

## PSED Snapshot Tool

### Title/Summary of decision:

#### **Two-stage verification system**

The Government is introducing amendments, through the Crime and Policing Bill, to introduce a two-stage age verification measure for the online sale of crossbows. Current legislation, through the Crossbows Act 1987, requires that crossbows, or parts of a crossbow, can only be sold or hired to someone over the age of 18. The new changes to legislation bring in the same stricter requirements for online sales or hire of crossbows that are being introduced for knives. This means that photographic identity documents, together with a current photograph, must be provided at point of hire or sale, with photographic identity checks at point of delivery, and a new offence of delivering to someone other than the buyer or hirer, meaning that a crossbow cannot be left on a doorstep or delivered to a locker.

Section 1 of the Crossbows Act makes it an offence to sell or let for hire 'a crossbow or part of a crossbow' to a person under 18. The maximum penalty is six months' imprisonment or an unlimited fine. Under the new proposals, if the courier or person delivering on behalf of the courier fails to do this, they will commit a summary offence attracting a penalty of an unlimited fine.

The changes will work as follows:

**Step 1- at the point of remote sale.** The legislation would introduce age verification requirements at the point of sale and set out in legislation the minimum requirements for age verification. i) This must include an official identity document of the person making the purchase showing the date of birth. This could be a UK or foreign passport or UK driving licence. The legislation will provide a regulation power so that the

government can specify other identifiers in the future. The buyer's identity document must be accompanied by a current photograph of the person making the purchase at the time of sale.

**Step 2 – at the point of delivery.** ii) the seller, hirer, courier (including those operating collection services) must ensure that the person receiving the package at a residential address is the same person who bought or hired the crossbow. The courier must check the age and identity of the receiver by checking that person's official identity document. The courier must not hand the package to anyone but the buyer or the hirer (where the buyer/hirer is an individual). It will be a new offence to hand it over to a person who is not the buyer/hirer.

### General observations

Two-stage verification might negatively affect those who do not possess the relevant photographic identification documents to enable them to buy a crossbow, or crossbow part online, and this could disproportionately affect elderly or young people who do not possess either a driving licence or a passport. There is no information available about the percentage of people who hold either a passport or a driving licence. However, data from the National Travel Survey states that 74% of all adults hold a full driving licence while 29% of all people aged 17-20 hold a full driving licence. 76% of 60-69-year-olds had a full driving licence and 73% of all people aged 70 and above have a driving licence. Data from the 2021 Census reveals that 20.8% of people aged 65+ do not hold any passport. This compares with a figure of 13.5% of the population who do not have a passport (UK or otherwise) according to the 2021 Census.

We are aware of the list of further identification documents which are acceptable for people who do not have a passport or driving licence to enable them to vote in local and general elections which could also be acceptable forms of identification for this process, including a Voter Authority Certificate.

This could be considered for future if a need is evidenced, as the legislation also provides a regulation making power so that the Government can specify other means of identification in the future.

These provisions do not prevent those without the necessary identity documents from purchasing a crossbow or crossbow part, they simply prevent them making an online purchase. There is nothing to prevent them visiting a store in person and purchasing the item from there. The requirement for couriers (including those operating collection services) to place the article into the hands of the buyer or hirer might also affect those with disabilities who are not physically able to answer the door in order to receive the delivery. There is nothing to prevent another person from ordering a crossbow online and receiving it on the person's behalf or assisting them to either answer their door or visit a store in person in order to make a purchase.

The snapshot grid provides more detail about those affected.

No other groups with protected characteristics are disproportionately affected.

	<b>Eliminate unlawful discrimination</b> (Direct and Indirect)	<b>Advance equality of opportunity</b> (Access)	<b>Foster good relations</b> (Stakeholders)
<b>Age</b>	<p>The two stage age verification measures: would have an indirect effect on those who don't have suitable identification documents, such as passports or driving licences. It is already a prohibition on those aged under 18 buying crossbows or crossbow parts. The provision would affect those who don't have suitable documentation, such as those without passports and driving licences – as such this might be more likely to affect the elderly and the young. More generally, under section 1 of the Crossbows Act 1987 it is already an offence to sell a crossbow, or part of a crossbow, to a person aged under 18.</p> <p><i>Data from the National Travel Survey (Department for Transport statistics) 29% of all people aged 17-20 had a full driving licence, 76% of 60–69-year-olds had a full driving licence and 73% of all people aged 70 and above have a driving licence. This is in comparison with 74% of all adults who have a full driving licence.</i></p>	<p>This may ensure that those under the age of 18 who might otherwise attempt to purchase a crossbow online avoid committing an offence through these new measures and guidance that will be issued.</p>	<p>The measure will likely benefit the safety of the public so that the risk is reduced from anyone under the age of 18 being able to buy crossbows online. The changes to legislation also provide that guidance can be published on the operation of the age verification requirements, including suitable ID, and engagement will need to take place with key stakeholders (sellers, delivery companies and members of the public who have an interest including young people).</p>

