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Evaluation of Licensing Act: Measuring Crime and Disorder in and around Licensed Premises, Research Study SRG/05/007 Annex 1: Blackpool, prepared for the Home Office

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

Research Study SRG/05/007
Final Report Prepared for the Home Office
Annex 1: Blackpool

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

March 2008

This report was submitted July 2007.

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

Overview

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

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

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

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

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

Summary of Findings

The key findings from the Blackpool analysis were:

Violence against the person

With the exception of April and December, for each month of the post implementation period there were reductions in violence against the person compared to the corresponding months in the baseline period. Violence against the person was already displaying a downward trend at the time the Act was introduced. Therefore the reductions may be attributable to factors other than the Act. T tests revealed significant reductions in the second half of both the baseline period and the second half of the post implementation period (see supplementary annex). There was a reduction of serious violence against the person offences (12) between the baseline and post implementation periods (see supplementary annex).

There has been a flattening out of the midnight peak in violence against the person offences. During the post implementation period there has been a shift in the occurrence of violence against the person to later times of the day. The proportion of offences by time of day reduced between 1.00am and 2.59am, and increased from 3.00am and 4.59am. This effect was greatest near to licensed premises.

Weekday offences reduced in almost every month post implementation (11 out of 12 for Blackpool. Weekend violence against the person reduced for 7 out of 12 months (see

supplementary annex). Falls were observed in violence between midnight and 3am both at weekends and on weekdays (see supplementary annex).

The areas within 50m of licensed premises shared an increasing proportion of Blackpool's violence against the person in the post implementation period compared to the baseline.

The proportion of Blackpool's violence against the person occurring within the cluster area has gradually increased throughout both the baseline and post implementation periods; however this trend has flattened during the post implementation period.

On average, there were just over twice as many violence against the person offences recorded by the police than by A&E in the baseline period. The post-implementation period saw a convergence in the two sets of data, with violence against the person falling by 9.1 per cent and A&E assaults increasing by 18.1 per cent. Although the numbers were small, it was clear that increases in A&E presentations took place in all but two of the months in 2006, compared with the average for the previous two years.

The KDE synthesis maps demonstrated reductions from 1.00am to 2.59am, and increases 3.00am concentrated around the key drinking areas (see supplementary annex).

Criminal damage

Criminal damage followed a similar trend in the post implementation period compared with the baseline, although overall post implementation levels were lower. T tests revealed significant reductions in criminal damage in both the first and second halves of the baseline period that were not sustained in the post implementation periods (see supplementary annex).

There was a flattening of the midnight peak in offences during the post implementation period. These changes were both more exaggerated in the zone 50-100m away from licensed premises and in the cluster zone with a dense concentration of licensed premises.

Comparing the baseline and post implementation periods there was very little change in the proportion of criminal damage occurring in each of the specified zones.

There was a modest reduction in criminal damage between midnight and 1am on weekdays (down 67) and a slightly greater reduction at weekends (down 94) (see supplementary annex).

Sexual Offences

Post implementation, the number of police recorded sexual offences occurring in Blackpool had reduced compared to the baseline period.

Sexual offences are more evenly distributed throughout the day in the post implementation period compared to the baseline. This may be a result of a reduction in offences occurring at this time and/or improvements to recording practices.

Calls for disorder

The monthly rates of calls for disorder over the post implementation period present a broadly similar pattern to those in the baseline period with a gradual increase between December and July and a gradual fall between July and November.

During the first six months of the post implementation period incident counts were lower than the corresponding months in the baseline period. However during the second half of the post implementation period (with the exception of August), monthly counts were higher than the corresponding baseline counts. T tests revealed no significant changes to the levels of calls for disorder in either the baseline or post implementation periods (see supplementary annex).

While there were some changes in the distribution of calls for disorder throughout the day there was little change to the overall pattern with calls peaking between 8.00pm and 8.59pm. The most notable changes were the increases to the number of calls for disorder made between 4.00am to 4.59am (34.5%), 4.00am to 4.59am (49.8%) and 5.00am to 5.59 am (31.8%).

There was little change to the proportion of calls in each zone between the baseline and post implementation phases.

The changes to the daily distribution of incidents are small but there is a tendency for changes to be more pronounced with proximity to licensed premises. Further changes in the cluster area tend to be more prominent than across Blackpool as a whole.

In Blackpool there were some modest reductions in disorder at night. In Blackpool these occurred between midnight and 3am on both weekdays and at weekends but were greater at weekends (see supplementary annex).

Findings from the fieldwork

15 participants took part in the post implementation interviews. Of the 15, 7 had signed up to Pubwatch.

When asked whether they felt that the levels of night-time violence in their premise had changed since the introduction of the Act, ten (68%) felt that it had not changed, two (13%) felt that it had decreased and two (13%) felt that it had increased.

When asked whether they felt that the levels of night-time violence in the town/city had changed since the introduction of the Act, nine (60%) felt that it had not changed, one (7%) felt that it had decreased and four (27%) felt that it had increased.

When asked whether they felt that the levels of drunk and disorderly behaviour had changed since the introduction of the Act, seven (47%) felt that it had not changed, none felt that it had decreased and eight (53%) felt that it had increased.

When asked whether they felt that the number of violent incidents which they had had to deal with had changed since the introduction of the Act, 11 (73%) felt that this level had stayed the same, 1 (7%) felt that it had decreased and 3 (20%) felt that it had increased.

12 (80%) said that feeling of safety had not changed since the introduction of the Act, three (20%) said that it had.

Five of the respondents (33%) felt that the Act had resulted in staggered closing times, three (20%) felt that it had not. Four (27%) of the respondents felt that that extended drinking hours had led to people drinking more responsibly, four (27%) said that it had not.

Finally, five (33%) of respondents felt that the Act was a good policy, three (20%) felt that it was not.

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1. Introduction: profile of case study area

Brief description of profile area

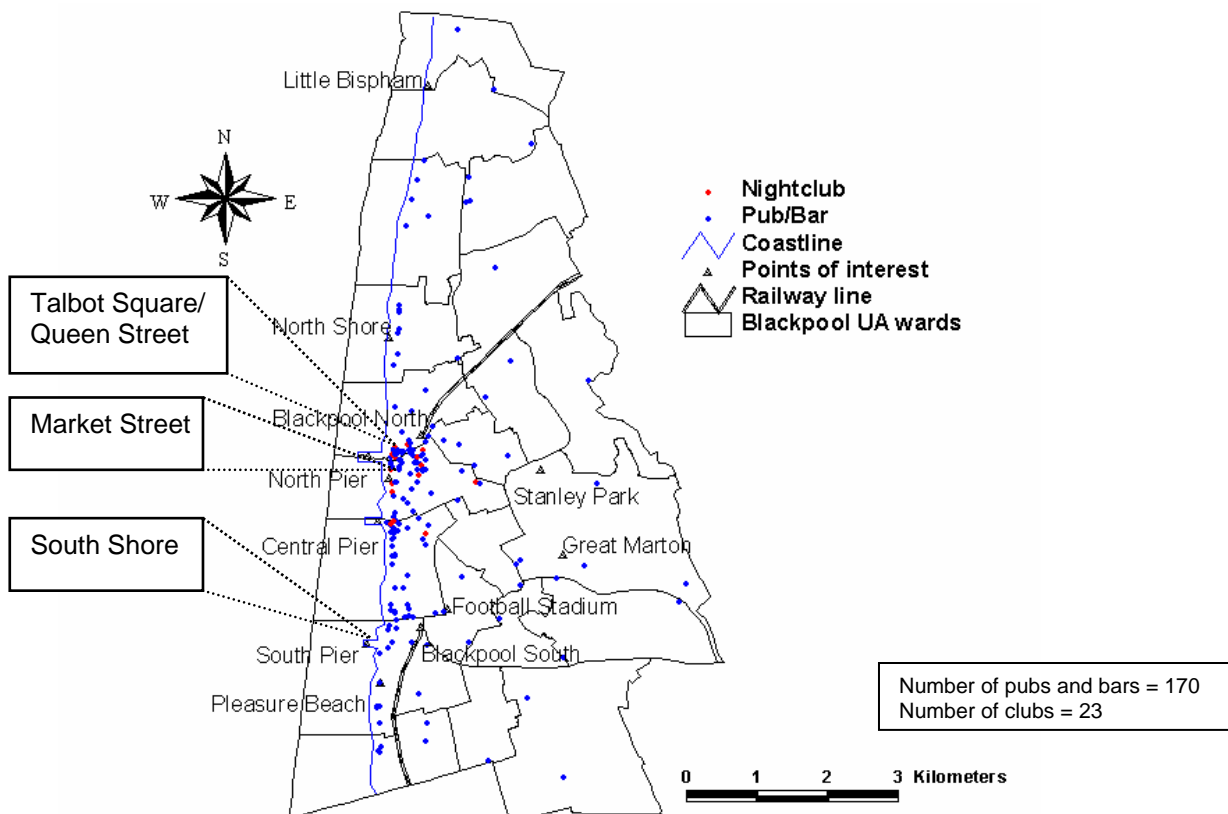
Blackpool is a seasonal resort in the North West of England, with the main holiday season running from Easter through to the end of the illuminations in mid-November. The Blackpool Unitary Authority (UA) Area has a population of approximately 140,000 (The Office for National Statistics, 2005 mid year estimates). However, it is estimated that during peak weekends this population can almost double. Blackpool is also home to Blackpool FC football club, which has average gates of 6000. Blackpool is also a popular destination for stag and hen parties, and the Syndicate super-club has a 4000 person capacity and attracts coach groups from Manchester, Liverpool and beyond the North West of England.

There are three main drinking areas in the city, the city centre (Talbot Square, Queen Street, and Dickson Street), the promenade (around Market Street), and South Shore. The town centre is the main tourist area with a range of pubs, late bars, nightclubs and food outlets. The promenade connects the town centre to South Shore, with late opening bars, clubs and strip clubs as well as late-opening amusement arcades. South Shore, at the far end of the promenade, is roughly 40 minutes walk from the town centre. This area has a large number of guest houses and bed and breakfasts.

The key drinking areas in Blackpool are Talbot Square/Queen Street, Market Street and South Shore. Each differs in terms of the mix of venues, opening hours, police presence and clientele. The locations of pubs, bars and night clubs in Blackpool UA are shown in Figure 1.1. There were 170 pubs and bars and 23 night clubs that were geo-coded and used in this research. Note that these descriptions include fieldworker observations from both the baseline and post implementation periods.

Map of case study area

Figure 1.1 Location of pubs, bars and nightclubs in Blackpool UA



Key drinking areas

Three key drinking areas were identified in this case study area.

Talbot Square/Queen Street

This is a highly concentrated and well known drinking circuit which is situated in easy walking distance of the Market Street quarter (see below). It contains 16 bars and pubs plus a number of takeaways and restaurants. Geographically, it is close to North Pier and the Promenade which stretches along the sea front. Queen Street itself opens up into a wider circle as it approaches the Promenade opposite The Walkabout (nightclub).

Observations from the baseline visits revealed that there was a visible increase in police presence within this area from around 11.00pm, this included both foot and vehicle patrols. There was no evidence of police patrols inside the venues during the fieldwork visits. The police presence appeared to focus upon two locations – outside Walkabout and next to the taxi rank outside the Counting House. Police moved between these two locations on a frequent basis. There were also a large number of late-night food venues within this area; the busiest period for these outlets appeared to be between 1.30am and 3.30am.

There did not appear to be many under age (under 18) groups congregating on the streets or outside the venues visited. There were a number of homeless people observed on the streets, particularly located close to cash machines, and on occasions this appeared to create some tension and hostility amongst late-night drinkers.

Observations from the post implementation visits revealed that the police had a high profile presence with foot and vehicle patrols very much in evidence. The style observed was non-interventionist and there was a degree of tolerance shown towards rowdy behaviour. There was no use of Taxi Marshalls. As with the baseline visits, there was little evidence of under-age drinkers. In terms of points of conflict or issues relating to safety, the passage between Walkabout (where police were positioned throughout most of the participant observation) and Rumours via Hush and Flares was narrow and poorly lit. There were also difficulties associated with the lack of late night public transport services and very few taxis available (relative to the number of people waiting for this service).

Market Street

Market Street is situated close to the Talbot Square and Queen Street drinking circuit and contains the usual mix of bars, clubs and food services. Movement between the two areas is constant and it contains the longest taxi rank in Blackpool. Again, it is close to the sea front.

Observations from the baseline visits revealed that there was a visible increase in police presence within this area from around 11.00pm, this included both foot and vehicle patrols. There were also a large number of late-night food venues within this area; the busiest period for these outlets appeared to be between 1.30am and 3.30am. Moving towards the Promenade, the area had many late opening bars, clubs and strip clubs, as well as late-opening amusement arcades. Many venues appeared to target stag and hen parties with adverts such as “Party animals required” and “The most fun you can have with your clothes on”. The policing presence in the Promenade area was noticeably lower than the town centre areas and unlike the town centre there were many late-opening amusement arcades which were frequented by young people and children even late into the night.

Observations from the post implementation visits revealed that CCTV is very much in evidence as is a high profile police presence. Here, there was evidence of some concentrated police surveillance/presence. There was no evidence of the use of Taxi Marshalls. In terms of pressure points or safety issues, during the summer season the illuminations attract large numbers of visitors to this area. In addition, there are a number of takeaways in the area which may provide gathering points with potential for conflict. Again, there are no late night

bus or train services and few taxis available relative to the number of people requiring the service.

South Shore

This is a large area covering the south side of the entertainment district with residential quarters and Blackpool FC's ground. Again, the sea front is in easy walking distance. It is some distance from the other key drinking areas and would require either early evening public transport or the use of taxis to commute to the more central night time economy areas.

Observations from the baseline visits revealed that this area has a large number of cheap guest houses and bed and breakfasts (£12-£15 per person per night). The pubs and clubs in the area appeared to cater for local people rather than tourists. This area was visibly quieter than the other two key drinking areas with less of a police presence (although some foot patrols were observed). The area also had a limited number of takeaway food outlets and those which were present closed much earlier than the town centre venues. Pubs within this area appeared to have regular opening hours and did not charge for entry or have door staff.

Observations from the post implementation visits revealed that contrary to the baseline visits, there was a very high police visibility (although this was concentrated towards the promenade). The policing style appeared to be tolerant towards rowdy behaviour but urinating in the street was met with immediate arrest. Again, there was no evidence of Taxi Marshalls and no late night bus services in evidence. Blackpool FC is situated in the area and a number of respondents (see qualitative interview findings) noted the potential for conflict during the football season. It was noted that there were very few taxis available which may cause difficulties during busy times.

2. Violence against the person

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

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

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

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

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

Macro level

The following section compares the level of violence against the person across Blackpool during the post implementation period with baseline levels. The total number of offences decreased from year 1 to year 2 (5754 to 5520 offences) in the baseline period, and then continued to decrease in the post implementation period (5098 offences). The analysis identified that levels of violence against the person were generally lower in the post implementation period compared to the baseline. During the baseline period there was an average of 470 recorded offences of violence against the person per month. This reduced by 9.6 per cent to an average of 425 offences per month during the post implementation period.

Table 2.1 displays the changes in violence against the person offences in Blackpool by month and year. The blue shaded area represents the post implementation period. The final column presents the percentage change between the baseline and post implementation. This has been calculated as the change between the number of offences in each month during the post implementation period, and the average number of offences in the two corresponding months from the two years in the baseline period. Table 2.1 reveals that with the exception of April and December, for each month of the post implementation period there were reductions in violence against the person compared to the corresponding months in the baseline period.

Figure 2.1 presents the monthly rate of violence against the person in Blackpool (per 10,000 persons) with the blue line showing the post implementation period and the baseline period shown as a dotted grey line. It can be seen that violence against the person followed a different pattern across the post implementation period compared to the baseline, with steeper reductions occurring between April and November.

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

	Year				Post implementation percentage change ¹
	2003	2004	2005	2006	
January		422	402	334	-18.9
February		382	368	373	-0.5
March		358	444	386	-3.7
April		485	460	536	13.4
May		570	506	448	-16.7
June		572	508	428	-20.7
July		551	540	478	-12.4
August		545	515	468	-11.7
September		529	453	442	-10.0
October		524	520	428	-18.0
November		433	367	346	-13.5
December	383	437	431	401	5.1

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

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

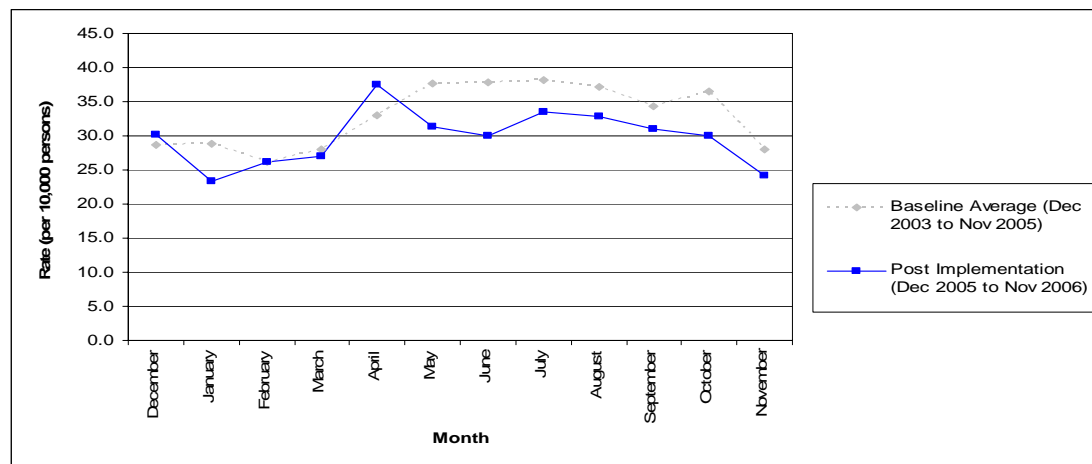


Figure 2.2 Percentage change in violence against person offences in Blackpool UA (average monthly baseline to post implementation period change)

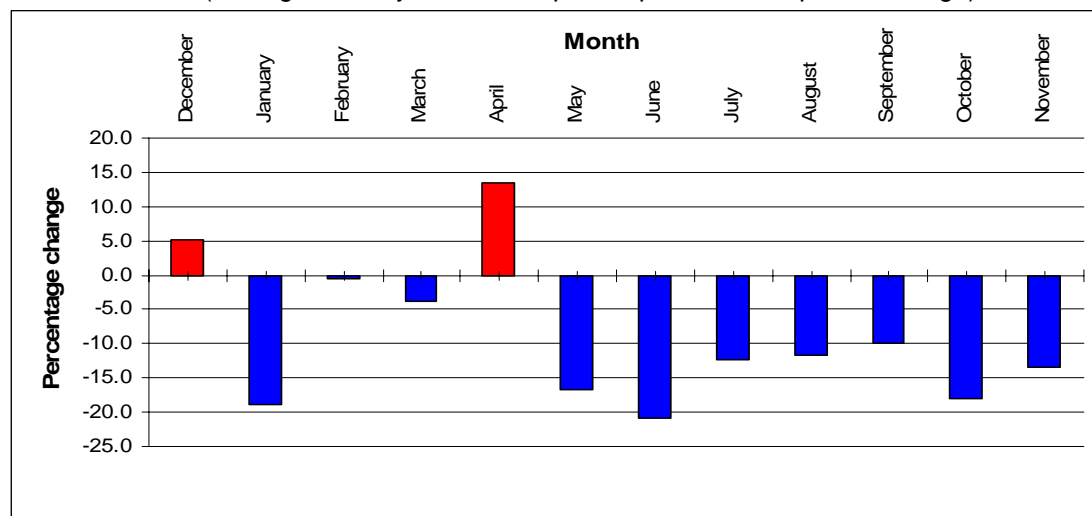


Figure 2.2 presents the monthly percentage change in violence against person offences (final column in Table 2.1). This highlights the reductions during the implementation period compared with the corresponding months in the baseline period. These reductions are particularly evident from May to November 2006.

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

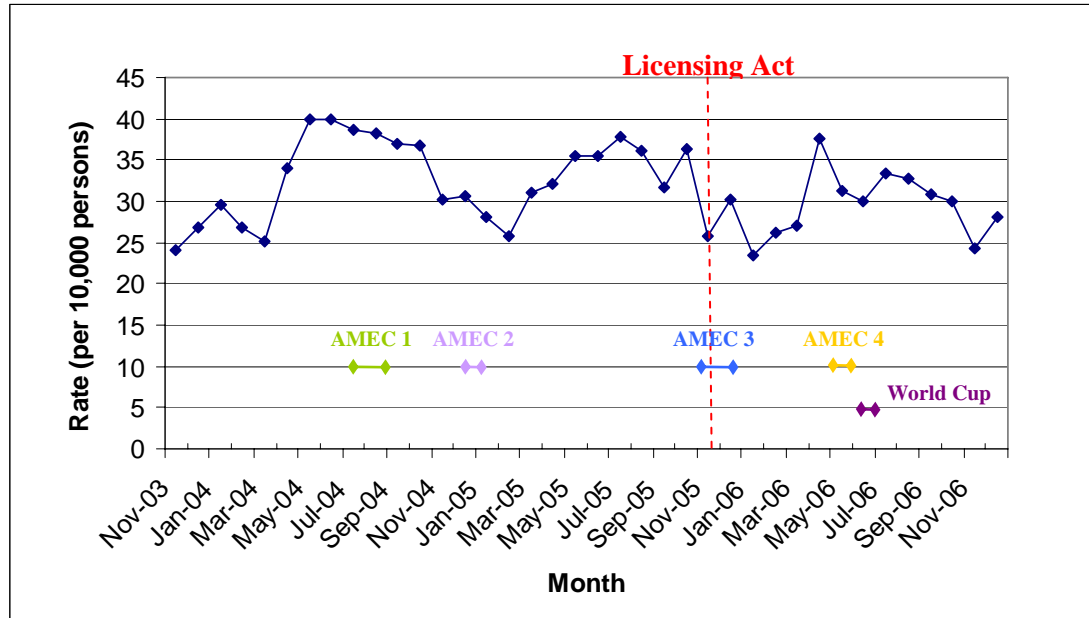


Figure 2.3 presents the monthly rates of violence against the person in Blackpool (per 10,000 persons) across the baseline and post implementation periods plotted against the introduction of the Licensing Act and the timing of other relevant initiatives and events occurring in Blackpool. The graph shows that violence against the person was already displaying a downward trend at the time the Act was introduced. Therefore the reductions shown in Figures 2.1 to 2.3 may be attributable to factors other than the Act. Figure 2.3 also shows that the periods in which Alcohol Misuse Enforcement Campaigns (AMEC) ran corresponded with reductions in violence against the person.

Distribution of offences by time of day and day of week

The analysis examined whether the implementation of the Act had resulted in changes to the distribution of offences of violence against the person across the hours of the day or days of the week.

Table 2.2 displays the number of violence against the person offences by time of day for the two years of the baseline period and for the post implementation period. The right hand column presents the percentage change between the average baseline period frequency of violence against the person offences (year one and year two for each time interval) and the frequency of such offences post implementation for each time interval. The table shows that the distribution of violence against the person across times of the day has retained a similar pattern in the post implementation period. Offences peak between midnight and 0.59am, and offences are skewed towards the early hours of the morning. The table shows that reductions in violence against the person identified in Table 2.1 are distributed across most times of the day, however much of the reduction is concentrated in the hours following midnight with reductions between midnight and 2.59am. This is followed by increases in the number of violence against the person offences recorded between 3.00am and 7.59am. The result of these changes has been a flattening of the midnight peak in offences.

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

Time of day	Baseline year 1 frequency	Baseline year 2 frequency	Post implementation year 3 frequency	Average percentage change
0900-0959	75	70	57	-21.4
1000-1059	83	82	59	-28.5
1100-1159	109	105	80	-25.2
1200-1259	129	114	90	-25.9
1300-1359	149	128	104	-24.9
1400-1459	157	154	117	-24.8
1500-1559	293	223	202	-21.7
1600-1659	228	219	164	-26.6
1700-1759	242	251	223	-9.5
1800-1859	266	275	248	-8.3
1900-1959	313	325	255	-20.1
2000-2059	364	336	293	-16.3
2100-2159	377	350	326	-10.3
2200-2259	411	390	336	-16.1
2300-2359	514	464	453	-7.4
0000-0059	664	724	488	-29.7
0100-0159	448	462	387	-14.9
0200-0259	538	514	312	-40.7
0300-0359	169	178	287	65.4
0400-0459	55	60	102	77.4
0500-0559	32	37	45	30.4
0600-0659	26	14	24	20.0
0700-0759	19	29	26	8.3
0800-0859	82	52	47	-29.9

Figure 2.4 shows the proportion of all violence against the person offences occurring in each time interval for the baseline and post implementation periods. For the baseline period this is averaged over the two years. A smoothed trend line has been plotted for each of the two time periods under consideration.¹ The pattern during the post implementation period is broadly similar to the baseline with offences peaking between 12.00am and 12.59am. The most notable differences are the decreases in the proportion of offences occurring between 12.00am and 12.59am (2%) and between 2.00am and 2.59am (2.7%) which are followed by an increase of 3 per cent between 3.00am and 3.59am.

The trend lines for the baseline and implementation periods show that overall a smaller proportion of violence against the person offences were recorded as occurring between midnight and 2.59am while a larger proportion of offences were reported as occurring between 3.00am and 6.59am. Table 2.2 and Figure 2.4 suggest that during the post implementation period there has been a shift in the occurrence of violence against the person to later times of the day. This suggests there has been a flattening of the peaks of violence against the person by time of day post implementation.

¹ A two month moving average

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

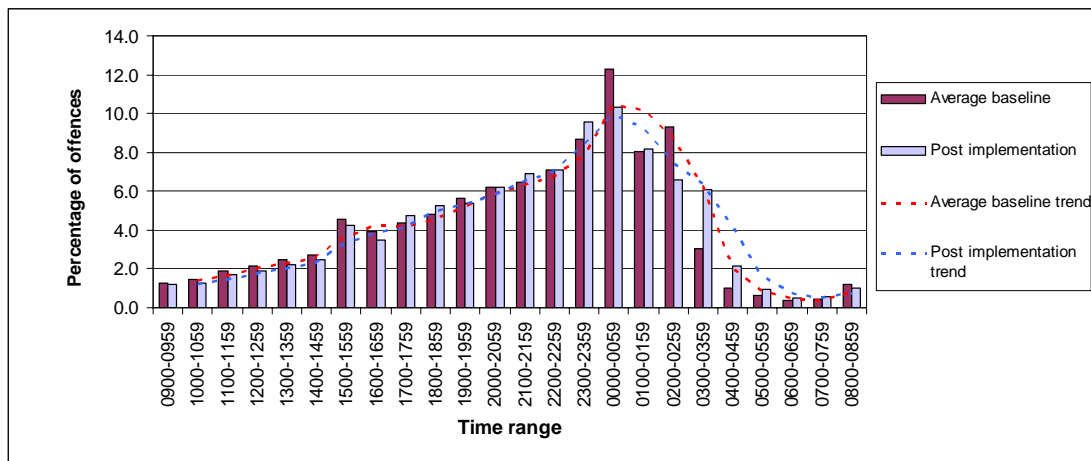
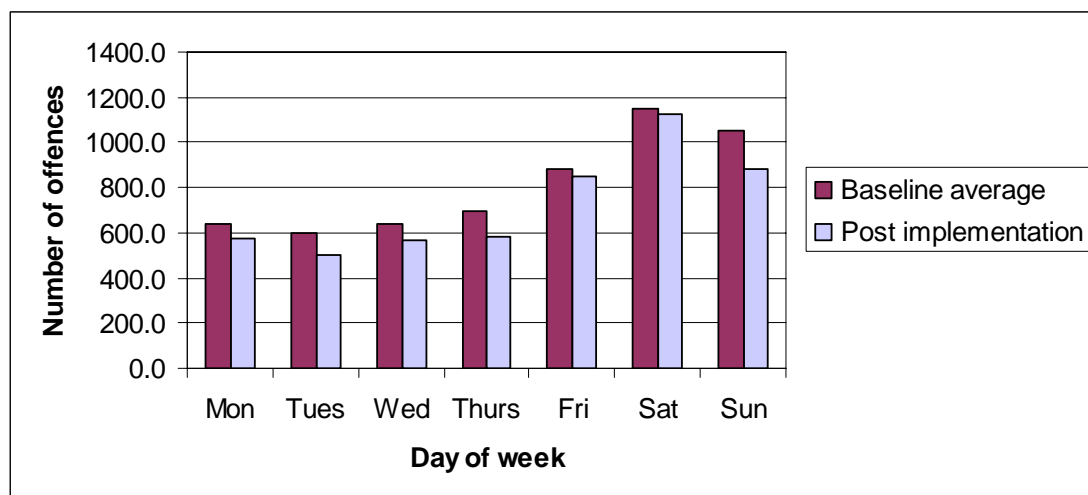


Figure 2.5 portrays the frequency of violence against the person offences by day of week for the baseline period and post implementation periods. The baseline period is an average for the two years. The graph shows that the reductions in violence against the person identified above were distributed evenly across days of the week, with offences continuing to peak over the weekend period.

