



## Police and Crime Commissioner's Horizon Scanning Briefing

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## 1. POLICY AND PRACTICE

### Apply for funding: £19m Domestic Abuse Fund – 2 July 2018

Secretary of State for Communities announces further £18.8m over 2 years for local authorities to work with partners to provide core domestic abuse refuge support and other accommodation-based services. Updated government guidelines for councils also aim to ensure that responses to domestic abuse are collaborative, robust, effective, and meeting the needs of diverse communities including BAME, disabled and LGBT victims. The deadline for [applications](#) to the fund is 5pm on Friday 17 August.

### Female Offender Strategy – Published 27 June 2018

Ministry of Justice publishes strategy setting out the government's ambitions to:-

- **Reduce numbers of women entering the CJS** by improving early intervention and diversion and strengthening community provision that adopts a '[whole systems approach](#)'
- **Reduce the number of women in custody** through less use of short sentences, building the public and judiciary's confidence in non-custodial orders and improving understanding circumstances of offending
- **Improve conditions for those that are in custody** by improving rehabilitation and family ties, reducing rates of self-harm and better supporting transition back into the community

To coincide with the strategy, the Ministry of Justice also announced:-

- £2m grant funding over 2 years for female offenders who have experienced domestic abuse
- £3.5m over 2 years to maintain and develop community provision for female offenders
- Plans to pilot residential women's centres in at least five areas of England and Wales
- The aim to close at least one prison and re-invest part of the revenue in delivery of the strategy
- To report on a review of the [importance of family ties](#) from a female offender perspective by 2019
- Plans to develop a cross-government National Concordat on Female Offenders by 2019
- Publication of [guidance for the police on working with vulnerable women](#)

### Government plans renewed action to tackle hate crime – 5 July 2018

The Home Office confirms its intention to update and enhance the Hate Crime Action Plan later this year and provide funding for the distribution of specialist training resources to police call handlers to help effectively identify hate crime and provide a professional and empathetic response. The Home Secretary and Secretary of State for Housing, Communities and Local Government will also co-chair 2 roundtables to discuss Islamophobic and Antisemitic hate crime, building upon the work being done by Cross-Government Working Groups.

## **Modernising Neighbourhood Policing Guidelines Published – 28 June 2018**

College of Policing formally launches new guidelines for neighbourhood policing which centre on:

- Engaging communities formally and informally in a purposeful way, to provide information, identify local priorities, inform problem solving, provide a targeted visible presence and develop active communities
- Solving problems with a focus on proactive prevention, systematic approaches, tackling root causes, assessing impact and involving communities, private, public and voluntary sector partners
- Targeting activity in a coordinated way taking account of threat, risk harm, vulnerability and need
- Promoting the right culture - treating people fairly, with dignity and respect and promoting procedural justice
- Building analytical capability – promote analytical thinking, share data, facilitate access to skilled analysts
- Developing officers, staff and volunteers through effective learning and professional development
- Developing and sharing learning, particularly in addressing evidence gaps in relation to policing practice

## **Police wellbeing goal launched – 3 July 2018**

Home Office launches a 2021 goal for policing to ensure that every member of the service feels confident that their welfare and wellbeing is actively supported by their police force throughout their career. This has been developed following engagement with health experts and policing partners and demands that forces provide key forms of assistance – including occupational health and effective line management – and signpost to other providers, including police charities, which can support officers or staff facing specific challenges.

## **Sentencing Council launches new guidelines on intimidatory offences – 5 July 2018**

Sentencing Council publishes new intimidatory offences guidelines covering harassment, stalking, disclosing private sexual images (revenge porn), controlling or coercive behaviour and threats to kill. Guidelines take into account recent legislative changes that doubled the maximum sentences for stalking and harassment from 5 years to 10 and from seven to 14 years for aggravated offences. Following consultation, the Council added a new aggravating factor to coercive and controlling behaviour where a victim is “left in debt, destitute or homeless due to exploitation of finances”. The guideline will be used in courts from 1 October 2018.

