

## Licensing Act 2003 and the effects of alcohol

June 2008



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# 1. Background and objectives

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The Local Government Association (LGA) commissioned TNS to carry out research to increase understanding of the effects of the Licensing Act 2003 on local authorities, primary care trusts and police authorities in England and Wales.

The Licensing Act 2003 came into force on 24 November 2005 and established a single integrated system for licensing premises. The Department of Culture, Media and Sport have recently published an evaluation of the impact of the Licensing Act. Part of this comprised work by the Home Office looking at the impact of the Act on levels of crime and disorder; other parts examined the more technical aspects of the Act, such as funding and the application process. This research augments the government's evaluation. The specific objectives of the research were to:

- Describe the effect of the Licensing Act on licensing authorities and explore modifications to the way in which it is implemented.
- Describe the effect of the Licensing Act on primary care trusts' (PCTs)/casualty departments' workloads and any associated increased pressure on resources.
- Describe the effect of the Licensing Act on police authorities and any associated increased pressure on resources.
- Explore local authorities' anticipated use of Alcohol Disorder Zones (ADZs).

## 2. Methodology

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### 2.1 Sample frame

The sample frame was split into three distinct groups – local (licensing) authorities, primary care trusts and police authorities in England and Wales.

The population sizes for each group are detailed below:

- Local authorities – 376
- Primary care trusts (Health Board in Wales) – 174
- Police authorities – 43.

In total 120 telephone interviews took place and the achieved sample size is as follows:

- Local authorities – 51
- Primary care trusts – 49
- Police authorities – 20.

The breakdown of responses by region is shown below:

Region	Total	Local authority	Primary care trusts	Police authorities
<b>South</b>	<b>42</b>	<b>15</b>	<b>17</b>	<b>10</b>
South East	31	10	12	9
South West	11	5	5	1
<b>London</b>	<b>9</b>	<b>3</b>	<b>6</b>	-
<b>Central</b>	<b>29</b>	<b>18</b>	<b>7</b>	<b>4</b>
East Midlands	9	7	-	2
East of England	5	5	-	-
West Midlands	15	6	7	2
<b>North</b>	<b>30</b>	<b>12</b>	<b>13</b>	<b>5</b>
North East	4	1	2	1
North West	15	8	6	1
Yorkshire & Humber	11	3	5	3
<b>Wales</b>	<b>10</b>	<b>3</b>	<b>6</b>	<b>1</b>

## 2.2 The Questionnaire

The questionnaires were different for each of the three groups surveyed, although key questions were asked across each. The interviews took no more than eight minutes.

Questions were mainly closed, however there were a few open questions where respondents were asked to give examples of how the Act has impacted upon resources.

The questionnaires covered the following topics for each group:

### Local authorities

- Views on applying the Act on a full cost recovery basis and on other modifications to the Act, such as the use of online applications
- The use of Alcohol Disorder Zones.

### Primary care trusts

- Perceptions of whether alcohol-related diseases/incidents have increased since the Act came into force in November 2005
- Additional pressures on PCTs' resources arising from the Act.

### Police authorities

- Perceptions of whether alcohol-related incidents have increased since the Act came into force
- Any additional pressures on police authorities' resources arising, for example, changing shift patterns.

A copy of the questionnaire is provided in the Appendix.

### 3. Summary

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- Those working within primary care trusts were most likely to have perceived an increase in alcohol related incidents since the implementation of the Licensing Act 2003 (29%), compared with 10% of police authorities and 4% of local authorities. Over two thirds (69%) of local authorities thought there has not been a change, and only 4% thought there had been an increase.
- Since the Act, almost three quarters of those working within PCTs and police authorities (73% and 70% respectively) have felt they are working more closely with local authorities on licensing and alcohol matters. The main reasons for this all relate to improved communication:
  - The top reasons among PCTs were better communication (39%) and multi agency strategy (25%).
  - Police authorities said regular contact (31%) and more direct involvement (29%).
- Turning to working relationships with police authorities, nearly all local authorities (96%) and most PCTs (61%) said they are working more closely with them on licensing and alcohol matters.
  - For those in local authorities, over half said this is due to having regular contact (59%).
  - Just under half of PCTs (40%) said it is because they are sharing information.
- Although most PCTs think they are working more closely with police authorities and local authorities on licensing and alcohol matters since the implementation of the Act, it became apparent that the reverse was not true. Just 15% of police authorities said they are working more closely with PCTs on licensing and alcohol matters, although rising to 35% among local authorities.
  - Two in five local authorities said this is due to more meetings (44%) and sharing information (39%).
- Almost all local authority respondents felt that the Licensing Act 2003 has increased pressure on resources (94%) and would like it implemented on a full-cost recovery basis (94%).
- Opinion was polarised as to whether they anticipate using alcohol disorder zones (Yes – 33%, No – 33% and Don't know 33%) and of those that do, just 24% anticipated being able to recoup the additional costs of using alcohol disorder zones via the charging regime.

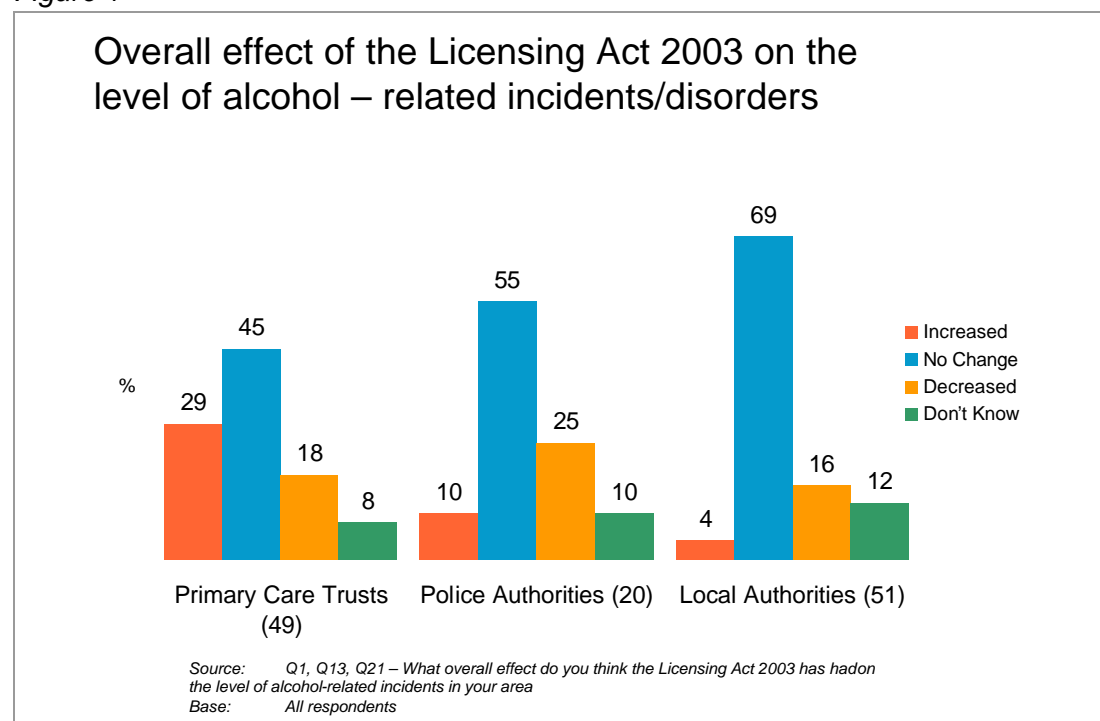
## 4. Effect of Licensing Act 2003

This section examines the effect of the Licensing Act on primary care trusts, police authorities and local authorities.

