

Police and Crime Commissioner's Horizon Scanning Briefing

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1. POLICY AND PRACTICE

[The Queen's Speech – 14 October 2019](#)

Queen's Speech sets out the Government's intended legislative programme for the next Parliamentary session. This centres on delivering Brexit, supporting the NHS, tackling violent crime, strengthening the criminal justice system, ensuring fairness and protection for individuals and families, 'levelling up' opportunity through better infrastructure, education and science, protecting the environment and improving animal welfare. The government also committed to consult on a new Victims' Law, publish a revised Victims' Code early in 2020 and continue to develop proposals on online safety which introduce new regulations for internet companies. For full details of the crime, policing and criminal justice-related bills announced, please refer to page 7 of this briefing.

[Home Office announces targets for first wave of police officer uplift – 9 October 2019](#)

Home Office confirms year one officer recruitment targets for forces across England and Wales as part of plans to increase police numbers by 20,000 by March 2023. £750m will be made available to recruit up to 6,000 additional officers by March 2021, including associated costs such as training and kit. Progress in delivering against the uplift is being driven by the National Policing Board which was established in July and is chaired by the Home Secretary. The '[Be a Force For All](#)' recruitment campaign was launched in September.

[£6.4m Prison release accommodation pilot goes live – 10 October 2019](#)

Prisons Minister launches pilot scheme in Leeds, Pentonville and Bristol prisons to provide ex-offenders with dedicated accommodation for up to 2 years and tailored support in the lead up to their release date. The pilot aims to reduce homelessness among this vulnerable population as part of MHCLG's Rough Sleeping strategy.

[Local Authority domestic abuse accommodation support duty confirmed – 14 October 2019](#)

Government consultation response confirms plans to place a statutory duty on tier 1 Local Authorities to commission services (based on robust assessments of local need) for all domestic abuse victims and their children to help them access safe accommodation. Domestic abuse local partnership boards will also be created to work with Local Authorities in carrying out these functions. As part of the consultation response, the government makes clear that local areas will have flexibility in how they use existing boards or structures to establish partnership boards. The government will also provide comprehensive guidance to local authorities, including a standardised needs assessment to encourage consistency across the country, and will work with local authorities to determine the new administrative and financial burdens of delivering the duty.

[Anti-knife crime community fund: successful 2019/20 bids published – 18 October 2019](#)

Details of the 61 initiatives receiving a share of the £1.53m anti-knife crime community funding for 2019/20

[Independent Anti-Slavery Commissioner publishes Strategic Plan 2019-2021](#) – 18 October 2019

Anti-slavery Commissioner's Strategic Plan is laid before Parliament in accordance with the Modern Slavery Act 2015. The Strategic Plan outlines the objectives and priorities for the period 2019 – 2021 which include:-

- Improving victim care and support, including for child victims where referrals are growing.
- Supporting law enforcement and prosecutions through better co-ordination and equipping professionals
- Focusing on prevention by raising public awareness and working with the private and public sectors
- Getting value from research and innovation – defining the scale of the problem and developing partnerships

[Updated IOPC Guidance for police on tackling moped crime safely](#) – 17 October 2019

Updated guidance acknowledges tactical contact as a legitimate use of force for appropriately trained police drivers where authorised, but seeks to better support police officers in carrying out their assessment of the situation and risks posed. The guidance considers use of alternative tactics, weighing up severity of the offence and likelihood of causing injury to the riders, others and themselves. Use of the tactic must be authorised.

[Updated CPS Female Genital Mutilation Prosecution Guidance](#) – 17 October 2019

CPS publishes updated prosecution guidance on FGM which:

- makes clear that suspects can face prosecution in the UK regardless of where the procedure took place
- offers clarity on genital piercing and genital cosmetic surgery given the rise in popularity in these procedures
- offers extra guidance for investigators on which types of expert evidence can be secured build a prosecution
- offers extra guidance on the ways in which FGM victims can be supported through criminal justice system.

[New sentencing guidelines for public order offences](#) – 16 October 2019

Sentencing Council publishes new guidelines for public order offences which will come into effect on 1 January 2020. This includes the offences of rioting, violent disorder, affray, threatening or provocation of violence, disorderly behaviour with intent to cause harassment, alarm or distress, offences relating to stirring up racial or religious hatred and hatred based on sexual orientation and related racially or religiously aggravated offences.