**Recent Parliamentary briefings:** [Contracting out of probation services](#) (4 Jul), [Tackling demand for commercial sexual exploitation](#) (3 Jul), [Biometric Technologies](#) (29 Jun), [MP constituency casework briefing: Anti-Social Behaviour](#) (29 Jun), [Harassment: "Police Information Notices"](#) (29 Jun), [Ministry of Justice spending](#) (29 Jun), [Prisoners' voting rights](#) (28 Jun), [Reclassifying pet theft](#) (28 Jun), [Age of Criminal Responsibility](#) (27 Jun), [Actions against bank account scams](#) (26 Jun), [Fly-tipping](#) (25 Jun)

**Recent Parliamentary debates:** [Role and responsibilities of Police and Crime Commissioners](#) (28 Jun)

## **2. RESEARCH, DEVELOPMENT AND STATISTICS**

### **Nowhere to Turn 2018: Findings from the No Woman Turned Away Project – 26 June 2018**

Women's Aid report on findings from data collected during 2017 by specialist caseworkers supporting women for whom the National Domestic Violence Helpline were not able to find a refuge vacancy. During this time, 264 women were supported by the NWTAs specialist caseworkers. Of these:-

- 52 out of 97 that had approached their local housing team for support were prevented from making a valid homeless application and 32 out of 77 that had contacted social services had been refused help
- While waiting for refuge, 11.7% were forced to sleep rough of which five had their children with them
- Almost half of women (46%) were forced to sofa-surf, of which 65 women sofa-surfed with their children
- Nearly one in ten women (8%) gave up their search and stayed put with the perpetrator
- 21% were accommodated in a suitable refuge space through the support of the specialist caseworkers

The report makes a series of recommendations for improvements in the funding and provision of refuge space to meet demand – including provision for women with multiple support needs. It also calls for effective mechanisms and sanctions to shift the onus on stopping the abuse onto abusive family members.

## Adult out of court disposal pilot evaluation: final report – 28 June 2018

MOJ evaluation of findings from a 2014/15 pilot of a simplified adult out of court disposals framework found:-

- Police were positive about the simplified process but expressed concern about not having adequate resources to manage the additional work involved in condition setting and monitoring
- Victims expressed mixed views but appreciated the clarity of communication from the police and partner agencies and the option of engagement in the condition-setting.
- Partner agencies felt that the pilot gave them the chance to make a positive difference to offenders' lives, but also felt the need for improved cross-agency communication and better guidance and training
- There was no significant difference between pilot and counterfactual areas in proven re-offending within three months or in offenders receiving a further OOCd over the year of the pilot period
- Fewer DV-flagged offenders re-offended within 3 months of their first OOCd than non-DV flagged offenders
- The cost of implementing the two-tier model across 3 pilot force areas was around £0.8 million (2014/15 prices) while the net cost of operating the framework was around £1m (or 70%) higher than the status quo

The evaluation recommends a minimum 6 month implementation period before going live with a two-tier OOCd framework and dedicated resources for police and providers to undertake the extra work entailed. It also recommends improvements in force monitoring of outcomes by victim and offender protected characteristics and ensuring adequate IT systems are in place to enable effective compliance monitoring.

## Out of Court Disposals managed by the Police – 28 June 2018

NPCC-commissioned review considers the effectiveness of out of court or "pre-court" disposals (OOCd) managed by the police and whether a reformed system with two disposals (Community Resolution Plus and a Conditional Caution Plus) would be more effective than the existing seven disposals. The findings indicate that:-

- OOCd's are effective, compared to court prosecution, at reducing harm and reoffending among young and adult offenders, and with low harm and low risk offenders – and potentially moderate risk offenders
- OOCd's with conditions appear to be promising in reducing harm, including domestic violence, but must be implemented well, matched to eligibility, reflect offender needs and have relevant and tracked conditions
- OOCd's with tailored conditions for women appear promising but need further testing
- The two-tier approach piloted did not compare favourably on cost with current practice due to costs of replacing simple cautions / warnings with a conditional model. It could, however, be developed at lower cost (e.g. using BWV to deliver 'street resolutions') and remains cost effective compared to court prosecution
- Effective use of OOCd's requires nationally supported developments in the eligibility screening tool, condition setting and tracking tool and development of a needs assessment model

