

Public Document Pack

Sussex Police and Crime Panel

Members are hereby requested to attend the meeting of the Sussex Police and Crime Panel, to be held at **10.30 am** on **Friday, 28 June 2019** at **County Hall, Lewes**.

Tony Kershaw

Clerk to the Police and Crime Panel

20 June 2019

Webcasting Notice

Please note: This meeting will be filmed for live or subsequent broadcast via East Sussex County Council's website on the internet – at the start of the meeting the Chairman will confirm that the meeting is to be filmed. Generally the public gallery is not filmed. However, by entering the meeting room and using the public seating area you are consenting to being filmed and to the possible use of those images and sound recordings for webcasting and/or training purposes. The webcast will be available via the link below: <http://www.eastsussex.public-i.tv/core/>.

Agenda

- 10.30 am 1. **Appointment of Independent Members**
- The Police Reform and Social Responsibility Act 2011 requires the Panel to have a minimum of two Independent Co-opted Members. Independent Co-opted Members have one-year terms and can be re-appointed annually for up to five years. At its meeting in July 2016, the Panel agreed the appointment of Mr Peter Nightingale to the vacant role of Independent Co-opted Member. At its meeting in June 2017 the Panel agreed the appointment of Mrs Susan Scholefield to the vacant role of Independent Co-opted Member. The Panel is asked to renew the appointment of Mr Peter Nightingale, Independent Co-opted Member, to take effect immediately. The Panel is asked to renew the appointment of Mrs Susan Scholefield, Independent Co-opted Member, to take effect immediately.
- 10.30 am 2. **Appointment of Chairman and Vice Chairman**
- The Panel will be invited to appoint a Chairman and Vice Chairman for the 2019/20 municipal year.
- 10.35 am 3. **Declarations of Interest**
- Members and officers must declare any pecuniary or personal interest in any business on the agenda. They should also make declarations at any stage such an interest becomes apparent during the meeting. Consideration should be given to leaving the meeting if the nature of the interest warrants it. If in doubt contact Democratic Services, West Sussex County Council,

before the meeting.

10.40 am 4. **Minutes of the Previous Meeting** (Pages 5 - 14)

To confirm the minutes of the previous meeting on 26 April 2019 (cream paper).

10.40 am 5. **Urgent Matters**

Items not on the agenda which the Chairman of the meeting is of the opinion should be considered as a matter of urgency.

10.40 am 6. **Annual Review of Membership and Proportionality** (Pages 15 - 22)

Report by the Clerk of the Police and Crime Panel.

The Panel is required to undertake an annual review of proportionality to take account of any changes to the political composition of constituent authorities during the course of the previous year. The attached report provides the latest political composition of local authorities in Sussex and a calculation of proportionality of the Panel.

The Panel is required to consider the appointment of any additional members from the county councils and Brighton and Hove City Council to address any imbalance in political proportionality.

10.50 am 7. **Public Question Time** (Pages 23 - 24)

Members of the public wishing to ask a written question of the Commissioner or Panel will need to submit their question no later than two weeks prior to the date of the meeting. Responses will be tabled at the meeting. Panel members will be invited to ask supplementary questions, based upon the written response.

11.05 am 8. **The Sussex Police and Crime Commissioner's Annual Report and Financial Outturn Report 2018/19** (Pages 25 - 48)

The Police and Crime Panel is required to review the Commissioner's annual report. The Commissioner will outline the attached annual report which provides an update on the performance against the priorities, objectives and measures set out in the Police and Crime Plan for the period 1 April 2018 – 31 March 2019.

The Financial Outturn Report presents a summary of the revenue and capital outturn for 2018/19 subject to audit for the overall police fund under the direction of the Police and Crime Commissioner.

The Panel is asked to review, put questions to the Commissioner, and make recommendations on the annual report and financial outturn report if necessary. All recommendations agreed by the Panel will be published in a report from the Chairman to the Commissioner.

- 12.15 pm 9. **Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services Inspection of Stalking and Harassment**
(Pages 49 - 146)

At a previous meeting of the Panel, the Police and Crime Commissioner informed members of Sussex Police's Improvement Plan, and her request that HMICFRS inspect the plan.

The Panel is asked to consider the Commissioner's actions and decisions following Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services' inspection of Sussex Police's response to harassment and stalking.

- 12.40 pm 10. **Annual Report from the Host Authority** (Pages 147 - 150)

Report by the Clerk to the Police and Crime Panel.

The Host Authority is required to submit to the Panel an annual budget report detailing income and expenditure of the Panel during the previous year. The report also includes a summary of the main achievements of the Panel over the last year.

The Panel is asked to scrutinise its annual report and budget outturn for 2018/19.

- 12.55 pm 11. **Quarterly Report of Complaints**

No correspondence has been received since the last meeting of the Panel.

There are no ongoing matters to report.

- 12.55 pm 12. **Commissioner's Question Time**

The Panel is asked to raise any issues or queries concerning crime and policing in Sussex with the Commissioner.

There will be one question per member only and one supplementary question; further supplementary questions allowable only where time permits. The Chairman will seek to group together questions on the same topic.

- 1.15 pm 13. **Date of Next Meeting and Future Meeting Dates**

The next meeting of the Panel will take place on 27 September at 10.30 a.m. at County Hall, Lewes.

Future meeting dates below:

31 January 2020

17 February 2020 (to be cancelled if not required).

To all members of the Sussex Police and Crime Panel

Sussex Police and Crime Panel

26 April 2019 – At a meeting of the Panel held at 10.30 am at County Hall, Lewes.

Present:

Cllr Bill Bentley (Chairman)	East Sussex County Council	Cllr Christian Mitchell (Vice-Chairman)	West Sussex County Council
Cllr Dave Simmons	Adur District Council	Cllr Mike Clayden	Arun District Council
Cllr Eileen Lintill	Chichester District Council	Cllr Carolyn Lambert	East Sussex County Council
Cllr Judy Rogers	Hastings Borough Council	Cllr Norman Webster	Mid Sussex District Council
Cllr Tony Nicholson	Lewes District Council	Cllr Tricia Youtan	Horsham District Council
Cllr Claire Dowling	Wealden District Council	Mr Peter Nightingale	Independent member
Miss Susan Scholefield	Independent member	Cllr John Ungar	Eastbourne Borough Council
Cllr Val Turner	Worthing Borough Council		

Apologies were received from Cllr Brenda Smith (Crawley Borough Council), Cllr Michael Jones (Crawley Borough Council), Cllr Colin Fitzgerald (Hastings Borough Council), Cllr Mo Marsh (Brighton and Hove City Council), Cllr Joe Miller (Brighton and Hove City Council), Cllr Eleanor Kirby-Green (Rother District Council), Cllr Chris Saint (Rother District Council), Cllr John Barnes (Rother District Council).

Part I

34. Declarations of Interest

34.1 In accordance with the code of conduct members of the Panel declared the personal interests contained in the table below.

Panel Member	Personal Interest
Bill Bentley	Lead Member for Communities and Safety Chairman East Sussex Safer Communities Civil Military Partnership Board
Mike Clayden	Chairman of Safer Arun Partnership
Claire Dowling	Chairman of Safer Wealden Partnership
Colin Fitzgerald	Employed by Solace Women's Aid Charity Chairman of Safer Hastings Partnership

Eleanor Kirby-Green	Member of Safer Rother Partnership
Carolyn Lambert	Member of East Sussex Fire Authority Vice Chair of Sussex Inshore Fisheries and Conservation Authority
Eileen Lintill	Member of Chichester Community Safety Partnership
Mo Marsh	Lead Councillor for Community Safety (BHCC) Deputy Chair of the Neighbourhoods Inclusion Communities and Equalities Committee (BHCC)
Tony Nicholson	Co-Chairman of Eastbourne & Lewes Community Safety Partnership
Susan Scholefield	A serving Magistrate Chair of the Competition Appeal Tribunal and Competition Service Non-Executive Director of Surrey and Borders Partnership NHS Foundation Trust
Dave Simmons	Chairman of Adur and Worthing Safer Communities Partnership Sussex Partnership NHS Foundation Trust Council of Governors.
Val Turner	Member of Safer Communities Partnership, Adur and Worthing
John Ungar	Co-Chairman of Eastbourne & Lewes Community Safety Partnership
Norman Webster	Member of Mid Sussex Community Safety Partnership Stakeholder Governor of Queen Victoria Hospital NHS Foundation Trust East Grinstead.
Tricia Youtan	Member of Horsham Community Safety Partnership Cabinet Member for Community Safety at Horsham District Council

34.2 Cllr Judy Rogers declared that she was the Safeguarding Manager for Table Tennis England.

35. Minutes

35.1 Resolved – that the minutes of the last meeting held on 1 February 2019 be approved as a correct record and that they be signed by the Chairman.

36. Public Question Time

36.1 Mr Moore asked the following question of the Police and Crime Commissioner (PCC):

1. I have received the following data as a result of a Freedom of Information Act request from Sussex Police which is correct as at the 18th March 2019.

Since the 1st April 2018:

Number of police officers recruited 267

Number of police officers retired 133

Number of police officers resigning 83

That means that in terms of additional police officers for that period (1.4.2018 – 18.3.2019) the total is 51.

1. In light of this does the PCC wish to re-consider her target of an EXTRA 200 police officers being in place within Sussex by 2020?
2. What does she intend to do regarding the high numbers of police officers resigning from the force?

36.2 The Commissioner gave the following response to Mr Moore's question:

1. In 2018/19, I increased the police precept by £12 per year for an average Band D property. This decision, combined with the £17m that was already authorised from reserves, substantially reduced the planned savings requirement for Sussex Police.

The Sussex Police 2018/22 Transformation Strategy sets out how the Force will use the additional funding to strengthen the Local Policing Model (LPM), improve contact with members of the public and modernise further the policing service to meet a range of complex crime demands. The Strategy can be viewed through the following link:
https://sussex.police.uk/media/8394/sussex-policetransformation-strategy_7-rev-web.pdf

In 2019/20, I increased the precept by £24 per year for an average Band D property. This extra investment will ensure that by March 2023 there are 250 more police officers, 100 more Police Community Support Officers and 50 more specialist staff than there were in March 2018 – a total increase of 400 individuals.

I will continue to monitor closely the delivery of this investment through the LPM and revised Transformation Strategy and will challenge Sussex Police on behalf of the public, where appropriate.

2. I can confirm that the number of police officers leaving Sussex Police by resignation has actually decreased in each of the past three years. The number of officers transferring to other police force areas has remained consistent over this period too.

Sussex Police has a turnover rate of less than 3% (if retirements are excluded from the figures) and 7% (if retirements are included). This is very low and is not something I am unduly concerned with at this moment in time.

The Chief Constable is accountable in law for the exercise of police powers and retains direction and control of the Force's police officers and staff, including monitoring the number of officers leaving Sussex Police.

36.3 Mr Jacklin asked the following question of the Commissioner:

I am aware that Sussex Police have taken steps to encourage more Black Asian and Minority Ethnic (BAME) applicants to redress the under-representation of this group in the police force.

How confident is the PCC that BAME residents are treated fairly and with appropriate cultural sensitivity by Sussex Police?

What measures (other than those to encourage BAME applicants) is the force undertaking to achieve this?

36.4 The Commissioner gave the following response to Mr Jacklin's question:

I am confident that the Black, Asian and Minority Ethnic (BAME) residents are treated fairly and with appropriate cultural sensitivity by Sussex Police.

The Force aims to provide an equitable service to everyone in Sussex, regardless of ethnicity. The Code of Ethics sets and defines the exemplary standards of behaviour for everyone who works in policing in England and Wales. The Code is produced by the College of Policing in its role as the professional body for policing. One of the standards of professional behaviour contained within relates to equality and diversity, in respect of acting with fairness and impartiality and not discriminating unlawfully or unfairly. The Code of Ethics can be viewed in full through the following link: https://www.college.police.uk/Whatwe-do/Ethics/Documents/Code_of_Ethics.pdf

Sussex Police monitor feedback regarding the service delivered across the county through a combination of quantitative and qualitative approaches. This approach is complemented by proactive engagement with BAME community members throughout the year and is reinforced within individual performance management.

As an employer, there is a range of organisational activity delivered by Sussex Police to ensure that all individuals are treated fairly and are involved in the development and delivery of policing in Sussex.

Sussex Police has a mechanism called 'Focus' for line managers to regularly meet and discuss the performance of their individual team members. This approach provides line managers with an opportunity to understand better how individuals are using the Code of Practice to underpin their work in Sussex, including areas such as interactions with BAME individuals and communities. Training and development needs are raised and agreed at these meetings if any particular concerns about performance are highlighted.

The Force also has a number of staff networks including: disability and carers; BAME; lesbian, gay, bisexual, and transgender; gender and faith. Each of these networks is part of the organisational policy framework which ensures that all policies are subject to consultation to provide reassurance for both colleagues in the workplace and policy authors. Equality Impact Assessments are also conducted for any new policies,

policy changes or business cases to ensure that those implementing the change have gone through a process of considering whether any groups or people with particular characteristics would be disadvantaged in any way.

As a service provider, Sussex Police conducts victim satisfaction surveys to understand better the experience of individuals who report crime. The data obtained through these surveys indicates that 80% of victims who identified themselves as BAME were satisfied with the way they were treated by the Force. There is no statistically significant difference between the satisfaction for BAME victims compared with those victims who identified themselves as white.

Sussex Police also facilitate a Race Advisory Group. This is an independent external reference group, chaired by a member of the public, comprising representatives from BAME communities across Sussex. The Group meets regularly to provide qualitative insight around community issues, identify engagement opportunities and advise the Force on its strategic approach in this area.

The Force also hosts a Stop and Search Scrutiny Panel to provide independent scrutiny of police powers. The Panel, again chaired independently, comprises members of the public from a diverse range of community groups and meets on a quarterly basis throughout the year. The Panel scrutinises the following areas: disproportionality of those stopped and search; use of force; lawfulness of grounds; outcomes of activity; complaints relating to stop and search; use of Body Worn Video and the use of 'no-suspicion' stop and searches (Section 60).

In addition, I have supported the Chief Constable by opening the recruitment processes for police officers to increase the overall resources available in Sussex.

I continue to challenge the Chief Constable regarding the recruitment processes, including what Sussex Police is doing to encourage applications from those individuals with a protected characteristic at both my informal weekly meetings and my formal monthly Performance & Accountability Meetings (PAMs).

Most recently, police officer recruitment was a theme at my PAMs on 21 September 2018, 19 October 2018 and 19 January 2019. These sessions are archived and can be viewed on the my webcast through the following link: www.sussexpcc.gov.uk/get-involved/webcasting/

36.5 Mr Jacklin asked the following supplementary question of the Commissioner:

In your answer you refer to statistics from the victim or complainant survey. My concern is whether people accused of crimes are given an equal or fair treatment. Are there any statistics on the outcomes for defendants or those accused of crimes?

In his 2017 review MP David Lammy concluded that "BAME individuals still face bias, including overt discrimination, in parts of the justice system." The statistics showed that, whilst there were small differences in

conviction rates between BAME and white men for most classes of offence, for Public Order Offences the conviction rate for BAME men was 5 times higher than for white men.

[www.theguardian.com/law/2017/sep/08/racial-bias-uk-criminal-justice-david-lammy]

Given the 'discretion' the police may have when pursuing public order offences, and the risk that they may believe one complainant in preference to another, in my view there is a clear risk of bias in these types of offences.

36.6 The Commissioner advised she would provide a response to Mr Jacklin's supplementary question as part of the actions arising from the meeting.

37. The Role of the Commissioner in Ensuring Sussex Police Provide an Effective Response to the Possession and Use of Offensive Weapons in Sussex

37.1 The Panel considered a report by the Sussex Police and Crime Commissioner. The report was introduced by Mark Streeter, Chief Executive and Monitoring Officer for the Office of the PCC. The following key points were highlighted from the report:

- Over the last 3 years, the PCC has had a specific focus on the use and possession of knives and offensive weapons.
- The PCC holds the Chief Constable and his staff to account at monthly Performance and Accountability meetings (PAMs).
- The Serious Violence Strategy published in April 2018 suggested that Sussex appeared to be an anomaly in terms of the low statistics of knife enabled crime.
- The PCC challenged the Chief Constable at a PAM for a proper understanding of these low figures.
- Further investigation by Sussex Police revealed that force systems were not always picking up where there was use or possession of a knife or offensive weapon. The figures were not being recorded correctly, given an inaccurate account of these types of crimes.
- The Deputy Chief Constable acknowledged the problem at a PAM and confirmed it had been remedied.
- The PCC recognises this is a key area of public concern.
- Performance figures show a steady increase in the number of knife and sharp instrument offences in Sussex in the last 3 years.
- In order to increase policing powers, the Government is seeking to amend the Offensive Weapons Bill to introduce Knife Crime Prevention Orders, banning the use of and access to offensive weapons.
- Sussex Police uses 3 strands to respond to knives and offensive weapons. These are prevention, education and enforcement.
- Stop and search powers are used where there is suspicion that an individual is carrying an offensive weapon.
- Operation Sceptre was launched by the Metropolitan (Met) police, and other forces around the country have followed. The campaign takes place twice a year and involves operational and educational activities to discourage the use of knives and offensive weapons.

