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Equality Impact Assessment

The Equality Impact Assessment Guidance **must** be used when completing this form:
http://intranet.aware.mps/Corporate/Policy/Territorial_Policing/SOP/Equality_Impact_Assessment_SOPs.htm

Freedom of Information Act Document		
Protective Marking: Not protectively marked	Publication (Y/N): Y	
Title: Equality Impact Assessment by CO14 Clubs and Vice unit use of Promoted Event Risk Assessment Form 696.		
Summary: To ensure fairness and compliance with legislation when using Form 696 to assess promoted music events within the Metropolitan Police Service area.		
Branch / OCU: CO14 Clubs and Vice (Intelligence Unit)		
Date created: April 2009	Review date:	Version: 3.0
Author: Detective Sergeant Thomas BOWEN CO14		

Directorate/Department/Borough/OCU: CO14 Clubs and Vice Unit
Name, type or title of proposal (If a corporate policy, a policy workbook must also be completed): Promoted Event Risk Assessment Form 696

1. Aims and Purpose of Proposal - see Step 1 of the Guidance

The AIM of the Promoted Event Risk Assessment Form 696 is to conduct an intelligence assessment on a promoted event in order to support MPS and Home Office objective of reducing gun, knife and most serious violence offences at promoted events across the MPS.

There are 5 elements to an event that are assessed:

- The venue
- The management of the venue
- The security staff to be deployed for the event
- The promoter for the event
- The featured artists due to perform at the event

The use of the Form 696 is to identify potential risk of gun, knife and most serious violent offences at promoted club nights. This will then allow the local police, management of the venue and the promoter to work together to agree on a Risk Management Plan to minimise risk of such offences.

The form is a free voluntary service for the management of licensed premises to complete and submit to CO14 Clubs Focus Desk and their local police licensing unit. However, the completion of the form may be a licensing condition attached by the local authority on some premises licences. The advertising and recommendation on using the form will be made through the local police licensing unit who have knowledge of local venues that may benefit from using the form.

2. Examination of Available Information – see Step 2 of the Guidance.

Information required –

The Form 696 and the post event feedback Form 696A has been in use since October 2005. In October 2008 the form 696 and 696A were combined and reduced to 4 pages as a result of feedback from management of licensed premises and promoters using the form.

In April 2009 the head of Clubs and Vice Unit, Detective Chief Superintendent Richard MARTIN commissioned a full review on the use of the Form 696. As a result of the review the information requested on the form was reduced and is now the minimum amount required to be able to correctly complete an intelligence assessment of an event.

The Venue – full address.

Full address of the venue is necessary to correctly assess whether the venue is equipped to hold the proposed event. Is there any recent history of concern around the venue such as known gangs frequenting it? Are there any premises nearby which may be vulnerable when considering the nature of the proposed event?

The Management of the Venue. – Name and contact details.

Is the management team experienced? Have they held similar events in the past? Have they engaged with police and considered potential risks?

The Promoter – Name, date of birth, address and contact numbers.

The name, date of birth and address are needed in order to positively identify an individual. They are cross-referenced with police and open source intelligence systems. Contact numbers are necessary to facilitate communication between the promoter and the police for continued monitoring of intelligence and information sharing for the event. The information is used to assess if the promoter is someone who is established. Does the promoter have a history that may be of concern; e.g. over selling of tickets or not paying other parties? Does the promoter have a track record that may be relevant? Is he/ she associated with any known gangs?

The DJ / Featured Artist - Name, date of birth, address.

The name, date of birth and address are needed in order to positively identify an individual. They are cross-referenced with police and open source intelligence systems. The information is used to establish if there have been incidents at previous appearances. Does the individual have a known gang following? Do they use lyrics that could be considered inflammatory such as homophobic or racist content that could trigger violence in the audience or by others protesting at such content.

The Security Staff – Company name and contact name for the security company. Is anything known about the company? Is it an approved contractor with the SIA? Are door supervisors correctly licensed and trained? Are there sufficient security proposed for the event?

Reliability of information – The management of the premises for the proposed event is responsible to ensure that details supplied on the form 696 are correct.

