

Surrey Police response to the HMICFRS

Report: Super-complaint on the police response to stalking

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Overview

The investigation was led by The Independent Office for Police Conduct (IOPC), His Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS), and the College of Policing. The report "The police response to stalking - Report on the super-complaint made by the Suzy Lamplugh Trust on behalf of National Stalking Consortium" was published in September 2024.

The report highlights significant shortcomings in how police handle stalking cases. It was found that whilst some progress had been made, the police response remains inconsistent and often inadequate.

Key findings include poor risk assessments, lack of understanding about stalking, and inadequate use of tools like Stalking Protection Orders (SPOs). It also highlighted that there is confusion around the application of stalking laws, which hinders effective investigations. The overall theme in the report is that responses are not sufficient to meet the needs of victims, many of whom are left vulnerable.

It calls for police forces to take urgent action to improve the handling of stalking cases, with a push for systemic reforms across the criminal justice system to ensure that stalking is taken seriously. There is an emphasis on the need for resources and collaboration across agencies to protect victims more efficiently and hold perpetrators to account.

The report contains 29 Recommendations, of which 16 are specifically for police forces.

This report has been written to provide the Chief Constable with the necessary reassurances to respond to the Office of the Police and Crime Commissioner (OPCC) request for comment in order to comply with the Police and Crime Commissioners' (PCC) statutory obligation to respond to the Home Office within 56 days.

Recommendation 7

By 27 March 2025, where required, seek changes to their crime recording systems to enable staff and officers to document and search for crimes not recorded as the principal crime, as included classifications on crime records. Processes should be put in place to make sure this system capability is effectively used by officers and staff. While any necessary system changes are pending, chief constables should put alternative measures in place to make sure stalking and related offences are fully searchable. This could, for example, be the submission of intelligence reports.

Surrey Police response:**Current situation:**

When this Super Complaint was initiated, the crime recording regime for cases of Stalking, Harassment, and Coercive or Controlling Behavior required that the additional most serious notifiable offence is also recorded in accordance with the Home Office Counting Rules.

In April 2023 this requirement changed due to the review and the subsequent recommendation that was made by the former Chief Constable of Lancashire Constabulary, Chris Rowley, who was the National Police Chiefs Council (NPCC) Lead for Crime Recording & Statistics. Mr Rowley recommended to the policing minister, The Right Honourable Chris Philp, to withdraw the requirement to “double count” these offences. The policing minister agreed, and the change was initiated.

These changes created a dilemma for forces, given that the recording of conduct offences (Harassment, Stalking and Coercive or Controlling Behavior) would effectively be hidden from reports of some behavioral crime, such as serious violence and sexual offences. This was applicable in cases where the Principal Behavioral Crime was at the upper range of these two offence categories.

Surrey Police action to date

Pronto Manager, a system that works alongside Niche as a reporting system for front line officers in November 2024, will add in the additional statistics classification to the reporting. This will result in being able to search for any crime with a positive Stalking Screening Tool in the last 30 days, (compulsory for all stalking offences) thereby showing all stalking including those where stalking is not the principal crime, i.e. rape, murder, S18 Grievous bodily harm (GBH).

Limitations:

This is a short-term solution, and Pronto Manager will only show the stats at the time of recording rather than live data. An additional mechanism is accessible, which enables a Niche search for any crime with a stalking victim flag attached to it, presenting all the crimes even if stalking is not the principal crime. This relies on officers having added the flags, which is not

currently a mandatory field but once SIGNS 2 (the new automated system) begins to be rolled out (early 2025), the flags will be added automatically.

Longer term:

There are five options that forces have consulted on to meet the requirement to varying degrees which involve changes to Niche at a National level. This is being managed through Minerva (Niche working group) and Surrey IT, and Niche leads are fully engaged. This change will have a varying lead time dependant on which option is chosen but will likely be 12-18 months for full roll out. Forces have been asked to provide their preferred solution by September 2024, with action to be taken by March 2025.

Action: By the first quarter of 2025 the existing Surrey Police stalking action plan will be cross referenced and linked to the action plan relating to the super complaint.

Action: By March 2025 we will have tracked progress for a longer-term Niche solution which has been in discussion since July 2023, and if required representation from Stalking operational lead at the Minerva working group to drive action forward.

Recommendation 10

By 27 March 2025, review and update their learning and training provision relating to stalking so it:

- Meets the learning outcomes on stalking within the public protection national policing curriculum.*
- Makes appropriate use of the stalking or harassment e-learning product developed by the College of Policing.*
- Uses the skills and knowledge of local victim advocates or others from outside policing with relevant expertise.*
- Includes information on relevant local policies and practice where necessary.*
- Is provided to the officers and staff who will most benefit from the learning. Chief constables should also make sure that their policies and practice are reviewed and updated in accordance with the findings in the super-complaint investigation report.*

Surrey Police response:

Current situation:

- Meets the learning outcomes on stalking within the Public Protection national policing curriculum**

The training for stalking and harassment across all entry routes into Surrey Police was reviewed in September 2024 and has been redesigned to align with the learning requirements of the College National Public Protection curriculum.

Surrey Police's different entry routes have dedicated and structured learning, aligned to the College's National Public Protection Curriculum and the College's Policing Education Qualifications Framework – professionalising investigations programme (PIP).

The Police Constable Entry Programme (PCEP) have a dedicated stalking and harassment lesson. It covers both offences, all related legislation and uses real cases and case studies to emphasise the dangers of stalking and harassment.