- In March 2019, Sussex Police supported an Operation Sceptre campaign, whereby Amnesty Bins were made available in police stations.
- In order to effectively respond to the problem, Sussex Police require partnership working with others such as the NHS and local authorities.
- Prevention Youth Officers (PYOs) in Sussex have been working with schools, and engaged approximately 3k students in highlighting the risks of possessing and using knives and other offensive weapons.
- The PCC allocated £1.215m to the Community Safety Partnerships (CSPs) in Sussex for 2019/20. The PCC was also successful in an application to the Early Intervention Youth Fund (EIYF) and secured £890,616.
- The EIYF will contribute to the Reboot programme, aimed at engaging with those under 18 at risk of committing serious violence. Early feedback indicates this programme is going well. Further results would be brought back to the Panel at an appropriate time.
- Sussex Police were also recently awarded an additional £1m from the Serious Violence Fund.
- The PCC remains intrusive in both challenging and supporting the Chief Constable in terms of tackling this growing menace.

37.2 The Chairman invited questions from the Panel. A summary of their questions, and responses from the PCC, were as follows:

- Members queried whether under paragraphs 5.2 and 5.3 of the report, the number of offences in 2018 involving a knife or sharp instrument (979) included the number of possessions in 2018 of a knife or sharp instrument (781). The PCC advised she would confirm as part of the actions arising from the meeting.
- Members of the Panel queried whether the reported data included records on the possession of weapons in schools. The PCC advised the data only reflected situations where there was police intervention.
- Members considered that better police liaison in schools was required, and reported a lack of uniform presence advising students in schools about the risks of knife crime. The PCC advised that it was not possible to go into every school, but that where problem areas were identified, resources were targeted accordingly. The PCC further considered that schools and other partner agencies were responsible for finding solutions to this problem, as well as the police, and encouraged more partnership working.
- Members expressed concern about public understanding of the police, and particularly young people who avoid reporting offences involving weapons. The PCC explained that all cohorts and communities should feel confident in reporting crime to the police. She added that the police were not just an enforcement arm, but there also for protection and safeguarding.
- Members of the Panel considered that the low levels of crime reported was a major issue, and made a plea that any available tools were used to get the message out that crimes must be reported. The PCC responded that crimes such as domestic abuse, stalking and harassment, and child abuse and exploitation were

seeing an increase in reporting, and that she would continue to support this drive for all crime at a national level.

- The Panel considered the performance data in paragraphs 5.2 and 5.3, and noted the lack of important detail, such as demographic and contextual identities, locations of these offences, and so on. The Panel felt without knowing where, and within which cohorts the problem sat, how could it be effectively tackled. Members considered this may also highlight some successes where numbers of offences might be decreasing.
- The PCC advised her role was to provide an overview of the information from Sussex Police. The PCC reported that Sussex Police were one of eighteen force areas to receive additional funding from the Serious Violence Fund to enable them to further investigate the problem of possession and use of offensive weapons. The Panel requested an updated report on both the spending of the additional funding, and a more comprehensive consideration of the data behind the figures in paragraphs 5.2 and 5.3 to return to the September 2019 meeting.
- Members of the Panel reported they were not aware that during a 999 call if a person is in danger and unable to speak, they can enter 55 on their telephone keypad. They suggested more publicity around this would be useful. The PCC advised that if prompted the caller can press 55 and the operator will transfer them to the police. The initiative had been publicised recently, however the PCC would raise this with the Chief Constable. The Chairman suggested all ways of contacting the police be provided to the Panel via the action list.

37.3 Resolved –

1. That the Panel requests an updated report in September 2019 on the spending of the additional £1m from the Serious Violence Fund, to include a more comprehensive breakdown of the data on possession and use of offensive weapons.
2. That the Panel notes the report.

38. Quarterly Report of Complaints

38.1 The Panel considered a report from the Clerk to the Panel, providing an update on complaints received in the last quarter.

38.2 The Clerk drew members attention to paragraphs 1.6.3, and 1.6.4.

38.3 Resolved – that the Panel agreed to note the report.

39. Commissioner's Question Time

39.1 The Chairman invited questions from the Panel for the Commissioner. A summary of the main questions and responses were as follows:

- Members of the Panel noted that in other parts of the country, 60% of crimes reported were no longer investigated or closed within 24 hours. Is the Commissioner, in consultation with the Chief

Constable, convinced that Sussex Police's figures are more encouraging to those who wish to report crime, bearing in mind the low levels of reporting. The PCC advised that crimes were dealt with in many different ways, and enforcement at the end isn't always the outcome. There is a huge reliance on crimes being accurately recorded in the first instance, in order for the correct results to be achieved.

- Members of the Panel further suggested that confidence in the police was undermined by these negative reports of non-investigation, and what were Sussex Police doing to ensure positive messaging about the importance of reporting crime. The PCC explained in circumstances where immediate response wasn't required or necessary, the report is recorded as an incident and then passed to a local prevention team to devise a plan of action. The person who reports the crime would not be fed back the progress or action taken because it would be unfeasible to do so in every case. Technology was being considered by Sussex Police, and forces nationally, in order to give the public confidence that action is being taken where reports are made. Online reporting and feedback loops were being trialled to try and tackle this issue, but intelligence from the public remains vital.
- Members noted the heavy equipment police were required to wear, and asked whether there were plans to revise this for reasons of health and safety. The PCC confirmed that officers were required to carry a large amount of equipment, but that it was now much lighter than it used to be. The PCC explained that police equipment was procured nationally, but that she had the responsibility for estates and ensured adequate gym and occupational health facilities. The PCC encouraged members of the public to thank police when they see them.
- Members noted at a previous meeting of the Panel a HMIC report had uncovered problems with accurate reporting. The Panel were subsequently reassured by the PCC there were no problems going forward. The report on Sussex Police's response to the use and possession of offensive weapons has highlighted that knife crime was not being recorded in the correct way. Is the PCC concerned that there are fundamental issues with the way crime types are reported, and if so what is proposed to be done about it. The PCC advised she was monitoring the integrity of how crimes were recorded. It was around 5 or 6 years ago that HMIC did their crime integrity inspection, and Sussex Police were the highest performing force at that time when it came to accuracy of recording. The issue of the offensive weapon recording identified a lack of process, so other crime types are now being considered to ensure there are no other discrepancies. HMIC is expected to undertake another investigation into crime data integrity in the near future.

40. Date of Next Meeting and Future Meeting Dates

40.1 The next meeting of the Panel would take place on 28 June 2019 at 10.30am at County Hall, Lewes. The Chairman thanked those members of whom it would be their last meeting for their hard work on the Panel.

The meeting ended at 12.08pm

Agenda Item 4

Chairman



Sussex Police and Crime Panel

28 June 2019

Annual Review of Membership and Proportionality

Report by The Clerk to Sussex Police and Crime Panel

Recommendations

That the Panel:

1. Agrees that Brighton and Hove City Council be invited to appoint a Conservative second representative to the Panel.
2. Agrees if either or both of East or West Sussex County Councils should be invited to appoint an additional local authority member (see para 2.7), for a one-year period of office; and
3. Subject to agreeing recommendations 1 and 2, agrees the appointment of a Liberal Democrat councillor from East Sussex County Council (see 2.8 and 2.9), to take effect immediately.

1. Background

- 1.1 The Constitution of Sussex Police and Crime Panel requires it to review its political make-up and size once a year, at its annual meeting.
- 1.2 To inform this consideration, following May's local authority (LA) elections, officers in each of the 15 local authorities in Sussex provided the host authority with details of the political make-up of their authority, summarised in Appendix 1.
- 1.3 For comparison, Appendix 2 gives the equivalent data for 2018/19.

2. Discussion

- 2.1 The Panel at its annual meeting must consider the political composition of borough, county, district and unitary authorities across Sussex to ensure that the political proportionality of the Panel mirrors (as closely as is practical) the political make-up of Sussex as a whole. During the review of the membership the Panel must agree: if it approves the reappointment of the independent co-opted members (see item 1 of this agenda); the political affiliation of the second Brighton and Hove City Council representative if the county councils

In Sussex should provide a second representative; and the political affiliation of any additional county council members.

Additional Local Authority Members

- 2.2 Schedule 6, paragraph 31 of the Police Reform and Social Responsibility Act 2011 requires the Panel to consider ("from time to time") whether available seats could be assigned to additional local authority (LA) members to enable the balanced appointment objective to be met, or more effectively met. If so, the Act requires the Panel to exercise this option. The balanced appointment objective is that the LA Members of the Panel (when taken together) represent the political make-up of the relevant local authorities (when taken together).
- 2.3 The Panel can have no more than 20 members. Given that two must be Independent Members, the Panel can have a maximum of 18 LA Panel Members. However, while understanding the underlying statutory duties, the shadow Panel (which met during summer 2012) supported a guiding principle that the Panel should strive to have as few members as possible.
- 2.4 The Constitution grants Brighton and Hove City Council (BHCC) an additional seat, to address geographical imbalance. The additional seat needs to be re-appointed by BHCC annually, and must be used, as far as possible, to redress any political imbalance.
- 2.5 Referring to appendix 1, as BHCC has no Liberal Democrat councillors, the allocation of the second BHCC seat to a Conservative councillor for 2019/20 is the most effective means of contributing towards the balanced appointment objective.
- 2.6 For clarity, (including an additional Conservative member from BHCC, based on the recommendation set out in para 2.9) a 16-councillor Panel (15 principal members + the second BHCC appointment) for 2019/20 would comprise:

Conservative:	9
Labour	3
Liberal Democrat:	2
Green	1
Association of Independents	1

Total "core" LA members: 16

- 2.7 The Panel Constitution states that an additional Local Authority Member may be appointed from each of the county councils on the agreement of the Panel, to address any perceived imbalance in political proportionality. Such members will have a one-year period of office. The Panel should today review its proportionality against the political make-up of Sussex and determine the arrangement it wishes to operate for 2019/20.
- 2.8 In 2018/19 East Sussex County Council was invited to appoint an additional Liberal Democrat councillor. Considering the data in appendix 1, and assuming under recommendation 3 that the Panel agrees the additional member from BHCC for 2019/20 is Conservative, the most politically proportionate Panel would arise if one of the county councils were to appoint a Liberal Democrat councillor.

2.9 Since the Liberal Democrats hold 11 of 50 seats in East Sussex County Council (ESCC), but 9 of 70 seats in West Sussex County Council, it is proposed that, for this year, ESCC be again invited to appoint an additional Liberal Democrat councillor for 2019/20.

2.10 For clarity, make-up of the resulting 17-councillor Panel, by political party, will be as below (shown in parenthesis is the politically proportionate aspiration):

Conservative:	9 (8.98)
Labour	3 (3.13)
Liberal Democrat:	3 (2.56)
Green	1 (1.04)
Association of Independents	1 (0.34)

Total LA Members 17

3. **Resource Implications and Value for Money**

3.1 For 2019/20, the Home Office will provide up to £920 per Panel Member for travelling expenses.

4. **Risk Management Implications**

4.1 The Panel must strive to be politically and geographically proportionate. Failure to adequately do so risks breaching the relevant terms of the Act.

5. **Other Considerations – Equality – Crime Reduction – Human Rights**

5.1 Not applicable.

Tony Kershaw

Clerk to Sussex Police and Crime Panel

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Appendices

Appendix 1 - Political Make-up of Sussex Local Authorities (19/20)
Appendix 2 - Political Make-up of Sussex Local Authorities (18/19)

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Political Make-Up of Sussex Local Authorities (May 2019)

Authority	Principal Member's Party	Con	LD	Lab	Green	AOI ₂	Arun Ind Group	Ind Dem	Green and Ind Burgess Hill*	ESCC Ind Group	UKIP	CDC Local Alliance	LDC Ind Group	Ind ₁	Shoreham Beach Residents' Assoc	Vacancy	Total
Adur	Cons	16		8							1			2	2		29
Arun	Lib Dem	21	22	1	2		7							1			54
Brighton & Hove	Lab	14		20	19									1			54
Chichester	Cons	18	11	2	2							2		1			36
Crawley	Lab	17		19													36
East Sussex	Cons	30	11	4				2		3							50
Eastbourne	Lib Dem	9	18														27
Hastings	Lab	8		23										1			32
Horsham	Cons	32	13		2									1			48
Lewes	Green	19	8	3	9								2				41
Mid Sussex	Cons	34	13						4					3			54
Rother	AOI	14	8	3		13											38
Wealden	Cons	34	4		2			4						1			45
West Sussex	Cons	56	9	5													70
Worthing	Cons	22	3	10							1			1			37
Total		344	120	98	36	13	7	6	4	3	2	2	2	12	2		651
Proportionality		52.84%	18.43%	15.05%	5.53%	2.00%	1.08%	0.92%	0.61%	0.46%	0.31%	0.31%	0.31%	1.84%	0.31%		
Seats	16	8.45	2.95	2.41	0.88	0.32	0.17	0.15	0.10	0.07	0.05	0.05	0.05	0.29	0.05		
Seats	17	8.98	3.13	2.56	0.94	0.34	0.18	0.16	0.10	0.08	0.05	0.05	0.05	0.31	0.05		
Seats	18	9.51	3.32	2.71	1.00	0.36	0.19	0.17	0.11	0.08	0.06	0.06	0.06	0.33	0.06		

Summary of 15 Principal Members:	Conservative	8
	Labour	3
	Liberal Democrat	2
	Green	1
	Assoc of Independents	1

Notes:

Ind₁ Proportionality calculated for a group. However, since this category comprises several separate independent members, the actual proportionality is lower

AOI₂ Association of Independents

* This was updated following the statutory despatch, there is no change to proportionality.

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Political Make-Up of Sussex Local Authorities (May 2018)

Authority	Control	Con	Lab	LD	UKIP	Green	Ind ₁	Ind Dem	Arun Ind Group	CDC Ind Group	ESCC Ind Group	LDC Ind Group	Ind Green	SBRA/Ind	Ind Cons	AOI ₂	Vacancy	Total
Adur	Con	16	7		4									2				29
Arun	Con	43	1	7					3									54
Brighton & Hove	NOC Labour	20	22			11	1											54
Chichester	Con	39		5						4								48
Crawley	Lab	17	20															37
East Sussex	Con	30	4	11				2			3							50
Eastbourne	LD	8		18											1			27
Hastings	Lab	8	24															32
Horsham	Con	38		4			2											44
Lewes	NOC Con	20		11		3						6	1					41
Mid Sussex	Con	53		1														54
Rother	Con	31		3			1									3		38
Wealden	Con	49					2	4										55
West Sussex	Con	56	5	9														70
Worthing	Con	28	5	2	1										1			37
Total		456	88	71	5	14	6	6	3	4	3	6	1	2	2	3	0	670
Proportionality		68.06%	13.13%	10.60%	0.75%	2.09%	0.90%	0.90%	0.45%	0.60%	0.45%	0.90%	0.15%	0.30%	0.30%	0.45%		
Seats	16	10.89	2.10	1.70	0.12	0.33	0.14	0.14	0.07	0.10	0.07	0.14	0.02	0.05	0.05	0.07		
Seats	17	11.57	2.23	1.80	0.13	0.36	0.15	0.15	0.08	0.10	0.08	0.15	0.03	0.05	0.05	0.08		
Seats	18	12.25	2.36	1.91	0.13	0.38	0.16	0.16	0.08	0.11	0.08	0.16	0.03	0.05	0.05	0.08		

Summary of council control across Sussex:

	Conservative	11
Labour	3	
Liberal Democrat	1	

Notes:

Ind₁ Proportionality calculated for a group. However, since this category comprises several separate independent members, the actual proportionality is lower

AOI₂ Association of Independents

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Sussex Police and Crime Panel

28 June 2019

Public Questions to the Commissioner and Panel

Report by the Clerk to the Police and Crime Panel

The table below provides a schedule of the questions received prior to this meeting and where possible responses have been included. Responses will be tabled at the meeting that were not available at the time of despatch. Written Questions must be received 2 weeks before a meeting of the Panel and the Commissioner or Panel Chairman is invited to provide a response by noon of the day before the meeting.