[Forensic pathology: Updated code of practice and performance standards](#) – Published 14 October 2019

[College of Policing Brief September / October 2019](#) – Published 9 October 2019

[Stop and Search 'Section 60' pilot: Equality Impact Assessments](#) - 17 October 2019

Equality Impact Assessments of the relaxation of the use of Section 60 stop and search powers published

Recent Parliamentary briefings: [Suicide Prevention: Policy and Strategy](#) (10 Oct), [Rough sleepers: access to services and support](#) (9 Oct), [CCTV surveillance by your neighbour](#) (4 Oct)

Recent Parliamentary debates: [Public Services](#) (16 Oct), [Domestic Abuse Support](#) (15 Oct), [Sale of Knives](#) (8 Oct), [Knife Crime Prosecutions](#) (8 Oct), [Support for Victims of Crime in Court](#) (8 Oct), [Modern Slavery \(Victim Support\) Bill](#) (7 Oct), [Offender Management and Treatment](#) (3 Oct)

2. RESEARCH, DEVELOPMENT AND STATISTICS

[Hate in the Machine: Social Media Posts as Predictors of Offline Hate Crime](#) – 15 October 2019

Research paper from Cardiff University's HateLab project demonstrates how online hate victimisation which begins on social media can migrate to the physical world. The study, which collected Twitter and police recorded crime data from London over an 8 month period shows that as the number of 'hate tweets' made from one location increased, so did the number of racially and religiously aggravated crimes, including violence, harassment and criminal damage. HateLab is a global hub for data and insight into hate crime that, with a total of £1,726,841 funding over five projects, has developed an Online Hate Speech Dashboard and an algorithm which could help police predict and pro-actively prevent spikes in hate crime against minorities in specific areas.

[Hate crime, England and Wales, 2018 to 2019](#) – Published 15 October 2019

Home Office statistical publication highlights a sustained increase in police recorded hate crimes since 2012/13 (+145%) although the rise recorded in the latest year (+10%) is the lowest seen since 2013/14. While have been mainly driven by improvements in police crime recording practices, the report also notes genuine spikes in hate crime that have occurred following events such as the EU referendum and terrorist attacks in 2017. The majority of hate crimes are race-related (71%). Lower volume hate crimes such as transgender (2%), sexual orientation (13%) and disability (7%) hate crime have risen by 37%, 25% and 14% respectively. In contrast, the Crime Survey for England and Wales shows a fall in the underlying rate of hate crime over the last decade, with the estimated number of incidents experienced by adults each year falling from around 307,000 to 184,000 in 2016-2018. The next long-term estimates of hate crime prevalence will be published as part of the 2020/21 statistical bulletin. Around 11% of all hate crime flagged offences resulted in a charge or summons. Offence data available at [police force level](#).

[Crime in England and Wales to June 2019](#) – Published 17 October 2019

ONS publish latest Crime Survey for England and Wales and police recorded crime statistics which show no significant change in overall crime over the previous year. At offence-level, however, there have been continued increases in thefts of motor vehicles (+7%), robbery (+11%) and fraud (+15%), and further reductions in computer viruses (-27%), burglaries (-4%) and homicide offences (-4%). While lower-harm violence offences showed no significant change, police recorded crime data shows continued increases in some less frequent but high-harm types of violence, including and firearms offences (+4%) and offences involving knives and sharp instruments (+7%) which reached the highest level since comparable records began. The rise in recorded knife crime offences reflects both a real increase and improvements in recording practices. It is also important to note that knife-related homicides have fallen by 14% (largely driven by reductions in Metropolitan areas) and the rise in knife-related assaults with injury or intent to cause serious harm (+2%) has slowed significantly over the last year. Public order offences recorded by police have increased by around 115, largely due to improvements in recording practices. Data available at [force](#) and [CSP](#) level and by [crime severity](#)

[Crime outcomes in England and Wales to June 2019](#) – Published 17 October 2019

The proportion of crimes resulting in a charge or summons has fallen from 8.7% to 7.4% over the last year, continuing the downward trend seen since March 2015 (15%). The number and proportion of offences resolved by out of court resolutions has fallen from 4.2% to 3.7%. The proportion of offences that were closed as a result of 'evidential difficulties', meanwhile, has increased from 29.7% to 32.6% over the last year, in part reflecting improvements in crime recording and a changing crime caseload. Data available at [police force level](#)

