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The Impact of the Licensing Act 2003 on Levels of Crime and Disorder: Key Findings of the Guildford Case Study, prepared for the Home Office

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ANNEX: D

**KEY FINDINGS OF THE
GUILDFORD CASE STUDY**

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February 2008

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SUMMARY AND CONCLUSIONS

The implementation of the Licensing Act

The implementation of the Licensing Act in Guildford has evidently *not* led to greatly extended licensing hours, with many applications for extensions being rejected in order to preserve the staggered closing times in place prior to the Act. It seems that where extensions were granted most pubs and clubs were permitted to open for one or two hours longer per night. However, premises tended to use these additional hours flexibly, and to open beyond their traditional closing times only when they were at their busiest – mainly on Friday and Saturday nights.

It was reported by LA and RA respondents that partnership working had improved in the run up to and following the implementation of the Act. Relationships between the police and the alcohol trade also improved post implementation.

The Licensing Act did not fundamentally alter the enforcement role of the police and other statutory authorities. The new powers designated under the Act were considered to re-enforce policies that were already in place rather than acting as a catalyst for the development of any new policies or initiatives. Business representatives noted more attention by police to issues of underage drinking and drunkenness.

Other local developments associated with the Licensing Act, although to a large extent these pre-dated the implementation of the Act, included the strengthening of the multi-agency approach to the management of the night-time economy. There was also an ongoing police presence through enforcement of licence conditions and via multi-agency inspection visits. A whole range of initiatives to tackle alcohol-related crime and disorder had been executed by baseline or were planned as part of The 'Guildford Looking Forward' strategy and the Safer Guildford Partnership. These covered community safety, improved street lighting to make the town centre safer, increased CCTV coverage, further action to ban street drinking and a bar staff training and ID scheme.

Impact on crime and disorder

Police data

Police recorded crime data on violence against the person suggest that the Act did *not* have a positive impact on levels of alcohol-related violence. Overall levels of

violence appear to have increased across the city - an increase of 12 per cent. There is also some evidence of a temporal change in incidents of violence which increased later into the night. Most notably, the hours from 7.00pm to midnight saw decreases in the number of such offences (Average baseline 646 to 560 post implementation), while there were increases from midnight to 5.59am (from 437 to 651). This suggests some association between later closing times and higher levels of violence.

Following implementation of the Act, violent incidents remained concentrated in areas containing licensed premises – 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 also some temporal shift towards later in the night in the post implementation period. This again points to a possible association between later opening and violence. The main hot-spots of violence were more or less the same before and after implementation and in keeping with the general pattern in Guildford, they showed some temporal shift post-implementation to one hour later from baseline.

In contrast to the figures on violent crime, police recorded crime figures on criminal damage show no real change (less than 1% difference) in the post-implementation period. Given that criminal damage incidents were much less concentrated than violent incidents in areas containing licensed premises - the cluster area accounted for just 16 per cent of criminal damage offences - a link between the Licensing Act and any change in criminal damage appears unlikely. Levels of calls to the police for disorder showed a slight increase between the baseline and post-implementation periods. Calls for disorder were mostly concentrated in the areas 0-50m away from licensed premises (around 15 per cent in both periods).

Stakeholders' perceptions

Representatives of late-night businesses who were interviewed for the evaluation mainly perceived a positive impact from the implementation of the Act, although this was described as building on existing multi-agency partnerships and initiatives. Various factors were cited as having contributed to a reduction in crime and disorder. These included staggered closing times having resulted in fewer people congregating on the streets; a more visible police presence; better management of premises by licensees; better relationships between police and licensees and less rushed and irresponsible drinking at the end of the night. However, it was also widely recognised that alcohol-related crime and disorder remained a problem, and some argued that violence – and particularly serious violence – was increasing, in line with police data.

Residents' perceptions

The Licensing Act did not appear to have made a big – positive or negative - impact on the behaviour and perceptions of Guildford residents who were surveyed for the evaluation. For example, the number of respondents visiting the city centre were not significantly higher in the post-implementation period than in the baseline period; and there were no significant differences in the proportions of respondents who felt unsafe in the city centre in the evening, in the reasons they gave for feeling unsafe, and in the numbers who saw people being drunk and rowdy as a problem in the city centre.

However, there were some more positive indications. For example, significantly fewer post-implementation respondents felt that drunk and rowdy behaviour had become *more* of a problem in the past 12 months, (24% at baseline v 11% at post implementation). Twenty-eight per cent thought that alcohol-related crime had increased: significantly fewer than had thought it would increase following the introduction of the Act when they were asked in the baseline period (44%).

Diversification

With respect to Guildford town centre, there are some indicators of progress towards the Licensing Act's longer-term aim of diversification of the night-time economy. This was discussed in the post-implementation interviews with authority representatives, who noted that their CI policy meant additional hours were granted only if premises were prepared to vary the type of entertainment that they offered. As a result, a number of premises had made an effort to shift their focus away from alcohol consumption to serving food and providing live music at their venue. Additionally, the council were planning to introduce live music into the town centre streets, following feedback from members of the public. It was felt by authority representatives that as a result of this diversification, a greater number of 'older people' were using the town centre at night. However, this was not borne out by the residents' survey.

Some of the NTE business interviewees felt that the night-time in Guildford had changed for the better. They felt the area covered by the CI policy had become calmer and more vibrant with a better range of entertainment. However, the findings of the residents' survey suggest that implementation of the Licensing Act has not had a significant impact on the overall numbers of people visiting the city centre. The most popular reasons given for visiting the town centre in the evening at baseline and post implementation period were to go to restaurants or cafes, followed by pubs, bars, or clubs and the percentage of respondents reporting that they visit the town centre to go to the cinema, theatre or concerts most often has decreased significantly since the baseline period. There were no significant changes in age or gender distribution of activities between the two survey periods.

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The research that contributed to this report involved many different organisation. The bulk of the empirical work in the site was mounted by the Applied Criminology Centre (ACC), University of Huddersfield: Dr. Rachel Armitage, Professor Alex Hirschfield, Leanne Monchuk,, Dr Andrew Newton, Michelle Rogerson and Dr Aidan Wilcox and this is reflected in the authorship of this report. The ACC fieldworkers in Guildford were Graham Hieke, Sally Widdop, Emma Froud and Lucy Holmes. The role of the Institute for Criminal Policy Research was to draw this work together with that of other researchers, to create a synthesis report for the site. The original site report is available from the ACC.

We should acknowledge the contribution of others who were involved in the evaluation, notably the staff of BMRB especially Matthew Brown, Bruce Hayward and Matthew Sexton who managed the survey of residents in the five areas and to all the researchers at Cragg Ross Dawson, especially Tim Porter and Ben Toombs, who conducted the in-depth interviews in the case-study sites, and Home Office researchers who assembled a range of data both in the case study sites and nationally. We are grateful both to the research team at the Home Office who designed and oversaw the evaluation process: Alana Diamond, Catherine Nicol, Jonathan Smith, Corrine Charles, Beth Daws, Laura Brasnett, Sian Moley, Lucy Fletcher, Sharon Ross and Emily Diment.

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1 INTRODUCTION

This report sets out the key findings of research into the impact of the Licensing Act 2003 in Guilford.

The Licensing Act 2003

The Licensing Act 2003, which came into effect on 24 November 2005, abolished set licensing hours in England and Wales. Opening hours of premises are now set locally by local authorities through the conditions of individual licenses. The aim of the legislation was to liberalise a rigid system whilst reducing the problems of rapid-drinking and disorder associated with a standard closing time. It was hoped that in the longer term, the Act would help bring about a drinking culture which attached less value to rapid-drinking and drunkenness as ends in themselves. The Act also sought to provide licensing authorities with new powers to deal with problematic premises and to encourage closer partnership between the range of authorities who tackle problems of alcohol-related crime and disorder.

The Act has been the subject of much controversy. Although the aim of the Act was specifically to address problems associated with late-night drinking, there was a great deal of political and media concern in the run-up to implementation about the impact that it would actually have. It was feared that premises would be open 24 hours a day, leading to heavier drinking and higher overall levels of consumption. There were worries both about the public health impact of the new licensing regime and its effects on crime and disorder.

Evaluation methodology

The Home Office role with respect to the Licensing Act relates largely to problems of alcohol-related crime and disorder. In 2005 the Department put into place a programme for evaluating the Act's impact on crime and disorder. The programme included British Crime Survey analysis, a survey of 30 police forces, and five detailed case studies – of which the Guildford study is one.

All five case studies had a variety of components; these are described in Box 1.1.

Box 1.1: Components of research in Guildford

1. Police recorded crime data

Collation and analysis of time-stamped police recorded crime data for the period November 2003 to November 2006 on:

- violence against the person
- criminal damage
- sexual assaults.

Spatial and temporal analysis of recorded crime data was conducted by the Applied Criminology Centre of the University of Huddersfield (ACC).

2. Calls to the police for disorder

Review, also by ACC, of calls to the police for disorder from December 2005 to November 2006.

3. Penalty notices for disorder

Collation of data on numbers of penalty notices for disorder (PNDs) issued in the period April 2004 to March 2007 was analysed by researchers from the Home Office.

4. Health data

Collation and analysis of health data, also by ACC, for the period November 2003 to December 2006 (Friday and Saturday nights only) comprising:

- numbers of accident and emergency attendances
- numbers of ambulance call-outs
- assaults recorded by the ambulance service.

5. Residents' survey

A telephone survey of Guildford residents conducted in two waves by the British Market Research Bureau (BMRB):

- Baseline survey conducted in February to June 2005 with a total of 801 respondents (including a separate boost sample of 158 people aged 18 to 30).
- Post-implementation survey conducted in February to May 2007 with a total of 718 respondents (including 168 in the boost sample).

6. Observation

22 visits to licensed premises undertaken by ACC in one baseline period (November 2005) and 11 in two post-implementation periods (January to March 2006 and January 2007).

7. Interviews with licensees, managers and staff of licensed premises

- 12 qualitative, semi-structured interviews conducted by ACC in January to March 2006, with 5 licensees, 2 managers, 2 members of door staff and 3 door supervisors
- 12 qualitative, semi-structured interviews conducted by ACC in January 2007 with 6 licensees/managers and 6 door supervisors.

8. Interviews with licensees and representatives from night time economy businesses

36 qualitative, semi-structured interviews with owners and licensees and representatives from a range of late-night businesses (pubs, clubs, restaurants, take-aways, an off-licence and a taxi company) in two phases:

- Baseline phase, October to November 2005 (15 interviews)
- Post-implementation phase, October 2006 to January 2007 (21 interviews).