Questions that relate to operational matters of Sussex Police will be passed to a relevant officer at Sussex Police for a response and a brief summary of the question will be provided below. For the current meeting nine questions have been received for a response by the Commissioner.

Question	Response
1. Could you please explain to me why you are not recruiting Special Constables, when there is a shortage of officers? I have been looking on your website but there is nothing there. Mr Novo, North Bersted.	
2. I realise this may appear to be a very operational issue, only we have taken this problem up with local PCSO's up through the ranks right up to the PCC before over a number of years. We were informed some time ago that up to 400 vehicles were checked and none were found speeding. However, on a daily basis a large number of drivers are still speeding along the 40MPH roads within Ford and the police don't seem to do anything to stop this from happening. As a member of Ford Parish council, I have raised this problem a number of times at meetings, some of which a representative of Sussex police attended and still nothing seems to be done to stop the drivers from speeding along the 40MPH roads within Ford, especially near the railway crossing. Even if a camera was put up or a police car was parked from time to time, it may show the speeding drivers that a check is being made on a regular basis and then they would start staying within the 40MPH. Given the PCC gave a commitment that the 18/19 precept increase would in part fund improvements in roads policing, is the Commissioner satisfied the investment has been well	

<p>spent? Has the Commissioner noticed a reduction in correspondence from residents in other parts of Sussex on this issue?</p> <p>Mr and Mrs Merritt, Ford.</p>	
--	--

No background papers.



Sussex Police and Crime Panel

28 June 2019

Sussex Police and Crime Commissioner's Annual Report and Financial Outturn Report 2018/19

Report by The Clerk to Sussex Police and Crime Panel

Recommendations

That the Panel:

1. Reviews, puts questions to the Commissioner, and makes recommendations on the Annual Report and draft Financial Outturn Report for 2018/19.

1. Background

- 1.1 In accordance with the Police Reform and Social Responsibility Act 2011, the Commissioner must provide the Panel with their Annual Report, and the Panel must question the Commissioner and review it.
- 1.2 Following the meeting, the Panel must make and publish a report to the Commissioner. The Commissioner must respond to the report and publish the response.

2. Discussion

- 2.1 The content and structure of the Report should be determined on the basis of local preferences and need, and might include:
 - How the PCC has exercised and fulfilled his statutory duties and functions in each financial year
 - The progress that has been made in the year in meeting the objectives in the PCC's Police and Crime Plan
 - End-of-year performance against any targets set, including exception reporting on any areas in which performance has substantially fallen short of, or exceeded, expectations

- Performance outcomes in relation to specific crime, community safety or criminal justice grants or feedback on delivery at a geographical area or departmental level
- End-of-year financial positions, including how resources have been allocated, details of any significant under or overspend and the decisions made with regard to council tax precept
- Aims and aspirations for the following year, based on any re-evaluation of local need.

2.2 Following the meeting, a report will be prepared in consultation with the Chairman, and dispatched and published within two working days.

Tony Kershaw

Clerk to Sussex Police and Crime Panel

Contact:

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To:	The Sussex Police & Crime Panel
From:	The Sussex Police & Crime Commissioner
Subject:	The Sussex Police & Crime Commissioner's Annual Report and Financial Outturn Report 2018/19
Date:	28 June 2019

1.0 Introduction

- 1.1 This report provides an update on performance against the policing and crime objectives set out in the Police & Crime Plan 2017/21 for the period 1 April 2018 to 31 March 2019.
- 1.2 The PCC has a statutory duty to produce an Annual Report as set out in Chapter 3 – Section 12(1) of the Police Reform and Social Responsibility Act 2011.
- 1.3 The content of the Annual Report should include (a) the exercise of the elected local policing body's functions in each financial year, and (b) the progress which has been made in the financial year in meeting the policing and crime objectives in the body's Police & Crime Plan.

2.0 Police & Crime Plan 2017/21

- 2.1 The Commissioner published a new Police & Crime Plan on 31 March 2017 which set out the strategic policing direction for the county and with objectives for how policing services will be delivered in Sussex up to 2021.
- 2.2 A small refresh to the Plan was carried out by the Commissioner in April 2019 to ensure that it remains current, up-to-date and fit for purpose.
- 2.3 The four policing and crime objectives in the Plan remain unchanged: strengthen local policing; work with local communities and partners to keep Sussex safe; protect our vulnerable and help victims cope and recover from crime and abuse and improve access to justice for victims and witnesses.

3.0 Progress made in 2018/19

- 3.1 The achievements, areas of work and progress made by the Commissioner and her office in 2018/19 are summarised in the Annual Report under each of the four policing and crime objectives in the Plan.
- 3.2 The draft financial outturn position for the year ended 31 March 2019 is included within the report, ahead of the audited accounts being published on 31 July 2019.

Mark Streater
Chief Executive & Monitoring Officer
Office of the Sussex Police & Crime Commissioner

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Sussex
Police & Crime
Commissioner

ANNUAL REPORT

2018/19



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my email newsletter: www.sussex-pcc.gov.uk



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Sussex
Police & Crime
Commissioner

1 INTRODUCTION

WELCOME TO MY 2018/19 ANNUAL REPORT

The following pages in this report show the extent of my responsibilities as your elected Police & Crime Commissioner (PCC) to ensure an efficient and effective police force exists in Sussex. The report also highlights some of the programmes I lead to prevent crime and protect vulnerable people, together with the services I support to help victims of crime.

From savings to investment: Last year marked a turning point for Sussex Police, with an unprecedented funding injection from a £12 increase in the police precept and £17m which I authorised from our reserves. This reduced the substantial savings requirement facing the Force, meaning that we could protect 476 posts and start to recruit the extra police officers the public had been calling for.

Acting on your concerns: In response to the boost in funding, the Chief Constable developed a Transformation Strategy to guide the Force over the next four years. It included a commitment to increase and improve visible policing and to address the main local policing concerns of residents: contacting police; rural crime; anti-social behaviour; safer roads; theft and burglary and feeling safe in public spaces and at night time.

This was welcome news to communities across the county – particularly those in rural and isolated areas – who wanted the reassuring presence of uniformed policing.

Strengthening local policing: It takes time to attract, recruit, train and then deploy trained police officers. However, the Force geared up its recruitment and training processes and by the end of the year had recruited 270 officers (some of whom were needed to replace those leaving or retiring).

As Sussex Police was seen to be strengthening local policing, the public were supportive and looking forward to seeing more officers.

Support for visible policing: In the focus groups and consultations I held from November 2018 to January 2019, people were clearly in favour of paying more for policing within their council tax in the coming year if they could see and feel the presence of more police.

The Chief Constable acknowledged that residents missed their Police Community Support Officers (PCSOs) after the changes to deployment that started in 2015. By the end of the year, the Force presented a proposal to me to put 100 new PCSOs back into communities, with more powers and more training to help their police officer colleagues with investigations.

The Force also asked me to support the recruitment of 50 more police officers as well as 50 investigators and specialist staff.

After the Government lifted the cap on local police precept levels, I was able to take a proposal to the Police & Crime Panel in February 2019 to increase the precept in Sussex by £24 for a Band D household.

Biggest recruitment push for over ten years: For the first time ever, Panel members were unanimous in their support of the increase. As a result, the Force was able to step up recruitment plans in the biggest expansion for over 10 years, planning to bring in 400 more officers, PCSOs and specialist staff by 2023.

Performance: Policing is not just about numbers, though. I was pleased that Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) have previously judged Sussex to be good across each of the areas of Police Effectiveness, Efficiency and Legitimacy (PEEL).

I continued to webcast my scrutiny of Force performance through the monthly Performance and Accountability meeting (PAM), with a focus on the non-emergency call handling time to 101, violent crime and anti-social behaviour. It was through my persistence in the PAMs that the Force had to acknowledge it had not been accurately recording knife crime.

Under-reported crime means that victims are not getting justice and perpetrators are still free to harm others. Therefore, I have been driving better services for victims of domestic and sexual abuse, along with more awareness of domestic abuse, sexual offences and stalking, so victims have the confidence they will be taken seriously.

A key responsibility of a PCC is to listen to public concerns and articulate them to the Chief Constable to help guide police priorities, especially regarding neighbourhood policing. I speak to thousands of people across the county every year, collating public feedback and ideas and making sure individuals feel that their voices are heard.

Local communities often have the best ideas for preventing crime, which is why I am still committed to making funds available from my Safer in Sussex Community Fund. Since I became PCC, 292 projects in Sussex have been backed with over £1.5m of funds. Another 44 projects have benefited from this funding in the last year alone.

The award-winning Sussex Restorative Justice Partnership (SRJP) is consistently delivering well above the national average in outcomes for victims of crime seeking restitution. There were 334 referrals with 187 outcomes and 73% face to face conferences. The SRJP continues to support

restorative justice when delivered through the Community Remedy process, with 231 cases successfully resolved through this option.

I am particularly delighted that our Independent Custody Visiting (ICV) Scheme was one of only two schemes to be recognised with Platinum status by the ICV Association for safeguarding those individuals who are detained in police custody.

Over the past year, we have worked more closely with Community Safety Partnerships (CSPs) following a review that rebalanced the allocation of the £1.2m in funds I provide to the 12 CSPs, West and East Sussex County Councils and Brighton & Hove City Council. My Partnerships team have reported improved collaboration between CSPs and partners, with further collaborative work to address countywide problems.

Some of those countywide issues are modern slavery; county lines and serious organised crime leading to both exploitation of young people and serious violence. Over the past year (and into next year), I have funded a dedicated Modern Slavery Delivery Manager post to develop training and awareness packages within the Force and to help regional partners co-ordinate their response.

To help prevent young people being drawn into crime and serious violence, my office secured £891,000 last autumn to develop an Early Intervention Youth Programme which we have branded as REBOOT.

As chair of the Sussex Criminal Justice Board I get to hear what works in preventing crime and re-offending as well as how victims of crime may be left to feel further victimised by an impersonal and often antiquated justice process.

That is why I remain committed to funding the best value and best quality services for crime victims to help them cope and recover. It is also why I continue to drive the Video Enabled Justice Programme – a unique approach in harnessing technology to make court appearances easier and more comfortable and drive huge savings for police and criminal justice partners.

Over the past 12 months, there has been continuing collaboration with regional forces and PCCs through the South East Regional Integration Partnership (SERIP). This has identified 500 potential projects where sharing technology, aligning processes and creating common systems will improve data sharing, forensics and digital investigations.

None of the programmes and results described in this report could have been achieved without the dedication and professionalism of my staff and a host of police officers and police staff at all ranks and grades, or without the enthusiasm and perseverance of our partners and countless volunteers.

I also wanted to thank Sussex residents for their continuing support as I seek to keep your county a safe place to live with a trusted police force that responds to your concerns.

I look forward to continuing to build on our collective achievements over the next year to keep us all Safer in Sussex.



KATY BOURNE OBE

Sussex Police & Crime Commissioner



**Sussex
Police & Crime
Commissioner**

2

PROGRESS MADE AGAINST THE POLICING AND CRIME OBJECTIVES



2a STRENGTHEN LOCAL POLICING

- Ensure local policing services are accessible
- Provide effective specialist capabilities to support local policing
- Maintain engagement in the delivery of local policing services to improve public confidence



POLICE OFFICER RECRUITMENT

In 2018/19, the PCC protected 476 police officer and staff posts and put plans in place to recruit an additional 200 police officers by March 2022.

Following a public consultation, the PCC was given public support to increase the policing part of the Council Tax for 2018/19. This added an extra £12 a year per Band D property and was supported and endorsed by the Police & Crime Panel at their meeting in January 2018. This precept increase, together with the use of £17m of reserves, reduced the funding gap for Sussex Police and enabled the Force to invest in these additional police officers.

"In 2019/20, I increased the precept by £24 per year for an average Band D property. This extra investment will ensure that by March 2023 there are 250 more police officers, 100 more Police Community Support Officers and 50 more specialist staff than there were in March 2018 – a total increase of 400 individuals."

INCREASED REPORTING

The PCC has continued to seek an increase in the reporting of under-reported crimes to ensure that:

- victims have confidence to report these crimes to Sussex Police
- vulnerable victims identified can be fully supported
- offenders are brought to justice for their actions

**23 MORE REPORTS OF
HUMAN TRAFFICKING
(110%)***



**61 MORE REPORTS OF
CHILD SEXUAL
EXPLOITATION (+8%)***



**2,450 MORE REPORTS
OF DOMESTIC ABUSE
(+17%)***



**123 MORE REPORTS OF
SERIOUS SEXUAL
OFFENCES (+4%)***



**227 MORE REPORTS OF
HATE CRIMES (+10%)***



**89 MORE REPORTS OF
MODERN SLAVERY
(114%)***

* across 2018/19, in comparison to the same period a year earlier

LAUNCH OF A RURAL CRIME STRATEGY

The PCC remains strongly committed towards ensuring that rural crimes are taken as seriously as urban crimes in Sussex. In September 2018, the Sussex Police Rural Crime Strategy was launched and outlined how the Force will incorporate rural crime and protecting rural communities into the wider approach to deliver their policing priorities.

The Strategy recognises both the specific crime types which can affect rural communities as well as the unique vulnerabilities of those who live and work in rural areas. The Strategy will provide an enhanced understanding of rural-specific crimes and the scale and impact that these crimes can have.

A 'Rural Crime Network' of 40 police officers and staff has been developed to provide extra awareness around what rural crime is and the impact it can have. All new recruits will each be given specific and practical rural and wildlife crime training from local farmers during their initial training. The Force is deploying the latest technology for rural policing through the greater use of Automatic Number Plate Recognition (ANPR) and drone technology.

"I will keep this Strategy under constant review to ensure that it delivers the best possible outcomes for all rural residents and stakeholders."

ANPR AND DRONE
TECHNOLOGY ARE USED
TO SUPPORT RURAL
POLICING



WIDEST PUBLIC ENGAGEMENT TO DATE

The PCC continued to participate in a range of public engagement events through her #TalkSussex programme, providing residents with the opportunity to inform local policing and budget decisions and discuss any issues or concerns directly. Over the past year, a number of surveys and polls provided further mechanisms for the public to have a say about local policing and crime issues in Sussex.

As in previous years, the PCC continued to take part in telephone surgeries allowing residents greater access and the ability to speak to their PCC directly. During 2018/19, the Office of the Sussex Police & Crime Commissioner ran a series of 14 geographically-based focus groups and public meetings, with specialist groups across Sussex, to understand better the public's views about policing issues in their area. These took place at: Arundel; Battle; Burgess Hill; Crawley; Eastbourne; East Grinstead; Hailsham; Hastings; Horsham; Hove; Midhurst; Newhaven; Ticehurst and Uckfield.

The PCC's Communications and Insight Team have an established evaluation process to see where and how the work of the PCC is reported in the media, newspapers, broadcast and online. This measures the proportion of media coverage on the policing and crime objectives set out in the Police & Crime Plan and showed the highest levels of media coverage for the last six years.

ESTABLISHED AN EARLY INTERVENTION YOUTH PROGRAMME: REBOOT

The PCC secured a total of £891,616 from the Home Office – the 7th highest award in England and Wales – to divert young people away from crime as part of a two-year programme.

This funding was secured following a successful application to the Early Intervention Youth Fund after demonstrating that 'county lines' is one of the biggest emerging threats in Sussex. County lines is a term used to describe gangs and organised criminal networks involved in exporting illegal drugs into one or more importing areas within the UK, using dedicated mobile telephone lines.

£891K SECURED -
7TH HIGHEST IN THE
COUNTRY



The PCC has used the funding to establish a Sussex Early Intervention Youth Programme, called REBOOT, with the aim of engaging positively with those under the age of 18 at risk of committing serious violence, and those who have already come to the attention of the police through anti-social behaviour and low-level crime. REBOOT will work with local authorities and statutory partners in health, police and probation, together with schools and other educational establishments, and the Voluntary, Community and Social Enterprise (VCSE) sector.

The PCC has also secured further funding of £1.340 million from the Serious Violence Fund to tackle serious violence in Sussex, with a particular focus on knife crime. Sussex Police was one of 18 police force areas in England and Wales to be awarded this funding.

SUSSEX POLICE 2018/22 TRANSFORMATION STRATEGY

The Sussex Police 2018/22 Transformation Strategy was launched in April 2018 and set out how the Force would use the additional funding raised by the precept uplift in 2018/19 and the use of reserves, to modernise and strengthen local policing in Sussex.

The Transformation Strategy describes how Sussex Police will strengthen local policing through the Local Policing Model (LPM). The LPM is intended to create a modern workforce of highly trained officers and staff, who are able to respond dynamically to the needs of the public and the changing types of crime, based on threat, risk and harm. The PCC has continued to hold the Chief Constable to account for the delivery of the LPM in respect of police officer and staff numbers, recruitment timescales and public confidence and engagement.