### 4.1 Overall effect

Respondents from each of the three groups were asked what overall effect the Licensing Act 2003 has had on alcohol-related incidents in their area. The biggest impact has been on PCTs, with 29% saying the Licensing Act 2003 has increased alcohol related disorders/incidents in their area, with just 10% of police authorities and 4% of local authorities saying the same. Furthermore, over two thirds (69%) of those working in local authorities believed there has been no change at all, as shown in the following chart.

Figure 1

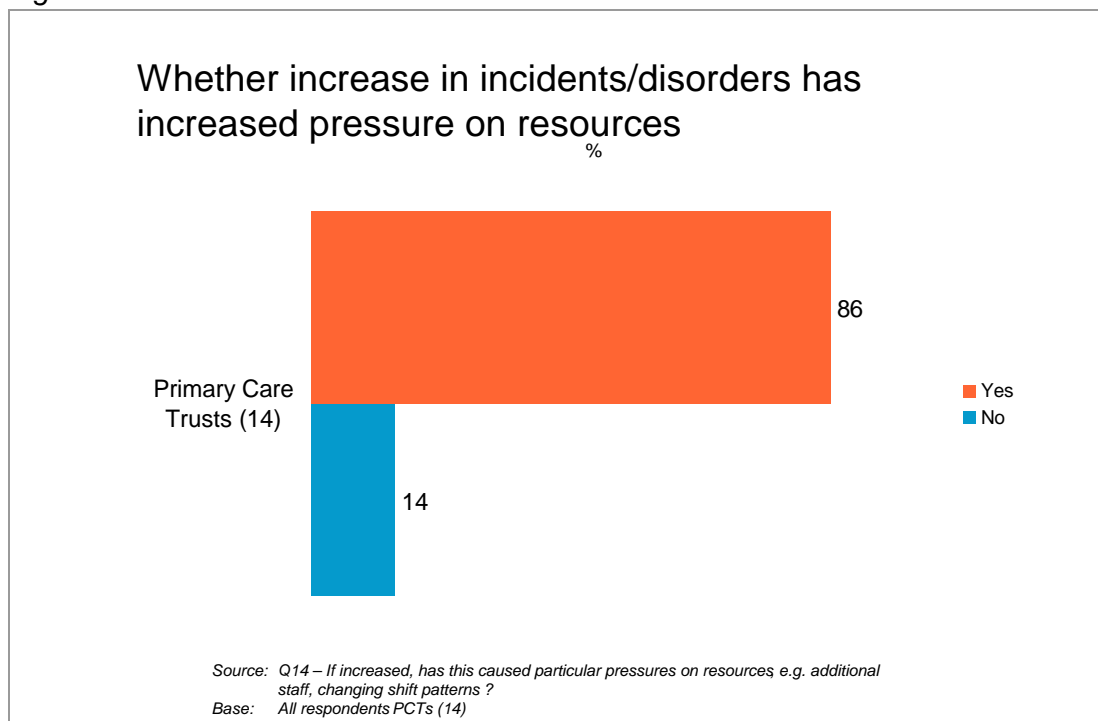


All PCT and police authority respondents who felt that the Licensing Act 2003 has increased the number of alcohol related incidents in their area were also asked if they felt it had caused particular pressures on resources.

Of the two police respondents who said that the Licensing Act has lead to an increase in alcohol related incidents, one of these said this had caused pressure on resources whilst the other said it had not.

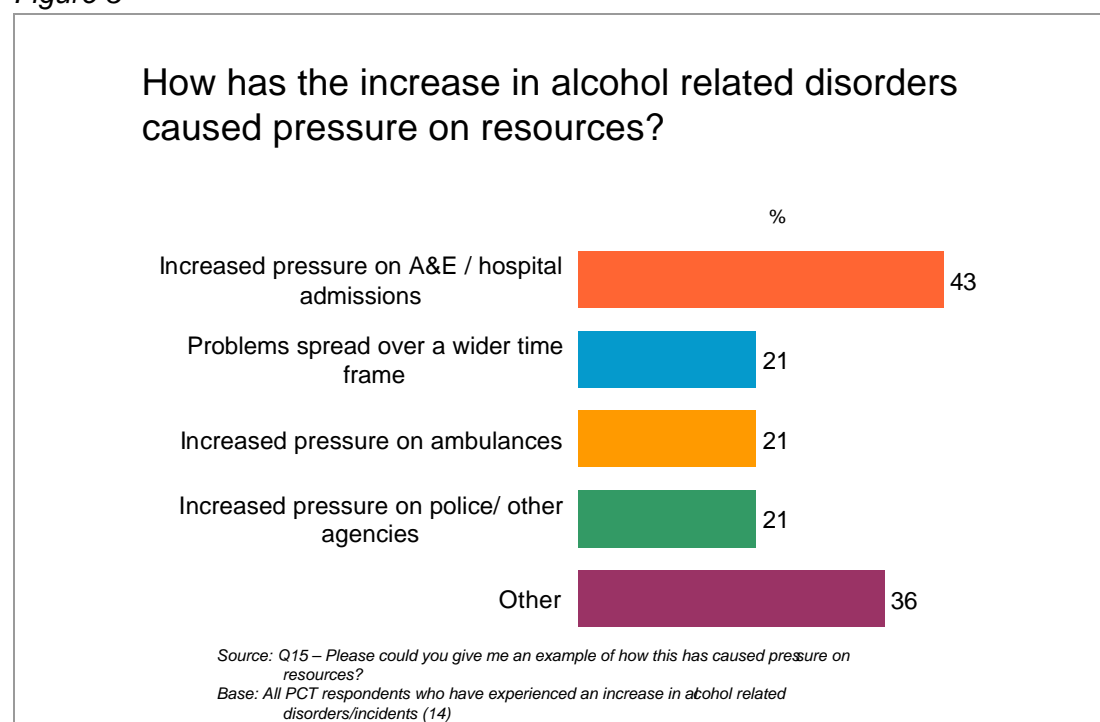
However, almost all PCT respondents (86%) felt that it has caused pressure on resources.

