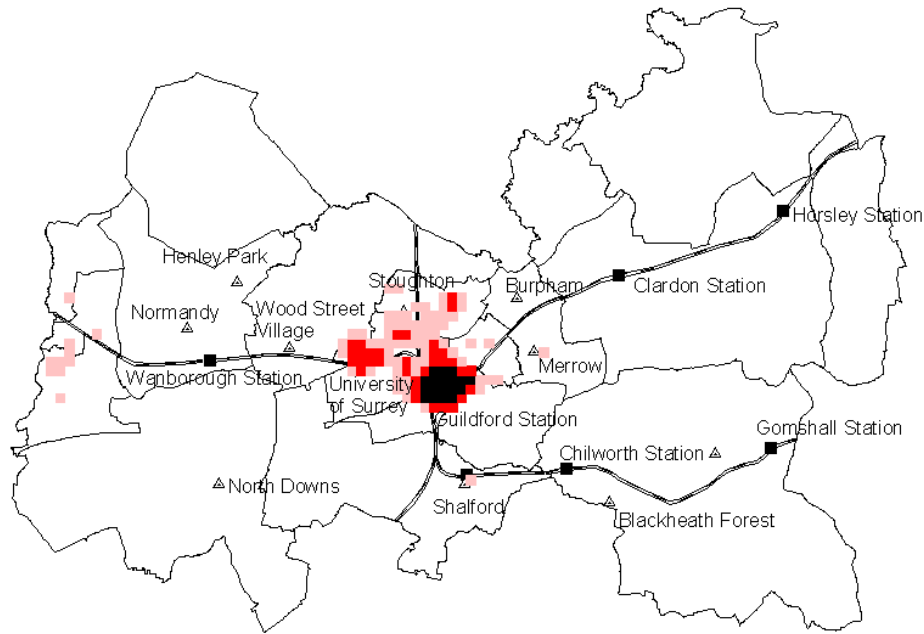
Figure 2.14 Violence against the person hot spots (KDE) by time of day in Guildford (average baseline and post implementation periods)

a) Baseline period (9.00pm – 10.59pm)

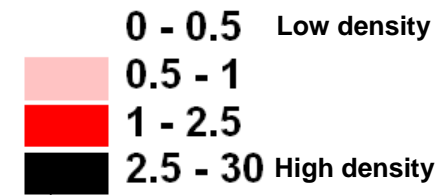
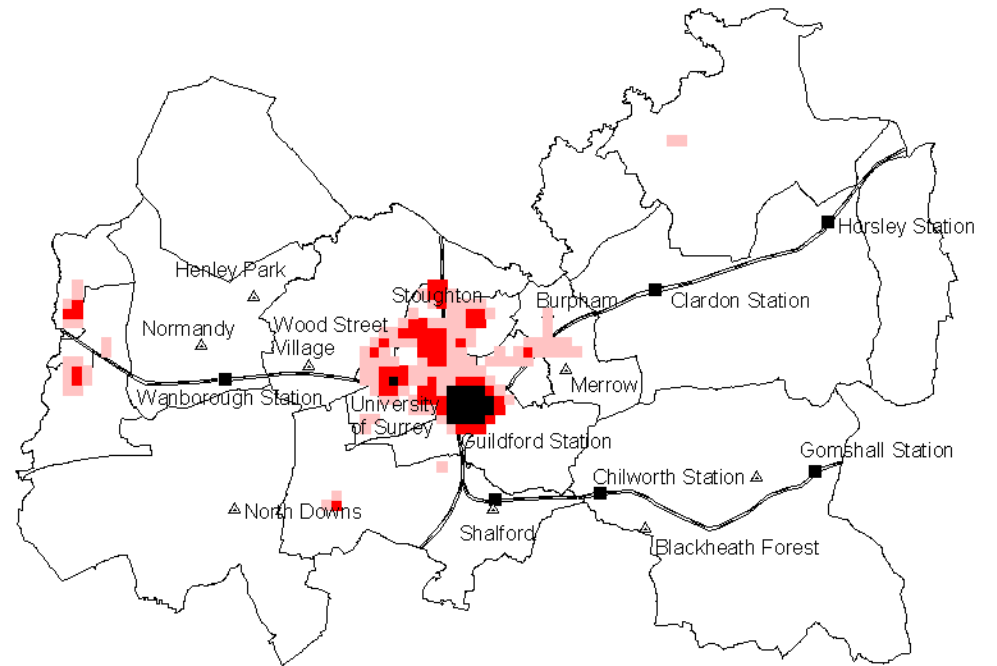
Post implementation period (9.00pm – 10.59pm)



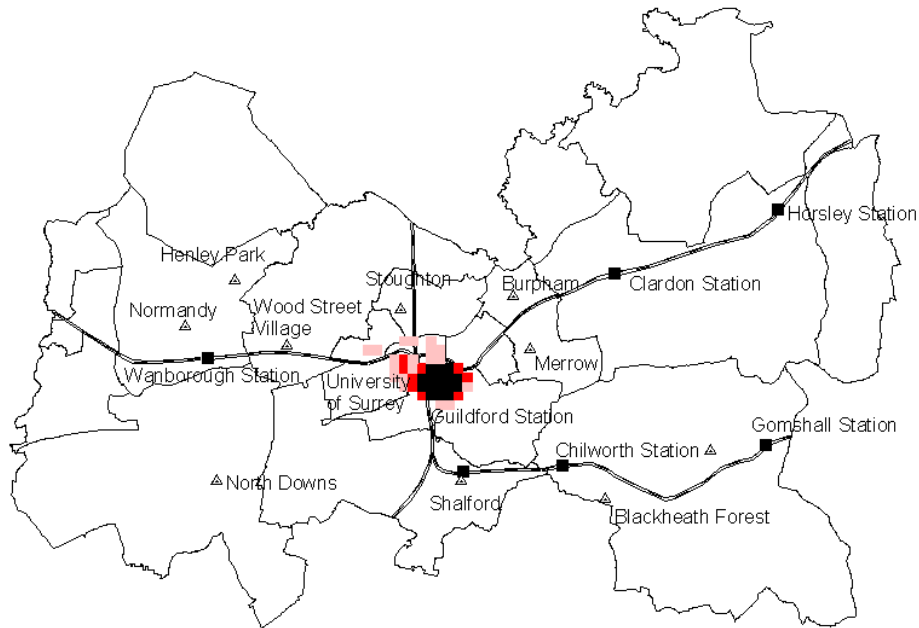
b) Baseline period (11.00pm – 0.59am)



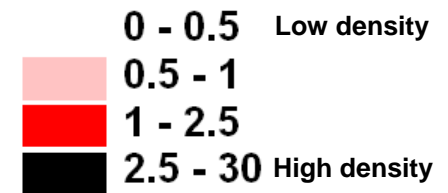
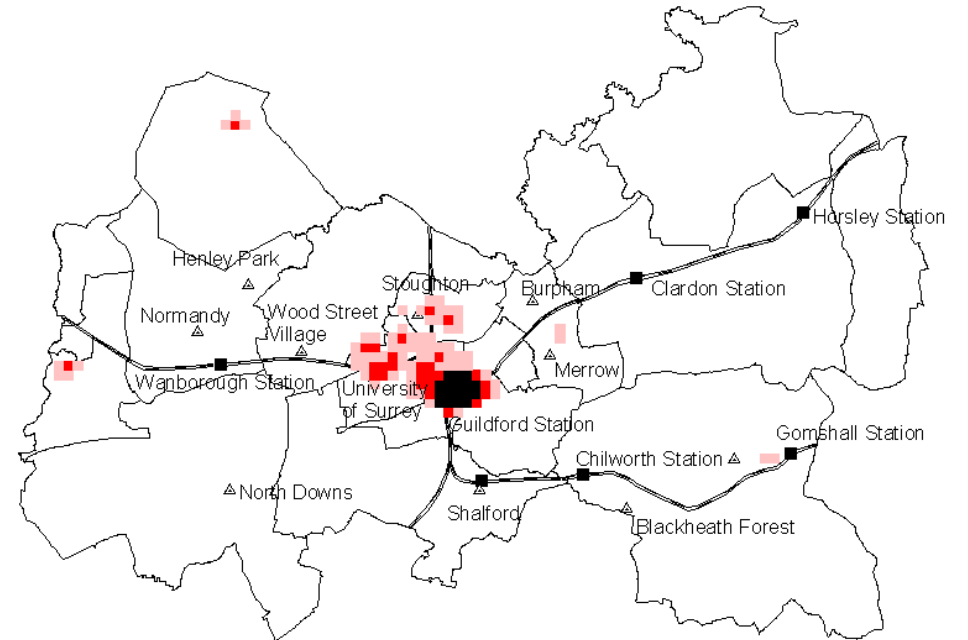
Post implementation period (11.00pm – 0.59am)



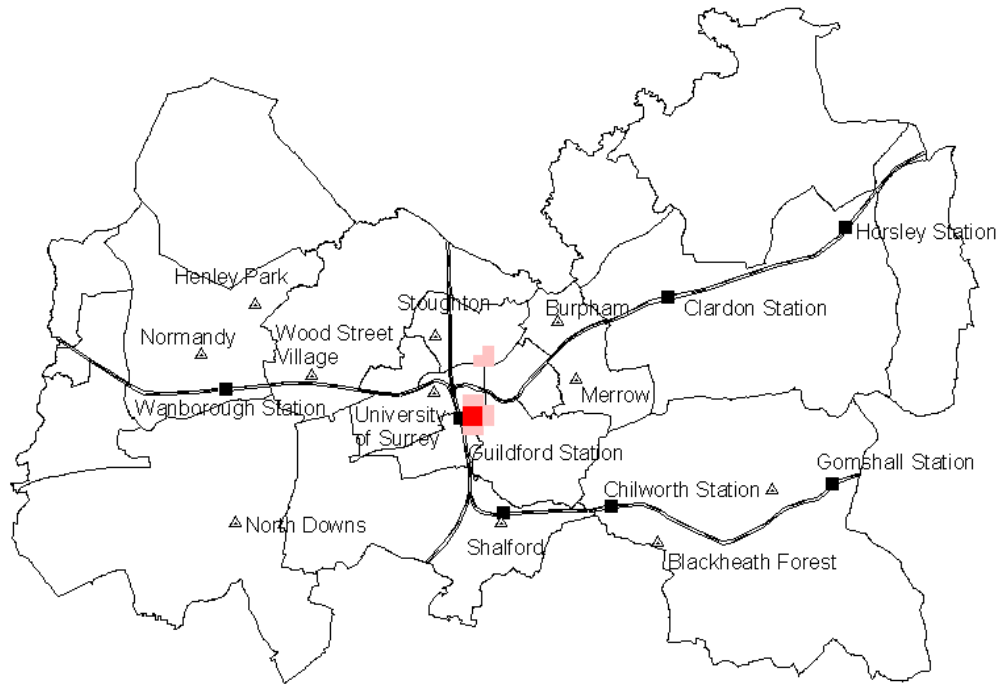
c) Baseline period (1.00am – 2.59am)



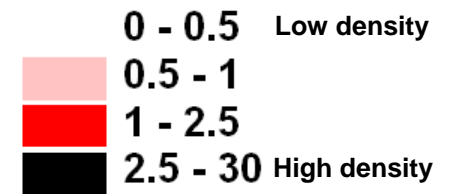
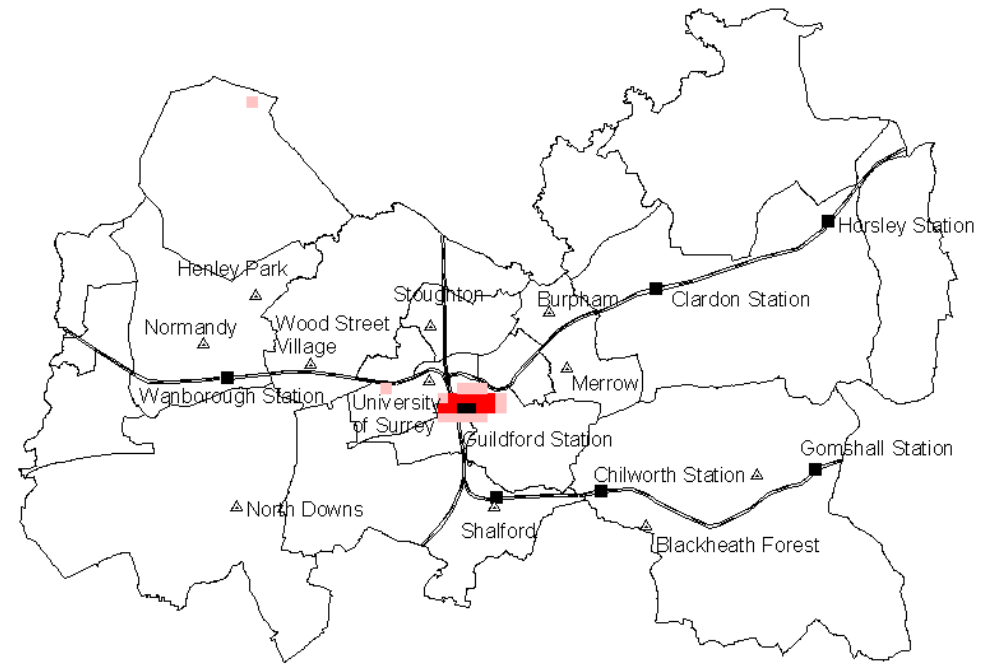
Post implementation period (1.00am – 2.59am)



d) Baseline period (3.00am – 4.59am)



Post implementation period (3.00am – 4.59am)



Violence against the person in or at licensed premises

The two Resource Targeting Tables (RTT) which follow show the number and percentage of violence against the person offences occurring in or at licensed premises. Premises are ranked in descending order of the number of offences. For more detailed information on each individual premise the reader is referred to the qualitative fieldwork and the findings in tables 6.2 and 6.3. Note that these tables do not account for differences in premise type, for example the capacity, the hours open (pub or nightclub hours for example), or whether the premise has been closed for any period. They relate to the absolute number of offences in an area, and those premises with the highest concentrations of offences irrespective of premise type, as these do have a direct impact on policing. More discussion of this is provided in the technical annex.

Table 2.5, which covers the baseline period, shows that almost 80 per cent of offences occurred at less than ten per cent of premises, indeed just one premise was responsible for 17 per cent of all offences. The top fifteen premises (15% of all premises) together accounted for over three quarters (85%) of all offences of violence against the person. At 44 per cent of premises, there were no recorded offences. Twelve of the top fifteen premises in the baseline also appeared in the top fifteen in the post implementation period.

Results from the post implementation period are displayed in table 2.6. The table shows that the share of the top fifteen premises dropped slightly to 79 per cent of all offences of violence against the person. As with the baseline, 44 per cent of premises had no recorded offences. It is interesting to note that the top three premises in both periods were the same, and also accounted for around 45 per cent of all offences in the baseline and post implementation periods. Five of the premises that were in the baseline top 15 that did not appear in the top 15 post implementation were closed for all or part of the post implementation period.

The evidence from these tables suggests that although there was some turnover of premises in the top 15, the top 15 in both periods accounted for a similar proportion of offences, while a similar proportion of premises in both periods had no offences recorded against them.

Figure 2.15 overleaf plots the hot spots of violence against the person for baseline and post implementation periods, along with the location of the top 15 premises in both periods. Unsurprisingly, almost all of the violence against the person hot spots occurred in the vicinity of premises in the top fifteen. There was just one hot spot in the baseline period (to the west of Wanborough) which did not contain any of the top 15 premises.

Table 2.5 Resource Targeting Table of recorded¹ violence against the person offences recorded in or at pubs bars and nightclubs in Guildford (baseline period)

Venue	Number of offences ²	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
A	86	1	86	1	17.4	1.0	17.4	1.0
B	80	1	166	2	16.2	1.0	33.7	2.0
C	60	1	226	3	12.2	1.0	45.8	2.9
D	51	1	277	4	10.3	1.0	56.2	3.9
E	34	1	311	5	6.9	1.0	63.1	4.9
F	21	1	332	6	4.3	1.0	67.3	5.9
G	18	1	350	7	3.7	1.0	71.0	6.9
H	16	1	366	8	3.2	1.0	74.2	7.8
I	12	1	378	9	2.4	1.0	76.7	8.8
J	12	1	390	10	2.4	1.0	79.1	9.8
K	8	1	398	11	1.6	1.0	80.7	10.8
L	6	1	404	12	1.2	1.0	81.9	11.8
M	5	1	409	13	1.0	1.0	83.0	12.7
N	5	1	414	14	1.0	1.0	84.0	13.7
O	5	1	419	15	1.0	1.0	85.0	14.7
3 to 4	34	9	453	24	6.9	8.8	91.9	23.5
1 to 2	40	33	493	57	8.1	32.4	100.0	55.9
0	0	45	493	102	0.0	44.1	100.0	100.0
	493	102	na	na	100.0	100.0	na	na

¹ Based on police recorded crime data using offences flagged in or at individual licensed premises

² These figures represent the sum of 2 years of baseline data

Top 15 (baseline period and post implementation period)

Table 2.6 Resource Targeting Table of violence against the person offences recorded¹ in or at pubs, bars and nightclubs in Guildford (post implementation period)

Venue	Baseline rank	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
A	1	55	1	55	1	19.4	1.0	19.4	1.0
B	2	54	1	109	2	19.1	1.0	38.5	2.0
C	3	17	1	126	3	6.0	1.0	44.5	2.9
E	5	17	1	143	4	6.0	1.0	50.5	3.9
H	8	12	1	155	5	4.2	1.0	54.8	4.9
F	6	12	1	167	6	4.2	1.0	59.0	5.9
P	>15	11	1	178	7	3.9	1.0	62.9	6.9
D	4	11	1	189	8	3.9	1.0	66.8	7.8
J	10	9	1	198	9	3.2	1.0	70.0	8.8
Q	>15	5	1	203	10	1.8	1.0	71.7	9.8
M	13	4	1	207	11	1.4	1.0	73.1	10.8
N	14	4	1	211	12	1.4	1.0	74.6	11.8
L	12	4	1	215	13	1.4	1.0	76.0	12.7
O	15	4	1	219	14	1.4	1.0	77.4	13.7
R	>15	4	1	223	15	1.4	1.0	78.8	14.7
2-3		34	16	257	31	12.0	15.7	90.8	30.4
1		26	26	283	57	9.2	25.5	100.0	55.9
0		0	45	283	102	0.0	44.1	100.0	100.0
		283	102	na	na	100.0	100.0	na	na

¹ Based on police recorded crime data using offences flagged in or at individual licensed premises


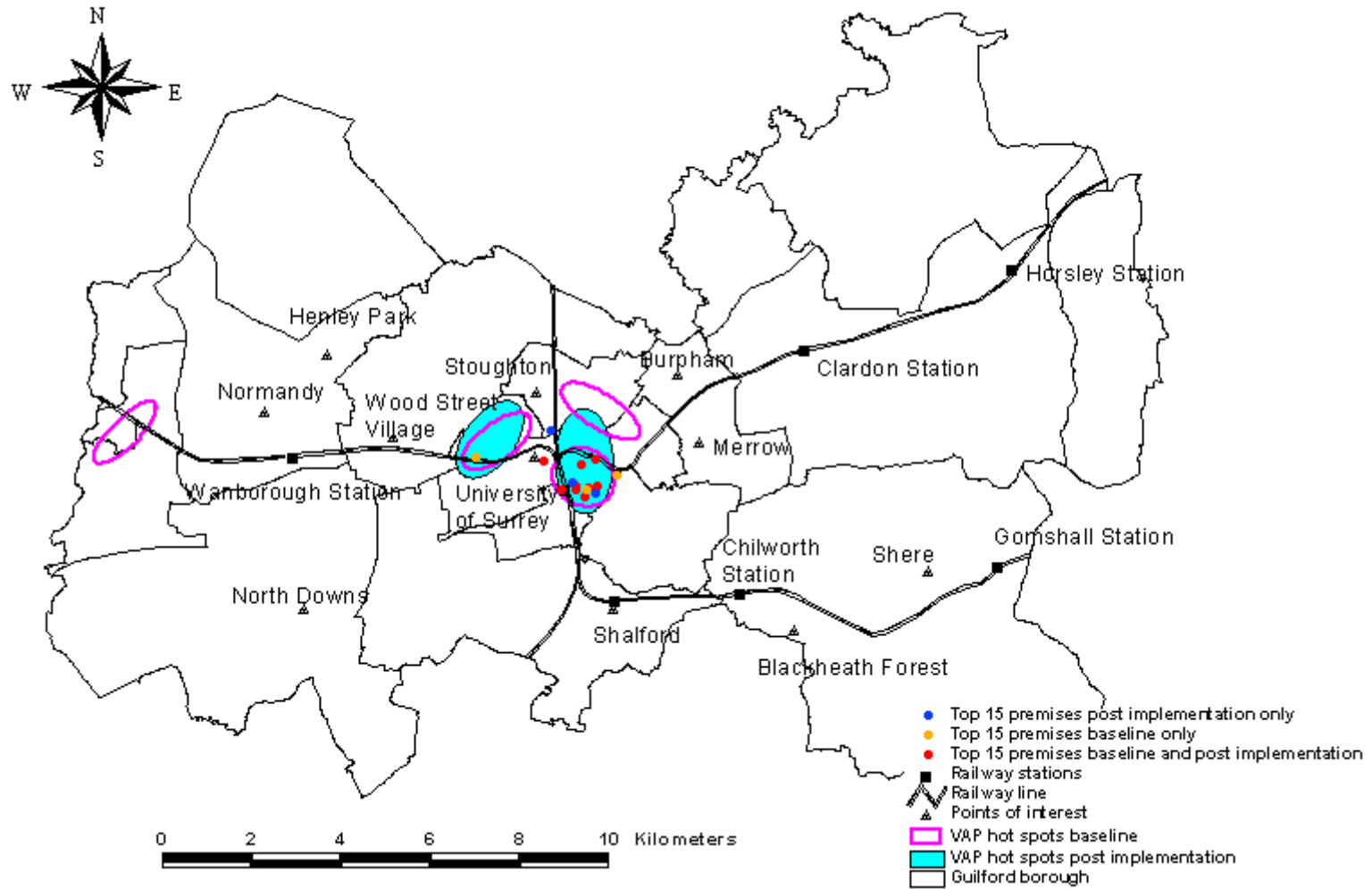
 Top 15 (baseline period and post implementation period)

Figure 2.15



Additional hours *used* and *applied for*

The fieldworkers collected information on the actual additional hours premises *used* as opposed to those that were applied for. Information on the hours *applied for* were provided by the local authority for each area in the licensed premises databases.