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



Victim profile

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

The majority of victims of violence against the person in both baseline and post implementation periods were male, as shown in Figure 2.6. Given the number of offences for which this information was not recorded it is difficult to comment on changes to the gender of victims. However, there appears to have been little change to the gender of victims of violence against the person.

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

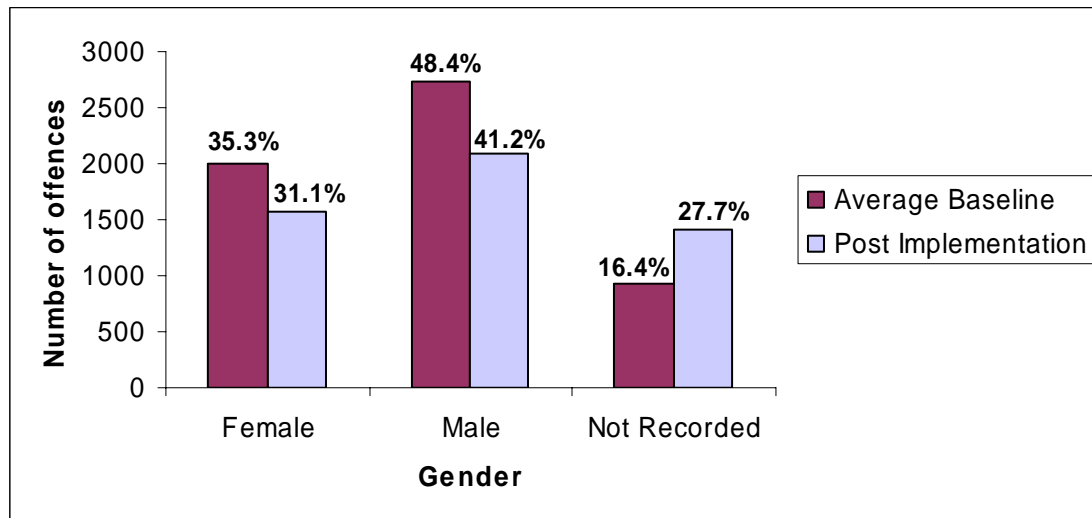
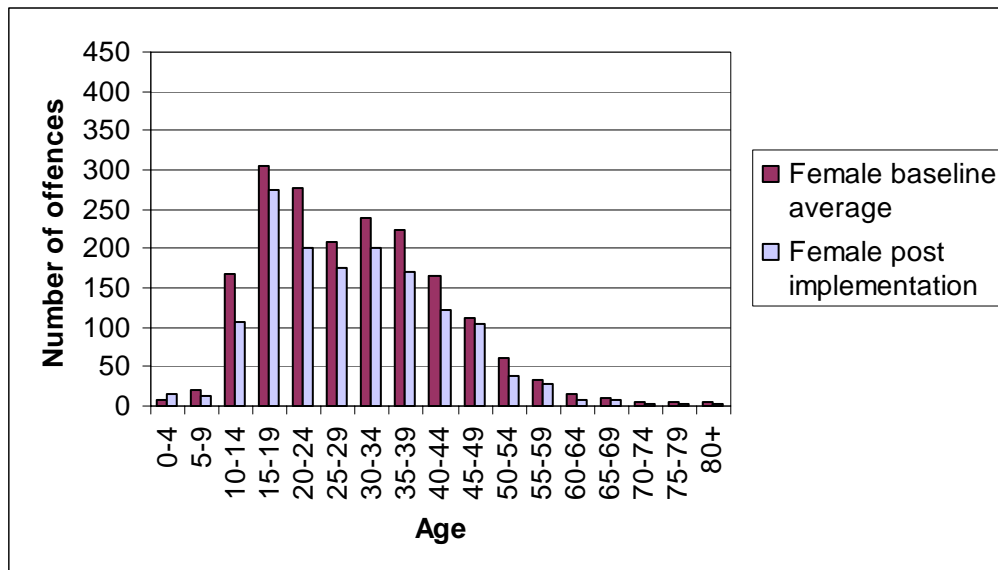


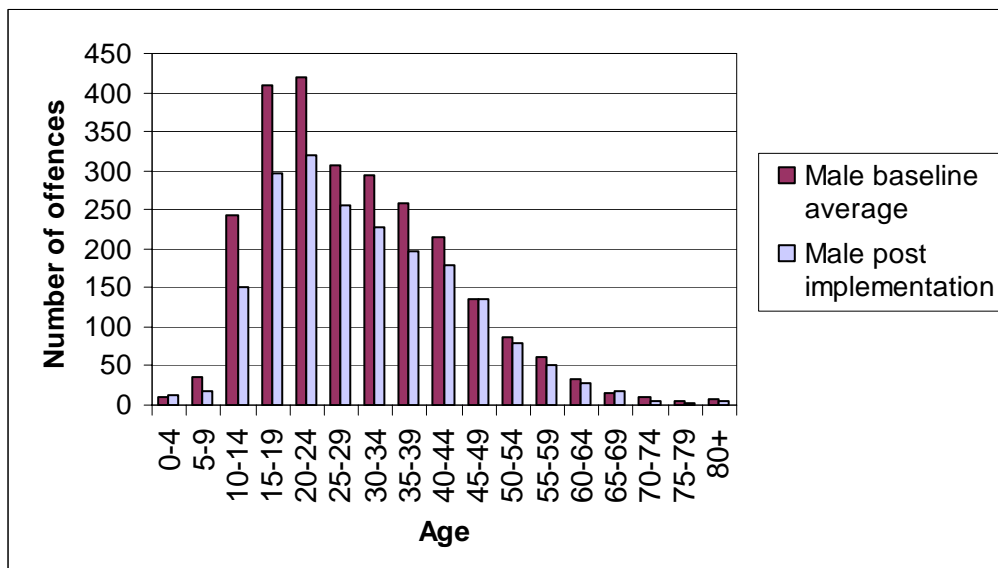
Figure 2.7 displays the gender and age of victims of violence against the person offences during the baseline and post implementation periods. The gender and age categories for the baseline periods are an average over the two years. The graphs show that overall the profile of victims of violence against the person has not changed greatly between the baseline and post implementation periods. The reductions in violence against the person identified above have been relatively evenly distributed across age groups. However, there were some changes amongst females the greatest reduction was in the 20-24 age group followed by the 10-14 age group. Amongst males the greatest reductions were amongst 15 to 19 year olds, followed by the 20-24 and 10-14 age groups.

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

(a)



(b)



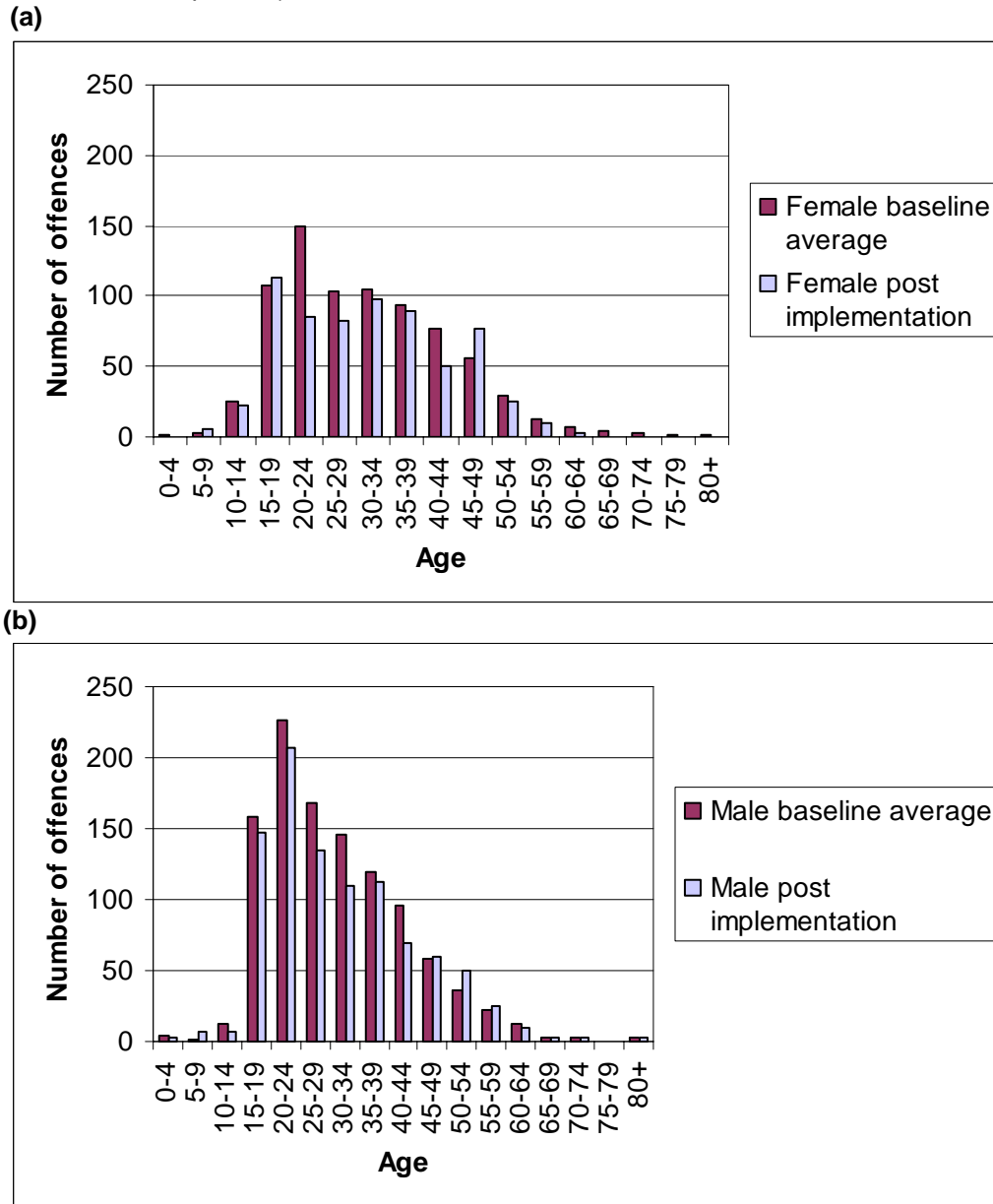
Alcohol related violence against the person

The crime offences supplied for this research also contained flags for whether alcohol was involved in the violence against the person offence, and a flag for domestic violence. In the case study area, 43 per cent of violence against the person offences in the baseline period had an alcohol flag. In the post implementation period 43 per cent of offences had an alcohol flag. The following analysis is based on those offences with an alcohol flag only.

Figure 2.8 portrays the gender and age of victims of violence against the person offences during the baseline and post implementation periods with an alcohol flag. The baseline frequencies are an average over the two years. The graphs show that overall the profile of victims of alcohol related violence against the person has changed relatively little between the baseline and implementation periods. Most of these offences continue to be committed against male victims in their teens and twenties. Figure 2.8a shows that amongst female victims the greatest reduction in alcohol related violence against the person was in the 20-24 age group. This was the age group that experienced the greatest reduction in violence against the person overall. There was an increase in the number of female victims aged

between 45-59. Figure 2.8b shows that reductions in the number of offences of alcohol related violence against the person were greatest amongst victims aged between 30-34, with the 25-29 and 15-19 age groups also displaying notable reductions.

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



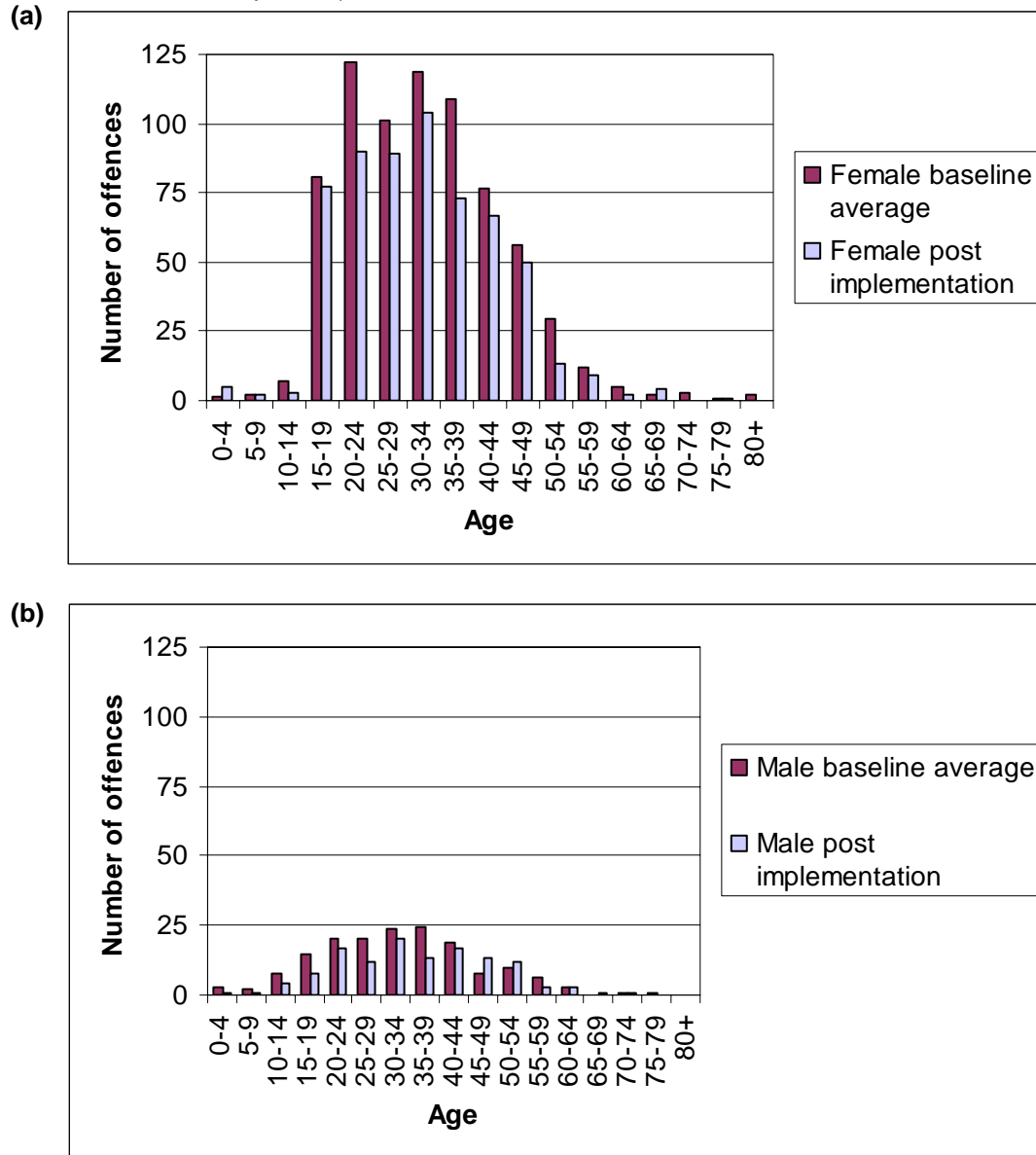
Domestic violence

In the case study area, 16 per cent of violence against the person offences in the baseline period and 14 per cent of offences in the post implementation period had a domestic violence flag. The following analysis is based on those offences with a domestic violence flag only.

Figure 2.9 portrays the gender and age of victims of violence against the person offences with a domestic violence flag committed during the baseline and post implementation periods. The baseline frequencies are an average over the two years. The graphs show that the offences recorded in this category were predominantly committed against female victims. Figure 2.9a shows that amongst female victims, as with alcohol related violence against the person and violence against the person overall, the most apparent reduction in the number of offences

occurred within the 20-24 victim age group. There was also a large reduction in the number of offences in which the victims were aged between 34 and 39. Figure 2.9b shows a reduction in the number of offences recorded where male victims were aged between 34 and 39 and an increase in offences committed against males victims aged between 44 and 49.

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



Meso and micro level

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

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

The cluster area contains 63 per cent of premises, and has a mean nearest neighbour distance of 51 metres. The non cluster area contains 37 per cent of premises and a mean nearest neighbour distance of 320 metres. Thus premises are on average six times closer in the cluster area.

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

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

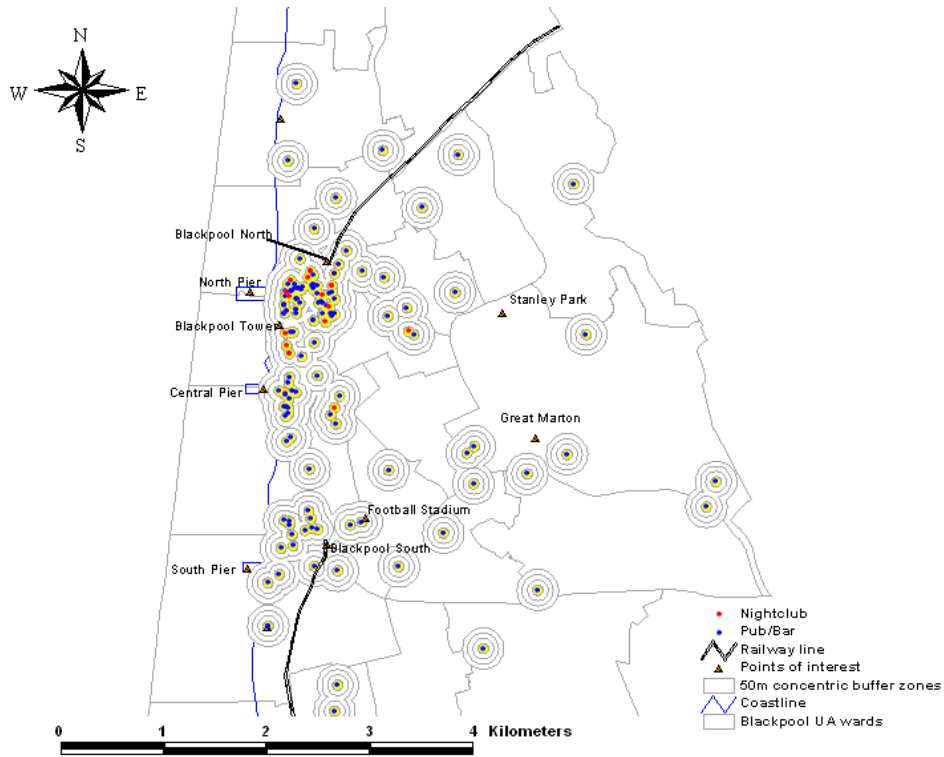
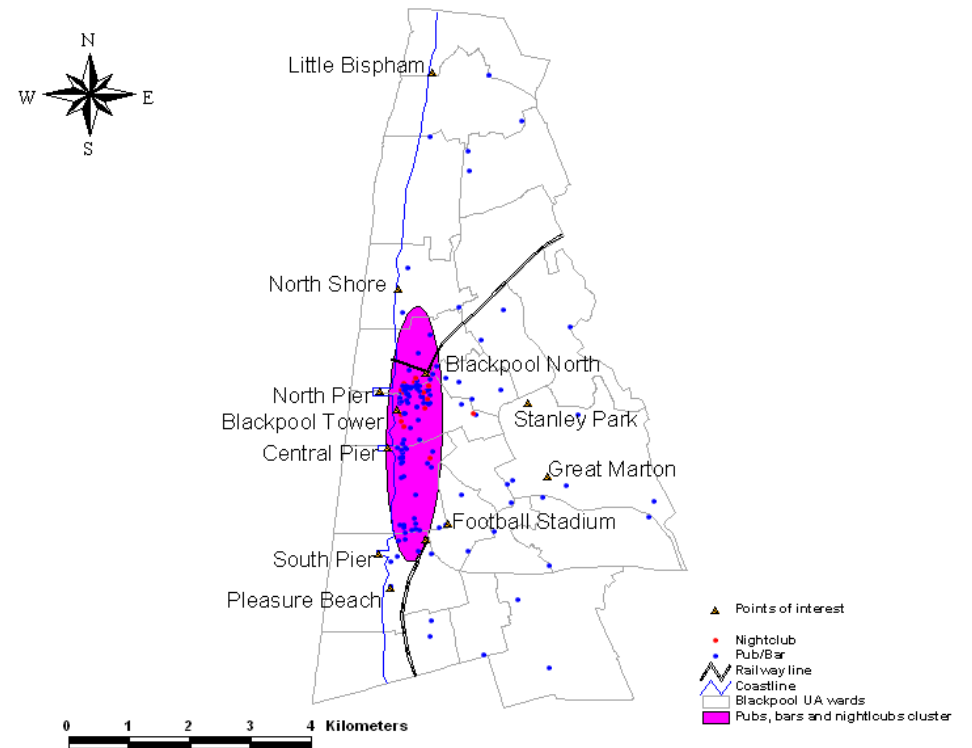


Figure 2.11 Cluster (high density) areas of pubs, bars and nightclubs in Blackpool UA



Cluster area	Non cluster area
Percentage of premises = 63	Percentage of premises = 37
Mean nearest neighbour distance = 51.4m	Mean nearest neighbour distance = 321.8m

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

	Area					
	Cluster	0-50m	50-100m	100-150m	150-200m	Blackpool UA
Percentage baseline	41.8	28.4	16.8	10.3	8.0	100.0
Percentage post implementation	43.5	33.2	15.2	9.8	7.3	100.0
Proportional change	1.6	4.9	-1.6	-0.6	-0.7	

The frequency of violence against the person offences in each individual zone was calculated for the baseline period and post implementation period. Table 2.3 shows the proportion of Blackpool's violence against the person that occurred in each of these defined zones during the two periods. The areas closest to licensed premises account for the greatest proportion of violence against the person with the 0-50m zone accounting for 28.4 per cent of violence against the person during the baseline period and 33.2 per cent during the post implementation period. The proportion of violence against the person reduced as distance from licensed premises increased. The cluster area with a dense concentration of licensed premises, accounted for just over 40 per cent of Blackpool's violence against the person in both the baseline and post implementation periods.

The areas within 50m of licensed premises and the cluster area shared an increasing proportion of Blackpool's violence against the person in the post implementation period compared to the baseline (and increase of 4.9 per cent in the 0-50 zone and 1.6 per cent in the cluster area). The 50-100m zone shared a 1.6 per cent smaller proportion of Blackpool's violence against the person in the post implementation period.

Daily distribution of violence against the person in specified zones

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

The table shows that the changes to the daily distribution of violence against the person are not distributed evenly across the Blackpool area. The reduction of two per cent in the number of offences occurring between midnight and 0.59am was more marked in the zone 100-150m from licensed premises. However, the reduction between 2.00am and 02.59am was more apparent in the zone 0-50m away from licensed premises. Conversely the increase in the following time slot, 3.00am to 3.59am was also most apparent in the 0-50m zone.

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

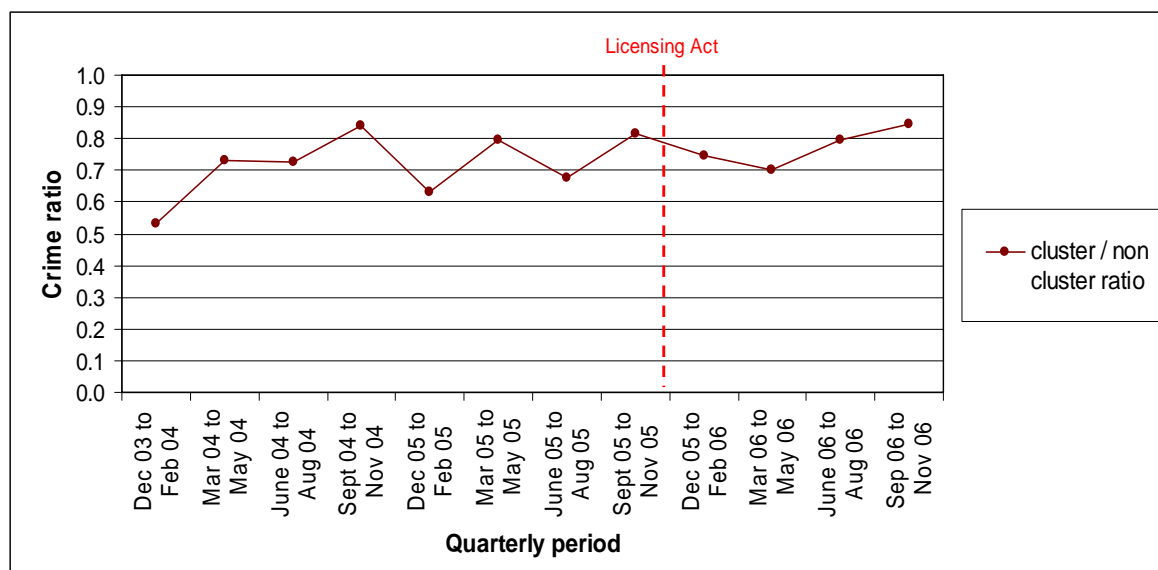
Time of day	Area											
	Cluster		0-50m		50-100m		100-150m		150-200m		Blackpool UA	
	Proportion	Volume	Proportion	Volume	Proportion	Volume	Proportion	Volume	Proportion	Volume	Proportion	Volume
0900-0959	-0.2	-6	-0.1	-1	-0.2	-4	0.0	-2	0.7	1	-0.1	-16
1000-1059	-0.3	-9	-0.2	-4	-0.4	-7	1.0	4	-0.4	-3	-0.2	-24
1100-1159	-0.2	-8	-0.1	-2	0.1	-4	-0.7	-5	-0.3	-3	-0.2	-27
1200-1259	-0.2	-10	0.1	2	-0.7	-11	-1.0	-7	-0.7	-6	-0.2	-32
1300-1359	-0.5	-16	-0.7	-11	-0.2	-7	0.7	1	-1.1	-7	-0.3	-35
1400-1459	-0.1	-9	0.3	5	-0.3	-8	-1.9	-12	-1.4	-8	-0.3	-39
1500-1559	1.0	13	0.7	11	-1.2	-20	0.4	-3	1.6	1	-0.3	-56
1600-1659	0.4	0	0.6	9	-0.5	-14	-1.2	-11	-1.4	-8	-0.5	-60
1700-1759	0.9	9	0.3	5	0.8	-3	2.0	6	0.3	-6	0.4	-24
1800-1859	1.1	13	1.1	17	0.0	-12	0.9	-2	0.2	-6	0.5	-23
1900-1959	-0.1	-15	-1.0	-16	1.4	-1	1.0	-2	-1.5	-14	-0.2	-64
2000-2059	-0.4	-23	0.3	4	0.5	-10	2.1	4	-0.8	-9	0.0	-57
2100-2159	-0.3	-25	-0.3	-7	2.3	4	-0.1	-9	-0.8	-10	0.5	-38
2200-2259	-1.0	-43	-1.1	-20	0.7	-11	0.8	-4	-0.7	-10	0.0	-65
2300-2359	-0.3	-36	-0.3	-7	-0.3	-23	1.0	-5	1.6	-3	0.9	-36
0000-0059	-1.6	-72	-1.5	-28	-1.1	-34	-5.3	-39	2.0	-7	-2.0	-206
0100-0159	-1.5	-71	-2.1	-37	-1.0	-27	0.1	-7	3.8	9	0.1	-68
0200-0259	-4.8	-145	-6.1	-100	-3.6	-53	-5.2	-34	-2.0	-15	-2.7	-214
0300-0359	6.1	117	6.6	104	3.5	17	3.0	10	-2.1	-11	3.0	114
0400-0459	1.9	37	2.8	44	-0.2	-4	1.5	6	1.0	3	1.1	45
0500-0559	0.5	8	0.6	9	0.3	1	0.4	1	1.4	4	0.3	11
0600-0659	0.0	-2	0.2	3	-0.1	-2	0.5	2	0.3	1	0.2	4
0700-0759	-0.1	-3	0.1	2	0.2	1	-0.2	-2	-0.8	-4	0.1	2
0800-0859	-0.2	-5	-0.4	-7	-0.1	-3	0.4	1	1.0	3	-0.2	-20

Proportion of violence against the person in the cluster area

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

Figure 2.12 tracks the changes to monthly crime ratios for the analysis period. It shows that the ratio of violence against the person has gradually increased throughout both the baseline and post implementation periods. However, this trend has flattened during the post implementation period. It is not a change that has only occurred since the introduction of the Act.