Figure 2



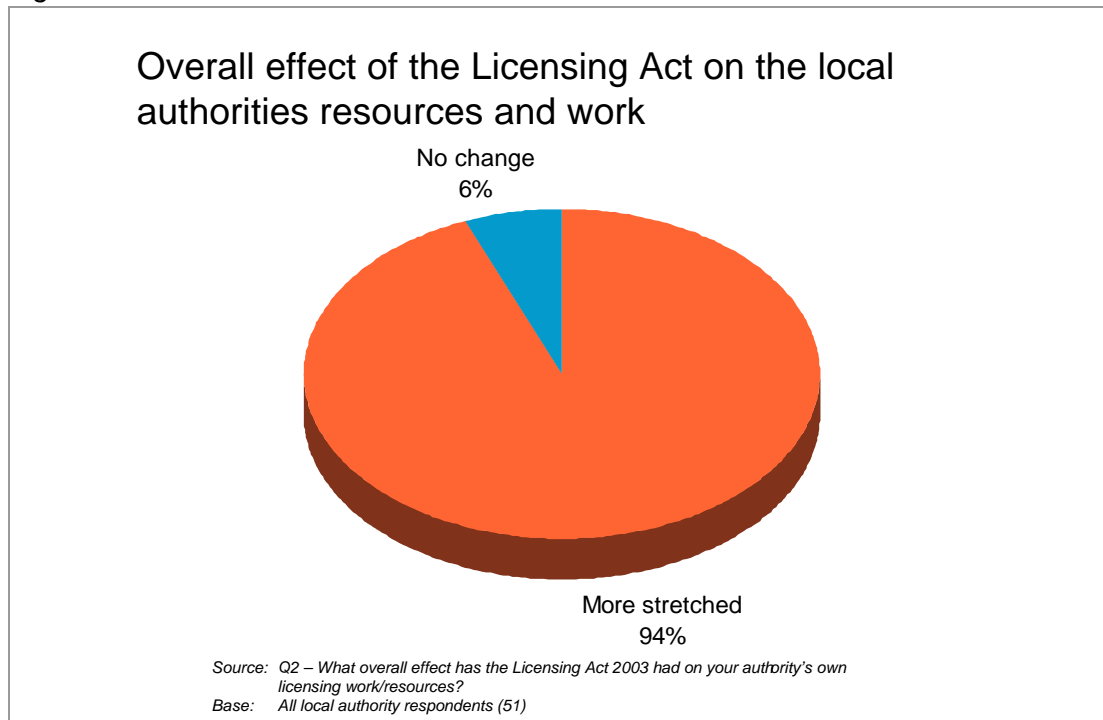
When asked to give examples of how this has caused pressure on resources, two in five PCTs (43%) said it has caused increased pressure on A&E and hospital admissions and a further 21% felt the Licensing Act has spread problems over a wider time frame, has increased pressure on the police and other agencies and increased pressure on ambulances.

Figure 3



Local authorities were also asked what overall effect the Licensing Act 2003 has had on their own licensing and resources. Almost all (94%) said they were more stretched, with none thinking they were less so.

Figure 4

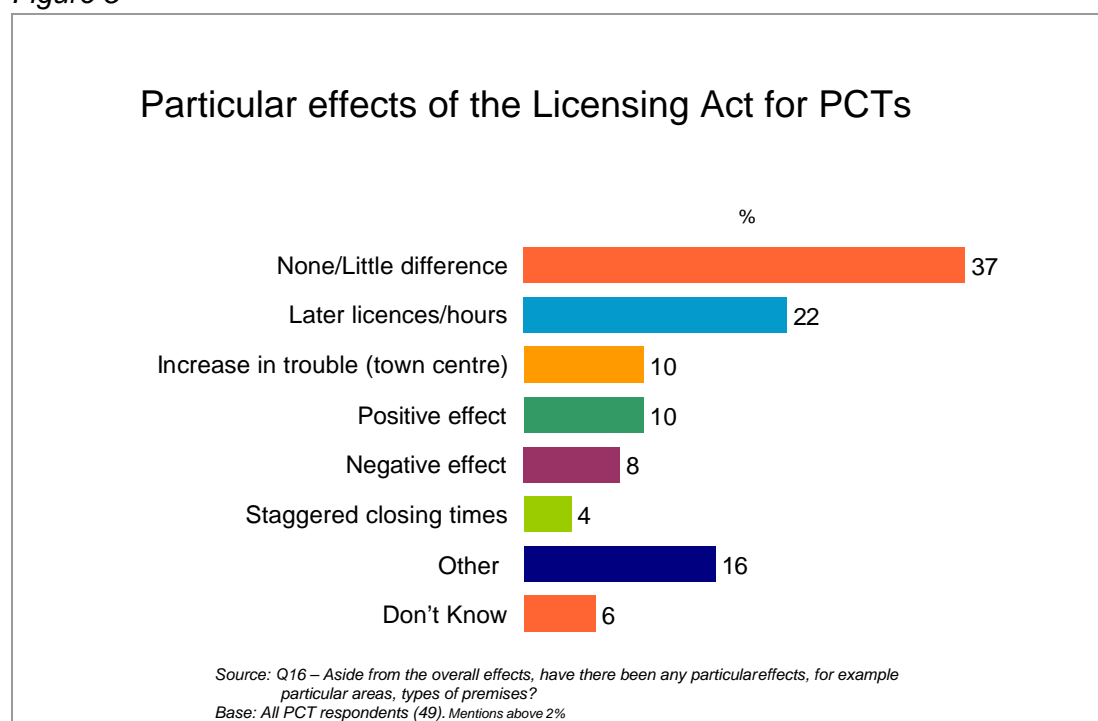


## 4.2 Particular effects of the Licensing Act upon PCTs and police authorities

All PCT and police authority respondents were asked what they feel are the particular effects of the Licensing Act 2003.