[Doing better for victims and witnesses with mental health problems in Kent](#) – 10 October 2019

Report commissioned by Kent PCC explores the experience of victims and witnesses with mental health needs in the criminal justice system in Kent and where support needs to be improved locally. [Summary](#)

[Legal aid statistics: January to March 2019](#) – Published 16 October 2019

[Release Under Investigation](#) – 9 October 2019

Law Society of England and Wales report highlights a significant increase in use of 'release under investigation' (RUI) by police since the Policing and Crime Act 2017 set an initial limit of 28 days for police bail. Figures obtained from 31 forces show that while the number released on bail fell from circa. 216,200 to 44,000 between 2016/17 and 2017/18, the number RUI increased to 193,000. Data from 10 forces also shows the average length of investigation for RUI to be around 139 days compared to around 90 for bail. The paper argues that the lack of conditions for RUI or a time limit, or requirements to give updates on if or when cases will progress can cause considerable anxiety and distress for those involved. The research also finds examples where police have failed to use bail where the defendant could be a risk to the public. The report recommends that:-

- Police ensure decisions on placing someone under bail or RUI are necessary and proportionate
- Strict time limits must be introduced to RUI, with senior approval required to extend those time limits
- Police forces should use better methods to contact the accused (e.g. text) in case they are away from home
- There should be a central register of the numbers of people RUI broken down by police area and crime type
- Fairer remuneration: there should be an increase in legal aid rates paid to criminal defence practitioners

[Police Complaints Statistics for England and Wales 2018/19](#) – 15 October 2019

IOPC annual report shows a 2% reduction in recorded complaints to police in 2018/19 (31,097) when compared to the previous year (31,671), with the overall number of complaints having fallen by 16% since 2014/15. Local resolution (48%) is now the most common way forces handle allegations, having risen proportionally from 42% in 2017/18. Local resolutions take on average 72 days to complete, compared to 158 days to complete a local investigation. Around 16% of local resolution appeals are upheld, which remains comparable to previous years. The total number of appeals concerning the non-recording of a complaint reduced by 9%, while the proportion of upheld non-recording appeals remains stable (36%). Allegations per 1,000 employees fell from 274 to 264. The report also highlights initiatives by forces to deliver a good service in the initial handling of a complaint.

[Challenging Hateful Extremism](#) – 7 October 2019

Commission for Countering Extremism report presents findings from extensive research and engagement on the Government's 2015 Counter-Extremism Strategy and definition, and proposes a 'bold new approach' focussed on hateful extremism and the role Government and civil society should play in countering it. The Commission's research found that 73% of people are concerned about rising extremism and 75% find the Government's definition of extremism unhelpful. This paper recommends a victim-centred rights-based approach to challenging hateful extremism which balances competing rights and ensures a proportionate response. It also calls for clarity of definition, more effective interventions and better leadership at all levels.

[Evidence provided on Bias in Algorithmic Decision making](#) – 10 October 2019

Centre for Data Ethics and Innovation publishes a summary of responses to their call for evidence exploring bias in Algorithmic Decision-Making across four key sectors: policing, financial services, recruitment and local government. The feedback shows significant consensus among respondents on the way in which bias can enter systems, ultimately via underpinning human biases as opposed to the algorithms themselves. This can include biased datasets reflecting patterns of real world discriminatory behaviour or in biased design decisions made by teams lacking in diversity. Respondents were keen to emphasise that this issue is not purely, or even primarily, a technological one. Most respondents argued that effective bias mitigation will not be a single stage process but will require interventions at every stage.

[Home Office statistical work programme 2019 to 2020](#) – Published 8 October 2019

Guide outlining significant statistical outputs, recent developments and future plans.