Table 2.7 presents information on premises visited by the fieldworkers during the qualitative part of the study. Six of the premises visited were in the top fifteen in both periods, one was in the top fifteen in the baseline only, and two were in the post implementation period only. Three premises were not in the top fifteen in either period (although most were in the top 30).

Only one premise did not apply for additional hours. Of the eight which did, four applied for nine or more hours. Premises do not, of course, always use the hours they apply for. In fact, none of the premises routinely used all of the hours applied for, and on average, premises used just 55 per cent of the extra hours.

Table 2.7 Profile of premises visited by fieldworkers in Guildford during post implementation interviews

	Weekly additional hours (applied for)	Weekly additional hours (used)	Percentage hours applied for used	Capacity	Violence against person offences (average baseline)	Violence against person offences (post implementation)
Q	10.0	4	40.0	-	1	5
S	6.0	2	33.3	-	3	1
T	10.0	4	40.0	180	1	1
C	missing	0	na	-	30	17
L	missing	3	na	-	3	4
G	6.5	5	76.9	260	9	1
U	0	0	na	-	1	1
N	16	13	81.3	150	3	4
A	8	6	75.0	-	43	55
R	16	13	81.3	-	0	4
D	8	5	66.7	-	26	11
H	5	1	20.0	-	16	12

	Top 15 Baseline and post
	Baseline only
	Post only

In order to make comparisons easier, premises were grouped into one of three categories according to the number of additional hours *used per week*: none; one to five, and six or more.

Table 2.8 examines crime by the additional hours premises *used*, at premises visited by the fieldworkers. This shows that at these premises there was a reduction in the overall number of violence against the person offences post implementation compared to the baseline (from 136 to 116). In terms of the percentage of offences, the 75 per cent of premises *using* no additional hours or between one to five hours accounted for 66 per cent of offences in baseline, decreasing to 46 per cent post implementation. Those *using* between six or more hours increased their share of offences from 34 per cent to 54 per cent. In other words there was a reduction post implementation in terms of violence against the person offences for those *using* 0 to five hours, while premises *using* six or more hours increased their share. Due to the data structures it is not simple to compare the time of day or day of week of crime directly with the time of day or day of week when premises extended their hours.

Table 2.8 Estimated additional hours *used* per week by premises visited by fieldworkers in Guildford and violence against the person offences (average baseline and post implementation periods)

Additional hours (used)	Number of premises	Violence against the person offences (average baseline)	Violence against the person offences (post implementation)
None	2	31	18
1 to 5	7	59	35
6 plus	3	46	63
Total	12	136	116

Additional hours (used)	Percentage of premises	Percentage of violence against the person	
		Average baseline	Post implementation
None	16.7	22.8	15.5
1 to 5	58.3	43.4	30.2
6 plus	25.0	33.8	54.3
Total	100.0	100.0	100.0

This analysis was repeated using the additional hours *applied for* at premises where this data was available. In Guildford there were 102 such premises. As baseline opening hours were not known, it was necessary to estimate the number of additional hours *applied for*, on the assumption that most pubs would have closed at 11.00pm and most clubs at 2.00am in the baseline period (traditional closing times). The difference between these traditional hours and the hours applied for post implementation was used to generate the number of additional hours *applied for*.

It is estimated that 34 per cent of premises applied for no additional hours, 48 per cent *applied for* between one and eight, while 18 per cent *applied for* nine or more. It can be seen from table 2.9, that the share of violence against the person offences in the three categories of premises changed very little between baseline and post implementation. There was no evidence to suggest that the estimated number of hours *applied for* impacted on the level of violence against the person offences recorded.

Table 2.9 Estimated additional hours *applied for* by all premises in Guildford and violence against the person offences (average baseline and post implementation periods)

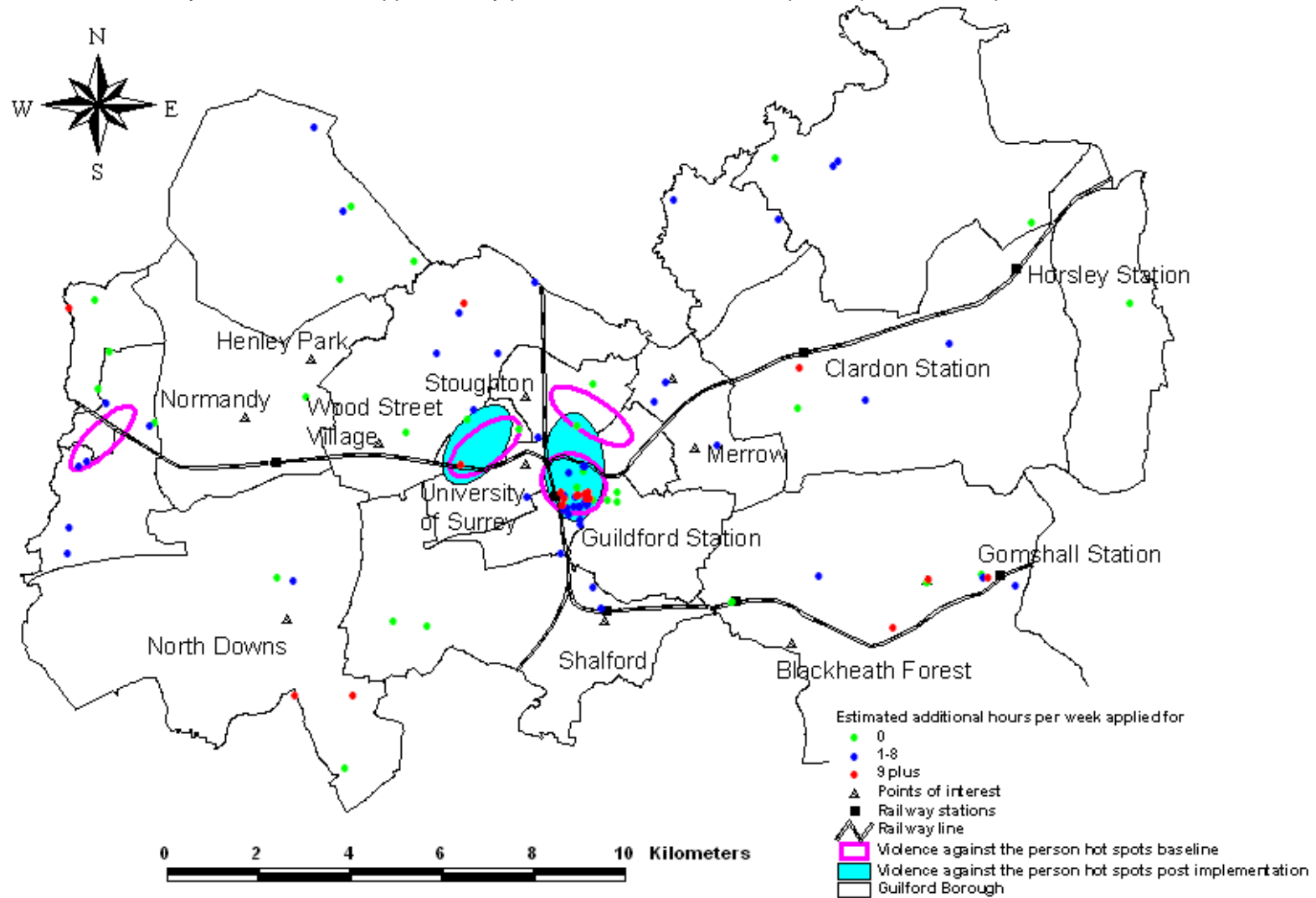
Additional hours (applied)	Number of premises	Violence against the person (average baseline)	Violence against the person (post implementation)
None	35	5	8
1 to 8	49	152	163
9 plus	18	31	37
Total	102	188	208

Additional hours (applied)	Percentage of premises	Percentage of violence against the person	
		Average baseline	Post implementation
None	34.3	2.7	3.8
1 to 8	48.0	80.9	78.4
9 plus	17.6	16.5	17.8
Total	100.0	100.0	100.0

The map in figure 2.16 plots the premises by the number of estimated additional hours applied for. Although there is some concentration in the city centre of premises which applied for additional hours; there is also significant inter-dispersal of these premises with premises which did not apply for extra hours. There is no evidence of new hot spots in areas where additional hours were applied for. There is a concentration of premises applying for additional hours evident in and around Guildford town centre.

Unfortunately the data structures make it very difficult to link changes in licensing hours to change in crime by location and time. The top 15 analysis uses recorded crime data (violence against the person offences) and extracts the premise name as a text field based on the number of times it appears (frequency). It is a complex process to link the frequencies generated on premise name back to the individual crime records to extract number of offences at each premise by time of day. It is suggested that future research here is necessary and that local authorities maintain a database of violence offences by premise which include the date and time of the offence, the name of the premise, and the premise opening hours at the time of the offence.

Figure 2.16 Estimated weekly additional hours applied for by premises in Guildford in the post implementation period



Accident and Emergency and ambulance data

Accident and emergency unit (A&E) data was provided for Guildford from January 2005 to the end of December 2006. Details of the information requested are provided in the technical annex Incidents of assault were extracted and analysed by month, by hour of the day/night and by age and gender. Ambulance call out data was not provided.

Distribution of incidents by month and year

These data were supplied for all times and all days of the week. Selecting just cases of assault and sub-setting the data to weekend nights only would have reduced the number of cases to a mere 177. This would have been too small for any meaningful analysis. Therefore, the decision was taken to retain all times of day and days of week but to create a sub set of assaults. This meant that there were 649 cases of A&E assault

The decision was also taken to use overall violence against the person offences as the contextual variable for drawing comparisons with the assaults since the latter covered all days and time periods. However, in the interests of consistency, weekend nightly violence against the person was also extracted and compared with overall violence against the person.

Caution must be exercised in comparing the results from the A&E data with those for police recorded crime. This is because the geographical areas covered by the A&E facility were not coterminous with police wards. Also, there are likely to be different interpretations of what constitutes violence against the person for police recording purposes and what constitutes an assault for A&E purposes.

In 2005, the volume of violence against the person was over four times higher than that of the A&E assaults. By 2006, this had risen to over seven times the volume (Table 2.10). This was brought about by a reduction of one third in the number of A&E assaults combined with a rise of just under ten per cent in the number of violence against the person offences in Guildford.

Table 2.10 Violence against the person and Accident and Emergency assault data in Guildford (January 2005 to December 2006)

Category	Baseline year January 2005 to December 2005	Post implementation January 2006 to December 2006	Percentage change baseline post implementation
Violence against the person	1780	1954	9.7
Assaults (A&E)	390	259	- 33.5
Ratio of violence against the person to A&E assaults	4.5	7.5	

The monthly distribution of A&E assaults appears in Table 2.11 and in Figure 2.17. Although the numbers are small it is clear that there was a consistent and sizeable reduction in assaults in each month from May 2006 onwards. This followed a period of increases in cases of A&E assault from January through April 2006.

Table 2.11 Accident and Emergency assault presentations in Guildford (January 2005 to December 2006)

	Year		
	2005	2006	Post implementation percentage change (monthly average)
January	29	37	27.6
February	15	38	153.3
March	34	38	11.8
April	24	39	62.5
May	39	12	-69.2
June	18	11	-38.9
July	44	13	-70.5
August	26	9	-65.4
September	38	18	-52.6
October	58	20	-65.5
November	34	16	-52.9
December	31	8	-74.2

Figure 2.17 Accident and Emergency assault data in Guildford (average monthly baseline periods and post implementation period)

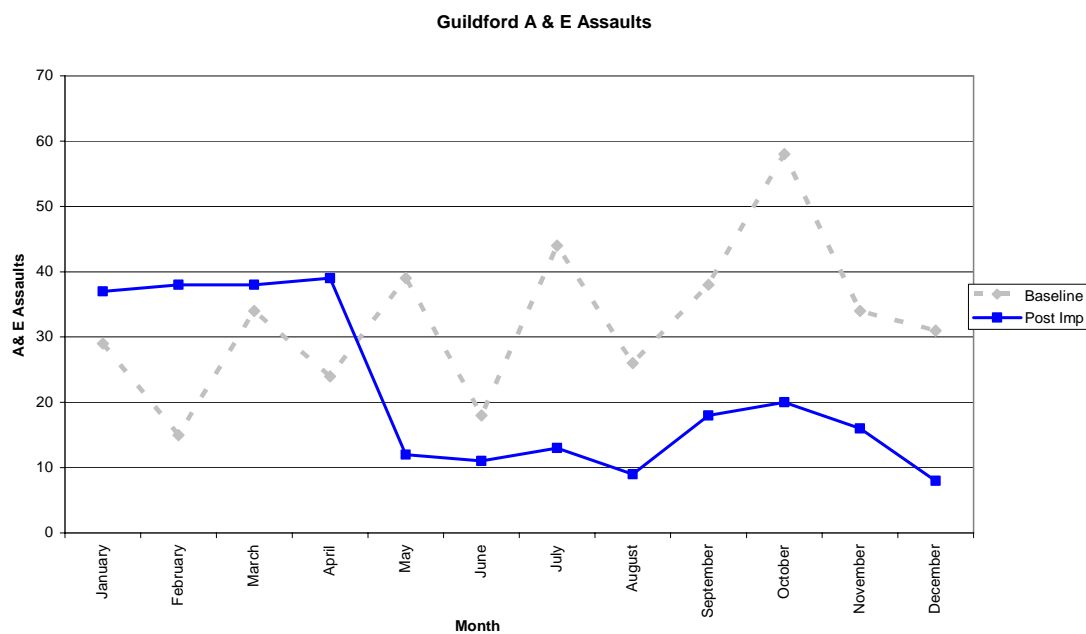


Figure 2.17 compares A&E assaults following the implementation of the Act with the mean totals in the previous calendar year. The baseline averages appear as a grey dotted line. The post implementation line was above the baseline until April 2006; it then dropped dramatically and remained markedly lower than the baseline until the end of that year. This pattern was very atypical of the case study areas and raises more questions than it answers. It either reflects a genuine reduction in assault patients presenting at A&E units or reflects changes in recording practices or other factors affecting the data set. With the data provided for this analysis, it was difficult to answer these questions.

Figure 2.18 Percentage change in Accident and Emergency assault data in Guildford (average baseline to post implementation period change)

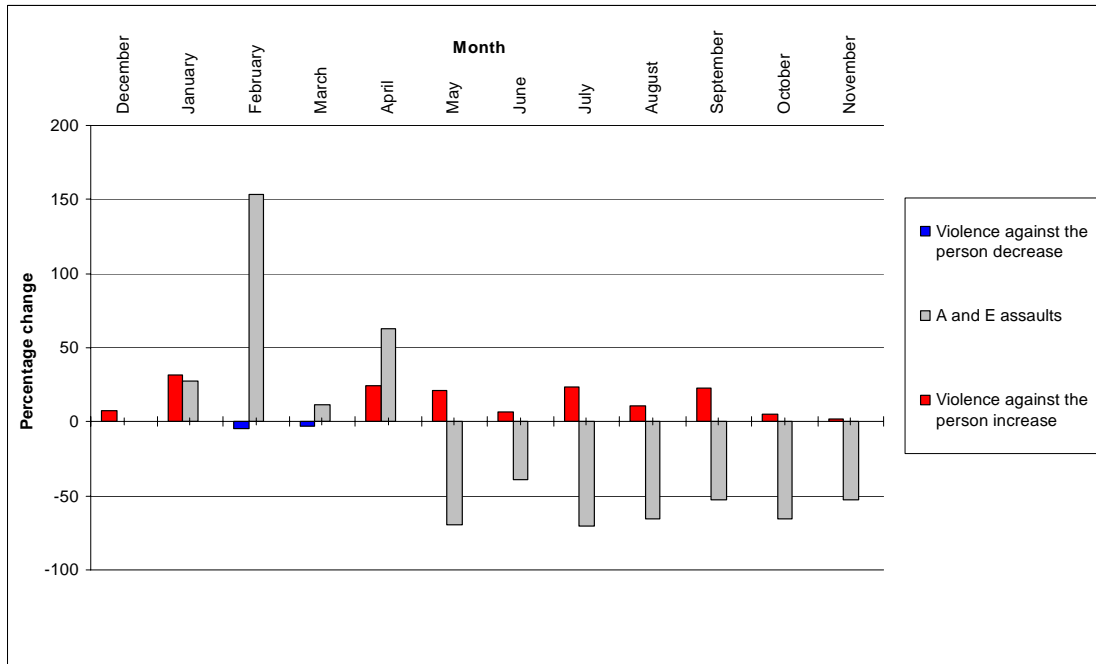


Figure 2.18 compares the monthly percentage change in A&E assaults (displayed in the grey bars) with that of violence against the person. The latter is shown in red where increased levels occurred compared with the same month in the previous year and in blue when a reduction has taken place.

The graph indicates that whilst assaults showed sizeable and sustained falls from May 2006 onwards, this was not reflected in overall violence against the person trends. However, these increases in violence against the person were modest and seemed to reduce to near zero in the later months of 2006.

Figure 2.19 Percentage change in violence against the person occurring at weekends and violence against the person overall in Guildford (average baseline to post implementation change)

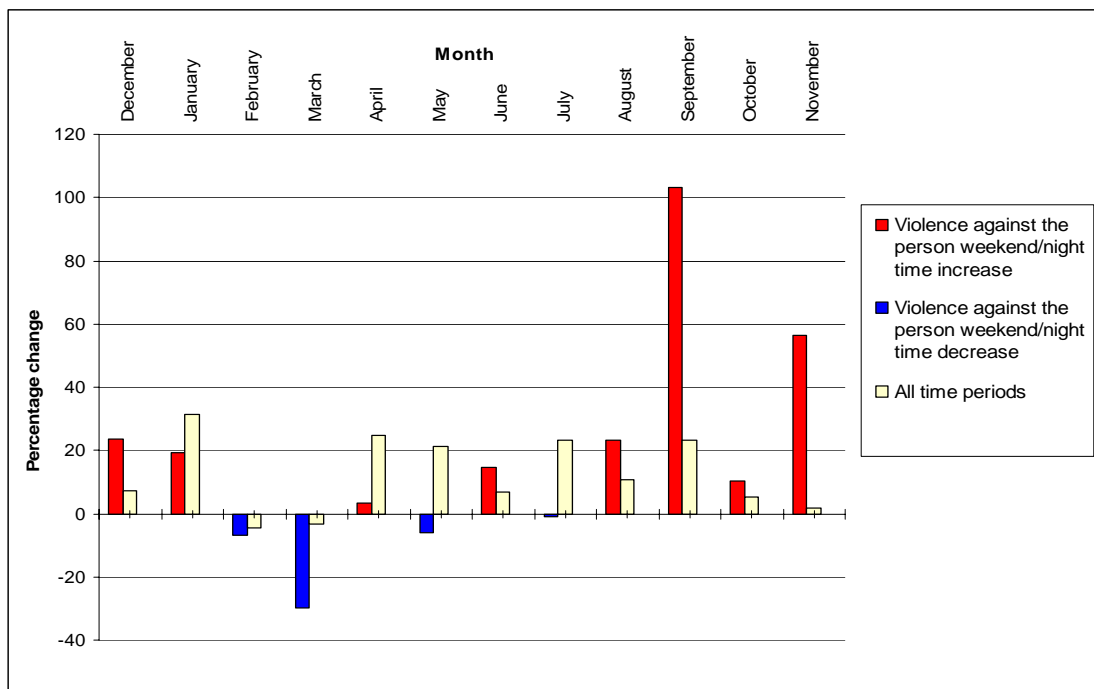


Figure 2.19 compares baseline and post implementation monthly changes in weekend evening violence against the person with changes for all violence against the person occurring in Guildford. The red and blue bars represent violence against the person on weekend nights and the clear white bars show changes in all violence against the person offences. Weekend violence against the person appeared to be more volatile than overall violence against the person, with greater increases occurring from August 2006 onwards compared with overall violence against the person. The contrast with the reduction in A&E assaults for most of 2006 is even more stark. These two data sets showed contradictory pictures.