Police Constable Degree Apprenticeship (PCDA): While the lesson above will be used from January, currently stalking is covered in a pre-read under the Vulnerability module. The training looks at what stalking and harassment is, the relevant legislation, and also covers the different types of stalkers.

• **Makes appropriate use of the stalking or harassment e-learning product developed by the College of Policing.**

All Police Constables (PC's) and Police Community Support Officers (PCSO's) are required to complete the College learning package "Stalking or Harassment". OurForce has a current completion rate of 92%. This was a mandatory training requirement and is now a structured part of training for all entry routes into Surrey Police.

	Complete		Incomplete		Not Attempted	
	Number	%	Number	%	Number	%
PCs	1340	91.7%	17	1.2%	105	7.2%
Operational	3091	92.4%	38	1.1%	218	6.5%

Of the 105 who have not yet completed this course 59 are still within training school, so they will have by the time they leave initial training.

• ***Uses the skills and knowledge of local victim advocates or others from outside policing with relevant expertise.***

Our dedicated Stalking and Harassment Force advisor currently supports the delivery and training and supports in CPD activities across teams.

Weightman's also provide training inputs to staff at all levels in relation to Stalking Protection Orders (SPOs).

- ***Uses the skills and knowledge of local victim advocates or others from outside policing with relevant expertise. Includes information on relevant local policies and practice where necessary.***

The Force stalking advisor and a subject matter expert are guest speakers on the 2-day stalking training delivered to staff. This input aligns with the College of Policing (CoP) curriculum.

Chief Superintendents and Superintendents also receive bespoke training packages and inputs from Weightmans relating to Stalking and Stalking Protection Orders (SPOs) throughout the year.

- **Is provided to the officers and staff who will most benefit from the learning. Chief Constables should also make sure that their policies and practice are reviewed and updated in accordance with the findings in the super-complaint investigation report.**

The new training package is focused on the Degree Holder Entry Programme (DHEP) and Domestic Abuse Teams (DAT). These are the staff who will benefit most from the specialist training.

Surrey Police currently has 29 Stalking SPOCs (single point of contact who receives bespoke training in a respective area) across the Force, who have received dedicated training on stalking.

The Force Stalking advisor delivers Continuous Professional Development (CPD) inputs to PIP2 investigators and to supervisors across the Force through a variety of channels. Weightmans also deliver training on CPD sessions to investigation teams.

The Stalking policy was reviewed in August 2024. The Force policy framework ensures best practice is adhered to.

Actions:

- **The new training went live on the 21 October 2024. A further stalking CPD package is also in development. This will be continually reviewed.**
- **By March 2025 the Force will have reviewed the provision and training of SPOCs within Surrey as the Force currently have 29 and would like to increase this figure.**

Recommendation 11

By 27 March 2025, make sure that appropriate mechanisms are in place to fully understand the scale and types of stalking behaviour within their force and the effectiveness of their response. This should align with the VAWG national delivery framework. Mechanisms should include:

- *Problem profiles using police data and intelligence and other sources of information to ensure that the full extent of stalking is well understood. This could include m w m ' national and local statistics.*
- *Regular assurance work such as audits to better understand the force response and make improvements where appropriate, including monitoring the use of SPOs, investigation outcomes and the quality of investigations.*
- *Ways to regularly receive feedback from victims, such as victim surveys.*
- *Force management statements which reflect current and future demand from stalking.*

Surrey Police response:

Current situation:

The Force's intelligence and research analysts currently support work on specific stalking investigations. This includes assessing Stalking and Harassment in the joint Force strategic assessment. Surrey's Force Management Statements (FMS) reflect current and future demand from stalking.

• Force management statements which reflect current and future demand from stalking.