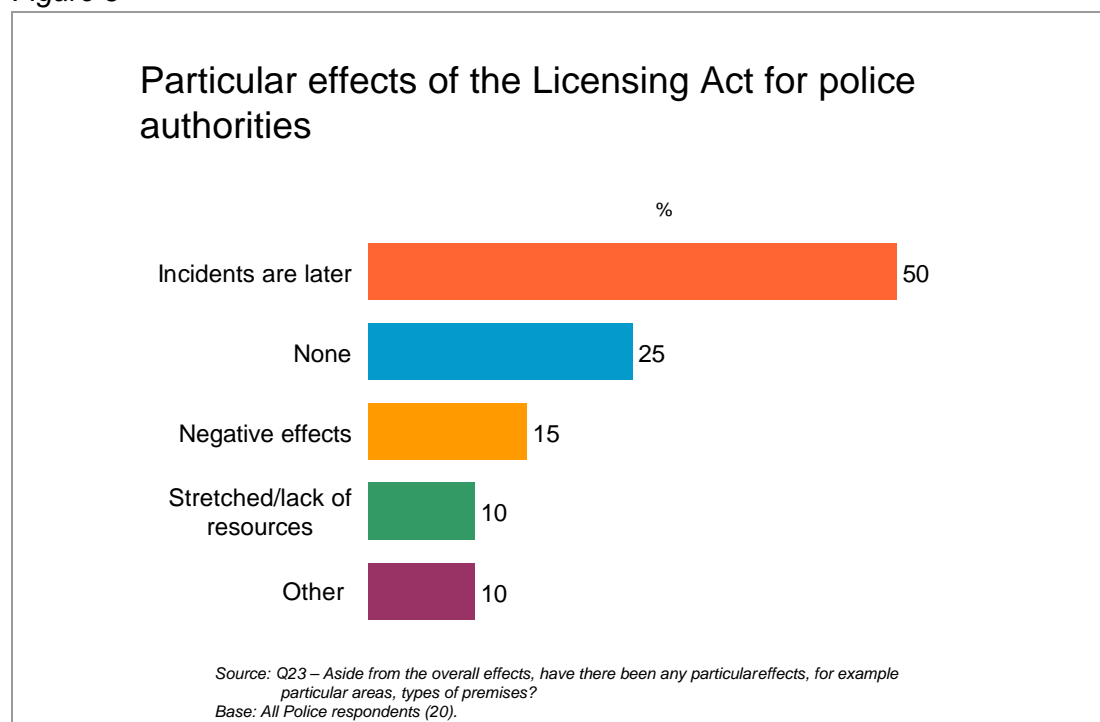
Just over a third of those working in PCTs said there is no or little difference (37%), 22% noted the later licences and hours, whereas 10% felt it has led to an increase of trouble in town centres.

Figure 5



All police authority respondents were also asked what have been the particular effects of the Licensing Act. Half (50%) said that incidents are now occurring later, a quarter did not believe there has been any effects (25%), 15% said the Act has had negative effects and 10% believed it has stretched resources.

Figure 6



#### 4.2 Effect of the Licensing Act on working between groups

Each of the groups was asked about the effect of the Licensing Act 2003 on their working relationship with the other groups on licensing and alcohol matters. Please note that at least some of the differences between their answers are likely to be due to the fact that they were not all in the same geographical areas (i.e. they answered in respect of different local authorities, police authorities or PCTs).

For those working in local authorities, nearly all (96%) believed they are now working closer with the police; however almost half (49%) of local authority respondents said it has had no effect on their relationship with PCTs.

Similarly for police respondents, 80% said the Licensing Act has had no impact on their working relationship with PCTs although over two thirds of police (70%) believed they are now working more closely with local authorities.

Conversely, the majority of PCTs that were interviewed felt that the Licensing Act has meant they are now working more closely with local authorities (73%) and the police (61%).

The table below illustrates these results.

*Figure 7*

Working relationship	Local authorities				PCTs				Police authorities			
	More closely	No effect	Less closely	Don't know	More closely	No effect	Less closely	Don't know	More closely	No effect	Less closely	Don't know
	%	%	%	%	%	%	%	%	%	%	%	%
Local authorities (51)	\	\	\	\	35	49	4	12	96	2	0	2
PCTs (49)	73	20	2	4	\	\	\	\	61	37	0	2
Police (20)	70	20	5	5	15	80	0	5	\	\	\	\

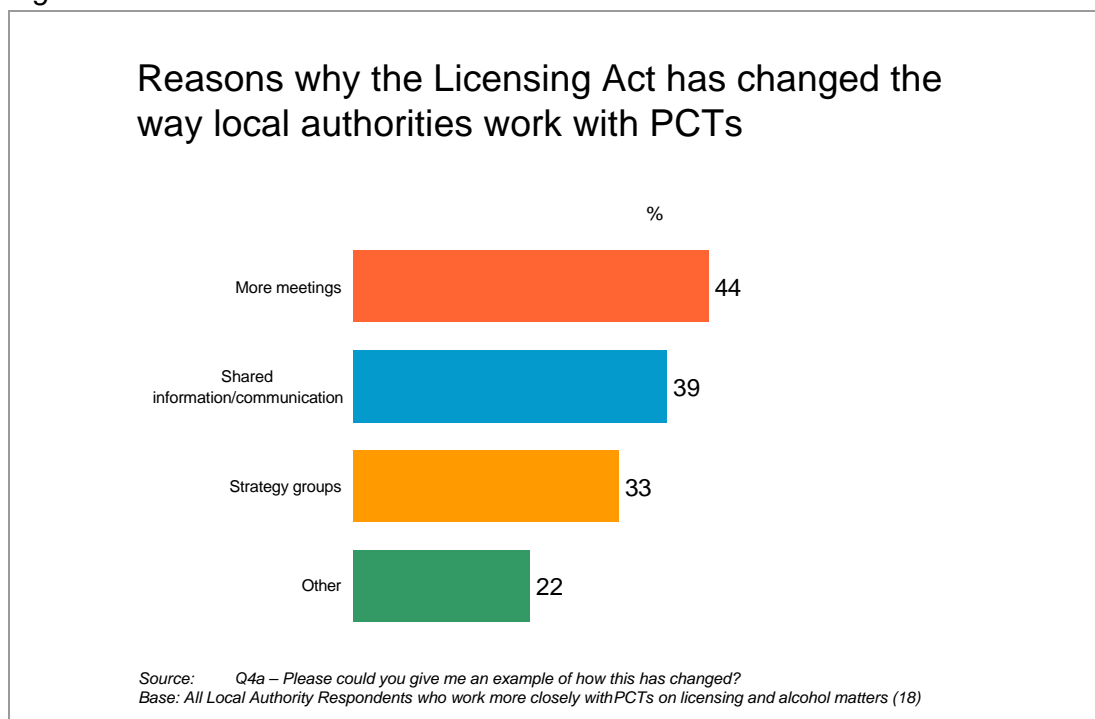
### 4.3 Reasons for working more closely with PCTs

Both local and police authority respondents were asked the reasons why they feel they now work more closely with PCTs on licensing and alcohol matters. Only 15% of police authorities thought this was the case and the results of these three responses are as follows:

- Greater communication/work together – 67%
- Involve health staff in identifying locations/individuals – 67%.

However, of the 35% of local authorities who think they are now working more closely with PCTs, almost half (44%) felt that this was due to the fact that they are having more meetings and conferences together and two in five (39%) thought it was due to an increase in sharing information and communication, as shown in the following chart.