POLICE EFFECTIVENESS, EFFICIENCY AND LEGITIMACY INSPECTION

The PCC continued to hold Sussex Police to account for police effectiveness, efficiency and legitimacy (PEEL) to improve the service provided to people in Sussex.

Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) have previously judged the Force to be 'good' in respect of the efficiency, effectiveness and legitimacy with which it keeps people safe and reduces crime.

HMICFRS will again inspect the performance of Sussex Police in each of the core PEEL inspection areas across 2019/20.

The inspection reports for Sussex continue to remain subject to extensive scrutiny by the PCC at her webcast Performance & Accountability Meetings (see below).



As per her statutory obligation, the PCC has responded to each of the inspection reports – these can be viewed here: <https://www.sussex-pcc.gov.uk/get-involved/watch-live/>

PERFORMANCE & ACCOUNTABILITY MEETINGS

The PCC continued to use publicly webcast monthly Performance & Accountability Meetings (PAMs) to hold the Chief Constable to account for the performance of Sussex Police.

The PAMs continue to provide transparency over a broad range of police functions and decisions. In 2018/19, challenges in the PAM included non-emergency call handling times, response times, road safety, and police officer recruitment.

As a result of this public scrutiny, improvements have been made to a number of areas within Sussex Police including the

accuracy of knife crime recording, improved use of the Threat, Harm, Risk, Investigation, Vulnerability and Engagement (THRIVE) decision-making model, and changes to the Force's response and prevention capabilities for rural crime.

The PAMs continue to be recognised as good practice nationally by both the Home Secretary and the Minister of State for Policing and the Fire Service. Each of the PAM sessions are archived and, together with the minutes from the meetings, can be viewed in full here: <https://www.sussex-pcc.gov.uk/get-involved/webcasting/>

2b WORK WITH LOCAL COMMUNITIES AND PARTNERS TO KEEP SUSSEX SAFE

- Encourage and support local communities to prevent crime disorder
- Work with partners to reduce offending and reoffending
- Catch criminals and prevent serious and organised crime and terrorism



SAFER IN SUSSEX COMMUNITY FUND

The PCC allocated £151,623 from her SiSCF in 2018/19 to support 44 local projects across Sussex to tackle crime and improve community safety, including support for young and older people, homelessness, scams and fraud awareness and businesses affected by crime.

The Safer in Sussex Community Fund (SiSCF) provides financial support (grant awards up to £5,000) to a diverse range of local organisations and community projects that aim to reduce crime and improve community safety. In total, £1.527m has been allocated to support 292 projects since the SiSCF was created.

A list of each of the successful applications to the SiSCF can be viewed in full here: <https://www.sussex-pcc.gov.uk/apply-for-funding/>

**£1.53 MILLION FOR 292
COMMUNITY PROJECTS**



COMMUNITY SAFETY PARTNERSHIP FUNDING

The PCC protected community safety funding in 2018/19 for the sixth year running. A total of £1.2m was allocated to Brighton & Hove City Council, East Sussex County Council and West Sussex County Council and each of the 12 Community Safety Partnerships (CSPs) in Sussex.

Many of the CSPs have been working increasingly more collaboratively across 2018/19 and it is evident that strong working relationships exist with wider partnership members and the local communities. In February 2019, the PCC welcomed the formal merger of the Lewes and Eastbourne CSPs.

Further to the review of CSP funding that was completed in 2017/18, a new funding formula has been established to rebalance the funds better across the county – this will apply from 2019/20 onwards. Work to scope, establish and support centrally commissioned projects will continue next year too.

The PCC continues to support the CSPs to implement activity and to respond dynamically to emerging threats and issues in line with their strategic objectives. The PCC has also made a further commitment to protect the community safety funding in 2019/20.

NATIONALLY RECOGNISED RESTORATIVE JUSTICE PARTNERSHIP

The PCC's Sussex Restorative Justice Partnership (SRJP) continued to provide successful outcomes for crime victims seeking restitution and closure by confronting perpetrators and describing the impact of their crime on them and their family.

The SRJP follows national best practice and brings together twenty statutory and voluntary sector organisations across Sussex with a joint commitment “to create and offer a complete victim-focused restorative justice service at different stages in the criminal justice system for all victims of crime.”

**QUALITY MARK
RECOGNITION AND
NATIONAL AWARDS**



Since its establishment, the SRJP has won a number of awards, including ‘Finance Innovation – Best Use of Public Money’ and national ‘Quality Mark’ recognition. The National Police Chiefs’ Council (NPCC) also identified the SRJP as a ‘best practice’ model for others to follow during their visit in 2018/19.

The award winning SRJP continues to evolve and respond to the needs of victims and offenders who seek remedies alongside or as an alternative to justice through the courts. The SRJP has also been able to support its wider membership with Brighton & Hove becoming a ‘Restorative City’ and supporting members of the Citywide Champions Network to become

‘Quality Marked’ and ‘Accredited’. The PCC remains committed to supporting innovation and the development of restorative justice and associated practices across the county.

In 2018/19, a total of 334 referrals were made to the SRJP and taken forward by the three Restorative Justice Hubs in Brighton & Hove, East Sussex and West Sussex. A total of 187 restorative outcomes were delivered across this period, of which 138 (73%) were face-to-face conferences. A further 164 finalisations were also made across the year where both parties were satisfied with the final outcome. The SRJP continues to support Out of Court Disposals delivered through the Community Remedy process – with 231 cases resolved through this particular option. The volume of referrals and outcomes demonstrated by the SRJP continues to remain well above the national average.

In December 2018, BBC News attended and filmed an event held by an SRJP member in Her Majesty’s Prison Lewes where offenders and victims described the lasting impact of restorative justice on them and their loved ones. The High Sheriffs in Sussex were also witness to similar evidence at other events held during National Restorative Justice Week in 2018/19.



**231 OUT OF COURT
DISPOSALS SUPPORTED**

'PLATINUM' INDEPENDENT CUSTODY VISITING SCHEME

The PCC continues to oversee an established and effective Independent Custody Visiting (ICV) Scheme.

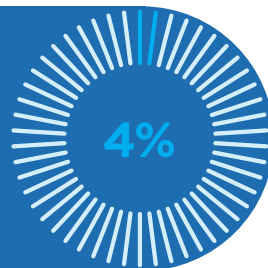
The Scheme has up to 45 dedicated volunteers who visit the detainees in each of the four 'active' police custody centres in Sussex: Brighton, Crawley, Eastbourne and Worthing. The custody centre in Chichester was closed in November 2018 and work has started to modernise Hastings Custody Centre – this is expected to be reopened in summer 2019.

There were increases in both the number of visits conducted (+4%) and the number of detained persons who accepted visits from the ICVs (+2%) in 2018/19, in comparison to the year before.

A number of positive changes were introduced by the ICV Scheme across 2018/19 and included: amending Force policy in respect of female hygiene and nicotine lozenges (in line with recommendations from HMICFRS), doubling the thickness of the mattresses available in all custody suites and improving the drinking water provisions for all detainees to 'self serve' in the cells.

The ICV Scheme successfully achieved Platinum status for the Quality Assurance Framework awarded by the Independent Custody Visiting Association (ICVA) in May 2019. This was the highest possible award and one of only two presented to the ICV schemes throughout England and Wales.

4% INCREASE IN
VISITS CARRIED OUT



SUSSEX CRIMINAL JUSTICE BOARD

The PCC continued to chair the Sussex Criminal Justice Board (SCJB) to convene and coordinate the activity of local criminal justice agencies.

The SCJB aims to improve access to justice, reduce offending, and expand the use of restorative justice across Sussex. The SCJB also wants to improve outcomes and support for victims and witnesses and to reduce re-offending through enhanced pathways for offenders as part of their two-year Delivery Plan.

The SCJB remains committed to tackling domestic abuse, rape and serious sexual offences through multi-agency groups and performance scrutiny. The provision of accommodation for

homeless offenders has emerged as a priority for the SCJB in 2019/20 – building on from a successful event held at Her Majesty's Prison Ford in March 2019 that brought together key criminal justice, local authority and third sector partners.

The PCC continues to lead the innovative Video Enabled Justice Programme that will enable police officers and staff to give evidence remotely from a police station without the need to physically attend court through the provision of 'Live Links' across the Sussex Police estate (see 2d. Improve access to justice for victims and witnesses for more information).

The PCC is the Victim and Witness Advocate for Sussex and, as such, a new and effective voice for victims and witnesses. Through the SCJB, the PCC continues to oversee the development of a consistent approach to seeking views from victims on their experience of support services and the criminal justice system.

TACKLING ANTI-SOCIAL BEHAVIOUR THROUGH MEDIATION

The PCC has continued to support and contribute funding worth £72,000 to the Sussex Mediation Alliance (SMA).

The SMA is made up of four service providers: West Sussex Mediation Service, Mediation East Sussex, Brighton & Hove Mediation Service and Mediation Plus.

In 2018/19, 138 referrals were made directly by Sussex Police to the SMA for resolution through mediation to prevent the conflict from escalating any further. Anti-social behaviour was the most common type of dispute and accounted for 80 cases (and 58%), followed by neighbour disputes (26 and 19%) and property (12 and 9%).

A total of 46 (and 33%) of these referrals resulted in successful mediations and actions, whilst a further 62 received support over the telephone and 24 received home visits, contributing to reducing the demand on Sussex Police.



138 MEDIATION
REFERRALS

FUNDING A DEDICATED MODERN SLAVERY DELIVERY MANAGER

Last year, the PCC created and funded a dedicated Modern Slavery Delivery Manager post to work with partners across Sussex to raise awareness, develop a coordinated response and provide support to local communities in tackling modern slavery.

**114% INCREASE
IN REPORTS OF
MODERN SLAVERY**



Tackling modern slavery continues to remain a priority for the law enforcement agencies throughout the UK. The Delivery Manager has contributed to increased reporting of modern slavery by +89 (and 114%) in 2018/19, in comparison to the same period a year earlier.

In 2018/19, there has been a significant and visible uplift in the approach to Modern Slavery. Supported at Command level, the Modern Slavery Delivery Manager has delivered more than 50 bespoke inputs to police teams, local authorities, businesses, academic establishments and major faith dioceses across the county.

The Manager has also established trusted and effective working relationships with local, regional and national partners responsible for Modern Slavery.

This approach has enabled Sussex Police to satisfy 85% of the 52 deliverables set out in the National Strategic Action Plan, with plans in place to discharge the remaining 15%. The Force remains fully supportive of this work and the funding for the post has been extended to May 2020.

SOUTH EAST REGIONAL INTEGRATION PARTNERSHIP

Sussex, Surrey, Hampshire and Thames Valley police forces have, with the backing of the Sussex PCC and regional PCC colleagues, formed the South East Regional Integration Partnership (SERIP) to deliver business, process and technical change across the four police force areas.

Over 500 change projects have been identified within contact management, regional forensics, digital intelligence and investigations, data exchange, interoperability and scalable Enterprise Resource Planning for the police and other emergency services (to automate back-office functions).

In March 2019, the PCCs and Chief Constables for Sussex Police, Surrey Police, Hampshire

Constabulary and Thames Valley Police signed a Section 22 Agreement that set out the proposed approach to the national and regional programme for police collaboration and transformation for the SERIP.



2c PROTECT OUR VULNERABLE AND HELP VICTIMS COPE AND RECOVER FROM CRIME AND ABUSE

- Commission high quality services which support victims
- Prioritise access to services for vulnerable victims
- Enhance our understanding and meet the needs of victims in Sussex



VICTIMS' SERVICES

The PCC, in partnership with Victim Support, introduced a structured needs assessment to ensure that victims in Sussex understand exactly what support is available to them to enable services to be tailored to meet their needs more effectively.

In 2018/19, Victim Support successfully contacted over 40,758 victims to offer support. Of those victims contacted, 2,730 individuals received face-to-face tailored support. In addition, more than 1,508 victims were also referred to other local specialist service providers such as those for domestic abuse, stalking or sexual violence to receive enhanced support.

**OVER 40,000 VICTIMS
CONTACTED -
2,730 RECEIVED
FACE-TO-FACE SUPPORT**



Data from Victim Support has demonstrated that 62% of victims contacted have the necessary resilience to cope with the crimes committed against them, without requiring support from an external agency. The remaining 38% of victims have presented with complex needs, which require more time and specialist skills to help them to cope and recover. The PCC has used this information to commission a new model to support those with complex needs more effectively. During the year a procurement exercise was undertaken to find a suitable supplier for the new model of service. Victim Support was successful in securing that contract and they will provide the new service during 2019/20.

Sussex Fraud Case Workers supported 638 victims over the last 12 months. Many of these victims have experienced substantial financial loss and have various additional needs such as physical frailty that make them more vulnerable to being repeat victims.



**SUSSEX FRAUD
CASE WORKERS
SUPPORTED
638 VICTIMS**

In addition, a week long exhibition took place in January 2019 to celebrate local victim support services. The exhibition showcased six Sussex women who regained their version of *A Life More Ordinary*, photographed in environments that they would not have been able to return to without the help of the provisions in place for victims in Sussex.



DOMESTIC ABUSE

The PCC has continued to serve on the National Oversight Group for Domestic Abuse, following her appointment by the Home Secretary, to inform, advise and set the direction for national policy.

The PCC is also the Lead Commissioner for the Drive Project – Domestic Abuse Perpetrator Programme – which aims to reduce the number of child and adult victims of domestic abuse by developing a 'whole system response' that directly holds perpetrators to account through a range of enforcement tactics and enables longer term behavioural change.

The Project has been running for three years to the period ending 31 March 2019. In this time, 242 high-risk perpetrators who are associated to 259 victims and 298 children have been allocated to the Project. This highlights how perpetrators will frequently have more than a single victim and that a risk-based approach to managing these high-risk perpetrators is necessary to continue to prevent the greatest level of harm.

A total of 195 cases have been closed across the above period, of which 88 resulted in direct contact (45%) with an engagement rate of 56% and 107 resulted in disruption activity (55%) to prevent abuse from taking place.



**242 HIGH RISK
PERPETRATORS
ALLOCATED TO THE
PROJECT**

Severity of abuse assessments are carried out at both the entry to, and exit of, the Project. The data highlights significant reductions in the severity of high-risk abuse including a 93% reduction in sexual abuse, 89% reduction in physical abuse, 74% reduction in harassment and 65% reduction in jealous and controlling behaviour.



**PERPETRATOR
ENGAGEMENT RATE
OF 56% WITH 107
SUCCESSFUL
INTERVENTIONS**

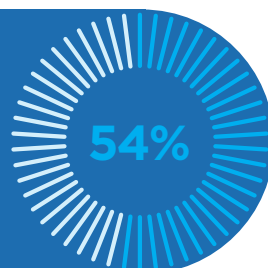


540% INCREASE IN REPORTS OF STALKING SINCE 2016/17

Following an increase to the precept in 2017/18, Sussex Police is now better equipped and trained to recognise and deal with stalking and harassment.

As a result of this additional investment and improvements to training for officers and prosecutors, Sussex Police has seen a 540% increase since 2016/17 and a 54% increase in reports of stalking in 2018/19, from 1,006 reports in 2017/18 to 1,545 reports a year later. A total of 188 of these crimes were solved in 2018/19, compared to 173 solved in 2017/18.

**STALKING REPORTS
UP BY 54% LAST YEAR
AND BY 540% OVER
THREE YEARS**



The PCC also commissioned HMICFRS to undertake a thematic inspection into the Sussex

Police response to stalking and harassment that took place in December 2018. The inspection report was published in April 2019 and can be viewed in full here:

<https://www.justiceinspectorates.gov.uk/hmicfrs/wp-content/uploads/stalking-and-harassment-inspection-sussex-police-commissioned-pcc-update-national-recommendations.pdf>

In 2018/19, the PCC continued to fund a local, specialist advocacy service in Sussex to help victims of stalking cope and recover and to raise awareness of the risks associated with stalking behaviours.

In April 2019, the PCC held a national policy roundtable in Parliament (pictured below) with PCC colleagues and national leads, to work towards providing victims of stalking with the greatest possible protection and support. The PCC was joined by two female victims of stalking from Sussex whose experiences were used to inform national recommendations.



NEW TEAM OF SEXUAL OFFENCES INVESTIGATION TRAINED OFFICERS

The precept increase in 2018/19 was also used to fund a new team of 20 Sexual Offences Investigation Trained (SOIT) officers. The team was launched in September 2018 and comprises of police officers and staff specifically trained to support victims of serious sexual assaults.