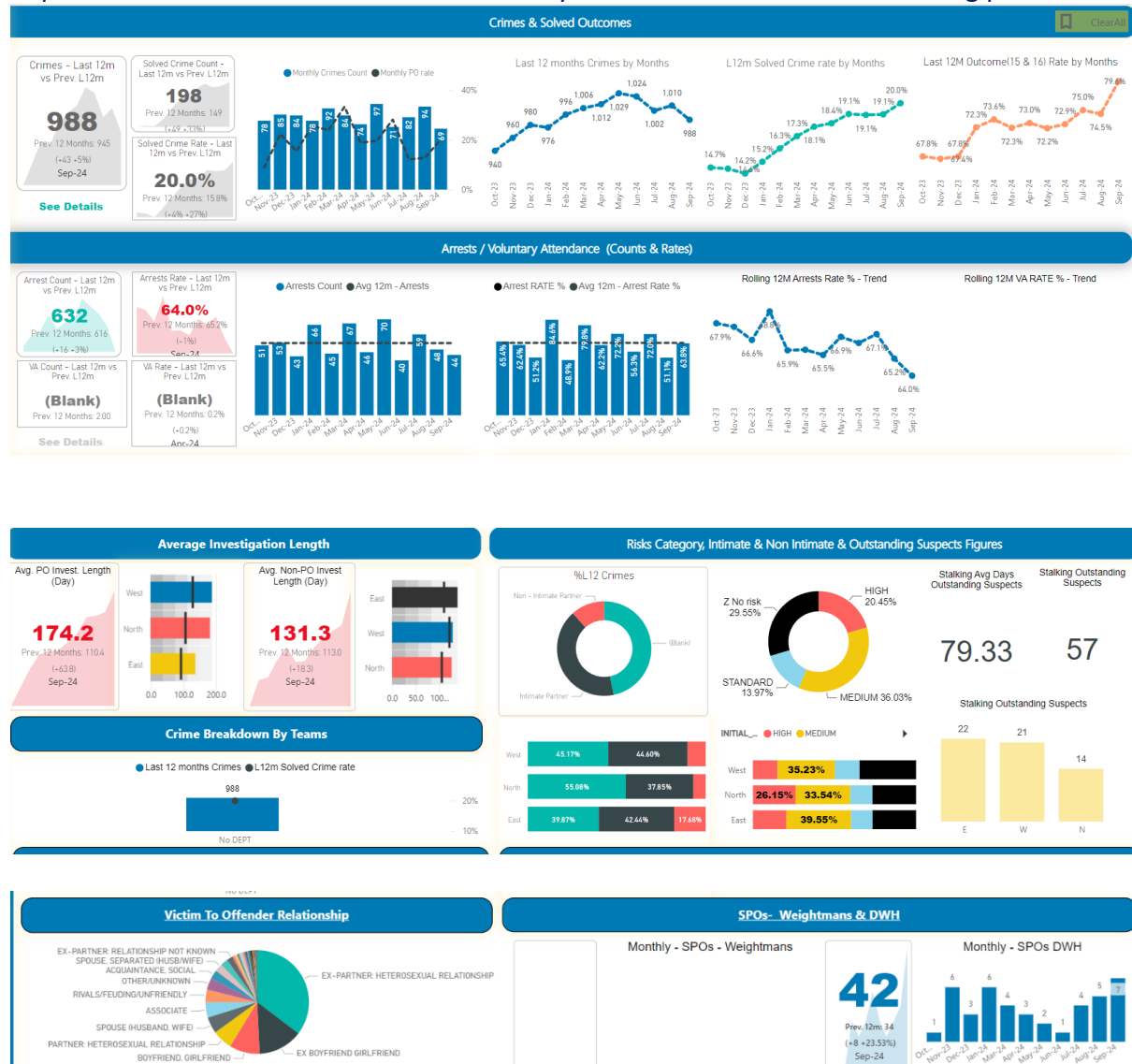
As part of the Force Business Planning Cycle, an annual Force Management Statement is produced and submitted to the HMICFRS. In preparation for the planning cycle, all portfolios participate in bespoke workshops to inform this process. The 2023/2024 Force Management Statement specifically references Protecting Vulnerable People, covering; Domestic Abuse, Stalking, Harassment and Violence Against Women and Girls (VAWG). The Force identifies current demand, its capacity, capability and performance, plans and mitigations and any residual demand/risk. The 2024/2025 Planning Cycle is already underway and will again specifically reflect on the previous year's performance, and priorities for future demand management.

Surrey Police has a good understanding of the scale and type of stalking behaviours within the Force. Structures and mechanisms are in place to ensure that from operational to strategic focus is on our service delivery in this area. There are clear alignments between the Force strategic plans around Violence against Women and Girls (VAWG) and stalking. The Force VAWG delivery plan refers directly to stalking as one of the critical threats with identified strategic owners for each area.

- **Problem profiles using police data and intelligence and other sources of information to ensure that the full extent of stalking is well understood. This could include information sharing with local victims services and other public services, and national and local statistics.**

Surrey is proud to have developed a live stalking performance dashboard. -Stalking Product Live - Power BI Report Server

This up to date and intuitive data tool allows the Force to fully understand the problem profiles around staking. It enables staff to access information at all levels, including Force/departmental and individual case level to fully understand data and the stalking profile.



The Force is already aware of and is fully compliant with, the Home Office statutory requirement to conduct telephone interview surveys with a sample of Stalking victims. Surrey Police has already proactively initiated a Stalking and Harassment telephone interview survey some years prior to the mandating of this survey. The data from all these surveys is produced into a report to assist in identifying trends, and areas for improvement. This detail is uploaded to a range of Power-BI dashboards including a specific satisfaction survey dashboard where colleagues can explore visualisations of the data and apply their own filters on geography, crime type or demographics for example.

- **Regular assurance work such as audits to better understand the force response and make improvements where appropriate, including monitoring the use of SPOs, investigation outcomes and the quality of investigations.**

Within Surrey Police's Corporate Development Department (CDD), the Force has a range of performance measures and products that relate to stalking and feed into the Force Service Board (FSB), chaired by the Chief Constable. This area of business is also monitored and measured within the Force Vulnerability board (VB), chaired by ACC Jones. Stalking data is reviewed and scrutinised across all divisional performance meetings. The Force is focused and proud of its performance in this area. Surrey is a leading Force in terms of positive outcome rate consistently being over 20%.

Stalking Protection Orders (SPO's) and Domestic Violence Protection Notices (DVPN's) are discussed in the divisional Daily Management Meetings (DMMs) to ensure proactive management of safeguarding and dealing with potential breaches.

Action: The Force will continue to optimise opportunities to utilise problem profiling and ensure information is shared with relevant support services and our partners to better inform and drive initiatives and activities. A review of this will take place by March 2025.

Action: By the first quarter of 2025 Surrey Police will have a clear dedicated 4 point plan relating to our Forcewide stalking response.