Figure 8

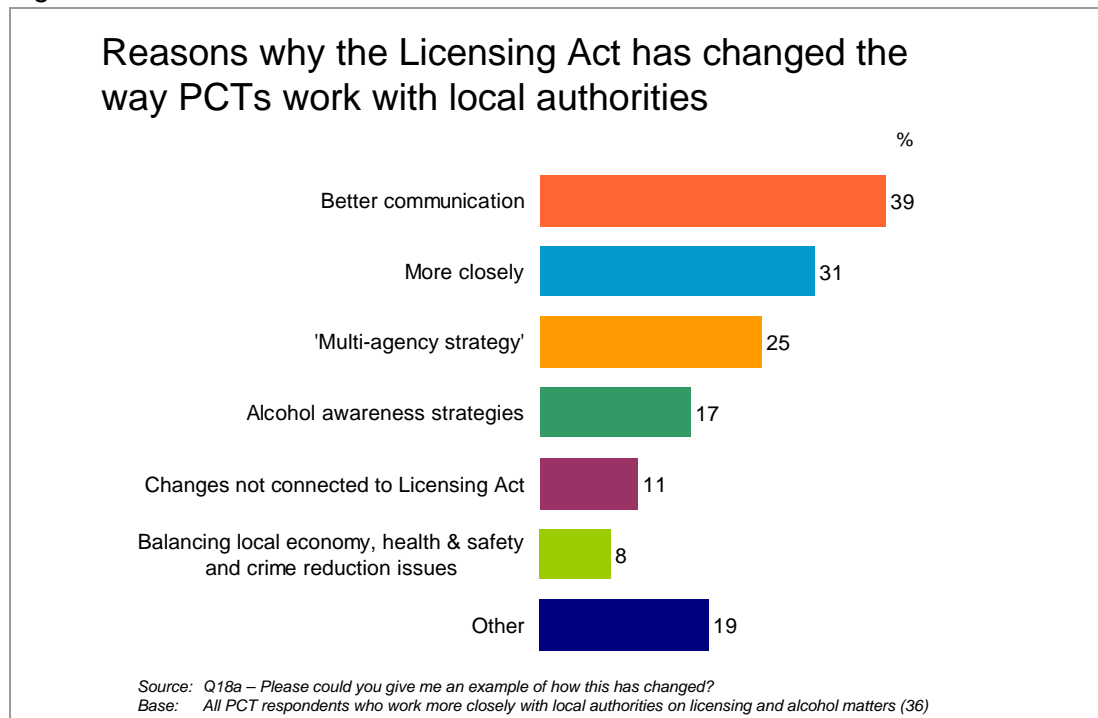


#### 4.4 Reasons for working more closely with local authorities

Respondents working within PCTs and police authorities who felt that they are now working more closely with local authorities were asked to provide reasons for this.

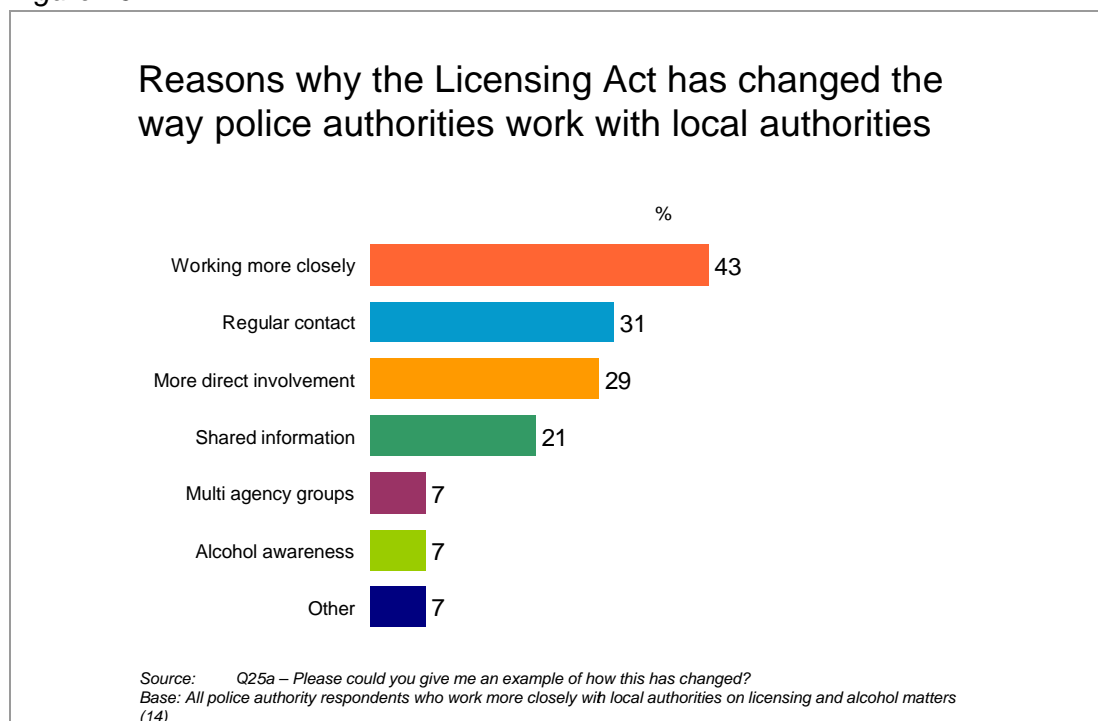
Two in five (39%) said this was due to better and more communication, and 31% reiterated that they now work more closely with the local authorities as a result of the Act. A quarter (25%) believed it was down to a 'multi agency strategy'.

Figure 9



Similarly, 43% of police respondents said that as a result of the Act they are now working more closely with local authorities, just under a third (31%) felt they have regular contact with them and 29% believed it was down to more direct involvement, as shown below.