Distribution of incidents by time of day

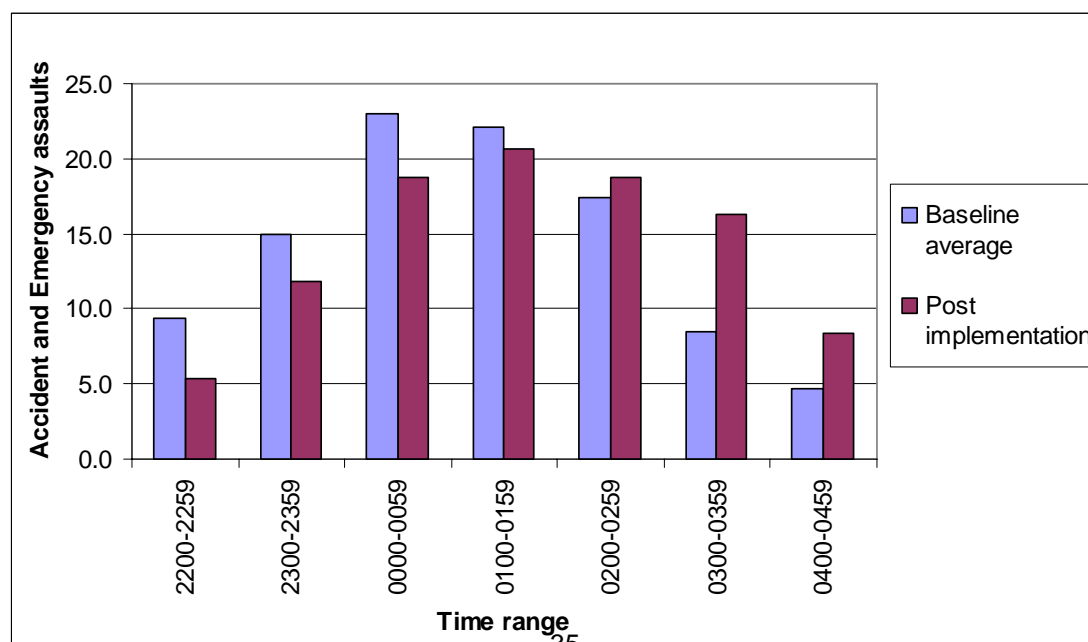
The timing of A&E assault presentations appears in Table 2.12. The results revealed that the number of assaults fell in each hour between 10.00pm and 1.59am. Changes in overall violence against the person were mixed; violence against the person fell between 10.00pm and 11.59pm but showed increases in every hour thereafter. The only hourly period in which violence against the person and A&E assaults saw changes in the same direction and of a similar magnitude was between 3.00am and 3.59am when they both rose substantially.

Table 2.12 Accident and Emergency assault data by time of day in Guildford (baseline and post Implementation periods)

Time of day	2005	Post implementation 2006	A&E percentage change	Violence against the person percentage change
2200-2259	20	11	-45.0	-10.2
2300-2359	32	24	-25.0	-15.2
0000-0059	49	38	-22.4	44.4
0100-0159	47	42	-10.6	23.6
0200-0259	37	38	2.7	93.9
0300-0359	18	33	83.3	108.2
0400-0459	10	17	70.0	4.3

The proportion of A&E assaults within each time band in the baseline and post implementation period are shown in Figure 2.20. This shows changes in the distribution of assaults throughout the week and weekends during the years in question. The post implementation period saw a greater proportion of these incidents concentrated in the early hours of the morning, most noticeably between 3.00am and 3.59am, but also between 4.00am to 4.59am.

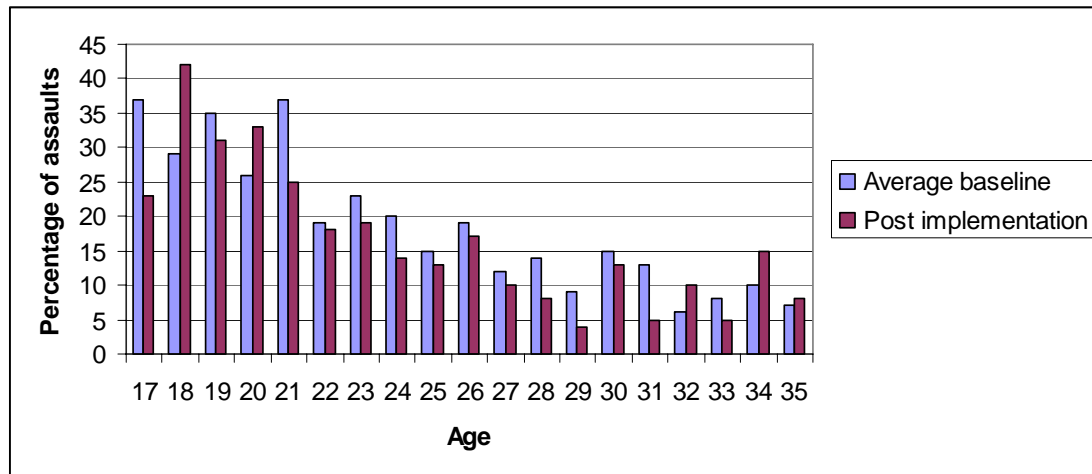
Figure 2.20 Percentage of Accident and Emergency assault data by time period in Guildford (average baseline and post implementation periods)



Victim profile

The age distribution of A&E assaults in Guildford is shown in Figure 2.21. Not surprisingly the picture was one of reductions in assaults across most ages although there were some exceptions. These were seen most noticeably amongst those aged 18, 20 and 34 - more of whom attended A&E than in the previous year.

Figure 2.21 Percentage of assaults in Guildford by age of victim (average baseline and post implementation)



Summary of findings: violence against the person

- There was a 12 per cent increase in levels of violence against the person offences between baseline and post implementation periods.
- With the exception of February and March, for each month of the post implementation period there were increases in violence against the person compared to the corresponding months in the baseline period. These increases were greater than 20 per cent during January, April, May, July and September.
- Violence against the person offences peaked just before the implementation of the Act, and declined at the time of its introduction, coinciding with the AMEC 3 initiative. Since then, violence against the person has been on an upward trend.
- Offences of violence against the person remained fairly constant, and at a high level, from around 8.00pm until 2.00am in the baseline and from 8.00pm until 3.00am post implementation.
- There was a shift in the distribution of violence against the person across time of day/night, with fewer offences post implementation in the six hours up to midnight, and more offences from midnight until 0500.
- During the post implementation period there was no evidence of any difference in the distribution of offences by day of week.
- There have only been marginal changes to the age and gender profile of victims of violence against the person. Similarly, there was little change to the distribution of offences of violence against the person where alcohol was flagged.
- Offences with domestic violence flags were committed mainly against females. For both the baseline and post implementation periods, females aged 20- 24 years were at most risk.
- Across the borough there were decreases in the proportion of violence against the person offences occurring between 9.00pm and midnight, and increases from midnight to 4.00am. The data are consistent with a temporal shift of offences from the hours around the baseline closing hours of 11.00pm to later in the night.
- Around 40 per cent of violence against the person offences occurred within the cluster area, and almost 20 per cent within 50m of licensed premises. There was no evidence of any considerable change over time in the location of violence against the person offences in relation to licensed premises.
- Although there was some turnover of premises in the top 15, in baseline and post implementation periods they accounted for a similarly high proportion of offences (85 and 79% respectively), while a similar proportion of premises (44%) in both periods had no offences recorded against them.
- Of the eight premises in the top 15 which applied for extra hours, on average they used 55 per cent of these hours. The 75 per cent of premises using no additional hours or between one to five hours accounted for 66 per cent of offences in the baseline period, decreasing to 46 per cent post implementation. Those using between six or more hours increased their share of offences from 34 per cent to 54 per cent
- Estimates of the number of hours applied for by all premises found that 34 per cent of premises applied for no additional hours, 48 per cent applied for between one and eight, while 18 per cent applied for nine or more. The share of violence against

the person offences in the three categories of premises changed very little between the baseline and post implementation periods.

- In 2005, the volume of violence against the person offences was over four times higher than that of A&E assaults. By 2006, this had risen to over seven times the volume. This was brought about by a reduction of one third on the number of A&E assaults combined with a rise of just under ten per cent in the number of violence against the person offences.
- The analysis of monthly distribution showed that there was a reduction in assaults in each month from May 2006 onwards (compared to the baseline period). However, this followed a period of increases between January and April 2006.
- In terms of time of day/night, the analysis revealed that the number of assaults fell in each hour between 10.00pm and 1.59am. Violence against the person was more mixed, with a fall between 10.00pm and 11.59pm, but increases in each hour thereafter. The only hourly period in which violence against the person and A&E assaults saw changes in the same direction/of the same magnitude was between 3.00am and 3.59am (where both increased substantially).
- The only significant change found was an increase in offences in the first six months of the post implementation period (see supplementary annex).
- There were four more serious offences post implementation (see supplementary annex).
- 10 of the 12 months registered increases in weekday violence against the person post implementation. The most common combination of change was for increases in both weekend and weekday violence against the person (see supplementary annex).
- The KDE synthesis maps showed reductions from 11.00am to 0.59am, and then increases from 1.00am to 2.59am, concentrated around the key drinking areas (see supplementary annex).

3. Criminal damage

Criminal damage includes crimes such as arson, damage and vandalism to buildings, vehicles and other property and threat or possession with intent to commit criminal damage.

Vandalism recorded by the British Crime Survey has fallen by 19 per cent since its high point in 1995. Between 2004/5 and 2005/06 both the British Crime Survey reported no significant change in criminal damage while police recorded figures showed a 1 per cent reduction. (Walker, Kershaw and Nicholas, 2006)

Nationally criminal damage offences tend to peak in the spring months then fall in the summer months followed by another peak in autumn. (Hird and Ruparel, 2007).

The findings of this analysis are supported by additional analysis presented in the supplementary annex which examines criminal damage using statistical tests of change from the baseline to post implementation, weekend and weekday offences, and synthesis maps of hot spot change by time of day. The results of this are detailed in the supplementary analysis, and also included in the summary findings at the start of this annex, and concluding sections of this annex. The reader is also referred to the final report that summarises the findings of all five case study areas.

Macro level

The following section compares the level of criminal damage across Guildford during the post implementation periods with baseline levels. Annual comparisons of offences show a steady decline from year 1 and year 2 in the baseline period (2329 and 2129 respectively). This was not continued through to the post implementation period as there was a slight increase (2215). During the baseline there was an average of 185 criminal damage offences per month in Guildford. This decreased by less than one per cent to 184 offences per month during the post implementation period.

Table 3.1 displays the number of criminal damage offences in Guildford by month and year, the blue shaded area represents the post implementation period. The percentage change figure is the change between the number of offences in each month during the post implementation period, and the average number of criminal damage offences in the two corresponding months from the two previous years in the baseline period. The table shows that the largest increase (45%) in criminal damage offences occurred in September, while February and June (both 19%) saw the largest reductions

Figure 3.1 shows the monthly rate of criminal damage (per 10,000 persons) in Guildford during the post implementation period (blue line). The average monthly rate of criminal damage for the baseline period is shown as a dotted grey line. The graph shows that overall criminal damage trends during the post implementation period closely reflected the baseline trends, with the same seasonal peaks (summer) and troughs (spring and autumn).

As noted above, the graph shows that the numbers of recorded criminal damage offences are lower in February in the post implementation period compared to the average in the corresponding month in the previous two years. However, in both the average baseline period and the post implementation period, the crime rate follows a similar, seasonal, pattern.

Figure 3.2 shows the percentage change between the average monthly frequency of criminal damage offences during the baseline period, and the monthly frequencies of such offences during the post implementation period. As overall levels of criminal damage did not change noticeably post implementation, it not surprising that there is no overall trend visible in the figure, with seven months showing (mostly small) increases and five months showing decreases compared to the baseline.

Table 3.1 Criminal damage monthly crime counts in Guildford (November 2003 to December 2006)

	Year				Post implementation percentage change (monthly average) ¹
	2003	2004	2005	2006	
January		199	168	186	1.4
February		202	167	150	-18.7
March		194	186	193	1.6
April		211	184	203	2.8
May		224	234	236	3.1
June		198	161	146	-18.7
July		171	164	139	-17.0
August		170	179	160	-8.3
September		170	134	221	45.4
October		207	235	202	-8.6
November		170	139	176	13.9
December	213	178	203	192	3.8

¹ Note: The baseline period is an average of the two year period 2004/2005

Figure 3.1 Criminal damage crime rates in Guildford (average monthly baseline and post implementation periods)

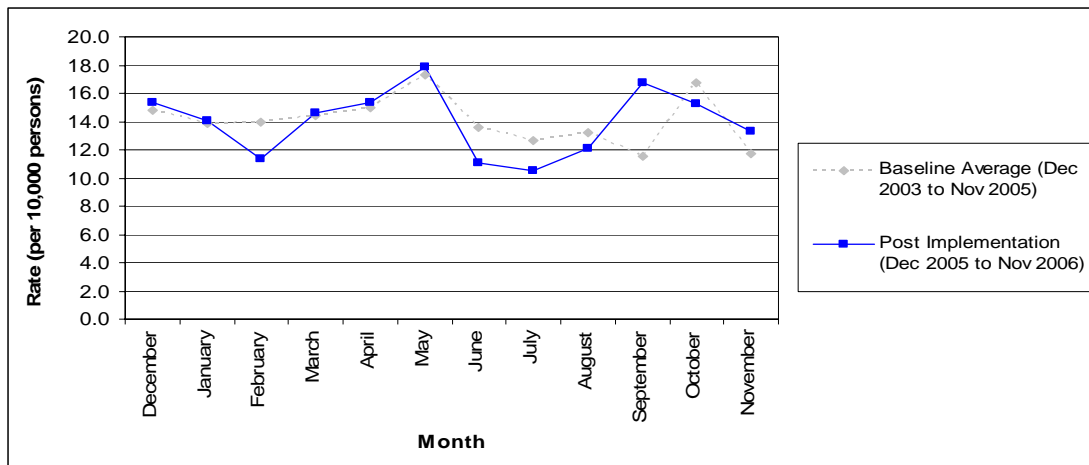
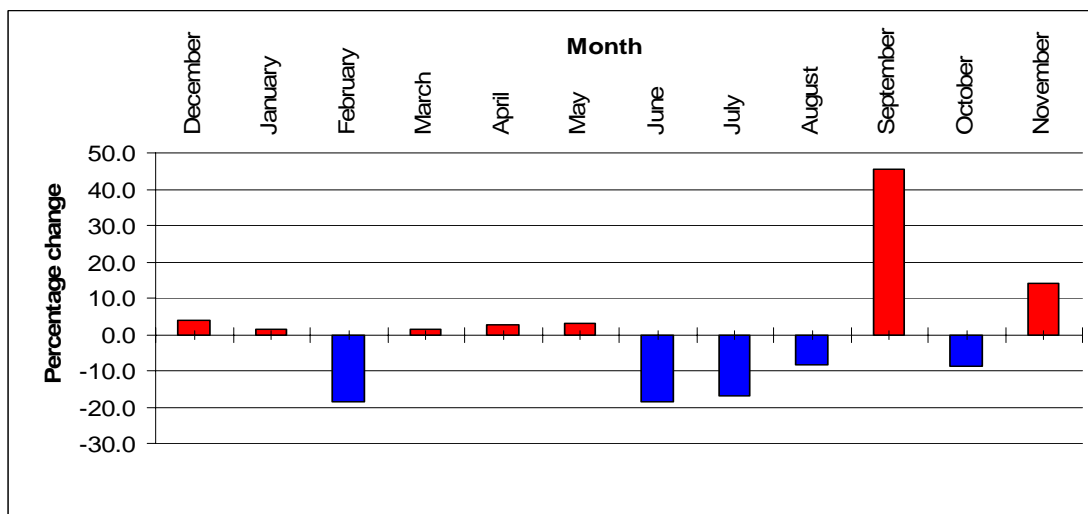


Figure 3.2 Percentage change in criminal damage offences in Guildford (average monthly baseline to post implementation period change)



Distribution of offences by time of day and day of week

This section examines whether the distribution of criminal damage offences across hours of the day and days of the week changed following the introduction of the Act. Table 3.2 displays the number of criminal damage offences by time of day for each of the three year periods examined. The average percentage change reflects the change between the average baseline period frequency of criminal damage offences (year one and year two for each time interval) and the frequency of such offences post implementation for each time interval.

The table shows that the distribution of offences in the post implementation period varies somewhat from the baseline period. In both the baseline and post implementation periods, the frequency of criminal damage offences tended to increase gradually throughout the morning, peaking between 5.00pm and 11.59pm before gradually declining until 8.00am the following morning. However, the number of offences post implementation was lower between 10.00pm and 11.59pm than in the baseline and higher in the period from midnight until 3.59am. There was a particularly large proportional increase (137%) in the number of offences occurring between midnight and 0.59am. This suggests that there may have been some temporal displacement of criminal damage offences to later in the evening.

Table 3.2 Criminal damage offences by time of day in Guildford (baseline and post implementation periods)

Time of day	Baseline year 1 frequency	Baseline year 2 frequency	Post implementation year 3 frequency	Percentage change (average baseline to post implementation period)
0900-0959	53	40	45	-3.2
1000-1059	38	34	32	-11.1
1100-1159	33	39	22	-38.9
1200-1259	71	55	45	-28.6
1300-1359	39	42	41	1.2
1400-1459	51	43	50	6.4
1500-1559	98	87	68	-26.5
1600-1659	127	102	96	-16.2
1700-1759	175	131	147	-3.9
1800-1859	245	213	201	-12.2
1900-1959	202	176	168	-11.1
2000-2059	195	139	172	3.0
2100-2159	140	144	134	-5.6
2200-2259	184	179	141	-22.3
2300-2359	151	201	142	-19.3
0000-0059	142	142	337	137.3
0100-0159	58	67	99	58.4
0200-0259	37	65	75	47.1
0300-0359	22	22	31	40.9
0400-0459	18	11	12	-17.2
0500-0559	7	12	12	26.3
0600-0659	12	12	13	8.3
0700-0759	22	25	22	-6.4
0800-0859	46	35	47	16.0

Figure 3.3 shows the percentage of criminal damage offences in each time interval for each year. For the baseline period this is averaged over the two year period. There is also a two month average trend line for each of the two time periods under consideration. A smoothed trend line (rolling average) is plotted for each of the two time periods examined.

This chart confirms that there have been some temporal changes in the distribution of criminal damage offences between the baseline and implementation periods. The two main differences between the periods occurred between 6.00pm and 11.59pm which saw a decrease in criminal damage offences compared to baseline, and between midnight and 4.59am, which saw an increase compared to baseline. Whereas offences of criminal damage peaked in the baseline period between 6.00pm and 6.59pm, in the post implementation period, this peak occurred between midnight and 0.59am. It is difficult to detect any change in criminal damage offence peaks by time of day post implementation. Note it is thought that the unusual increase post implementation from midnight to 0.59 is due to an error in the data rather than an actual change, as almost 65% of the criminal damage offences for this time interval are recorded as between 0.00 and 0.01. Midnight is often the default setting for unknown times (see the technical annex for more details).

Figure 3.3 Proportional changes to criminal damage offences by time period in Guildford (average baseline and post implementation periods)

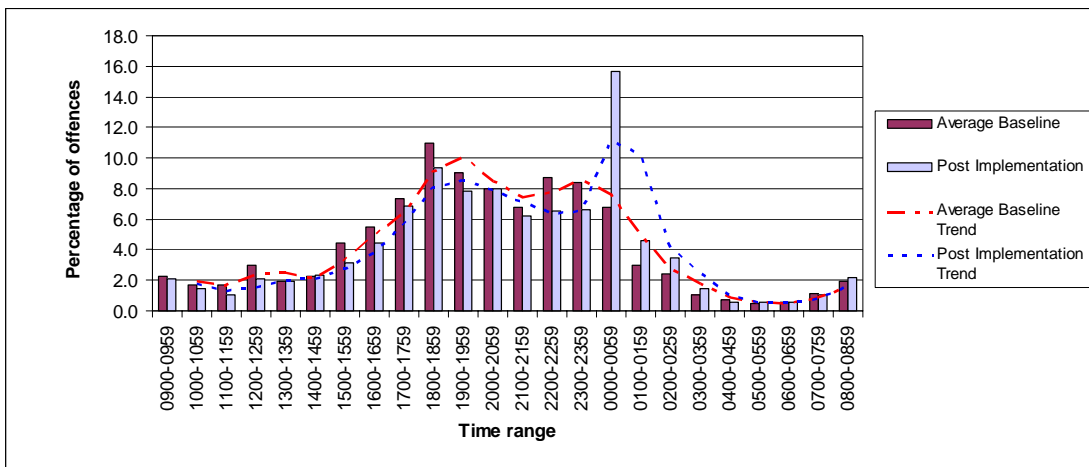
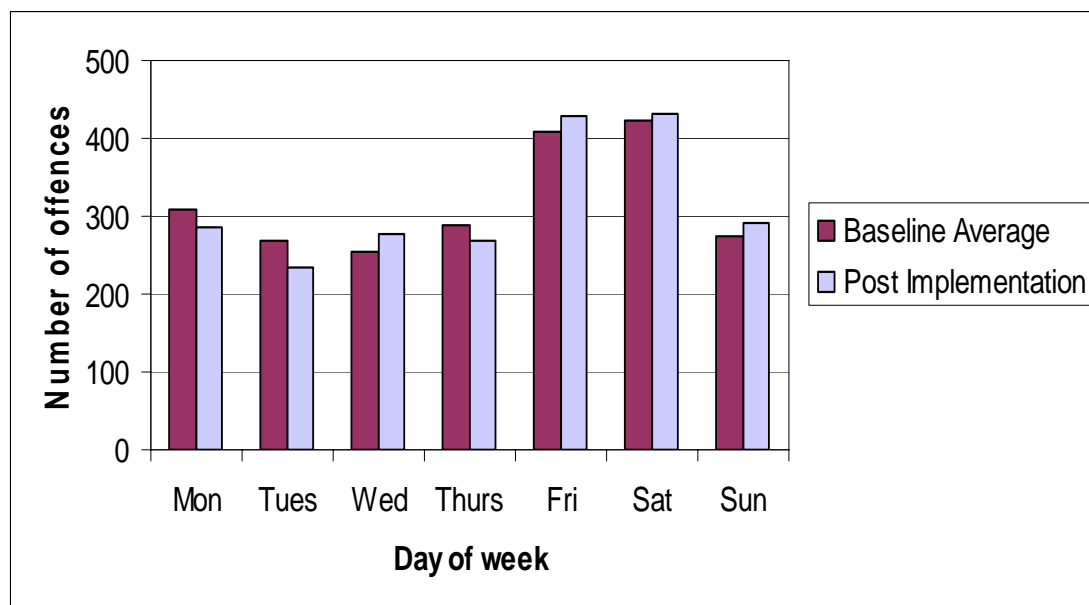


Figure 3.4 portrays the frequency of criminal damage offences by day of week for the baseline period and post implementation periods. The baseline period is an average for the two years. This shows that the overall distribution of offences was largely unchanged, Friday and Saturday both peak days for offences. There was a slight tendency in the post implementation period for offences of criminal damage to be more concentrated at the weekends.