Current available data –

1. Since 1 January 2007 a spreadsheet has been maintained capturing data of who is submitting the Form 696 to police for assessment that is available to assist with analysis.
2. Comparable crime figures broken down to each borough to show trends in violence and shootings linked to licensed venues and the volume of form 696 usage across the MPS.
3. Snap shot of violence in licensed premises linked to music collated in June and July 2009.
4. Review document on Form 696 with feedback on recommended changes.

Engagement with users of the Form 696. Clubs Focus Desk staff working with local police licensing units have been responsible for speaking to the Management of premises in their area and promoting its use. Clubs Focus desk staff have developed and continue to facilitate a promoter's forum that met in April and November 2008 and May and August 2009. Over 50 people attended on each occasion. They have also held events for management of license premises to promote its use.

The review was conducted in consultation with -

- LACoRS (Local Authorities Coordinators of Regulatory Services).
- LA - (Local Authority) Licensing units
- DCMS - Department of Culture Media and Sport
- GLA - Greater London Authority department for Arts and Culture
- Independent Promoter Network
- UK Music
- Musicians Union
- Promoters of club nights
- Management of premises holding promoted events
- Directorate of Information
- Diversity Citizen Focus Directorate
- MPS licensing unit
- Trident IAG (Through SCD8 Trident)

Additional research - Consultation needs to be extended to include greater number of independent advisory groups from LGBT, race and Met youth advisory group. Clubs and Vice Unit are working with the MPS Diversity Citizen Focus Directorate to consult with its advisory groups.

3. Consultation/Involvement - see Step 3 of the Guidance

a. Who is responsible for managing this consultation/involvement?

Chief Inspector Adrian STUDD (CO14 SMT)
Detective Sergeant Thomas BOWEN (CO14 Intelligence Unit)

b. Why is this consultation/involvement taking place?

The risk assessment process is designed to equip management of licensed premises and promoters of events with as much information as possible about the individuals and organisations involved with a proposed event. It builds on the premises own generic risk assessment and it is only with this full information that an informed decision can be made in relation to the level of threat of serious violence and therefore measures required to negate that threat. Our own analysis of the process, together with feedback from users and critics, identified a need to ensure that the form was as clear and concise as possible while still ensuring the essential information was obtained.

It became clear, in part due to media interest, that there was a lot of misunderstanding and misrepresentation of the use of the risk assessment process and form 696. It was decided to expand the review and consultation process that had been ongoing to involve those critics as well as community groups and other stakeholders. Key concerns raised were around a perceived potential to impact on the provision of live music, examples of music genres on the original form (now removed) and the fact that the use of the risk assessment process and form 696 has been used by Licensing Authorities as a condition on some premises licences. This use is intended to ensure a premises meets its obligations under the Licensing Act 2003 to support the licensing objectives.

The risk assessment process and form 696 has been viewed by some parties as an attempt to hold back further deregulation of the provision of public entertainment in general and live music in particular, which they deem to be a desirable direction of travel for the industry. In order to address this it was decided to widen the consultation and invite those critics to take part. Through engaging in open debate and demonstrating complete transparency there will be greater understanding and acceptance of the process.

c.

Who is included within the consultation/involvement, including which group(s)? Consider beneficiaries, stakeholders, service users or providers and those who may be affected.

Promoters

Management of licensed premises

Members of the general public

Police - Uniformed response officers / specialist police units i.e. Op Trident / Trafalgar

Local residents adjacent to licensed premises

London Ambulance Service

London Fire Brigade

National Health Service

Licensing Authorities

Community Groups

Local Businesses

Security Industry Association

Trident IAG

LGBT IAG

MYAG

RACE IAG

d. What methods of consultation/involvement are employed to ensure full information sharing and participation, e.g. surveys, interviews, community meetings?

Legal Advice

In April 2006 Counsel advice through Directorate of Legal Services (DLS) was sought in the development of wider use of the form 696. This advice confirmed our belief that the use of the risk assessment process and form 696 was appropriate and lawful.

London Councils Licensing Sub-Group

In August 2007 London Councils licensing Sub-Group supported the use of the form 696 to assist Licensing Authorities to reduce crime and disorder. They recommended that each Licensing Authority include a recommendation to use the risk assessment process and form 696 in their individual Licensing Policy.