Action: By March 2025 Surrey Police will have fully reviewed the practice of how SPO's are effectively policed and monitored through the divisional DMM's

Recommendation 12

By 27 March 2025, take steps to make sure that risk identification, assessment and management is effective in all stalking and breaches of orders cases, including by:

- *Considering implementing the stalking screening tool to support the identification of stalking and the risks associated with stalking.*
- *Having clear policies and procedures in place for assessing and managing risk in all cases. And where appropriate, embedding recognised risk assessment tools in force systems so that it is easy for officers to access, use and document their consideration of risk and safeguarding.*
- *Recognising (in policies, guidance and training) the heightened risk associated with breaches of protective orders and measures.*
- *Implementing screening and checking processes to support the early identification, assessment and management of high-risk cases. This may require stalking and breach of order cases to be considered at daily management meetings.*

Surrey Police response:

Current situation

- **Considering implementing the stalking screening tool to support the identification of stalking and the risks associated with stalking.**

Surrey Police was a pilot force for the Stalking Screening Tool (SST) in 2020. It has been fully embedded into the Forces policies and processes. The Force has shared experience of using the tool with the Stalking Screening Tool (SST) National project team and assisted other forces in their implementation of the tool.

SST is embedded in Pronto. Breaches are covered in Policy and Procedure and in the new training package references under recommendation 10. The Force brought the SST in as an assessment tool for consistency / best practice.

- **Having clear policies and procedures in place for assessing and managing risk in all cases. And where appropriate, embedding recognised risk assessment tools in force systems so that it is easy for officers to access, use and document their consideration of risk and safeguarding.**

Surrey Police staff and officers make full use of all available risk assessment tools, which include RARA, DASH and the SST. This is reflected in the Forces current Stalking and Domestic Abuse Policies. The Force makes good use of templates and automated prompts to ensure these assessments are used. The appropriate use and completion of these assessments is reviewed within divisional performance meetings and associated strategic governance boards such as the vulnerability board, Falcon Board (in relation to investigation standards) Soteria board (the national response to rape / sexual offence victims), VAWG strategic board and Force Service Board, where suitable focus is placed on compliance with appropriate risk assessments, supervisory reviews and signposting to outreach services.

Relevant and useful documents are available to staff and officers on internal intranet pages which are regularly reviewed and updated.

- **Implementing screening and checking processes to support the early identification, assessment and management of high-risk cases. This may require stalking and breach of order cases to be considered at daily management meetings.**

Stalking cases are reviewed during DMMs, chaired by the divisional command officer.

Breaches of Stalking Protection Orders (SPOs) and Domestic Violence Protection Notices (DVPNs) are driven through the same process.

The Surrey stalking clinic ensures that a collaborative and partnership approach is used to track, manage and progress the cases which need it the most.

Action: By March 2025 we will embed a more robust process for early identification of breaches and action.

Recommendation 13

By 27 March 2025, take steps to make sure that force strategies, structures and processes are in place so that police consider an SPO in every stalking case, and apply for an SPO where relevant and appropriate to prevent harm and further offending. To achieve this, chief constables should review, and revise where necessary:

- Local training and guidance on SPOs, including training and guidance for supervisors.
- Mechanisms for supporting investigating officers to identify cases where SPOs would be appropriate and assisting them with SPO applications. This could be through dedicated teams or roles and/or through daily management meetings considering risk and safeguarding.

Surrey Police response:

Current situation

Policy and procedure states that stalking Protection Orders (SPOs) should always be considered. Daily reviews by the Force stalking advisor identify cases suitable for SPO and officers will also approach the advisor for advice and guidance in relation to SPOs. Further to this, our partner agencies (DA Outreach) will also flag any cases they feel may be suitable, such as when they supporting a client who is experiencing stalking behaviour. Surrey Police policy is that all staking investigations are dealt with as PIP2 investigations, meaning that they sit within a dedicated investigation team.

Every stalking investigation must have a Stalking Supervisors Review Template (SSRTs) held within NICHE which also asks if a SPO has been considered.

- **Local training and guidance on SPOs, including training and guidance for supervisors.**

Weightmans delivers bespoke training on SPO's to all supervisors.

- **Mechanisms for supporting investigating officers to identify cases where SPOs would be appropriate and assisting them with SPO applications. This could be through dedicated**

teams or roles and/or through daily management meetings considering risk and safeguarding.

The stalking clinic enables officers to seek early advice and support on cases where SPO's are being considered. This along with the support of the Force stalking advisor offers first hand support to officers in the application process.

Action: By March 2025 we will provide additional supervisor support and training to encourage investigators to seek SPOs. We are a leading Force in terms of the volume of SPO's and DVPNs issued, this is reflective of our commitment to protecting vulnerable people and achieving Our Plan.

Action: By November 2024, the current Stalking working group will include audits of Stalking SPOC Reviews and Stalking Supervisor Reviews to ensure compliance.

Action: To ensure daily scrutiny over stalking investigations a review will take place of the current processes around the allocation and onward investigation of all stalking investigations. Where appropriate fast track actions will be fed into the divisional daily DMM chaired by a Chief Inspector. This will be implemented by the first quarter of 2025.