These interviews were undertaken by Cragg, Ross and Dawson (CRD).

9. Interviews with authority representatives

14 qualitative, semi-structured interviews with representatives of the licensing authority and the 'responsible authorities' (police, fire service, and local authority planning, social services, environmental health, trading standards and health and safety departments), the licensing solicitor, the town centre manager, and a representative of the Crime and Disorder Reduction Partnership. Interviews were conducted in two phases:

- Around the time of implementation of the Licensing Act, October to December 2005 (11 interviews)
- Post-implementation, November 2006 to February 2007 (3 interviews)

These interviews were undertaken by the Home Office.

The context of the Guildford case study

Guildford borough is situated in the South East of England, approximately 30 miles south west of London and has a population of approximately 130,000 (Office for National Statistics, 2004 mid population estimates). It also has a large student population, with around 10,000 students attending Surrey University.¹ The 2004 Indices of Deprivation illustrated that Guildford was one of the least deprived areas in

¹ University of Surrey – key facts

the country, ranking 322 out of 354 (with a rank of 1 being the most deprived area).² Guildford is served by an integrated public transport system and is conveniently situated for access to London, with frequent trains to London Waterloo.

Guildford's night-time economy and some of the problems associated with this are briefly described below.

Guildford's night-time economy (NTE)

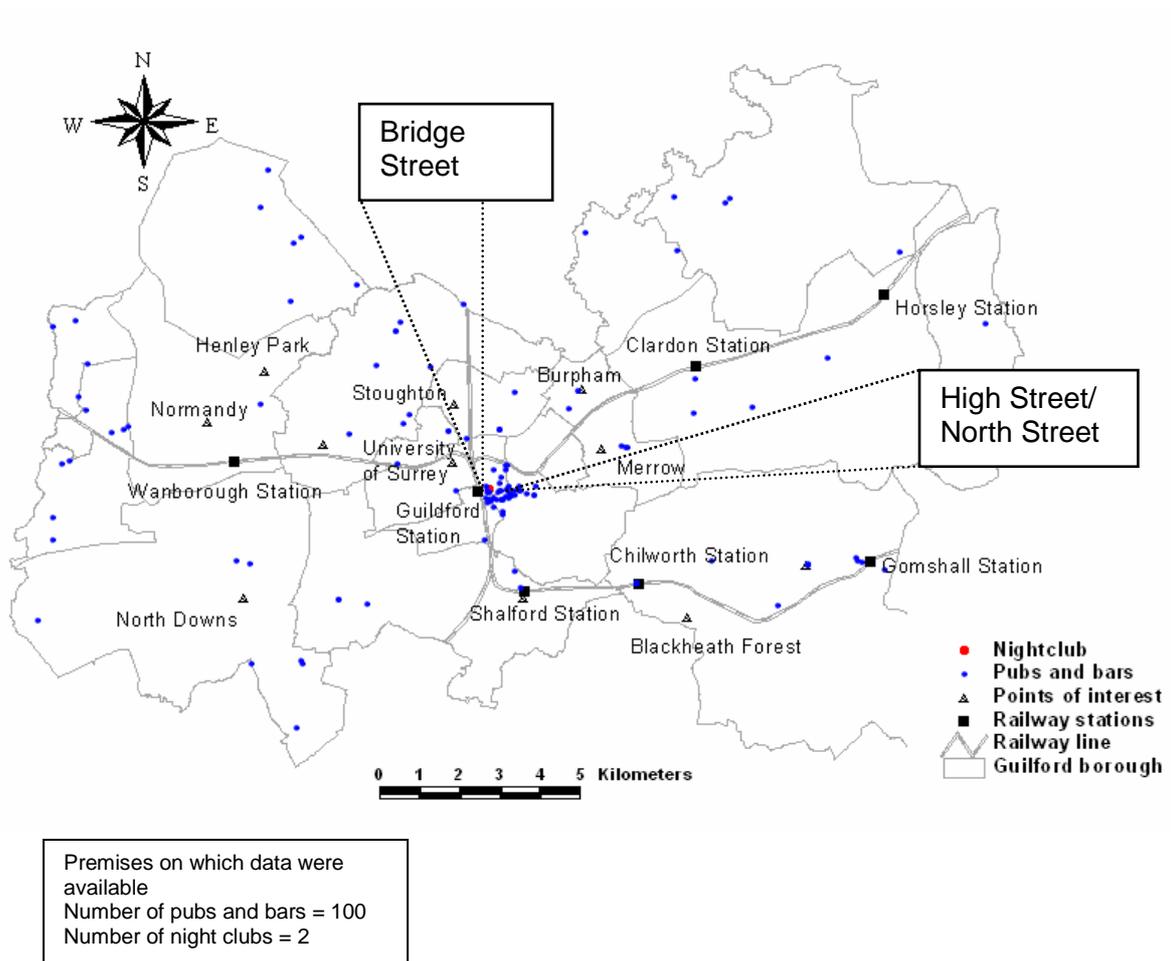
There are two main drinking areas in Guildford: Bridge Street and the North Street section of High Street³. The locations of pubs, bars and night clubs in Guildford are shown in Figure 1.1. Bridge Street is the main drinking area. The road is lined by high-capacity chain bars (some apparently with capacity for over 2,000), most of which sell relatively cheap alcohol and are popular with 18-30 year olds. There is also a nightclub at one end. Pubs with an emphasis on food are relatively few in number. Prior to the Licensing Act, the bars' closing times were staggered, with one or two closing every half hour from 11pm until 1am or later, and the nightclub staying open until 2 or 3 in the morning. Bridge Street was said to be busiest with drinkers on Thursday, Friday and Saturday nights; Monday night is also popular with students, as many bars do drinks and/or cocktail promotions and there are student events at the nightclub.

High Street and North Street run parallel to each other, and are joined in several places by alleys and narrow streets. The range of businesses is much more diverse than on Bridge Street, comprising a mixture of cafés, bar-restaurants, restaurants, off-licences, takeaways, pubs and shops. The area has a wealthy, quaint and chic home-counties feel by day, with ladies lunching and older people shopping. By night, this older, more affluent air is maintained, with a number of licensed premises staying open until 1am and some bar-restaurants with PELs offering music and dancing in the late evenings. Some of these pubs and bar-restaurants describe themselves as 'feeder bars', whose customers move on to Bridge Street later in the evening.

²All statistics from various sources from the Office of National Statistics - <http://neighbourhood.statistics.gov.uk/dissemination/>

³ Cragg Ross Dawson (2005) Exploring Licensees and other late-night Businesses ' attitudes to, and experiences of alcohol-related crime and disorder in the night-time economy

Figure 1.1 Location of pubs, bars and nightclubs in Guildford



Alcohol-related violence and disorder

Many business owners and managers in Guildford, who were interviewed by CRD in late 2005, thought the situation regarding drunken and disorderly conduct was improving, but could still be problematic. Alcohol-related disorder was said to be largely restricted to Bridge Street and its immediate surroundings: the road leads to the station, and is where the great majority of drinking venues are to be found. Such a concentration of venues in a small area was thought to generate disorder, but also to give an exaggerated impression of its extent.

Views on sources of trouble varied. Many agreed that young men, either individually or in groups, are usually involved somehow, but blame was divided between locals and groups coming to the town centre from Woking, Leatherhead, Aldershot (with its

army base), and other surrounding towns and villages on a 'big night out'. Women and underage drinkers were also held responsible by some respondents.

For the most part, trouble was said to occur on the street rather than inside venues; although a number of licensees could remember at least one assault in their bar in the past year, they stressed this is not the norm. Despite the almost universal admission that Guildford continues to experience alcohol-related disorder, nearly all respondents agreed that the situation has improved, especially around Bridge Street, which was once described as a 'no-go area'.

The structure of the report

Following this introduction, there are five chapters to the report. Chapter 2 examines local measures to manage the night-time economy that are largely independent of the Licensing Act 2003. This is followed, in Chapter 3, by discussion of the development and content of local policy under the Licensing Act. Section 4 then looks at the implementation of local policy under the Act. Chapters 5 and 6 consider evidence for the Act's impact on crime and disorder in recorded crime figures (Chapter 5) and residents' and stakeholders' perceptions (Chapter 6).

2 TACKLING ALCOHOL-RELATED CRIME AND DISORDER

This report is primarily concerned with the implementation and repercussions of the Licensing Act 2003 in Guildford. However, implementation of local policy under the Act occurs in a context partly shaped by other measures aimed at managing and addressing problems associated with the consumption of alcohol and the night-time economy. The scope of these other measures (in place at baseline and/or ongoing measures) is briefly considered below.

Tackling alcohol-related crime and disorder: summary

Measures undertaken in Guildford to tackle alcohol-related crime and disorder include the following:

The 'Guildford Looking Forward' strategy outlining different types of investment that were agreed or planned to take place in Guildford between 2004 and 2010. These covered community safety, improved street lighting to make the town centre safer and increased CCTV coverage.

A range of other community safety projects were planned by the Safer Guildford Partnership at baseline, including further action to ban street drinking and a bar staff training and ID scheme.

A 'responsible drinks promotions' protocol was introduced, to reduce/prevent the harm caused by binge drinking. Licensees were expected to sign up to this protocol as part of their operating schedule. Drinks promotions were banned on Friday and Saturday nights.

The "Pubwatch" scheme provided the opportunity for regular communication between the alcohol trade, the police and the LA to discuss and find solutions for any problems relating to violence and disorder on licensed premises. This scheme also gives licensees access to a radio system for immediate communication with police to report any problems.

From April 2005 Security Industry Authority (SIA) registration came into force for all door staff and almost all premises use digital CCTV systems.

The Alcohol Misuse Enforcement Campaigns (AMECs), occurred both before and after the Act and involved various elements of high-visibility, multi-agency enforcement, including increased use of penalty notices for disorder, test purchase operations at on- and off-licences, and the use of dispersal orders tackling anti-social behaviour.

Multi-agency action

Surrey Licensing Forum was established in 2003 and comprised: representatives of the 11 District Councils in Surrey; the County Council; the Clerk to the Licensing Justices; police and the fire service. Its objectives were to develop a multi-agency approach to the implementation and administration of the Licensing Act 2003; to act as a strategic forum for Licensing in Surrey; develop policy; liaise with agencies/organisations that impact upon licensing and to promote best practice.