Promoters Forum met in June 2008, November 2008, April 2009 and the next planned forum is in August 2009.

Presentation to Black Club Owners Forum in February 2009 and June 2009.

Presentation delivered to TRIDENT IAG in MARCH 2009.

A feedback questionnaire was circulated by e-mail to users of Form 696 in July 2009.

Face to face meetings with individuals who wish to discuss the use of the form with clubs and vice unit.

Consultation meetings were held in May and September 2009. those invited and attending were
LACoRS (Local Authorities Coordinators of Regulatory Services.
LA - (Local Authority) Licensing units
DCMS - Department of Culture Media and Sport
Independent Promoter Network
Musicians Union
Promoters of club nights
MPS licensing units
UK Music (Feargal Sharkey did not Attend the Sept meeting).

e. What are the results of the consultation/involvement? How are these fed back into the process?

As a result of the feedback obtained during the review in 2009 thirteen recommendations have been made:

Recommendation 1: Form 696 to remain as a key tactic in reducing violent crime in London linked to promoted events.

Recommendation 2: Change the current wide definition of a 'significant event' to a more focused set of guidelines that reflects the analysis undertaken.

Recommendation 3: Ensure the new proposals of an 'event' provide greater clarity that unless placed as a condition on a licence the completion of the Form 696 is voluntary.

Recommendation 4: Ensure that all borough licensing officers are trained in the use and application of the form and that Clubs and Vice put in place a system to quality assure its use to ensure it is used appropriately.

Recommendation 5: To develop a scrutiny panel to have access and review the completion of form 696 and the process adopted by Clubs and Vice on a regular basis.

Recommendation 6: Clubs and Vice to develop a centralised system for collating information raised by Form 696 to enable effective monitoring of its use.

Recommendation 7: The follow up feedback Form 696A needs more effective collation to enable assessment and a quality assurance process to be developed.

Recommendation 8: The requirement to provide details of the music style on Form 696 to be removed.

Recommendation 9: Form 696 to remain in its current format as a voluntary system unless placed on the conditions of the operating license.

Recommendation 10: Clubs and Vice to enable the revised form to be available for use by any person who is planning to hold / organise a promoted event.

Recommendation 11: The current 14 day submission requirement to remain.

Recommendation 12: The requirement to provide telephone details of the artist to be removed from Form 696.

Recommendation 13: Cover page to be added to the front of Form 696 to address the issues of what the information is gathered for, how it is stored and how data subjects can gain access to it.

Action on recommendations.

No.	Recommendation	Action	Completed date.
1	696 to remain as key tactic.	Commitment to continue use of 696 given by Ch. Supt. Martin to MPA on 10 September 2009.	8 September 2009
2	Change current wide definition of a significant event to set of guidelines.	Definition now removed, consultation continues with musicians union on new form of words. 9 September 2009. Now completed and risk factors determined for new form.	12 October 2009
3	Ensure the voluntary nature of the 696 is clear, unless a licence condition.	Now clear on new form.	12 October 2009
4	Ensure MPS licensing officers are trained in use of 696	Training programme under way and first dates arranged.	Ongoing
5	Scrutiny panel of 'critical friends' reviewing completed 696s	Trident IAG have agreed to chair such a panel. 10 September 2009 Panel agreed and terms of reference now being considered.	14 October 2009
6	CO14 to develop centralized system for monitoring use of 696	Spreadsheet now produced.	14 October 2009
7	696A feedback form to be quality assured	Working party established by DS Bowen 9 September 2009.	Ongoing
8	Requirement to provide music style on 696 to be removed.	Now removed from 696.	8 September 2009
9	Use of 696 to remain voluntary unless adopted as a condition on the premises licence.	CO14 have no intention to make the use form 696 compulsory, neither are there currently any provisions under legislation to allow blanket conditions.	8 September 2009
10	Revised 696 to be available to anyone who wishes to use it	Form details now finalised and form with legal services. Anticipated to be available on internet by Friday 23 October 2009	
11	Current 14 day submission period to be retained.	In order to allow sufficient time for research the 14 day period will remain.	8 September 2009
12	Requirement to provide telephone number of artists to be removed from form	Requirement removed from current draft of form.	8 September 2009
13	Cover page to be added to 696 with advice on data protection etc.	Cover page added explaining use of information.	8 September 2009