## Effectiveness of rehabilitative services for BAME people: Rapid evidence assessment – 5 July 2018

MoJ Rapid Evidence Assessment concludes that there is insufficient evidence on how to improve correctional rehabilitative outcomes for individuals from a BAME background, although evidence indicates that:-

- Culturally aware, sensitive and inclusive treatment delivered by culturally aware staff ideally from similar ethnic backgrounds is more likely to reduce the chance of participants feeling isolated, misunderstood and resistant than 'standard' correctional programmes
- A strong sense of cultural identity and pride is associated with greater reductions in substance misuse among juveniles – and therefore explicitly recognising and encouraging cultural identity could be a promising approach to facilitating greater responsiveness of correctional programmes for people who are BAME.

## Just technology: emergent technologies and the justice system – 5 July 2018

Centre for Justice Innovation report explores the potential impact of emerging technologies in making the justice system fairer and more effective. This includes 'big data', data analytics, facial recognition surveillance in policing and crime prevention, the use of online tools to expand legal advice, the use of online and video technology in criminal courts, artificial intelligence and electronic monitoring in offender supervision. The report also explores the extent to which these developments will shift how citizens perceive and relate to institutions.

## [Dynamic predictors of reconviction for women](#) – 27 June 2018

HM Prison and Probation Service study of women on the prison and probation caseload highlights that, similar to men, the most prevalent criminogenic needs were poor problem solving, impulsivity and unemployment. The prevalence of other needs, however, varied by gender, risk and offence type, noting, for example:-

- 74% of female higher-risk acquisitive crime offenders had a Class A drug problem compared to 54% of men
- Unemployment, binge drinking, impulsivity & Class A drug use were the strongest predictors of reoffending
- The strongest predictors of violent reoffending for women were lack of accommodation, temper control, being the victim of domestic violence, problem / binge drinking and lack of closeness with family
- Drug use, lack of closeness with family, poor temper control and binge drinking were more strongly linked to reoffending for women than men – the latter being a new finding which should translate into policy action

## [Children's Commissioner's Childhood Vulnerability Report 2018](#) – 4<sup>th</sup> July 2018

Annual Childhood Vulnerability report estimates that over 2.1 million children in England are living in families with substantial complex needs, of which 1.6 million have no established form of additional support such as recognition as a Children in Need, young carers or supported via the Troubled Families Programme. The report highlights the total cost of late intervention to acute and statutory services of around £17 billion per year, not including the wider economic, social and longer run costs. It also notes that funding of non-statutory, preventative and early intervention services for children has reduced by 60% since 2010. Compendium also includes the paper "[Are they shouting because of me?](#)", which captures the voices of children living in households with domestic abuse, parental substance misuse and mental health issues.

## [Criminal Court Statistics to March 2018](#) – Published 28 June 2018

Despite continued reduction in the Crown Courts, overall Magistrates' court receipts exceeded disposals in 2017, resulting in outstanding cases rising by 2%. Provisional figures indicate, however, that outstanding cases fell in both the Magistrates (-2%) and Crown Court (-7%) during the final quarter of 2017/18. The guilty plea rate remains at the lowest level since 2006 (67%) having fallen from 70% in 2014 – this has been impacted, in part, by an increase in sexual offences which have the lowest guilty plea rate (35%).

## [Disregard and pardon for historical gay sexual convictions](#) – Updated 6 July 2018

Details of the 587 cases from 404 applicants for pardons between October 2012 and July 2018

## [Firearm Crime Statistics: England & Wales](#) - 27 June 2018    [Knife crime statistics](#) - 25 June 2018

### 3. AUDITS AND INSPECTIONS

#### Upcoming reports and inspection activity

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|--|---------|
| • <a href="#"><u>HMIC: Crime data integrity (individual force reports)</u></a>   | Ongoing |
| • HMI Prisons: Joint inspection of Police Custody Arrangements   | Ongoing |
| • HMICFRS: National Child Protection Inspection (HMIC-led) examining police effectiveness in their interactions with children, from initial contact and early identification of children who are at risk, through to investigation | Ongoing |
| • HMICFRS: Hate Crime thematic inspection  | 2017/18 |
| • HMICFRS: Counter Terrorism thematic inspection   | 2017/18 |
| • HMICFRS: Independent study of police air support   |         |
| • HMICFRS: Police response to county lines (Thematic)  |         |