The 'Guildford Looking Forward' strategy document (formulated in part by the Safer Guildford Partnership) lists the different types of investment that were agreed or planned to take place in Guildford between 2004 and 2010. In terms of community safety and improving the environment of the night-time economy, the plans included improved street lighting to make the town centre safer and increased CCTV coverage.

Enforcement

At baseline interviews, Guildford police had visited all licensed premises to assess what crime prevention measures were in place and to decide whether extending or varying licenses would lead to increased crime and disorder. This meant that when the applications came in, the police had already gathered all of their evidence and knew whether they were going to object to any proposed variations.

A significant amount of enforcement work was conducted under the remit of the Home Office sponsored Alcohol Misuse Enforcement Campaigns (AMECs) which were rolled out in number of areas across England and Wales. These aimed to tackle the crime and disorder associated with the night-time economy and they involved various elements of high-visibility, multi-agency enforcement, including increased use of penalty notices for disorder (see below), test purchase operations at on- and off-licences to help to tackle under-age drinking, the use of dispersal orders tackling anti-social behaviour, and accompanying publicity.

AMECs were implemented in Guildford from June to August 2004, December 2004 - January 2005, November 2005 to January 2006 and May to June 2006. As the third AMEC was undertaken around the time of implementation of the Licensing Act 2003, it is difficult to disentangle the initial impact of changes introduced under the Act from the possible impact of the AMEC.

Penalty notices for disorder (PNDs) were introduced by the Criminal Justice and Police Act 2001 and came into effect in April 2004. They are a tool for tackling low

level offending and anti-social behaviour, including drunken and rowdy behaviour⁴. Figures on PNDs issued in Guildford which were collated for the Licensing Act evaluation, show a considerable increase in the number issued after the introduction of the Licensing Act. Rates remained stable until April 2006 then rose significantly thereafter, although this suggests some relationship with the start of a new financial year rather than the effect of the licensing Act.

Other key measures involving licensed premises

Guildford had been operating a Pubwatch scheme for a number of years prior to the introduction of the Act. This involved six-weekly meetings between licensees, police and council officials to increase communication between the parties. A practical outcome of this was the creation of a shared list of 'barred customers' or those who had caused trouble in premises in the past. Pricing issues were also discussed at these meetings. All bar and club managers interviewed by CRD in the baseline period were members of the scheme, and had a range of views on its value and efficacy. For some these meetings had helped improve cooperation between the licensees and others and most felt the usefulness of the meetings for all concerned had improved over recent years.

Most licensees had access to an open-net radio system, as part of the pubwatch scheme, which connects premises with each other as well as with the police. Licensees can use this system for general communication but also to warn each other about specific problematic groups and to call the police when serious problems arise. Most CRD interviewees thought this system worked well in Guildford, although some felt that it was not as efficient as it could be and had been weakened by people misusing the system.

There was a 'responsible drinks promotions' protocol up and running in Guildford before the Act was introduced, to reduce/prevent the harm caused by binge drinking via sale of cheap alcoholic drinks. Licensees were expected to sign up to this protocol as part of their operating schedule. Although some drinks promotions did run in Guildford, the police were aware of which premises had them and made sure that the licensees were behaving responsibly. As part of the Pubwatch scheme there was a general agreement that promotions would not be used on Friday or Saturday nights.

⁴ They are frequently used to target problems of drunken, rowdy behaviour. PNDs can be issued by the police and in a limited capacity by community support officers and other accredited persons.

The CRD baseline interviews suggest that measures taken by individual venues and businesses are largely homogenous, and few licensees seemed to divert from the basic, common security 'package'. Larger chain bars, supermarkets and convenience stores all have CCTV systems; in many cases these are modern, digital systems with multiple cameras, although some are less up-to-date. All bars use toughened glasses as a matter of course, and most seemed to have toughened glass in the windows as well. None of those interviewed said they used plastic bottles or glasses.

At the baseline period all venues open after 11pm used door staff, and almost all come from one or two security companies in Guildford. They are all SIA-accredited and described as very competent, which was considered an improvement over the previous, unregulated situation; but some felt their loyalty was to the company, not the venue.

3 LOCAL POLICY UNDER THE LICENSING ACT 2003

This chapter describes the development of local licensing policy under the Licensing Act 2003, and the content of that policy as set out in Guildford's statement of Licensing Policy.

Local policy under the Licensing Act: summary

The licensing authority (LA) sits within Guildford Council's Environmental Health and Licensing Department. The responsible authorities (RAs), which must be consulted on all licence applications, are police, fire service, and local authority planning, social services, environmental health, trading standards and health and safety departments.

Surrey Licensing Forum was established in 2003 and comprised: representatives of the 11 District Councils in Surrey; the County Council; the Clerk to the Licensing Justices; police and the fire service. Its objectives were to develop a multi-agency approach to the implementation and administration of the Licensing Act 2003 and to act as a strategic forum for Licensing in Surrey.

In the run-up to implementation, the Guildford LA made efforts to ensure that all licensees from different types of establishments were aware of their responsibilities under the new Act. This was done via a series of seminars and information packs.

Guildford Council published its 'Statement of Licensing Policy' (SLP) in February 2005, which sets out how the LA will carry out the licensing functions defined by the Act.

The LA may adopt a special policy to address the issue of the 'cumulative impact' of large numbers of licensed premises in particular areas. Guildford's SLP specifies that, in line with this policy, Bridge Street has been designated a Saturation Zone. This introduces a rebuttable presumption that certain types of new licence applications for premises within the Saturation Zone will be refused.

The development of local policy

Guildford Borough Council is divided into 19 service units, one of which is Environmental Health and Licensing Services. The Guildford Licensing Unit, which houses the Licensing Authority, was set up specifically to deal with the Licensing Act, although it does have other Licensing functions such as administering taxi and minicab licenses and enforcing controls in relation to street trading, charity collections and lotteries⁵. Guildford LA was also involved in the Surrey Licensing Forum (see above), which was established prior to the Act being introduced, to provide an opportunity to discuss licensing issues and resolve problems.

⁵ <http://www.guildford.gov.uk/GuildfordWeb/Council/Council+Structure/>

Section 5 of the Licensing Act 2003 imposes a statutory duty on licensing authorities to produce and keep under review a Statement of Licensing Policy. The purpose of the policy statement is to set out how the licensing authority intends to carry out its licensing functions and thereby promote the licensing objectives of:

- Prevention of crime and disorder;
- Public safety;
- Prevention of public nuisance;
- Protection of children from harm.

The Act specifies responsible authorities (RAs) who must be consulted for each licence application. In Guildford, the RAs are the police, fire service, and local authority planning, social services, environmental health, trading standards and health and safety departments. The LA and the RAs met monthly throughout the transition process and less formal meetings were held to address specific local area issues and joint inspection visits:

Every three months I gather the local people and talk about the local situations and we also have what we describe as our fortnightly 'prayer meeting' with the police...when we were doing the transition it was weekly but now we have let it drift to fortnightly and it is just to talk about joint enforcement visits, where we need to target." (RA respondent)

According to interviews with LA and RA respondents, the LA had taken a pro-active approach towards the Act. This involved: the provision of information packs to licensed premises tailored to the premises type (pub/club, takeaway, restaurants etc); holding seminars for licensees (again, tailored to the premises type) and setting up a system where different premises submitted their applications at different times. This strategy ensured that applicants were aware of what was expected of them and made it easier for the LA to deal with the applications as and when they arrived.

Right from the start, three years ago or two and a half years ago when we started this we had seminars with the trade. We invited people to specific events. We had a whole day where we had 600 people through in over two sessions and then we had about five more sessions here in the council building talking to clubs and then to private members clubs and to golf clubs and ensuring that everybody knew the areas that we had concerns with and that we felt they should have concerns with." (RA respondent)

It was also clear from the Home Office interviews – both those conducted around the time of implementation and the post-implementation interviews - that Guildford's

process of staggering the receipt of the applications was a useful way of coping with the volume of applications:

And we put a lot of emphasis on that [staggered application process] and I think to a certain extent it worked. And we got a fairly, although it was heavy, it was a fairly flat set of applications, the volume was fairly flat. But, I mean, when it did start to come in, it came in heavy, you know, 30, 40 applications a day". (LA respondent)

The RAs in Guildford had received no extra resources or funding to implement the Licensing Act. Rather it was described by respondents as a question of moving resources around to meet the extra demand and asking staff to work additional hours.

For example, a respondent from Environmental Health reported that it took two technicians six months to complete the extra work costing the department approximately two to three thousand pounds to assess each application.

The various RAs took different approaches to processing applications but all noted the time-consuming nature of the work and some felt ill-prepared for the process. For example, the representative from Social Services noted a lack of knowledge about pubs in Guildford made it difficult to know when to raise an objection to an application and felt that Social Services were not in a position to deal directly with applicants:

... I'm not convinced we have the knowledge as a department to be able to do that liaising with the applicants beforehand. And I think that's what was needed more than anything, to be able to then pick up the phone and talk to us and say what do I need to do? (RA respondent)

Representatives from the Health and Safety department checked whether licensees were applying for significant changes to their business operation or opening hours. Premises were given a score based on the extent of change and this determined the action taken by the Health and Safety department. However, the majority of applications were approved without anyone from Health and Safety needing to make representations.

Representatives from the fire service reported that when applications did not contain any information on fire safety, then they would go and visit the premises and advise the licensee on the type of issues that needed to be included on the operating schedule.

Where we've had an application and it's been completely blank, in a lot of cases we visited those premises, in fact we've always visited them if there's nothing on there...We might have objected against it but I've gone along and I've said "Well look, can you write to me and confirm that you've completed a risk assessment?" and no problem at all. (RA respondent)

Environmental Health officers reportedly completed an 'Environmental Protection Report' for each application and focused mainly on noise from customers or from the operation of premises.

If a pub wants to open late but they have a beer garden, [we would] want the beer garden to close early...And things like putting out bottles at night. We said that no handling of goods or materials which is audible from beyond the site boundary could be carried out at the premises between 11pm and 7am. (RA respondent)

The police had invested resources in visiting each premises before the deadline for applications, this planning meant that the police respondent felt in control of the situation when the applications came in.

We had our evidence all set out, it was already there...So when the application came in, all we had to do was basically stamp the letter and objection with the evidence we had already accumulated. (Police respondent)

The Statement of Licensing Policy

Guildford LA published its Statement of Licensing Policy in February 2005. The Statement summarised the Act and provided potential applicants with a steer about what sort of conditions the Responsible Authorities (RAs) would expect to see included in an applicant's operating schedule.