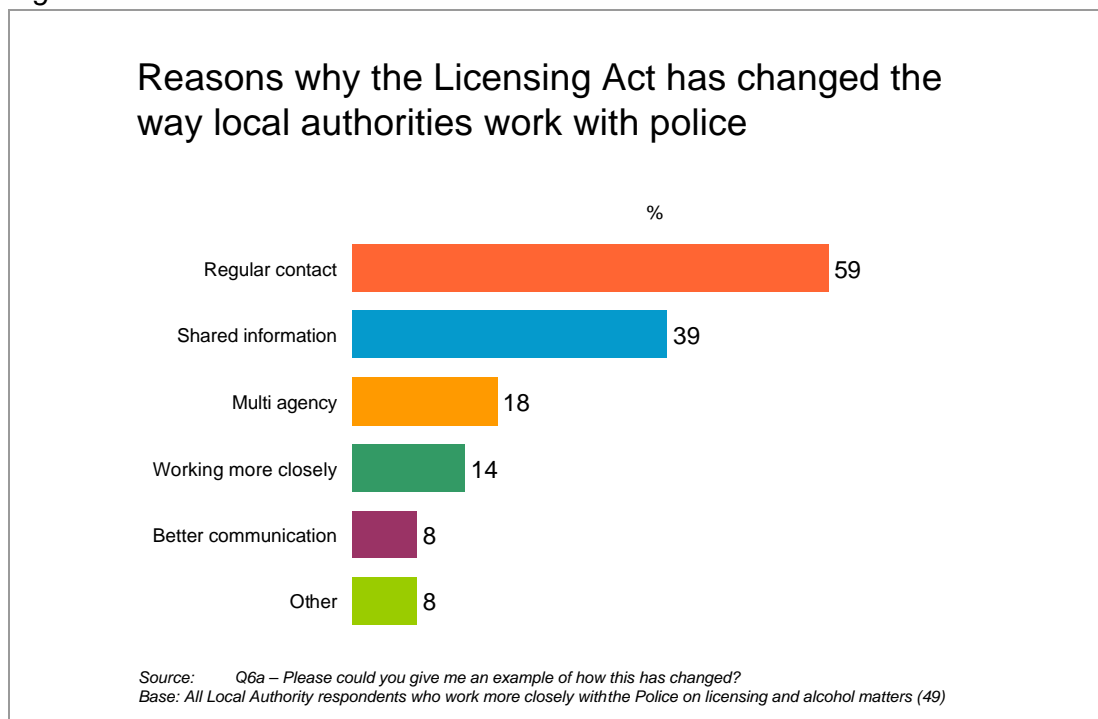
Figure 10



## 4.5 Reason for working more closely with police authorities

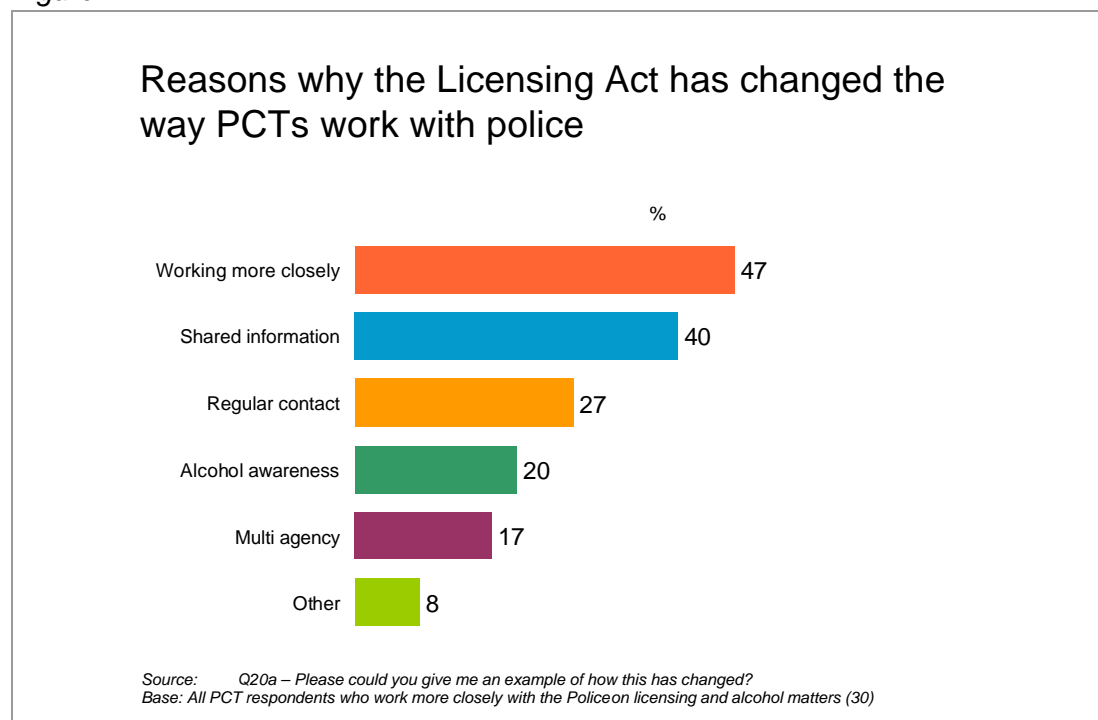
Those who felt they are working more closely with the police within local authorities and PCTs were also asked to give their reasons. Taking each in turn, the top answers among local authorities were regular contact (59%) and shared information (39%).

Figure 11



The main reasons why PCTs felt their working relationships with police authorities had changed were that the Act has meant they work more closely with the police (47%) and information is shared (40%). A quarter also said regular contact (27%).

Figure 12



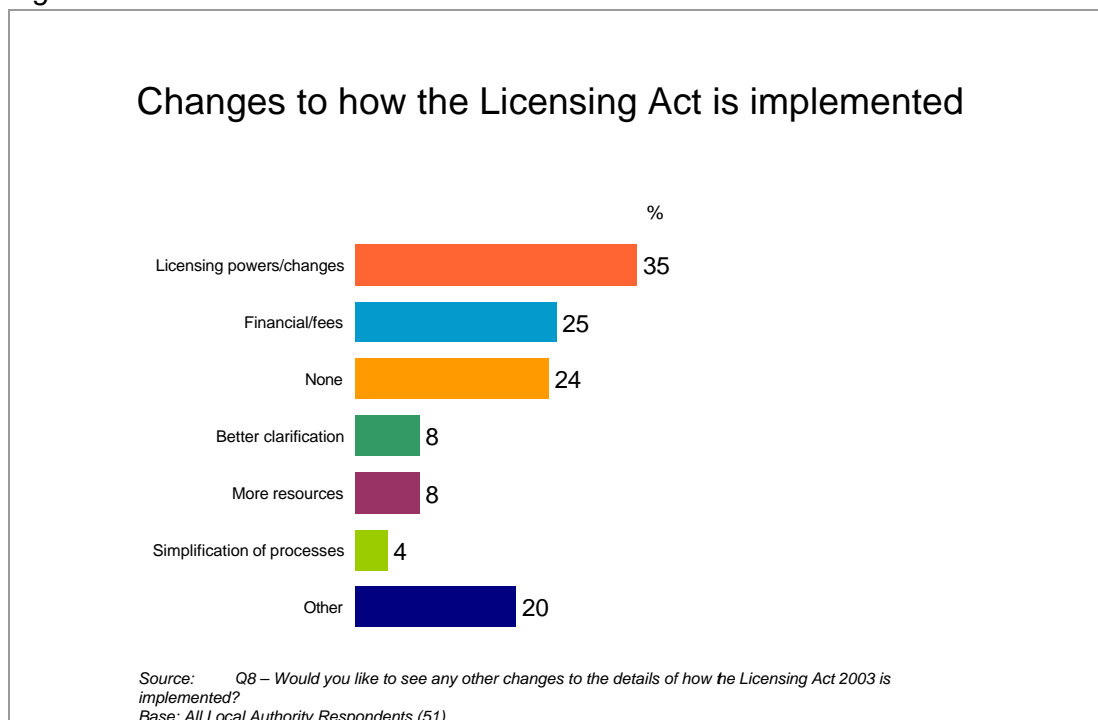
## 4.6 Additional questions for local authorities on implementation of the Act

### *Full cost recovery*

Local authority respondents were asked if they would like to see the Licensing Act 2003 implemented on a full-cost recovery basis, to which nearly all (94%) said that they would.