July 2009 Feedback Questionnaire - The questionnaire was circulated by e-mail to all current e-mail addresses that have previously submitted a Form 696 into Clubs and Vice for assessment. (270)

Key Findings

- 93% of respondents are aware that the Form 696 objective is to reduce violence in the nighttime economy.
- 98% agree with the objective.
- 87% agree that Form 696 assists the objective.
- 91% believe the MPS should continue using Form 696.
- 96% use the form for all promoted events or new events; 4% due to police request.
- 89% find the form easy to complete.
- 69% responded that they always receive feedback from the police in sufficient time, 24%

sometimes and 7% never.

- 64% made no requirement to change the form. Of the 36% requesting a change most addressed specific points within the form with a handful asking for the form to be generally simplified (9%).
- Of the 34% who made additional comments most were aimed at administrative points about the form. 13% of replies were very supportive of the form and the perception of its impact. 4% of replies commented on the need to be more appropriate on the targeted venues or event types.

4. **Screening Process for relevance to Diversity or Equality issues** - see Step 4 of the Guidance

(i) Will the proposal have significantly higher impact on a particular group, community or person the MPS serves or employs?

Explain: It is likely to impact disproportionately on black communities.

The decision to use Form 696 is for the management of the premises to decide unless it is required as a condition on a premises license. The form is currently used by over 270 premises within the MPS for events that cater for a variety of promoted events involving artistes such as MCs, DJs and other performers. These include birthdays, music awards and club nights catering for every music genre. The process of reviewing and risk assessing events is based solely on a pre determined set of risk factors (see form). These do not include the race or culture of those involved or attending the event.

However, analysis from SCD8 Trident has shown that members of black communities are disproportionately affected by gun crime. About 75% of all shootings in London have both a victim and suspect from black communities and this is reflected in the shootings that take place inside or directly outside licensed venues such as pubs and clubs. As the use of the risk assessment process and form 696 is aimed at tackling the most serious violence and gun crime it is likely that more events featuring predominantly black artistes or a predominantly black audience will be required to complete a risk management plan than those not featuring such artistes or audience.

All references to culture and music genre have been removed from the form as a result of the consultation process so it is not possible to monitor this aspect.

(ii) Will any part of the proposal be directly or indirectly discriminatory?

Explain: No. The use of the form is available for voluntary use by management of nightclubs or large public houses that hold promoted events predominantly featuring DJs or MCs playing to recorded music.

(iii) Is the proposal likely to negatively affect equality of opportunity?

Explain: No. The use of the risk assessment process and form 696 will promote equality of opportunity by identifying and managing the risk of gun, knife and most serious violence regardless of the race or culture of those involved. It will improve opportunity by allowing events to go ahead that would otherwise have been cancelled due to crime and disorder concerns.

(iv) Is the proposal likely to adversely affect relations between any particular groups or between the MPS and those groups?

Explain: No. The risk assessment process and form 696 is widely supported by the black promoters who use it to enable them to hold events that could otherwise be cancelled. The Trident IAG have been supportive and engaged with the process.

(v) Are there any other community concerns, opportunities or risks to communities arising from the proposal?

Explain: Yes

Management of licensed premises and promoters using the Form 696 are concerned that if the risk assessment process and form 696 are scrapped, as some have called for, they will be unable to make informed decisions based on proper research and this will lead to an increase in the most serious violence and gun crime. This in turn will reduce opportunities for the promoters to hold events as venues become reluctant to hold an event they cannot be confident will go ahead safely.

For example - A Form 696 was received in relation to an event taking place at LAMBETH on 7 March 2009. The promotion was for a birthday party. Research identified that the party was for a known gang member from the Brixton area. The man was known to Trident, heavily involved in drugs and firearms crime in Lambeth. He was known to have access to firearms and to take them into venues. The party was listed as being a private event; however tickets were also available on the door. Anyone could attend the event so rivals in the drugs trade or rival gang members could easily attend. The venue had previously attracted known criminals and intelligence indicated that firearms had also regularly been taken into the venue. The information was shared with the local licensing unit who discussed the event with the management of the premises. After discussions with the local licensing unit the management of the venue decided to cancel the event.