## 4. REVIEWS AND INQUIRIES

### [Home Office Review of the Fire Transformation Fund projects: two years on](#) – 5 July 2018

Progress report on the 37 projects that received a share of the Fire Transformation Fund in April 2015 finds that, despite a 12 month timescale for completing projects, only 10 were completed as of April 2017 - with the remaining having made varying levels of progress. Issues common to the delayed projects included gaining planning permission, identifying and securing building sites, tendering or procurement of contracts, and IT system or technology issues. Overall, £40.8m of the £75m grant funding had been spent as of April 2017, with projects anticipating savings of £90.6m over a ten year period. The projects, which related to buildings (20), collaboration (7), prevention (3) and workforce (6) planned to achieve savings of around £300m by March 2025.

### [Victim's Commissioner launches review into criminal injuries compensation](#) – 3 July 2018

The review consider victims' whole experiences of claiming criminal injuries compensation, including their experience of the Criminal Injuries Compensation Authority, and seeking and receiving advice and support

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## Inquiries

### [Serious Violence Strategy](#) - Accepting written submissions until 16 August 2018

Home Affairs Committee inquiry to assess the effectiveness of the approach in combatting serious violence

### [Disclosure of evidence in criminal cases inquiry](#) – Justice Committee – Report in preparation

### [Domestic Abuse](#) – Home Affairs Committee – latest evidence 3 July 2018

### [Prison Population 2022: Planning for the Future](#) – Justice Committee - latest evidence 26 June 2018

### [Digital currencies inquiry](#) – Treasury Committee – latest evidence 20 June 2018

### [Policing for the future](#) – Home Affairs Committee – latest evidence 19 June 2018

### [Transforming Courts and Tribunals inquiry](#) – Public Accounts Committee - latest evidence 18 June 2018

### [Economic crime inquiry](#) – Treasury Committee - latest evidence 19 June 2018

### [Emergency Services Network](#) – Public Accounts Committee – [Evidence session](#) held 21 February 2018

### [Counter-terrorism](#) - Home Affairs Committee – Open

### [Young victims of financial crime inquiry](#) – APPG on financial crime - Open

### [Spread of so-called 'pop-up' brothels](#) – APPG on prostitution – Open

### [Cycle safety Review](#) – Department for Transport - Open

### [Pitchford Undercover Policing inquiry](#) - Open

### [Independent Inquiry into Child Sexual Abuse \(IICSA\)](#) comprising 13 independent investigations:

[Protection of children outside the UK](#), [Cambridge House, Knowl View and Rochdale](#), [Child Sexual Exploitation by Organised Networks](#), [Accountability and Reparations](#), [Children in Custodial Institutions](#), [the internet](#), [allegations involving the late Lord Janner](#), [Children in the Care of Nottinghamshire Councils](#), [Child Sexual Abuse in the Anglican Church](#), [Child Sexual Abuse in Residential Schools](#), [Allegations Linked to Westminster](#), [Children in the Care of Lambeth Council](#) and [Child Sexual Abuse in the Roman Catholic Church](#)



### **European Union (Withdrawal) Act receives Royal Assent – 26 June 2018**

Repeals the European Communities Act 1972 and creates temporary powers to correct the laws that will no longer operate appropriately following UK withdrawal from the EU. [Commons briefing](#) and [reading list](#)

### **Football Offences (Amendment) Bill – introduced 25 June 2018**

Private Member's Bill to amend the Football Offences Act 1991 (indecent or racist chanting) to include 'gesturing' and abuse 'in relation to a person's sexual orientation, gender reassignment, or other protected characteristics listed in section 4 of the Equality Act 2010.