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



Geographical distribution of violence against the person

The following section examines the distribution of violence against the person in more detail using hot spot maps that were produced for both the baseline and post implementation periods. Two types of hot spots were generated using CrimeStat III, these were Nearest Neighbour Hierarchical Clusters (NNHC) and Kernel Density Estimations (KDE). More detailed information on the generation of hot spots, and the advantages and limitations of using these approaches, are provided in the technical annex.

The Nearest Neighbour Index (NNI) statistic (described in the technical annex) was calculated prior to the construction of hot spots. This shows that there is evidence of clustering in the violence against the person data, above the clustering exhibited by premises themselves, and that hot spot analysis is an appropriate technique to use.

Figure 2.13 displays the NNHC hot spots (statistical ellipses of areas where there are clusters of crime) for the baseline and post implementation. These represent fairly 'stable' hot spots based on a minimum of 12 months data, and for this analysis crime has not been separated by time of day intervals.

The figure shows that a number of the hot spots for violence against the person are in areas with a high density of licensed premises. These correspond to the main drinking areas particularly around Talbot Street/Queen Street and Market Street. There are clusters of incidents near to the North and Central Piers, and also to the South Shore.

Examination of Figure 2.13 indicates that many of the hot spot areas in the baseline period have remained hot spots in the post implementation period. However, some hot spots to the north and north east of the study area no longer are hot spot areas in post implementation period. The hot spot to the north of the football stadium no longer exists but it has been replaced by a new hot spot to the north east of the stadium.

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

For each of the pairs of maps, the left hand side represents the baseline period, while the right hand side represents the post implementation period. The maps show a similar pattern in the baseline and implementation periods.

From 9.00pm to 10.59pm violence against the person begins to increase, concentrated around the Talbot Street/Queen Street area. From 11.00pm to 0.59am intensity of this crime increases, focussing on Talbot Square/Queen Street and also Market Street. This also extends slightly further north, and a new hot spot forms to the east of the main hot spot.

From 1.00am to 2.59am the violence against the person hot spots are very similar to the previous two hour time period. However, the hot spots become more concentrated around the Talbot Street/Queen Street/Market Street areas, and the extent of the hot spot coverage is reduced in nearby locations.

The most notable distinction between the baseline and post implementation maps occurred between 3.00am to 4.59am. In the baseline period, there is a rapid reduction in the intensity and extent of hot spots. In the post implementation period, although the extent and intensity of hot spots is greatly reduced, some offences still cluster around the Talbot Street/Queen Street/Market Street areas.

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

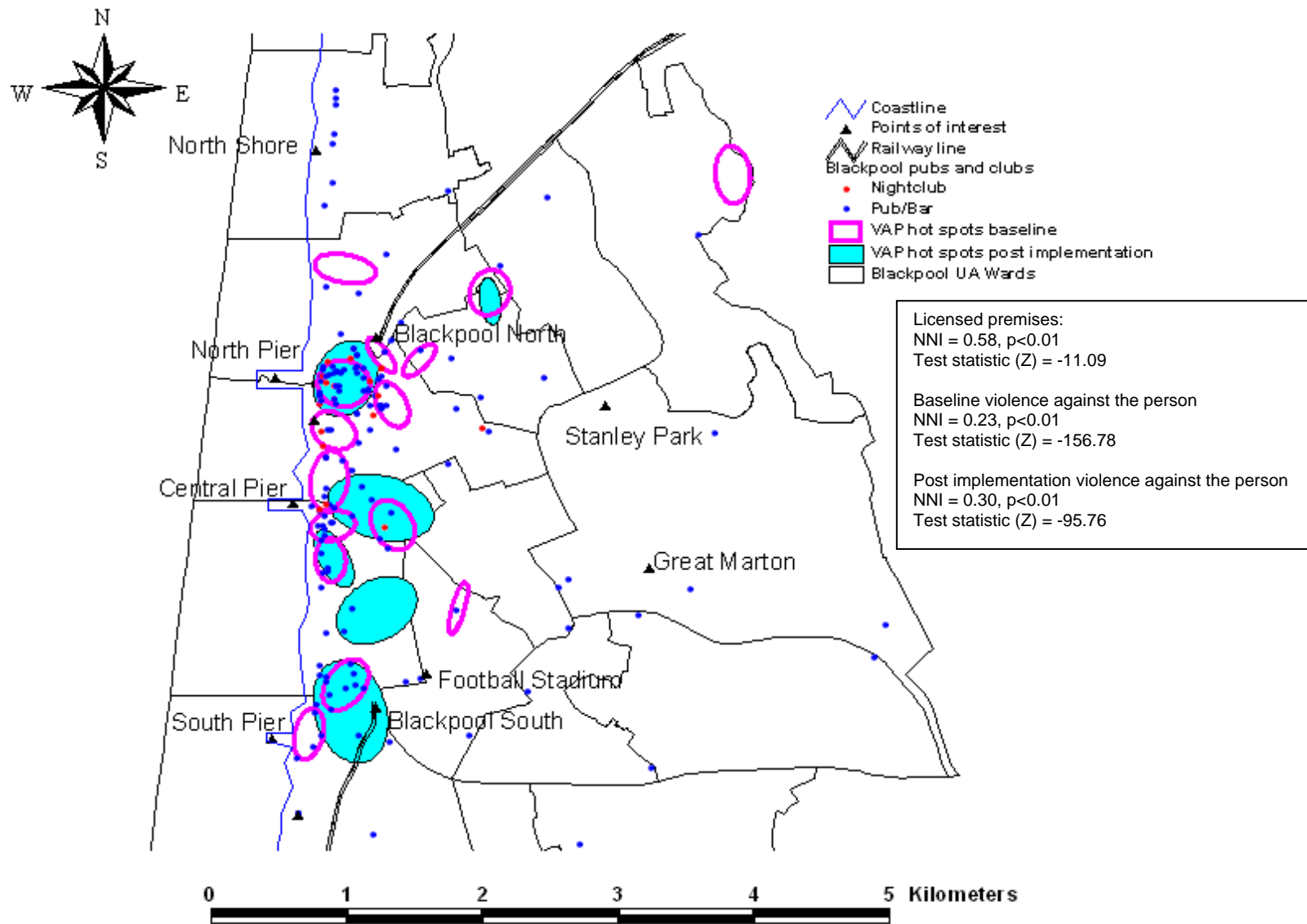
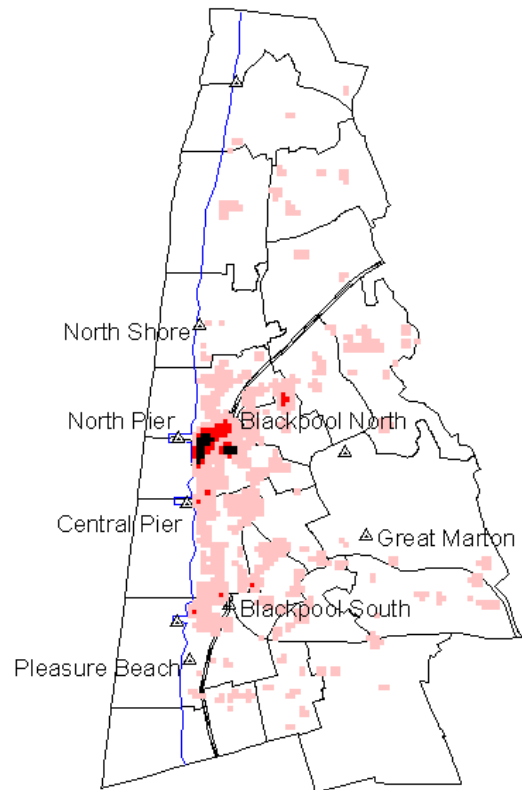


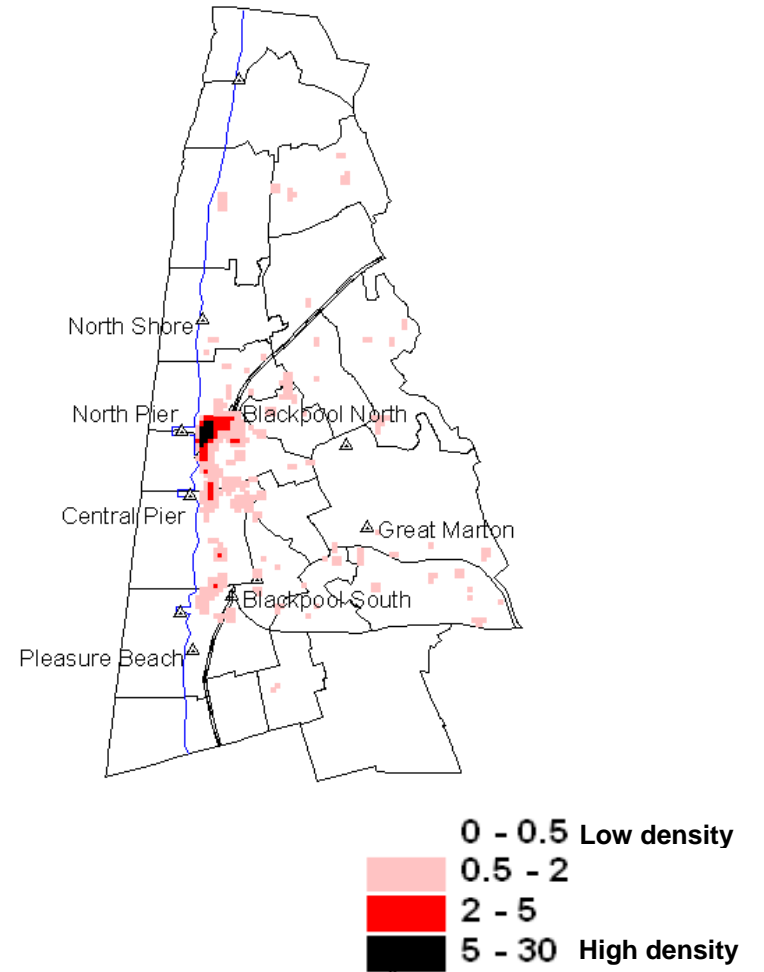
Figure 2.14 Violence against the person hot spots (KDE) by time of day in Blackpool UA (average baseline and post implementation periods)



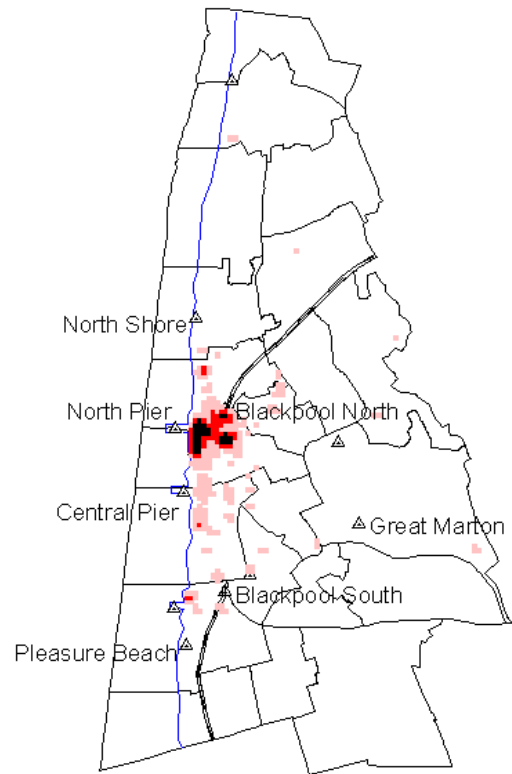
b) Baseline period (11.00pm to 0.59pm)



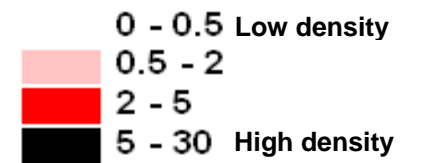
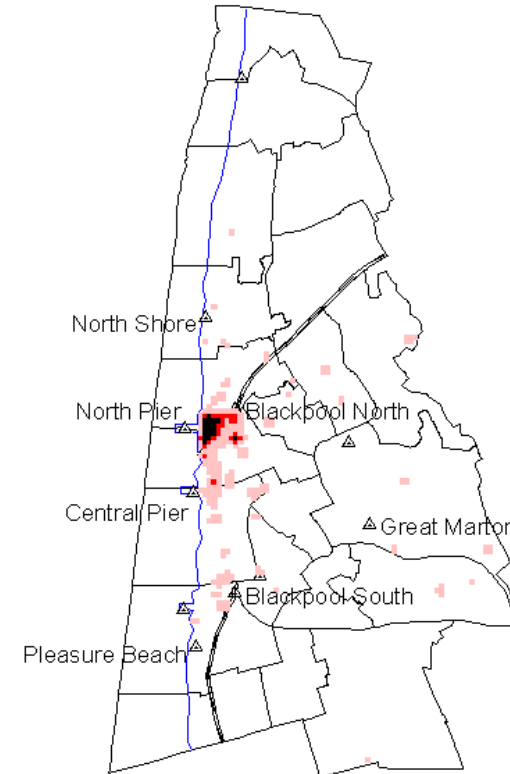
Post implementation period (11.00pm to 0.59pm)



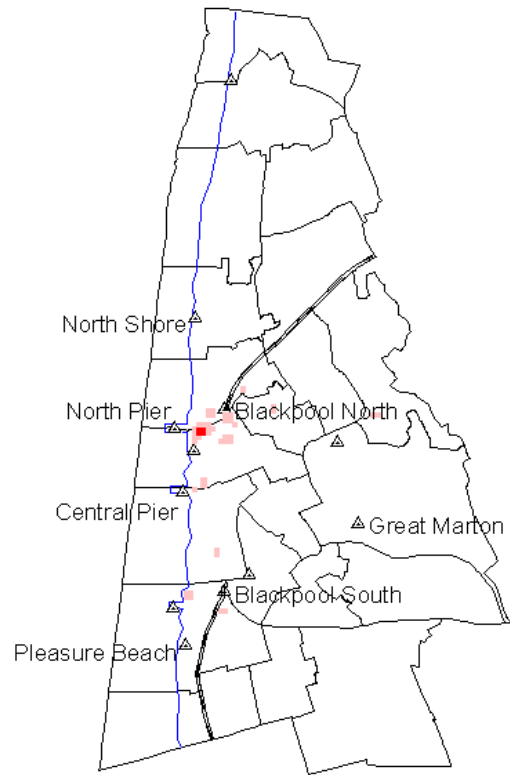
c) Baseline period (1.00am to 2.59am)



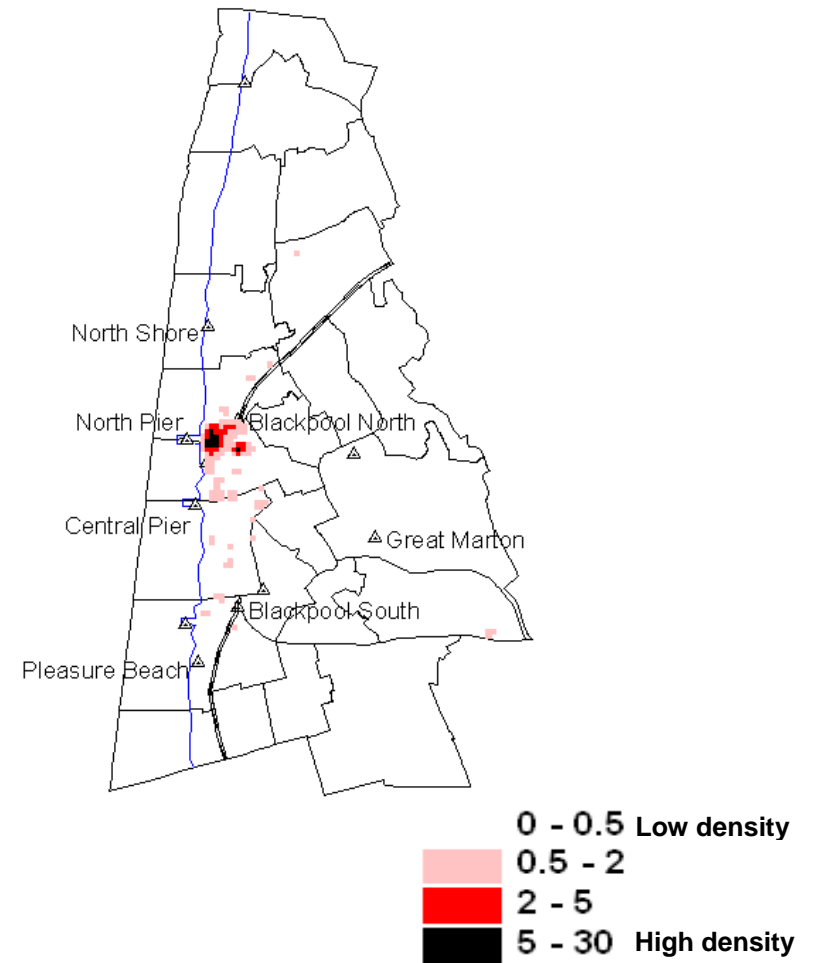
Post implementation period (1.00am to 2.59am)



d) Baseline period (3.00am to 4.59am)



Post implementation period (3.00am to 4.59am)



Violence against the person in or at licenses premises

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

Table 2.5, which covers the baseline period, shows that over almost 70 per cent of offences occurred at less than 14 per cent of premises, one premise was responsible for 18 per cent of all offences. The top fifteen premises (7.8% of all premises) together accounted for over half (57%) of all offences of violence against the person. At 70 per cent of premises, there were no recorded offences. Of the top 15 premises in the baseline, 12 also appeared in the top 15 in the post implementation period.

Results from the post implementation period are displayed in Table 2.6. The table shows that the top fifteen premises (7.8% of all premises) together accounted for 64.9 per cent of all offences of violence against the person. A greater proportion of premises had no recorded offences during the post implementation period (48%). It is interesting to note that two of the top three premises in both periods were the same, and also accounted for 25 per cent of all offences in the baseline and post implementation periods.

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

Figure 2.15 plots the location of premises with the highest levels of offences. The map distinguishes between those premises that were in the top 15 during both the baseline and post implementation period (violet dots), those in the top 15 during the baseline only (yellow dots), and those in the post implementation period only (red dots). The map shows that the majority of the top premises in both periods are concentrated around the Talbot Street/Queen Street/Market Street area. The top premises tend to be located in areas that were hot spots for violence against the person in both baseline and post implementation periods.

There were premises in the top 15 in both the baseline and post implementation that were located in areas that were not hot spots of violence against the person in the post implementation period. These premises are located outside of the main cluster area.

Those premises that were in the top 15 for one period only tended to be located in main drinking areas, where there is a higher density of premises.

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

Venue	Number of offences ²	Number of premises	Cumulative number of offences	Cumulative number of premises	Percentage of offences	Percentage of premises	Cumulative percentage of offences	Cumulative percentage of premises
A	218	1	218	1	17.8	0.5	17.8	0.5
B	109	1	327	2	8.9	0.5	26.8	1.0
C	66	1	393	3	5.4	0.5	32.2	1.6
D	43	1	436	4	3.5	0.5	35.7	2.1
E	40	1	476	5	3.3	0.5	39.0	2.6
F	34	1	510	6	2.8	0.5	41.7	3.1
G	28	1	538	7	2.3	0.5	44.0	3.6
H	25	1	563	8	2.0	0.5	46.1	4.1
I	23	1	586	9	1.9	0.5	48.0	4.7
J	22	1	608	10	1.8	0.5	49.8	5.2
K	21	1	629	11	1.7	0.5	51.5	5.7
L	19	1	648	12	1.6	0.5	53.0	6.2
M	18	1	666	13	1.5	0.5	54.5	6.7
N	17	1	683	14	1.4	0.5	55.9	7.3
O	16	1	699	15	1.3	0.5	57.2	7.8
	10 to 15	12	844	27	11.9	6.2	69.1	14.0
	5 to 9	32	1051	59	16.9	16.6	86.0	30.6
	1 to 4	75	1222	134	14.0	38.9	100.0	69.4
	0	59	0	193	0.0	30.6	100.0	100.0
	1222	193	na	na	100	100	na	na

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

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

Top 15 (baseline period and post implementation period)

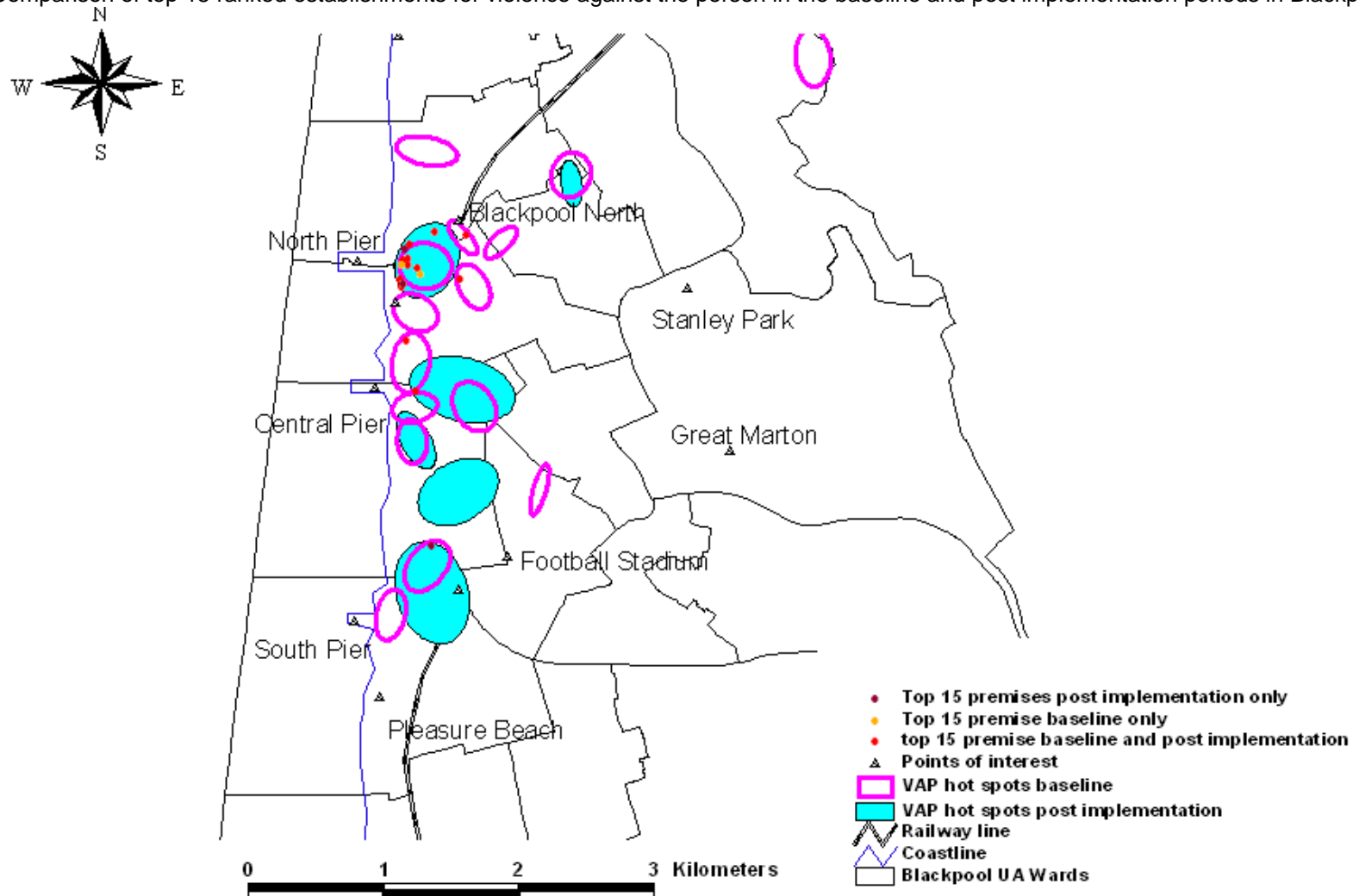
Table 2.6 Resource Targeting Table of violence against the person offences recorded¹ in or at pubs, bars and nightclubs in Blackpool UA (post implementation period)

Venue	Baseline rank	Number of offences	Number of premises	Cumulative number of offences	Cumulative number of premises	Percentage of offences	Percentage of premises	Cumulative percentage of offences	Cumulative percentage of premises
B	2	70	1	70	1	17.1	0.5	17.1	0.5
K	11	55	1	125	2	13.4	0.5	30.6	1.0
C	3	47	1	172	3	11.5	0.5	42.1	1.6
A	1	15	1	187	4	3.7	0.5	45.7	2.1
M	13	11	1	198	5	2.7	0.5	48.4	2.6
E	5	9	1	207	6	2.2	0.5	50.6	3.1
D	4	8	1	215	7	2.0	0.5	52.6	3.6
J	10	7	1	222	8	1.7	0.5	54.3	4.1
N	14	7	1	229	9	1.7	0.5	56.0	4.7
I	9	6	1	235	10	1.5	0.5	57.5	5.2
P	>15	6	1	241	11	1.5	0.5	58.9	5.7
Q	>15	6	1	247	12	1.5	0.5	60.4	6.2
L	12	6	1	253	13	1.5	0.5	61.9	6.7
H	8	5	1	258	14	1.2	0.5	63.1	7.3
R	>15	5	1	263	15	1.2	0.5	64.3	7.8
		3 to 4	16	316	31	13.0	8.3	77.3	16.1
		1 to 2	70	409	101	22.7	36.3	100.0	52.3
		0	92	409	193	0.0	47.7	100.0	100.0
		409	193	na	na	100	100	na	na

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

Top 15 (baseline period and post implementation)

Figure 2.15 Comparison of top 15 ranked establishments for violence against the person in the baseline and post implementation periods in Blackpool UA



Additional hours *used* and *applied for*


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

Table 2.7 presents information on premises visited by the fieldworkers during the qualitative part of the study. This shows ten of the premises visited were in the top fifteen in both periods, two were in the top fifteen in the baseline only, one was in the top fifteen during post implementation and one was not in the top fifteen in either period.

All premises *applied for* additional hours. The additional hours applied for ranged from two to sixteen. Premises do not, of course, always use the hours they apply for. In fact, none of the premises routinely used all of the hours applied for, and on average, premises used just under half (48%) of the extra hours.

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

	Weekly additional hours (applied for)	Weekly additional hours (used)	Percentage hours applied for used	Capacity	Violence against person offences (average baseline)	Violence against person offences (post implementation)
L	9	7.5	83.3	-	10	5
E	13	8	61.5	350	20	9
K	16	14	87.5	2400	10	55
I	2	0	0.0	250	11	6
N	8	4	50.0	400	8	6
G	16	5	31.3	150	14	2
S	10	2.5	25.0	500	2	2
C	10	9	90.0	250	33	47
O	14	4	28.6	400	8	0
A	14	5	35.7	4790	109	15
Q	8	5.5	68.8	100	12	6
J	10	9	90.0	430	11	7
B	12	3	25.0	950	55	70
D	14	0	0.0	-	21	8

	Top 15
	Baseline and post
	Baseline only
	Post only

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

Table 2.8 examines crime by the additional hours premises *used*, at premises visited by the fieldworkers. This shows that at these premises there was a reduction in the overall number of offences post implementation compared to baseline (from 324 to 237). In terms of the percentage of offences, the 14 per cent of premises *using* no additional hours accounted for 10 per cent of offences in baseline, reducing to 6 per cent post implementation. Those *using* between one and five hours decreased their share of offences from 60 per cent to 40 per cent, while the share of those *using* six or more hours increased from 30 to 54 per cent. In other words there was a reduction post implementation in terms of violence against the person offences for those *using* zero to five additional hours, while those *using* six or more additional hours increased their share. Due to the data structures it is not simple to compare

the time of day or day of week of crime directly with the time of day or day of week when premises extended their hours.