The consultation undertaken by Guildford LA in preparation for the SLP was extensive and included both statutory and non-statutory consultees.

We consulted with just about every man jack that we could find who we thought might have anything in it. We even consulted with parish councils who are not consultees and specifically excluded but we still went to them. We consulted with Surrey Police, British Transport Police, ambulance service, hospitals, GPs' surgeries, PCTs, residents' associations, the trade, the bus companies, the taxi drivers, I mean, we had, we just went right across so everybody was involved before the policy was published. (LA respondent)

Section 5 of the Statement looks at the fundamental principles of licensing policy and notes that when considering the imposition of conditions to licenses the Council will primarily focus on the impact of activities taking place at licensed premises on members of the public living, working or engaged in normal activity in the area concerned.

In addition, the Council set out its position on the use of licensing law as a means of managing crime and disorder associated with the NTE:

The Council acknowledges that licensing law is not the primary mechanism for the general control of anti-social behaviour by individuals once they are away from the premises and beyond the direct control of the individual, club or business holding the licence, certificate or authorisation concerned. Nonetheless it is a key aspect of such control and licensing law will always be part of a holistic approach to the management of the evening and night-time economy. (para, 5.5)

With respect to the licensing objective of minimising crime and disorder, Guildford LA was prescriptive and detailed in the list of issues to be addressed by licence applicants. These included:

- Physical security features e.g. use of toughened drinking glasses
- Procedures for the risk assessment of drinks promotions to minimise potential for crime and disorder
- Whether applicant is an active member of their local pubwatch scheme
- The use of appropriate number of SIA registered door supervisors (applicants expected to have 1 door supervisor per 250 person capacity).
- Amount of seating to be provided
- Training given to staff in crime prevention measures
- Protocols with the Police to reduce crime and disorder (including the use of radio and text pagers e.g. Publink Radio network)
- Whether the applicant is a signatory to the Guildford area 'responsible drinks promotions' protocol

Premises offering alcohol and/ or late night music and dancing to large numbers of patrons were also expected to address the following:

- Search procedures
- Measures to reduce the risks associated with the provision of public music and dancing (e.g. provision of a suitable designated area for dancing, adequate supervision of dancers, safe location for DJ, areas for safe bottle and glass storage, rules in relation to drinks on the dance floor)
- Measures to prevent the use or supply of illegal drugs (applicants will be expected to explain how they intend to comply with the Safer Clubbing checklist)
- Details of CCTV video cameras and audio recording equipment (including the position of each camera and period of time for which recordings are to be retained)

Section 15 of the policy contains a brief 'general enforcement statement' which includes the need to concentrate resources on 'problem and high-risk premises':

The Council intends to establish protocols with Surrey Police on the enforcement of the Act. These will provide for the efficient deployment of Police and Council Officers engaged in enforcing licensing law and inspecting licensed premises, in order to ensure that resources are targeted at problem and high-risk premises...Premises that are low risk and well run will be subject to a less frequent inspection regime. (para, 15.3/4)

Cumulative impact policy

Guidance issued under the Licensing Act states that the licensing authority may, in appropriate circumstances, adopt a special policy to address the issue of the 'cumulative impact' of large numbers of licensed premises in particular areas. Guildford's adopted a special policy for Bridge Street. However this policy was unique in stating that extensions to opening hours within the cumulative impact area would be treated as a 'material variation'. This therefore meant that applications for extensions could be refused if a representation was received about the extension leading to increased crime and disorder or public nuisance. Extensions in hours were only granted if a premise could prove that they were adding to the area, for example, by diversifying the type of entertainment that they offered. This approach was taken by the LA in an effort to maintain the staggered licensing hours that were already in place on Bridge Street and to control levels of crime and disorder. This issue was discussed in the post-implementation interviews with authority representatives, who noted that a number of premises had made an effort to shift their focus away from alcohol consumption to serving food and providing live music at their venue. Additionally, the council were planning to introduce live music into the town centre streets, following feedback from members of the public.

4 THE IMPLEMENTATION OF LOCAL POLICY UNDER THE LICENSING ACT 2003

This chapter looks at how licensing policy has been implemented in Guildford following the introduction of the Licensing Act 2003. Three aspects to implementation are considered here: first, the extent to which additional licensing hours have been applied for, granted and used; secondly, enforcement activity under the Act; thirdly, multi-agency working under the Act.

Implementation of local policy under the Licensing Act: summary

Of 102 premises on which data are available, 34 per cent applied for no additional licensing hours under the Act, 48 per cent applied for between one and eight additional hours per week, and 18 per cent applied for nine or more additional hours per week.

It appears that many of the applications were for straight conversions and on police advice, the majority of applications for extended hours were refused, in order to preserve the staggered closing times already in place in Guildford.

Conditions added to those licenses which had extended trading hours, included the use of SIA-accredited door staff, 'no re-entry' policies (to prevent 'bar hopping') and staff training (to identify underage drinkers and drug use on the premises). For those premises in more residential areas, some of the key conditions related to noise.

The Licensing Act did not fundamentally alter the enforcement role of the police and other statutory authorities. The new powers designated under the Act were considered to re-enforce policies that were already in place rather than acting as a catalyst for the development of any new policies or initiatives.

Business representatives noted more attention by police to issues of underage drinking and drunkenness but overall they felt there had been no great change in enforcement activity.

There was strong partnership working in Guildford before the Act. It was reported by LA and RA respondents that this had improved in the run up to and following the implementation of the Act. Relationships between the police and the alcohol trade also improved post implementation.

Applications for additional licensing hours

At the time of data collection stage of the evaluation there were no comprehensive data on the numbers of additional licensing hours applied for by Guildford premises under the Licensing Act. However, ACC acquired data on licence applications on a total of 102 premises. This was the number of premises for which address details and other minimum operational data were available via the Licensing Authority. Based on the assumption that, among these premises, the pubs had previously closed at 11 p.m. and the clubs at 2 a.m., ACC calculated that:

- 34 per cent of the premises applied for no additional hours
- 48 per cent of the premises applied for between one and eight additional hours per week
- 18 per cent applied for nine or more additional hours per week.

Interviews conducted with late-night businesses by CRD found most licensees had applied for a variation to their license to allow later closing in the evening; hours varying from 2am to 6am, but few intended to close more than an hour later in practice. There was a general preference to see what others were doing before deciding whether or not to extend hours significantly. At the time of the interviews with LA and RA respondents, the council had dealt with approximately 576 applications, with about 320 of these being for variations.

Responses to applications for additional hours

There is no complete record of the extent to which additional hours *applied for* by licensed premises were *granted* by the licensing authority. However, those interviewed by CRD reported that on police advice, the majority of applications for extended hours were refused, in order to preserve the staggered closing times already in place in Guildford. Most licensed premises still close between 11pm and 2am. Very few licensees appealed against the Council's decisions, as most knew that the competition had received equal treatment and seemed to respect the decision of the police.

Post implementation interviews conducted by the Home Office with licensing and responsible authority (LA and RA) representatives supported these findings indicating that opening times in Guildford town centre had not changed a great deal since the introduction of the Act, mainly because of the restrictions placed on this by the CI policy (see Cumulative impact, above). Premises outside of the CI area had

generally been granted an additional hour. In the town centre, the latest closing times were therefore 12am for pubs and 3am for night clubs. However, apart from the town centre premises, which tended to stay open later at the weekend, few premises actually used their extra hours on a regular basis.

The success of this approach was reportedly due the strong relationship already in place between the police and licensees.

We got away with that process and that structure and that approach purely because of the iron grip we had on it in the first place. And it just followed that people wanted to negotiate rather than really trying to expand the envelope in terms of new hours.” (RA respondent)

The ACC researchers visited a small number of premises (12) to establish, among other matters, their actual hours of business. Nine premises had applied for additional hours: four for nine or more hours per week and five for between one and eight hours. On average, these premises used 55 per cent of their additional hours.

Imposition of licence conditions

As noted, at the time of the evaluation, many of the applications in Guildford were for straight conversions (especially in the cumulative impact area). This meant that conditions could not be imposed. However, for those licenses which were varied, a range of conditions were added, including the use of SIA-accredited door staff, ‘no re-entry’ policies (to prevent ‘bar hopping’) and staff training (to identify underage drinkers and drug use on the premises). For those premises in more residential areas, some of the key conditions related to noise:

We are very strong on noise. We have a number of venues, which are right in the middle of densely populated neighbourhoods and if those people want to be able to stay open later they have got to be able to effectively control their customers. (RA respondent)

It was felt by the LA and RA respondents that the use of conditions had had a positive impact on some premises. For example, one premise had experienced reduced levels of crime and disorder inside the premises following the employment of door staff:

..it is working because the venue that I told you about, which has completely transformed itself, we did a computer run on the number of police incidents there in the last three months and the number of times it was reported to the police...and it was 27. Two of those incidents were inside the venue and 25 were at the door, which meant that the door staff were doing their job. (RA respondent)

Post-implementation interviews conducted by CRD with business owners and licensees indicated that there were few new measures adopted by individual premises, mainly because those that existed prior to the Act were believed to be sufficient and effective. However, the number of bars and pubs employing door staff was said to have risen either as a condition of later opening hours or voluntarily, and in some premises CCTV systems had been improved. As in other areas, there was a much greater emphasis on tackling underage drinking than before, often through formal staff training and regular ID checks, including “Challenge 21 policies at the door and at the bar. Many venues had tills which reminded bar staff to verify ID:

We’ve even got a facility in the till now where if someone is challenged for ID for ID over the bar and we think they are under 21, then we can make a record of that on the till...So we can say to the company or the licensing authority that we are checking on a regular basis. (Chain pub respondent)

Identifying and refusing drunk customers was also high on the agenda for many. Some licensees were using courses and informal methods to train bar staff to avoid serving underage or drunk customers.