The SOIT officers act as a single point of contact for victims throughout a criminal investigation, from initial reporting through to court proceedings and beyond. The officers are based alongside colleagues in the Safeguarding

Investigations Units at locations throughout Sussex. The SOIT team is the first of its kind to be established by any of the police force areas in England and Wales.



**SOITS DEPLOYED
TO 952 SERIOUS
SEXUAL OFFENCES**

Sussex Police has deployed SOITs to 952 serious sexual offences since September 2018 – this equates to an average of 119 deployments per month. This represents a significant reduction in investigator workload and, more importantly, a huge improvement in the service that is delivered to victims of the most serious sexual offences. The SOITs are expected to contribute towards improved outcomes for victims at court in 2019/20.

SAFE:SPACE Sussex

In 2016/17, the PCC launched **SAFE:SPACE Sussex**, the first online directory of all victim support services across Sussex. The site allows victims to find the most relevant support service for them, through a safe and confidential route.

In 2018/19, the site received over 1,800 visitors, with 77% of those originating in the UK, continuing to show a very high level of 'genuine' usage and an increase in traffic by 33% compared to 2017/18. The top three pages accessed on the site were: Reporting a Crime, About Different Types of Crime and All Providers, further demonstrating the needs of victims in Sussex. This approach complements the Code of Practice for Victims of Crime which entitles all victims to receive appropriate support regardless of whether they choose to report this to the police or not.



INTRODUCING A VULNERABLE WITNESS SUITE

The PCC continued to seek to reduce the risk of vulnerable victims and witnesses travelling long distances to give evidence at court.

A 'Live Link' video facility was introduced in West Sussex to enable vulnerable witnesses to give evidence remotely without the need to physically attend court (see 2d. Improve access to justice for victims and witnesses for more information).

Two further Live Link sites are currently under development and will start operating in 2019/20 to ensure countywide access to these facilities.

This Live Link has supported 10 children and young people to access court proceedings since September 2017.



The PCC has also supported 109 young people attending court this year either as victims of crime or witnesses to it, through the Young Witness Service. It remains a commitment of the PCC to ensure victims and witnesses have the most positive experience of the criminal justice system.

£530,000 FOR A NEW FUNDING NETWORK

As part of a commitment to develop a diverse landscape of support services, this financial year the PCC has invested over £530,000 in funding projects to support some of the most vulnerable victims and help inform her commissioning strategy.

The Safe:Space Sussex Funding Network was launched in February 2018. There are currently 27 'approved' providers of specialist support services within the Funding Network who have each been able to demonstrate the high levels of quality standards and assurance required.

This year, seven new domestic abuse and sexual violence projects received funding from the Network, for projects supporting children and young people as well as family members.



The Funding Network was a finalist for a 'Public Finance Award for Alternative Service Delivery Model of the Year' in 2019.

Please find more details as follows:
<https://www.sussex-pcc.gov.uk/get-involved/apply-for-funding/>

2d IMPROVE ACCESS TO JUSTICE FOR VICTIMS AND WITNESSES

- Ensure victims and witnesses have the most positive experience of the criminal justice system
- Support vulnerable victims and witnesses
- Maximise the use of technology to improve access to justice for all

LEADING THE £40 MILLION VIDEO-ENABLED JUSTICE PROGRAMME

The PCC continues to lead the £40 million innovative Video-Enabled Justice (VEJ) programme on behalf of criminal justice partners across Sussex, Surrey, Kent, Norfolk and Suffolk.

The Programme aims to provide victims and witnesses with a better experience of giving evidence whilst driving out significant efficiency savings for the police and other court users.

In September 2017, the PCC secured a further £11.5m from the Police Transformation Fund to implement the new model across the South East Region, Norfolk and Suffolk over the next three years. The funding will enable the Programme to embed VEJ across the criminal justice system to deliver greater flexibility and access to court time, saving valuable time for police officers, victims and witnesses, and the removal of the requirement for defendants to be conveyed to court for remand hearings. In June 2018, a Proof of Concept programme was launched in Kent and introduced a VEJ Video Manager tool across seven police custody suites and at Medway Magistrates' Court to streamline the practice of police witnesses giving evidence in summary trials, increasing the time saved.

The PCC has introduced 14 'Live Links' video end points into specially adapted rooms across the Sussex Police estate enabling police officers and staff to give evidence remotely without the need to physically attend court.

The PCC also funded a multi-agency initiative to convert premises in West Sussex into a Live Link suite for vulnerable witnesses, one of only a handful of such facilities throughout England and Wales.

In 2019/20, two additional Live Link suites for vulnerable witnesses will be introduced in Sussex providing more individuals with the opportunity to give evidence remotely.

In 2018/19, 406 police officers gave evidence using Live Links. This saved up to 1,928 hours of police time or 241 shifts, including an average saving of more than four-and-a-half hours per officer per court appearance. Where trials did not proceed on the day, or when pleas were changed to guilty, the Live Links initiative has ensured further time savings in time and money with police witnesses not having wasted journeys to court.



SUPPORTING FEMALE OFFENDERS

The PCC secured Government funding of almost £194,000 to develop a multi-agency approach to divert female offenders away from crime.

The *Whole Systems Approach* (WSA) model to support female offenders is based on assessing their needs at the very first point they enter the

criminal justice system (on arrest) before referring women to local support services that can deal with their often complex vulnerabilities including: domestic abuse, drug and alcohol misuse, mental health issues, and other barriers to education, training and employment. The WSA model was launched in May 2018 and assisted more than 350 women across 2018/19.

INNOVATIVE ESTATES INVESTMENT

A total of £4.7m was invested in the Sussex Police estate in 2018/19. The PCC has also continued to ensure that no police facility with a public reception will be removed until a suitable local alternative is identified.

The Commissioner is responsible for the Sussex Police estate and, as the landlord, has developed an Estates Strategy to enable the effective governance of all land and property. The land and site was valued at £154m as at 31 March 2019.

The Estates Strategy 2018/23 is a key element of the capital programme and aims to make sure that the property used for policing is in the right place, is fit for purpose and efficient. The PCC closely scrutinised the revisions made to the Estates Strategy in 2018/19, through a monthly Estates

Where the estate is underused, the PCC is examining options for sharing with partners and disposal for redevelopment. This approach has resulted in the provision of a new shared policing base in Pulborough, in partnership with the South East Coast Ambulance Service (SECAMB). The £13m refurbishment to Brighton Police Station was completed in 2018/19, alongside the datacentres at Brighton and Lewes.



The vehicle workshop in Crawley Down is now fully functional and the Force is working with the Surrey Fire & Rescue Service to provide further facilities in order to maintain their vehicle fleet. Refurbishment works remain ongoing for Hastings Custody Centre, Steyning Police Station, Operations Command, together with the expansion to the car park at Sussex Police Headquarters in Lewes.

Sussex Police has embarked on a programme of improvements to deliver efficiencies in energy costs and maintenance, including the installation of Light-Emitting Diode (LED) lighting, solar panels and closer monitoring of CO2 consumption. This has contributed to reductions in heating bills by more than 8%, electricity bills by more than 12%



Board, to ensure that it continued to provide a working environment fit for 21st century policing, was cost effective and demonstrated an accessible community footprint.

and overall energy consumption by 10%. This approach has also resulted in combined savings of approximately £200,000 across 2018/19.

In 2017/18, the Commissioner worked closely with the Joint Commercial Planning Manager for Sussex Police to secure an additional £1.3 million from district and borough councils across Sussex through Section 106 Agreements.

In 2018/19, another £537,000 was secured locally and will be used to support further investment and improvements in the Sussex Police estate and existing policing infrastructure.

Since 2017/18, the Commissioner has worked closely with the Joint Commercial Planning Manager for Sussex Police to obtain over £1.3 million through Section 106 agreements. A Section 106 agreement



is an agreement between a developer and a local planning authority about measures that the developer must take to reduce their impact on the community.

In 2018/19, another £537,000 was secured locally and will be used to support further investment and improvements in the Sussex Police estate and existing policing infrastructure.



IMPROVED INFORMATION SHARING

The PCC has continued to be a leading sponsor of the highly effective Empowering Communities Inclusion & Neighbourhood management System (ECINS) on behalf of all local authority areas across Sussex.



The ECINS facilitates real-time information sharing between signed up partners and has now been adopted across all local authority areas in Sussex and embedded into Sussex Police processes. The PCC jointly funded ECINS with Sussex Police across 2018/19 and has taken a decision to continue to extend this funding until March 2021.

Mobile Data Terminals (MDTs), including smart phones have been provided to all frontline police officers and staff to ensure that they have access to the information they need as and when they need it. Productivity has reportedly increased by up to 20% as a result of officers embracing the MDTs and the new agile ways of working they provide. An ongoing programme of developments is in place to update these devices and enhance their capabilities, in line with the priorities highlighted by the officers using this technology.

BODY WORN VIDEO

The PCC has continued to invest in the purchase and rollout of Body Worn Video (BWV) cameras which have increased to nearly 1,700 devices.

This approach has ensured that all frontline police officers and staff are equipped with personal-issue BWV cameras. This includes an additional 135 BWV devices that are used by armed officers to support local policing teams when they are not being deployed or in training.

In 2019/20, Sussex Police and Surrey Police will work collaboratively to ensure that their BWV devices are fully equipped with the latest technological developments available in order to streamline processes, accessibility and management of police information.

The BWV cameras are now an established way of securing and capturing real-time evidence in an easy to use and accessible digital format. This technology is particularly useful for increasing the number of convictions for domestic abuse crimes using evidence captured through BWV, including victimless prosecutions where the victim does not want to support a prosecution. BWV also ensures that interactions with members of the public are professional and accountable at all times and helps to safeguard officers and staff by reducing the number of assaults.

1,700 BODY WORN
VIDEOS IN USE
AND 135 FOR
ARMED OFFICERS



Sussex
Police & Crime
Commissioner

3

MANAGING RESOURCES





3a SUMMARY OF FINANCIAL CONTEXT 2018/19

The Police Reform and Social Responsibility Act 2011 created two separate corporations sole: the PCC and the Chief Constable.

The PCC is responsible for:

- The finances of the whole Group
- Receiving all income and funding
- Making all payments for the Group from the overall Police Fund
- Control of all assets, liabilities and reserves

The Chief Constable fulfils his functions under the Act within an annual budget set by the PCC in consultation with the Chief Constable. A scheme of delegation is in operation between the two bodies determining their respective responsibilities, as well as local arrangements in respect of the use of the PCC's assets and staff.

Financial planning sits at the heart of good public financial management. Alongside budget preparation, performance management and reporting, the ability to look strategically beyond the current budget period is a crucial process to support the PCC's resilience and long-term financial sustainability. The four-year strategic financial planning tool – the Medium Term Financial Strategy (MTFS) – is one of the key planning tools that helps identify available resources and options for delivering the PCC's Police & Crime Plan priorities and the Force's strategic policing requirements.

Where we have come from

By 2016/17, Sussex Police had made savings and efficiencies totalling £76m to balance the books because of reductions in core grants, limited increases to the precept and inflationary increases to costs since 2010/11.

In 2017/18, the four year MTFS set out a challenging financial situation in which further reductions of £26.5m and the loss of a further 476 police officer posts were essential to balance the books, despite the opportunity to increase the precept by £5. Faced with such a significant reduction in budget, the PCC authorised the release of £17m of reserves to provide the Chief Constable with one-off cash so he could defer the immediate impact of the loss of those posts.

From savings to investment mode

The PCC lobbied hard during 2017 to secure the best possible funding arrangements for policing. This led to the Government allowing PCCs to raise the police precept above the previous limit per household/dwelling of £5 to £12 per annum. The Government indicated that this increase would be available in 2019/20 also, if PCCs and police could demonstrate ongoing efficiencies and transparency in the use of reserves.

With Sussex Police facing such significant reductions in funding and officers, this extra funding was an opportunity not to be missed.

The PCC worked with the Chief Constable to develop a new financial strategy that would seek to provide the resources to enable Sussex Police to protect those 476 posts under threat, enable the recruitment of additional officers and replace those that were due to leave.

The PCC decided to increase the precept in 2018/19 by £12 per year for an average band D property (the fifth lowest in England and Wales). Combined with the £17m that the PCC had already authorised from reserves, it substantially reduced the previously planned savings requirements for 2018/19.

Medium Term Financial Strategy 2018/19 – 2021/22

In addition, the PCC set out in the MTFS a proposed increase to the precept of £12 in 2019/20, £5 in 2020/21 and £5 in 2021/22. The plan reduced the overall savings target to £3.0m from £26.5m, which protected the 476 posts that would have been lost. It also provided funds to replace 600 police officers over the 4 years of the plan and, most significantly, to recruit an additional 200 police officers.

Police officer establishment, as at 31 March 2018, would increase by 200 officer posts to 2,700 by 31 March 2022.

The MTFS sets out that over £1.1bn of revenue, £37.89m of capital and reserves of £17.6m will be spent over the period of the 4 years from 2018/19 to 2021/22.

The 2018/19 budget was approved by the PCC in February 2018 at £265.988m.

Revenue Budget Summary 2018/19

	Gross £m	Grants £m	Income £m	Net £m
Chief Constable's Operational Delivery Budget	296.826	(6.920)	(22.662)	267.244
Office of The Police and Crime Commissioner	1.286			1.286
Community Safety	1.635			1.635
Victim Support Services and Restorative Justice	1.954	(1.954)		0.000
Financial Provisions	3.397			3.397
Treasury Management Interest	0.201		(0.500)	(0.299)
Transfers to/(from) Earmarked Reserves	1.083		(8.358)	(7.275)
Total Net Budget Requirement 2018/19	306.382	(8.874)	(31.520)	265.988

The resources allocated by the PCC through the four year 2018/22 MTFS have enabled the Chief Constable to plan the resource requirements for Sussex Police more effectively. The Sussex Police Transformation Strategy 18/22, and the Operational Delivery Plan 2018, demonstrates how the Force is transforming its services from then up to 2022 whilst continuing to deliver efficiencies and changes.

Throughout the year, the PCC has closely scrutinised the spending of the precept, delivery of the policing investment and performance set out in the Transformation Strategy 18/22. Scrutiny has been through a variety of public facing Performance & Accountability Meetings, monthly Local Policing Accountability Board meetings, financial monitoring and other monitoring within the scheme of governance.

The unprecedented level of recruitment of officers, the largest intake since 2008, formed one of the most important elements of the investment plans and the PCC has monitored the recruitment processes closely.

To recruit 800 officers by 2022 requires over 4,000 applicants to be assessed and around 200 successful recruits joining each year, across four intakes.

https://www.sussex.police.uk/media/8394/sussex-police-transformation-strategy_7-rev-web.pdf

<https://sussex.police.uk/about-us/priorities-and-direction/operational-delivery-plan/>

3b SUMMARY OF FINANCIAL PERFORMANCE 2018/19

Sussex Police & Crime Commissioner Direct Operating Costs		Cost £	Total Cost £
Sussex Police & Crime Commissioner Direct Operating and Commissioning Costs	Democratic representation	0.1m	
	Community Safety	1.7m	
	Victim Support, Restorative Justice, and Drive Project	2.1m	
	Office of the Police & Crime Commissioner	1.2m	
	<i>less Government Grant funding</i>	<i>(£2.1m)</i>	
			3.0m
Policing services provided by Sussex Police	Police Officers	148.6m	
	Police Staff (including PCSOs)	80.5m	
	Other Employee Costs*	7.6m	
	Buildings	12.0m	
	Transport	5.9m	
	Supplies and Services	52.3m	
	Third Party Payments**	9.0m	
		<i>less Sussex Police income</i>	<i>(£7.3m)</i>
			258.6m
Capital Financing	Capital financing costs	3.0m	
	<i>Less interest income on balances</i>	<i>(0.4m)</i>	
			2.6m
Planned transfers to/(from) reserves			0.8m
Total Cost of Services			263.4m
Funded by	<i>Funding from Government</i>	<i>(162.8m)</i>	
	<i>Council Tax</i>	<i>(103.2m)</i>	
	<i>Total funding</i>		<i>(266.0m)</i>
Net revenue (under)/overspend			(2.6m)

* Includes ill health pension payments, employee expenses, training and restructure costs;

** Includes third party payments to other government bodies, partnerships and external initiatives

The figures shown in the above table are as per the draft Statement of Accounts 2018/19. They include all office costs and services commissioned by the PCC, and the cost of all activities carried out by Sussex Police.