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

Additional hours (used)	Number of premises	Violence against person offences (average baseline)	Violence against person offences (post implementation)
None	2	32	14
1 to <6	6	196	95
6 plus	6	96	129
Total	14	324	238

Additional hours (used)	Percentage of premises	Percentage of violence against the person	
		Average baseline	Post implementation
None	14.3	9.9	5.9
1 to 5	42.9	60.5	39.9
6 plus	42.9	29.6	54.2
Total	100.0	100.0	100.0

This analysis was repeated using the additional hours *applied for* at premises where this data was available. In contrast to tables 2.7 and 2.8 the analysis presented in table 2.9 considers estimated additional hours *applied for* by all premises where data on current hours was available (161). The estimate was made on the basis of current hours and standard former hours (see technical annex). The table shows that the majority of premises (75%) applied for additional hours

The 15 per cent of premises that did not *apply for* additional hours made a small contribution to violence against the person (2.6% during the baseline and a smaller 0.6% post implementation). The 42 per cent of premises *applying for* one to eight additional hours accounted for just approximately 22 per cent of violence against the person during both the baseline and post implementation periods. Premises *applying for* more than nine hours (44% of premises) contributed most to violence against person in area, although there was little change between the baseline and post implementation periods (75% baseline and 77% post implementation). In summary those premises *applying for* the most hours made the largest contribution to violence against the person.

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

Additional hours applied	Number of premises	Violence against the person (average baseline)	Violence against the person (post implementation)
None	24	13	2
1 to 8	67	111	67
9 plus	70	377	242
Total	161	501	311

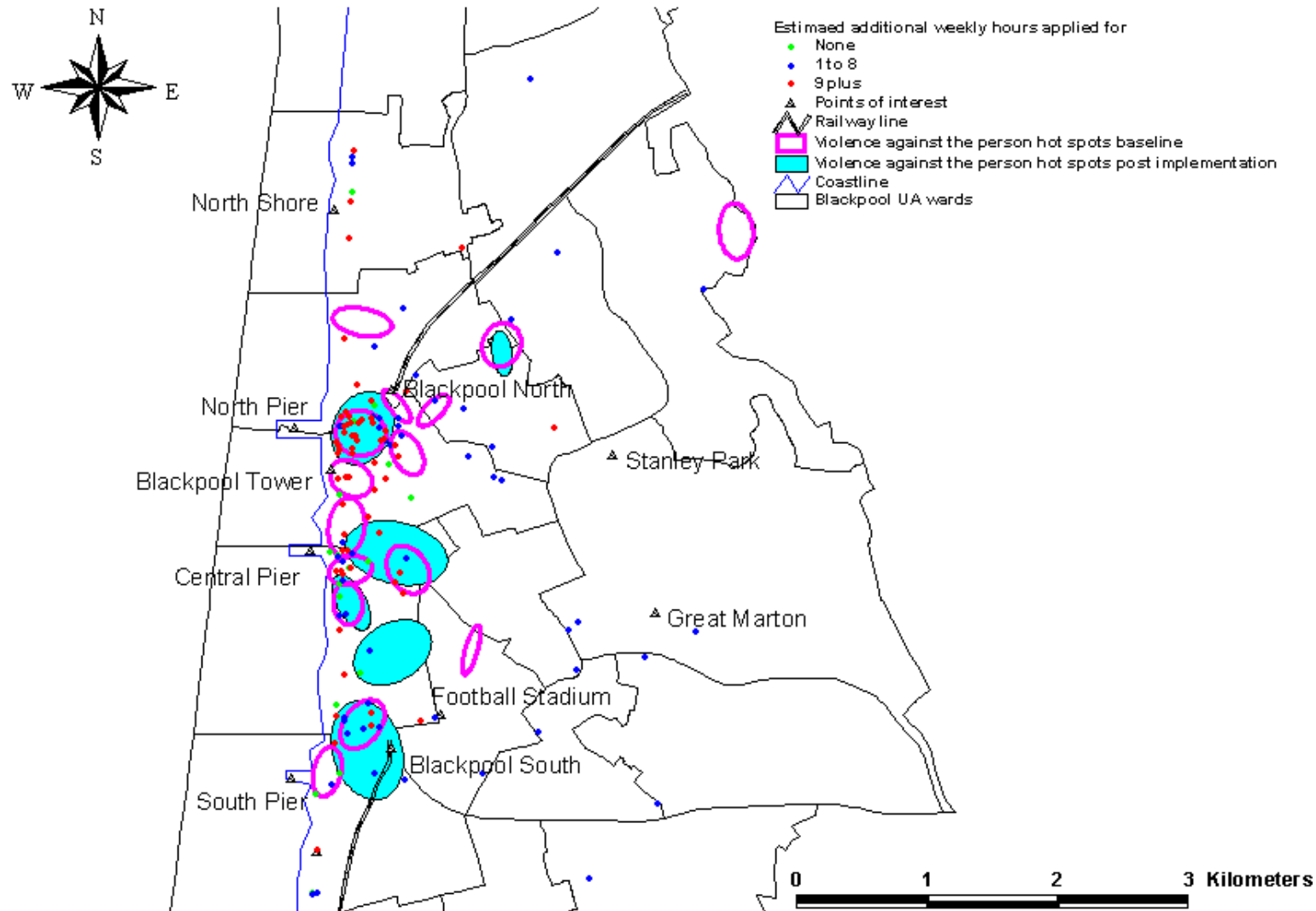
Additional hours applied	Percentage of premises	Percentage of violence against the person	
		Average baseline	Post implementation
None	14.9	2.6	0.6
1 to 8	41.6	22.2	21.5
9 plus	43.5	75.2	77.8
Total	100.0	100.0	100.0

Figure 2.16 maps distribution of estimated additional hours applied for by premises grouped into categories according to the number of hours applied for (None denoted by green dot; 1-8 hours, blue dot; and 9 hours or more, red dot) and compares this with baseline and post implementation hot spots

The map illustrates that there is a concentration of premises applying for a 'high' number of additional hours (plus nine) around the key drinking areas (Talbot Street/Queen Street/Market). There is also an intra-dispersal of premises applying for no additional hours in areas where there are premises applying for medium and high additional hours.

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

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



Accident and Emergency and ambulance data

Accident and emergency unit (A&E) data was provided for Blackpool from November 2003 to the end of December 2006. Details of the information requested are provided in the technical annex. Ambulance data was not provided. Incidents of assault were extracted and analysed by month, by hour of the day/night and by age and gender. The time periods covered were 10.00pm on Friday through to 5.00am on Saturday and 10.00pm on Saturday through to 5.00am on Sunday. Only those patients attending who were aged 17 to 35 were included in the data set.

Distribution of incidents by month and year

In total, 1478 assaults were available for examination covering the 38 month period. Subsets of police recorded crime data on violence against the person were produced to accord with the days and times covered by the assaults data. Thus, violence against the person incidents occurring outside of weekend nights were excluded to allow a more meaningful comparison between recorded crime and assaults. However, changes in violence against the person on weekend nights were compared with overall violence against the person (i.e. that occurring at any time) to provide a broader context for the various analyses.

Caution must be exercised in comparing the results from the A&E data with those on recorded crime. This is because the geographical areas covered by the A&E facility were not coterminous with police wards. Also, there is likely to be different interpretations of what constitutes violence against the person for police recording purposes and what constitutes an assault for A&E purposes. As police violence against the person and assaults notified to the NHS used entirely different information systems, it was not possible to link the two various data sets.

On average, there were just over twice as many violence against the person offences recorded by the police than A&E assaults in the baseline period. This is indicated by the violence against the person/assaults ratio in Table 2.10 below. There appeared to be some convergence between the two in the post implementation period brought about by a 9.1 per cent fall in violence against the person and an 18 per cent increase in the number of recorded assaults. The reasons for this change are difficult to determine without any further data. One explanation might be a growing readiness of victims to report to an A&E unit following an incident rather than reporting the incident to the police. The extent (if any) to which alcohol was implicated in the assault was not specified within the data.

Table 2.10 Violence against the person and Accident and Emergency assault data in Blackpool (December 2003 to November 2006)

Category	Baseline year 1 December 2003 to November 2004	Baseline year 2 December 2004 to November 2005	Mean baseline	Post implementation December 2005 to November 2006	Percentage change mean baseline post implementation
Violence against the person	976	1035	1005	897	-9.1
Assaults (A & E)	410	471	440	520	18.1
Ratio of violence against the person to A&E	2.38	2.19	2.28	1.72	

The monthly distribution of A&E assaults appears in Table 2.11 and in Figure 2.17. Although the numbers are small, it is clear that increases in A&E presentations occurred in all but two of the months in 2006 compared with the average for the previous two years.

Table 2.11 Accident and Emergency assault presentations in Blackpool (November 2003 to December 2006)

	Year				Post implementation percentage change (monthly average) ¹
	2003	2004	2005	2006	
January		33	30	31	-1.6
February		31	31	33	6.5
March		24	35	35	18.6
April		32	29	38	24.6
May		39	47	47	9.3
June		24	46	52	48.6
July		44	43	50	14.9
August		42	41	39	-6.0
September		20	40	40	33.3
October		49	61	60	9.1
November	27	24	33	47	64.9
December	48	35	48	50	15.6

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

Figure 2.17 compares the A&E assaults following the implementation of the Act with the mean monthly totals in the previous two years. The baseline averages appear as a grey dotted line. The post implementation line is mainly above the baseline, although there are similarities in the peaks and troughs between September and December. There is a clear peak in A&E incidents in October for both the baseline and post implementation periods. It is possible that the noticeably higher levels of assault in June and July 2006, compared with the baseline period, reflect the impact of the World Cup.

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

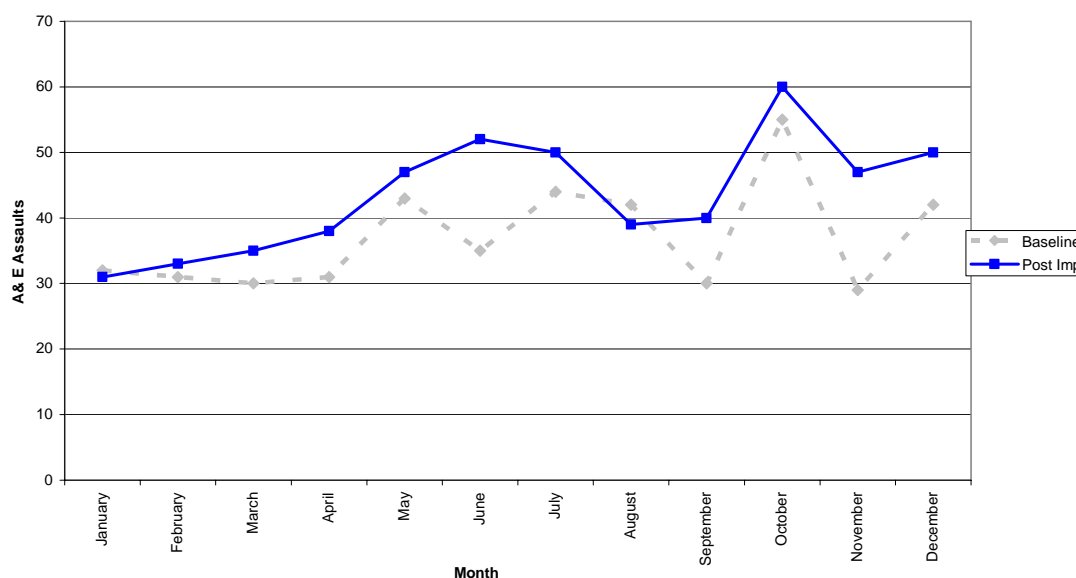


Figure 2.18 Percentage change in Accident and Emergency assault data in Blackpool (average baseline to post implementation period change)

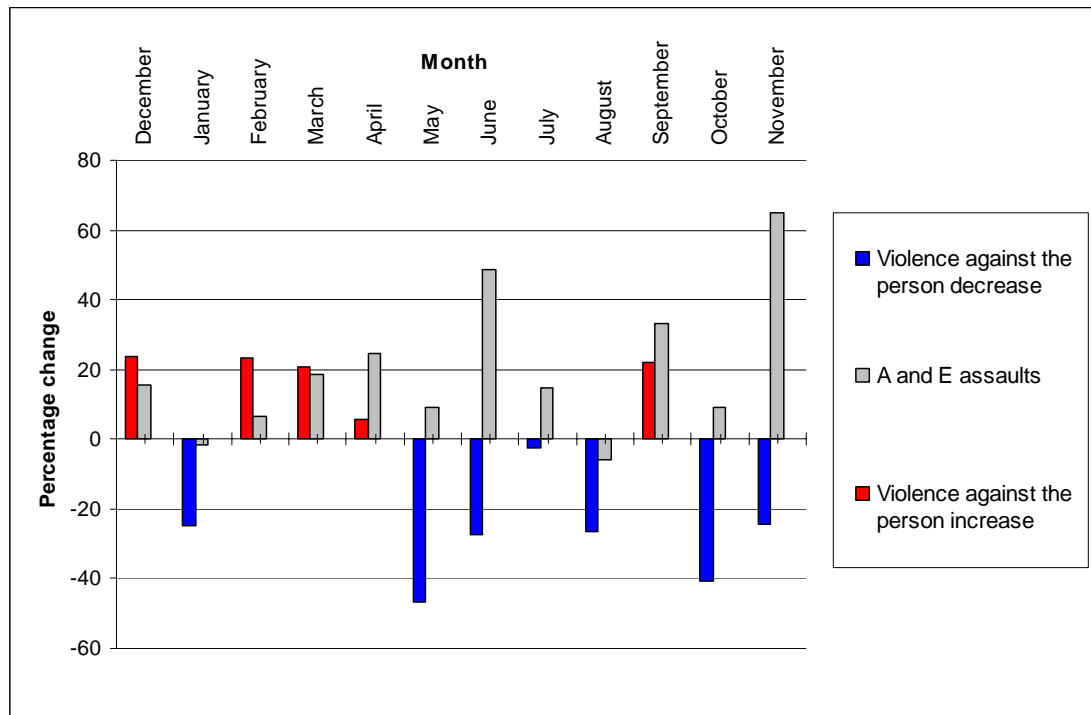
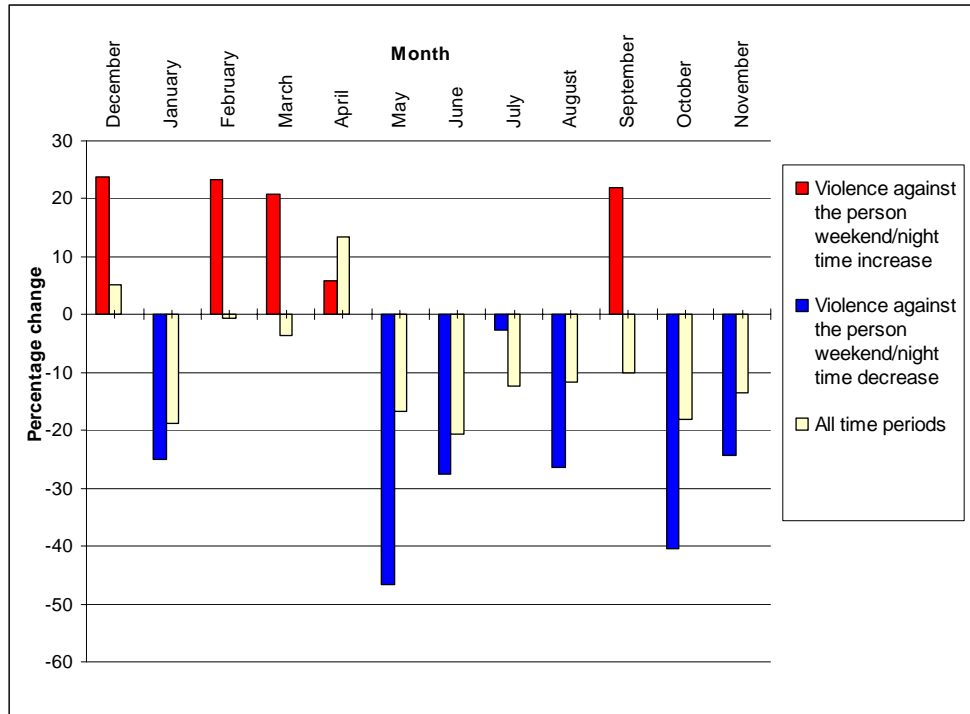


Figure 2.18 compares the monthly percentage change in A&E assaults (displayed in the grey bars) with that of violence against the person. The latter is shown in red where increased levels occurred compared with the same month in the previous two years and in blue when a reduction took place.

There appeared to be a distinction between the first five months post implementation and the second half of the year. In the former, the magnitude and direction of change was similar for violence against the person and for assaults. Similar increases took place in December, February and March. Levels diverged markedly in the second half of the year, with violence against the person on weekend nights falling considerably and A&E presentations generally on the increase.

Figure 2.19 compares baseline and post implementation monthly changes in weekend evening violence against the person offences with changes for all violence against the person occurring in Blackpool UA. The red and blue bars represent violence against the person on weekend nights and the clear white bars show changes in all violence against the person offences.

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



The second half of the post implementation period was generally characterised by falls in violence against the person offences, however, these were far greater at the weekends. In September 2006, a reduction in overall violence against the person took place against the background of an increase in weekend violence against the person, emphasising once again how changes in violence against the person vary by timing.

Distribution of incidents by time of day

The timing of A&E assault presentations appears in Table 2.12. Frequencies of assault by time of day are shown for each baseline year individually, for the two years combined (the baseline average) and for the post implementation period. The baseline and post implementation change in assaults are displayed in the penultimate column and this is compared with changes in weekend violence against the person in the final column.

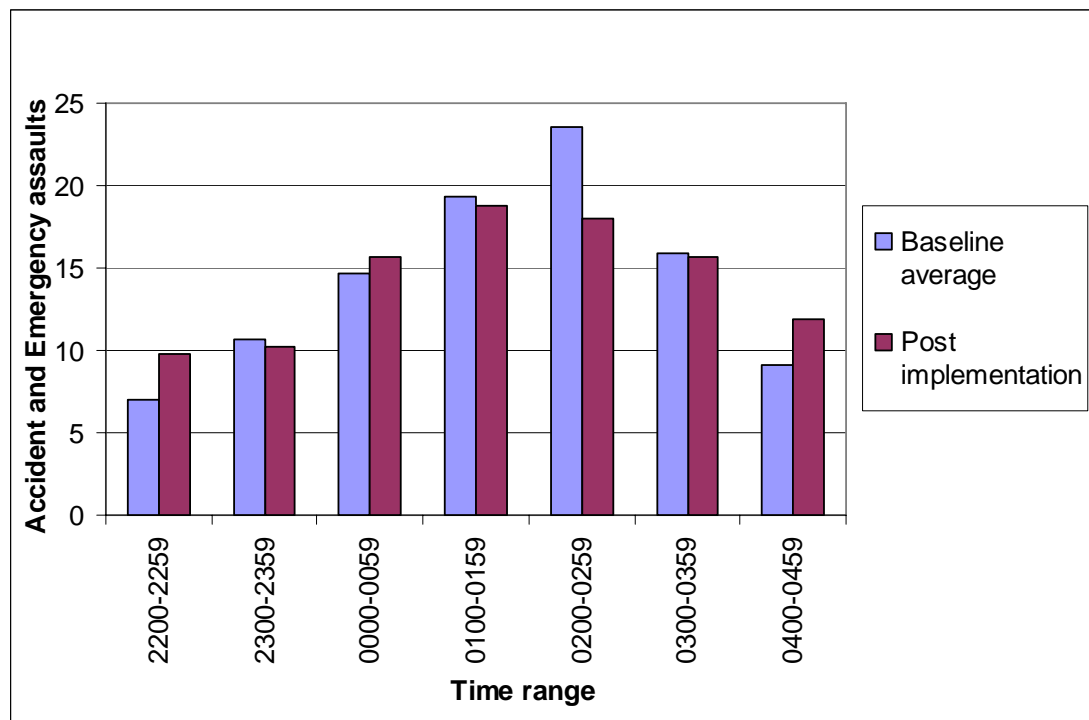
With the exception of a reduction in assaults between 2.00am and 2.59am, the number of patients attending A&E units for assault rose throughout weekend nights with the greatest increases occurring between 10.00pm and 10.59pm and between 4.00am and 4.59am. By contrast, the number of weekend violence against the person offences fell between 10.00pm and 2.59am. However, between 3.00am and 4.59am there was an increase in both violence against the person and assaults. Both categories rose markedly between 4.00am and 4.59am.

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

Time of day	Baseline year one December 2003 to November 2004	Baseline year two December 2004 to November 2005	Mean baseline	Post implementation December 2005 to November 2006	A&E Percentage change (mean baseline post implementation)	Weekend violence against the person (percentage change mean baseline post implementation)
2200-2259	29	34	31.5	49	55.5	-19.2
2300-2359	38	59	48.5	58	19.6	-6.7
0000-0059	73	59	66.0	77	16.6	-19.0
0100-0159	84	92	88.0	97	10.2	-21.2
0200-0259	107	109	108	95	-12.0	-38.1
0300-0359	70	75	72.5	85	17.2	102.2
0400-0459	36	43	39.5	59	49.3	94.1

The proportion of A&E assaults within each time band in the baseline and post implementation period are shown in Figure 2.20. This shows changes in the distribution of assaults throughout weekend nights. The post implementation period saw a greater proportion of these incidents concentrated at both ends of the night, in the late evening (10.00pm to 10.59pm) and in the early hours (4.00am to 4.59am).

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

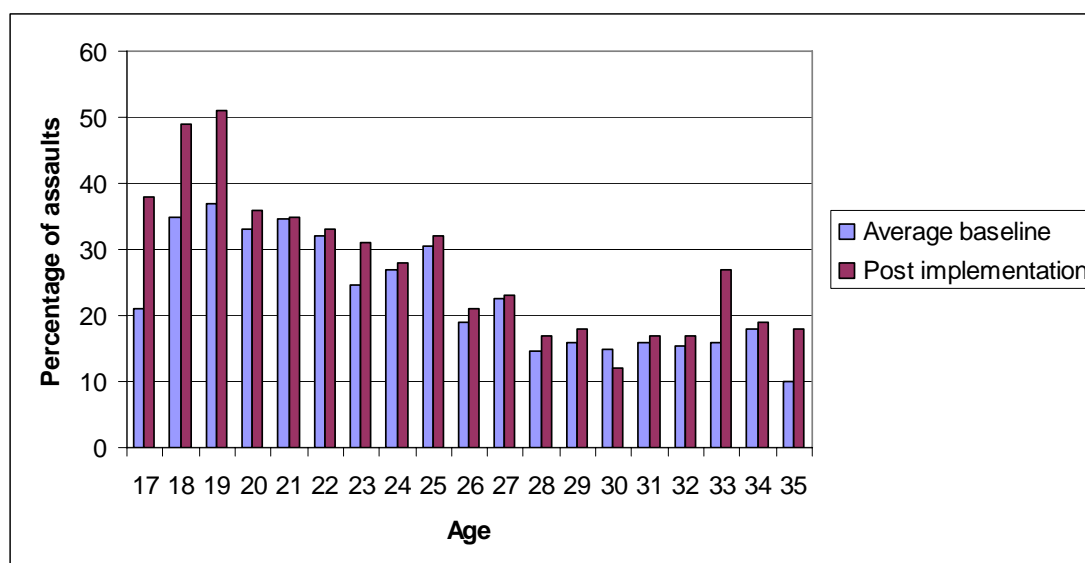


Victim profile

Finally, Figure 2.21 presents baseline and post implementation changes in the distribution of assaults by age. Along with the general trend in increased volume of assaults across several age groups, there was a marked increase in the number of younger victims aged 17, 18 and

19 and a rise in older victims aged 33 and 34. Otherwise, there was very little difference between the baseline and post implementation period.

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



Summary of findings: violence against the person

- With the exception of April and December, for each month of the post implementation period there were reductions in violence against the person compared to the corresponding months in the baseline period.
- Violence against the person was already displaying a downward trend at the time the Act was introduced. Therefore the reductions may be attributable to factors other than the Act.
- There has been a flattening out of the midnight peak in violence against the person offences.
- During the post implementation period there has been a shift in the occurrence of violence against the person to later times of the day.
- There have only been marginal changes to the age and gender profile of victims of violence against the person. Amongst males the most evident reductions were in the 10-24 age group. Amongst women the most notable reductions were in the 20-24 age group.
- The overall profile of alcohol related victims of violence against the person has changed relatively little between the baseline and implementation periods.
- The overall profile of victims of domestic violence against the person has changed relatively little between the baseline and implementation periods. The most notable change was a reduction in the number of offences in the 20-24 victim age group.
- The areas within 50m of licensed premises shared an increasing proportion of Blackpool's violence against the person in the post implementation period compared to the baseline.
- The proportion of Blackpool's violence against the person occurring within the cluster area has gradually increased throughout both the baseline and post

implementation periods; however this trend has flattened during the post implementation period.

- On average, there were just over twice as many violence against the person offences recorded by the police than by A&E in the baseline period. The post-implementation period saw a convergence in the two sets of data, with violence against the person falling by 9.1 per cent and A&E assaults increasing by 18.1 per cent.
- Although the numbers were small, it was clear that increases in A&E presentations took place in all but two of the months in 2006, compared with the average for the previous two years.
- When post-implementation levels of A&E assaults were compared with the mean monthly totals for the previous two years, the results revealed that although the post-implementation level was continuously higher than the baseline, there were similarities in peaks and troughs.
- The post-implementation period saw an increased volume of assaults across several age groups. There was a marked increase in the number of younger victims aged 17, 18 and 19 and a rise in older victims aged 33 and 34.
- T tests revealed significant reductions in the second half of both the baseline period and the second half of the post implementation period (see supplementary annex).
- There was a reduction of serious violence against the person offences (12) between the baseline and post implementation periods (see supplementary annex).
- Weekday offences reduced in almost every month post implementation (11 out of 12 for Blackpool. Weekend violence against the person reduced for 7 out of 12 months (see supplementary annex).
- Falls were observed in violence between midnight and 3am both at weekends and on weekdays (see supplementary annex).
- The KDE synthesis maps demonstrated reductions from 1.00am to 2.59am, and increases 3.00am concentrated around the key drinking areas (see supplementary annex).

3. Criminal damage

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

Vandalism recorded by the British Crime Survey has fallen by 19 per cent since its high point in 1995. Between 2004/5 and 2005/06 the British Crime Survey reported no significant change in criminal damage while police recorded figures showed a 1 per cent reduction. (Walker, Kershaw and Nicholas 2006). Nationally, criminal damage offences tend to peak in the spring months then fall in the summer months followed by another peak in autumn (Hird and Ruparel 2007).

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

Macro level

Annual criminal damage counts in Blackpool have reduced over time from 6263 offences in year 1 and 5452 offences in year 2 (both baseline) and 5418 offences in the post implementation period. The following section compares the level of criminal damage across Blackpool during the post implementation periods with baselines levels. During the baseline period there was an average of 488 criminal damage offences per month in Blackpool. This had reduced by 7.5 per cent to 452 offences per month during the implementation period.

Table 3.1 displays the number of criminal damage offences in Blackpool by month and year, the blue shaded area represents the post implementation period. The percentage change figure is the change between the number of offences in each month during the post implementation period, and the average number of offences in the two corresponding months from the two previous years in the baseline period. The table shows that with the exception of April, August and November, criminal damage in Blackpool reduced for each month of the post implementation period compared to the corresponding months in the baseline period. The most notable reductions were in July (21.7%) and August (16.9%).

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

	Year				Post implementation percentage change ¹
	2003	2004	2005	2006	
January		462	424	392	-11.5
February		571	396	419	-13.3
March		613	526	478	-16.1
April		559	474	617	19.5
May		568	482	476	-9.3
June		491	460	423	-11.0
July		596	477	420	-21.7
August		528	473	416	-16.9
September		461	396	454	6.0
October		485	455	432	-8.1
November		454	423	466	6.3
December	475	466	425	394	-9.7

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

Figure 3.1 shows the monthly rate of criminal damage (per 10,000 persons) in Blackpool during the post implementation (blue line). The average monthly rate of violence against the person for the baseline period is shown as a dotted grey line. The graph shows that overall criminal damage trends during the post implementation period have reflected baseline trends. Criminal damage was lower than the baseline between December and March of the post implementation period. In April of the post implementation period criminal damage was 20 per cent higher than the April average for the baseline period, this peak was slightly later and more somewhat more pronounced than a similar peak witnessed during the baseline period. From May 2006 criminal damage began to decline returning to levels below the corresponding months in the baseline.