(vi) Is the proposal likely to harm positive attitudes towards others and discourage their participation in public life?

Explain: No. On the contrary, events that are seen to be held safely will encourage all members of the community to attend and give reassurance that they will be safe.

(vii) Is the proposal a major one in terms of scale or significance?

Explain: Yes. In April 2009 The House of Commons Culture, Media and Sport select committee reviewed the Licensing Act 2003. No evidence was taken from police in attendance concerning the 696; however among their subsequent recommendations was that the form be scrapped.

As previously discussed the risk assessment process and form 696 has been used by some to pursue a wider agenda of deregulating live music and has been the subject of much misinformation. The Musicians union has obtained over 17,000 signatures on petition on the Prime ministers web site calling for the form to be scrapped because of the perceived impact on live music, despite there being no evidence of this. The DCMS themselves in their review of the Licensing Act 2003 have concluded that the Act has had no appreciable impact on live music.

The current MPS view is that the risk assessment process and form 696 themselves are a small scale operational policing issue and one of a number of initiatives that are contributing to the reduction in gun crime and the most serious violence. However, it has had the profile raised due to the wider issues of deregulation. It is anticipated that once the process is better understood the scale of interest will decline.

From the answers supplied, you must decide if the proposal impacts upon diversity or equality issues. If yes, a full impact assessment is required. If no, complete the following box and enter a review date at the end of the form.

Full Impact Assessment Required	Yes <i>(delete as applicable)</i>
Signed: DS BOWEN	Date: 14/10/09
Supervised: Adrian Studd, Ch. Insp.	Date: 14/10/09

5. Full Impact Assessment – see Step 5 of the Guidance

a)	Explain the likely differential impact (whether intended or unintended, positive or negative) of the proposal on individual service users or citizens on account of:
	Age: older people, children and young people.
	<p>Details: The Form 696 is designed to identify risk at promoted music events. When intelligence is identified that may result in a risk of gun, knife or most serious violence incident occurring at the venue a Risk management Plan is considered between all interested parties of the event to identify and manage the risk or for the event to be cancelled. Intelligence of such risk is more commonly linked with events that are more appealing to young people aged between 18 years and 24 years old. These events are more likely to be either subject to a risk management plan of increased security, increased police presence or subject to cancellation. The impact on young people is positive by making events they are likely to attend safer and leading to the cancellation of those that cannot be managed safely.</p>
	Disability in line with the Social Model.
	Details: None
	Faith, religion or belief: those with a recognised belief system or no belief.
	Details: None
	Gender or marital status: women and men.
	<p>Details: Gender, a positive impact on males as analysis shows young males are more likely to be both the victims and suspects for violent offences. The risk assessment process reduces such violence. Marital status. None.</p>
	Race, ethnicity, colour, nationality or national origins.
	<p>Details: Yes - Analysis from SCD 8 Trident has shown that members of black communities are disproportionately affected by gun crime. About 75% of all shootings in London have both a victim and suspect from black communities, this disproportionality is reflected in the shootings that take place inside or directly outside licensed venues such as pubs and clubs. As the use of the risk assessment process and form 696 is aimed at tackling the most serious violence and gun crime it is likely that more events featuring predominantly black artistes or a predominantly black audience will be required to complete a risk management plan than those not featuring such artistes or audience. This is having the positive impact of making these events safer for members of black and minority ethnic communities to attend</p>
	Sexual orientation, transgender or transsexual issues.