Recommendation 14

By 27 March 2025, take steps to make sure stalking victims receive the rights they are entitled to under the victims'. Chief constables should make sure:

- *Victim needs assessments are always completed.*
- *Their force has appropriate processes to make sure all stalking victims are told about their rights under the victims code. .*
- *Information about the national and specialist stalking support services available in their force area is easily available to police officers and staff, victims and the general public.*
- *Victims who would like to receive support are referred to an appropriate service in a timely manner.*
- *They monitor the number of stalking victims who are referred to specialist support services and take action when referral numbers are low.*

Surrey Police response:

Current situation

- ***Victim needs assessments are always completed; Victims who would like to receive support are referred to an appropriate service in a timely manner.***

The OPCC Surrey Police and specialist DA service East Surrey Domestic Abuse Service (ESDAS), worked together to identify and address a gap in support for stalking victims. The OPCC's commissioning team secured funding from the OPCC's budget to be able to grant fund for a

stalking advocate within ESDAS (intimate) and Surrey Polices Victim and Witness Care Unit (V&WCU) (non-intimate). Oversight of numbers of referrals, any barriers in terms of information sharing, collaborative working and providing support to victims has been discussed in relevant meetings between the OPCC and providers – including the Victim and Witness Care Unit governance board (non-intimate advocate) and grant monitoring meetings with ESDAS. Any identified issues can be discussed with operational police leads for resolution. This is alongside day to day working arrangements through a relationship with the Force's Stalking Advisor and attendance at Stalking Clinic.

We complete Victim Needs Assessments with all victims of stalking via the Victim & Witness Care Unit. A caseworker will make contact with the victim (usually within 24 hours of reporting) and will conduct an assessment, covering four topics- 'Health & Wellbeing', 'Ability to cope (to include support networks)', 'Safety' to examine any safeguarding measures which are required or can be implemented, and 'Informed' to determine whether the victim is familiar with, or already engaging with external support services. Based on this assessment, any safeguarding needs can be addressed, or the case allocated to a caseworker for ongoing support. In domestic related cases, the victim will be referred to our DA Outreach services for independent, ongoing support.

- ***Information about the national and specialist stalking support services available in their force area is easily available to police officers and staff, victims and the general public.***

Victims are regularly signpost to national support services. These are included in policy and procedure and in the reviews conducted.

The Surrey Police Single Online Hub (SOH) contains information on victim rights which is externally published on the Surrey Police website.

The Force has a team of stalking support experts (SPoCs) located throughout Surrey who are trained to provide officers and staff with support. They signpost staff to the most relevant support service.

Support is offered within the stalking clinics to officers and staff who are involved in Stalking cases. Police Officers and staff have access to stalking guidance and a list of support service contacts on their hand-held devices which can be accessed on scene.

There is an internal 'How do I?' intranet page which contains a list of all Surrey and National Support Services.

The Force has an external facing Stalking and Harassment Service page which can be found on the Surrey Police Single online home (SOH) platform. This provides a simple online reporting service and advises what police and partner support is available.

- *They monitor the number of stalking victims who are referred to specialist support services and take action when referral numbers are low.*

Action: By March 2025 the force will seek to improve on our data collection and understanding of victims that are referred to specialist services.

Recommendation 15

By 27 March 2025, review whether the right specialist services have been commissioned to support stalking victims in their area, including provision of trained independent stalking advocate caseworkers (ISACs). PCCs and their mayor equivalents should provide the necessary services where they do not exist and should consider collaborating across force boundaries to provide services if it would be efficient and effective to do so.

Surrey Police response:

Current situation

The Force has embedded a stalking caseworker who has been trained by The Suzy Lamplugh Trust and a Force advisor who is accredited as an Independent Stalking Advocacy Specialist (ISAS) and trained in the Stalking Risk Profile.

The Office of the Police and Crime Commissioner (OPCC), Surrey Police and specialist DA service ESDAS worked together to address an identified gap in support for stalking victims. The PCC's commissioning team secured funding from the PCC's budget to be able to grant funds for a stalking advocate within ESDAS (intimate) and Surrey Police Victim and Witness Care Unit (V&WCU) (non-intimate). Oversight of numbers of referrals, any barriers in terms of information sharing, collaborative working and providing support to victims has been discussed in relevant meetings between OPCC and providers – including the V&WCU governance board (non-intimate advocate) and grant monitoring meetings with ESDAS. Any identified issues can be discussed with operational police leads for resolution. This is alongside the day-to-day working arrangements through a relationship with the Force's Stalking Advisor and attendance at Stalking Clinic.

Action: A review of available services available through the Suzy Lamplugh trust has been conducted with a view that additional commissioned services will be considered in the

financial year 2025-2026. A decision on this will be made within the first financial quarter of 2025.

Recommendation 16

By 27 March 2025, work together to review commissioning arrangements and make changes as soon as possible. This will ~~to~~ ensure they embed collaborative working and information sharing between policing and services providing victim support to stalking victims.

Surrey Police response:

Current situation

Surrey Police has several commissioned services to ~~support~~ assist the collaborative support for victims of stalking. Through the Forces OPCC the Force has a partnership with the Intervention Alliance who provide the Compulsive Obsessive, Behaviour intervention programme (COBI).

This programme is targeted at people who have obsessive and controlling behaviour which manifest in stalking and harassment. Using Dialectal Behavioural Therapy (DBT), perpetrators are helped to acknowledge, accept and recognise their difficult emotions and thoughts ~~that~~ which triggers harmful behaviour towards others.

In addition to this, the OPCC has funded a Stalking Advocate (1x35 hour) which is embedded in East Surrey Domestic Abuse Service (ESDAS) to support victims of intimate stalking. Funding for this post will be provided to ESDAS, with recruitment and management undertaken by the organisation.

A further (1x18 hour) post is embedded within Surrey Police's Victim and Witness Care Unit (V&WCU) to provide support to the non-intimate stalking victims. Funding for this post will be provided to the V&WCU, with recruitment and management undertaken by Surrey Police.