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

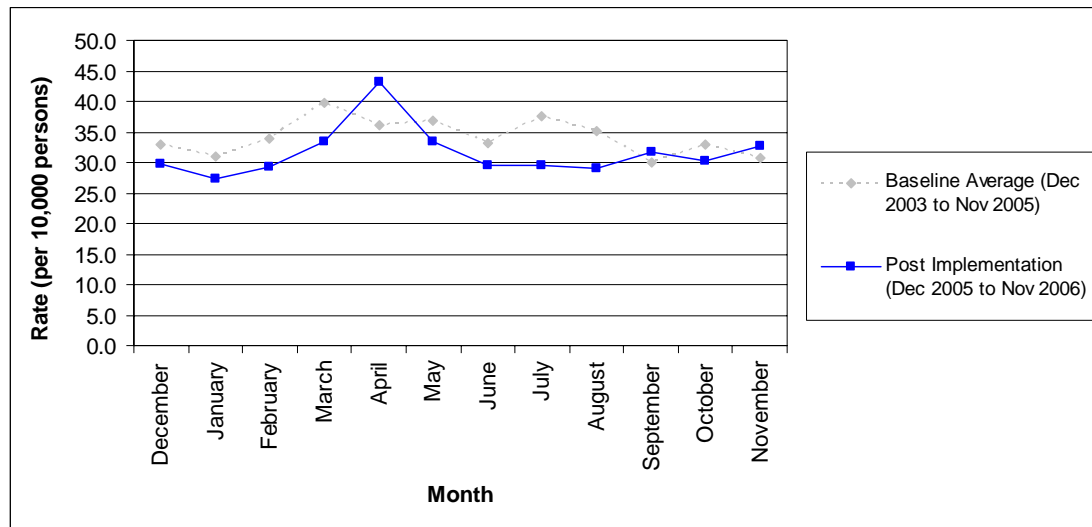
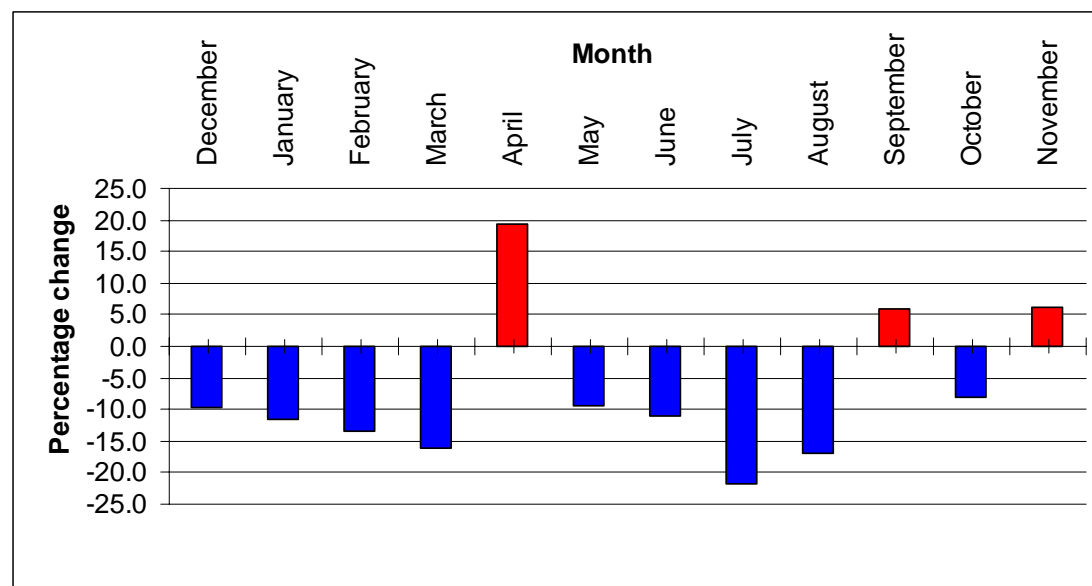


Figure 3.2 shows the percentage change between the average monthly frequency of criminal damage offences during the baseline period, and the monthly frequencies of such offences during the post implementation period. This highlights that for most months of the post implementation period criminal damage reduced compared to the corresponding months in the baseline period. The exceptions were April, September and November which saw levels higher than the corresponding baseline months. Figures 3.1 and 3.2 do not suggest that levels of criminal damage in Blackpool have altered as a result of the introduction of the Act.

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



Distribution of offences by time of day and day of week

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

The table shows that the distribution of offences across time of day follows a similar pattern in the post implementation period as the baseline period. The frequency of criminal damage offences tends to increase gradually throughout the morning, peaking between 5.00pm and 1.59am before gradually declining until 8.00am the following morning. During the baseline period there was a particularly notable spike between midnight and 0.59am, this spike did not occur in the post implementation period (representing a 26.9% reduction for this time interval).

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

Time of day	Baseline year 1 frequency	Baseline year 2 frequency	Post implementation year 3 frequency	Average percentage change
0900-0959	95	90	88	-4.9
1000-1059	88	60	71	-4.1
1100-1159	90	98	64	-31.9
1200-1259	151	137	110	-23.6
1300-1359	127	99	85	-24.8
1400-1459	172	125	121	-18.5
1500-1559	224	204	159	-25.7
1600-1659	288	219	202	-20.3
1700-1759	446	409	376	-12.0
1800-1859	481	437	421	-8.3
1900-1959	480	366	357	-15.6
2000-2059	486	428	438	-4.2
2100-2159	534	412	396	-16.3
2200-2259	560	513	464	-13.5
2300-2359	463	417	441	0.2
0000-0059	606	590	437	-26.9
0100-0159	259	252	232	-9.2
0200-0259	254	209	176	-24.0
0300-0359	170	139	132	-14.6
0400-0459	76	71	68	-7.5
0500-0559	36	46	60	46.3
0600-0659	37	34	25	-29.6
0700-0759	46	33	34	-13.9
0800-0859	74	87	55	-31.7

Figure 3.3 shows the percentage of criminal damage offences in each time interval for each year. For the baseline period this is averaged over the two year period. A smoothed trend line² is plotted for each of the two periods examined. This figure confirms that there have been only marginal changes in the distribution of criminal damage offences between the baseline and implementation periods (with proportional changes varying from -1.5 per cent to +1.3 per cent). The most notable change has been the increase in the proportion of Blackpool's criminal damage offences occurring between 11.00pm and 11.59pm which is followed by a reduction in the proportion of criminal damage offences occurring between

² A two month moving average.

midnight and 0.59am. The trend lines show that overall during the time slots between 10.00am and 5.59pm the proportion of criminal damage offences decreased. Between the hours of 6.00pm and midnight the proportion of criminal damage offences occurring increased compared to the baseline period and between midnight and 3.59am the proportion of criminal damage offences decreased. This suggests there have been no obvious changes to the peaks of criminal damage by time of day post implementation.

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

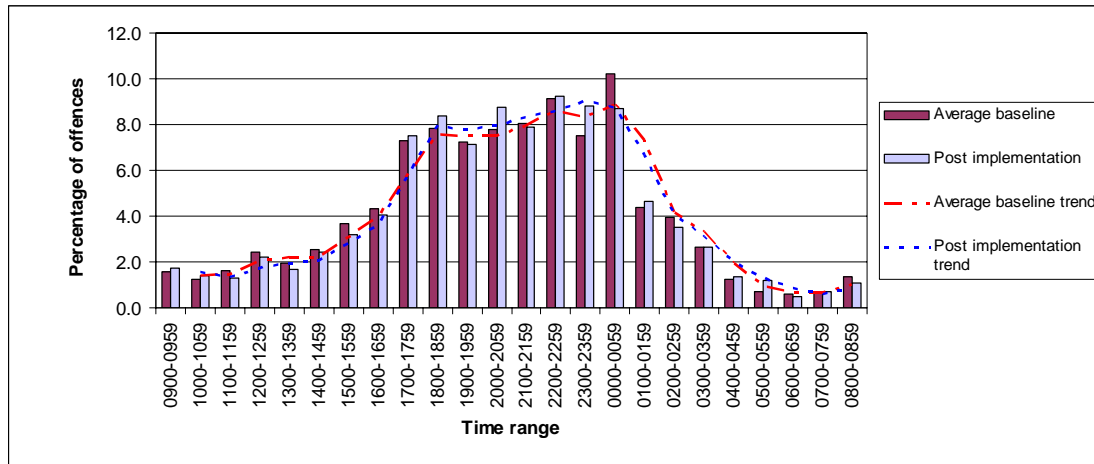
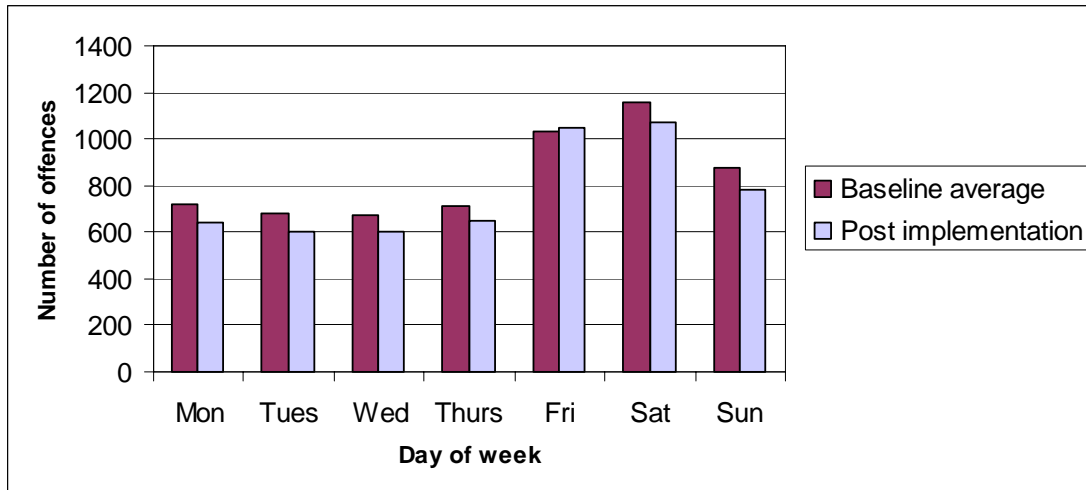


Figure 3.4 portrays the frequency of criminal damage offences by day of week for the baseline period and the post implementation period. The baseline period is an average for the two years. This shows that the distribution of criminal damage offences across the week was unchanged compared to the baseline period, with offences peaking on Friday and Saturday. The reductions identified in figure 3.4 are distributed evenly across the week, although there was a marginal increase in the number of offences reported on Fridays.

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



Meso and micro level

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

The frequency of criminal damage offences in each individual zone was calculated for the baseline period and post implementation period. Table 3.3 shows the proportion of Blackpool's criminal damage offences occurring in each of the zones during the two periods. The table shows that in both periods the 0-50m zone accounted for just over 11 per cent of all criminal damage offences, with the 50-100m zone accounting for slightly more offences, around 13 per cent in both periods. Criminal damage appears to be less concentrated around licensed premises than violence against the person, the cluster area accounted for around 22 per cent of criminal damage offences, about half of the proportion of violence against the person. Comparing the baseline and post implementation periods there was very little change in the proportion of criminal damage occurring in each of these zones.

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

	Area					Blackpool UA
	Cluster	0-50m	50-100m	100-150m	150-200m	
Percentage baseline	22.4	11.4	13.6	11.7	11.2	100.0
Percentage post implementation	21.6	11.6	12.7	11.7	10.9	100.0
Proportional change	-0.8	0.2	-0.9	0.0	-0.3	

Daily distribution of criminal damage in specified zones

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

The table confirms that across Blackpool and within each of the specified zones changes to the daily distribution of criminal damage offences were marginal. The largest changes in the Blackpool area, as identified above, were the increasing proportion of offences occurring between 11.00pm and 11.59pm and the decrease in offences occurring between midnight and 0.59am. The changes were both more exaggerated in the zone 50-100m away from licensed premises and in the cluster zone with a dense concentration of licensed premises.

A number of the changes to criminal damage occur during the day, at times when they are unlikely to be influenced by the new opening hours as a result of the Act. It is recommended that further contextual data, for example land use, be incorporated into future analysis to examine this further. Reasons why this has not been done in this research project are described in the final report and technical annex.

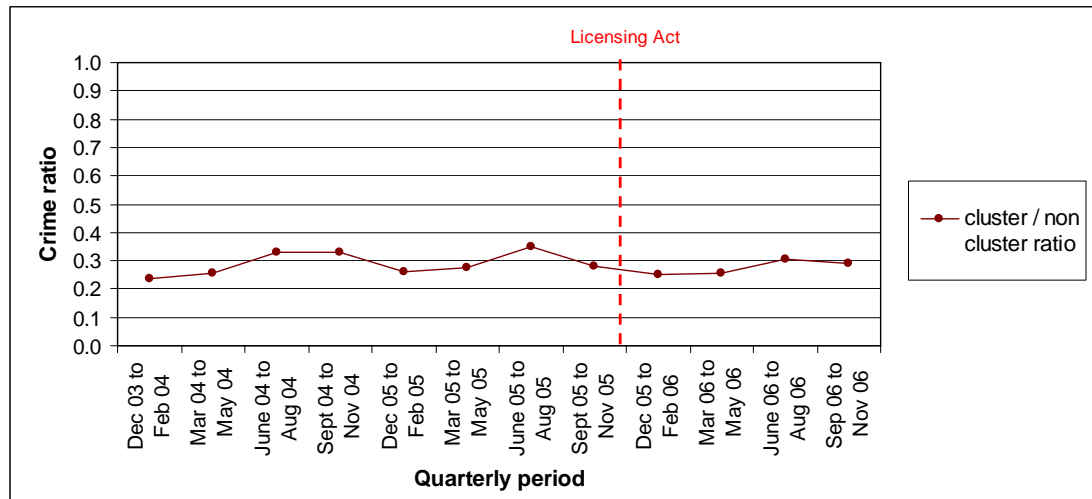
Table 3.4 Proportional changes to criminal damage offences by time of day and location in Blackpool UA (average baseline and post implementation periods)

Time of day	Area											
	Cluster		0-50m		50-100m		100-150m		150-200m		Blackpool UA	
	Proportion	Volume	Proportion	Volume	Proportion	Volume	Proportion	Volume	Proportion	Volume	Proportion	Volume
0900-0959	0.3	-1	-0.9	-7	0.4	1	-0.2	-3	1.4	7	0.2	-5
1000-1059	0.3	0	0.3	1	0.2	-1	-0.9	-7	0.4	1	0.2	-3
1100-1159	0.3	-1	-0.4	-4	0.0	-4	-0.2	-3	-0.5	-5	-0.3	-30
1200-1259	-0.7	-13	-1.3	-10	0.3	-2	0.0	-3	0.3	-1	-0.3	-34
1300-1359	0.8	4	0.9	4	0.2	-2	-0.4	-5	-1.1	-9	-0.2	-28
1400-1459	-0.3	-10	-0.6	-6	0.1	-4	0.6	1	0.9	3	-0.1	-28
1500-1559	-0.5	-13	-0.1	-4	-0.3	-7	-0.5	-7	-0.9	-9	-0.5	-55
1600-1659	-0.6	-17	0.3	-3	-0.4	-10	-0.9	-10	1.3	4	-0.3	-52
1700-1759	0.6	-10	-2.6	-24	1.0	-6	3.6	17	0.1	-8	0.2	-52
1800-1859	0.8	-8	0.9	-2	-0.2	-14	1.5	1	-0.5	-13	0.6	-38
1900-1959	-0.2	-18	0.0	-7	0.3	-11	-2.6	-22	-1.6	-19	-0.1	-66
2000-2059	0.4	-10	0.0	-7	-0.7	-17	0.4	-6	0.1	-9	0.9	-19
2100-2159	0.1	-17	0.4	-5	0.1	-12	0.6	-4	-0.6	-13	-0.2	-77
2200-2259	-0.8	-29	0.5	-5	-1.3	-24	0.4	-7	0.3	-8	0.1	-73
2300-2359	2.3	7	2.0	5	3.6	9.5	0.2	-7	-0.8	-13	1.3	1
0000-0059	-2.1	-50	-1.3	-18	-1.7	-28	0.7	-6	-1.7	-21	-1.5	-161
0100-0159	-0.4	-19	0.0	-7	-0.8	-15	1.1	3	0.1	-5	0.3	-24
0200-0259	-1.2	-28	-2.0	-19	-1.0	-16	-2.2	-17	1.4	4	-0.4	-56
0300-0359	1.0	2	2.5	12	-0.2	-8	-0.7	-7	1.3	4	0.0	-23
0400-0459	-0.1	-6	0.3	0	0.2	-2	-0.7	-6	0.2	-1	0.1	-6
0500-0559	0.6	4	0.3	1	0.9	5	0.3	1	1.0	5	0.5	19
0600-0659	0.2	1	0.1	1	0.1	0	0.1	0	-0.9	-7	-0.1	-11
0700-0759	-0.1	-3	0.5	3	-0.2	-3	0.3	1	-0.3	-3	0.0	-6
0800-0859	-0.6	-10	0.1	-1	-0.5	-5	-0.4	-4	0.1	-1	-0.3	-26

Proportion of criminal damage in the cluster area

Figure 3.5 plots the criminal damage ratio produced by dividing the monthly counts of offences in the cluster area with counts outside the cluster area. The graph illustrates that across the period of analysis the ratio of criminal damage has remained fairly stable. Across the baseline period the crime ratio increased slightly but in the months prior to the introduction of the Act this trend reversed with a very gradual decrease. The graph does not suggest that the introduction of the Act had an impact on the proportion of offences occurring within the area with a high concentration of licensed premises

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



Geographical distribution of criminal damage

Two methods were used to generate hot spots and these are detailed in the technical annex. The NNI statistic (also described in the technical annex) shows that there is evidence of clustering in the criminal damage data, above the clustering exhibited by premises themselves, and that hot spot analysis is an appropriate technique to use.

Figure 3.6 below shows NNHC hot spots of criminal damage in Blackpool for the baseline and post implementation periods. The map indicates that, as with violence against the person, criminal damage is concentrated around Talbot Street/Queen Street/Market Street. There are additional hot spots in the vicinity of the Central Pier and South Shore, and to the north east and south east of Blackpool.

The geographical distribution of criminal damage was similar in both periods. However, hot spots in the post implementation period appear to be concentrated in fewer areas than in the baseline period. Some baseline hot spots between north pier and north shore, and to north of the football stadium are no longer evident in the post implementation period.

Figure 3.7 shows KDE hot spots for criminal damage by time of day. Changes between the baseline and post implementation periods were marginal. In both periods, between 9.00pm and 10.59pm criminal damage displayed a greater extent of coverage with less intensity than violence against the person. Criminal damage was not solely concentrated around key drinking areas, and instead hot spots were distributed throughout the case study area. From 11.00pm to 0.59am the hot spots become more defined in particular areas but remained distributed throughout the UA. From 1.00am to 2.59am criminal damage became more concentrated around Talbot Street/Queen Street/Market Street. From 3.00am to 4.49am there is a dramatic reduction in the intensity and extent of hot spots, although in the post implementation period some hot spots remain in Talbot Street/Queen Street/Market Street area, and near to Blackpool South train station

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

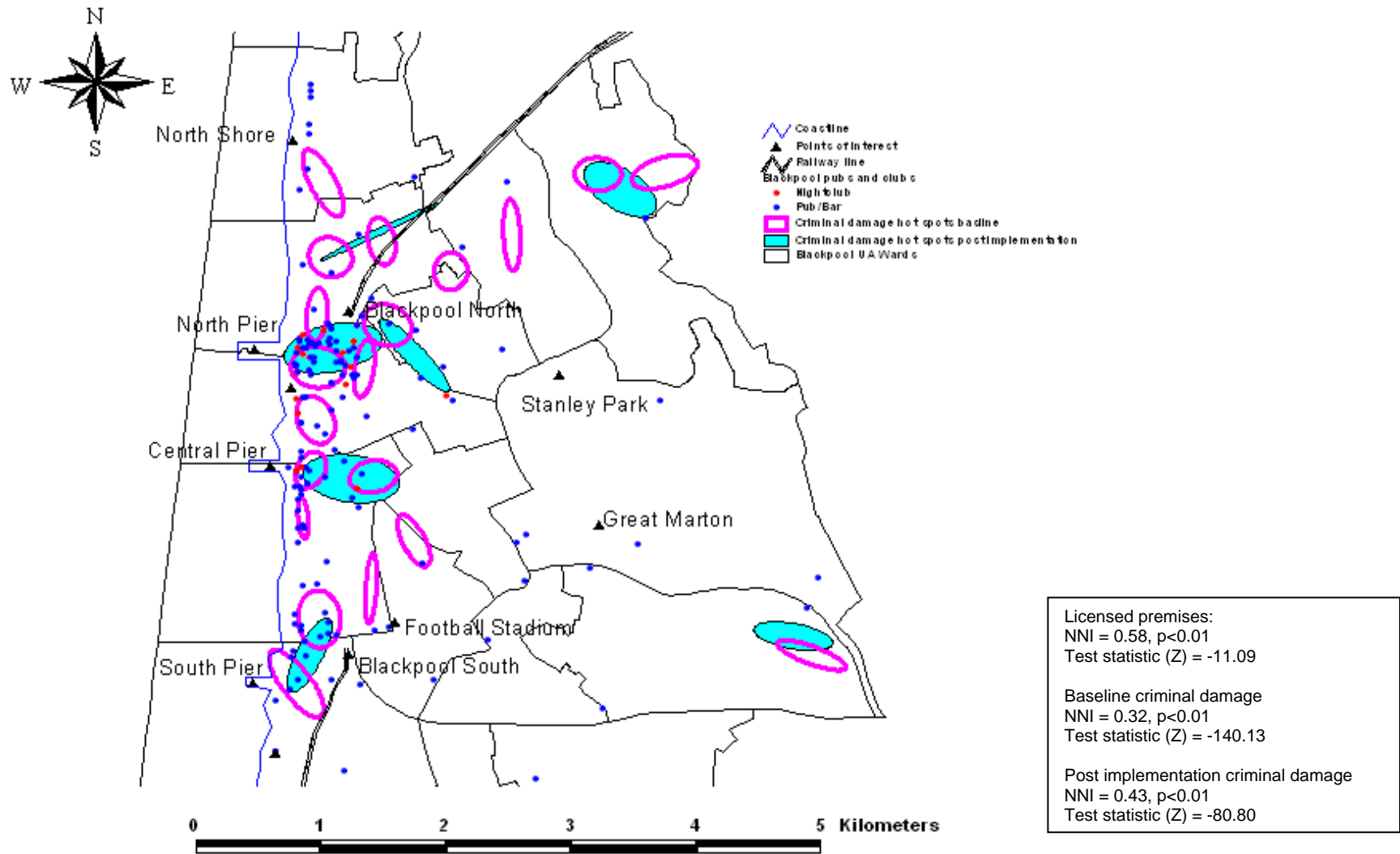
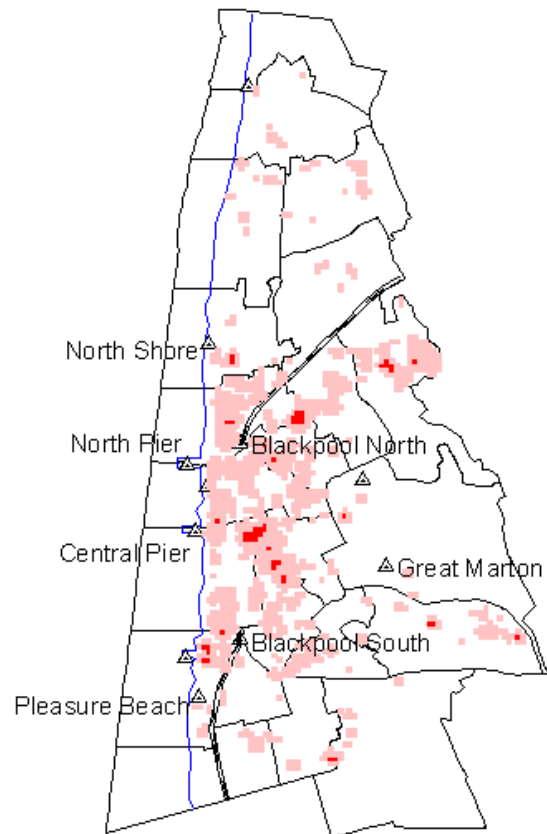
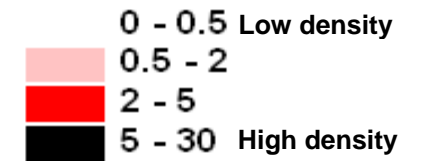
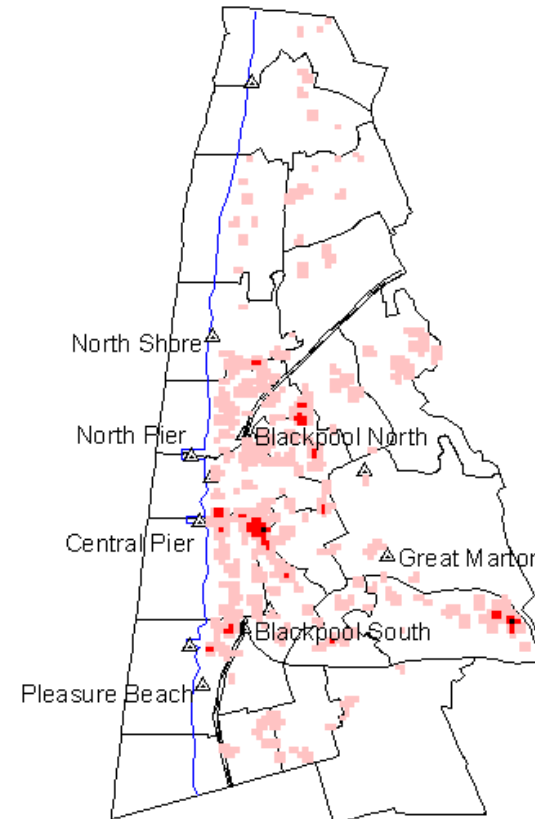


Figure 3.7 Criminal damage hot spots (KDE) by time of day in Blackpool UA (average baseline and post implementation periods)

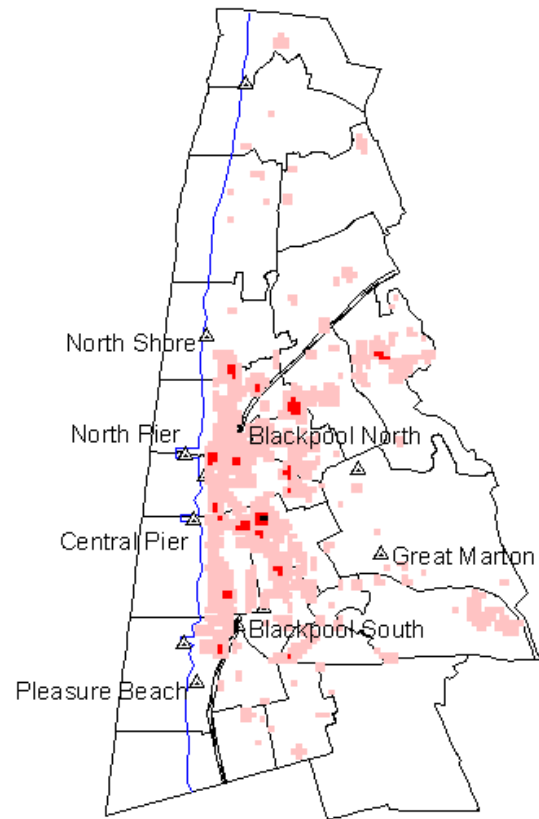
a) Baseline period (9.00pm to 10.59pm)