3c

SUMMARY OF FINANCIAL HEADLINES 2018/19

The key financial headlines from the revenue outturn for 2018/19 can be summarised as follows:

- £2.6m (0.9%) underspend on the net revenue budget of £266m
- £0.715m of the underspend was on the police Operational Delivery Budget delegated to the Chief Constable, generated in the main by additional income. Expenditure was in line with the revised budget.
- £0.179m of the underspend on the budgets which are the responsibility of the Office of the Sussex Police & Crime Commissioner (£0.074m underspend on the office budget, £0.056m underspend on the Community Safety budget and the balance of the underspend of £0.049m within the victims budget and restorative justice budget).
- £1.708m net underspend on other budgets mostly arising from the lower utilisation of reserves than planned.
- The precept was increased by £12 that provided net resources of £7.4m that was invested as set out within the Sussex Police

Transformation Strategy 2018/22.

- Savings achieved in year of £12.248m, of which £9.100m was repurposed and reallocated to support additional one-off costs in other areas of the business
- Budget pressures were contained (e.g. pay increase, inflation)
- General Reserves were maintained at £10.807m – this was 4% of the net revenue budget

The 2018/19 underspend has been returned to reserves and will be used in accordance with the approved MTFS 2019/20 – 2022/23. A total of £25.267m was invested in capital schemes during the year. These schemes included investment in the police estate including the refurbishment of Brighton Police Station and improvements at Headquarters, investment in ICT, vehicles and equipment. A further £2.899m of resources have been carried over to 2019/20 to complete schemes that were delayed in 2018/19.

The Statement of Accounts includes further details of the financial performance of 2018/19. The draft accounts subject to audit can be viewed here.

www.sussex-pcc.gov.uk/accounts

3d

FINANCIAL OUTLOOK FOR 2019/20 AND BEYOND

After a year of dialogue with Government, PCCs secured the best possible funding arrangements for policing in the current financial climate, with the Government recognising the need to provide additional resources for local and national policing.

On 13 December 2018, the Minister for Policing and the Fire Service announced the provisional police financial settlement for 2019/20. This proposed a total settlement of up to £14 billion, which is an increase of up to £970 million compared to 2018/19.

This is the largest annual increase in funding since 2010 and includes increases to police funding in work to combat serious and organised crime and in counter terrorism.

There has been no change to the policing funding formula, the method the Government uses to distribute grant to forces, and it is not expected to change until 2020 at the earliest.

The offer for 2019/20 included an increase of 2.1% to the main Home Office grants and the opportunity for all PCCs to increase their precept by up to £24. The Home Secretary and Policing Minister stated that they expect PCCs to take advantage of this increased flexibility but that they also expect police forces to continue to find savings and become more efficient.

The settlement also addressed the majority of the additional cost that has arisen because of a revaluation of the police pension scheme. A combination of an increase in core grant, a special one-off grant and the removal of a surcharge levied by HM Treasury, leaves all but £0.1m net additional cost.

The 2018/19 to 2021/22 MTFS had included the assumption of a freeze to the Government grant and a £12 increase to the precept in each of the first two years and a £5 per year increase to the precept in the final two years of the MTFS period.

The 2019/23 MTFS sets out the financial context for revenue budget, capital programme and precept decision for 2019/20, and estimates for a further three financial years.

It brings together all resources including revenue, fees and charges, income for special policing and use of reserves and capital.

It also includes the revenue generated by a £24 increase to the precept in 2019/20 and £5 per year in each of the three following years.

In total £32m is available for investment over the four-year plan, subject to approval of the future precept estimates.

The Strategy also recognises that £1.3m has been approved from developer contributions through the planning process (Section 106/Community Infrastructure Levy) to fund a wide range of policing projects.

MTFS Precept Investment	2019/20 £m	2020/21 £m	2021/22 £m	2022/23 £m	Total £m
Precept Investment Proposed	7.589	7.900	8.287	8.691	32.467
Phasing to and (from) reserves to maintain a balanced budget	1.152	3.022	(0.835)	(3.339)	(0.000)
Proposed Investment Requirement	8.741	10.922	7.452	5.352	32.467

A spending review is due in 2019 and a new settlement is expected in 2020, including the possibility of a new funding formula.

The opportunity presented by the Government's provisional police grant settlement for 2019/20 enabled the PCC to build on the plans as set out in the MTFS 2018/19 – 2021/22. The Chief Constable presented a plan to the PCC that identified priorities where a further precept investment of £12 was needed.

The PCC approved an increase to the precept of £24 on the basis of the plan to recruit 100 more PCSOs, 50 more police officers and 50 more specialist staff. This is in addition to the extra 200 police officers already being recruited over the period.

By 2023 there will be up to 250 more police officers, 50 more specialist staff and 100 more PCSOs than there were in March 2018 – a total increase of 400 officers and staff.



Sussex
Police & Crime
Commissioner

4 NATIONAL CONTRIBUTION AND INFLUENCE

In addition to the local work in Sussex, the PCC has also made the following contributions nationally:

- Chair of the Board of the Police ICT Company
- Chair of the Association of Police & Crime Commissioners – Digital Policing and Technology Portfolio (and national spokesperson)
- Co-Chair of the Home Office – Law Enforcement Portfolio Technology Allocation Scrutiny Group

- PCC representative on the Home Secretary's National Oversight Board for Domestic Abuse, Stalking and Harassment.
- The Office of the Sussex Police & Crime Commissioner made a significant contribution to the continuity of police forensic services nationally. The Chief Finance Officer led an in-depth review of forensic service costs and pricing and helped to co-ordinate a national agreement supported by all PCCs and police forces.







SUSSEX POLICE & CRIME PANEL

Sussex Police and Crime Panel

28 June 2019

Her Majesty's Inspectorate of Constabulary and Fire and Rescue Service's Inspection of the Sussex Police Response to Stalking and Harassment

Report by The Clerk to Sussex Police and Crime Panel

Recommendations

That the Panel considers the Commissioner's actions and decisions following Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services' inspection of Sussex Police's response to harassment and stalking.

1. Background

- 1.1 Her Majesty's Inspectorate of Constabulary and Fire and Rescue Services (HMICFRS) conducted an inspection into how the police and Crown Prosecution Service dealt with stalking and harassment, publishing its report in July 2017. Sussex Police was one of six forces visited as part of the inspection.
- 1.2 Following the murder of Shana Grice in August 2016, the Panel questioned the Commissioner on the issues of stalking and harassment at its meeting in April 2017. The Panel learned that the Commissioner (PCC) had commissioned HMICFRS to inspect Sussex Police's response to harassment and stalking. The PCC invited the Panel to consider the results of this inspection, and the PCC's response to it, at the appropriate time. The inspection was carried out in November and December 2018.
- 1.3 "Stalking and Harassment – An Inspection of Sussex Police commissioned by the Police and Crime Commissioner, and an update on National Recommendations in HMICFRS's 2017 Report" was published in April 2019. In response, the Commissioner questioned the Chief Constable about the HMICFRS findings at a Performance and Accountability Meeting (PAM) in April 2019, and the Commissioner wrote to HMICFRS in May 2019. PAMs are "an opportunity for the Commissioner to hold the Chief Constable to account on behalf of the public in an open and transparent way".

2. Discussion

- 2.1 To inform this scrutiny, the following appendices have been provided:

Appendix 1: "Stalking and Harassment – An Inspection of Sussex Police commissioned by the Police and Crime Commissioner, and an update on National Recommendations in HMICFRS's 2017 report (published April 2019)

Appendix 2: Minutes of the Performance and Accountability Meeting of 12 April 2019 (at which the PCC held the Chief Constable to account for the issues highlighted in the HMICFRS Report)

Appendix 3: The Commissioner's letter (dated May 2019) of response to the HMICFRS Report

The following background reading and viewing is also suggested:

- Webcast of 12 April PAM: <http://bit.ly/2Ff7ElK>
- Original HMICFRS Stalking and Harassment Report of July 2017: <http://bit.ly/2IMsLN6>
- Minutes of PCP meeting on 7 April 2017: <http://bit.ly/2Zv2qd6>

Tony Kershaw

Clerk to Sussex Police and Crime Panel

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Stalking and harassment

An inspection of Sussex Police commissioned by the police and crime commissioner, and an update on national recommendations in HMICFRS's 2017 report

April 2019

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Foreword

In July 2017, we published our report [Living in fear – the police and CPS response to harassment and stalking](#). In the foreword to the report, we said that we wanted the inspection to be a catalyst for change. This was because we had concluded that the police and the Crown Prosecution Service (CPS) were letting victims down.

Since we published the report, police forces and national organisations have all done a great deal to improve their response to stalking and harassment. We were therefore pleased to accept an invitation from Katy Bourne, the police and crime commissioner for Sussex Police, to review the progress the force has made. We see great value in this approach.

This inspection has given us an opportunity to assess the effect of changes Sussex Police has made to its approach to allegations of both stalking and harassment. We have also reviewed the work national organisations have done following the recommendations in our national report. We would like to thank Ms Bourne, the police and crime commissioner, and Sussex Police for their help throughout the inspection.

We found that Sussex Police has improved some aspects of its response. Leaders have made great efforts to ensure that the force treats stalking allegations seriously, although this did not always lead to effective and consistent responses from the officers tasked with responding to the allegations. We were pleased to find that Sussex Police had recently introduced some new practices, which other forces could learn from.

Sussex Police has taken positive steps to increase the number of stalking crimes that are recorded. The challenge now is to increase the proportion of these recorded crimes that result in a charge, as this is now lower than the England and Wales average. This will also be a problem for other forces, as their crime-recording practices improve.

National organisations such as the CPS have also made some good progress on some of our recommendations, and continue to work on others.¹ However, there is more work to do, and in some cases urgent work, to ensure that the police protect victims of both stalking and harassment from the moment when a victim reports a crime, throughout the criminal justice process, and thereafter.

Recently published recorded crime figures show that the number of stalking and harassment crimes has increased by 41 percent in 2018, compared with the

¹ See page 52 for details of some work in response to some of these recommendations which the College of Policing and National Police Chiefs' Council lead launched on 3 April 2019, for instance.

previous year.² This is the largest increase of any crime category and means that there are more victims than ever who require an efficient, effective and caring police response. This increase in the number of recorded crimes could be because victims of both stalking and harassment are more confident in coming forward to report allegations, or that forces are now more proficient at recording such offences. Whatever the reasons, police forces must be vigilant in providing victims of these offences with the most effective service to keep them safe.

We will continue to monitor how the police respond to these serious and damaging crimes. Victims deserve no less.



Wendy Williams
HM Inspector of Constabulary

² [Crime in England and Wales: year ending September 2018](#), Office for National Statistics, 2019.

Introduction

About this report

In 2016/17, together with Her Majesty's Crown Prosecution Service Inspectorate (HMCPSI), we carried out a thematic inspection of the way that the police and the CPS dealt with stalking and harassment. The resulting report, *Living in fear – the police and CPS response to harassment and stalking*, was published in July 2017. We visited Sussex Police as part of that inspection.

In the report, we concluded that both stalking and harassment crimes were relatively commonplace and could in some instances have a serious effect on victims. We found that the police response had often let down victims, and because of this we made several recommendations for improvement.

Partly because of our previous visit to Sussex Police, the police and crime commissioner for Sussex asked us to carry out a further detailed inspection of the Sussex Police response to stalking and harassment. Part A of this report deals specifically with what we found.

Since 2017, recorded stalking and harassment crimes have continued to increase significantly, sometimes with tragic consequences for the victims. Police forces and national organisations have all done some important work to improve the police response, and we give an update on progress against our recommendations in Part B of this report.

What is stalking or harassment?

Harassment

Harassment is a crime involving behaviour that takes place more than once, and the perpetrator's actions must have an unwanted effect on the victim.

Under the Protection from Harassment Act 1997, it is an offence for a person to pursue a course of conduct that amounts to harassment of another person, and that they know (or ought to know) amounts to harassment.³ The Act defines harassment and states: "References to harassing a person include alarming the person or causing the person distress."⁴

A 'course of conduct' in the case of harassment of a single person must involve conduct on at least two occasions. The course of conduct in relation to two or

³ [Protection from Harassment Act 1997, section 1.](#)

⁴ [Protection from Harassment Act 1997, section 7\(2\).](#)

more persons means conduct on at least one occasion in relation to each of those persons.⁵

Stalking

After a consultation on stalking in 2011, and an Independent Parliamentary Inquiry into stalking in 2012, new offences of stalking were inserted into the Protection from Harassment Act 1997 in 2012. However, the Act does not go on to detail what particular circumstances distinguish these acts from harassment.

Section 2A of the 1997 Act prohibits a person from pursuing a course of conduct that amounts to stalking.

Section 4A of the 1997 Act prohibits a course of conduct which amounts to stalking and causes either the victim to fear, on at least two occasions, that the perpetrator will use violence against him or her, or causes the victim serious alarm or distress which has a substantial adverse effect on his or her usual day-to-day activities where the perpetrator knows or ought to know that their course of conduct will cause the relevant fear, alarm or distress.

In our thematic inspection of stalking and harassment we concluded that the police and the CPS often struggled to separate the offences of stalking and harassment. Because of this, we recommended that the Home Office should review the Protection from Harassment Act with reference to defining stalking more clearly. The Home Office decided not to undertake such a review and we consider this, and our other recommendations, later in this report (link to Part B).

Organisations representing victims of stalking often talk about the fixated and obsessive nature of the perpetrator's actions as an element of stalking.⁶

This is echoed in the joint police and CPS protocol that sets out how stalking or harassment cases should be dealt with:

In some cases, the distinction between stalking and harassment will not be clear-cut, as the definitions can overlap. There is **no specific legal definition of stalking**. However, for police and prosecutors it is helpful to know that in cases of stalking there is a pattern of unwanted, fixated and obsessive behaviour which is intrusive. It can include harassment that amounts to stalking or stalking that causes fear of violence or serious alarm or distress.⁷

⁵ [Protection from Harassment Act 1997, section 7\(3\)](#).

⁶ For example, the [Paladin National Stalking Advocacy Service](#) and the [Suzy Lamplugh Trust](#).

⁷ [Protocol on the appropriate handling of stalking or harassment offences between the National Police Chiefs' Council and the Crown Prosecution Service](#), NPCC & CPS, 2018, page 6.

In the Sussex area, [Veritas Justice](#) supports some victims of stalking, and this organisation has adopted the following description of stalking:

Stalking is defined as a pattern of repeat and persistent behaviour that is intrusive and engenders fear. One person becomes fixated or obsessed with another and the attention is unwanted.⁸

In the absence of any more formal definition of stalking, in this inspection we have also taken the view that stalking differs from harassment because of the apparently fixated and obsessive actions of alleged perpetrators. However, as we concluded in our thematic report, because the assessment of the motivation of the perpetrator is subjective, this leads to errors, omissions and differences of interpretation which can have serious consequences for victims.

⁸ See Veritas Justice's page, [What is stalking?](#).

Part A – An inspection of the Sussex Police response to stalking and harassment

Background

In August 2016, Shana Grice was stalked and then murdered by Michael Lane in East Sussex. Sussex Police apologised for the way that it had handled the case, and the Independent Police Complaints Commission (IPCC) launched an investigation. Sussex Police set up a Gold Group⁹ to manage its response to the incident, including the initial recommendations from the IPCC investigation. The force also created a stalking improvement plan which senior officers would oversee.

In February 2017, Sussex Police was one of six forces which we visited as part of our national harassment and stalking inspection. In common with all the forces we inspected, we found a generally poor response to victims of both stalking and harassment in Sussex. The recommendations resulting from the inspection were also included in the force's stalking improvement plan.

About this inspection

Police and crime commissioners for police areas, and their mayoral equivalents, are democratically elected to represent their local communities, with responsibility for securing efficient and effective policing.

Police and crime commissioners can ask HMICFRS to carry out inspections in their police areas.¹⁰ In April 2017, the police and crime commissioner for the Sussex Police area, Katy Bourne, wrote to Her Majesty's Inspector Zoë Billingham¹¹ asking us to inspect Sussex Police's response to stalking and harassment.

The police and crime commissioner asked us to examine specifically the following areas:

- the accuracy of the force's identification of stalking as a crime, to include consideration of any distinction being made between stalking in current and non-current intimate relationships;

⁹ A Gold Group is a meeting designed to add value to the police response to an internal or external incident, crime or other matter. It involves bringing together internal or external interested parties who can advise, guide or otherwise support the management of an effective response.

¹⁰ Under [Police Act 1996, section 54\(2BA\)](#).

¹¹ HMI Zoë Billingham has responsibility for Sussex Police.

- the powers the police are using in their response to stalking and harassment offences (such as harassment orders, stalking protection orders [SPOs], domestic violence protection orders [DVPOs] and Clare's Law), to include a review of the quality of the decisions to use these powers;
- the work of the stalking ambassadors¹² and the efficacy of their role, to include consideration of how they disseminate information and learning throughout the force, and their role in monitoring performance;
- the force's use of the domestic abuse, stalking, harassment and honour-based violence risk assessment (DASH) and other risk assessment tools;
- whether any bias exists in the way the force responds to, and investigates, stalking and harassment offences, with particular consideration of gender; and
- whether there is any wider and/or national learning that we have identified in other areas that could be brought into practice in Sussex.