Upcoming publications

- Fire and rescue workforce and pensions statistics: 2018/19 – 31 October 2019
- Police powers and procedures, England and Wales 2018/19 – 24 October 2019

3. AUDITS AND INSPECTIONS

[HMI Probation: Inspections of probation services - Annual Report 2018/19](#) – 10 October 2019

Summary of findings from inspections of all 28 probation services in 2018/19 concludes that significant performance gaps remain between the public-sector National Probation Service (NPS) and private-sector Community Rehabilitation Companies (CRCs), largely attributable to flaws in the government's Transforming Rehabilitation model. This sees CRCs receive significant less investment than needed to supervise what is often a highly chaotic and difficult to manage group of offenders. 5 out of 7 NPS divisions were assessed as 'Good', compared to only 1 in 21 CRCs, with 19 requiring improvement and 1 being assessed as inadequate. Average caseloads for probation officers in CRCs (1:50) was significantly higher than in NPS divisions (1:20), contributing to higher stress and sickness levels and placing additional pressures on the remaining workforce. Inspectors also found a particularly large gap between the NPS and CRCs in the quality of work to protect the public from serious harm and frequent lapses in information-sharing with other agencies such as the police and children's social services. NPS divisions by contrast, typically scored lower marks terms of staffing and facilities reflecting, in part, a national shortage of qualified probation officers and difficulty recruiting and retaining staff.

[HMI Probation: Inspections of youth offending services - Annual Report 2018/19](#) – 15 October 2019

Summary of findings from the 26 youth offending services inspected over the previous 12 months concludes that while the calibre of leadership and staff working in youth offending services is strong, the supervision and support to children and young people who have committed low-level offences is inconsistent, leading to a 'postcode lottery' in outcomes. The report calls for national guidance to ensure young people dealt with through out-of-court disposals receive more consistent supervision and support. The report also highlights poor provision of education among children who have offended, with some receiving little or no education at all. This is compounded by a lack of representation from education at YOS Management Boards in almost a third of all cases. Inspectors also found that county lines offending had become a major challenge for youth offending services and praise the 'heroic efforts' by some teams to counter this offending. The report includes preliminary results from a survey of the work by YOS's to tackle knife crime, finding that while almost 90% of services provide knife crime interventions, only 29% had formally evaluated the impact of these programmes.

[Youth resettlement: Work in the community](#) – 8 October 2019

Joint report from HMI Prisons and Probation considers the experiences of and support provided to 50 young people released from all five YOIs across England and Wales. Inspectors found that the second (community) half of sentences for those committing serious or multiple offences often failed to build on what had taken place in custody. Of the 50 young males tracked: only 6 out of 37 needing children's social care input received help with resettlement; only 44% received the specialist substance misuse support needed and; only 11 went into education or training immediately after release. In the 3 months following release, 10 had been convicted of a further offence, 25 had been subject to police investigation and 6 had gone missing. The report makes recommendations for a national network of community based accommodation for children who pose a risk to the public. The report also recommends better coordination between staff in custody and the community to plan and prepare for release, noting that youth offending teams often had little knowledge of activity that had taken place in custody compounded by the fact that planning for release often takes place far too late in the process.

[HMCPSI: Case Progression in the Serious Fraud Office](#) – 8 October 2019

HMCPSI review finds that the majority of SFO cases are substantial and complex involving terabytes of data and often international dimensions which require co-operation of another country's legal system. This brings challenges to the effective progression of cases, some of which are outside the control of the SFO. The review found that generally the SFO performs well and has delivered good results in this context, but identifies a number of areas for improvement relating to the resourcing model, training and digital forensic considerations.

Upcoming reports

- HMICFRS: Cyber: Keep the light on. Police response to cyber-dependent crime - 24 October 2019

4. REVIEWS AND INQUIRIES

[Building a Stronger Britain Together progress report 2019 – 11 October 2019](#)

Ipsos Mori's evaluation of the government's Building a Stronger Britain Together programme finds that the programme has been successful in reaching around 228,670 individuals across England and Wales and supporting positive shifts in the attitudes which contribute towards an individual's resilience to extremism. Launched in 2016 as part of the 2015 Counter-Extremism Strategy, the programme has provided 253 projects across England and Wales with £8.8m of grant funding. The programme has enabled the creation of a network of up to 40 local Community Coordinators and over 240 civil society organisations who work to counter extremism risks in their local area. Barriers to success identified as part of the report include delays to funding which has required some projects to adapt their delivery models, a lack of focus and traction among some activities due to a lack of shared understanding of what counter extremism means or entails; a lack of organisational capacity and relevant specialist skills and activities that try to cover too much diverse content or place too much emphasis on the influence of a one-off intervention. The current funding for the BSBT programme is due to end in March 2020.