Figure 3.4 Criminal damage offences by day of week in Guildford (average baseline and post implementation periods)



Meso and micro level

In order to examine the relationship between the location of licensed premises and the level of criminal damage the frequency of offences was examined for specifically defined zones within the case study area. These were 50m concentric buffer zones surrounding licensed premises (pubs, bars and clubs) and also cluster areas (areas with high densities of licensed premises). The methodology for constructing these zones is described in more detail in the technical annex. The frequency of criminal damage offences in each individual zone was calculated for the baseline period and post implementation period.

Table 3.3 shows the proportion of Guildford's criminal damage offences occurring in each of the zones during the two periods. The table shows that in both periods the zone within 50-100m of licensed premises accounted for just under 10 per cent of all criminal damage offences. Criminal damage was less concentrated around licensed premises than violence against the person; indeed the cluster area accounted for just 16 per cent of criminal damage offences, less than half of the proportion of violence against the person. Comparing the baseline and post implementation periods there was very little change in the proportion of criminal damage occurring in each of these zones.

Table 3.3 Proportional changes to criminal damage offences in the buffer zones and cluster area in Guildford (average baseline and post implementation periods)

	Area					Guildford borough
	Cluster	0-50m	50-100m	100-150m	150-200m	
Percentage baseline	16.1	5.7	9.0	6.1	5.0	100.0
Percentage post implementation	17.2	6.2	9.2	7.5	5.2	100.0
Proportional change	1.1	0.5	0.2	1.4	0.3	0.0

Daily distribution of criminal damage in specified zones

The frequency of criminal damage offences occurring in each zone was divided by time of day into twenty-four one hour time intervals. The percentage of offences in each time interval for the baseline period (average over two years), and also the post implementation period was then calculated. From this a percentage change could be generated for each time interval in each individual zone, from the average baseline to the post implementation periods. The result of this proportional change analysis is depicted in table 3.4. This table also includes volume change in addition to the proportional change that represents the actual change in numbers.

The table confirms that across Guildford and within each of the specified zones, changes to the daily distribution of criminal damage offences were marginal. Again note the change from midnight to 0.59 is thought to be due to a data recording error. In addition, a number of the changes to criminal damage that do exist occur during the day, at times when they are unlikely to be influenced by the new opening hours as a result of the Act. It is recommended that further contextual data, for example land use, be incorporated into future analysis to examine this further. Reasons why this has not been done in this research project are described in the final report and technical annex.

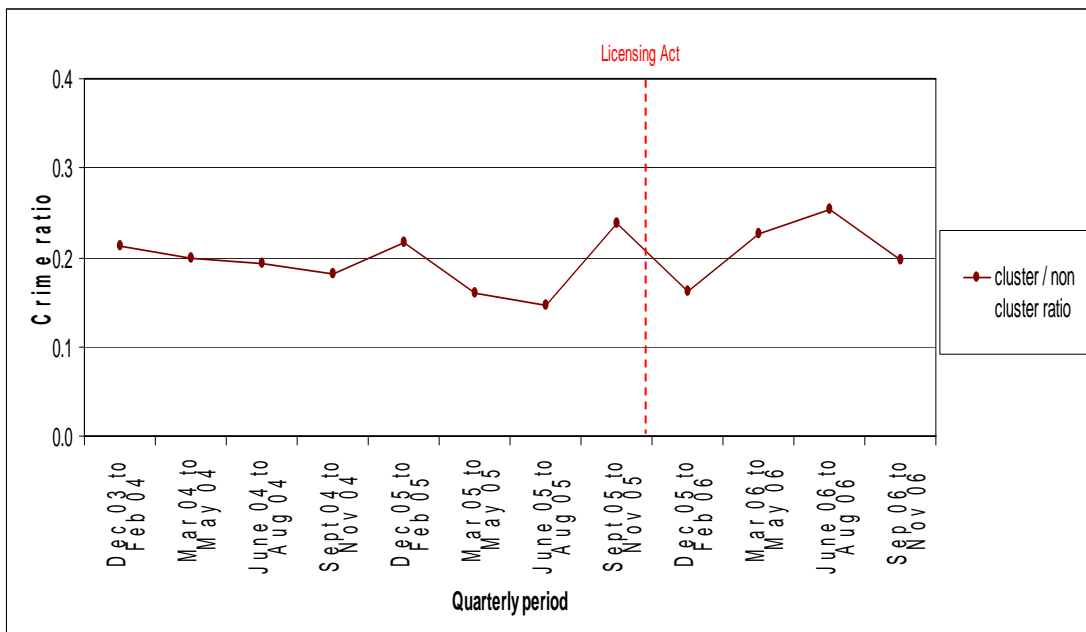
Table 3.4 Proportional changes to criminal damage offences by time of day and location in Guildford (average baseline and post implementation periods)

Time of day	Area											
	Cluster		0-50m		50-100m		100-150m		150-200m		Guildford borough	
	Proportion	Volume	Proportion	Volume	Proportion	Volume	Proportion	Volume	Proportion	Volume	Proportion	Volume
0900-0959	-0.8	-3	1.4	2	-0.1	0	-3.2	-4	-0.1	0	-0.1	-2
1000-1059	0.0	1	-0.1	0	-0.3	-1	-0.9	-1	3.1	4	-0.2	-4
1100-1159	-1.2	-4	-0.8	-1	-0.6	-1	-1.1	-1	-1.4	-2	-0.7	-14
1200-1259	-1.0	-3	-1.2	-2	-2.7	-5	0.2	1	-1.6	-2	-0.9	-18
1300-1359	-0.4	-1	-0.8	-1	-0.4	-1	-0.5	-1	-0.5	-1	0.0	1
1400-1459	-1.3	-5	-1.6	-2	1.6	4	-0.7	-1	2.2	3	0.1	3
1500-1559	-1.1	-3	-2.6	-3	-2.0	-4	0.6	2	-2.5	-3	-1.3	-25
1600-1659	-0.2	1	-0.7	-1	-2.3	-4	-0.3	1	-2.9	-3	-1.0	-19
1700-1759	0.1	2	-0.2	1	-0.8	-1	0.8	4	0.1	1	-0.5	-6
1800-1859	0.2	3	-1.0	0	2.2	6	-4.6	-4	-2.4	-2	-1.6	-28
1900-1959	0.9	5	-2.4	-3	0.5	2	-1.0	1	-1.4	-1	-1.2	-21
2000-2059	-1.9	-6	0.6	2	-0.7	-1	-3.7	-3	2.9	4	0.0	5
2100-2159	-2.0	-6	-1.5	-2	2.0	5	3.4	7	-0.9	-1	-0.6	-8
2200-2259	-3.0	-10	-3.4	-4	-3.0	-5	3.1	7	-7.4	-8	-2.1	-41
2300-2359	-2.8	-9	-5.2	-6	-5.3	-10	-7.6	-9	-1.7	-1	-1.8	-34
0000-0059	6.6	27	9.4	14	5.2	11	6.3	13	-0.2	1	8.9	195
0100-0159	1.3	6	2.4	4	1.5	4	2.0	5	14.2	16	1.6	37
0200-0259	0.2	2	2.9	4	3.6	8	1.7	4	-1.3	-1	1.0	24
0300-0359	2.6	10	3.0	4	1.7	4	1.6	3	-1.9	-2	0.4	9
0400-0459	0.1	1	0.7	1	-0.3	-1	1.5	3	-0.5	-1	-0.1	-3
0500-0559	0.9	4	0.7	1	-0.3	-1	1.2	2	-0.5	-1	0.1	3
0600-0659	0.8	3	1.1	2	-0.5	-1	0.6	1	0.4	1	0.0	1
0700-0759	0.9	4	0.7	1	-0.3	-1	-0.5	-1	3.5	4	-0.1	-2
0800-0859	1.0	4	-1.2	-2	1.2	3	1.2	3	0.8	1	0.2	7

Proportion of criminal damage in the cluster area

Figure 3.5 plots the criminal damage ratio produced by dividing the monthly counts of offences in the cluster area with counts outside the cluster area. The graph illustrates that across the period of analysis the proportion of Guildford's criminal damage occurring within the cluster fluctuated somewhat in the second year of the baseline, and continued to do so post implementation. The graph does not suggest that the introduction of the Act had an impact on the proportion of offences occurring within the area with a high concentration of licensed premises.

Figure 3.5 Criminal damage crime ratio in Guildford (December 2003 to November 2006)



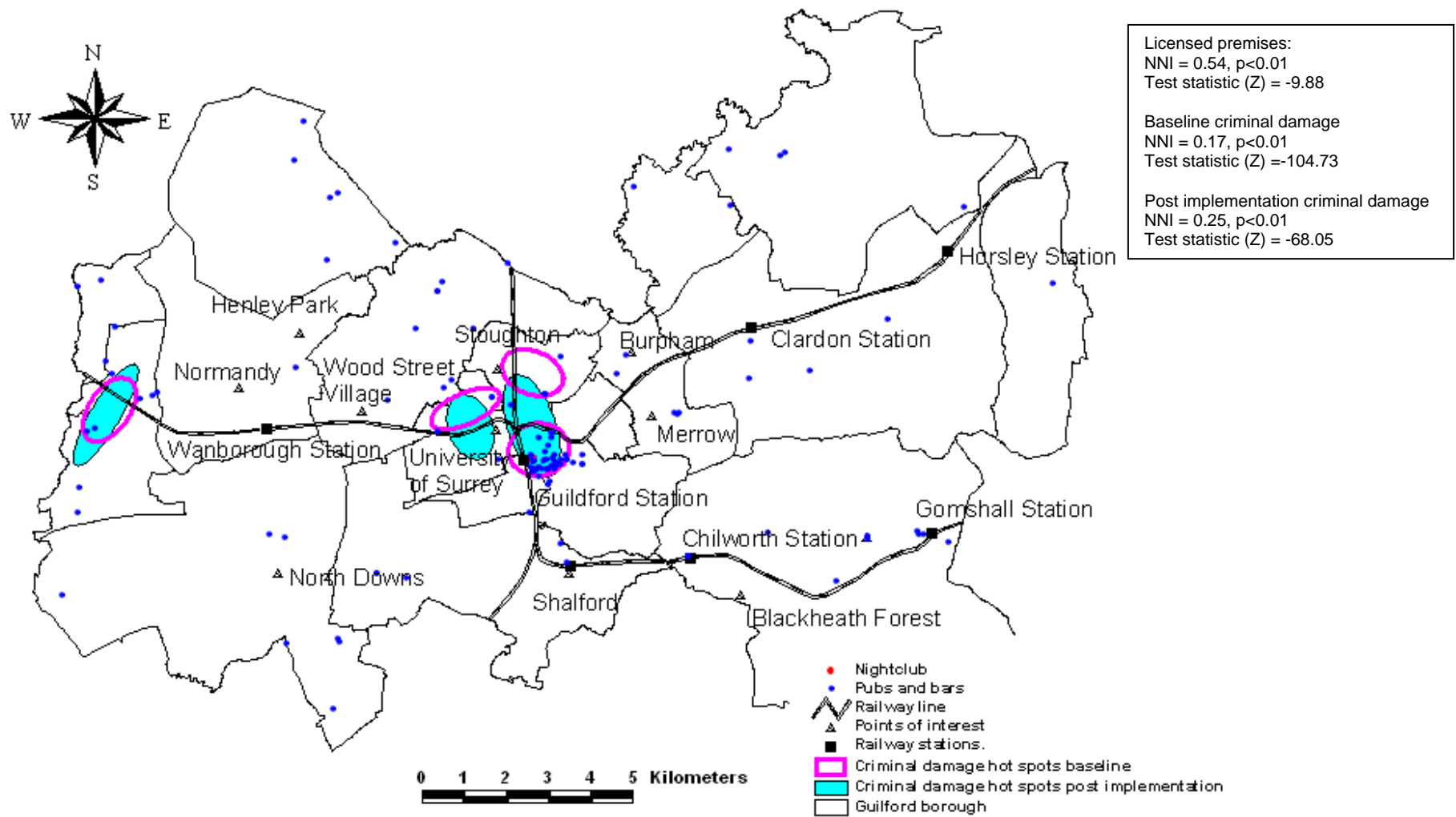
Geographical distribution of criminal damage

The NNI statistic (described in the technical annex) shows that there is evidence of clustering in the criminal damage data, above the clustering exhibited by premises themselves, and that hot spot analysis is an appropriate technique to use.

Figure 3.6 maps the NNHC hot spots (see technical annex) in Guildford borough both in the baseline and post implementation periods. The ellipses on the map are generated statistically and represent hot spots of criminal damage. The purple ellipses represent the baseline and the blue ones the post implementation period. These hot spots do not account for the timing of the offences, but consider the overall concentration of offending over the period.

It can be seen that the hot spots remained very stable and that they are concentrated around the centre of Guildford, with one hot spot to the west of Wanborough. The distribution of criminal damage hot spots is similar to those for violence against the person.

Figure 3.6 Criminal damage hot spots (NNHC) in Guildford (average baseline and post implementation periods)



The maps which follow in Figure 3.7 show criminal damage hot spots by time of day. KDE (explained in the technical annex) is used to derive hot spots. The timing of offences has been grouped into four periods, namely 9.00pm to 10.59pm, 11.00pm to 0.59am, 1.00am to 2.59am and 3.00am to 4.59am. For each of the pairs of maps, the left hand side represents the baseline period, while the right hand side represents the post implementation period.

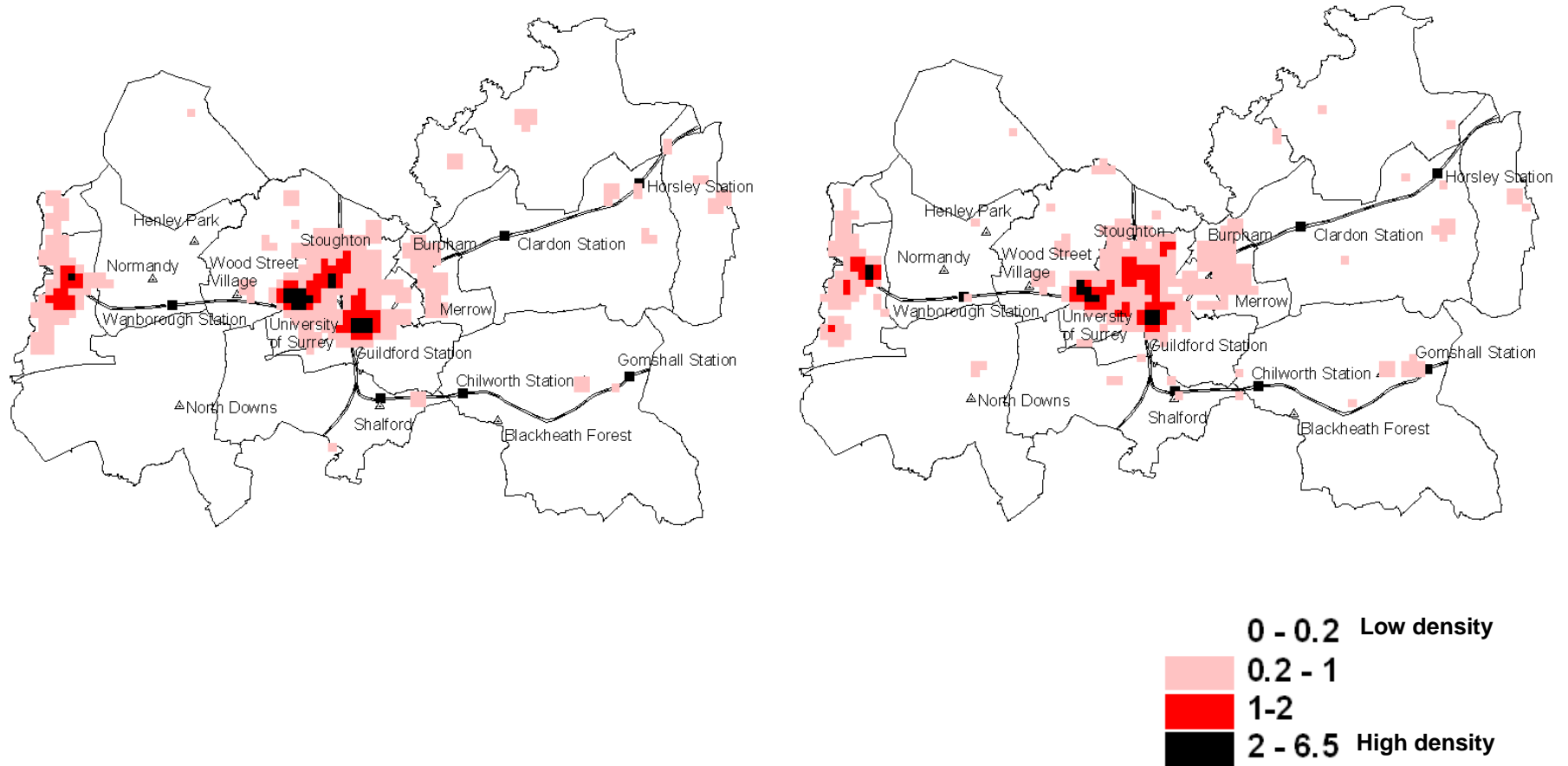
The overall pattern is similar for baseline and post implementation for most of the time periods, although there are a number of small changes. In the period 9.00pm to 11.00pm the intensity of criminal damage around Guildford itself had decreased in the post implementation period. However, from 11.00pm to 1.00am, the intensity of criminal damage increases in Guildford in the post implementation period compared to baseline. From 1.00am onwards, criminal damage declines, with no marked differences between baseline and post implementation.

Taken together, these results do not suggest that there has been any considerable change in the location of criminal damage offences in Guildford between the baseline and post implementation periods.

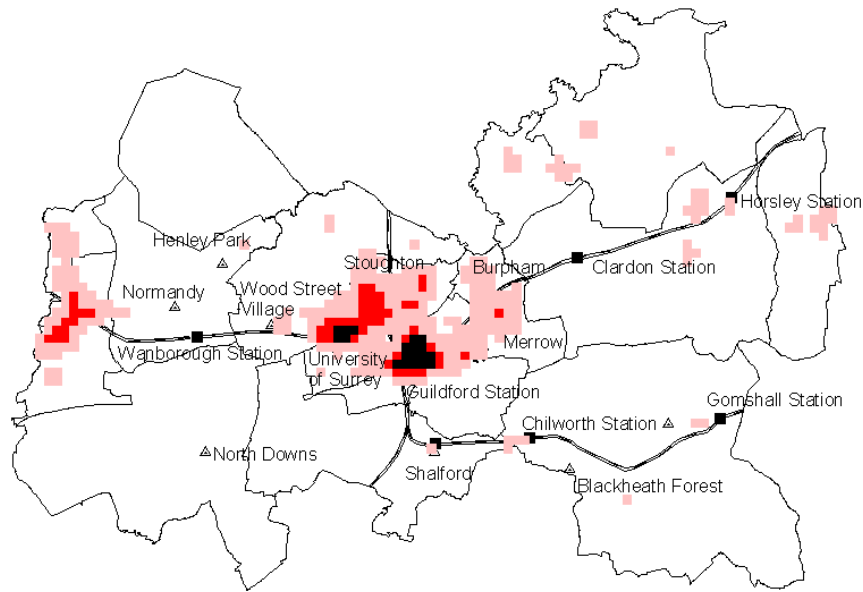
Figure 3.7 Criminal damage hot spots (KDE) by time of day in Guildford (average baseline and post implementation periods)

a) Baseline period (9.00pm - 10.59pm)

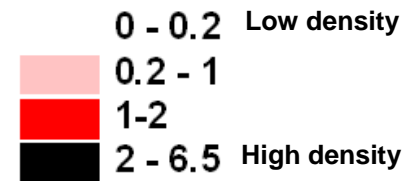
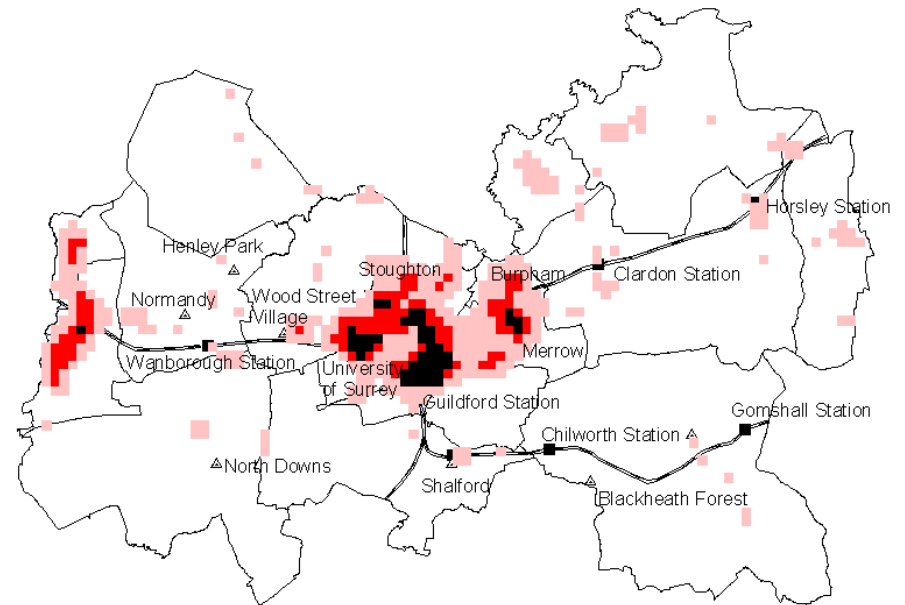
Post implementation period (9.00pm - 10.59pm)