Our inspection methodology is set out in annex A, and covers these areas.

We carried out the inspection over two weeks in November and December 2018.

Prevalence of stalking and harassment in Sussex

Nationally, harassment makes up 2 percent of all crime and stalking makes up 0.1 percent of crime. Malicious communications also make up 2 percent of crime. In Sussex, harassment makes up 9 percent of crime, stalking 2 percent and malicious communications 2 percent. So, this type of crime is quite common.

Summary of main findings

We found that Sussex Police has made some significant improvements to the way that it deals with stalking and harassment crimes. However, the force has much more work to do. Although we found some good examples of cases that the force had dealt with well, these were outweighed by the number of cases that it had not dealt with well enough. Within these, we found a small number of cases where we were not reassured that the force had properly safeguarded the victim as well as it could have done, and we asked the force to take immediate remedial action.

The main findings below are the most significant. Some are likely to have implications for the way that other forces deal with stalking and harassment crimes.

¹² Police officers and staff who receive enhanced training, mainly to give advice and support to other officers.

Please read the whole report for a more complete picture of our findings, and some examples of effective and poor practice.

Crime-recording

Accurate crime-recording is essential for the effective response to all crimes. It helps forces to understand the nature of victimisation in their areas, and to decide where to allocate their officers and spend their money. It also helps police and crime commissioners to make informed decisions about what victim services they should commission in their areas.¹³

We found that the number of stalking crimes recorded by Sussex Police had increased by 98 percent in the 12 months to 30 September 2018, and that Sussex now records the second highest number of stalking offences in England and Wales. This is good evidence that the force is increasingly accurate in the identification and recording of stalking offences. However, we still found that many aspects of the recording of both stalking and harassment crimes were inadequate.

Improvements in the police response

Sussex Police has a policy that trained investigators will deal with all stalking offences, and most harassment offences. This is positive and should result in better outcomes for victims. However, we found that the force does not always adhere to this policy, and there was some inconsistency within the force area about the point when the officer taking the report should hand over to the investigator.

The force has made several positive changes to the response to stalking and harassment. These include:

- using stalking ‘flags’, a stalking marker on the crime system against the details of victims and perpetrators, to help the force identify repeat activity and safeguard victims more easily;
- providing an enhanced service to ‘high-risk’ stalking victims through the force’s cyber-crime unit;¹⁴
- stopping the use of police information notices (PINs)¹⁵ for all cases of stalking and harassment;
- using stalking ambassadors; and

¹³ Police and crime commissioners are responsible for providing victim support services in force areas.

¹⁴ This unit is a joint project with Surrey Police.

¹⁵ Police information notices are used to inform alleged stalking and harassment perpetrators that their actions may constitute an offence.

- including stalking crimes in the daily management meeting¹⁶ process to ensure these crimes have enhanced oversight by senior managers.

Risk assessments

We were disappointed to find that the force does not make risk assessments of stalking or harassment cases if they do not relate to domestic abuse. This is very disturbing, particularly as we raised this as a problem in our thematic report.

The force does require all cases of stalking and harassment to be subject to a screening process to identify stalking behaviours. The set of questions is called an S-DASH. However, we found that use of the S-DASH was inconsistent.

The identification of behaviour that may be stalking by using the S-DASH is not of itself a risk assessment process. It could best be described as the first part of a continuum of activity that seeks both to establish the likelihood of the behaviours continuing and to quantify the severity of the effect on the victim. This should lead to officers using professional judgment to establish the action that may be necessary to reduce the risks that have been identified, which is often called risk management.

In Sussex, some aspects of the response to stalking rely on a risk assessment process to take place, to decide what subsequent action is needed. For example, the Specialist Investigation Unit should investigate high-risk cases. The process will work in domestic abuse cases because a DASH risk assessment takes place.

However, in non-domestic abuse cases, because no risk assessment takes place, the force has no consistent way of ensuring that officers who have the right skills and training always investigate these cases. In addition, the force might not consistently assess the risks to victims and might not consistently safeguard victims as well as it could.

We also found in the cases we examined, if a risk assessment such as a DASH had been completed, it was more likely that a risk management plan would also be created.

This lack of a risk assessment process for non-domestic abuse stalking or harassment victims is likely to be a problem that continues to exist in other forces. We have considered this further in Part B.

¹⁶ The [daily management meeting](#) is a daily meeting chaired by a senior officer to oversee the day-to-day business of policing, taking into account incidents over the last and next 24 hours.

Breaches of restraining order

A court can impose restraining orders¹⁷ on a perpetrator either after conviction or acquittal. Many restraining orders will be imposed on behalf of victims who have been the subject of stalking or harassment. If the perpetrator then breaches the order on more than one occasion, for example by contacting the victim, this is further evidence of stalking or harassment (see page 29 for more on this subject).

It is important to take this view, so that the police do not treat the breach in isolation, but instead consider the full previous offending history when deciding what action to take.

In Sussex Police we found that the police were likely to treat breaches of a restraining order in isolation and, for example, might not record further crimes of stalking or harassment.

This is also likely to be the case in other forces. There is little guidance to help officers to understand that breaches of restraining orders might be a continuation and escalation of the behaviour for which the magistrates or judge originally imposed the order.

Although all forces should consider the findings in Sussex, and whether they can learn from them, we are so concerned about the ineffective response to breaches of restraining orders that we are taking the extraordinary step of making several new national recommendations.

Following our inspection, we alerted the Home Office to the problems we had found with the crime-recording guidance. We are pleased that the Home Office has told us that it intends to change the guidance to make it clear that crimes of stalking or harassment should be recorded as well as breaches of orders, when it is clear that the victimisation has taken place more than once after the order has been imposed.

Training

After the murder of Shana Grice in Sussex in 2016, the force worked with a local stalking service (Veritas Justice) to give training to officers and staff. This training was mainly designed to help officers and staff to understand stalking, and the way that it affects victims, more thoroughly.

This training programme was never fully completed. In most of the cases we examined, the investigating officers had not received this training.

¹⁷ Section 5 of the Protection from Harassment Act 1997 enables a criminal court to make a restraining order following a conviction under either section 2 or section 4 of the Act. Since 2009, section 12 of the Domestic Violence, Crime and Victims Act 2004 extended the power to impose orders for any criminal offence, and on acquittal as well as conviction.

In addition, the training itself contained little detail about actions that officers should take when they had identified stalking; for example, how they should record the crime correctly.

Online crime

In the cases we examined, we found a significant majority of cases had some element of digital or online offending. This form of victimisation seems to have increased significantly since we visited Sussex Police as part of our thematic inspection in 2016/17.

As stalking and harassment involve repetitive behaviour, and because offenders can commit offences online freely with victims being able to do little about it, this is a worrying trend. In some cases, we found that the police gave poor advice to victims about the ways they could protect themselves from online stalking or harassment.

The Home Office requires forces to identify cases that have an online element with a 'cyber-enabled' flag. Like most forces, Sussex are ill-placed to understand this increasingly common problem because the use of, and the knowledge of, the cyber-enabled flag is very poor. We also highlighted in our 2018 hate crime thematic report¹⁸ that this was a problem in the forces we visited.

Victim support

A local stalking support service, Veritas Justice, can support victims of stalking in Sussex. Veritas Justice is mainly funded by the Sussex police and crime commissioner.

We found that the process Sussex Police uses to refer victims of stalking to Veritas Justice was inconsistent. Veritas Justice only received about 200 referrals from the police in the year before our inspection. This compared with 984 recorded stalking offences during the same period. Of the cases we examined, the force had only referred one to Veritas Justice. This means the force is potentially missing opportunities to refer victims of stalking or harassment to specialist services that could provide additional support.

Victim Support provides more general victim support services. Although the police will automatically refer all victims in the Sussex area to Victim Support unless the victim asks them not to, the actual take-up of services in the stalking and harassment cases we examined was very low.

¹⁸ [*Understanding the difference: the initial police response to hate crime*](#), HMICFRS, 2018, page 16.

Power of entry and search

The 2012 stalking legislation introduced a provision to allow officers investigating stalking offences under section 2A of the Protection from Harassment Act 1997 to apply to a magistrate for a warrant to enter and search premises for evidence.¹⁹

This power of entry and search allows officers to gather evidence and build strong cases against perpetrators. We found that Sussex Police did not use this power as often as it could have done.

Causes of concern and recommendations

For Sussex Police

Cause of concern

We are concerned that in cases of non-domestic abuse stalking or harassment, the force does not make risk assessments and therefore the force might not be properly protecting victims from the danger of becoming repeat victims.

Recommendation

We recommend that within three months the force decides how it can improve the risk assessment process for stalking and harassment.

Cause of concern

We are concerned that Sussex Police does not use the power of entry and search effectively, and therefore stalking investigations are not as thorough as they could be.

Recommendation

We recommend that within three months Sussex Police reminds officers of the need to consider the power of entry and search for stalking investigations, that the force dip-samples investigations to ensure that officers are considering this, and that the force introduces performance measures to find out if officers are using the powers effectively.

¹⁹ [Protection from Harassment Act 1997, section 2B.](#)

Cause of concern

We are concerned that Sussex Police is not properly protecting some victims of stalking or harassment who have been victimised online because:

- officers record some of these crimes incorrectly as malicious communications only; and/or
- the crime prevention advice the force gives to victims is not always appropriate.

Recommendations

We recommend that within three months the chief constable of Sussex Police reviews this crime type to ensure that the force records and classifies these crimes correctly, and treats victims appropriately as a result.

We recommend that within three months Sussex Police gives explicit guidance to officers and staff about the advice that they should give to victims of online stalking or harassment. In future, the force should incorporate this into the training of officers.

Cause of concern

We are concerned that Sussex Police's response to victims of stalking or harassment is not always as effective and consistent as it could be. This is because not all officers have received enhanced stalking training.

Recommendation

We recommend that within three months the chief constable of Sussex Police reviews whether the current training provision regarding stalking and harassment is adequate.

New national recommendations

Cause of concern

We are concerned that police forces are dealing with breaches of orders in isolation, and are not recognising or properly addressing the wider patterns of victimisation. As a result, forces might not be adequately assessing the risks to some victims, and might not be appropriately investigating and prosecuting cases.

Recommendations

Within six months chief constables should ensure that forces record stalking or harassment crimes if appropriate when victims report breaches of orders.

Within six months the National Police Chiefs' Council (NPCC) lead and the CPS lead should consider whether they can do more to inform police officers and lawyers of the importance of treating breaches of orders as evidence of a wider pattern of offending, and when and in what circumstances officers and lawyers should treat this as further evidence of stalking or harassment.

Within six months chief constables should ensure that officers are aware of the importance of treating breaches of orders, where appropriate, as part of a wider pattern of offending, and ensure that force policy and guidance helps officers to do this.

Areas for improvement

Areas for improvement

Within three months the force should review the role of stalking ambassadors and consider whether an ambassador should review all stalking crimes, and whether ambassadors should play a more proactive role in victim care in partnership with victim support organisations.

So that officers record the outcomes of crimes accurately, within three months the chief constable of Sussex Police should ensure that officers understand outcome codes and use them correctly, and that the force has a robust process to ensure that officers do this.

So that the force gives all victims of stalking the opportunity of receiving specialist support, within three months the chief constable of Sussex Police should review the process by which the force makes referrals. The chief constable should work with the appropriate service providers and the police and crime commissioner to ensure that there is sufficient capacity to offer this service.

So that Sussex Police gives all victims of stalking or harassment an effective and consistent service, within three months the chief constable of Sussex Police should regularly monitor the national stalking protocol to ensure that the force is complying with it. The chief constable should consider the best way to do this.

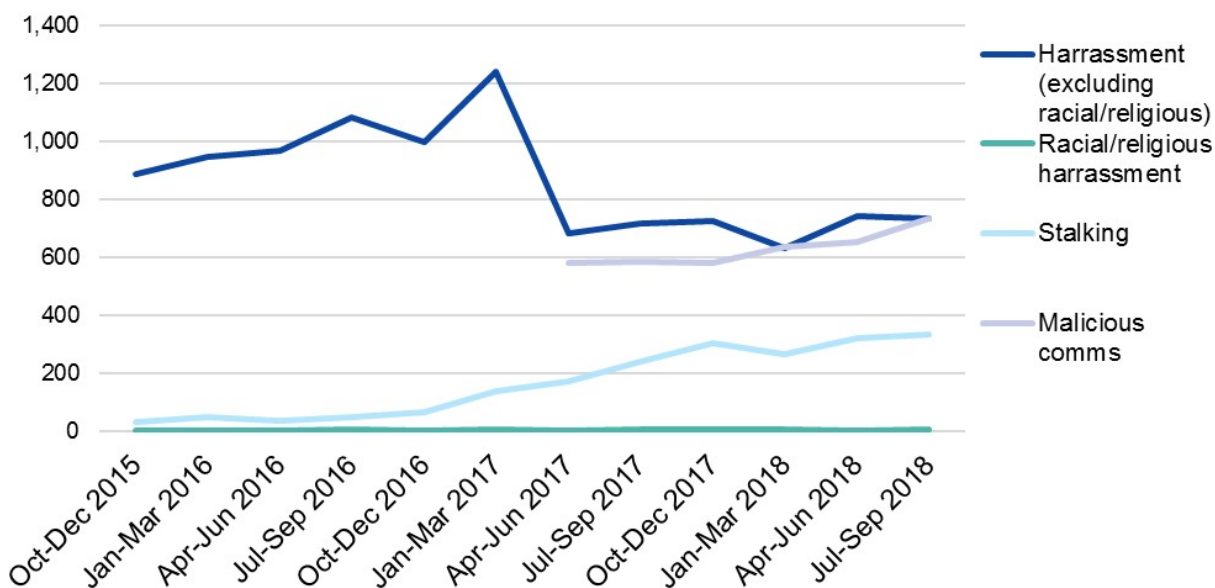
Part A – Inspection findings

Data

In the 12 months to 30 September 2018, Sussex Police recorded 1,228 stalking offences, the second highest number of stalking offences recorded by a force in England and Wales. This is an increase of 98 percent from the 621 recorded in the 12 months to 30 September 2017.

In contrast, in the 12 months to 30 September 2018, harassment offences declined by 22 percent on the previous 12 months, from 3,637 to 2,834. This decline may partly be because in 2017/18 a new category of malicious communications crimes was introduced.²⁰ So crimes that were previously recorded as harassment offences were recorded as malicious communications instead. Some of this reduction in the number of recorded harassment crimes could also be because the force is recording stalking crimes instead.

Figure 1: Number of recorded stalking and harassment crimes in Sussex Police area 1 October 2015 to 30 September 2018

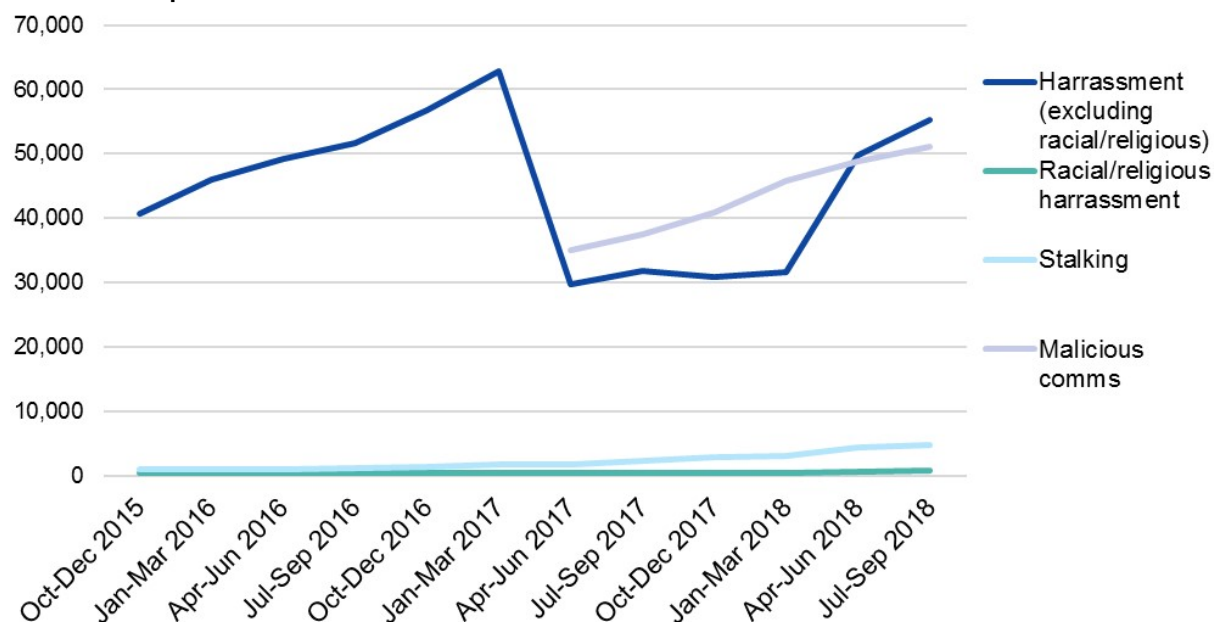


Source: Home Office data published by the Office for National Statistics

²⁰ In the 12 months to 30 September 2018, Sussex Police recorded 2,612 malicious communications crimes contrary to section 1 of the Malicious Communications Act 1988.