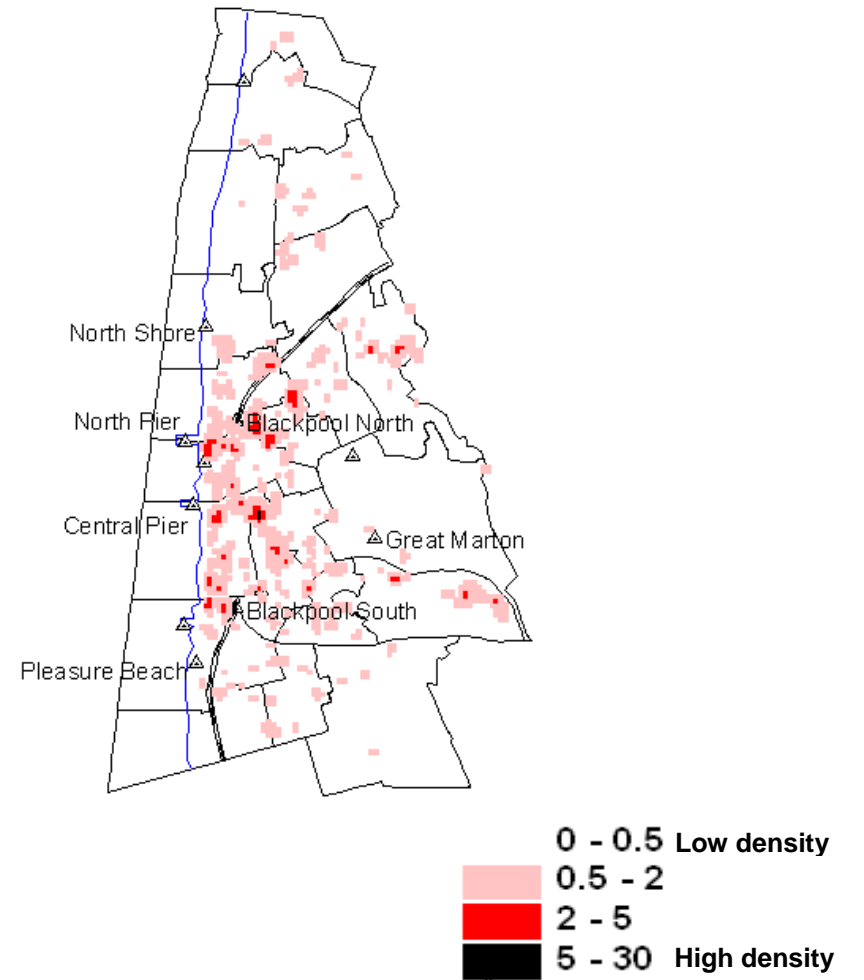
Post implementation period (9.00pm to 10.59pm)



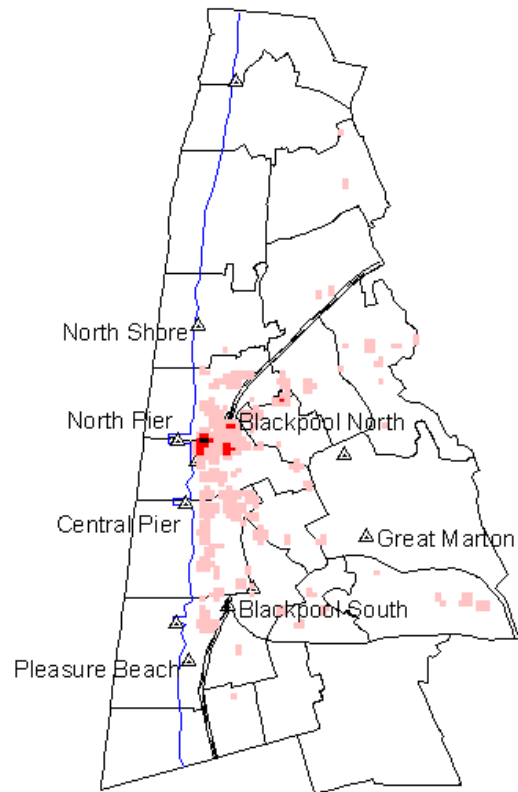
b) Baseline period (11.00pm to 0.59pm)



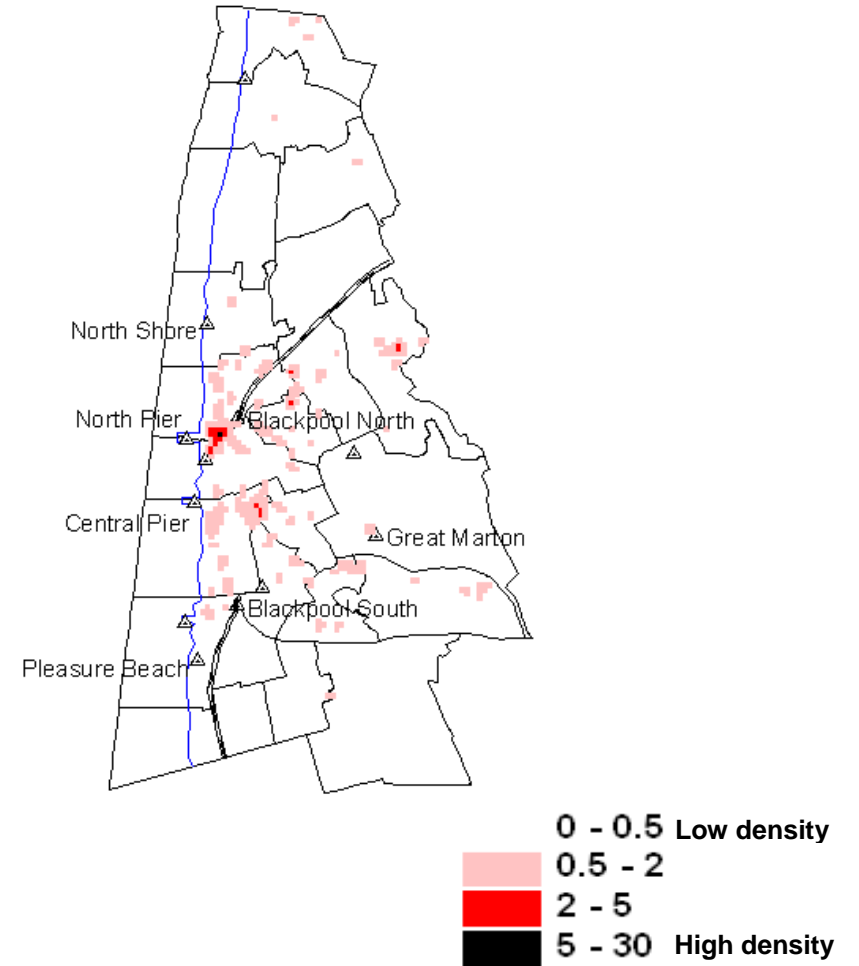
Post implementation period (11.00pm to 0.59pm)



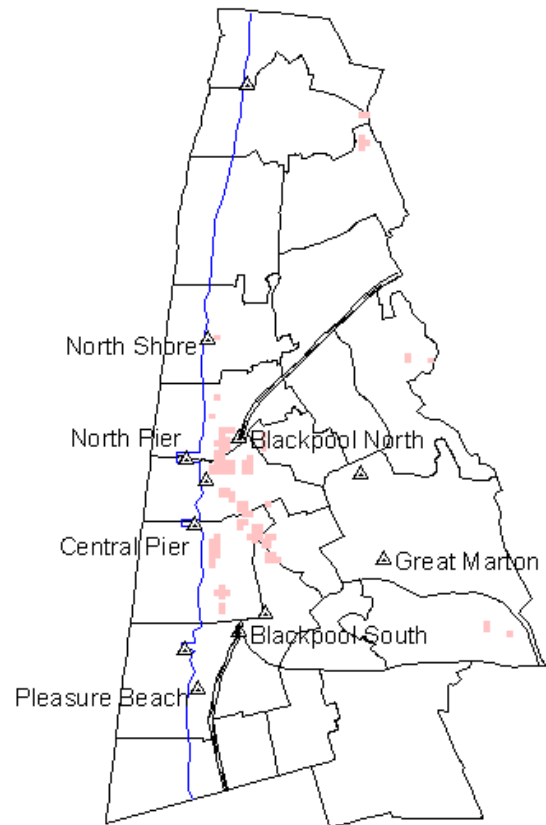
c) Baseline period (1.00am to 2.59am)



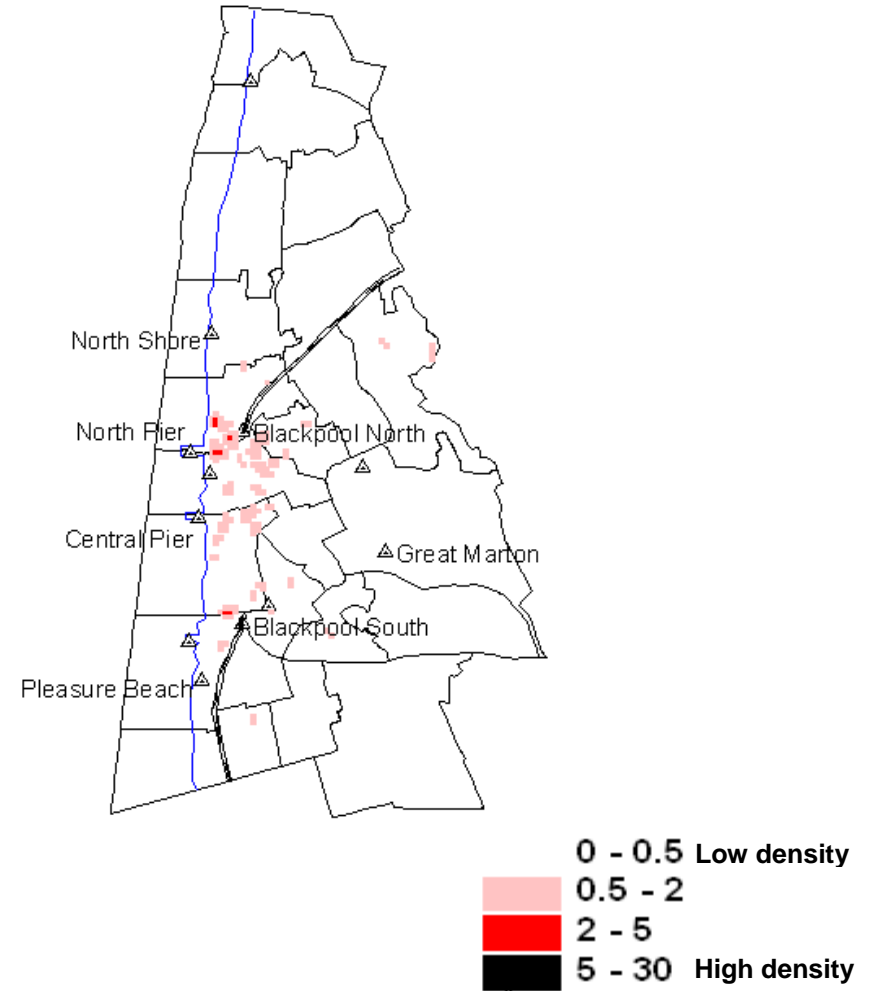
Post implementation period (1.00am to 2.59am)



d) Baseline period (3.00am to 4.59am)



Post implementation period (3.00am to 4.59am)



Summary of findings: criminal damage

- Criminal damage followed a similar trend in the post implementation period compared with the baseline, although overall post implementation levels were lower.
- There was a flattening of the midnight peak in offences during the post implementation period. These changes were both more exaggerated in the zone 50-100m away from licensed premises and in the cluster zone with a dense concentration of licensed premises.
- Comparing the baseline and post implementation periods there was very little change in the proportion of criminal damage occurring in each of the specified zones.
- Across the baseline period the proportion of criminal damage occurring in the cluster area increased slightly but in the months prior to the introduction of the Act this trend reversed with a very gradual decrease.
- T tests revealed significant reductions in criminal damage in both the first and second halves of the baseline period that were not sustained in the post implementation periods (see supplementary annex).
- There was a modest reduction in criminal damage between midnight and 1am on weekdays (down 67) and a slightly greater reduction at weekends (down 94) (see supplementary annex).

4. Sexual offences

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

- The number of police recorded sexual offences in England and Wales changed little between 2004/05 and 2005/6 (from 62,084 offences to 62,081).
- The number of police recorded indecent assaults reduced by 7 per cent between 2004/05 and 2005/06.
- The number of police recorded rapes increased by 3 per cent between 2004/05 and 2005/06.
- Sexual offences follow seasonal patterns with a large peak in the summer (Hird and Ruparel 2007).

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

Macro level

The following section compares the level of sexual offences in Blackpool during the baseline and post implementation periods. In Blackpool during the baseline period an average of 17 sexual offences per month were recorded by the police, in the post implementation period this reduced to 15 offences per month.

Table 4.1 displays the number of sexual offences in Blackpool by month and year, and the blue shaded area represents the post implementation period. The percentage change figure is the change between the number of offences in each month during the post implementation period, and the average number of offences in the two corresponding months from the two previous years in the baseline period.

It should be noted that as the monthly counts of sexual offences are small, expressing change in percentages may appear to inflate trends. The table shows that overall the number of police recorded sexual offences occurring in Blackpool had reduced compared to the baseline period. However this was not the case for all months. In February, April, May and July of the post implementation period recorded sexual offences increased compared to the corresponding months of the baseline period. These increases were particularly evident in April and May.

Figure 4.1 shows the monthly rate of sexual offences in Blackpool (per 10,000 persons) during the post implementation (blue line). The average monthly rate of violence against the person for the baseline period is shown as a dotted grey line. This shows that trends in recorded sexual offences during the post implementation period did not follow the same pattern as the baseline period. Both periods saw fluctuations in the monthly rate of offences. There was a general trend of increasing offences in the months following the implementation of the Act. This culminated in a peak in offences between April and May that was not present during the corresponding months of the baseline period. The rate of sexual offences reduced between May and November of the post implementation period although this was interrupted by a peak in July. This reduction was steeper than corresponding reductions in the baseline period.

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

	Year				Post implementation percentage change (monthly average) ¹
	2003	2004	2005	2006	
January		22	24	6	-73.9
February		8	13	15	42.9
March		16	28	20	-9.1
April		18	15	28	69.7
May		17	15	28	75.0
June		20	23	14	-34.9
July		13	30	23	7.0
August		26	18	11	-50.0
September		19	19	9	-52.6
October		18	19	8	-56.8
November		14	13	8	-40.7
December	25	13	11	10	-42.1

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

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

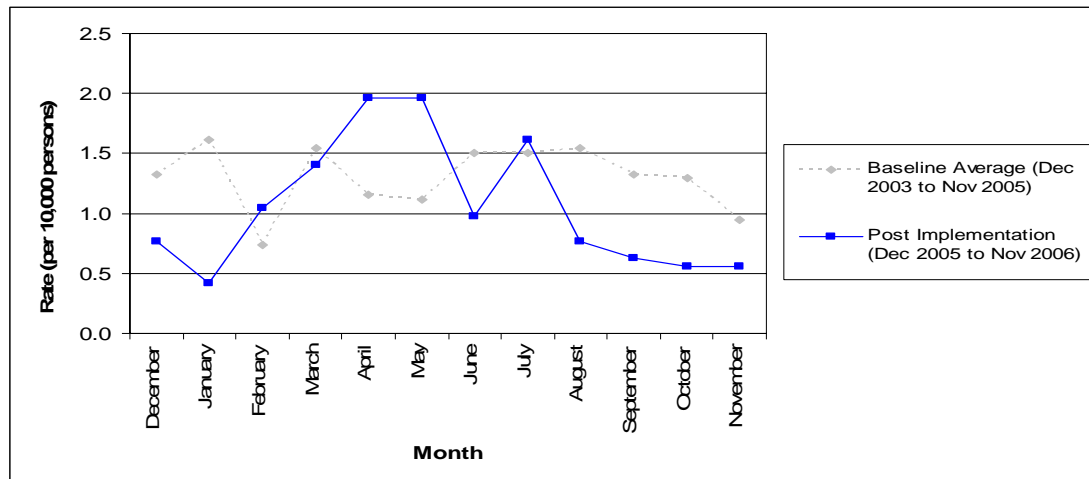


Figure 4.2 Percentage change in sexual offences in Blackpool UA (average monthly baseline to post implementation period change)

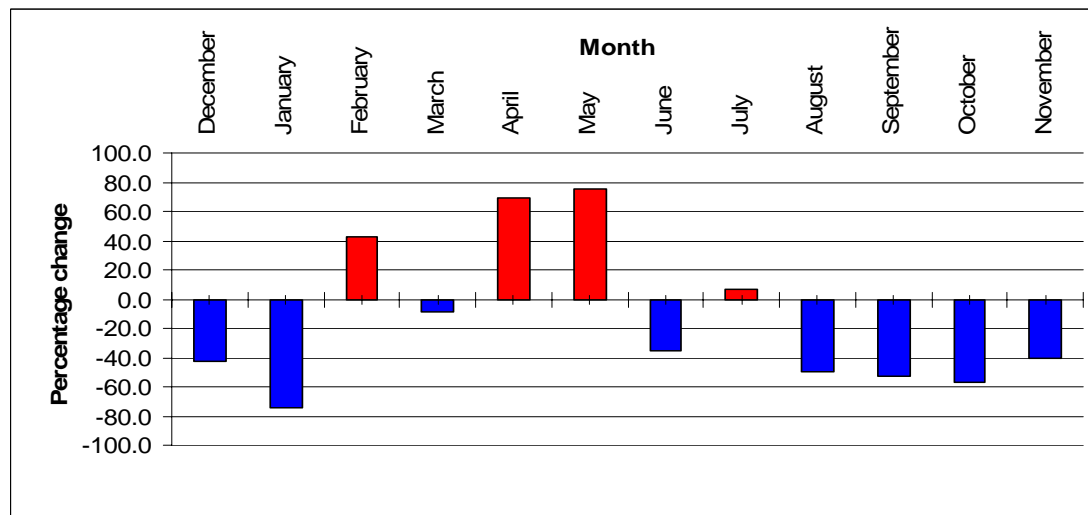


Figure 4.2 shows the percentage change between the average monthly frequency of criminal damage offences during the baseline period, and the monthly frequencies of such offences during the post implementation period. This confirms that with the exception of February, April, May and July, the count of sexual offences during the post implementation period was lower than corresponding months in the baseline period.

Distribution of offences by time of day and day of week

Table 4.2 displays the number of sexual offences by time of day for each of the three year periods examined. The average percentage change reflects the change between the average baseline period frequency of sexual offences (year one and year two for each time interval) and the frequency of such offences post implementation for each time interval. The table shows that the distribution of recorded sexual offences has changed in the post implementation period. During the baseline period there was a sharp peak in offences occurring between midnight and 00.59am. This peak may be the result of a recording practice using this time slot as a default for offences of unknown timing. This peak was not present in the post implementation period, suggesting a reduction in offences occurring at this time and/or improvements to recording practices.

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

Time of day	Baseline year 1 frequency	Baseline year 2 frequency	Post implementation year 2 frequency	Average percentage change
0900-0959	3	1	1	-50.0
1000-1059	2	1	4	166.7
1100-1159	3	1	3	50.0
1200-1259	3	8	4	-27.3
1300-1359	3	8	7	27.3
1400-1459	2	9	3	-45.5
1500-1559	6	10	5	-37.5
1600-1659	5	11	5	-37.5
1700-1759	4	6	15	200.0
1800-1859	6	18	11	-8.3
1900-1959	14	11	7	-44.0
2000-2059	10	10	7	-30.0
2100-2159	9	9	3	-66.7
2200-2259	7	16	10	-13.0
2300-2359	9	20	11	-24.1
0000-0059	61	47	11	-79.6
0100-0159	14	17	4	-74.2
0200-0259	22	15	8	-56.8
0300-0359	7	6	6	-7.7
0400-0459	10	1	5	-9.1
0500-0559	3	0	6	300.0
0600-0659	1	4	1	-60.0
0700-0759	0	5	1	-60.0
0800-0859	6	4	6	20.0

Figure 4.3 shows the percentage of sexual offences in each time interval for each year. For the baseline period this is averaged over the two year period. A smoothed trend line has been plotted for each of the two periods.³ The graph confirms that the distribution of sexual offences across times of the day has changed. The trend lines show that sexual offences are

³ Two month moving average

more evenly distributed throughout the day in the post implementation period compared to the baseline.

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

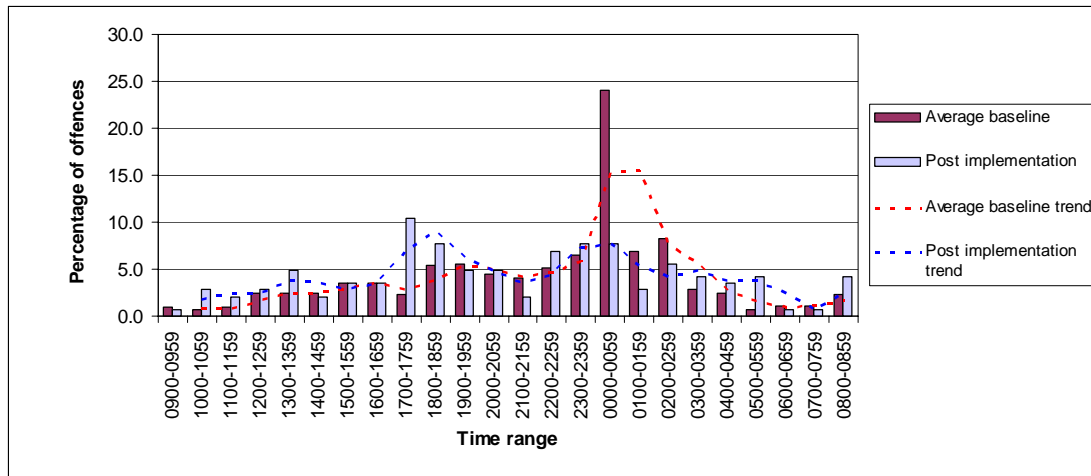
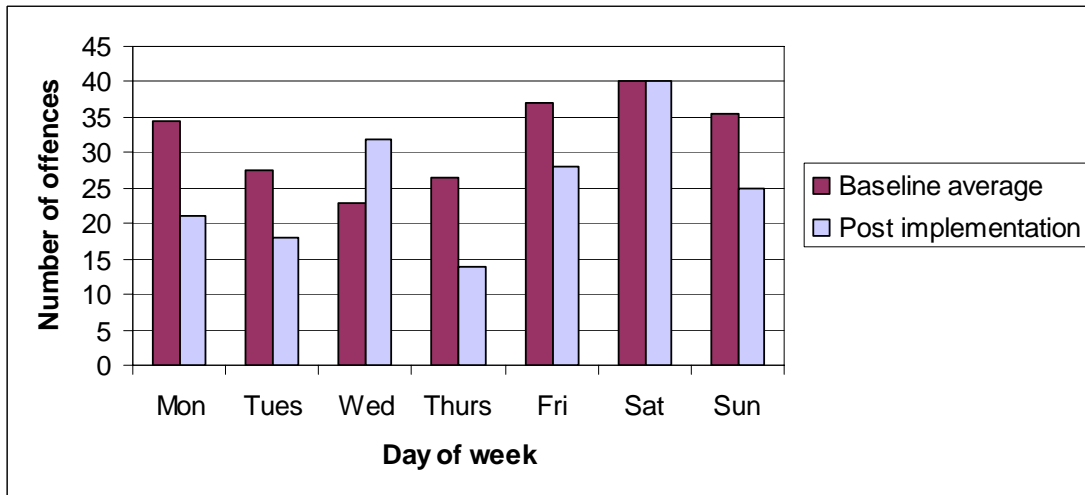


Figure 4.4 portrays the frequency of sexual offences by day of week for the baseline period and post implementation periods. The baseline period is an average for the two years. The graph shows some changes to the weekly distribution of sexual offences. In both the baseline and implementation periods offences peaked over the weekend, however during the baseline period this peak continued to Monday. In the post implementation period the number of offences occurring on Mondays had reduced and the weekend peak was more concentrated on Saturday. There was also an increase in the number of offences occurring on Wednesdays producing a midweek peak. This suggests there has perhaps been a flattening out of the peaks of sexual offences by time of day post implementation. This however may also represent improvements in the recording of the timing of offences

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



Victim profile

Figure 4.5 displays the gender of victims of sexual offences during the baseline and post implementation periods. The gender for the baseline period is an average over the two years. The graph shows that in both periods of analysis females accounted for the majority of victims of sexual assault. It is essential to consider the impact of the 'not recorded' field (missing values) when interpreting the findings of this section of the analysis.

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

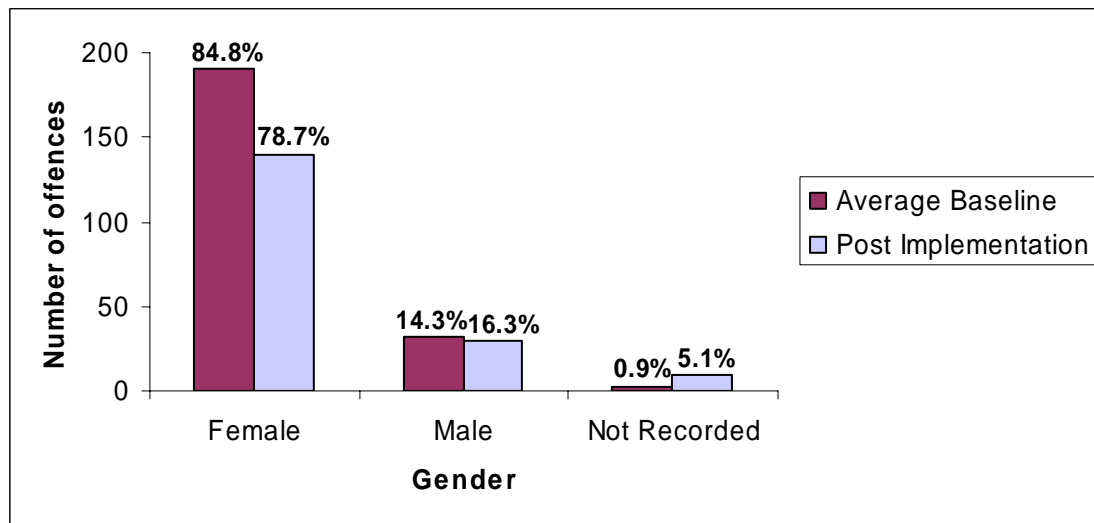
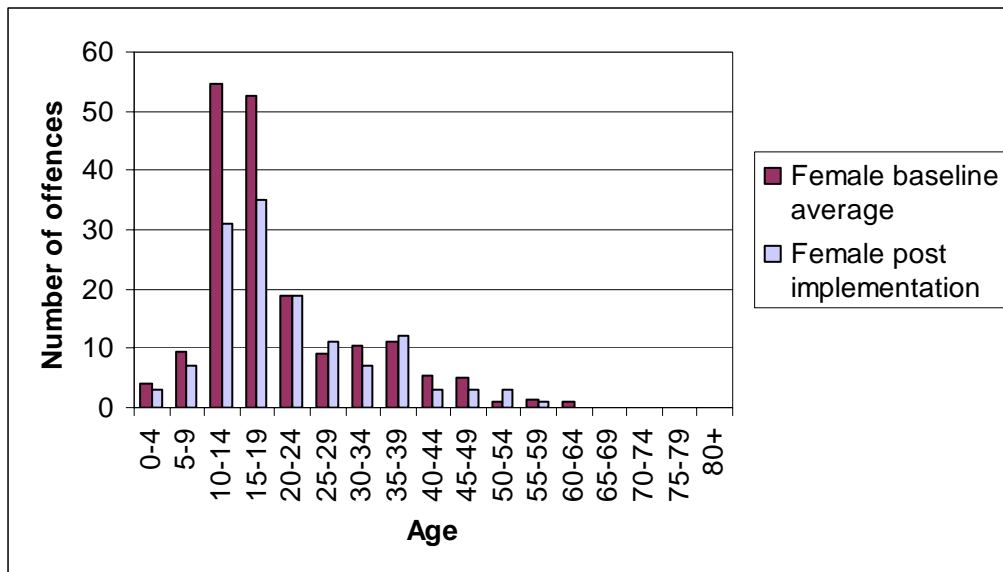


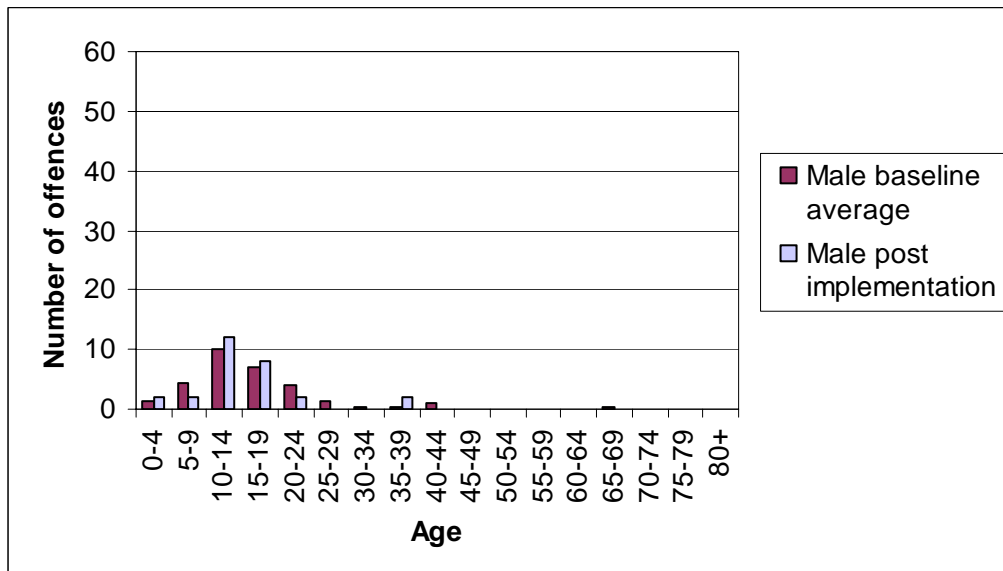
Figure 4.6 displays the gender and age of victims of sexual offences during the baseline and post implementation periods. The gender and age categories for the baseline periods are an average over the two years. The graph shows that the gender and age of victims of sexual assault was broadly similar in the post implementation and baseline periods with the peak ages for both female and male victims being between 10-19. However this peak had flattened out amongst female victims during the post implementation period and had increased slightly for men.