Enforcement under the Licensing Act

LA and RA respondents noted little marked change in Guildford, in the way in which the NTE was being policed after the Act. However, the police respondent thought that the new police powers designated under the Act, particularly the closure power, was “*very useful*”. Although no premises in Guildford had been closed in this way, it was perceived that the threat of the power was enough to keep people in line:

Half of it is not because we’ve had to use them, just because everyone knows we’ve got them. I don’t like having to use them, I’d rather work with the place. If I need to I will use one...But everyone knows we’ve got those powers and everyone knows if it all goes horribly wrong in their pub I can go in there and say thank you you’re shut. You are going to go automatically into review, you are going in front of the court. So yes I think it is a threat more than anything else. (RA respondent)

The police, LA and some RAs were involved in conducting joint inspection visits to licensed premises to ensure that licensees were complying with the conditions of their license. Although these visits had been conducted for a number of years, it was felt that they had become more proactive and intelligence-led since the implementation of the Act and that these had led to an improvement in licensees’ attitudes to issues such as crime and disorder. The respondent from the LA also

stressed that there had been a focused approach to assessing the application forms in relation to the crime and disorder objective:

As far as the crime and disorder is concerned we're very, very heavy because of members, we're very heavy on staff being trained in crime prevention measures, looking at ensuring that ladies' handbags are safe, small things, the clips on the bar and on tables to ensure that you can't just run in and snatch, drug awareness is very strong in Guildford, very strong. And under-age drinking, there was one pub that had its application completely turned down because of, if you cleared out the under-age drinkers, as they now have, they don't have any customers. So it's a very focused expression on crime and disorder, the public safety."

Responses of licensees to enforcement after the Act

Interviews with licensees and business owners conducted by CRD in the post-implementation period suggested that all were positive about the policing of the NTE, and the police were widely praised for their efficient response to reported incidents and for supporting licensees without being over-bearing or overly demanding:

The police and the licensing authorities are getting it right. The police have a a very wise approach towards licensing in Guildford, they put more emphasis on the disorder being created by customers as opposed to putting pressure on the licensees (Chain pub respondent)

The police are absolutely fantastic, they will respond very quickly, there is CCTV throughout the town centre. (Chain pub respondent)

Partnership working under the Licensing Act

LA and RA respondents to the Home Office post-implementation interviews, reported that partnership working in Guildford was strong before the Act. However, it was felt that this had been further improved in the run up to, and following, the implementation of the Act. For example, although the police had previously been involved in joint inspection visits with other relevant agencies, these had become more frequent and more pro-active as a result of the Act.

We were doing it before but now it is a lot more. Working much more closely in relation to trading standards and I think we're structuring our enforcement of off-licenses a lot more, being a lot more proactive in relation to those. (RA respondent)

The working relationship between the LA and RAs and between the RAs themselves had also been strengthened by the Act by virtue of more frequent contact.

We had a very good working relationship with the council anyway, the licensing team over there, but this has really strengthened it. So much closer liaison there. (RA respondent)

We're dealing with children's services and stuff like that much, much more. (RA respondent)

There was a good working relationship in Guildford between the police and the licensed trade. As mentioned, Guildford LA had worked closely with the trade in the run up to the Act's implementation. It was reported that liaison between the police and the trade had also improved as a result of the Act. This had led to a much more constructive relationship between the two parties:

If I ring up one of the [licensee]... and say I need a chat they are in here straightaway. I will sit down with them and have a coffee with them and you know if there is a slight problem, this happened last night and I don't like it, sorted. We have no problems with them at all. (RA respondent)

We are really encouraging [licensees] now to ring us and report things, speak to us, because they now realise if they are refusing entry at the door to someone who they believe is a troublemaker, under age, drunk, whatever and who then kicks off, we think of that as a plus. We like that. Where before they thought 'don't ring the police they will hold it against us', but now we are saying no that is good you've got a robust door policy, you are not allowing these troublemakers in." (RA respondent)

5 ASSESSING THE IMPACT OF THE LICENSING ACT ON CRIME AND DISORDER (1): POLICE AND HEALTH DATA

This chapter assesses the impact, if any, of the Licensing Act on levels of alcohol-related crime and disorder, as evidenced by police recorded crime data on violence against the person and criminal damage,⁶ and numbers of calls to the police for disorder. The data were analysed at different levels: macro (entire study area), meso (near to licensed premises) and micro (at or inside licensed premises). The spatial analysis, which made use of a Geographical Information System (GIS), was carried out in order to assess whether the Act had impacted on crime and disorder in specific locations – especially areas around licensed premises and temporal analysis was used to attribute any changes to licensing hours.⁷

In addition to police data, some health data were also collected for the evaluation and are briefly discussed in the final part of the chapter. All the data reviewed in this chapter were collated and analysed by ACC.

Police data on crime and disorder: summary

Analysis of police recorded crime data from before and after implementation of the Licensing Act produced the following findings:

The post-implementation period saw an increase in incidents of violence against the person. The monthly average of 145 incidents in the baseline period increased to 161 in the post-implementation period – an increase of 12 per cent.

There was an increase in numbers of offences in all but two months of the post implementation compared to the baseline. There has also been some temporal change in the post implementation period. Most notably, the hours from 7.00pm to midnight saw decreases in the number of such offences, while there were increases in the small number of offences occurring from midnight to 5.59am.

There were modest increases in violence between midnight and 1 am both on weekdays and on weekends although the increase was greater at weekends. Increases also occurred between 1am and 3am both on weekends and weekdays. The proportional changes were small and the number of additional offences modest (well below 50).

⁶ Sexual offences data were also collected for the evaluation, but it is difficult to draw conclusions from these about any potential impact of the Licensing Act because of the small numbers of incidents (around 10 per month in baseline and six post-implementation periods).

⁷ GIS is a computerised system for the capture, storage, retrieval, analysis and visualisation of spatial data. It allows crime to be mapped over time and space, and to be cross referenced with multiple data sources, for example licensed premises and land use. See ACC Technical Annex for more detail on methodology.

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.

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. 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 at post implementation.

The main hot-spots for violence were more or less the same before and after implementation. They showed some temporal shift post-implementation to one hour later from baseline.

493 violent offences were recorded in or at licensed premises during the two-year baseline period. 15 premises (15 per cent of the total) accounted for 85 per cent of these offences. In twelve months after implementation, 283 offences were recorded in or at premises; again the 'top 15' accounted for 79 per cent of them.

Criminal damage offences decreased (less than 1%) after implementation of the Act. There was an average monthly figure of 185 incidents in the baseline period compared to 184 post-implementation.

Criminal damage was much less concentrated around licensed premises than violence against the person; indeed the cluster area accounted for just 16 per cent of criminal damage offences. In both periods the zone within 50-100m of licensed premises accounted for just under 10 per cent of all criminal damage offences.

Data on calls to the police for disorder show a slight increase in incidents post implementation. The average monthly figure for the 24 baseline months was 412 compared to 416 calls per month in the post implementation period. Calls for disorder were mostly concentrated in the areas 0-50m away from licensed premises (around 15 per cent in both periods).

The number of A&E attendances increased from 121 in 2005 to 244 in 2006, a percentage increase of 104%. There was an increase in the number of attendances for every month in 2006 compared to the previous year. However, because there were no data pre January 2005, it difficult to determine whether this was part of trend or a consequence of the Act.

Temporal patterns show some changes between 2005 and 2006, with the greatest percentage increase in 2006, in attendances in the early hours of the morning (2am-5am).

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. 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.

Levels of violence – macro analysis (entire case study area)

Violence against the person is a diverse crime category which includes offences such as murder, wounding and common assault. Numbers of recorded offences of violence were analysed for a two-year pre-implementation period of December 2003 to November 2005, and a one-year post-implementation period of December 2005 to December 2006. It should be noted that changes to the recording of violence against the person offences since April 2005, particularly in relation to less serious wounding and common assault, may influence the results of this analysis.⁸ Moreover police powers for dealing with violent offences have been extended, for example through powers to issue Penalty Notices for Disorder (PNDs), and the availability of these powers may result in the recording of offences which previously would have been dealt with informally.

Across Guildford, levels of violence against the person increased in the post-implementation period compared to the baseline period. In the average baseline period, the total number of offences was 1736. This figure then increased by 12% to 1936 in the post-implementation period. Table 5.1 shows that 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%) increase in the number of violence against the person offences recorded.

Statistical tests were run to determine whether changes in levels of violence were significant.⁹ These found that that there was a significant increase in violence against the person in the first six months of the post implementation period.

⁸ Hence, for example, national recorded crime figures show increases in levels of less serious wounding and common assault from 2004 to 2006, but the British Crime Survey shows a decline in these offences over the same period.

⁹ Independent sample t tests were used for this analysis, and were run on weekly crime counts in the baseline and post implementation periods. Due to potential seasonal fluctuations that may hide important changes that could only be observed in the first six

Figure 5.1 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 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.

Table 5.1 Violence against the person monthly crime counts in Guildford (December 2003 to December 2006)

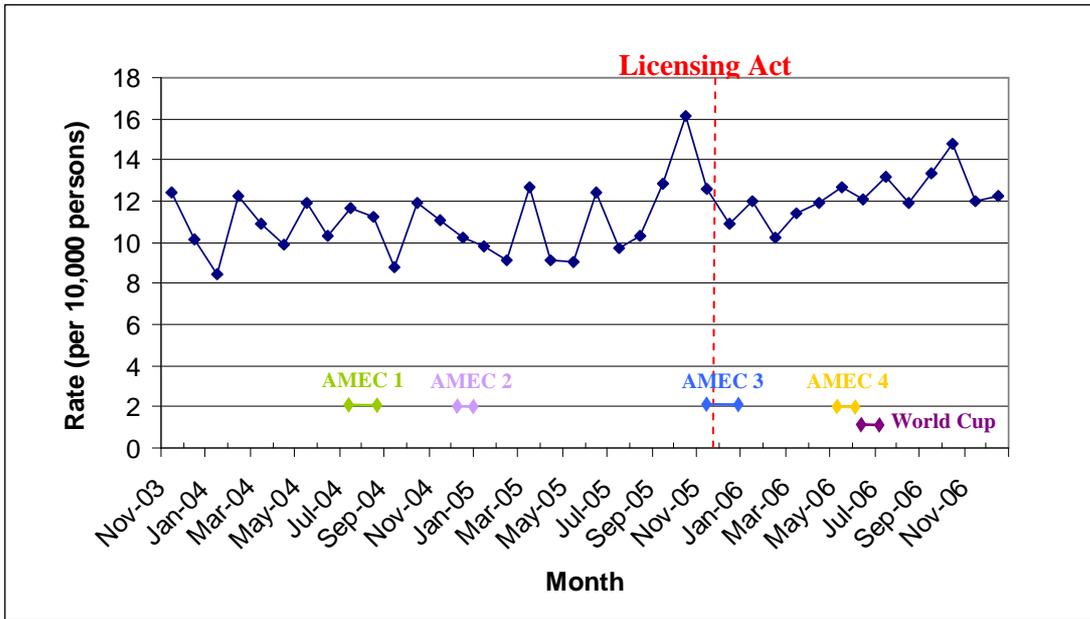
	Year				Post implementation percentage change (monthly average) ¹
	2003	2004	2005	2006	
January		112	130	159	31.4
February		162	121	135	-4.6
March		144	168	151	-3.2
April		131	121	157	24.6
May		158	119	168	21.3
June		136	164	160	6.7
July		154	128	174	23.4
August		149	136	158	10.9
September		116	170	176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

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.

months or second six months periods, each year was subdivided into a half year period. Weekly values were used as opposed to monthly values as this increases the sample size and reduced the standard error, thus making the test more robust.