Recommendation 17

By 27 March 2025, make sure the new College of Policing investigations APP content on case allocation is reflected in the relevant policies relating to the allocation of stalking and breach of order cases for investigation. Force policies should support the allocation of stalking cases to officers with the right skills and experience, whilst taking into account the potential risk and complexity involved in stalking and breach of order cases.

Surrey Police response:

Current situation

Policy and Procedure is clear in relation to allocation. The Force considers all stalking a PIP2 crime and as such, it is required to be investigated by a dedicated investigation team. This is monitored through the niche insights dashboard where allocated crime by type is scrutinised at a local and Forcewide level. All allocations that sit outside of this policy are subject to review.

A subject who breaches an order or an interim order without reasonable excuse is recognised as having committed a criminal offence. An application for a SPO (Stalking Protection Order) may also be a trigger for escalation by the stalker. It is crucial that we understand these risks, are proactive in the management of the subject, and that we take urgent action in cases where orders are breached.

The default action is to arrest the subject where there are grounds for, and where it is necessary to arrest. Interviewing a subject using the voluntary attendance process is only exercised under exceptional circumstances. The offender manager will also consider whether any further stalking offences and behaviours have occurred.

Recommendation 18

By 27 March 2025, take steps to improve the quality of stalking investigations by taking a victim centred, suspect focussed and context led approach. Chief constables should make sure:

- *Their workforce has the capacity and capability to undertake effective stalking investigations and can apply new and innovative investigation techniques to pursue digital lines of enquiry.*
- *All reasonable lines of enquiry are pursued and supported by good supervision.*
- *Arrest and search powers are used to gather evidence from and about the suspects.*
- *The impact on victims is evidenced in witness statements, so it can be used to inform charging decisions and improve the likelihood of successful investigation outcomes.*

Surrey Police response:

Current situation

- **Their workforce has the capacity and capability to undertake effective stalking investigations and can apply new and innovative investigation techniques to pursue digital lines of enquiry.**

Surrey Police recognise that Stalking cases are complex and that they should be dealt by investigators with the appropriate skillset and support.

The Force stalking and harassment policy confirms which skilled unit is the most appropriate to manage the type of Stalking investigation. All stalking investigations within Surrey are dealt with as PIP2 investigations and as such, sit within dedicated investigation teams.

- **All reasonable lines of enquiry are pursued, supported by good supervision.**

The Force has developed and utilises a '*Stalking Supervisory Review*' which is embedded into the core IT system – Niche. These templates have been designed to support and guide first line leaders and investigating officers to ensure that all aspects of the crime are considered and investigated, whilst the templates signpost officers to the right unit for help and support. These templates are aligned to our Force Policy and includes the direction to arrest, interview, and search in all cases.

In addition, these templates are linked to the CPS Protocol Checklist which ensures that all lines of enquiry are considered.

Niche insights enable users to ensure that they know which investigation require a supervisory review to monitor compliance in this area.

- **Arrest and search powers are used to gather evidence from and about the suspects.**

The Force's PIP 2 investigators are trained to utilise their powers to gather evidence and seek to prosecute suspects. Arrest rates are closely monitored through the PowerBi dashboard.

- **The impact on victims is evidenced in witness statements, so it can be used to inform charging decisions and improve the likelihood of successful investigation outcomes.**

The impact on victims is evidenced in witness statements, which can be used to inform charging decisions and improve the likelihood of successful investigation outcomes.

Within the stalking clinic, the Force seeks feedback from Crown Prosecution Service (CPS) colleagues to understand where our statements are lacking and how we can continuously improve.

Action: The Force recognises the importance of including the level of impact on the victim in witness statements. There are good examples of where this is done, however, this is not consistent enough yet and therefore the Force will implement a governance process which will monitor and drive improvement. We will work with our investigating officers to develop their knowledge in this key area.

Action: The Force will work with our partners to obtain examples of best practice, and will consult with them to ensure that the training and guidance we provide to our officers and police staff is inclusively informed.

Action: The Force will update our NICHE supervisor stalking review templates to prompt this to be actioned

Recommendation 20

By 27 March 2025, take steps to improve how their force effectively recognises and responds to online elements of stalking. This should include making sure:

- The scale and nature of online stalking behaviours informs their strategic understanding of, and the response to, stalking.*
- Examples of online stalking are included in locally produced training and guidance material about stalking.*
- Clear online safety advice is available to officers and staff, drawing on the College of Policing APP on stalking or harassment when it is developed.*
- Appropriate tools, technologies and support services to digitally safeguard victims are procured and officers and staff are to use these resources when appropriate.*

Surrey Police response:

Current situation

- The scale and nature of online stalking behaviours informs their strategic understanding of, and the response to, stalking.**

Surrey Police has recognised the importance of having a good understanding of the online elements of stalking and how to address them.

The Force acknowledged that this is a growing area of concern and as technology changes and grows, we need to remain vigilant to those changes and ensure the most up to date information is shared amongst those carrying out the investigations.

To achieve this, Surrey Police has representatives from the Digital Safeguarding Investigations Unit (DISU) attend the Stalking Clinic, to provide a digital strategy and if it is identified as a complex case, they will remain involved in that investigation and offer the Officer in Charge (OIC) ongoing support.