Local authority respondents were also asked what other changes they would like to see to how the act is implemented. Just over a third would like changes to the licensing powers (35%) and a quarter would like changes to the fees (25%). However, just under a quarter (24%) do not want to see any changes.

Figure 13

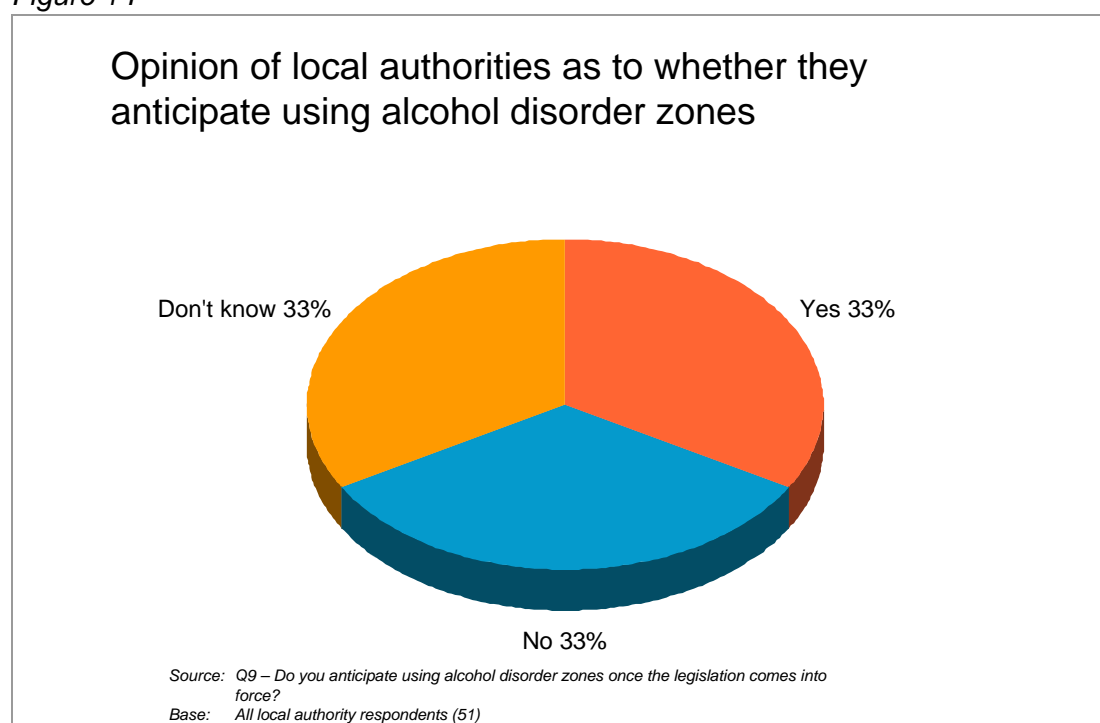


### Alcohol disorder zones

When asked whether they anticipate using alcohol disorder zones once the legislation comes into force, opinion amongst local authority respondents was polarised, with 33% saying yes, 33% saying no and 33% saying they don't know.

The main reason for not using alcohol disorder zones was a feeling that they would be ineffective (47%). Additionally, almost a third felt they did not need them (29%) and 12% said they would be too complicated or bureaucratic.

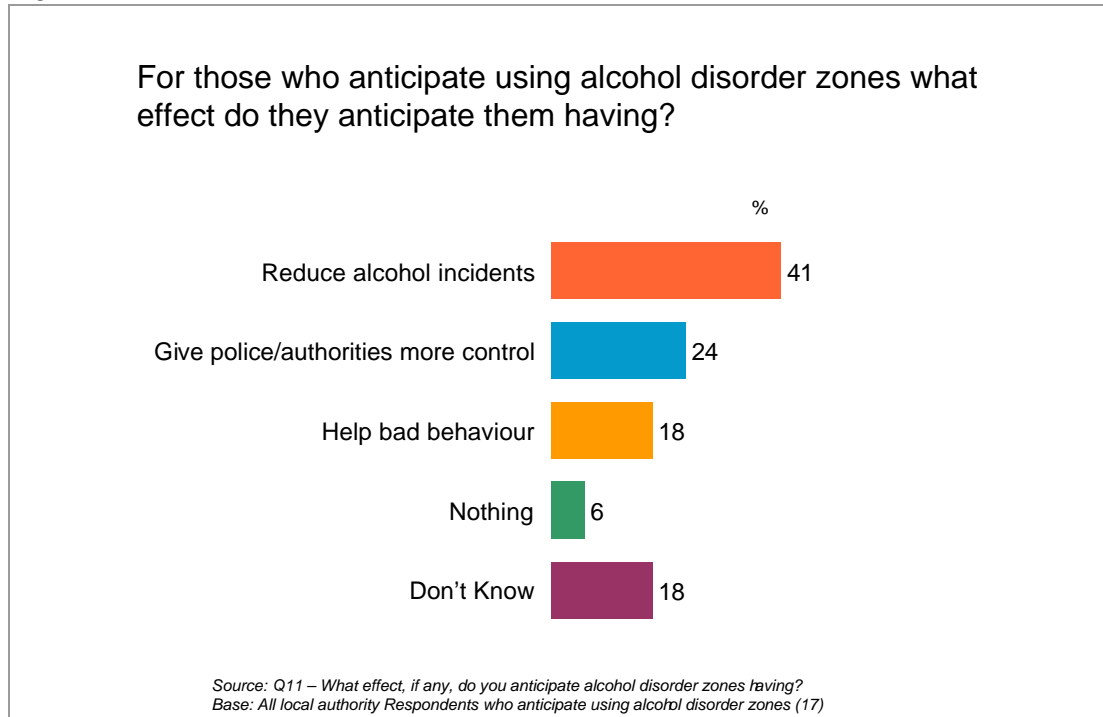
Figure 14



Local authorities who anticipated using alcohol disorder zones were asked if they felt they would be able to recoup the additional costs via the charging regime, to which 41% said they did not and only a quarter (24%) said they did.

Two fifths of those that anticipated using alcohol disorder zones thought they would help to reduce alcohol related behaviour and incidents (41%) and just under a quarter felt they would give the police and authorities more control and power (24%), as shown in the chart below.