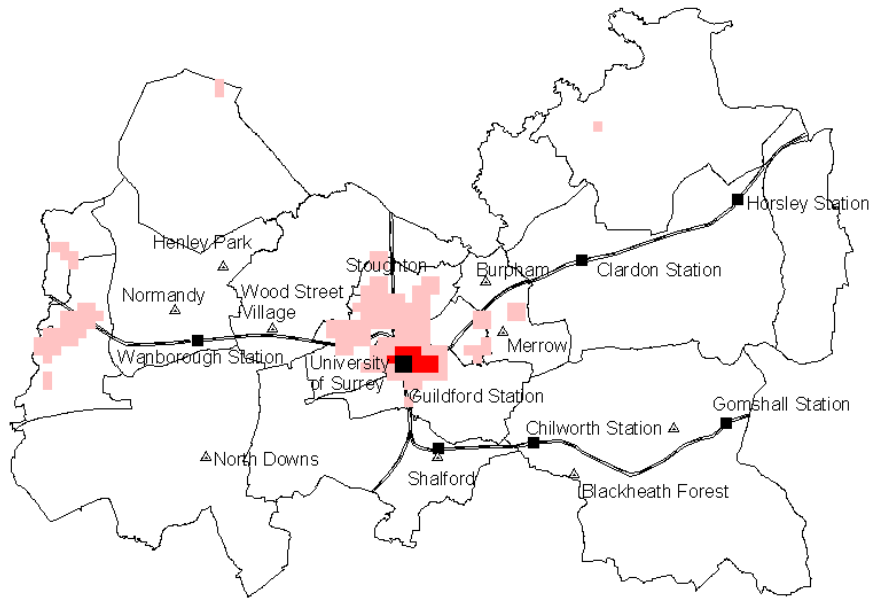
b) Baseline period (11.00pm - 0.59am)



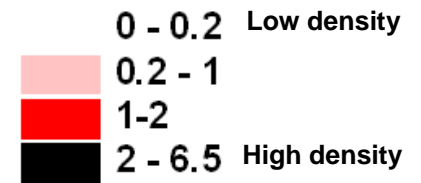
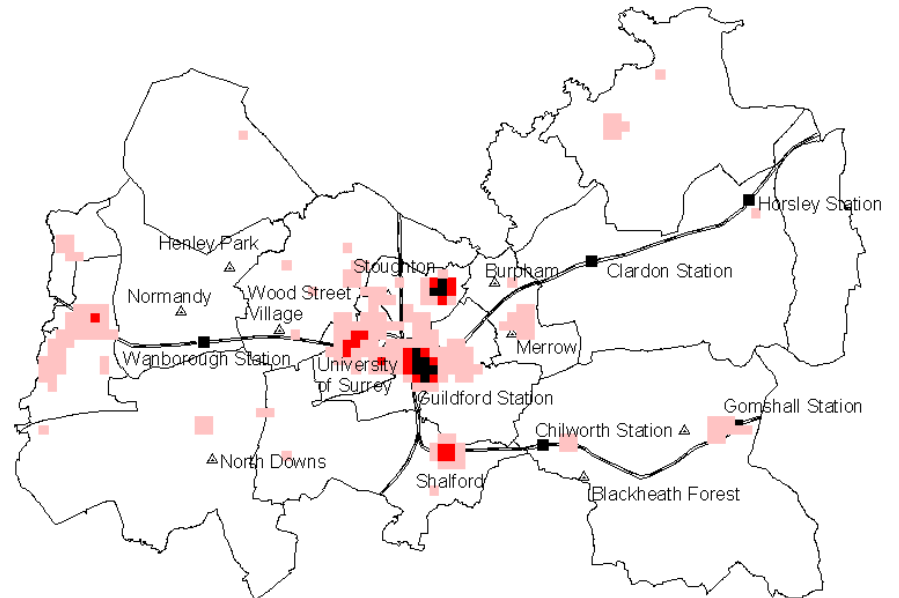
Post implementation period (11.00pm - 0.59am)



c) Baseline period (1.00am - 2.59am)

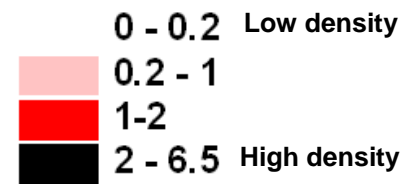
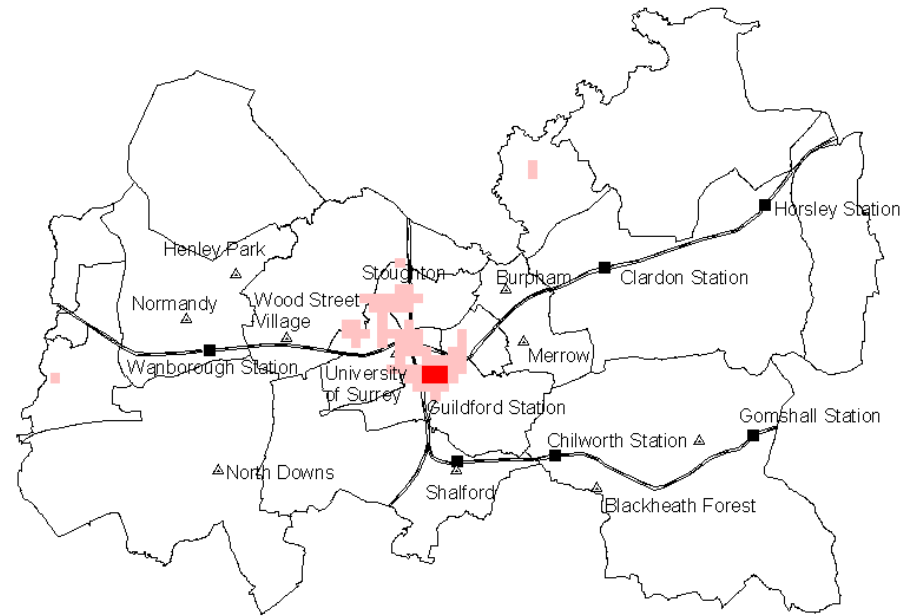
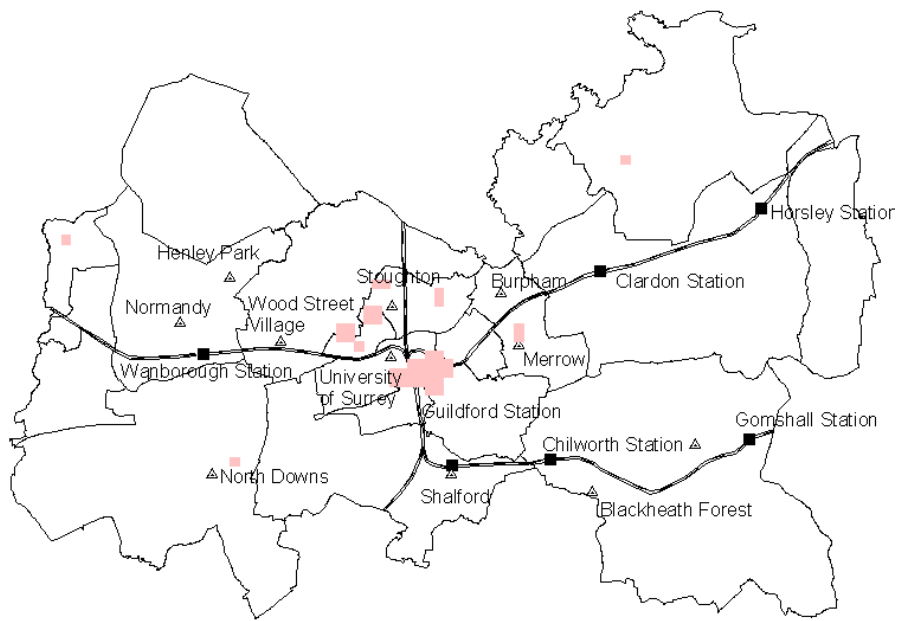


Post implementation (1.00am - 2.59am)



d) Baseline period (3.00am - 4.59am)

Post implementation (3.00am - 4.59am)



Summary of findings: criminal damage

- Overall levels of criminal damage post implementation and baseline were very similar and the trends during the post implementation period reflected the baseline trends, with the same seasonal peaks and troughs.
- The distribution of offences across time of day in the post implementation period varies somewhat from the baseline. The number of offences post implementation was lower between 10.00pm and 11.59pm and higher in the period from midnight until 3.59am. This suggests there has been some temporal displacement of criminal damage offences to later in the evening.
- The overall distribution of offences by day of week was largely unchanged, with Friday and Saturday both peak days for offences. There was a slight tendency in the post implementation period for offences of criminal damage to be concentrated at the weekends.
- Criminal damage was less concentrated around licensed premises than violence against the person; the cluster area accounted for just 16 per cent of criminal damage offences. Comparing the baseline and post implementation periods there was very little change in the proportion of criminal damage occurring in each of the buffer zones.
- The results of hot spot analysis do not suggest that there has been any considerable change in the location of criminal damage offences in Guildford between the baseline and post implementation periods. However, there was a tendency for offences to occur later in the evening post implementation.
- The only significant change found was a reduction in the first six months of the baseline period (see supplementary annex).
- In 7 of the 12 months post implementation criminal damage fell during at weekdays whilst rising at weekends (see supplementary annex).
- The KDE synthesis maps showed some reductions from 9.00pm to 10.59pm, and increases from 1.00am to 2.59am that corresponded with the key drinking areas (see supplementary annex)

4. Sexual offences

Sexual offences include sexual assault, rape and gross indecency. Not all sexual offences are violent. Analysis of police recorded crime data (Walker, Kershaw and Nicholas, 2006) has found that:

- The number of police recorded sexual offences in England and Wales changed little between 2004/05 and 2005/6 (from 62,084 offences to 62,081)
- The number of police recorded indecent assaults declined by seven per cent between 2004/05 and 2005/06
- The number of police recorded rapes increased by three per cent between 2004/05 and 2005/06
- Sexual offences follow seasonal patterns with a large peak in the summer (Hird and Ruparel, 2007).

It is important to note that the number of sexual offences reported are relatively low (compared to violence against the person and criminal damage offences). Thus the analysis could not be performed at areas smaller than the macro level, and care should also be taken in interpreting the findings due to small numbers.

Macro level

The following section compares the level of sexual offences in Guildford during the baseline and post implementation periods. During the baseline period an average of 9.8 sexual offences per month were recorded by the police, in the post implementation period this had decreased to 6.4 per month.

Table 4.1 displays the number of sexual offences in Guildford by month and year, and the blue shaded area represents the post implementation period. The percentage change figure is the change between the number of offences in each month during the post implementation period, and the average number of offences in the two corresponding months from the two previous years in the baseline period. It should be noted that, as the monthly counts of sexual offences are small, expressing change in percentages may appear to inflate trends. The table shows that overall, the number of police recorded sexual offences occurring in Guildford had decreased compared to the baseline period. However this was not the case for all months. In March, October, November and December there were increases in the numbers of sexual offences compared to the corresponding months of the baseline period.

Figure 4.1 shows the monthly rate of sexual offences in Guildford (per 10,000 persons) during the post implementation period (blue line). The average monthly rate of sexual offences for the baseline period is shown as a dotted grey line. This shows that trends in recorded sexual offences during the post implementation period did not follow the same pattern as the baseline period. While both periods saw fluctuations in the monthly rate of offences, there was no obvious seasonality to the figures.

Figure 4.2 shows the percentage change between the average monthly frequency of sexual offences during the baseline period, and the monthly frequencies of such offences during the post implementation period. With the exception of October, November, December, and March, the rate of sexual offences during the post implementation period was lower than corresponding months in the baseline period. The largest decrease was in May, while the largest increase was seen in December.

Table 4.1 Sexual offences monthly crime counts in Guildford (November 2003 to December 2006)

	Year				Post implementation percentage change (monthly average) ¹
	2003	2004	2005	2006	
January		11	20	7	-54.8
February		3	7	3	-40.0
March		5	16	14	33.3
April		7	9	5	-37.5
May		17	8	3	-76.0
June		16	10	7	-46.2
July		16	13	5	-65.5
August		8	14	6	-45.5
September		6	9	6	-20.0
October		5	6	6	9.1
November		3	7	10	100.0
December	8	4	14	5	133.0

¹ Note: The baseline period is an average of the two year period 2004/2005

Figure 4.1 Sexual offences crime rates in Guildford (average monthly baseline and post implementation period)

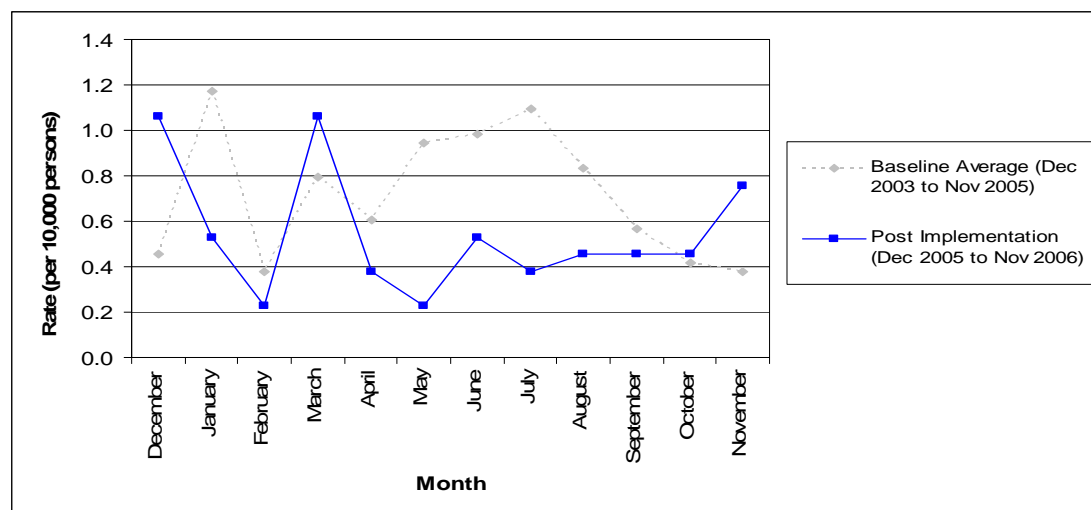
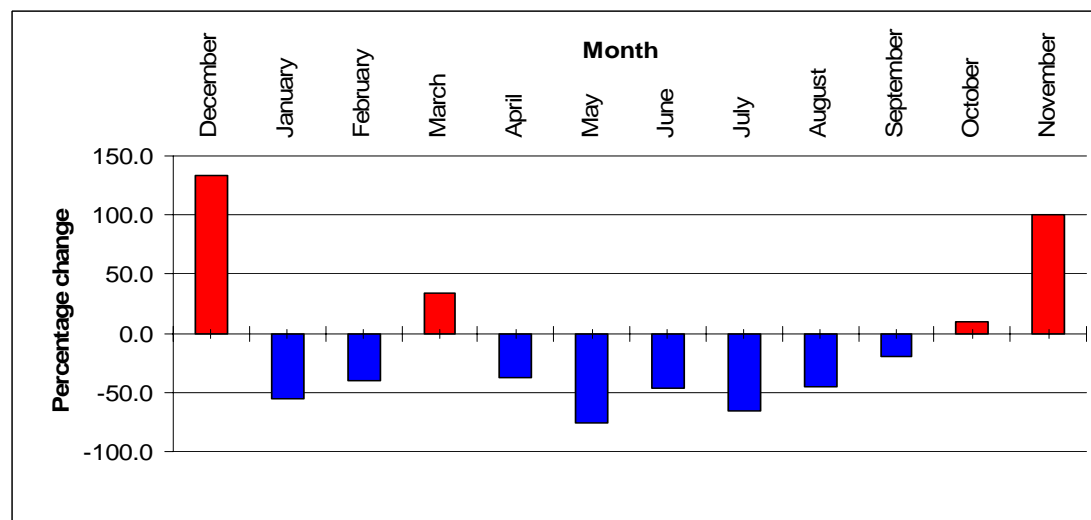


Figure 4.2 Percentage change in sexual offences in Guildford (average monthly baseline to post implementation period change)



Distribution of offences by time of day and day of week

Table 4.2 displays the number of sexual offences by time of day for each of the three year periods examined. The average percentage change reflects the change between the average baseline frequency of sexual offences (year one and year two for each time interval) and the frequency of such offences post implementation for each time interval.

The table shows that there is considerable fluctuation in the distribution of recorded sexual offences between the baseline and post implementation periods. Given the very small numbers in most cells, it is not meaningful to draw any conclusions from these data.

Table 4.2 Sexual offences by time of day in Guildford (baseline and post implementation periods)

Time of day	Baseline year 1 frequency	Baseline year 2 frequency	Post implementation year 3 frequency	Percentage change (average baseline to post implementation period)
0900-0959	1	3	3	50.0
1000-1059	2	3	2	-20.0
1100-1159	4	1	2	-20.0
1200-1259	2	4	3	0.0
1300-1359	4	3	1	-71.4
1400-1459	4	6	2	-60.0
1500-1559	7	7	4	-42.9
1600-1659	8	8	4	-50.0
1700-1759	4	3	4	14.3
1800-1859	9	3	5	-16.7
1900-1959	6	10	1	-87.5
2000-2059	4	8	5	-16.7
2100-2159	1	10	2	-63.6
2200-2259	4	8	3	-50.0
2300-2359	4	7	6	9.1
0000-0059	11	11	10	-9.1
0100-0159	4	5	6	33.3
0200-0259	2	2	7	250.0
0300-0359	5	0	3	20.0
0400-0459	0	2	2	100.0
0500-0559	0	2	0	-100.0
0600-0659	0	1	3	500.0
0700-0759	0	1	2	300.0
0800-0859	3	4	1	-71.4

Figure 4.3 shows the percentage of sexual offences in each time interval for each year. For the baseline period this is averaged over the two year period. A smoothed trend line has been plotted for each of the two periods.¹ A comparison of the two trend lines shows the quasi-random fluctuation in the number of offences year on year in different time periods. It is difficult to detect any changes to the peaks of sexual offences by time of day post implementation

¹ Two month rolling average

Figure 4.3 Proportional changes to sexual offences by time of day in Guildford (average baseline and post implementation periods)

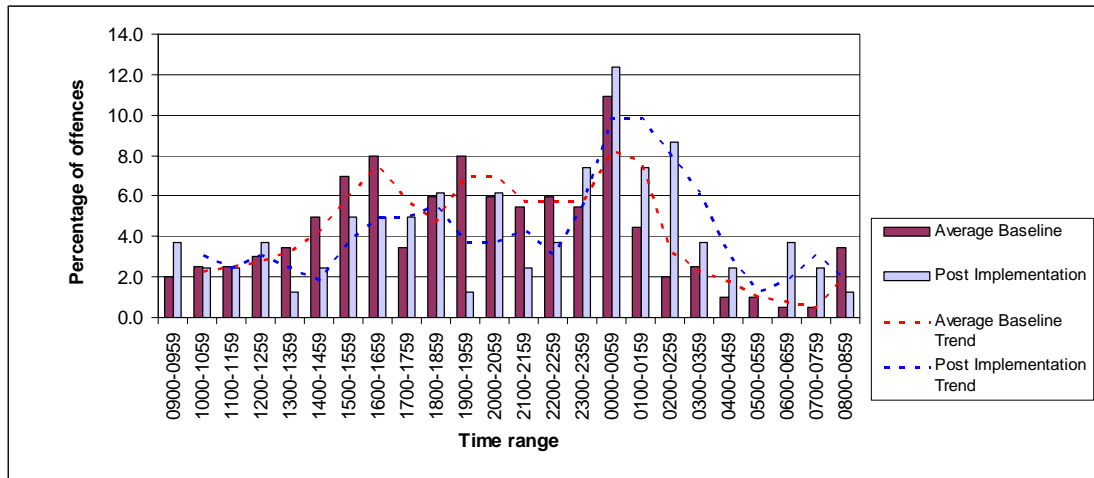
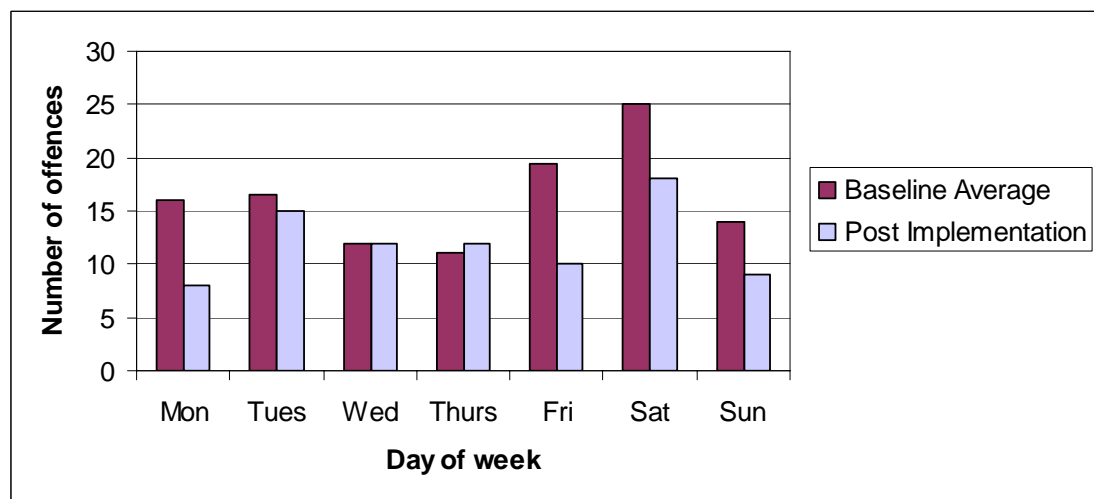


Figure 4.4 portrays the frequency of sexual offences by day of week for the baseline period and post implementation periods. The baseline period is an average for the two years. For both the average baseline period and the post implementation period, the greatest number of sexual offences was recorded on a Saturday. For all the days of the week, apart from Wednesday and Thursday, the number of sexual offences recorded in the average baseline period was greater than those recorded in the post implementation period.