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

(a)



(b)



Summary of findings: sexual offences

- **Post implementation, the number of police recorded sexual offences occurring in Blackpool had reduced compared to the baseline period.**
- **Sexual offences are more evenly distributed throughout the day in the post implementation period compared to the baseline. This may be a result of a reduction in offences occurring at this time and/or improvements to recording practices.**
- **The gender and age of victims of sexual assault was broadly similar in the post implementation and baseline periods with the peak ages for both female and male victims being between 10-19. However this peak had flattened out amongst female victims during the post implementation period and had increased slightly for men.**

5. Calls for disorder

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

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

Macro level

The following section compares the level of calls for disorder in Blackpool during the baseline period with levels during the implementation period. Annual calls for disorder counts in Blackpool reduced in the baseline period from 21,064 offences in year 1 to 20,444 offences in year 2 (both baseline). There was a slight increase to 20,269 offences in the post implementation period. During the 24 months of the baseline period there was an average of 1715 calls for disorder per month. The post implementation monthly average was only marginally lower - 1689 calls per month.

Table 5.1 displays the number of calls for disorder incidents in Blackpool by month and year, and the blue shaded area represents the post implementation period. The percentage change figure is the change between the number of incidents in each month during the post implementation period, and the average number of incidents in the two corresponding months from the two previous years in the baseline period. This shows that during the first six months of the post implementation period (December to January 05/06) monthly incident counts were lower than for the corresponding months in the baseline period. However, during the second half of the post implementation period (with the exception of August), monthly counts were higher than the corresponding baseline counts.

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

	Year				Post implementation percentage change (monthly average) ¹
	2003	2004	2005	2006	
January		1374	1266	1171	-11.3
February		1599	1180	1214	-12.6
March		1697	1846	1453	-18.0
April		2072	1801	1898	-2.0
May		2192	1929	1932	-6.2
June		1899	1907	2064	8.5
July		1875	2068	2119	7.5
August		2200	1971	1857	-11.0
September		1740	1672	1994	16.9
October		1692	1811	1872	6.9
November		1509	1187	1517	12.5
December	1215	1406	1178	1371	-10.1

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

Figure 5.1 shows the monthly rate of calls for disorder (per 10,000 persons) in Blackpool during the post implementation period (blue line). The average monthly rate of calls for disorder in the baseline period is shown as a dotted grey line. The graph shows that the monthly rates of calls for disorder over the post implementation period presents a broadly similar pattern to those in the baseline period with a gradual increase between December and July and a gradual fall between July and November.

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

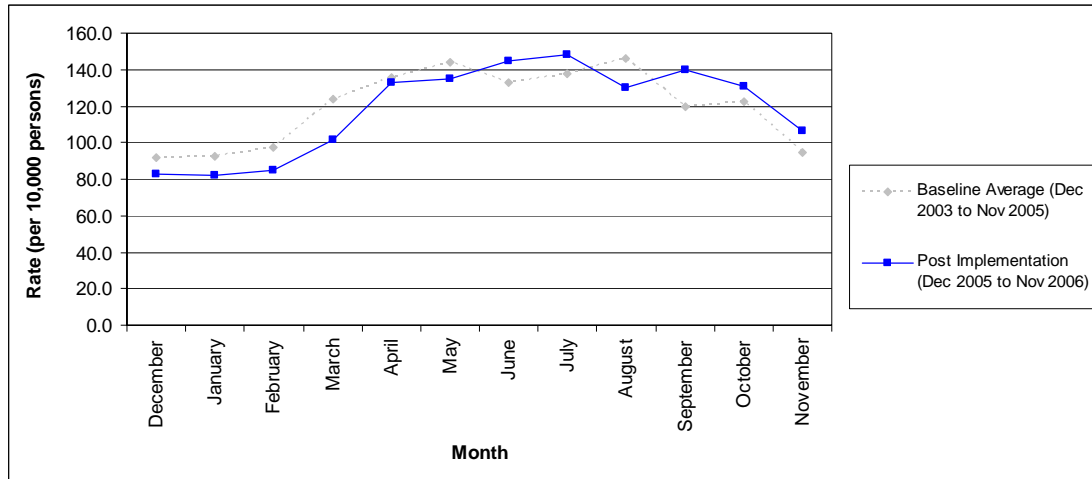
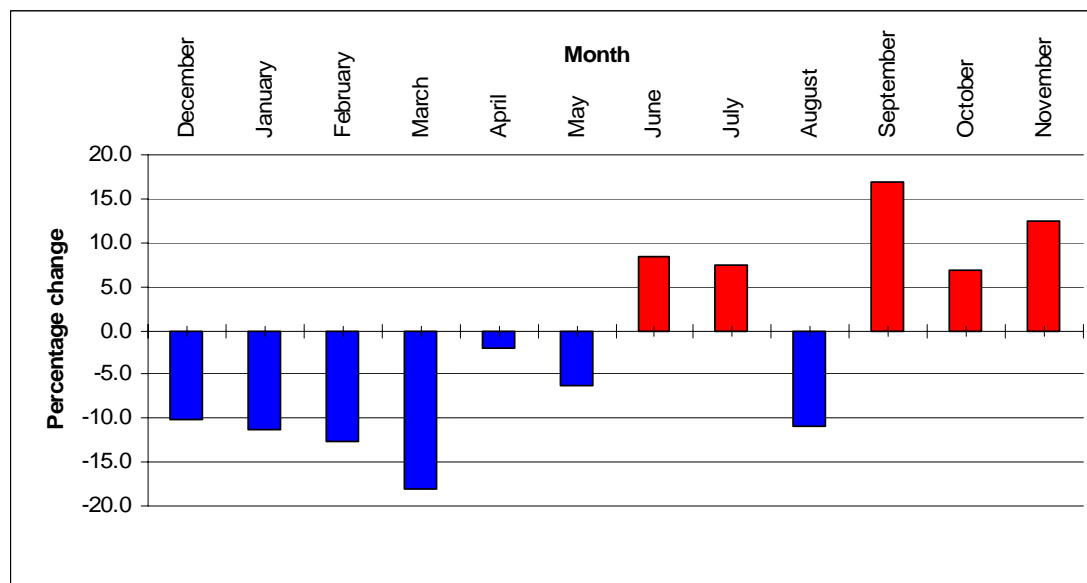


Figure 5.2 shows the percentage change between the average monthly frequency of calls for disorder during the baseline period, and the monthly frequencies of such incidents during the post implementation period. The graph confirms the findings from Table 5.1 that the rate of calls for disorder was lower than baseline rates throughout the first half of the post implementation period, but was generally higher than the baseline during the latter half of this period. Although the number of disorder calls in the latter half of 2006 were higher than calls during the baseline period, this increase occurred six months after the introduction of the Act and is therefore unlikely to be a result of the implementation of the Act.

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



Distribution of calls by time of day and day of week

Table 5.2 displays the number of calls for disorder incidents by time of day for each of the three year periods examined. The average percentage change reflects the change between the average baseline period frequency of calls for disorder incidents (year one and year two for each time interval) and the frequency of such incidents post implementation for each time interval. While there were some changes in the distribution of calls for disorder throughout the day there was little change to the overall pattern with calls peaking between 8.00pm and 8.59pm. The most notable changes were the increases to the number of calls for disorder made between 4.00am and 4.59am (34.5%), 4.00am to 4.59am (49.8%) and 5.00am to 5.59 am (31.8%).

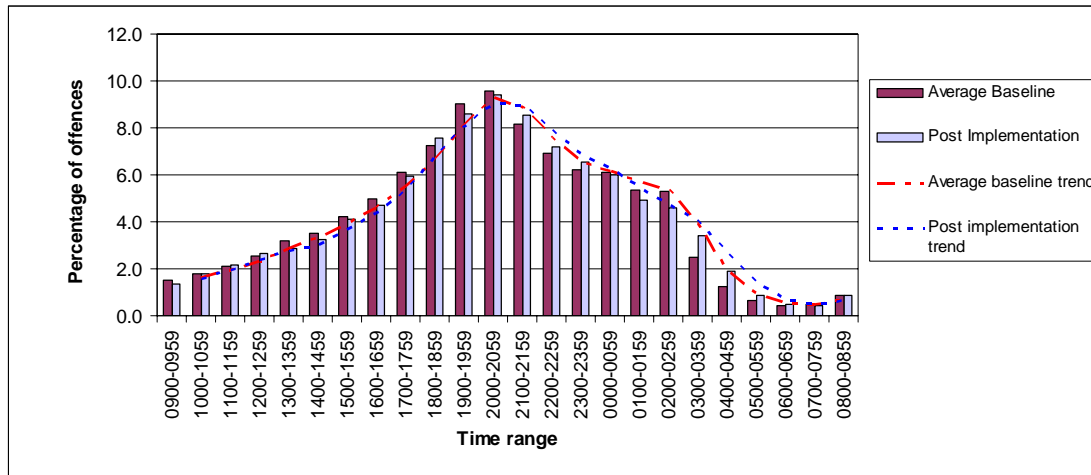
Table 5.2 Calls for 'disorder' incidents by time of day in Blackpool UA (baseline and post implementation periods)

Time of day	Baseline year 1 frequency	Baseline year 2 frequency	Post implementation year 3 frequency	Average percentage change
0900-0959	330	283	268	-12.6
1000-1059	391	335	361	-0.6
1100-1159	454	404	431	0.5
1200-1259	556	487	530	1.6
1300-1359	683	638	573	-13.2
1400-1459	756	691	650	-10.2
1500-1559	889	856	824	-5.6
1600-1659	1032	1013	945	-7.6
1700-1759	1247	1258	1202	-4.0
1800-1859	1555	1415	1523	2.6
1900-1959	1919	1799	1732	-6.8
2000-2059	2016	1909	1901	-3.1
2100-2159	1732	1626	1719	2.4
2200-2259	1376	1471	1455	2.2
2300-2359	1271	1280	1319	3.4
0000-0059	1277	1246	1211	-4.0
0100-0159	1125	1086	988	-10.6
0200-0259	1090	1092	927	-15.0
0300-0359	518	508	690	34.5
0400-0459	263	251	385	49.8
0500-0559	106	158	174	31.8
0600-0659	89	88	101	14.1
0700-0759	109	101	88	-16.2
0800-0859	189	160	179	2.6

Figure 5.3 shows the percentage of calls for disorder incidents in each time interval for each year. For the baseline period this is averaged over the two year period. There is also a smoothed trend line for each of the two time periods under consideration.⁴ This suggests there are no obvious changes to the peaks of calls for disorder by time of day post implementation.

⁴ Two month moving average.

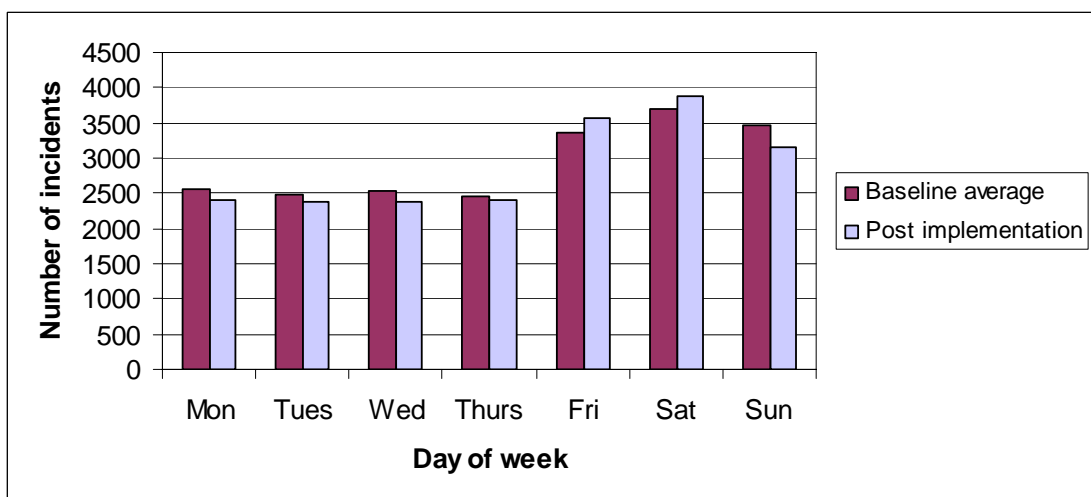
Figure 5.3 Proportional changes to calls for ‘disorder’ by time of day in Blackpool UA (average baseline and post implementation periods)



The graph confirms the findings in Table 5.2 that there was only marginal changes in the daily distribution of calls for disorder between the baseline and post implementation periods with changes to the proportion of calls in each time interval all lower than one per cent. The trend lines show that the proportion of calls made between 9.00am and midnight were moderately higher in the post implementation period compared to the baseline, the proportion of calls made between 1.00am and 3.00am were slightly lower and the proportion of calls made between 3.00am and 6.00am were again slightly higher than the baseline.

Figure 5.4 portrays the frequency of calls for disorder incidents by day of week for the baseline period and post implementation periods. The baseline period is an average for the two years. Again there has been little change during the post implementation period, although the number of calls made on Fridays and Saturdays has increased.

Figure 5.4 Calls for ‘disorder’ by day of week in Blackpool UA (average baseline and post implementation periods)



Meso and micro level

In order to examine the relationship between the location and concentration of licensed premises and calls for disorder the frequency of calls were analysed for the buffer zones and cluster area described earlier in this annex. These were 50m concentric buffer zones surrounding licensed premises (pubs, bars and clubs) and also cluster areas (areas with high densities of licensed premises). The methodology for constructing these zones is described in more detail in the technical annex.

Table 5.3 Proportional changes to calls for ‘disorder’ incidents in the buffer zones and cluster area in Blackpool UA (average baseline and post implementation periods)

	Area					Blackpool UA
	Cluster	0-50m	50-100m	100-150m	150-200m	
Percentage baseline	31.3	18.3	16.0	12.0	9.2	100.0
Percentage post implementation	32.8	20.1	16.1	11.2	8.5	100.0
Proportional change	1.5	1.8	0.1	-0.7	-0.6	

The frequency of calls for disorder incidents in each individual zone was calculated for the baseline period and post implementation period. The proportion of Blackpool's calls for disorder made in each of these zones is presented in Table 5.3 for both periods. The table shows that calls for disorder were mostly concentrated in the areas 0-50m away from licensed premises (around 20% in both periods) and the proportion of calls reduces as distance from licensed premises increases. The cluster area with a high concentration of licensed premises accounted for just over 30 per cent of Blackpool's calls for disorder in both periods. There was little change to the proportion of calls in each zone between the baseline and post implementation phases.

Daily distribution of calls for disorder in specified zones

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

The changes to the daily distribution of incidents are small but there is a tendency for changes to be more pronounced with proximity to licensed premises. Further changes in the cluster area tend to be more prominent than across Blackpool as a whole. An example of this is the reductions between 1.00am and 2.59am, and the increases between 3.00am and 4.00am

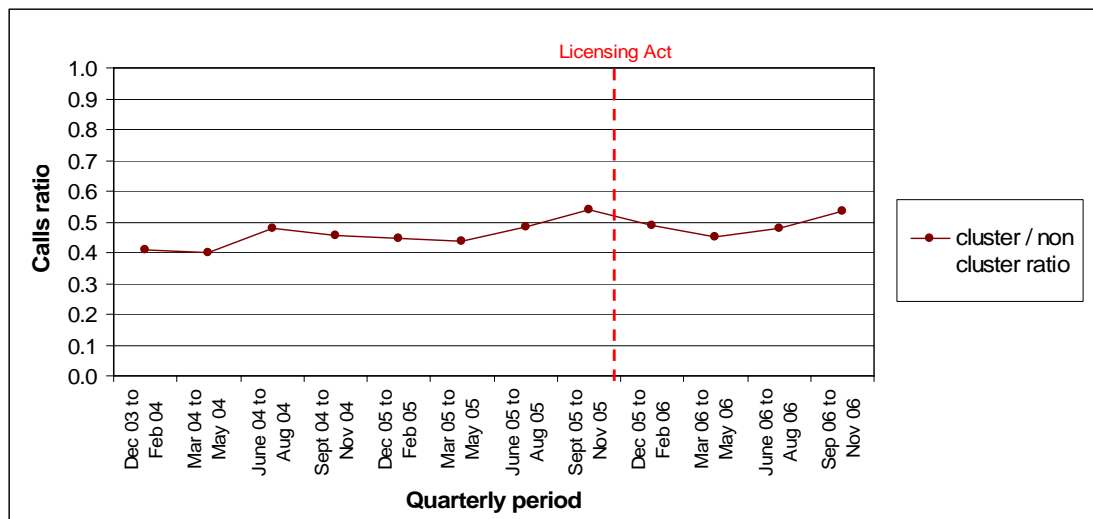
Table 5.4 Proportional changes to calls for 'disorder' incidents by time of day and location in Blackpool UA (average baseline and post implementation time periods)

Time of day	Area											
	Cluster		0-50m		50-100m		100-150m		150-200m		Blackpool UA	
	Proportion	Volume	Proportion	Volume	Proportion	Volume	Proportion	Volume	Proportion	Volume	Proportion	Volume
0900-0959	0.0	-1	0.0	2	-0.1	-4	-0.2	-9	-0.3	-7	-0.2	-39
1000-1059	0.1	8	-0.3	-9	0.5	16	0.3	3	-0.5	-12	0.0	-2
1100-1159	0.2	19	0.6	31	-0.1	-3	0.4	5	0.1	-2	0.1	2
1200-1259	0.3	26	0.1	10	0.3	10	-0.1	-6	-0.6	-15	0.1	9
1300-1359	-0.3	-13	0.2	15	-0.4	-15	-1.2	-34	-0.9	-22	-0.4	-88
1400-1459	-0.2	-6	-0.1	6	-0.7	-23	-0.4	-16	-0.4	-13	-0.3	-74
1500-1559	0.1	12	0.1	13	0.0	-1	0.0	-9	-0.4	-14	-0.2	-49
1600-1659	-0.3	-13	0.0	13	-0.4	-15	-0.8	-28	-0.9	-23	-0.3	-78
1700-1759	-0.1	0	-0.7	-16	0.3	9	0.0	-14	-1.4	-37	-0.1	-51
1800-1859	1.2	87	0.4	31	1.0	30	-0.4	-24	1.0	4	0.3	38
1900-1959	0.3	34	-1.2	-28	0.8	24	-0.1	-20	-0.6	-26	-0.5	-127
2000-2059	-0.3	-9	-0.3	7	-0.1	-7	0.8	-1	-1.2	-41	-0.1	-62
2100-2159	0.2	27	0.7	45	0.5	15	0.2	-12	2.0	20	0.4	40
2200-2259	-0.2	0	-0.4	7	1.0	30	-0.5	-26	0.6	-4	0.3	32
2300-2359	0.0	12	0.3	37	-0.2	-7.5	0.9	11	1.3	11	0.3	44
0000-0059	-0.9	-44	-0.7	3	0.0	-3	0.4	-3	-0.2	-14	-0.1	-51
0100-0159	-1.7	-97	-1.4	-26	-1.4	-46	-1.1	-34	0.9	9	-0.5	-118
0200-0259	-2.4	-139	-3.0	-85	-2.2	-73	-0.2	-11	0.0	-6	-0.7	-164
0300-0359	2.6	179	4.1	177	0.5	14	0.4	3	0.0	-5	0.9	177
0400-0459	1.2	80	1.4	62	0.6	19	0.4	6	0.8	12	0.7	128
0500-0559	0.4	25	0.1	6	0.0	1	0.6	13	0.7	12	0.2	42
0600-0659	0.1	10	0.2	8	0.1	3	0.3	5	0.1	2	0.1	13
0700-0759	0.0	1	0.0	2	-0.1	-4	0.2	3	-0.3	-7	-0.1	-17
0800-0859	-0.2	-10	0.0	2	0.0	1	0.2	3	0.1	1	0.0	5

Proportion of calls for disorder in the cluster area

Calls for disorder ratios were calculated by dividing the monthly counts of calls in the cluster area with counts for the remainder of Blackpool. The calls for disorder ratios can then be used to examine how the proportion of calls for disorder in the cluster area has changed over the analysis period. The graph shows that the incident ratio has remained stable with a very minor increase over both the baseline and post implementation periods

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



Summary of findings: calls for disorder

- The monthly rates of calls for disorder over the post implementation period present a broadly similar pattern to those in the baseline period with a gradual increase between December and July and a gradual fall between July and November.
- During the first six months of the post implementation period incident counts were lower than the corresponding months in the baseline period. However during the second half of the post implementation period (with the exception of August), monthly counts were higher than the corresponding baseline counts.
- While there were some changes in the distribution of calls for disorder throughout the day there was little change to the overall pattern with calls peaking between 8.00pm and 8.59pm. The most notable changes were the increases to the number of calls for disorder made between 4.00am to 4.59am (34.5%), 4.00am to 4.59am (49.8%) and 5.00am to 5.59 am (31.8%).
- Calls for disorder were most concentrated in the areas 0-50m away from licensed premises (around 20% in both periods) and the proportion of calls reduces as distance from licensed premises increases.
- The cluster area with a high concentration of licensed premises accounted for just over 30 per cent of Blackpool'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 phases.
- The changes to the daily distribution of incidents are small but there is a tendency for changes to be more pronounced with proximity to licensed premises. Further changes in the cluster area tend to be more prominent than across Blackpool as a whole.
- There were no significant changes to the levels of calls for disorder in either the baseline or post implementation periods (see supplementary annex).
- In Blackpool there were some modest reductions in disorder at night. In Blackpool these occurred between midnight and 3am on both weekdays and at weekends but were greater at weekends (see supplementary annex).

6. Findings from qualitative analysis

As was outlined within the methodology section of the main report, participant observation and interviews with bar and door staff took place at key premises before the Act was implemented (November 2005), approximately two months after the Act came into force (between January and March 2006) and one year post implementation (January 2007). As the venues visited as part of the fieldwork were selected based upon their level of recorded violence against the person offences (top 15 premises), the same 15 premises were not automatically included in the three phases. However, there is some level of consistency which will allow before and after comparisons.

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

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

Premises visited in phase one (baseline)	Premises visited in phase two (2 months post implementation)	Premises visited in phase three (12 months post implementation)
D	D	D
S	S	S
E	E	E
T	T	
U	U	
V	V	
W	W	
H	H	
X	X	
B		B
Y	Y	
K		K
C		C
N		N
G		G
A		A
Z	Z	
AA		
AB		
AC		
AD		
AE		
AF		
AG		
F		
AH		
AI		
M		
AJ		
AK		
AL		
		J
		Q
		L
		O
		I

Red shading denotes premises visited across two phases; Blue shading denotes premises visited across three phases

Findings from fieldwork conducted at key licensed premises

Findings from fieldwork conducted baseline and two months post implementation

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

Context

Most interviewees had lived and worked in the area for a number of years. One licensee had been working at the same premise for seven years, and worked in the area for nearly thirty.

The majority of pubs served alcohol until 11.00pm, although a number of late-opening bars served alcohol until 1.00am. Clubs were open until 2.00am, although some were open later (without selling alcohol). The dress code operated by venues varied considerably. Some had strict policies of no hats/caps, trainers or football colours, others had no such dress codes and appeared more relaxed. Bars with late opening hours operated a stricter policy on dress code, with nightclubs operating the strictest dress code.

Some city centre venues had drinks offers and promotions such as cocktails, student offers and two for one offers. The venues offering these promotions tended to be the chain pubs or clubs.

Facilities for entertainment varied greatly by type of premise. Some venues appeared to target sports audiences (they had large TV screens and advertised key sports events and fixtures). Only a few city centre pubs had pool tables and only a few venues had fruit machines.

Very few venues operated an over 21s policy, although premises with door staff appeared to be strict regarding enforcement of proof of age. In general, door staff appeared to interact with the public in a positive manner, generally greeting people when they entered the premises and wishing them well as they left. Most venues appeared to have CCTV and some venues also displayed 'Pubwatch' scheme signs.

Door supervisors, licensees, bar managers and bar staff were interviewed in premises throughout Blackpool (see above). The key responses from these interviews are summarised below.

Clientele

Respondents described a mix of customers ranging from 18-50, both male and female, with an emphasis upon the younger drinker as the target market. A distinction was drawn between locals who may frequent the establishments at particular times, for example, during the off-season and unknown irregulars who visit as tourists during the summer months. In addition, various groups such as hens and stag night groups, football supporters and students were identified as customers. Rumours, which closes at 4am, also highlighted an increase in clientele due to night-time service economy workers using the premise for an after work drink. Some also operated specific nights such as 'student night' and a 'charity' night.

In terms of management policies, no specific changes (post implementation) were outlined. However, a number of interviewees pointed to a stricter implementation of admissions checks such as dress codes; no 'chavs', no 'sports shirts' and the use of Challenge 21 passes, passports or driving licences as proof of age at the door. A strict no drugs policy was in place at all premises.

Each establishment had applied for extended licensing, although management at both Cahoots and Yates use management discretion to close early if business is quiet. All premises were described as being part of a 'drinking circuit' apart from Rumours.

Violence and disorder

In general, participants suggested that levels of violence had risen over the last ten years, but had fallen in the last couple of years (baseline). Interviews which took place two months post implementation revealed that participants felt that it was too soon after the introduction of the Act to notice any differences in levels and crime and disorder. Most respondents suggested that they had had to deal with some form of violent incident during their work, and that this "*came with the territory*".

There were some concerns raised over the use of weapons in the area. It was suggested by some participants that violence involving weapons (mainly knives and bottles) had increased over the last few years.

Problematic times and groups

It was noted that violence and disorder were greatest during the summer season. The weekend period was also highlighted as a problematic period. One licensee stated that: "*Fridays and Saturdays are worst, and what we call the summer Sundays, BBQ Sundays we call them, people drinking at home and coming topped up to the pub*". Football match days were also cited as problematic by some interviewees.

One interesting finding was that several participants claimed that the problems directly involving women as perpetrators had increased.

Door supervision

Radio link (Pubwatch) was used in all bars and was well regarded as an effective way of keeping troublesome customers out. One licensee stated that:

"The radio link is fantastic, we have had it about three to four years here, we speak to each other, we know what is going on, all the bars, we know what is going on, if a bar isn't on it we certainly go around and tell them to get themselves on it. You are only as strong as they people next door to you, you know".

Relationship with police

It was suggested by door supervisors and licensees that developing a professional relationship with the police was important. The licensing officer was seen as a prominent and well known personality amongst all the interviewees. Many participants discussed the importance of collaborating with the police to deal with the common problems arising from binge drinking.