Figure 5.1 Violence against the person crime rate in Guildford and local initiatives (November 2003 to December 2006)



Serious and less serious violent crime for the entire case study area

Violence against the person offences were examined at the macro, meso level and micro level. However, changes to the recording process of more serious violence against the person offences (for example ‘threats to kill’) since April 2005 may influence the results of this analysis. Additionally, lower level offences including other offences against the person (less serious violence) are likely to be influenced by police activity (e.g. the use of PNDs) more so than more serious violence. For this reason the average baseline and post implementation violence against the person offences were separated into more serious and other violence against the person offences.

Analysis of figures for the most serious violence against the person offences, which include murder, attempted murder, manslaughter and wounding, revealed an increase of ten per cent from 40 offences per year in the average baseline period to 44 offences in the post-implementation year.¹⁰ In both periods, offences of serious violence made up around two - three per cent of all violent offences.

¹⁰ Because the numbers of serious violence offences are small, geographical analysis of these data was not undertaken.

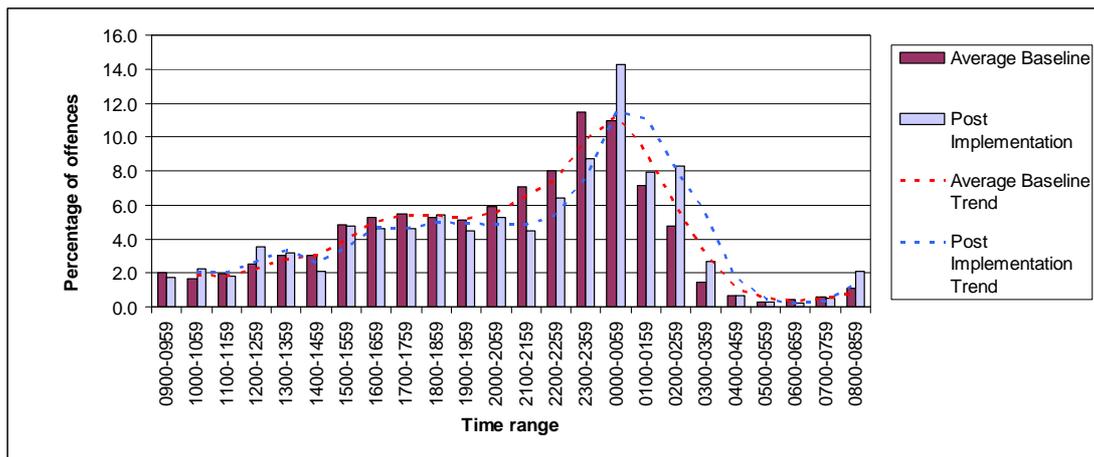
Daily, weekly and annual distribution of violent offences

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. It showed that there has been some temporal change in the post implementation period. Most notably, the hours from 7.00pm to midnight saw decreases in the number of such offences (Average baseline 646 to 560 post implementation), while there were increases from midnight to 5.59am (from 437 to 651).

Figure 5.2 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 5.2 Proportional changes to violence against the person offences by time of day in Guildford (average baseline and post implementation periods)



Data on violent offences were analysed separately for Friday and Saturday nights only – the nights on which premises may have been more likely to use additional licensing hours. Guildford registered increases between baseline and post

implementation in both weekday (12%) (894-903 recorded offences) and weekend (11%) violence (932-1033 recorded offences). There were increases in weekday violence in 10 out of 12 months and for weekend violence in 9 of 12 months. The greatest increase for weekend violence was in the month of September followed by January and April.

There were modest increases in violence between midnight and 1 am both on weekdays and on weekends although the increase was greater at weekends. Increases also occurred between 1am and 3am both on weekends and weekdays. The proportional changes were small and the number of additional offences modest (well below 50).

Levels of violence – meso analysis (near to licensed premises)

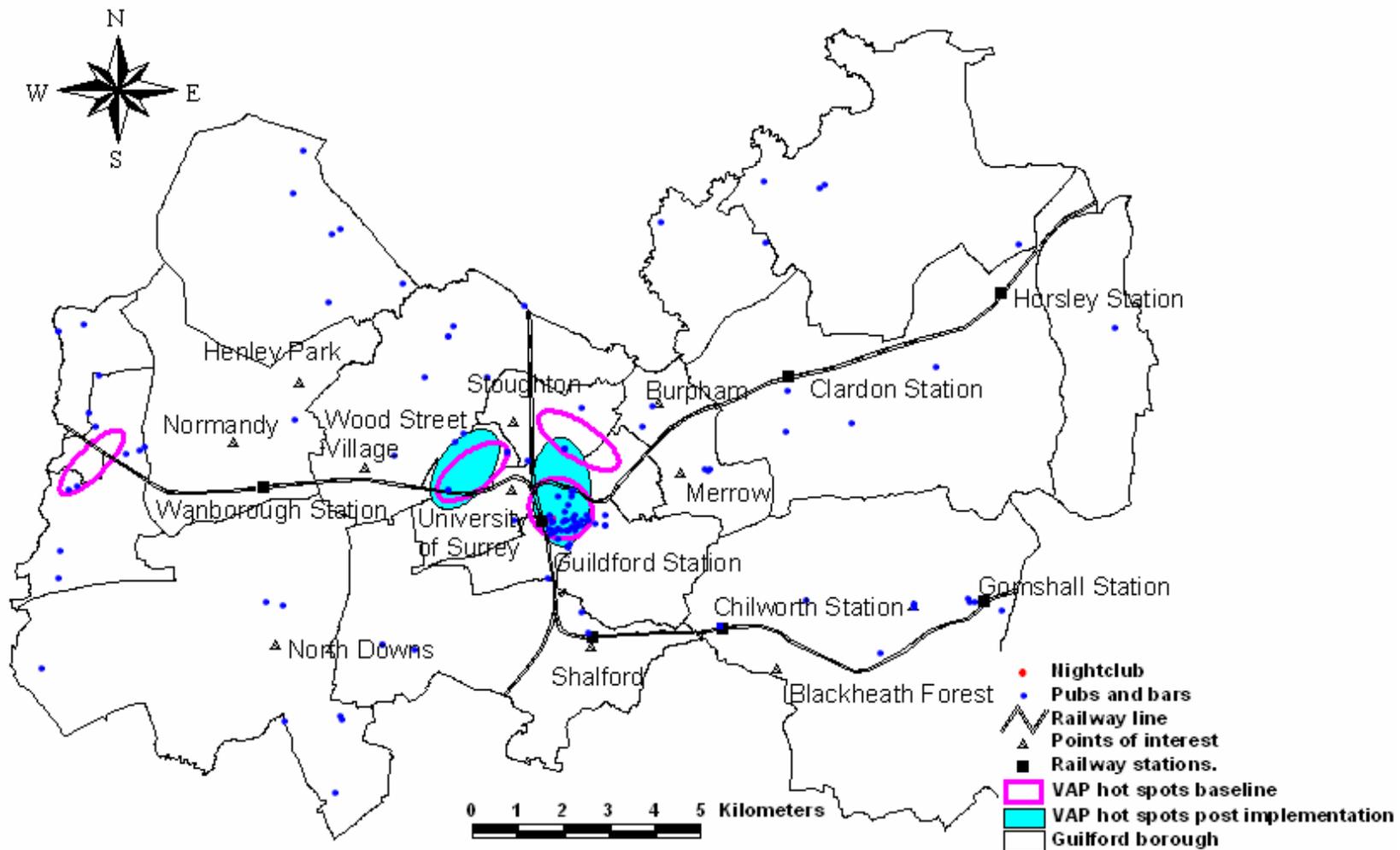
The greatest proportion of violence against the person offences occurred in the cluster zone at both baseline (40%) and post implementation periods (38%). Almost 20 per cent occurred within 50m of licensed premises. When comparing the two periods, the actual differences in proportions of offences in 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.

Between the baseline and post implementation periods 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 tends to be amplified in the vicinity of licensed 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 at post implementation.

There was little change in the overall geographical distribution of offences. Figure 5.3 maps the “hot spots” in Guildford both in the baseline and post implementation periods. The purple ellipses on the map 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.

The spatio-temporal distribution of violent offences remained broadly consistent in the baseline and post-implementation periods. However, 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 baseline period there was a concentration of violence against the person offences between 9.00pm to 10.59pm. However, in all subsequent time blocks, violence against the person offences are more concentrated in the post implementation period.

Figure 5.3. Violence against the person hot spots (NNHC) in Guildford (average baseline and post implementation periods)



Levels of violence – micro analysis (at or inside licensed premises)

At the micro level, 493 violent offences were recorded in or at licensed premises during the two-year baseline period (the sum of two years data). 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.

At post implementation, 283 violent offences were recorded in or at licensed premises. 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. 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.

Table 5.2: Violence against the person offences recorded at Guildford’s ‘top 15’ licensed premises – baseline period

<i>Venue</i>	<i>No. of offences*</i>	<i>Cumulative no. offences*</i>	<i>% offences**</i>	<i>Cumulative % offences**</i>
A	86	86	17	17
B	80	166	16	34
C	60	226	12	46
D	51	277	10	56
E	34	311	7	63
F	21	332	4	67
G	18	350	4	71
H	16	366	3	74
I	12	378	2	77
J	12	390	2	80
K	8	398	2	81
L	6	404	1	82
M	5	409	1	83
N	5	414	1	84
O	5	419	1	85

*Sum of two years' data

**Percentage of all offences recorded in or at premises

Venues shaded in blue were in ‘top fifteen’ in both baseline and post-implementation periods.