Figure 4.4 Sexual offences by day of week in Guildford (average baseline and post implementation periods)



Victim profile

Figure 4.5 displays the gender of victims of sexual offences during the baseline and post implementation periods. The gender for the baseline period is an average over the two years. The graph shows that in both periods of analysis females accounted for the large majority of victims (over 90 per cent) of sexual offences, a bigger majority than in most other case study areas (where it was typically 60-80 per cent). The gender of the victim was rarely not recorded (2.4% post implementation). It is essential to consider the impact of the 'not recorded' field (missing values) when interpreting the findings of this section of the analysis.

Figure 4.5 Sexual offences by gender in Guildford (average baseline and post implementation periods)

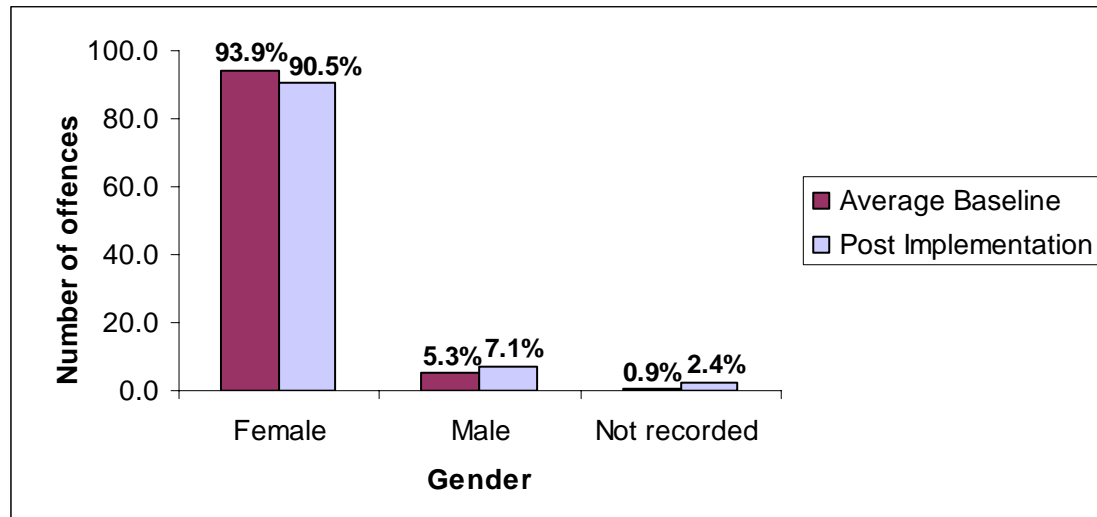
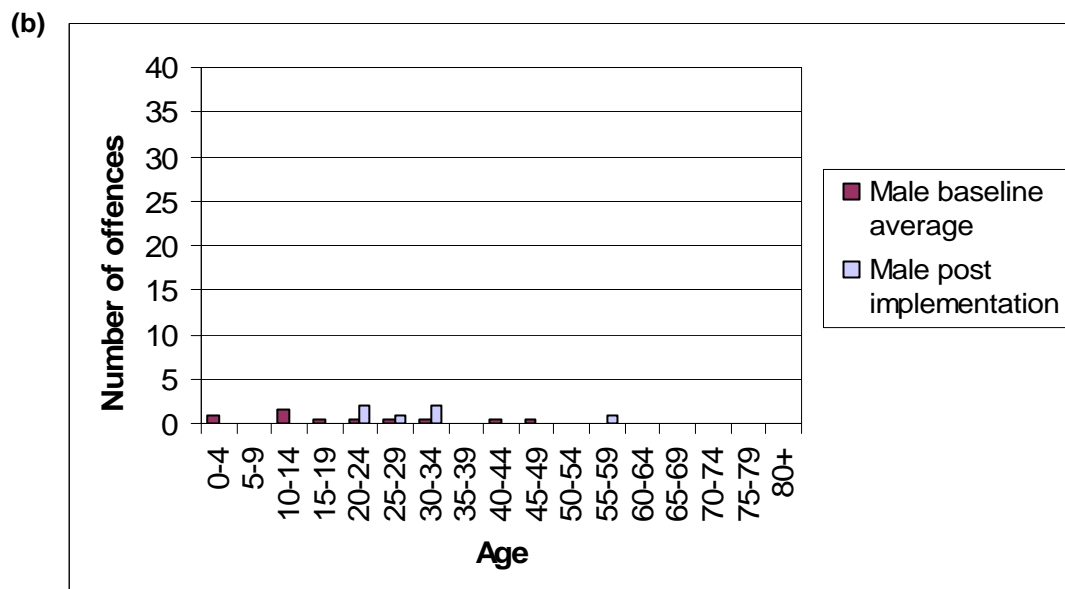
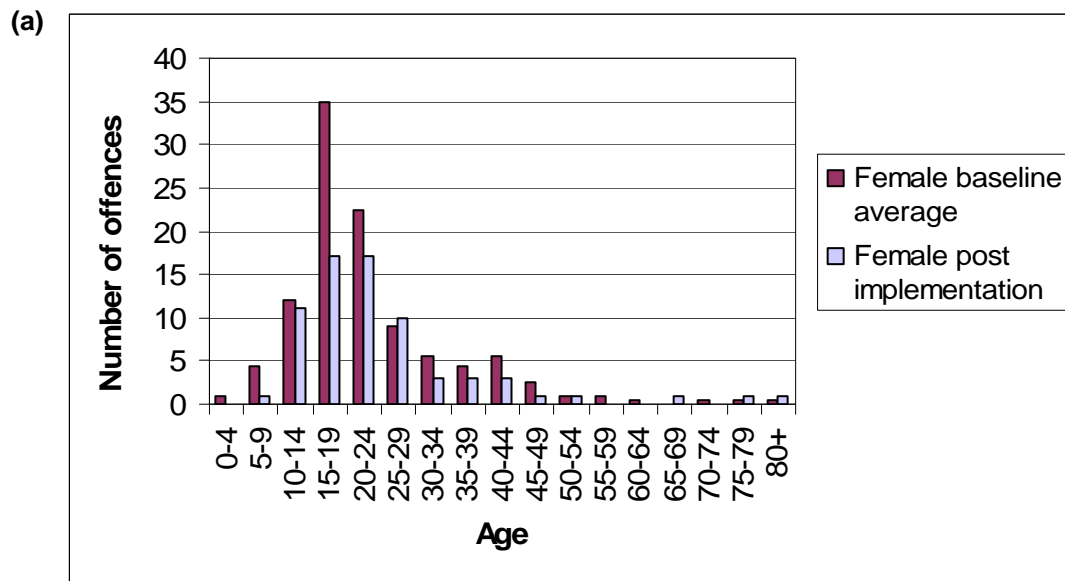


Figure 4.6 displays the gender and age of victims of sexual offences during the baseline and post implementation periods. The gender and age categories for the baseline periods are an average over the two years. The number of male victims of a sexual offence was too small to discern any meaningful trends. For females, those aged 15-19 were most at risk of victimisation. In the post implementation period, females aged 20-24 were at almost equal risk as 15-19 year olds.

Figure 4.6 Sexual offences by age and gender in Guildford (average baseline and post implementation periods)



Summary of findings: sexual offences

- **The number of police recorded sexual offences occurring in Guildford in the post implementation period decreased slightly compared to the baseline period, with the largest decreases occurring in May and July.**
- **There was considerable fluctuation in the temporal distribution of recorded sexual offences between the baseline and post implementation periods. However, given the small number of offences in most hourly intervals, it was not possible to draw any conclusions from the data.**
- **In both the baseline and implementation periods sexual offences peaked on Saturdays, however during the post implementation period, there was a sizeable decrease in offences on Fridays and Mondays compared to the baseline.**
- **Females accounted for over 90 per cent of victims in both baseline and post implementation periods. In the baseline, females aged 15-19 were most at risk of victimisation. In the post implementation period, females aged 20-24 were at equal risk to 15-19 year olds.**

5. Calls for disorder

Calls for disorder include incidents such as disturbances in public places, disturbances in licensed premises and noise nuisance. This data on incidents recorded by the police is not crime per se, but calls made by the public for police assistance. This data is often used as an alternative to police recorded crime data, as it provides a measure of the volume of calls made to the police, and as a proxy to measure the public's perception of crime and need for police assistance.

The findings of this analysis are supported by additional analysis presented in the supplementary annex which examines calls for disorder incidents using statistical tests of change from the baseline to post implementation and weekend and weekday incidents. The results of this are detailed in the supplementary analysis, and also included in the summary findings at the start of this annex, and concluding sections of this annex. The reader is also referred to the final report that summarises the findings of all five case study areas.

Macro level

The following section compares the level of calls for disorder in Guildford during the baseline period with levels during the implementation period. Annual comparisons of incidents show a steady decline from year 1 and year 2 in the baseline period (5090 and 4805 respectively). This was not continued through to the post implementation period as there was a slight increase (4996). During the 24 months of the baseline period there was an average of 408 calls for disorder per month. This increased by two per cent to an average of 417 calls per month in the post implementation period.

Table 5.1 displays the number of calls for disorder incidents in Guildford by month and year, and the blue shaded area represents the post implementation period. The percentage change figure is the change between the number of incidents in each month during the post implementation period, and the average number of incidents in the two corresponding months from the two previous years in the baseline period. This shows that for seven of the months of the post implementation period (mostly spring/summer) monthly calls for disorder were higher than for the corresponding months in the baseline period. The greatest increase in the number of calls made was in April (27%), and the largest percentage decrease in the number of calls for disorder was in March 2006 (29%).

Table 5.1 Calls for 'disorder' monthly incident counts in Guildford (November 2003 to December 2006)

	Year				Post implementation percentage change (monthly average) ¹
	2003	2004	2005	2006	
January		493	343	378	-9.6
February		494	379	321	-26.5
March		503	447	337	-29.1
April		356	439	506	27.3
May		407	342	411	9.7
June		394	392	459	16.8
July		406	435	501	19.1
August		443	462	420	-7.2
September		323	406	404	10.8
October		459	432	531	19.2
November		356	336	371	7.2
December	456	392	357	366	-15.8

¹ Note: The baseline period is an average of the two year period 2004/2005

Figure 5.1 shows the monthly rate of calls for disorder (per 10,000 persons) in Guildford during the post implementation period (blue line). The average monthly rate of calls for disorder in the baseline period is shown as a dotted grey line. The graph shows that the monthly rates of calls for disorder over the post implementation period presents a broadly similar seasonal pattern to those in the baseline period with a decrease in the number of calls between November and March, followed by an increase through to April, after which the number of calls remains high.

Figure 5.1 Calls for 'disorder' incident rates in Guildford (post implementation and average baseline periods)

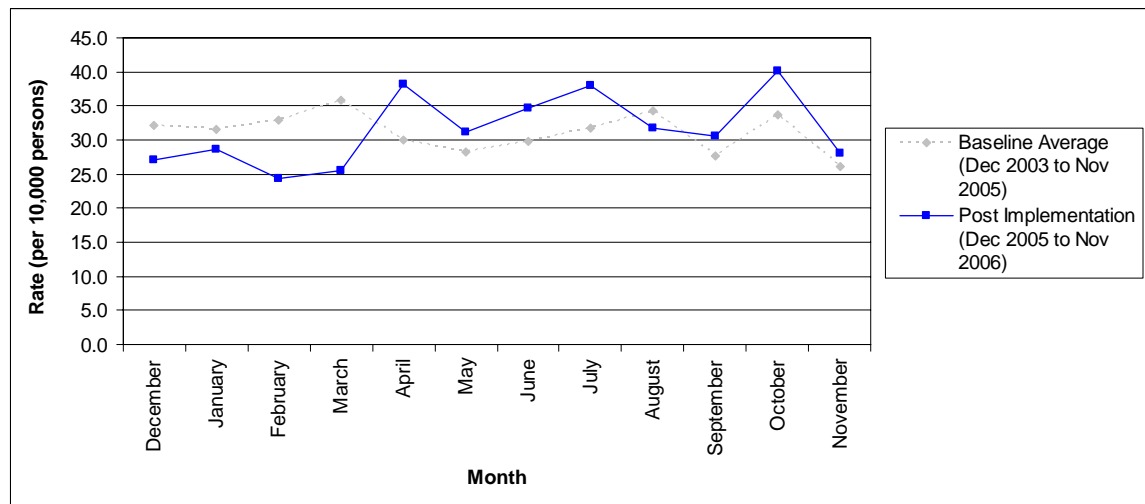
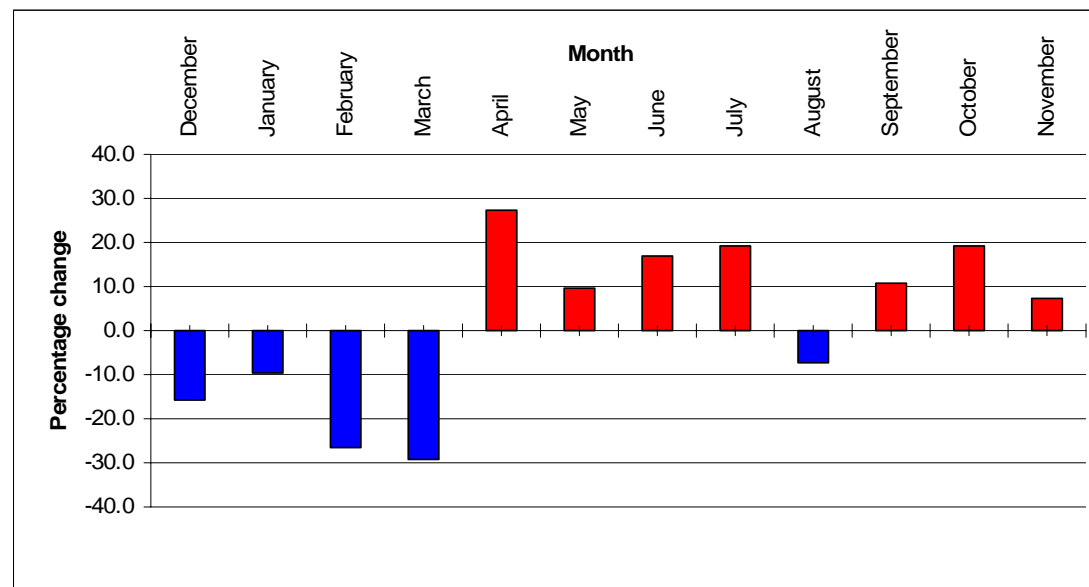


Figure 5.2 shows the percentage change between the average monthly frequency of calls for disorder incident during the baseline period, and the monthly frequencies of such incidents during the post implementation period. The graph confirms the findings from table 5.1 that the rate of calls for disorder was lower than baseline rates from December to March and August, with all other months showing increases.

Figure 5.2 Percentage change in calls for 'disorder' in Guildford (average monthly baseline to post implementation period change)



Distribution of calls by time of day and day of week

Table 5.2 displays the number of calls for disorder incidents by time of day for each of the three year periods examined. The average percentage change reflects the change between the average baseline period frequency of calls for disorder incidents (year one and year two for each time interval) and the frequency of such incidents post implementation for each time interval.

Generally the number of calls was lower during the day and up to midnight. However, there was a large increase post implementation in the number of call received from midnight to 0.59am (99%), and between 3.00am and 3.59am (34%). This may be a consequence of the changes to opening hours post implementation.

Table 5.2 Calls for 'disorder' incidents by time of day in Guildford (baseline and post implementation periods)

Time of day	Baseline year 1 frequency	Baseline year 2 frequency	Post implementation year 3 frequency	Percentage change (average baseline to post implementation period)
0900-0959	89	64	64	-16.3
1000-1059	89	95	75	-18.5
1100-1159	119	88	87	-15.9
1200-1259	131	128	117	-9.7
1300-1359	164	177	154	-9.7
1400-1459	155	188	171	-0.3
1500-1559	208	206	181	-12.6
1600-1659	259	232	210	-14.5
1700-1759	296	310	283	-6.6
1800-1859	344	360	352	0.0
1900-1959	434	401	366	-12.3
2000-2059	488	427	409	-10.6
2100-2159	459	443	439	-2.7
2200-2259	406	400	388	-3.7
2300-2359	403	399	375	-6.5
0000-0059	354	313	662	98.5
0100-0159	251	241	236	-4.1
0200-0259	193	178	186	0.3
0300-0359	71	92	109	33.7
0400-0459	53	28	39	-3.7
0500-0559	28	12	19	-5.0
0600-0659	17	14	14	-9.7
0700-0759	27	10	15	-18.9
0800-0859	45	33	40	2.6

Figure 2.33 shows the percentage of calls for disorder incidents in each time interval for each year. For the baseline period this is averaged over the two year period. There is also a two month average trend line for each of the two time periods under consideration. This shows that the temporal distribution of calls for disorder is similar post implementation and baseline, with one obvious exception. There is a considerable spike in calls from midnight to 0.59am post implementation, which may be a consequence of extended opening hours. However, it is thought that this is more likely due to an error in the recording of incidents as described earlier. It is difficult to determine and definite shift in disorder peaks by time of day post implementation.

Figure 5.3 Proportional changes to calls for 'disorder' by time of day in Guildford (average baseline and post implementation periods)

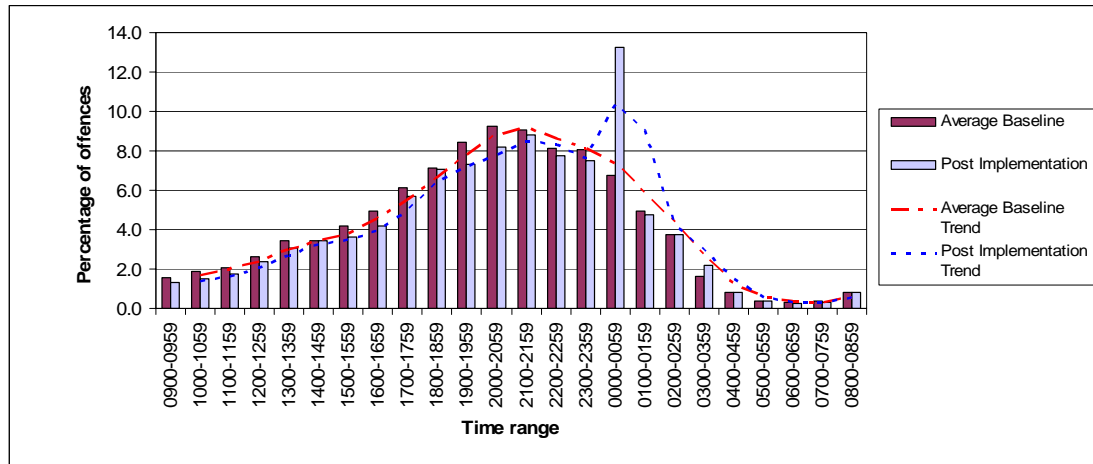
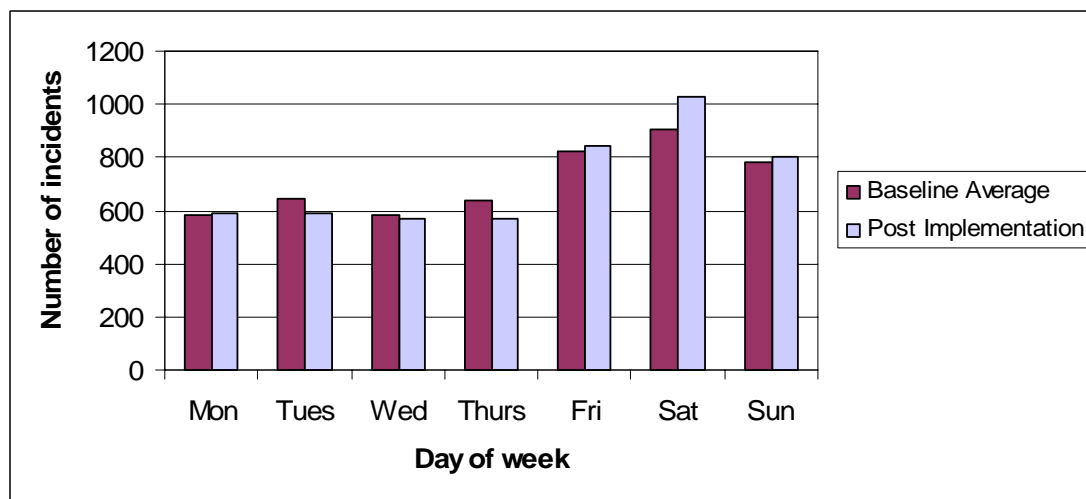


Figure 5.4 portrays the frequency of calls for disorder incidents by day of week for the baseline period and post implementation periods. The baseline period is an average for the two years. There has been little change during the post implementation period in terms of the shape of the distribution, with Friday and Saturday representing peaks for the number of calls.