	<p>Spreadsheet NTS0201 on <a href="#">Driving licence holding and vehicle availability - GOV.UK</a></p> <p>In relation to passports, latest data, from the 2021 Census reveals that 20.8% of people aged 65+ do not hold any passport. This compares with a figure of 13.5% of the population who do not have a passport (UK or otherwise) according to the 2021 Census.</p> <p>The effect of this measure on those without a suitable identification method - to the extent that it is not mitigated - is expected to be objectively justified on health, safety and welfare grounds owing to the risks that crossbows may be bought online without having to provide proof of identity which may result in public protection issues.</p>		
<p><b>Disability</b></p>	<p>There is potentially indirect discrimination as the policy will prohibit a third party from taking delivery of a crossbow on behalf of a disabled person who is unable to take delivery (where a person's disability prevents them from receiving the crossbow directly) even if that third party could prove that they are 18 or over themselves. As a mitigating measure,</p>	<p>There is potential difficulty for those with relevant disabilities who might not be able to take the delivery without help to access crossbows or parts of a crossbow. However, this could be mitigated through the assistance of another person being present or that the item is bought by a third party over the age of 18 from a shop for the individual.</p>	<p>There is a risk that the measure might make it more difficult for those with disabilities to be able to receive crossbow deliveries to their home address. We can work with sellers and delivery companies to ensure that considerations are covered for such an event in the guidance that will be issued once the legislation has been</p>

	<p>sellers and delivery companies could mitigate this by providing measures for a person to indicate that they have a disability so that delivery is arranged for when another person is present to assist the buyer to the door.</p> <p>Alternatively, the purchase and delivery could be made by a third party on their behalf.</p>		<p>passed and before the measures come into effect.</p>
<b>Gender Reassignment</b>	<p>There is no discrimination, direct or indirect on gender reassignment that has been identified from any of the measures.</p>	<p>No effect on the equality of opportunity has been identified from any of the measures.</p>	<p>There is no known effect on fostering relations that has been identified from any of the measures.</p>
<b>Pregnancy and Maternity</b>	<p>There is no discrimination, direct or indirect has been identified from any of the measures.</p>	<p>No effect on the equality of opportunity has been identified from any of the measures.</p>	<p>There is no known effect on fostering relations that has been identified from any of the new measures.</p>
<b>Race</b>	<p>There is no discrimination, direct or indirect has been identified from any of the measures.</p>	<p>No effect on the equality of opportunity has been identified from any of the measures.</p>	<p>There is no known effect on fostering relations that has been identified from any of the new measures.</p>
<b>Religion or Belief</b>	<p>There is no discrimination, direct or indirect has been identified from any of the measures.</p>	<p>No effect on the equality of opportunity has been identified from any of the measures.</p>	<p>There is no known effect on fostering relations that has been identified from any of the new measures.</p>
<b>Sex</b>	<p>Data from the National Travel Survey (Department for Transport statistics) reveals that 70% of women have a full driving licence in comparison with 80% of men having a full driving licence.</p>	<p>No effect on the equality of opportunity has been identified from any of the measures.</p>	<p>There is no known effect on fostering relations that has been identified from any of the new measures.</p>

	There is no corresponding detail available for passports.		
<b>Sexual Orientation</b>	There is no discrimination, direct or indirect has been identified from any of the measures.	No effect on the equality of opportunity has been identified from any of the measures.	There is no known effect on fostering relations that has been identified from any of the new measures.
<b>Marriage or Civil Partnership</b>	There is no discrimination, direct or indirect has been identified from any of the measures.	Does Not Apply	Does Not Apply