	<p>Details: Yes. The risk assessment process has a positive impact on the safety of members of these communities by considering all aspects of an event and its location. This enables improved monitoring or cancellation of an event that may promote hatred to anyone because of sexual orientation or because of their gender identity.</p>
	<p>Other issues, e.g. public transportation users, homeless people, asylum seekers, the economically disadvantaged, or other community groups not covered above.</p>
	<p>Details: None</p>
b)	<p>Is the proposal directly or indirectly discriminatory? Is there a genuine occupational requirement?</p>
	<p>Details: As discussed the risk assessment process and form 696 could impact disproportionately on black communities. However, this impact is positive and there is a genuine need for it.</p>
c)	<p>Explain how the proposal is intended to increase equality of opportunity by permitting positive action.</p>
	<p>Details: Form 696 provides an opportunity to engage with all communities to work towards providing safe events. It is important that wherever communities are at risk opportunities are identified to reduce this risk. Promoters, particularly those from black and minority ethnic communities that may not have the backing of a large organisation, are able to use the risk assessment process and form 696. It enables them to build a good reputation and demonstrate that they are reliable and professional. This gains them more opportunity to take on bigger and better events. The current economic and political climate has also seen a rise nationally in bands supporting far right politics, sometimes referred to as 'Oi' music. These events can lead to increased risk of violent crime and disorder from both those who support such views and those who object to them. The risk assessment process and form 696 assists with managing the risk posed by such events.</p>
d)	<p>Explain how the proposal is likely to promote good relations between different groups.</p>
	<p>Details: Promoters who use the Form 696 acknowledge its value. It enables them to display to the management of licensed premises that they are serious professionals. Able to hire a premises and promote a safe event. Regular use of the form has enabled individuals to build trust and relationships with the management of premises they use.</p>
e)	<p>Explain how the proposal is likely to promote positive attitudes towards others and encourage their participation in public life.</p>
	<p>Details: Events that are seen to be held safely will encourage all members of the community to attend and give reassurance that they will be safe. They will dispel public perceptions that certain events always attract problems.</p>
f)	<p>Explain how the proposal enables decisions and practices to adequately reflect the service user's perspective.</p>
	<p>Details: The risk assessment process and form 696 facilitates work with all parties holding a promoted event to ensure a safe event that benefits the management of the premises, promoter, artist, the customers and the local community. This promotes more diverse events being held in London safely. Where intelligence is identified that is of concern to public safety or crime and disorder the police work together with all interested parties to manage the risk. As a last resort if a risk management plan cannot be agreed there are powers available to police to close events thus ensuring the safety of the public is not compromised.</p>

6. Modifications – see Step 6 of the Guidance

Could the proposal be modified to reduce or eliminate any identified negative impacts, or create or increase positive impacts? What improvements have been made?

The form has been subject to considerable modification to reflect the range of views expressed during the consultation process. These have been highlighted in this form. There are no further modifications to be made that will have an affect on the impact, either positive or negative.

7. Further Research - see Step 7 of the Guidance

Given the analysis so far, what additional research or consultation is required to investigate the impacts of the proposal on the diversity strands?

Consultation is to be extended to Met Youth advisory group, RACE and LBGT IAG.

8. Decision-making - see Step 8 of the Guidance

a. Name, rank or grade of decision maker Adrian Studd, Ch. Insp.

b. What is the Decision?

Reject the proposal

No *(delete as applicable)*

Introduce the proposal

Yes *(delete as applicable)*

Amend the proposal (an impact assessment should be made of any amendments)

No *(delete as applicable)*

c. Name, rank or grade of SMT/(B)OCU/Management Board endorsing decision
Det. Ch. Sup. Richard MARTIN. OCU Cmdr, CO14 Clubs and Vice.

9. Monitoring - see Step 9 of the Guidance

a. How will the implementation of the proposal be monitored and by whom?

A scrutiny panel of independent advisors will be set up to monitor the use of the form. Information from the form on its voluntary use and its use on live music will be collated and monitored by Clubs and Vice SMT and available to the scrutiny panel.

b. How will the results of monitoring be used to develop this proposal and its practices?

The results will be considered by the scrutiny panel and used at future consultation group meetings.

c. What is the timetable for monitoring, with dates?

Please see 'action on recommendations' sheet on page 6.

10. Public Availability of Report/Results - see Step 10 of the Guidance

What are the arrangements for publishing, where and by whom?

The review report is to be published on the MPS internet site and has been shared openly with all key stakeholders and its current users.

Person completing EIA: Signed: Thomas Bowen, DS.	Date: 14/10/09
Person supervising EIA: Signed: Adrian Studd, Ch. Insp.	Date: 14/10/09
Quality Assurance Approval: Name and Unit: Tess Joseph Diversity Advisor	Date: 21/10/2009
Date Review Due: 14/10/10	