### **Assaults on Emergency Workers (Offences) Bill – Lords Committee Stage – TBA**

[Briefing](#)

Private Members' Bill to make certain offences aggravated when perpetrated against emergency workers

### **Asset Freezing (Compensation) Bill – Commons 2<sup>nd</sup> reading – 26 October 2018**

Private Members' Bill to make provision for the imposing of restrictions on assets owned by persons involved in supplying terrorist organisations in the United Kingdom with arms, for the purpose of securing compensation for citizens of the United Kingdom affected by the supply of such arms

### **Modern Slavery (Victim Support) Bill – Commons 2<sup>nd</sup> reading – 23 November 2018**

[Briefing](#)

Private Members' Bill to make provision about identifying and supporting victims of modern slavery

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### **Mental Health Units (Use of Force) Bill – Commons Report Stage – 6 July 2018**

[Briefing](#)

Private Members' Bill to make provision about the oversight and management of use of force in mental health units and the use of body cameras by police in the course of duties in relation to people in mental health units

### **Prisons (Interf. with Wireless Telegraphy) Bill - Commons Report Stage – 6 July 2018**

[Briefing](#)

Private Members' Bill includes provisions to create a new power for the Secretary of State to authorise public communications providers, such as mobile network operators, to interfere with systems in order to disrupt the unlawful use of mobile phones in prisons. Amend existing Prisons (Interf. with Wireless Telegraphy) Act 2012.

### **Courts and Tribunals (Judiciary and Functions of Staff) Bill – Lords Committee – 10 July 2018**

[Briefing](#)

Government Bill to increase efficiency by allowing greater flexibility to deploy the right judge to the right case. Appropriately qualified and experienced court and tribunal staff will also be able to deal with routine matters - such as issuing a summons, taking a plea - freeing up judges' time to focus on matters that need it most.

### **Counter-Terrorism and Border Security Bill – Commons Committee Stage – 17 July 2018**

[Briefing](#)

Government Bill to close gaps in existing counter-terrorism legislation, including provisions to [increase the maximum penalty](#) for certain preparatory terrorism offences to 15 years' imprisonment, [require Registered Terrorist Offenders to provide additional information to the police](#) in line with what Registered Sex Offenders

### **Offensive Weapons Bill – Commons Committee stage - TBA**

[Overarching documents](#)

[Briefing](#)

Government Bill to ban the sale of the most dangerous corrosive products to under-18s, make it a criminal offence to possess corrosive substances in a public place without good reason, introduce restrictions on online sales of knives and make it illegal to possess certain offensive weapons like zombie knives in private.

### **Age of Criminal Responsibility Bill – Lords Committee Stage – TBA**

[Briefing](#)

Private Members' Bill to raise the age of criminal responsibility from 10 to 12

### **Stalking Protection Bill - Commons Committee Stage – TBA**

[APCC response](#)

Private Members' Bill to make provision for protecting persons from risks associated with stalking

## [Criminal Records Bill](#) - Lords Committee Stage – TBA

[Lords Briefing](#)

Private Members' Bill to amend the length of time for which an individual may have a criminal record under the Rehabilitation of Offenders Act 1974

## [Freedom of Information \(Extension\) Bill](#) – Commons 2<sup>nd</sup> reading – 6 July 2018

Private Members' Bill to extend Freedom of Information Act 2000 in respect of public authorities and extend powers of the Information Commissioner

## [Emergency Response Drivers \(Protections\) Bill](#) - Commons 2<sup>nd</sup> reading – 6 July 2018

Private Members' Bill to protect drivers of emergency vehicles responding to emergencies from civil liability and criminal prosecution in specified circumstances and related provision about criminal proceedings

## [Voyeurism \(Offences\) Bill](#) – Commons 2<sup>nd</sup> reading - 12 July 2018

[Commons briefing](#)

Government Bill to insert a new offence under Section 67 of the Sexual Offences Act 2003 to include instances of 'upskirting' where the purpose is to obtain sexual gratification or cause humiliation, distress or alarm. A summary conviction would carry a sentence of up to one year in prison and/or a fine

## [Children Act 1989 \(Amendment\) \(FGM\) Bill](#) – Lords 2<sup>nd</sup> reading – 20 July 2018

## [Violent Crime \(Sentences\) Bill](#) – Commons 2<sup>nd</sup> reading – 26 October 2018

## [Youth \(Services and Provisions\) Bill](#) – Commons 2<sup>nd</sup> reading – 26 October 2018

## [Criminal Fraud \(Private Prosecutions\) Bill](#) - Commons 2<sup>nd</sup> reading – 26 October 2018

## [Licensing of Taxis and Private Hire Vehicles Bill](#) – Lords 2<sup>nd</sup> reading – 26 October 2018

## [Discarded Needles \(Offences\) Bill](#) - Commons 2<sup>nd</sup> reading – 23 November 2018

## [Human Trafficking \(Child Protection\) Bill](#) - Commons 2<sup>nd</sup> reading – 18<sup>th</sup> January 2019

## [Foreign Nationals \(Criminal Offender & Prisoner Removal\) Bill](#) - Commons 2<sup>nd</sup> reading – 22<sup>nd</sup> Feb 2019