[2019 UK annual report on modern slavery – 17 October 2019](#)

Home Office assessment of the UK's response to modern slavery over the previous year highlights a continued uplift in operational activity, with 1,479 active law enforcement investigations in June 2019, compared to 188 in November 2016. The assessment also cites: increased training for frontline police officers on spotting the signs of slavery; improved operational intelligence; a significant step up of activity to engage businesses on preventing slavery in their supply chains; new tools and guidance to support public sector procurement in tackling slavery in supply chains; significant progress in delivering reforms to the National Referral Mechanism; the introduction of a Single Competent Authority to make all decisions on whether someone is a victim of modern slavery; an Independent Review of the Modern Slavery Act and the appointment of a new Independent Anti-Slavery Commissioner. The Government will continue to roll out Independent Child Trafficking Guardians and procure the next Victim Care Contract to enhance support for adult victims in England and Wales.

[HMCTS stakeholder perception audit – 16 October 2019](#)

Independent report commissioned by HMCTS following recommendations from the National Audit Office and Public Accounts Committee reviews stakeholders' perceptions of and engagement with HMCTS to inform a wider review of practice. The audit found that knowledge of HMCTS is high (84%), however fewer (67%) say that they understand HMCTS' role and aims, and more stakeholders disagree (45%) than agree (26%) that 'HMCTS has a good reputation' and only 41% feel that they can trust HMCTS compared to 29% that do not. Legal professionals are less likely to trust HMCTS than average (32%), partly driven by a perception that corporate HMCTS is out of touch with the realities of the justice system. The audit highlights improvements that could be made in engagement, which include more timely contact, greater advanced notice of requests for engagement and for announcements; ensuring stakeholders know the best ways to contact HMCTS and better explanations of the reform programme. 80% of stakeholders want to know more about the reform programme and in particular, how it will affect them / their work (82%) and what the reform programme will achieve (77%).

[ACRO Criminal Records Office Annual Report – 9 October 2019](#)

ACRO is responsible for exchanging criminal conviction information between law enforcement agencies in the UK and overseas. The report highlights how the service has processed more than 149,518 requests for information held overseas in the last year and introduced process efficiencies that saved more than 5,650 hours of police time and delivered £7.9m of services at no cost to police forces.

Upcoming reports

- The State of the State 2019 - 2020 (Reform) – 22 October 2019

5. LEGISLATION

[The Queen's Speech](#) – 14 October 2019

Speech setting out the Government's intended legislative programme for the next Parliamentary session.

[Sentencing \(Pre-consolidation Amendments\) Bill](#) – Lords 3rd Reading - TBA

[Briefing](#)

Short Technical Bill laying the groundwork for the main Sentencing Code Bill. Gives effect to Law Commission recommendations relating to commencement of enactments relating to sentencing law.

[Sentencing Bill](#) – Announced 30 September 2019

[Briefing](#)

Ensuring that the sentencing of most serious violent and sexual offenders reflects the severity of their crimes:-

- Change the automatic release point from halfway to the two-thirds of sentence for those serving 4 years+
- Align how life tariffs are calculated with the extended release points for serious sexual and violent offenders
- Extend the range of reasons where the starting point for the sentence for murder is a whole life order
- Require judges to explain what the sentence means for an offender's release arrangements
- Strengthen community orders to better address mental health, substance misuse or reparation needs

[Animal Welfare \(Sentencing\) Bill](#) – House of Commons Report stage – TBA

[Briefing](#)

To promote and protect the welfare of animals, including banning imports from trophy hunting. The Bill will:

- Increase protections for animals and improve the welfare of animals in homes, agriculture and the wild
- Increase maximum sentences for animal cruelty from six months to five years
- Ensure animals are recognised in domestic law and Government policy as sentient beings

[Domestic Abuse Bill](#) – Commons Committee Stage – TBA

[Fact sheets](#)

[Briefings](#)

Home Office sponsored bill to help better prevent domestic abuse and support survivors and their children:-

- promote awareness - put abuse at the top of everyone's agenda, legislate for a [statutory definition](#)
- protect and support victims, including by introducing a new [Domestic Abuse Protection Notice and Order](#)
- transform justice response - [helping victims](#) give their best evidence, prevent [cross-examination](#) by abusers
- improve performance - [Domestic Abuse Commissioner](#) to drive consistency and performance improvements
- [Secure tenancies](#) to support victims in social housing to leave their abusive situation and rebuild their lives
- Enable DA perpetrators to be subject to mandatory [polygraph testing](#) as a license condition
- Place guidance supporting the Domestic Violence Disclosure Scheme (Clare's law) on a statutory footing