Extended hours

The interviews with participants from the key licensed premises (see above) revealed that prior to the change in the licensing laws, pubs served alcohol until 11.00pm, the late-opening bars tended to serve alcohol until 1.00am and the clubs were open until between 2.00am and 3.00am. Following the introduction of the Act, most premises had a flexible license and therefore closing times altered depending on how many clients were in the venue (i.e. how profitable it would be for the venue to stay open longer). No licenses had been granted extensions past 4.00am. One licensee stated that:

"We have a licence until 4.00am. Most of us are holding back until the summer comes because that is when the profit is. The Licensing Act came in force in November, little

did the government know that all hell would break lose come Easter. It is not a good idea what the government has done”.

Most respondents suggested it was too early to assess the usage of the new drinking hours. It was suggested that drinkers may start to come into town later; others suggested that people were drinking at home prior to going out.

Reduction of alcohol related crime and disorder

When asked what measures would reduce alcohol related crime and disorder, participants suggested Alcohol Disorder Zones, extra policing and improvement to transport links (which can act as points of conflict). One licensee stated that:

“How in the hell do you get all these people home? Not one company or bus thing has been successful, we have tried, with buses taking people home, but women didn’t like it as there were set points and they still had to walk to their house. There were lots of problems. You can’t solve the transport problem; you leave it to the taxis”.

Findings from fieldwork conducted 12 months post implementation

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

Name	Food served	Capacity	Dress Code	Age of clients	Entertainment facilities	Promotions/entertainment	Door staff	Management of area by staff	Safety initiatives
E	No	350 (estimate)	Smart/casual (strictly enforced)	25-45	Yes (fruit machines)	No	Good, friendly, informative	Attentive	None apparent
I	No	250	No caps or hats and no tracksuits after 8.00pm Fri and Sat	Daytime OAPs, nighttime 18-35	Yes (fruit machines, TV)	Yes (theme nights)	None	Relaxed but attentive	CCTV
N	No	400 (estimate)	No trainers or tracksuits	25-40	Yes (fruit machines)	Yes (DJs)	Good, attentive and friendly	Minimal	CCTV
W	No	100 (estimate)	Smart/casual (strictly enforced)	18-45	Yes (fruit machines and pool)	Yes	Friendly and informative	Relaxed	None apparent
J	Yes	430	None	18-95	Yes (fruit machines, pool, TV)	Yes	Welcoming	Attentive	CCTV
G	No	150 (estimate)	Smart/casual (strictly enforced)	18-45	Yes (fruit machines, TV)	No	Good, friendly, informative	Relaxed	None apparent
C	No	250 (estimate)	Smart/casual (strictly enforced)	22-50	Yes (fruit machines)	No	Friendly	Very attentive	None apparent
O	No	400 (estimate)	Smart/casual, no sports clothing or caps/hats	18-35	Yes (fruit machines)	Yes (DJs)	Good, attentive and friendly	Relaxed	CCTV
A	No	4790	Smart/casual (strictly)	18-25	Yes (fruit machines, big)	Yes	Good, attentive and	Attentive	CCTV

			enforced)		screen)		friendly		
Q	No	100	No	Daytime OAPs, nighttime 18-35 (mostly male)	Yes (fruit machines, TV, pool)	Yes (Karaoke)	None	Relaxed but attentive	None

Table 6.3 Baseline licensing hours for licensed premises in Blackpool UA

Baseline					
Premise	Mon - Wed	Thurs	Fri	Sat	Sun
S	11.30-23.00	11.30-23.00	11.30-0.00	11.30-0.00	11.30-23.00
D	11.00-23.00	11.00-23.00	11.00-0.00	11.00-0.00	12.00-22.30
K	Mon: 22.00 – 2.00 Tue: 22.00 – 2.00 Wed: CLOSED	22.00-2.00	22.00-2.00	22.00-2.00	22.00-2.00
E			11.00-0.00	11.00-0.00	12.00-23.00
J	10.30-2.00	10.30-2.00	10.30-2.00	10.30-2.00	12.00-0.00
M		10.00-2.00	10.00-2.00	10.00-2.00	
A	21.00-2.00	21.00-2.00	20.00-2.00	20.00-2.00	21.00-0.30
C	11.00-23.00	11.00-23.00	11.00-23.00	11.00-23.00	11.00-23.00
Q	CLOSED	21.00-1.30	21.00-0.30	20.00-2.00	21.00-23.00
O	11.00-23.00	11.00-1.00	11.00-23.00	11.00-1.00	11.00-23.00
G					
N	11.00-23.00	11.00-23.00	11.00-0.00	11.00-0.00	12.00-22.30
I	12.00-2.00	12.00-2.00	12.00-2.00	12.00-2.00	12.00-0.30
B	19.00-2.00	19.00-2.00	19.00-2.00	19.00-2.00	19.00-0.00

Table 6.4 Post implementation licensing hours for licensed premises in Blackpool UA

Post implementation					
Premise	Mon - Wed	Thurs	Fri	Sat	Sun
S	11.30-23.00	11.30-23.00	11.30-1.00	11.30-1.00	11.30-23.00
D	10.00-23.00	10.00-23.00	10.00-0.00	10.00-0.00	11.00-22.30
K	Mon: 22.30-4.00 Tue: 22.30-4.00 Wed: CLOSED	22.30-4.00	22.30-4.00	22.30-4.00	22.30-4.00
E	10.00-23.30	10.00-1.00	10.00-2.00	10.00-3.00	11.00-0.00
J	10.00-3.00	10.00-4.00	10.00-4.00	10.00-4.00	10.00-4.00
M		10.00-3.00	10.00-3.00	10.00-3.00	
A	21.00-4.00	21.00-4.00	20.00-4.00	20.00-4.00	21.00-4.00
C	11.00-23.00	11.00-23.45	11.00-0.30	11.00-0.30	
Q	CLOSED	21.00-01.30	21.00-0.30	20.00-2.00	21.00-23.00
O	9.00-23.00	9.00-23.00	9.00-2.00	9.00-2.00	9.00-0.00
G					
N	11.00-23.00	11.00-23.00	11.00-0.00	11.00-0.00	12.00-23.00
I	Mon: 12.00-02.00 Tue: 12.00-02.00 Wed: 12.00-3.00	12.00-3.00	12.00-3.00	12.00-3.00	12.00-0.30
B	Mon: CLOSED Tue: 21.00-2.30 Wed: 21.00-3.00	21.00-4.00	20.00-3.00	20.00-3.00	21.00-2.00

Findings from interviews with door supervisors

Contextual information

This section includes findings from five door supervisors and one bar staff employee. The door supervisors were all experienced in working in Blackpool and worked on doors in the main drinking areas around Queen Street, Talbot Square and Market Street which are within a maximum of 10 minutes walk from each other. On average they had worked in Blackpool for between 2 and 12 years (average 6 years) and all but one lived locally. They were all Security Industry Authority (SIA) registered and male. The bar staff respondent had worked for 15 years at a licensed premise on Talbot Square and lives in Blackpool.

All but the two traditional pubs had security staff and all but one of those used external security firms. The only venue with in house security was Rumours and it subsidised its in house team with staff from one of the local firms.

Levels of violence and disorder

In relation to the issues of violence and disorder, respondents consistently referred to the importance of Blackpool's history and status as a summer holiday destination. Typical of this was the remark of the bar staff interviewee from Yates who stated that: *"it's the type of town it is"*. According to participants, summer attracts visitors from all over Britain who have always come to Blackpool to drink and bring local and regional rivalries with them.

All premises except one stated that no increase in levels of violence had occurred since the Licensing Act. However, differentiating between levels inside and outside premises is important. For example, one reported an increase in levels of violence in-house but a stable level in the city centre more generally. The door supervisor here put this down to the staggered closing times which dilute the numbers emerging onto the streets even if alcohol consumption has increased. The respondent from another premise agreed with this statement and suggested that the Act has dispersed drinking over a greater number of hours. This respondent stated that *"mad hour now happened between 1.00am and 2.00am"*. Staff at Cahoots reported a decrease in violence within the premise and stated that this was because they were not as busy (since the Act) as well as the success of the introduction of the 'night-safe programme'. Again, they saw no change in the level of city centre violence. In contrast, however, a third respondent believed that in-house violence had increased due to an increase in alcohol consumption while city centre levels remained the same. An interesting point was made by one door supervisor who suggested that many incidents of violence directed at door staff occur because customers assume that since the introduction of the Act, all venues must be open 24/7. They therefore tend to resist leaving the premises at closing time.

When asked about problems with weapons, only one respondent participant suggested that there had been major increases in problems with glasses/bottles and knives. That participant was also the only respondent to rate the city centre as 'highly unsafe' (other respondents ranged between 'safe' and 'unsafe' with one 'slightly unsafe'). This participant blamed insufficient police numbers and a lack of resources allocated to this problem.

The main pressure times were consistently described as being related to the football season, especially, though not exclusively when Blackpool are at home. Other 'firms' were described as going to Blackpool even when not playing for a 'scrap'. Weekends in general, 'kicking-out time' and Saturday nights were seen as particularly problematic.

In terms of drunk and disorderly behaviour, this was seen as having increased generally in both the city centre and within the licensed premises. Participants appeared to view this change as being related to increased consumption of alcohol due to longer opening hours (i.e. more time to consume alcohol equates to more alcohol consumed). Incidents were reported to have been on the increase since the Act at and outside each establishment.

With regard to perpetrators of violent incidents most interviewees identified young men in the 18-30 age group (though one went to 35). A number also referred to the role of women as important actors in escalating confrontation; they may be *"instigators if not perpetrators"* was the phrase used.

In general, door supervisors reported little change in the way they dealt with problematic situations since the introduction of the Act. They continued to follow what was regarded as best practice prior to the Act, i.e. try to diffuse the incident by talking and only use physical force if necessary thereafter. Each participant stated that their use of physical violence had not changed since the introduction of the Act.

In general, the majority of participants felt that levels of violence had remained the same baseline and post implementation. There were some qualifications to this such as the need to differentiate results on an in-house and city centre basis. In addition, one premise, who were

the latest closing, were the most likely to report increases in levels of violence and an increased use of weapons. With regard to levels of drunk and disorderly behaviour, this was generally seen to have increased.

Relationship with police

All venues visited were part of the Best Bar None scheme. They all maintained regular contact with the police via radio and through one-to-one discussions. Of the respondents, only one had an exclusively positive experience of dealing with the police. This respondent felt that the services offered by the police *“help the job”*.

In contrast, responses from the remaining four supervisors were less positive. Respondents used comments such as *“the police don’t want to know”*, *“erratic help is offered”* and *“have no influence on my job”*. A number stated that the police both help and hinder the job of door staff and even where help was acknowledged, the respondent qualified the view by stating that the police *“could do better in terms of resources”*. Others stated that they felt that the relationship had deteriorated since the introduction of the Act. Overall each establishment had significant contact with the local constabulary but the experience was only wholly positive in one instance.

Impact of the Act on role

The general view of respondents was that their job had been made more difficult by the introduction of the Act. Firstly, the longer and later hours impacted on their lives outside the job. One stated that it restricted his ability to find job opportunities elsewhere. While most argued that the role itself had not changed much, one commented that there was now *“less emphasis on health and safety or drug awareness and more on liaison and diplomacy”*. As was highlighted earlier, door staff felt that the introduction of extended hours also caused some confusion amongst customers with many assuming that premises must be open for 24 hours. This often led to confrontations at closing time with customers resisting leaving the premises.

Findings from interviews with licensees/managers and bar staff

Contextual information

Interviews were conducted with five bar/club managers and three licensees. The average length of time at their present premise was over four years. This ranged from having just commenced employment to being employed at the same establishment for over 22 years. All participants had extensive experience of working in the trade, ranging from four years to 40, with an average of almost 20 years experience. Only one participant had lived in the area for less than two years and the average time spent living in the area was over 11 years.

Type of establishment

Establishments could be classes as a range of types including:

- Brewery owned Irish theme bar
- Large night club (capacity 2,400)
- Chain Australian theme bar/with DJ and dancing area
- Traditional bar
- Gay bar/night club
- Theme and events bar
- Large night club (capacity 5,000)

Clientele

The clientele varied from venue to venue and respondents described a mixed customer base including younger drinkers, locals, tourists, hens and stags, *“ordinary people”*, *“chavs”*,

regulars and football fans. All premises operated some form of dress code i.e. smart casual, no hoodies, no Rockport in one premise as it was reported that Blackpool's 'firm' wear it. There was a strong emphasis placed upon proof of age with Challenge 21 in place as well as other forms of identification such as passport/driving license. These policies are said to be strictly enforced with drugs policies being especially stringent. Respondents stated that customers appearing intoxicated will not be served or/and will be ejected.

Levels of violence and disorder

All except one participant felt that the levels of in-house violence and disorder had remained the same since the introduction of the Act. The reasons given were staggered closing times, no change in clientele, and not having much trouble before the Act.

When asked about the city centre more generally, responses appeared to be split. Of the seven who commented, three felt that violence and disorder in the city centre had increased; two felt that it had decreased and two felt that it had remained the same. Increases were attributed to more opening hours therefore more consumption of alcohol (therefore more violence). Decreases were attributed to staggered closing times.

In terms of drunk and disorderly incidents, five respondents stated that incidents had increased since the Act was introduced, whilst three felt that levels had not changed. None of the respondents felt that the level of drunk and disorderly incidents had decreased. The reasons cited for increases were poor policing, more access to alcohol, more children drinking on the streets and a prevalence of hens and stags.

In terms of weapons used, five participants stated that there had been no change in the level of use since the introduction of the Act. Two participants felt that there had been a large reduction in glass/bottle problems due to the introduction of plastic glasses, and a small reduction in the use of knives. On the other hand another premise reported a large increase in the use of glass/bottles and knives.

When asked how safe they felt Blackpool centre was, there was a mixed response. One stated that *"you cannot generalise, it depends where you go"*, while four felt that it was unsafe and three felt that it was safe. One felt it was safer since the introduction of the Act, one more dangerous, while five felt nothing had changed.

The most frequently quoted times for increased risk of violence were at weekends. The football season was also referred to as a period when more violence takes place. None of the respondents felt that the Act had changed the patterns of violence.

These findings appear to support those presented in the door staff section of the qualitative analysis, with respondents suggesting that levels of violence have remained the same whilst drunk and disorderly incidents have increased.

Relationship with police

All respondents were in regular contact with the police, this contact tended to be on a weekly basis with two reporting daily contact. Less frequent contact was made by another which was in touch on a monthly basis. All premises involved in this phase of the fieldwork (except one) had direct radio link with the police. This premise stated that they had never been offered one. The seven that have such contact use it regularly.

Relationships with the police appear to be mixed. While six respondents stated that they helped their job, three of these also felt that they could be a hindrance. Respondents did offer positive comments such as *"we have an excellent relationship with the police"* and they *"respond quickly"*. These types of responses were common. On the other hand, one respondent stated that *"they (the police) are a waste of time and have no influence on his job"*. Another stated that they are a problem because they *"fail to reply to calls for assistance and are slow when they do"*. Even the participant who gave a 'helpful' rating qualified it by

saying that *“they are a necessary evil and can be heavy handed and intimidating”*. One respondent raised the issue of an apparent disincentive to report incidents to the police as a record of problems at a premise could influence the outcome of a license renewal application.

Interviewees were split on their view as to whether the role of the police had changed since the introduction of the Act. Four said that their role had changed, while four said that it had not. Of the four who said that it had changed, two argued that the relationship had deteriorated whilst two felt that it had improved.

All but two venues were visited by other agencies. The most frequently quoted examples were the Fire Brigade, Environmental Health and the Council.

Extended hours

All except one premise had applied for extended hours and no problems were encountered in obtaining what was requested. Of those who applied, restrictions were placed on two. These were to employ additional door supervisors in one case and install radio link, attend licensee’s forums and join the pub watch scheme in the other. Five intend to use all the hours requested.

Most (five) believed that the new hours had resulted in staggered closing times; however, three stated that the other premises in their area had the same hours as they did; therefore it made no difference to the staggering of closing times.

An even split was found regarding whether or not drinkers were consuming alcohol more responsibly. Large drinking establishments stated that drinking habits had deteriorated, while more traditional venues pointed to a more relaxed atmosphere.

Most respondents stated that there had been little change within their venue since the introduction of the Act. In terms of areas outside the venue, half of the respondents felt that attitudes had worsened, drunkenness had increased and profits margins had been hit. Only one premise reported making additional profit from extended hours. A respondent from another premise felt that *“people have only so much cash to spend”*, others argued that there had been a redistribution of profit to the supermarkets as the drinking circuit now started more at home.

Finally, opinion on the Act itself was mostly positive with comments from interviewees arguing that the atmosphere was *“more relaxed”*, it *“made things safer”*, *“eventually the European model will settle in the British culture”* and that *“it is good for business”*. However, there was some resistance. One respondent felt that the Act had been *“poorly implemented”*, another that *“the idea that we will take up the European model is false”*.

Summary of findings from post implementation interviews

- 15 participants took part in the post implementation interviews.
- Of the 15, 5 had signed up to the Pub Accreditation Scheme.
- Of the 15, 2 had signed up to the British Beer and Pub Association.
- Of the 15, 5 had signed up to the government’s Social Responsibility Standards.
- Of the 15, 7 had signed up to Pubwatch.
- When asked whether they felt that the levels of night-time violence *in their premise* had changed since the introduction of the Act, ten (68%) felt that it had not changed, two (13%) felt that it had decreased and two (13%) felt that it had increased.
- When asked whether they felt that the levels of night-time violence *in the town/city* had changed since the introduction of the Act, nine (60%) felt that it had not changed, one (7%) felt that it had decreased and four (27%) felt that it had increased.

- When asked whether they felt that the levels of drunk and disorderly behaviour had changed since the introduction of the Act, seven (47%) felt that it had not changed, none felt that it had decreased and eight (53%) felt that it had increased.
- When asked whether there had been a change in the use of bottles/glasses as a weapon since the introduction of the Act, nine (60%) felt that there had been no change, two (13%) felt that there had been a small increase, two (13%) felt that there had been a large increase, one (7%) felt that there had been a small reduction and one (7%) felt that there had been a large reduction.
- When asked whether there had been a change in the use of knives since the introduction of the Act, 10 (67%) felt that there had been no change, three (20%) felt that there had been a small increase, one (7%) felt that there had been a large increase, one (7%) felt that there had been a small reduction and none felt that there had been a large reduction.
- When asked whether there had been a change in the use of firearms since the introduction of the Act, 12 (80%) felt that there had been no change, one (7%) felt that there had been a small increase, one (7%) felt that there had been a large increase, none felt that there had been any reduction.
- When asked whether they felt that the number of violent incidents which they had had to deal with had changed since the introduction of the Act, 11 (73%) felt that this level had stayed the same, 1 (7%) felt that it had decreased and 3 (20%) felt that it had increased.
- Seven respondents (47%) stated that they felt unsafe in the town/city where their premise was located, one (7%) felt highly unsafe, six (40%) felt safe and none felt very safe.
- 12 (80%) said that these feeling had not changed since the introduction of the Act, three (20%) said that it had.
- Five of the respondents (33%) felt that the Act had resulted in staggered closing times, three (20%) felt that it had not.
- Four (27%) of the respondents felt that that extended drinking hours had led to people drinking more responsibly, four (27%) said that it had not.
- Finally, five (33%) of respondents felt that the Act was a good policy, three (20%) felt that it was not.
- Of the 15, 14 *stated that* they had changed their hours, one suggested that they had not. Tables 6.3 and 6.4 below highlight the hours baseline and post implementation as identified by the interview participants. It should be noted that these hours do not always appear consistent and are therefore only an indication.

7. Summary of findings

Introduction

Blackpool has three well demarcated drinking areas. There was an absence of taxis and late night public transport and no apparent use of taxi marshals. There appeared to be a greater police presence post implementation compared with the baseline period.

Violence against the person

T tests revealed significant reductions in the second half of both the baseline period and the second half of the post implementation period (see supplementary annex).

There was a reduction of serious violence against the person offences (12) between the baseline and post implementation periods (see supplementary annex).

The number of violence against the person offences was 10 per cent lower in the post implementation period compared to baseline, and was also lower in all but two months post implementation compared with the baseline period (the average of the equivalent months in 2004 and 2005). However, reductions in violence against the person were not spread evenly across the entire day. Reductions in violence occurred in the 18 hours between 8.00am and 3.00am with particularly sizable falls occurring between midnight and 3.00am. However these were accompanied by marked increases in violence against the person between 3.00am and 5.00am. Thus during the post implementation period there has been a shift in violence against the person from between midnight and 2.00am to later in the morning.

Weekday offences reduced in almost every month post implementation (11 out of 12 for Blackpool. Weekend violence against the person reduced for 7 out of 12 months (see supplementary annex).

Falls were observed in violence between midnight and 3am both at weekends and on weekdays (see supplementary annex).

Violence was mainly perpetrated against males and this changed little over the period under examination. Reductions in violence were seen in most age groups post implementation, but especially for males and females aged 10 to 14 and 20 to 24 with an additional sizable reduction among males aged 15 to 19.

There was a clear overlap between the timing of reductions in violence against the person and the running of alcohol misuse enforcement campaigns (AMEC) in the town.

The main areas of concentrated drinking in Blackpool formed a cluster running along the promenade. This cluster contained two fifths of Blackpool's violence against the person both prior to and following the implementation of the Act. The areas immediately adjacent to the licensed premises forming the main cluster (i.e. within 50 metres of the pubs) saw an increase in the concentration of Blackpool's violence from just over one quarter of incidents in the baseline period to one third post implementation. Thus against the backdrop of reductions in violence against the person, problems appear to be increasingly concentrated in the immediate vicinity of licensed premises along the seafront.

It is in the areas closest to the core of the pubs cluster (i.e. within 50 metres) where most of the temporal changes in violence occurred. These areas saw both the greatest proportionate reduction in violence between 2.00am and 3.00am and the greatest proportionate increase between 3.00am and 4.00am.

The ratio of violence within the pubs cluster to that in the rest of Blackpool increased between the baseline and post implementation period. This meant that the observed reductions in violence against the person were greater in the rest of Blackpool than those within the pubs

cluster resulting in a divergence between the two zones in their levels of violence. If changes to licensing hours had led to sizable reductions in violence in areas of concentrated drinking then one would expect to have seen a convergence with the rest of Blackpool which clearly did not materialise. However it is also the case that these changes were not accompanied by an increase in violence which is the more significant finding.

There were many similarities between the baseline and post implementation periods in the location and size of violence against the person hot spots from the evening through to 3.00am. However in the post implementation period a sizable hot spot materialised in the Talbot Street/Queen Street/Market Street between 3.00am and 5.00am whereas in the baseline no such hot spot was to be found at that time of the morning. Thus the temporal displacement was reflected in a spatial cluster within central Blackpool.

The KDE synthesis maps demonstrated reductions from 1.00am to 2.59am, and increases 3.00am concentrated around the key drinking areas (see supplementary annex).

Violence against the person was highly concentrated in and around a relatively small number of licensed premises. Just one venue was responsible for nearly one-fifth of all offences in the baseline period and another for a similar proportion post implementation. The top 15 premises accounted for 57 per cent of the violence in the baseline and 65 per cent in the post implementation period. Most of these premises (12 of the 15) fell into the worst 15 in both periods and these tended to be located in the Talbot Street /Queen St /Market Street area (the very hot spot that remained well into the early hours post implementation).

A closer examination of licensed premises largely falling into the top 15 on violence against the person revealed that all applied for additional hours but just under half made use of them. Within the top 15 premises those open for six or more additional hours increased their share of violence against the person incidents between the baseline and post implementation period whilst those open for five or fewer additional hours had a reduced share of violence against the person.

An examination of the relationship between violence against the person and additional opening hours using estimates for all pubs in the case study area revealed that the 43 per cent of pubs opened for more than nine additional hours accounted for around 75 per cent of the violence against the person in both the baseline and post implementation periods. Thus, using an estimate of the number of additional hours applied for, there was no such relationship between the number of hours and share of violence against the person offences.

Accident and emergency

In Blackpool, violence against the person and A&E assaults showed distinctive patterns. Whilst violence against the person fell, assaults increased in number between the baseline and post implementation periods. Throughout the post implementation period, more noticeable changes in both violence against the person and assaults took place from the spring of 2006 onwards, with assaults and violence against the person showing very different patterns of change. The increase in assaults and reduction in violence against the person narrowed the gap between them in terms of the number of cases. Interestingly, violence against the person taking place during weekend nights fell more than violence against the person overall.

There was insufficient evidence to conclude if or how the increase in A&E assaults and the decrease in police recorded violence against the person were related and how far these patterns, if at all, were attributable to changes implemented as a result of the Act. Whilst it is reassuring that the period following the implementation of the Act saw a sizeable reduction in violence against the person at weekends, there was also been a marked increase in the number of people presenting at A&E units having been assaulted, particularly among the younger age groups. If both measures had shown substantial reductions, one might conclude that violence had indeed lessened following the implementation of the Act although this alone would not be evidence of impact.

Criminal damage

T tests revealed significant reductions in criminal damage in both the first and second halves of the baseline period that were not sustained in the post implementation periods (see supplementary annex).

Criminal damage fell by an average of 8 per cent during the post implementation period compared to baseline. There was less of a distinctive pattern of change in criminal damage by hour of the day than for violence against the person. The distribution of offences by time of day varied little between the baseline and post implementation period. But there was evidence that the midnight spike in criminal damage had reduced considerably in the post implementation period.

There was a modest reduction in criminal damage between midnight and 1am on weekdays (down 67) and a slightly greater reduction at weekends (down 94) (see supplementary annex).

Criminal damage was markedly less concentrated near to licensed premises (around one fifth within 50 metres) than incidents of violence (one half within 50 metres). The observed changes to criminal damage by hour of the day were marginal and this applied to areas immediately adjacent to and those further away from the central pubs cluster, again in contrast to offences of violence.

The ratio between criminal damage in the pubs cluster and that in the rest of Blackpool was highly stable through time. This suggests that observed changes in the main drinking area were in line with those elsewhere in Blackpool. There was nothing distinctive happening in the pubs cluster in terms of criminal damage either baseline or post implementation.

Criminal damage hot spots coincided to a large extent with those for violence against the person although areas to the north of the North Pier were also evident. Hot spot maps showed that criminal damage was widely distributed and less intense than violence against the person and was not restricted to key drinking areas. It was distributed throughout Blackpool. It became more concentrated for a time (i.e. between 1.00am and 3.00am) around the Talbot Street/Queen St/Market St area but reduced dramatically after 3.00am.

Sexual offences

There were large monthly fluctuations in the relatively small number of sexual offences throughout the baseline and post implementation periods. The only noticeable change in the timing of these offences was that the marked peak between midnight and 1.00am seen in the baseline period had disappeared post implementation. This might be due to a reduction in offences occurring at that time or to a change in recording practices (e.g. midnight to 1.00am no longer being used as the default time stamp for offences without a recorded time).

Calls for disorder

There were no significant changes to the levels of calls for disorder in either the baseline or post implementation periods (see supplementary annex).

There was very little difference between baseline and post implementation period in the rate of calls to the police for disorder incidents with a gradual increase between December and July and a gradual fall between July and November.

During the first six months of the post implementation period crime counts were lower than for the corresponding months in the baseline period. However during the second half of the post implementation period (with the exception of August), monthly counts were higher than the corresponding baseline counts. The months in which these changes took place suggested that they were not likely to be influenced by the licensing changes.

The peak times for disorder were generally earlier in the evening than for violence against the person with peaks between 9.00pm and 10.00pm and in two hours either side of this band. There was some evidence of small reductions between 1.00am and 3.00am and larger increases between 3.00am and 6.00am.

In Blackpool there were some modest reductions in disorder at night. In Blackpool these occurred between midnight and 3am on both weekdays and at weekends but were greater at weekends (see supplementary annex).

Just under a third of all disorder calls related to incidents within Blackpool's main drinking areas and an additional fifth were in close proximity to them. These were lower levels of concentration than for violence against the person but higher than those for criminal damage. There was very little change baseline and post implementation.

Qualitative fieldwork

Fieldwork identified three distinctive drinking populations in Blackpool; locals who used facilities in and out of season, tourists who visit during the summer months and those celebrating particular occasions (weddings, stag or hen parties, football matches). Only one of the venues approached reported an increase in levels of violence since the Act came into force. There were some reports of an increase in violence within the pubs themselves although it was generally believed that this was not reflected in rising violence on the streets. The absence of greater violence in the streets was attributed to staggered hours.

There was a perceived increase in drunk and disorderly behaviour in the pubs and in the city centre. However in relation to most other indicators (levels of violence, use of weapons, door supervisors' responses to problematic situations) the common perception was that of little or no change.

8. References

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