## [Service Animals \(Offences\) Bill](#) - Commons 2<sup>nd</sup> reading – TBA

## [Policing Resources Bill](#) - Lords 2<sup>nd</sup> reading - TBA

## [Victims of Crime \(Rights, Entitlements, Notification of CSA\) Bill](#) – Lords 2<sup>nd</sup> reading – TBA

## [Anonymity \(Arrested Persons\) Bill](#) - Lords 2<sup>nd</sup> reading – TBA

## [Road Traffic Offenders \(Surrender Driving Licences\) Bill](#) - Lords 2<sup>nd</sup> reading - TBA

## [Modern Slavery \(Transparency in Supply Chains\) Bill](#) – Lords 2<sup>nd</sup> reading – TBC

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- [Draft Domestic Abuse Bill](#) to better prevent domestic abuse by promoting awareness, protecting and supporting victims, pursuing and deterring and rehabilitating perpetrators and improving performance across all local areas, agencies and sectors. The Bill aims to ensure victims have the confidence to come forward and report their experiences and includes proposals to establish a Domestic Violence Abuse Commissioner to hold the justice system to account in tackling domestic abuse, define domestic abuse in law, create new domestic abuse civil prevention and protection order regime, ensure that sentencing of abusive behaviour involving children reflects the life-long impact that this abuse can have and [ratify the Istanbul Convention](#) to allow certain offences committed by British citizens anywhere in the world to be prosecuted in UK courts

## 6. CONSULTATIONS

### [Home Office approach to charging for services](#)

The Independent Chief Inspector of Borders and Immigration call for evidence on Home Office's charging for services in respect of its asylum, immigration, nationality and customs functions. The inspection will look at the rationale and authority for particular charges, and whether the Home Office is providing the services in question efficiently and effectively.

**Open date: 16/06/2018**

**Close date: 18/07/2018**

### [Knife Crime Capability – Market Exploration](#)

Defence and Security Accelerator and Home Office (HO) call for information the capabilities available or in development to help identify or detect people carrying steel-bladed knives in open spaces, crowds and uncontrolled areas, either overtly or covertly. This could range from specific technologies to advances in behavioural sciences. [Submissions](#) will be used to inform a potential innovation challenge.

**Open date: 26/06/2018**

**Close date: 20/07/2018**

### [Reconsideration of Parole Board decisions: Creating a new and open system](#)

Ministry of Justice review into the law, policy and procedure relating to parole decisions

**Open date: 28/04/2018**

**Close date: 28/07/2018**

### [Guideline on sentencing public order](#)

Sentencing Council consultation on new guidelines covering public order offences in England and Wales

**Open date: 09/05/2018**

**Close date: 08/08/2018**

### [Public consultation on new neighbourhood policing guidelines](#)

College of Policing's public consultation on new evidence-based guidelines for neighbourhood policing

**Open date: 02/07/2018**

**Close date: 09/08/2018**

### [Police pursuits](#)

Home Office consultation on [proposed changes](#) to legislation, guidance and training on police pursuits

**Open date: 22/05/2018**

**Close date: 13/08/2018**

### [Serious Violence Strategy](#)

Home Affairs Committee call for evidence on recent progress in combatting serious violent crime

**Open date: 08/06/2018**

**Close date: 16/08/2018**

### [Search Warrants](#)

Law Commission review on proposals to improve and simplify the law in relation to search warrants

**Open date: 05/06/2018**

**Close date: 05/09/2018**

### [Guideline on sentencing where there is no offence-specific guideline](#)

Sentencing Council consultation on draft guideline for use where there is no offence specific guideline

**Open date: 09/06/2018**

**Close date: 11/09/2018**