[Prisoners \(Disclosure of Information About Victims\) Bill](#) – Commons 2nd reading TBA

[Briefing](#)

Place a legal duty on the Parole Board to take into account an offender's failure to disclose certain information about their crime when assessing their release. The Bill will apply in cases such as those where murderers refuse to give the location of a victim's remains (Helen's Law) and paedophiles who take indecent images of children but refuse to disclose their identity.

[Serious Violence Bill](#) – Introduced 14 October 2019 (Queen's Speech)

[Briefing](#)

Place a new [duty on public sector](#) bodies to ensure that they work together to address serious violence:-

- Create duty on agencies to work together, share information and develop plans to prevent serious violence
- Amend the Crime and Disorder Act 1998 to ensure that serious violence is an explicit priority for CSPs
- Provide flexibility so that organisations will work together in the most effective local partnership

[Extradition \(Provisional Arrest\) Bill](#) – Introduced 14 October (Queen's Speech)

[Briefing](#)

Police power to arrest individuals suspected of committing a serious offence and posing a risk to the public that are wanted by international partners without having to apply for a court warrant. Bill could be used to designate EU countries as trusted international partners should the UK be unable to use the European Arrest Warrant.

[Police Protections Bill](#) – Introduced 14 October 2019 (Queen's Speech)

[Briefing](#)

Home Office sponsored Bill to better support, protect and recognise the police service:-

- Recognise bravery, commitment and sacrifices of police officers and provide additional support / protection
- Establish a statutory [Police Covenant](#) and require Home Secretary to report annually on progress
- Allow special constables to join the Police Federation
- Assure that enhanced driving skills will be taken into account in the case of [post-incident investigations](#)

[Foreign National Offenders Bill](#) - Introduced 14 October (Queen's Speech)

[Briefing](#)

To improve the justice system's response to foreign national offenders by increasing the maximum penalty for those who return to the UK in breach of a deportation order

[White Paper setting our reforms to the Mental Health Act](#) – Announced 6 December 2018

White Paper will be introduced following the [independent review of the Mental Health Act](#) which considered rising rates of detention; the disproportionate number of BAME people detained under the Act; and processes that are out of step with a modern mental health care system. The White paper will aim to ensure that people subject to the Act receive better care and have a much greater say in that care; improve patient choice and autonomy and reform the process of detention, care and treatment and enable patients to challenge detention

6. CONSULTATIONS

[Local government finance settlement 2020 to 2021: technical consultation](#)

Open date: 03/10/2019

Close date: 31/10/2019

[Statutory guidance review for local youth services: have your say](#)

Department for Digital, Culture, Media and Sport consultation to inform a review of the guidance which sets out the statutory duty placed on Local Authorities to provide appropriate local services to improve young people's wellbeing. Review aims to highlight the positive role Local Authorities should play in providing youth services.

Open date: 03/10/2019

Close date: 30/11/2019

[Independent review of Prevent: Call for evidence](#) **NEW**

Home Office call for evidence seeking views on the Government's strategy for supporting people vulnerable to being drawn into terrorism (CONTEST). The review would like to hear from those working to deliver Prevent, responsible for implementing the statutory duty, communities, civic groups and charitable organisations, academic institutions and individuals who have accessed Prevent services, and their friends and families.

Open date: 07/10/2019

Close date: 09/12/2019

[Strategic Review of Policing in England and Wales: Call for evidence](#) **NEW**

Police Foundation Call for Evidence to inform its review of policing and help set the long-term strategic vision and recommendations for reform of the service. The consultation seeks views on understanding crime, threat and demand, understanding public and societal expectations, reconsidering the police mission and purpose and 'looking ahead' to ensure a modern service capable of meeting the challenges of the 21st century.

Open date: 09/10/2019

Close date: 20/12/2019

[Sentencing guidelines for firearms offences](#) **NEW**

Sentencing Council consultation on guidelines for sentencing firearms offences under the Firearms Act 1968

Open date: 09/10/2019

Close date: 14/01/2020