Figure 15



## Technical appendix

<b>Client</b>	<ul style="list-style-type: none"> <li>• <b>Local Government Association</b></li> </ul>
<b>Conducted by</b>	<ul style="list-style-type: none"> <li>• TNS UK Ltd</li> </ul>
<b>Objectives</b>	<ul style="list-style-type: none"> <li>• Increase understanding of the effects of the Licensing Act 2003 on local authorities, primary care trusts and police authorities in England.</li> </ul>
<b>Universe</b>	<ul style="list-style-type: none"> <li>• Senior licensing officers in local authorities, senior policy officers/chief executives in primary care trusts and assistant chief constables in police authorities in England.</li> </ul>
<b>Sample size</b>	<ul style="list-style-type: none"> <li>• Total – 120 interviews</li> <li>• Local authorities – 51</li> <li>• Primary Care Trusts – 49</li> <li>• Police authorities – 20.</li> </ul>
<b>Fieldwork period</b>	<ul style="list-style-type: none"> <li>• 25<sup>TH</sup> March 2008 – 16<sup>th</sup> April 2008</li> </ul>
<b>Sampling method</b>	<ul style="list-style-type: none"> <li>• Client provided database of local and police authorities. Purchase list of PCT's.</li> </ul>
<b>Data collection</b>	<ul style="list-style-type: none"> <li>• CATI</li> </ul>
<b>Interviewers</b>	<ul style="list-style-type: none"> <li>• Three interviewers carried out the interviewing</li> </ul>
<b>Interviewer validation</b>	<p><b>Telephone validation</b></p> <ul style="list-style-type: none"> <li>• Validation is conducted on a minimum of 5% of all telephone interviews, monitoring from the introduction through to the close, i.e. a full interview. We attempt to monitor every interviewer on each project.</li> </ul>
<b>Questionnaire</b>	<ul style="list-style-type: none"> <li>• Questionnaire is provided in appendix</li> </ul>
<b>Analysis</b>	<ul style="list-style-type: none"> <li>• Data was not weighted</li> <li>• Confidence interval for local authorities = <math>\pm 14.2\%</math></li> <li>• Confidence interval for PCT's = <math>\pm 14.2\%</math></li> <li>• Confidence interval for police authorities = <math>\pm 23.4\%</math></li> </ul>

## The questionnaire

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### **Introduction**

The Local Government Association has commissioned TNS, the leading independent market research agency, to conduct a survey with local authorities, primary care trusts and police authorities in England and Wales with the aim of increasing understanding of the effects of the Licensing Act 2003. TEXT FOR LA SAMPLE ONLY< It will also inform LGA's and LACORS's continued lobbying activity in relation to implementation of the Act>.

Your views are very important and we hope you will take the time to participate in the survey, which should take no longer than 10 minutes of your time.

The survey is completely confidential and your responses will not be identifiable, unless you specifically request otherwise. TNS are members of the Market Research Society (MRS) and therefore comply with the MRS Code of Conduct on confidentiality.

If you have any queries about the survey please contact either Brigitta Horup on 020 7160 5901 or Siân Llewellyn on 020 7160 5861

Please may I speak with <Insert from Sample>

If no name provided, ask for the person responsible for licensing issues within the authority/organisation.

### **Questions to local authorities – Sample 1**

Q1. What overall effect do you think the Licensing Act 2003 has had on alcohol-related disorder and incidents in your area?

- 01: Increased
- 02: No change
- 03: Decreased
- DK

Q2. What overall effect has the Licensing Act 2003 had on your authority's own licensing work/resources?

- 01: More stretched
- 02: No change
- 03: Less stretched
- DK

Q3. How, if at all, has the Licensing Act 2003 changed the way in which you work with **PCTs** (Primary Care Trusts) on licensing and alcohol matters?

- 01: More closely
- 02: No effect
- 03: Less closely
- DK

If 01 or 03 ask Q4

Q4. Please could you give me an example of how this has changed?

OPEN

Q5. How, if at all, has the Licensing Act 2003 changed the way in which you work with the **police** on licensing and alcohol matters?

- 01: More closely
- 02: No effect
- 03: Less closely
- DK

If 01 or 03 at Q5

Q6. Please could you give me an example of how this has changed?

OPEN

Q7. Would you like to see the Licensing Act 2003 implemented on a full-cost recovery basis?

- 01: Yes
- 02: No
- DK

Q8. Would you like to see any other changes to the details of how the Licensing Act 2003 is implemented?

OPEN

Q9. Do you anticipate using alcohol disorder zones once the legislation comes into force?

- 01: Yes
- 02: No
- 03: DK

Yes – go to Q10

No – go to Q12

Q10. Do you anticipate being able to recoup the additional costs via the charging regime?

- 01: Yes
- 02: No
- 03: DK

Q11. What effect, if any, do you anticipate alcohol disorder zones having?

OPEN

If 03 at Q9 ask Q12

Q12. If no, why not?

- 01: Too expensive
- 02: Ineffective
- 03: Too complicated or bureaucratic
- 04: Other (SPECIFY)
- DK

### Questions to primary care trusts – Sample 2

Q13. What overall effect do you think the Licensing Act 2003 has had on alcohol-related disorders/incidents in your area?

- 01: Increased
- 02: No change
- 03: Decreased
- DK

Q14. If increased, has this caused particular pressures on resources, e.g. additional staff, changing shift patterns?

- 01: Yes
- 02: No
- DK

Q15. Please could you give me an example of how this has changed?

Open

Q16. Aside from the overall effect, have there been any particular effects, e.g. particular areas, types of premises?

Open

Q17. How, if at all, has the Licensing Act 2003 changed the way in which you work with the **local authority** on licensing and alcohol matters?

- 01: More closely
- 02: No effect
- 03: Less closely
- DK

If 01 or 03 at Q17 ask Q18

Q18. Please could you tell me how this has changed?

Open

Q19. How, if at all, has the Licensing Act 2003 changed the way in which you work with the **police** on licensing and alcohol matters?

- 01: More closely
- 02: No effect
- 03: Less closely
- DK

If 01 or 03 at Q19 ask Q20

Q20. Please could you tell me how this has changed?

### Questions to police authorities – Sample 3

Q21. What overall effect do you think the Licensing Act 2003 has had on the level of alcohol-related incidents in your area?

- 01: Increased
- 02: No change
- 03: Decreased

Q22. If increased, has this caused particular pressures on resources, e.g. additional staff, changing shift patterns?

01: Yes

02: No

Details

Q23. Aside from the overall effect, have there been any particular effects, e.g. particular areas, types of premises?

Open

Q24. How, if at all, has the Licensing Act 2003 changed the way in which you work with **local authorities** on licensing and alcohol matters?

01: More closely

02: No change

03: Less closely

DK

If 01 or 03 at Q24 ask Q25

Q25. Please could you tell me how this has changed?

Q26. How, if at all, has the Licensing Act 2003 changed the way in which you work with **PCTs** on licensing and alcohol matters?

01: More closely

02: No change

03: Less closely

DK

If 01 or 03 at Q6 ask Q7

Q27. Please could you tell me how this has changed?

Ask All

Q28 Are you happy that we include your name as one of the participants in the survey.

Yes

No

Q29 Would you be happy if we identified your comments in the final report

Yes

No

THANK and CLOSE