Figure 5.4 Calls for 'disorder' by day of week in Guildford (average baseline and post implementation periods)



Meso and micro level

In order to examine the relationship between the location and concentration of licensed premises and calls for disorder the frequency of calls were analysed for each of the specified zones mapped in Figures 2.10 and 2.11. These were 50m concentric buffer zones surrounding licensed premises (pubs, bars and clubs) and also cluster areas (areas with high densities of licensed premises). The methodology for constructing these zones is described in more detail in the technical annex. The frequency of calls for disorder incidents in each individual zone was calculated for the baseline period and post implementation period.

The proportion of Guildford's calls for disorder made in each of these zones is presented in table 5.3 for both periods. The table shows that calls for disorder were mostly concentrated in the areas 0-50m away from licensed premises (around 15 per cent in both periods) and the proportion of calls reduces as distance from licensed premises increases. The cluster area accounted for around 30 per cent of Guildford's calls for disorder in both periods analysed. There was little change to the proportion of calls in each zone between the baseline and post implementation periods.

Table 5.3 Proportional changes to calls for 'disorder' incidents in the buffer zones and cluster area in Guildford (average baseline and post implementation periods)

	Area					
	Cluster	0-50m	50-100m	100-150m	150-200m	Guildford Borough
Percentage baseline	31.1	15.4	11.9	6.1	6.3	100.0
Percentage post implementation	28.3	15.3	10.5	5.5	5.7	100.0
Proportional change	-2.9	-0.2	-1.4	-0.5	-0.6	0.0

Daily distribution of calls for disorder in specified zones

In order to examine change in more detail, the frequency of calls for disorder was examined for the buffer zones within the case study area. The frequency of calls for disorder incidents in each individual zone was calculated for the baseline period and post implementation period. This was divided by time of day into twenty-four one hour time intervals. The percentage of incidents in each time interval for the baseline period (average over two years), and also the post implementation period was then calculated. From this a percentage change could be generated for each time interval in each individual zone, from the average baseline to the post implementation periods. The result of this proportional change analysis are depicted in table 5.4. This table also includes volume change in addition to the proportional change that represents the actual change in numbers.

This confirms the finding that there is a large increase in calls for disorder in the first hour after midnight, particularly in the cluster within 50m but it is also evident across the entire borough. Note that it is thought this increase is thought to be due to an error in the recording of the data (see technical annex).

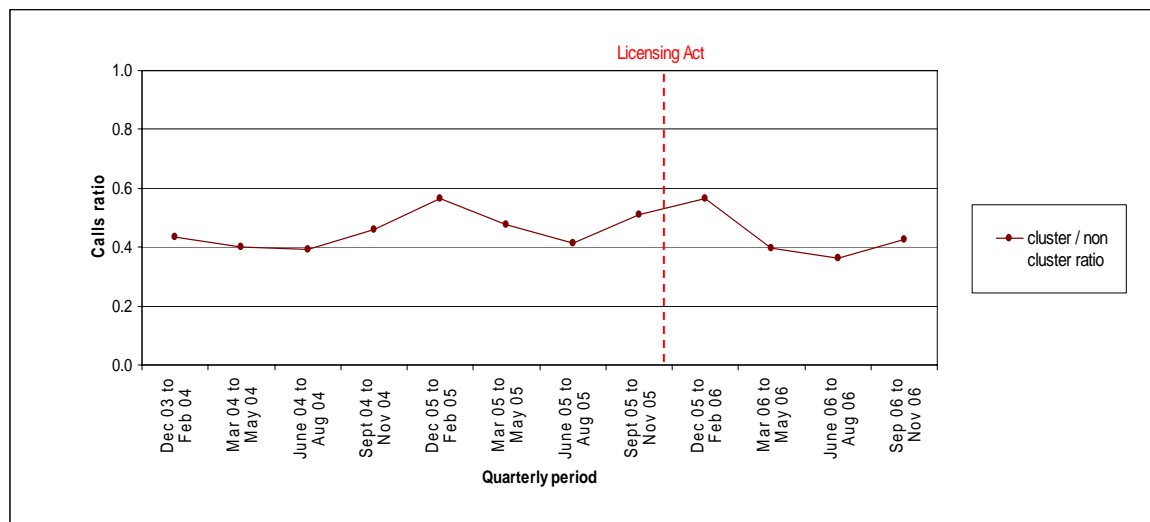
Table 5.4 Proportional changes to calls for 'disorder' incidents by time of day and location in Guildford (average baseline and post implementation time periods)

Time of day	Area											
	Cluster		0-50m		50-100m		100-150m		150-200m		Guildford borough	
	Proportion	Volume	Proportion	Volume	Proportion	Volume	Proportion	Volume	Proportion	Volume	Proportion	Volume
0900-0959	-0.7	-12	-0.6	-5	0.1	0	-2.0	-6	-0.7	-3	-0.3	-13
1000-1059	-0.4	-7	0.0	1	-1.7	-11	-0.8	-3	-0.7	-3	-0.4	-17
1100-1159	-0.6	-10	-0.1	0	-1.0	-7	-1.8	-6	2.0	6	-0.3	-17
1200-1259	-0.7	-12	-0.9	-6	-0.3	-3	-2.0	-6	0.4	1	-0.3	-13
1300-1359	-0.7	-13	-0.8	-5	-0.8	-6	-2.8	-9	0.7	2	-0.4	-17
1400-1459	-1.4	-23	-1.1	-7	-1.4	-10	0.9	3	-0.6	-3	0.0	-1
1500-1559	-1.1	-18	0.1	3	-1.4	-10	-1.6	-5	-1.0	-4	-0.5	-26
1600-1659	-0.7	-12	1.3	13	-1.7	-12	-1.6	-5	-2.0	-7	-0.7	-36
1700-1759	-0.9	-15	0.4	6	0.1	-2	0.6	2	-0.8	-4	-0.4	-20
1800-1859	-0.7	-12	-1.6	-10	-0.7	-6	3.5	10	2.0	4	0.0	0
1900-1959	-1.3	-21	-0.2	1	-1.4	-10	-0.6	-2	-2.3	-9	-1.1	-52
2000-2059	-0.9	-16	-1.2	-7	-0.6	-6	-0.4	-2	0.4	-2	-1.0	-49
2100-2159	-0.2	-6	-0.3	2	-0.8	-7	3.5	10	1.5	2	-0.3	-12
2200-2259	0.9	12	-0.3	3	1.9	9	0.3	1	-1.4	-7	-0.3	-15
2300-2359	-0.7	-14	-2.9	-17	0.9	3	-3.4	-11	-2.4	-10	-0.6	-26
0000-0059	7.7	112	7.3	67	7.3	39	5.5	16	4.4	10	6.5	329
0100-0159	-0.1	-5	-0.7	-1	0.4	1	0.6	2	-1.2	-5	-0.2	-10
0200-0259	0.1	-2	-1.8	-10	-0.4	-4	2.4	7	1.6	4	0.0	1
0300-0359	2.2	33	3.5	30	1.3	7	-0.3	-1	1.5	4	0.5	28
0400-0459	0.4	6	0.0	0	0.4	2	1.2	4	-0.9	-3	0.0	-2
0500-0559	-0.2	-4	0.1	1	-0.3	-2	-0.7	-2	-0.3	-1	0.0	-1
0600-0659	-0.1	-1	0.0	0	-0.2	-1	-0.2	-1	-0.1	-1	0.0	-2
0700-0759	-0.1	-1	0.3	3	-0.1	-1	-0.3	-1	0.6	2	-0.1	-4
0800-0859	0.0	0	-0.3	-2	0.4	2	-0.2	-1	-0.9	-3	0.0	1

Proportion of calls for disorder in the cluster area

Calls for disorder ratios were calculated by dividing the monthly counts of calls in the cluster area with counts for calls outside of the cluster area. The calls for disorder ratios can then be used to examine how the proportion of Guildford's calls for disorder has changed over the analysis period. The graph shows that the disorder ratio fluctuated from around 0.3 to 0.6 over the entire period, and there was no obvious pattern following implementation of the Act.

Figure 5.5 Calls for 'disorder' incident ratios in Guildford (December 2003 to November 2006)



Summary of findings: calls for disorder

- The average number of monthly calls for disorder increased by two per cent from the baseline to the post implementation period. The greatest increase in the number of calls made was in April (27%) and the largest percentage decrease was in March (29%).
- Looking at calls by time of day, there was a considerable spike in calls in the post implementation period from midnight to 0.59am compared to the baseline.
- There was little change to the distribution of calls for disorder by day of the week.
- Calls for disorder were most concentrated in the areas 0-50m away from licensed premises and the cluster area accounted for 30 per cent of calls in both periods.
- There was a large increase for calls for disorder in the first hour after midnight, particularly in the cluster area and within 50m of licensed premises.
- There was a significant reduction in the first half of the baseline period in calls, and a significant increase in the second six months of the post implementation period (see supplementary annex).
- Weekend and weekday disorder was higher than the baseline for seven of the 12 months post implementation. For 5 of the 12 months the increase in disorder at weekends exceeded that during the week (see supplementary annex).

6. Findings from qualitative analysis

As was outlined within the methodology section of the main report, participant observation and interviews with bar and door staff took place at key premises before the Act was implemented (November 2005), approximately two months after the Act came into force (between January and March 2006) and one year post implementation (January 2007).

As the venues visited as part of the fieldwork were selected based upon their level of recorded violence against the person offences (top 15 premises), the same 15 premises were not automatically included in the three phases. However, there is some overlap which allows before and after comparisons.

Table 6.1 displays the premises visited in phases one, two and three and the colour coding identifies the premises which were visited in either one, two or three of the phases.

Table 6.1 Premises visited in phases one, two and three in Guildford (January 2007)

Premises visited in phase one (baseline)	Premises visited in phase two (2 months post implementation)	Premises visited in phase three (12 months post implementation)
T	T	T
R	R	R
D	D	D
N	N	N
L	L	L
S		S
V	V	
H		H
F	F	
B	B	
G		G
W	W	
A		A
	C	C
U		
X		
Y		
Z		
AA		
E		
AB		
		AC

Red shading denotes premises visited across three phases

Blue shading denotes premises visited across two phases

Findings from fieldwork conducted at key licensed premises

Findings from fieldwork conducted baseline and two months post implementation

The findings here present those from the initial visits to the case study areas. Interviews occurred in the first two months post implementation. However it is not possible to distinguish whether observations occurred in the initial visit (baseline period) or subsequent visits (post implementation).

Context

The majority of participants had worked in the trade for most of their working life and at the time of interview lived in or around the town centre. All but one respondent had worked in other premises within the town centre and all were able to comment on the town in general.

Violence and disorder

Several participants suggested that in the two month period since the introduction of the Act, the time of day at which the risk of violence and disorder was greatest had extended. However, they felt that the violence and disorder experienced was less intense than the baseline period.

Almost all of the participants commented that the staggering of closing times had resulted in fewer people on the street, therefore resulting in a decrease in violence and disorder.

The premises which opened for longer hours reported an increase in the number of customers being turned away due to unacceptable levels of intoxication. One door supervisor stated that: *“Everyone is now really focused on controlling behaviour in their premises as they now have their new extended licenses to lose and operating schedules to stick to - they know it’s being monitored.”*

The majority of participants commented that they felt that the level of violence and disorder had decreased since the introduction of the Act, although two suggested that there had been no change. None of the participants felt there had been an increase in levels of violence and disorder. There were a number of reasons suggested for this potential decrease including: staggering of closing times, greater numbers of police and security staff, licence holders having more to lose (thus taking greater responsibility for behaviour in their establishment), people not rushing their drink and people having time to go home to eat after work, before embarking on a night out.

There appeared to be very little experience of physical violence amongst the participants and none could recall an incident where a weapon had been used against them or their staff.

Problematic times and groups

All participants identified weekends, public holidays and Christmas as the most problematic times. Two participants suggested that the greatest problem in the town centre comes from younger children/early teens buying alcoholic drinks in supermarkets and off-licenses and consuming these drinks outside licensed premises.

Many participants identified young men aged between 18–25 as the group most likely to be involved in violence and disorder. However, older men and young women were also mentioned in isolated incidents. One door supervisor stated that: *“It’s often younger males who’ve got something to prove...they come out with the intention of causing trouble and there is very little you can do to prevent it.”*

Relationship with police, licensees and door supervisors

All of those interviewed commended the work of police, stating that they are 'excellent' and 'approachable'. All premises received regular visits from the officers on the beat particularly at weekends and during major sporting events.

The Pub Watch scheme was mentioned by all participants, this scheme entails regular meetings between premises' staff, police, security representatives and local officials, as well as direct communication between premises via a radio link and identification of persistent offenders.

All of the respondents stated that they talk to the police at least weekly. One door supervisor stated that: "They (the police) always 'pop in' for a chat on weekend nights or during major football matches." It was suggested by a number of respondents that there was a greater police presence since the introduction of the Act and it was felt that the police were better able to deal with incidents as they are now staggered throughout the night. The door supervisors interviewed appeared to suggest that the Act had led to a better relationship between themselves and the police: "Now everyone is working together, there's better communication, a greater police presence... we've definitely seen a decrease in trouble".

Extended hours

The majority of premises had been granted extended opening hours, although many did not use their full entitlement. The participants revealed that a cluster of large chain outlets in a known problem area had been denied extended hours, these premises were also clustered around a nightclub which participants felt may explain the refusal.

Prior to the Act, most bars in Guildford were open from 11.00am to 11.00pm Monday to Thursday, and 12.00 midday to 10.30pm Sunday. On Fridays and Saturdays the majority of bars closed at 11.00pm with the exception of four which closed at midnight or 12.30pm and two which closed after 1.00am.

As noted earlier, the participants revealed that most premises do not use their full entitlement of hours. The most common reason for not using the full entitlement was being unable to get staff to work until 2.00am or 3.00am as they often have day jobs and there is also a lack of public transport at such times. One bar manager stated that the Act is "a good thing, but has implications for staffing; many of those who work in bars have another day job so they can't stay that late." Another stated that: "Those people who work until close don't get home until 4.00 am so they can't work the next day."

It was suggested by three participants that sales do not increase enough in those additional hours to justify the additional staff costs. One bar manager stated that: "Because people are drinking more responsibly and slowly they are not drinking more, it is therefore not cost effective to utilise that extra hour" another said: "There is only so much people can drink it gets to a point where they run out of money or just stop and drink water like in clubs"

All but two participants suggested that people are coming out to drink later in the evening. One bar manager stated that: "People are not rushing out straight from work; they are taking their time going home eating and then coming out about 9.00pm. There is a much more relaxed atmosphere." It was also suggested that this change in drinking patterns had resulted in a lull between 7.00pm and 9.00pm which was previously a very busy time. Participants suggested that there was no longer a 'mad hour' (commonly between 10.30pm–11.30pm) which had previously caused trouble between some customers jostling for attention at the bar.

Five of the respondents stated that the two month period since the introduction of the Act had seen customers beginning to drink more responsibly. Two respondents stated that there had been no change in drinking habits. In contrast, one licensee suggested that violence and disorder had increased.

Reducing alcohol related crime and disorder

When asked how alcohol related crime and disorder could be reduced, there were a variety of suggestions. These included: raising the age limit to 21, harsher sentencing of offenders, better education and alcohol awareness campaigns and banning happy hours and drinks promotions.

Findings from fieldwork conducted 12 months post implementation

Table 6.2 Participant observation of individual premises in Guildford (January 2007)

Name	Food served	Capacity	Dress code	Age of clients	Entertainment facilities	Promotions/entertainment	Door staff	Management of area by staff	Safety initiatives
F	Yes	1000 (estimate)	None	18-25	Large screen TV, fruit machines	Food promotions	Not particularly friendly, all were asked for ID	None	None
G	Yes	260	Very flexible, no specific dress code but hats were removed at the door	21-35	None	None	Very friendly and greeted customers	Area was well managed by lots of staff	CCTV, Pub Watch, radio link
D	Yes	500 (estimate)	None	18-25	Quiz and fruit machines, pool, large screen TVs	Poker league	Friendly and greeted clients on arrival	N/A	None
R	Yes	120 (estimate)	None – only the removal of hats	21-35	Games machine`	DJs and live music	Very friendly, recommended a taxi firm on exit	Lots of staff visible and collecting glasses	CCTV, Pub Watch and radio link
S	Yes	Don't know	None	20-30	Large TV, fruit machines	None	N/A	N/A	None
C	Yes	Don't know	None	18-30	TV, fruit machines	Football evenings, karaoke, DJs	N/A	N/A	None
H	Yes	150-200 (estimate)	None	Under 40s	Live music, juke box, fruit and quiz machines	Live music, DJs, poker league	Friendly banter, stricter at closing time	N/A	CCTV and sign displayed
N	Yes	150	Smart casual, no hats or	18-30	None	DJs	Quite abrupt and	Bar and door staff patrolled	CCTV, Pub Watch and

			caps				demand ID	the area	radio link
T	Yes	180	No hooded tops or caps, otherwise very relaxed	35+	Fruit and games machines, pool table	No	No door staff	None	CCTV, Pub Watch, radio link
L	Yes	18-25	No trainers, tracksuits or vest tops, no cats, hats or hoods	18-25	Large TV, fruit and games machines, DJ and dance floor	Sports matches shown, DJs, Vodka-Redbull night.	Very friendly	Door staff regularly patrol the area	CCTV, Pub Watch, radio link, signs stating that refuse to serve intoxicated drinkers

Table 6.3 Baseline licensing hours for licensed premises in Guildford

Premise	Mon - Wed	Thurs	Fri	Sat	Sun
Q	12.00-23.00	12.00-23.00	12.00-23.00	12.00-23.00	12.00-22.30
S	12.00-23.00	12.00-23.00	12.00-0.00	12.00-0.00	12.00-22.30
T	11.00-23.00	11.00-23.00	11.00-23.00	11.00-23.00	11.00-22.30
C	11.00-23.00	11.00-1.00	11.00-1.30	11.00-1.30	12.00-0.30
L	12.00-23.00	12.00-23.00	12.00-23.00	12.00-23.00	12.00-22.30
G	11.00-23.00	11.00-0.00	10.00-1.00	10.00-1.00	10.00-22.30
U	12.00-23.00	12.00-23.00	12.00-23.00	12.00-23.00	12.00-22.30
N	12.00-23.00	12.00-23.00	12.00-0.30	12.00-0.30	12.00-22.30
A	22.00-3.00	22.00-3.00	22.00-3.00	22.00-3.00	CLOSED
R	16.30-0.00	16.30-0.00	16.30-0.00	16.30-0.00	19.30-23.00
D	10.30-23.30	10.30-23.30	10.30-23.30	10.30-23.30	11.00-23.30
H	CLOSED	CLOSED	21.00-1.00	21.00-1.00	CLOSED

Table 6.4 Post implementation licensing hours for licensed premises in Guildford

Premise	Mon - Wed	Thurs	Fri	Sat	Sun
Q	12.00-23.00	12.00-23.00	12.00-1.00	12.00-1.00	12.00-22.30
S	12.00-23.00	12.00-23.00	12.00-0.00	12.00-1.00	12.00-22.30
T	11.00-23.00	11.00-23.00	11.00-1.00	11.00-1.00	11.00-22.30
C	11.00-23.00	11.00-1.00	11.00-1.30	11.00-1.30	12.00-0.30
L	12.00-23.00	12.00-23.00	12.00-0.20	12.00-23.00	12.00-23.00
G	10.00-0.00	10.00-1.00	10.00-2.00	10.00-2.00	10.00-0.00
U	12.00-23.00	12.00-23.00	12.00-0.00	12.00-0.00	12.00-22.30
N	12.00-0.00	12.00-0.00	12.00-2.00	12.00-2.00	12.00-23.00
A	22.00-3.30	22.00-3.30	22.00-3.30	22.00-3.30	CLOSED
R	16.30-2.00	16.30-2.00	16.30-2.00	16.30-2.00	19.30-23.30
D	10.30-0.00	10.30-0.30	10.30-0.30	10.30-0.30	11.00-0.00
H	CLOSED	CLOSED	21.00-1.00	21.00-1.00	CLOSED

Findings from interviews with bar managers, licensees and door supervisors

Interviews took place with seven door supervisors and six bar managers/senior bar staff.

Contextual information

The majority of participants had worked in the trade for most of their working lives and also lived in and around the town centre. All of the bar managers had worked in the town since before the introduction of the Act, with experience ranging from two years to 15 years in the trade. Six of the door supervisors had worked in the town for between five and ten years.

One door supervisor has only been licensed to work as a door supervisor for nine months, and had only worked at one venue. One member of bar staff had only worked in the trade since the introduction of the Act.

Premises

The participants interviewed were from a variety of venues. Four were hybrid pub/club large chain venues which catered for a range of customers, three were independently run bars or wine bars, four were independently owned or brewery-run traditional pubs, one was a nightclub and one a live music venue/pub.

Only three of the premises charged an admission fee, even at weekends. The nightclub charged an entrance fee every night, one of the hybrid pub/club venues charged a fee for two hours on Friday and Saturday nights, and one of the pubs had a separate live music venue for which they charged admission.

Most of the venues had happy hours or drinks promotions. All but three of the venues provided live entertainment, which included live jazz music, karaoke nights, DJs, pub quizzes and poker tournaments. The capacity of the premises also varied. The large pub/club (which had a dance floor) and the nightclub both had a capacity of around 800 people. The remainder varied from 100 to 200.

Levels of violence and disorder

Three interviewees stated that people's drinking habits have changed since the introduction of the Act. They suggested that the period between 8.00pm and 10.00pm is very quiet, when previously this had been a much busier time. They also stated that there is no longer a very busy period between 10.30pm and 11.30pm where previously a lot of trouble was caused by people jostling for position at the bar.