- Examples of online stalking are included in locally produced training and guidance material about stalking.**

The updated training package includes a whole 'digital day' where the Digital Safeguarding Investigations Unit (DISU), Digital Forensic Teams (DFT) and RIPCOM all provide inputs relating to online enabled stalking. Policy and Procedure includes cyber stalking. DISU conduct safeguarding visits as well as attending stalking clinics and providing bespoke digital strategies.

- Clear online safety advice is available to officers and staff, drawing on the College of Policing APP on stalking or harassment when it is developed**

Digital Safeguarding Investigations Unit (DISU) have an internal access page with user guides around individual applications, identifying how best to address security settings and capture evidence.

- **Appropriate tools, technologies and support services to digitally safeguard victims are procured and officers and staff use these resources when appropriate**

Guardian Technology is available in Force to identify malware on victim devices.

Digital Safeguarding is addressed in the Stalking SPOC guidance template and officers are directed to the internal Digital Safeguarding Investigations Unit (DISU) pages.

Surrey Police has the use of Digital Dogs who have been used on several searches for those with active investigation and those subject to Stalking Protection Orders (SPOs), either to identify items in a suspect's address post arrest or a victim's address/vehicle to ensure all safeguarding has been completed and no hidden digital devices are present.

Action: Surrey Police will review its current online safety advice to include any updates from the CoP APP, along with advice and guidance from subject matter experts and partners.

Action: Surrey Police will review its Stalking SPOC guidance template to ensure all links work and that there are links to the updated College of Policing APP.

Action: Surrey Police will continue to include a digital input in all Stalking CPD to ensure Officers are kept up to date and informed on the latest changes, challenges, and advances in technology.

Action: Surrey Police will continue to look for ways of improving our knowledge and response to online Stalking behaviours.

Action: By March 2025, Surrey police will review its current DMI capacity (digital media Investigator) capability and ensure capacity meets demand

Recommendation 22

By 27 September 2025, using the information collated by the NPCC lead under recommendation 21, to consider whether and how dedicated stalking officers , staff, or other subject matter experts, can be used to add value and support the forces response to stalking.

Surrey Police response:

Current situation

Surrey Police currently has a Detective Superintendent tactical lead for Stalking, supported by the Detective Inspector as deputy portfolio holder.

This workstream feeds into both the Force vulnerability board and FSB where Stalking performance is monitored and reviewed.

The Force has a dedicated stalking and harassment advisor whose expertise and passion has contributed significantly to Surrey's performance in achieving positive outcomes for stalking.

When information is disseminated, this is then passed across to the Force via the Stalking clinic, they are then asked to impart this information to their colleagues.

Action: Any relevant information from the NPCC will be shared amongst that network and dependent on the size of this, it may have a dedicated input.

Action: By March 2025 Surrey police will have reviewed its current SPOCS/ SME's provision and set a plan for maintaining resilience in this important skill set.

Recommendation 23

By 27 March 2025, implement a mechanism for early screening of crimes to improve the identification, recording and management of all stalking cases. Forces should consider screening crimes similar to stalking, or where stalking behaviours may be present as part of a course of conduct, like harassment, malicious communications and breaches of orders.

Surrey Police response:

Current situation

This is currently monitored through the Stalking Screening Tool.

Crime registrar is reviewing ways in how we can improve compliance in this area.

The OMU is under review and a transformation project is underway which will seek to improve the Force Crime Data Integrity. The delivery of this is beyond March 2025 so we will need to implement other measures ahead of this time.

The OMU run a search each day for all domestics recorded as harassment. HOCR directs that if the conduct involves ex-partners, it must be recorded as stalking unless the FCR (OMU in practice) considers it to only amount to harassment in law. They assess and amend those where applicable.

Action: We need to identify and implement a better process to achieve this.

Recommendation 25

By 27 March 2025, explore opportunities to improve how their force works with partners to contribute to a multi-agency response to stalking. This should include considering:

- *How the force works in partnership with healthcare, the CPS, probation services and other criminal justice partners to manage stalking perpetrators and address their behaviour.*
- *Whether and how they should collaborate with other forces to effectively and efficiently contribute to multi-agency partnerships on stalking.*
- *How multi-agency public protection arrangements (MAPPA) are being used to effectively manage stalking offenders.*

Surrey Police response:**Current situation**

- **How the Force works in partnership with healthcare, the CPS, probation services and other criminal justice partners to manage stalking perpetrators and address their behaviour.**

There are a number of existing mechanisms in place so that partners can contribute to a multi-agency response to stalking:

MAPPA

Stalking with Fear of Violence is a Schedule 15 offence, therefore if an offender is convicted to a sentence of 12 months or more, they will become a Category 2 Offender, managed by Probation and subject to multi-agency meetings under MAPPA levels 2 and 3.

Potentially Dangerous Person (PDP)

A PDP is a person who is not convicted for an offence which places them into a MAPPA category but whose behaviour gives reasonable grounds for believing that there is a likelihood of them causing serious harm.

A PDP will be managed by Police and whilst there is no statutory legislative framework for multi-agency management however Police will convene Professionals Meetings.

Surrey Police has 1 offender who presents a stalking risk and who is managed under PDP status.

In addition, Surrey Police utilise provisions under The MATAC (Multi Agency Tasking and Coordination Meeting) processes to manage stalking and high risk offenders:

- MATAC is a multi-agency meeting which focusses on Domestic Abuse Perpetrators who present a risk of serious harm.

- DA perpetrators can be identified through partnership referral, police referral or through the Surrey Police High Harm Index.
- The new Surrey Police High Harm Index has the capability to order offenders according to their cumulative Cambridge High Harm risk and then filter those who have previously committed a stalking offence.
- MATAC subjects are discussed at a multi-agency meeting where Probation, iAccess, Housing, Children's Services, Adult Social care and Outreach attend.