Table 5.3: Violence against the person offences recorded at Guildford’s ‘top 15’ licensed premises – post-implementation period

<i>Venue</i>	<i>No. of offences</i>	<i>Cumulative no. offences</i>	<i>% offences*</i>	<i>Cumulative % offences*</i>
A	55	55	19	19
B	54	109	19	39
C	17	126	6	45
P	17	143	4	51
H	12	155	4	55
F	12	167	4	59
Q	11	178	4	63
D	11	189	3	67
J	9	198	2	70
R	5	203	2	72
M	4	207	1	73
N	4	211	1	75
L	4	215	1	76
O	4	219	1	77
S	4	223	1	79

*Percentage of all offences recorded in or at premises

Venues shaded in blue were in ‘top fifteen’ in both baseline and post-implementation periods.

In Chapter Four of this report, the available data on numbers of additional licensing hours applied for under the Licensing Act are discussed. It is noted here that premises have tended to use any additional licensing hours flexibly: that is, they close at any time up to their ‘official’ closing time, depending on how busy they are. They are also more likely to use the extra hours at the weekend. This, and the lack of comprehensive data on hours applied for and granted by the licensing authority, makes it difficult to identify any impact of additional licensing hours *used* on the levels of violence associated with premises.

However, based on visits to the premises by ACC researchers, levels of violent offences in or at 12 premises, and their actual opening hours were examined in detail. Six of the premises were in the top fifteen in both baseline and post implementation periods, one was in the top fifteen at baseline and two at post implementation period only. One premise did not apply for additional hours. Of the eight which did, four applied for nine or more hours. Seventy-five 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.

Table 5.4 Estimated additional hours *used* per week by premises visited by ACC fieldworkers and violence against the person offences

Additional hours (used)	Number of premises	Percentage of violence against the person	
		Average baseline (N)	Post implementation (N)
0	2	23 (31)	16 (18)
1-5	7	43 (59)	30 (35)
6+	3	34 (46)	54 (63)
Total	12	100	100

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. The criminal damage figures are analysed for the same pre- and post-implementation periods (December 2003 to November 2005, and December 2005 to December 2006) as the violence figures.

Macro level

The number of recorded criminal damage offences for the average baseline period in Guildford was 2230. This decreased by less than one per cent to 2215 in the post implementation period. Statistical t tests found that the significant decreases across the two baseline periods were not carried through to the post implementation period.

The daily distribution of criminal damage offences in the post implementation period varies somewhat from the baseline period. In both 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 (142 at average baseline to 337 post implementation). This suggests that there may have been some temporal displacement of criminal damage offences to later in the evening. The frequency of criminal damage offences by day of week remained largely unchanged between the baseline and post implementation periods. Friday and Saturday were 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.

Meso level

Criminal damage appeared to be much 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. In both periods the zone within 50-100m of licensed premises accounted for just under 10 per cent of all 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 these zones.

Hot spot analysis reveals that criminal damage was 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. There was no evidence of a shift in the location of hot spots between the two periods.

Spatio-temporal analysis for the hours 9pm to 5am also reveal very similar patterns in the baseline and post-implementation periods, with only some minor 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 increases 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.

Calls for disorder

Calls for disorder include calls about incidents such as disturbances in public places, disturbances in licensed premises, drunkenness and noise nuisance. Data on calls are often used as an alternative to police recorded crime data, as they can be seen as a proxy measure of the public's perceptions of crime and the need for police assistance.

Calls for disorder are analysed for the same pre- and post-implementation periods (December 2003 to November 2005, and December 2005 to December 2006) as the recorded crime figures.

Macro level

The number of calls for disorder in the average baseline period was 4948. This increased by one per cent to 4996 in the post implementation period. During 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%). Statistical t tests found that the increases in calls for disorder during the second six months of the post implementation period were statistically significant.

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%; 334 baseline average to 662 post implementation), and between 3.00am and 3.59am (34%; 81-109). Calls peaked on Friday and Saturday nights.

Meso levels

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.

Health data

Ambulance and accident and emergency (A & E) data are regarded as potentially a rich source of data on violent crime. Research suggests that injuries which occur within the context of the NTE may not always come to the attention of police. Serious incidents of violence may be reflected in these data, permitting comparison with recorded crime data in order to increase the robustness of the findings. However, as was true of the Guildford case study, difficulties of collection and interpretation can limit the value of health data. Also, caution must be exercised when comparing A&E data with those for police

recorded crime. This is because the geographical area covered by the A&E facility is not conterminous with the police wards and there are likely to be different interpretations of what constitutes assault for police and A&E purposes.

Data from Guildford Accident and Emergency unit (A&E) have been collected from January 05 - December 2006 on patients aged between 17 and 35 attending A&E on Friday and Saturday nights (Friday 22:00-Saturday 05:00 and Saturday 22:00 – Sunday 05:00). Data were collected only on patients whose attendances were recorded as being directly alcohol-related (including assault and accidents). Relevant cases were extracted by searching the free text field of 'Accident Location and Complaint' for relevant words (alcohol, assault, drunk or fight).

Accident and emergency attendances

The number of A&E attendances increased from 121 in 2005 to 244 in 2006, a percentage increase of 104%. There was an increase in the number of attendances for every month in 2006 compared to the previous year. However, because there were no data pre January 2005, it difficult to determine whether this was part of trend or a consequence of the Act.

Temporal patterns show some changes between 2005 and 2006, with the greatest percentage increase in 2006, in attendances in the early hours of the morning (2am-5am).

Assaults recorded by A&E

Selecting just cases of assault and sub-setting the data to weekend nights only would have reduced the number of cases to 177 over the two time periods. 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 incidents of assault were extracted and analysed by month, by hour of the day/night and compared with violence against the person offences.

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. 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 5.5 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	

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 timing, the analysis showed the number of assaults fell in the baseline period, in each hour between 10.00pm and 1.59am. Police recorded 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).

6 ASSESSING THE IMPACT OF THE LICENSING ACT ON CRIME AND DISORDER (2): RESIDENTS' AND STAKEHOLDERS' PERCEPTIONS

This chapter examines residents' and stakeholders' perceptions of the impact of the Licensing Act – and particularly its impact on crime and disorder. Residents' views were obtained from BMRB's baseline and post-implementation survey. Stakeholders include the licensing authority and responsible authority respondents interviewed by the Home Office, and representatives of late-night businesses interviewed both by ACC and by CRD. (To avoid confusion, the ACC and CRD interview findings are discussed separately in this chapter.) Information on the residents' survey and the Home Office, ACC and CRD interviews is provided in Box 1.1 in Chapter 1.

Residents' and stakeholders' perceptions: summary

The main findings of a pre- and post-implementation survey of residents were:

The number of respondents visiting the town centre was not significantly higher in post-implementation than at baseline. In both periods, the most popular reasons given for visiting the town centre in the evening were to go to 'restaurants and cafes' or 'pubs, bars or clubs'.

There was no significant difference in the proportions of respondents who felt unsafe (at some point) in the town centre in the evening (23% post-implementation and 30% in the baseline period), or in the reasons given for feeling unsafe.

65 per cent of post-implementation respondents said that people being drunk and rowdy was a problem in the town centre; this was not significantly different to the baseline figure. However, compared to the baseline period, significantly fewer post-implementation respondents felt that drunk and rowdy behaviour had become *more* of a problem in the last 12 months (57% compared to 64%).

28 per cent of respondents thought that alcohol-related crime had increased since the introduction of the Act - significantly fewer than had thought it would increase when asked at baseline (44%).

LA and RA representatives interviewed after implementation of the Act, felt that levels of crime and disorder had decreased but that was not attributed specifically to the changes in licensing law.

Business representatives held similar views, with most feeling that crime and

disorder had 'clamed down' or at least that there had been no dramatic increase in levels of crime and disorder. Factors cited as contributing to a reduction in problems included: policing, fewer people coming into the town centre and staggered closing times resulting in fewer people on the streets at key times. However, there was still significant concern about alcohol-related crime and disorder.

Residents' perceptions

Both the baseline and the post-implementation survey covered the following broad topics:

- Frequency and patterns of the respondent's current usage of the night-time economy in the town centre;
- Experiences of alcohol-related disorder in the city centre and the respondent's own neighbourhood.

In addition, the baseline survey asked about the respondent's expectations and knowledge of the Licensing Act, whilst the follow-up survey asked about the respondent's perceptions of the impact of the Act

The major findings of the surveys, drawing out the key points of contrast between the baseline and post-implementation responses, are presented below.

Town centre visiting

The relevance of town centre visiting to the potential impact of the Licensing Act is that it had been hoped the Act would contribute to the diversification of the night-time economy, and thereby encourage a wider range of people to visit city and town centres. It was also hoped that a decline in levels of alcohol-related violence and disorder would make city and town centres more attractive to people who would otherwise be deterred by fear of crime. The implementation of the cumulative impact policy also has the potential of helping to encourage diversification.

In Guildford the majority of residents (71%) had visited the town centre at least once in the previous 12 months with no significant differences between baseline and post

implementation. Thirty six per cent of respondents at post implementation said they visited once a week or more. These figures were not significantly different to those produced by the baseline survey. Further, while significantly more young people (16-30 years) visited the town centre weekly than those in older age groups, there were no significant age or gender differences in visitors to the NTE between baseline and post implementation survey.

The most popular reasons given for visiting the town centre in the evening at baseline and post implementation period were to go to restaurants or cafes (40% v 46%), followed by pubs, bars, or clubs (28% at both time periods), then the cinema, theatre or concerts. The percentage of respondents reporting that they visit the town centre to go to the cinema, theatre or concerts most often has decreased significantly since the baseline period (12% compared to 19%), but there are no other significant changes. As might be expected the younger age group was significantly more likely to visit pubs, bars and clubs than the older age groups and men more likely to do this than woman. There were no significant changes in age or gender distribution of activities between the two survey periods.

Friday and Saturday night remain the most popular nights for a visit to the town centre. There is also evidence that people are staying out later in the town centre following the introduction of the Act: On Saturday night the percentage of respondents who leave between 11pm and midnight has significantly reduced from 36% in the baseline to 24% in the post-implementation period. There is also a significant increase in the percentage of respondents who leave between midnight and 1am, from 8% in the baseline to 18% in the post-implementation period. This contributes to a significant reduction overall in the percentage of respondents who say they leave any time before midnight, from 77% on the baseline to 62% in the post-implementation period. There is a corresponding significant increase in the percentage reporting that they usually leave any time *after* midnight on a Saturday night, from 23% on the baseline to 38% in the post-implementation period.