"We actually now have a quiet period around half past eight until ten o'clock which previously would have been our really busy period, people now come in about half nine ten o'clock when they've had a chance to go home have a shower get something to eat or go out and have something to eat." (Licensee)

"It's definitely made a difference to managing the bar even on a Friday - we only have two or three people coming to the bar at a time rather than a mad rush." (Bar staff)

One interviewee from the nightclub mentioned that Friday nights are quieter since the introduction of the Act as people can stay out later in bars, so choose not to move to the nightclub.

Although these views were positive, others stated that since the introduction of the Act, people come out to drink and get drunk. As one senior bar staff stated: *"...drinking culture is so entrenched in British society trying to get people out of that culture of binge drinking is difficult its been developing over 10 / 15 yrs I don't think by upping the age or the prices it'll change, I don't think it will stop its entrenched in peoples mentality."* Another door supervisor stated that: *"It's still as bad as if you shut at half ten... doesn't matter really just depends on how much people are determined to drink."*

Five respondents stated that they thought that the level of night time violence had decreased since the introduction of the Act, four perceived there to be no change and two believed that violence had increased. When asked to explain why they felt that levels of violence may have decreased, respondents suggested that this was due to a mixture of staggered closing times, greater numbers of police and security staff, improved management of venues by licensed door staff, people not rushing their drinks and people having time to go home to eat after work before embarking on an evening of drinking.

"The new law, as well as putting across the right publicity has made people feel more secure about coming out, more comfortable with coming out. There's a greater range of places open so you get a better mix of people and more integration between 'grown ups' and 'kiddywinks' If you only have kids in a place a lot of it's about showing off whereas if they have to interact with grown up people they tend to behave – its an educational thing... if you can encourage more respectable people to use the town centre it will automatically affect the behaviour of those who are more likely to misbehave without you actually having to do anything." (Licensee).

None of the participants could recall an incident where a weapon had been used against them or their staff. When asked which weapons were most commonly used within their venues, bottles and glasses were consistently named as the most common, but still only categorised as a 'minor problem.' Knives and firearms were consistently classed as 'not a problem'.

All interviewees emphasised that whilst disorder occurs regularly, violence within their premises is rare. No interviewee described regular violence in their premises and almost all found it difficult to remember a recent incident. As one Assistant Manager stated: *"Very rarely*

anything happens here. On this particular day someone from Pubwatch had come in and then [...] they all come up here, we then got some door staff down and it just erupted, at 1 o'clock in the afternoon".

Relationship with police

Participants stated that contact with the police takes place on a regular/formal basis through the local Pubwatch scheme. All interviewees reported that Pubwatch is a well run, useful scheme. One bar manager called the scheme 'essential', and another licensee referred to the police as 'tremendous,' emphasising their proactive behaviour. All premises reported receiving regular visits from police officers on the beat, particularly at weekends. As one Licensee stated: *"They come past two or three times a week, we always have a visit ,even if it's just pop in for a chat or a cup of coffee".* Another Licensee added: *"I mean the police are tremendous in X (his venue)...it's all about working together...as well as regular visits from them the Pubwatch radio links us all together which is also linked to the CCTV office and with the town centre officers of which there are four."*

One door supervisor who had worked in other towns in the county commented that the police in Guildford town centre were better than other places that he had worked. Another door supervisor commented that every Friday and Saturday night the duty sergeant would visit the key premises in town, which was viewed very positively. *"I have complete faith in the police. I think the police are really good here, I cannot say anything bad about the police. The sergeant that's on duty tonight will come and introduce himself, they do the circuit. I don't know any other town that does that".*

In terms of the influence of the Act, eleven of the thirteen interviewees identified a greater police presence since the Act. This eleven also felt that the police were now more able to deal with incidents as they arise at different times throughout the night (due to the staggered closing times)

Interviewees reported that the police in Guildford had introduced many new initiatives to reduce violence and disorder (yellow/red car scheme, fixed penalty notices, lollipop schemes) and that it was these schemes and not the Act which had resulted in reductions in violence and disorder.

Although most responses regarding the police were extremely positive, two respondents did raise concerns regarding crime statistics and reporting crime to the police. These respondents suggested that they had concerns about reporting crime and disorder to the police as they believed that this would count against their premise. *"Unless you absolutely have to, you won't get the police involved. Not because of anything nefarious in terms of your actions, but because it gets logged against you and the statistics against you will go back and bite you in the arse".* (Door supervisor).

Extended hours

Nine of the 13 premises had been granted extended opening hours, however, many did not use their full entitlement. Six of the premises stated that they do not use their full entitlement, often leaving an extra hour at the end of the night which is used at the manager's discretion. As one bar manager stated: *"People only have so much money to spend. They'd spend the same whether you shut at 11 or 1 o'clock".* A door supervisor confirmed this view stating that: *"You don't see anyone arriving after about 1am anyway so it's best to close then."*

Of the 13 premises involved in this phase of the fieldwork, four had not changed their opening hours after the implementation of the Act due to a refusal of extension (one nightclub, two chain bars and one pub).

The baseline period revealed that a large cluster of chain outlets in a known problem area on a commonly used drinking circuit had been denied extended drinking hours. A bar manager revealed that none of the premises in that area had since been granted the extended hours for which they had applied, but one premise had changed their license from a pub license to a

nightclub licence, and had then been granted extended hours. The manager suggested that this had caused resentment among other local premises.

Other than the three premises clustered together who had been denied permission to extend their opening hours, most premises with extended hours were spread throughout the town, all with staggered closing times. The participants identified this as a positive outcome of the Act firstly because people left premises at different times of the night, but also because those working in the trade could still socialise in these venues on the closing of their own place of work.

Security

All participants reported that they were part of the local Pubwatch scheme. As part of this scheme premises have a direct radio link to the local police and attend regular meetings with various local agencies including the police, licensees, trading standards representatives, environmental health officers, security representatives and senior bar staff. Photographs and descriptions of local troublemakers are circulated to all premises, and as several interviewees commented, local police officers visit each premise during busy times to share information and maintain relationships. Pubwatch also supports one off schemes such as the distribution of plastic glasses in advance of major sporting events.

All premises stated that they had a Zero Tolerance Policy on admitting people who appear intoxicated. As one door supervisor stated: *"It's simple...if they're drunk they ain't coming in."* Similarly, all premises reported having a Zero Tolerance Policy on anyone attempting to bring drugs onto the premises, or using drugs inside.

Several of the door staff mentioned bag searches and also requesting the removal of large coats / jackets in order to check for concealed weapons. Staff working inside the premises all mentioned regularly checking the toilets for drug use.

All of the premises with door security staff (only two do not have any) stated that they have more security staff on a Friday and Saturday night, all of whom patrol inside and outside the venue.

All of the premises included in the fieldwork stated that they have CCTV.

Problem groups and times

All interviewees identified younger people (under 25s) as the cause of most crime and disorder. All but two participants reported that young men aged in their late teens or early twenties were the most problematic group. Two door supervisors suggested that the most problematic age group are the underage drinkers, those aged 14 to 18. Three participants stated that young girls are equally likely as young boys to cause trouble.

Three respondents suggested that the greatest problem in the town centre comes from younger children/early teens buying cans of drink elsewhere in supermarkets and off-licenses and sitting outside premises to consume the alcohol. One door supervisor commented that: *"The only place we get trouble is from the pub down there coz they don't have door staff and the amount of time you see um walk up the road past here with pint glasses and wine glasses...so we're dealing with their problem – they get all the young generation coz they don't have door staff – not like here."*

Participants identified a range of times when there is a higher risk of violence in their venue and the town centre. One very specifically mentioned the last working day before Christmas and three others mentioned the Christmas and New Year period as a whole. One interviewee thought that spring time was also a high risk time of year. Two specifically mentioned that when locally stationed members of the Armed Forces are on leave the risk of violence increases. Three participants did not identify any times of year as being more risky than others.

Similarly, a range of days and times were identified as being more risky than others. One door supervisor commented that 11.00pm has always been the most difficult time, before and after the implementation of the Act. Several mentioned that the busier nights always bring an increased risk of violence; these were named as Mondays, Wednesdays, Thursdays Fridays and Saturdays. One participant specifically mentioned that large sporting events are accompanied by an increased risk of violence. Of those who perceived certain times to be more dangerous, the majority stated this has not changed since the Act was introduced.

Impact on working practices

When asked about the impact which the Act had had upon their working practices, five participants stated that they now turn more drunk people away as a precautionary measure. In addition, all premises with extended hours now have more door staff.

Few participants suggested any major changes to their working practices as many had late licenses and/or public entertainments licenses before the introduction of the Act. All premises reported that they had CCTV before the Act and all were involved in Pubwatch before the Act.

Reducing alcohol related crime and disorder

When asked how alcohol related crime and disorder could be reduced, most participants expressed the view that the management of their premises was proactive at dealing with crime and disorder, and that there was nothing more they could do to reduce crime and disorder in their premises. Several policies were suggested to further reduce crime and disorder more generally. These included: Continued vigilance with regard to serving intoxicated customers; Increased police presence at night, including moving the police shift change time to later in the evening, after closing time; Abolish 'one person' doors, i.e. have a minimum of two door supervisors; Ensure all premises with extended hours have door supervisors; Raise the legal drinking age to 21; Making it clearer to customers that bar staff can ask them to leave at any time without argument; Raising the penalties for crime and disorder including harsher sentencing of offenders; Increased security at problem areas, such as taxi rank queues.

Overall opinion of the Act

Participants were largely ambivalent towards the Act. As mentioned in an earlier paragraph, many perceived the actions of the police to have had more impact on drinkers' behaviour than the changes to opening hours. The town was described by one door supervisor as *'fantastic in terms of the police'*. Similarly, the local Pubwatch scheme was believed to be particularly effective, even compared to similar schemes elsewhere. One door supervisor also suggested that the introduction of Security Industry Authority (SIA) licensing for door supervisors had had a large impact on the management of doors, and that this had had a positive impact on crime and disorder.

Those who did perceive there to have been a change since the introduction of the Act were largely in favour of extended opening hours. All but four of the participants asserted that the Act was a positive development which had improved their working conditions and the general town centre environment.

"Yeah, it's definitely a good thing, for our customers they can take their time, go home eat and then come out...people are taking their time after work and drinking slower."(Licensee)

"The staggered closing times mean less people on the street at once reducing the risk of fights and lessening the noise." (Bar staff)

"It means the business is spread out more evenly, and everybody's not crammed into two places. It's good". (Assistant manager)

However, some (particularly door staff) felt that little had changed in real terms. One door supervisor commented that people were drinking the same amount, at the same pace, but just continuing later into the evening.

"I think violence and disorder has stayed the same" (Assistant Manager)

"There were teething troubles in the early days, certainly for us there were, but I think ultimately it's been a good thing". (Door supervisor)

"I think so long as it's used responsibly it's a good thing. So long as people, places rather, don't take advantage of it, and become more laid back with their kicking out and control of how much people are consuming. So long as they're keeping an eye on their punters and making sure they're not over consuming then its fine". (Assistant manager)

Summary of findings from post implementation interviews

- 12 participants took part in the post implementation interviews.
- When asked whether they felt that the levels of night-time violence *in their premise* had changed since the introduction of the Act, seven (58%) felt that it had not changed, four (33%) felt that it had decreased and none felt that it had increased.
- When asked whether they felt that the levels of night-time violence *in the town/city* had changed since the introduction of the Act, four (3%) felt that it had not changed, five (42%) felt that it had decreased and two (17%) felt that it had increased.
- When asked whether they felt that the levels of drunk and disorderly behaviour had changed since the introduction of the Act, five (42%) felt that it had not changed, four (33%) felt that it had decreased and two (17%) felt that it had increased.
- When asked whether there had been a change in the use of bottles/glasses as a weapon since the introduction of the Act, eight (67%) felt that there had been no change, none felt that there had been an increase and none felt that there had been a decrease.
- When asked whether there had been a change in the use of knives since the introduction of the Act, seven (58%) felt that there had been no change, none felt that there had been an increase and none felt that there had been a decrease.
- When asked whether there had been a change in the use of firearms since the introduction of the Act, seven (58%) felt that there had been no change, none felt that there had been an increase and none felt that there had been a decrease.
- When asked whether they felt that the number of violent incidents which they had had to deal with had changed since the introduction of the Act, six (50%) felt that this level had stayed the same, two (17%) felt that it had decreased and none felt that it had increased.
- Nine respondents (75%) stated that they felt safe in the town/city where their premise was located, two (17%) felt very safe. None felt unsafe or very unsafe.
- Eight (67%) said that these feelings had not changed since the introduction of the Act, three (25%) said that they had.
- Five of the respondents (42%) felt that the Act had resulted in staggered closing times, none felt that it had not.
- One (8%) of the respondents felt that that extended drinking hours had led to people drinking more responsibly, five (42%) said that it had not.
- Six (50%) of respondents felt that the Act was a good policy, none felt that it was not.
- Of the 12, nine *stated* that they had changed their hours, three suggested that they had not. Tables 6.3 and 6.4 below highlight the hours baseline and post implementation as identified by the interview participants. It should be noted

that these hours do not always appear consistent and are therefore only an indication.

7. Summary of findings

Introduction

Guildford borough is situated in the South East of England and is conveniently situated for access to London, and frequent trains are provided to London Waterloo. The University of Surrey is also located within Guildford.

There are three main drinking areas in Guildford: High Street, North Street and Bridge Street. Bridge Street is known locally as 'Ibiza Street' and 'The Strip'. These drinking areas cater for a range of clientele including students and professionals. Guildford has a zero tolerance approach to violent behaviour and high visibility policing is in evidence. It also operates a lollipop and yellow card scheme and taxi marshalling.

Violence against the person

The number of violence against the person offences was 12 per cent higher in the post implementation period compared to baseline, and was also higher in all but two months post implementation compared with the baseline period. The largest increase was seen in January.

The only significant change found was an increase in offences in the first six months of the post implementation period (see supplementary annex). There were four more serious offences post implementation (see supplementary annex).

10 of the 12 months registered increases in weekday violence against the person post implementation. The most common combination of change was for increases in both weekend and weekday violence against the person (see supplementary annex).

Increases in violence against the person were not spread evenly across the entire day. In both the baseline and post implementation periods, the greatest number of offences recorded were on a Saturday. Thursday was the only day of the week not to witness an increase in the number of offences post implementation compared to baseline. In the post implementation period, the hours from 7.00pm to midnight saw decreases in the number of violence against the person offences, while there were increases from midnight to 5.59am.

In both the baseline and post implementation periods, males were recorded as being the victim of violence against the person in a greater number of cases than females. The peak age for female victims of violence against the person in the baseline period was between 15 and 19 years old. In the post implementation period the peak age for female victims was between 20 and 24 years old. The peak age for male victims during the baseline period was between 20 and 24 years old. In the post implementation period, the peak age for male victims was between 15 and 19 years old.

As with violence against the person overall, males were more likely to be victims of alcohol related violence against the person than females. In both the baseline and post implementation periods the peak age for female victims was between 20 and 24 years old, while for males the peak age for both periods was between 20 and 24. This is slightly older than the peak age for male victims of all violence against the person offences in the post implementation period.

The majority of victims of violence against the person offences with a domestic flag were female. For both the baseline and post implementation periods, the peak age for victims was 20-24 years old.

Almost 20 per cent of violence against the person offences occurred within 50m of licensed premises. There is no evidence to suggest therefore that there was any considerable change

over time in the location of violence against the person offences in relation to licensed premises.

Hot spots were concentrated around the centre of Guildford (as were the majority of the licensed premises). The hot spots remained relatively stable over time with those evident in the baseline period remaining in the post implementation period. Consequently there was little evidence of change in the geographical distribution of violence against the person.

The KDE synthesis maps showed reductions from 11.00am to 0.59am, and then increases from 1.00am to 2.59am, concentrated around the key drinking areas (see supplementary annex).

Across the entire study area (borough) there were decreases in the proportion of crime occurring between 9.00pm and midnight, and increases from midnight to 4.00am. The greatest increase was from 2.00am to 2.59am, with the greatest decrease between 11.00pm and 11.59pm. The magnitude of changes also tends to be amplified in the vicinity of premises, that is to say that the closer to the premise, the larger the change in the proportion of violence against the person crime offences. The data are consistent with a temporal shift of offences from the hours around the baseline closing hours of 11.00pm to later in the night.

Although violence against the person was concentrated in and around a relatively small number of licensed premises, it was less so than in some other areas. Almost 80 per cent of offences occurred at less than ten per cent of premises, indeed just one premise was responsible for 17 per cent of all offences. The top fifteen premises together accounted for over three quarters (85%) of all offences of violence against the person. Twelve of the top fifteen premises in the baseline also appeared in the top fifteen in the post implementation period. The top three premises in both periods were the same, and also accounted for around 45 per cent of all offences in the baseline and post implementation periods. Five of the premises that were in the baseline top 15 that did not appear in the top 15 post implementation were closed for all or part of the post implementation period.

Of the six licensed premises visited by field workers, only one premise did not apply for additional hours. On average these premises used just 55 per cent of hours applied for. Within those premises, those open for six or more hours increased their share of violence against the person offences between the baseline and post implementation period whilst those open for five or fewer hours had a reduced share of violence against the person.

Accident and emergency data

Assaults registered at A&E units reduced dramatically in May 2006 and these levels were sustained throughout the rest of the year. There were modest increases in overall violence against the person offences during the same period. However, violence against the person on weekend nights registered a larger increase than violence against the person overall. It is not clear why the A&E data registered a sustained fall for most of 2006 against the background of rising violence against the person. Therefore, it is difficult to be conclusive about the nature of the changes affecting Guildford.

Criminal damage

Levels of criminal damage were very similar during the baseline (185 offences per month) and post implementation periods (184 offences per month). The most notable changes are the increase in September (45%) and the decrease in February and June (both 19%).

The only significant change found was a reduction in the first six months of the baseline period (see supplementary annex).

The daily distribution of criminal damage offences during the post implementation period varied from the baseline period. Offences decreased post implementation between 10.00pm and 11.59pm compared with the baseline and increased in the period from midnight until

3.59am. There was a particularly large proportional increase (137%) in the number of offences occurring between midnight and 0.59am. Temporal changes in the distribution of criminal damage offences occurred between the baseline and implementation periods. The two main differences between the periods occurred between 6.00pm and 11.59pm which saw a decrease in criminal damage offences compared to baseline, and between midnight and 4.59am, which saw an increase compared to baseline. Whereas offences of criminal damage peaked in the baseline period between 6.00pm and 6.59pm, in the post implementation period, this peak occurred between midnight and 0.59am.

The distribution of offences across the week did not change greatly between the baseline and post implementation time periods. Friday and Saturday were both peak days for offences.

In 7 of the 12 months post implementation criminal damage fell during at weekdays whilst rising at weekends (see supplementary annex).

10 per cent of criminal damage offences occurred within the zone 50-100m from licensed premises. Criminal damage was less concentrated around licensed premises than violence against the person; with the cluster area accounted for just 16 per cent of criminal damage offences. The observed changes to criminal damage by hour of the day were marginal. The introduction of the Act did not have an impact on the proportion of offences occurring within the area with a high concentration of licensed premises.

Between 9.00pm to 11.00pm the intensity of criminal damage around Guildford decreased in the post implementation period. From 11.00pm to 1.00am, the intensity of criminal damage increases in Guildford in the post implementation period compared to baseline. From 1.00am onwards, criminal damage declines, with no marked differences between baseline and post implementation.

The KDE synthesis maps showed some reductions from 9.00pm to 10.59pm, and increases from 1.00am to 2.59am that corresponded with the key drinking areas (see supplementary annex)

Sexual offences

There was reduction in the level of sexual offences in Guildford from the baseline period to the post implementation period (9.8 to 6.4 respectively) apart from in March, October, November and December where there were increases.

In both time periods, the greatest number of sexual offences was recorded on a Saturday. For all the days of the week, apart from Wednesday and Thursday, the number of sexual offences recorded in the average baseline period was greater than those recorded in the post implementation period.

In both periods of analysis females accounted for the large majority of victims (over 90 per cent) of sexual offences, a bigger majority than in most other case study areas (where it was typically 60-80 per cent). Females aged between 15-19 were most at risk of victimisation in the baseline period compared with the post implementation period, where females aged 20-24 were at almost equal risk as 15-19 year olds.

Calls for disorder

There was a significant reduction in the first half of the baseline period in calls, and a significant increase in the second six months of the post implementation period (see supplementary annex).

There was little change in calls for disorder between the baseline and post implementation periods (412 per month to 416 respectively). The greatest increase in the number of calls

made was in April (27%), and the largest percentage decrease in the number of calls for disorder was in March 2006 (29%).

There were changes to the distribution of calls by time of day. In the post implementation period there was a large increase in the number received from midnight to 0.59am (99%), and between 3.00am and 3.59am (34%). Calls peaked on Friday and Saturday nights.

Weekend and weekday disorder was higher than the baseline for seven of the 12 months post implementation. For 5 of the 12 months the increase in disorder at weekends exceeded that during the week (see supplementary annex).

Calls for disorder were mostly concentrated in the areas 0-50m away from licensed premises (around 15 per cent in both periods) and the proportion of calls reduced as distance from licensed premises increased. There was a large increase in calls for disorder in the first hour after midnight, particularly within 50m but it was also evident across the entire borough.

Qualitative fieldwork

The majority of respondents believed that the levels of night-time violence in their premise had either decreased or stayed the same since the introduction of the Act. The use of weapons including knives and firearms was also believed by the majority not to have increased post implementation. Half of the respondents felt that the Act was a good thing

8. References

Walker, A., Kershaw, C. and Nicholas, S. (2006) *Crime in England and Wales 2005/2006*. Home Office Statistical Bulletin. London: Home Office.

Hird, C. and Ruparel, C. (2007) *Seasonality in recorded crime: preliminary findings*. Home Office Online Report. London: Home Office.