Steps to Change

- Surrey Police has recourse to refer offenders to Steps to Change, where an expert hub of coordinators* will coordinate daily referrals taking a whole family approach. (*Interventions Alliance, Surrey Domestic Abuse Partnership, victim and witness Care Unit and Richmond Fellowship)
- The Steps to Change Team is available to Police for a consultation about what support is needed.
- Steps to Change will take actions to hold the perpetrator abuse to account, offering opportunities to choose to change and consider joint risk management for the family unit.

Surrey Police has this available for those subject to SPO and committing DA Stalking offences. Those who have been to MATAC will be considered, if relevant, for a Stalking Protection Order as one of the disruption options to be able to manage and deal robustly.

Stalking Protection Orders are managed by the High Harm Perpetrator Unit. Each person SPO has an offender manager, if concerns escalate then the person can be referred to TTCG for wider work and into MAPPA where multi agency risk assessment and risk management plans are discussed and put in place. We currently have SPO recipients in our MAPPA cohort.

- **Whether and how they should collaborate with other forces to effectively and efficiently contribute to multi-agency partnerships on stalking**

Surrey Police attend the South-East Regional working group with neighbouring forces (Kent, Hampshire, Sussex and Thames Valley) to share best practice, learning and ideas.

- **How multi-agency public protection arrangements (MAPPA) are being used to effectively manage stalking offenders**

Stalking offenders are currently managed through the DMM process, and investigations sit within Investigation teams.

To manage Sexual offenders and DA perpetrators, the division works closely with the HHPU (High Harm Perpetrator Unit) and regarding DA (domestic Abuse), DAT (domestic Abuse Teams) representatives attend MATAC, a multi-agency offender management scheme, specifically focussed on our Highest Risk DA Perpetrators; HHPU owns the scheme. This would

include those perpetrators who are High risk stalking subjects. The subjects are referred into the MATAC co-ordinator from partner agencies, namely, Police, Probation, DA Case workers, MARAC etc. The monthly MATAC meeting is co-chaired by the HHPU Detective Inspector and the DAT Detective Inspector. All agencies are present and able to identify repeat Domestic Abuse abusers or high harm offenders. Where appropriate, actions are referred to the Tactical Tasking Co-ordination Group (TTCG). High Risk Sex offenders/ stalking offenders are managed by the HHPU via the MAPPA process and where appropriate requests for support such as covert assets are brought to the TTCG. Those that are not managed by the HHPU are managed by CID with the assistance of the HHPU.

Surrey Police currently has the multi-agency stalking clinic to also manage Stalking perpetrators. As MAPPA largely manages offenders already convicted of an offence, it is felt that the stalking clinic is an appropriate model as cases can be discussed early, to assist officers with their investigations but also to address victim safeguarding and suspect risk management even prior to a conviction.

Surrey Stalking Clinic

The Surrey Police Stalking Clinic has been developed following the recommendations of the Parliamentary Inquiry into stalking law reform, the Home Office consultation responses and feedback from victims groups recommending that stalking should be approached from a more holistic stance, which should include assessments of mental health and risk. In addition to this, recent HMIC recommendations have included a perpetrator management programme and the Stalking Clinic will assist in risk assessment and management of stalking suspects / perpetrators.

The clinics operate where the alleged perpetrator ordinarily resides within the Surrey Police geographical policing area.

Surrey Police Stalking Clinic provides expert advice where there is a live police investigation. The Clinic meets monthly to review complex stalking cases, from across the Force, and provide identification, referral, consultation, case formulation, sign-posting, and risk assessment of the stalking matter. The Surrey Police Stalking Clinic brings together representatives from police, health, probation, crown prosecution service and victim advocates from Domestic Abuse Outreach services (where cases are domestic related) to understand the motivations for the stalking behaviour and produce an individual risk assessment and management plan, whilst keeping the victim at the heart of the process.

Representatives include:

- **ESDAS– to ensure the voice of the victim is heard**
- **CPS – To provide investigative advice**
- **Legal Services – who will advise on the SPO**
- **Probation – they will provide any current or previous relevant information they hold on the suspects.**
- **Digital Investigation Safeguarding Unit (DISU) – They provide the OIC with Digital advice and support and a strategy to go away and work through. If it is required, they will stay involved with the investigation and continue to support the Officer in Charge (OIC).**

Action: By March 2025 Surrey Police will ensure we have reviewed our current MAPPA and MATAC processes to ensure we are maximizing opportunities with all partner agencies to manage our high-risk offenders.

Recommendation 27

By 22 November 2024 (56 days from publication), write to HMICFRS, the IOPC and the College of Policing setting out their response to the recommendations made to them. Chief constables should direct their response to the NPCC which should provide a collective response on behalf of all police forces. PCCs and their mayor equivalents should direct their response to the APCC which should provide a collective response on their behalf.

Surrey Police response:

Current situation

Action: The Action Plan Template received from NPCC will be updated and shared along with this document

Recommendation 28

By 22 November 2024 (56 days from publication), publish on their force website an action plan which explains what their force will do in response to each of the recommendations made to them and send the NPCC a link to where this action plan can be found. By 27 March 2025 (six months from publication) provide an update to the NPCC describing the progress they have made against their action plans.

Surrey Police response:

Current situation

Action: This document will be published