Table 6.1 shows the reasons why those respondents who did not visit the town centre regularly or at all (defined as less than once a month) did not visit more often. The table shows a considerable degree of consistency in the responses given in the baseline and post-implementation surveys – with, for example, ‘not interested’ being the most common answer in both. There were no significant differences in reason for not visiting

the town centre between baseline and post-implementation period. Forty per cent at baseline compared to 48 at post implementation stage said that *nothing* would encourage them to use the town centre more in the evening.

Table 6.1 Reasons for not visiting the town centre more often

Reason for not visiting more often	Percentage of Respondents	
	Baseline	Post Implementation
Not interested	22	20
I have children/ family/ other commitments	15	18
I go elsewhere	7	12
Too many drunk/ disorderly people	11	10
I don't usually go out at night	8	10
Better suited to young people/ I'm too old	16	9
Not suited to people like me	7	6
I worry about crime or being attacked	6	5
Too crowded, noisy or busy	6	4
The area is unsafe/ violent	5	3
Other	15	3
Unweighted N	387	321

Note: This was an open question with no prompting and responses were coded by the interviewer. Respondents could give more than one answer

Feelings of safety and perceptions of drunken and anti-social behaviour

Of all post-implementation respondents who had visited Guildford town centre in the evening in the previous 12 months (N=528), 23 per cent reported that they felt unsafe at some point, which is not significantly different to the results from the baseline survey (30%). The top three reasons for feeling unsafe were the same in both surveys, with no significant differences in the proportions selecting each: there were a lot of drunk people (68% at baseline and 58% at post-implementation); gangs/groups hanging around (31% baseline and 28% post-implementation); the area was too crowded and noisy (26% at both survey periods).

All respondents were asked if they thought that people being drunk and rowdy was a fairly or very big problem in the town centre. Sixty-five per cent of post-implementation respondents thought this was a problem; a figure that was not significantly different to the baseline figure. There were no significant differences by age or gender in those who thought that drink and rowdy behaviour was a problem in the town centre, either between or within survey periods.

All respondents were asked whether they thought drunk and rowdy behaviour had become more or less of a problem in Guildford town centre in the previous 12 months. Compared to the baseline period, significantly fewer respondents in the post-implementation period felt that drunk and rowdy behaviour had become *more* of a problem in the previous 12 months (57% compared to 64%).

Those who had visited Guildford town centre at least once in the previous 12 months were asked what problems they had seen there; the responses are shown in Table 6.2. There were no significant differences between baseline and post implementation in the proportion of respondents giving each response and the key problems remained the same; namely rubbish and broken glass in the streets, noise and disturbance by drunk people and vomit or urine in doorways and on pavements.

Table 6.2 Problems seen in Guildford town centre

Problem seen in town centre	Percentage of Respondents	
	Baseline	Post-Implementation
Fast food wrappers and other rubbish in the streets	84	89
Noise or disturbance caused by people who are drunk	77	76
Cans, bottles or broken glass in the streets	71	74
Vomit or urine on pavements, in doorways or on the streets	69	69
People being verbally abused, threatened or intimidated by drunks	54	51
People being assaulted or injured by drunks or fighting between people who are drunk	35	33
Damage to property	21	20
Unweighted N	569	533

All items were read out to respondents and they were asked to say 'yes' or 'no' for each item. Respondents could give more than one answer so percentages do not add up to 100.

Those respondents who did not live in Guildford town centre (N = 435) were asked if they thought people being drunk was a problem in their neighbourhood. In the post-implementation survey, 9% said they thought people being drunk was a fairly or very big problem in their neighbourhood. This is not significantly different to the figure for the baseline period (12%).

Respondents were asked if they thought drunk and rowdy behaviour had become more or less of a problem in their neighbourhood in the previous 12 months. Eleven per cent of post-implementation respondents said they thought it had become more of a problem,

significantly fewer than the baseline survey (24%). Eighty-three per cent thought it had stayed the same and 6 per cent thought it had got worse.

Views of the Licensing Act

All post-implementation respondents (718) were asked if they thought alcohol-related crime and rowdy behaviour had increased or decreased following the introduction of the Licensing Act 2003. Twenty-eight per cent thought that alcohol-related crime had increased: significantly fewer than had thought it would increase following the introduction of the Act when they were asked in the baseline period (44%). Fifty-two per cent of post-implementation respondents thought alcohol-related crime had stayed the same, and fifteen per cent did not know. Both genders showed a significant reduction in those thinking crime had increased compared to expectations of an increase on the baseline survey (23% down from 39% for men and 33% down from 48% for women).

Thirty per cent of respondents thought that rowdy behaviour had increased since the Act – again, significantly fewer than had thought it would increase when asked in the baseline period (45%). However, 5% thought it had decreased which is a significantly smaller percentage than those who thought it *would* decrease after the implementation of the Act when asked at baseline (14%). Fifty-four per cent of respondents thought that levels of rowdy behaviour had stayed the same and 11% said they did not know.

Post-implementation respondents were asked about the impact of the Act on their behaviour. Thirty-three per cent said they were now more likely to stay out later; this was significantly more likely among the younger age group. Nine per cent said they were more likely to visit the town centre in the evening, compared to 18 per cent who were less likely to visit. The majority (73%) reported no difference in their behaviour since the Act. Ten per cent of respondents who had visited the town centre in the past year reported that the amount of alcohol that they consumed on a typical night out had increased a little or a lot; 10 per cent reported that it had decreased a little or a lot; and 80 per cent reported no change. There were no significant age or gender differences.

Eighty-six per cent of post-implementation respondents believed that some or a lot of pubs, bars or nightclubs in Guildford were now open later in the evening. Fifty-four per cent of respondents agreed that since the introduction of the Act, rapid drinking in the run-up to last order had decreased, compared to 31 per cent who disagreed. Similarly, 37 per cent agreed that the streets were now less crowded, whereas 46 per cent disagreed with this.

Perceptions of licensing and responsible authorities

The perception of the very small number (three) of post-implementation interviewees (conducted by Home Office researchers), with a representative from the police and the licensing authority and the town centre manager, was that levels of crime and disorder in Guildford following the introduction of the Act had decreased. There were mixed views as to whether this could be attributed to the Licensing Act. However joint working between the police and licensees, which was strengthened during the implementation of the Act, was thought to have contributed to the reduction in crime and disorder in specific premises.

I mean we had one place, XXXX, which we had problems there. But by working with them, now I don't think we've had a single crime in there for five months...and we were getting two or three a day. (RA respondent)

One interviewee raised concerns that the timing of crime and disorder had shifted later into the evening as a consequence of later opening hours.

If we did the statistics at 4am in the morning I am sure crime would be up, because there was not anything open at 4am. (RA respondent)

Another reported that as crime and disorder in the town centre was 'under control', though it had pushed some problems out into the suburbs and it was suggested that crime was concentrated around off-licensed premises. However, the police respondent did not report any shifts in the hot spots for alcohol-related crime and disorder following the implementation of the Act.

Perceptions of business owners, managers and staff

ACC respondents

Among the small number of licensees, managers and staff of licensed premises who were interviewed by ACC in two post-implementation periods (two months and 12 months after implementation), the majority 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. 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." (Door supervisor)

Violence and disorder were considered to be most likely on a Friday and Saturday night, during public holidays and at Christmas. There had been no change in this situation post implementation. Two participants suggested that the greatest problem in the town centre came from younger children/early teens buying alcoholic drinks in supermarkets and off-licenses and consuming these drinks outside licensed premises. Many 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. (Door supervisor)

The majority of premises which had been granted extended opening hours, did not use their full entitlement. However, extended hours were considered to have had some positive effects. For example, all but two interviewees suggested that people were coming out to drink later in the evening, as noted by one bar manager:

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. (Bar manager)

Interviewees 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 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 and one that violence and disorder had increased.

Without exception, interviewees 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. It was suggested by a number of respondents that there was a greater police presence since the introduction of the Act and that the police were better able to deal with incidents as they are now

staggered throughout the night. The door supervisors interviewed suggested 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. (Door supervisor)

CRD respondents

Twenty-one late-night business representatives were interviewed by CRD in the post-implementation period (October 2006 to January 2007). The general feeling was that compared to four or five years ago when Guildford reportedly had considerable problems with alcohol-related disorder, the situation by baseline (November 2005) was much improved. Since the Act, the majority of respondents felt that the night-time economy in Guildford had changed for the better. They felt the area covered by the CI policy had become calmer and more vibrant with a better range of entertainment:

I haven't seen any trouble for ages. Normally we see quite a lot of trouble outside when we leave here and I haven't seen any trouble for ages. (Chain bar respondent)

For the last nine months we haven't seen any incidents. I would say slightly less through the summer period where we have been fairly busy. (Independent café respondent)

A number of respondents said that there were fewer fights since the Act came into place and that was attributed to a more visible police presence and a more relaxed pace of drinking around closing time. Others felt that there had been no change in levels of drunkenness but none thought it had increased since the Act. It was noticeable that those who felt there had been a reduction in alcohol-related disorder tended to have had direct experience of dealing with violent customers in the past and were comparing the current situation with their previous experiences. Those who believed there had been little change tended to have less direct experience and were basing their perception on the area as a whole:

Being on the Pubwatch committee, I am quite heavily involved ...and I know for a fact that the problems have reduced quite greatly. A lot of the problems were created by the fact that you had six or seven thousand people on a busy night, all trying to get into a taxi at once or trying to get a kebab or a pizza, whatever. Now because it's staggered over a longer period of time, that had reduced the problems greatly. (Chain night club respondent)

Everyone was steaming out of there at 1 o' clock, now everyone is steaming out half an hour later, so it doesn't really make a difference. They all steam out at the same time. (Chain restaurant respondent)

Managers of licensed venues and takeaways tended to feel that longer opening hours had been good for business because they brought more opportunities to make money. However, most reported only a similar or slightly raised level of income but appreciated the steadier trade resulting from staggered opening hours. However others argued that the public has finite resources and they actually spend the same amount of money over a longer period of time.

People have only got a certain tolerance level and they judge by their pockets; £20 to spend is £20 to spend. (Chain nightclub respondent)

The business in the cumulative impact zone (Bridge Street) – predominantly chain bars which were not granted substantially later licenses – seemed to be benefiting least; indeed some said they were losing their late evening trade because customers were moving elsewhere. Nightclubs were also said to be suffering from competition from bars with later hours.

To the nightclub industry, there has been little or no benefit. The public houses and theme bars have been given far more extended hours, they can now open until 2am, so they have been given four more hours of trading. (Independent nightclub respondent)