The increase in recorded stalking crime, and the decrease in recorded harassment crime, is in line with the England and Wales trend for stalking and harassment crimes. The England and Wales average²¹ for stalking offences increased from 170 in the 12 months to 30 September 2017 to 354 in the 12 months to 30 September 2018, an increase of 108 percent. In contrast, the England and Wales average for harassment crimes decreased from 4,218 in the 12 months to 30 September 2017 to 3,897 in the 12 months to 30 September 2018, a decrease of 8 percent.

Figure 2: Number of recorded stalking and harassment crimes in England and Wales 1 October 2015 to 30 September 2018

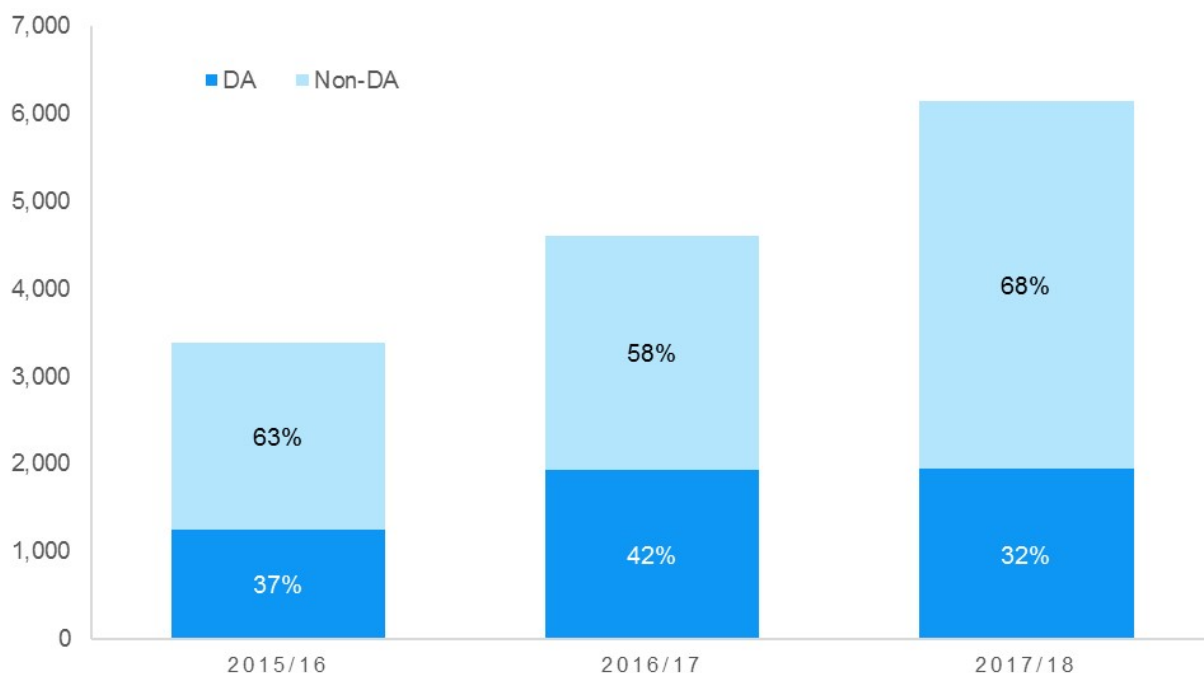


Source: Home Office data published by the Office for National Statistics

Overall, the proportion of non-domestic abuse stalking and harassment cases that Sussex Police recorded has increased from 58 percent in the 12 months to 31 March 2017 to 68 percent in the 12 months to 31 March 2018, while the proportion of domestic abuse-related stalking and harassment crimes fell by 10 percent, from 42 percent to 32 percent in this period.

²¹ The average for England and Wales is calculated by summing the number of the offences recorded by all forces in England and Wales and dividing the total by the number of forces (i.e. 43). The average is liable to be influenced by 'outlier' forces that are either much larger or much smaller than a 'typical force', but this measure can still provide a useful baseline for comparison.

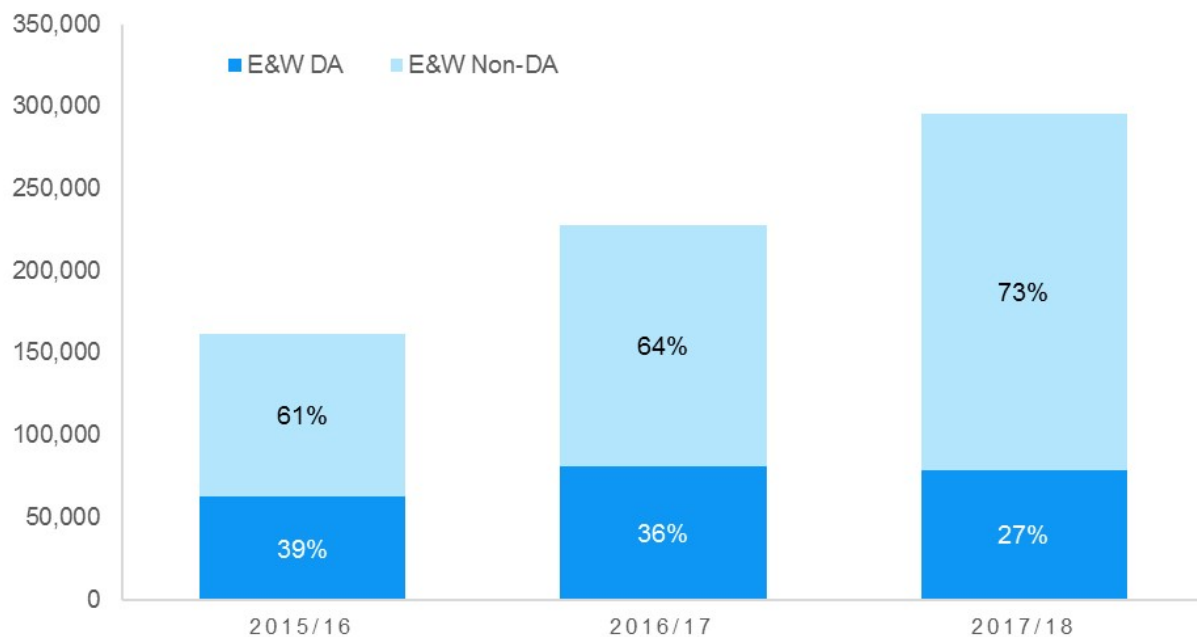
Figure 3: Percentage of recorded DA and non-DA stalking and harassment crimes in Sussex Police area 2015 to 2018



Source: Home Office data from the Home Office data hub

The proportion of stalking and harassment crimes that are flagged as being related to domestic abuse in Sussex Police is broadly similar to the national picture.

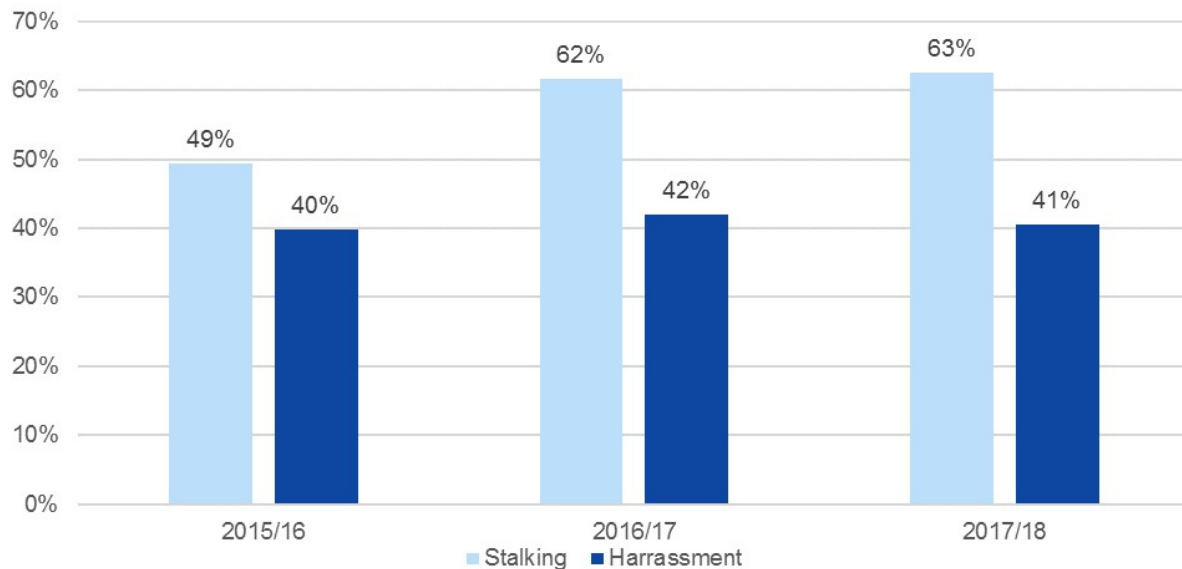
Figure 4: Percentages of recorded DA and non-DA stalking and harassment crime in England and Wales 2015 to 2018



Source: Home Office data from the Home Office data hub

However, there is a difference in the proportion of stalking cases that are domestic abuse-related, compared with harassment cases. In Sussex it appears that stalking is more likely to be domestic abuse-related than harassment.

Figure 5: Percentage of DA flags for stalking and harassment in Sussex 2015 to 2018



Source: Home Office data from the Home Office data hub

Nationally, harassment makes up 2 percent of all crime and stalking makes up 0.1 percent. Malicious communications also make up 2 percent of crime. In Sussex, harassment makes up 9 percent of all crime, stalking 2 percent and malicious communications 2 percent. So, this type of crime is quite common.

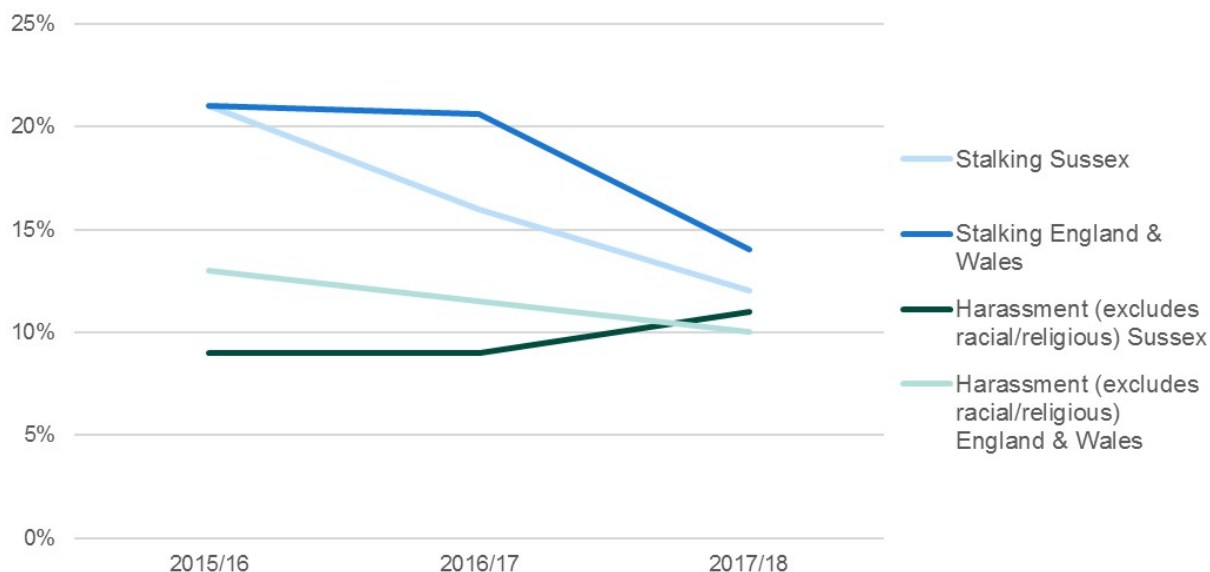
Although all the above figures give some useful indications about the nature of stalking and harassment, our inspections have shown that officers have difficulty distinguishing stalking from harassment. Therefore, we have reservations about the accuracy of the recorded crime statistics. We have also found in other inspections that officers do not always add the 'DA' flag to the crime report when they should.

We also examined the recorded outcomes of stalking and harassment crimes in Sussex.

For stalking offences, the proportion that resulted in a charge/summons in the 12 months to 30 September 2018 was 12 percent. This is in line with the England and Wales rate of 14 percent for the same period. However, this is a large drop from the proportion that resulted in a charge/summons in the 12 months to 30 September 2017, which was 21 percent. It is important to note that the force's recording rate should be taken into account when interpreting outcome rates, because this could cause the outcome rate to appear lower. The actual number of charges over the above periods increased from 102 to 143, which is positive.

For harassment offences, the proportion that resulted in a charge/summons in the 12 months to 30 September 2018 was 11 percent; the England and Wales rate was 10 percent. This is slightly higher than the proportion that resulted in a charge/summons in Sussex in the 12 months to 30 September 2017, which was 9 percent. There has therefore been a small but positive improvement in the percentage of harassment crimes that result in a charge in the last year.

Figure 6: Stalking and harassment crimes resulting in a charge or summons in Sussex compared to England and Wales in the 12 months to 30 September 2018



Source: Home Office data published by the Office for National Statistics

We do not know why the percentage of stalking charge/summons crimes is lower in Sussex than elsewhere. However, as we have shown above, Sussex Police now has a higher rate of recording for stalking crimes. This means that the charge/summons rate is calculated as a proportion of a larger number than other forces in England and Wales, making it seem comparatively low. We set out below some other factors that might explain why some crimes do not result in a charge.

For those cases that did not result in a charge, we found Sussex Police was more likely than the England and Wales average to record an outcome that the victim was not willing to support a prosecution. This in some cases could indicate that the police had not properly supported the victim throughout the investigative process, although the reasons why a victim might not want to pursue an allegation vary.

We also found that the force was more likely than the England and Wales average to record an outcome that an investigation had not identified a suspect, even though the victim would have been willing to support a prosecution. This in some cases could indicate that the investigation was not as thorough as it could have been. We found some evidence of this in our case assessments.

However, as with the charge/summons rate, differences in outcome rates could be the result of a larger number of offences being recorded by Sussex Police than by other forces in England and Wales.

In our inspection, we found some evidence that officers did not properly understand the outcome codes, and the force audit process was not robust enough to correct these errors. This may explain some of the differences in the recorded outcomes of crimes that do not result in a charge. We have examined this in more detail below.

The police and crime commissioner's specific issues

The police and crime commissioner asked us to examine six specific areas of the police response to stalking and harassment, and we have detailed these below along with our findings. We also assessed various other aspects of stalking and harassment and these are contained in our 'Criteria and indicators' document contained in annex B. The additional findings are also listed below.

1. The accuracy of the force's identification of stalking as a crime, to include consideration of any distinction being made between stalking in current and non-current intimate relationships

As we have stated above, Sussex Police recorded substantially more stalking crimes in the 12 months to 30 September 2018 than in the 12 months to 30 September 2017. This is good evidence that the force is better at recognising stalking.

However, in the cases we assessed, we did find that the accuracy of the identification of stalking was inadequate. We found cases that:

- officers had incorrectly classified as harassment, rather than stalking;
- the investigating officer had recorded as harassment, but the crime management unit had re-classified as stalking;
- officers had recorded as section 2A stalking when there was evidence of the more serious offence of stalking under section 4A;
- officers had recorded as section 4A stalking when they should have recorded them as section 2A; and
- officers had recorded as breaches of restraining order when they should have recorded them as stalking or harassment (we consider this issue further under 'Breaches of restraining order' below).

This indicates that although reporting, investigative and supervisory officers have improved their ability to recognise stalking, it is still not good enough. We consider the possible reasons for this in the section guidance, awareness-raising and training below.

The victim had ended an abusive relationship with the perpetrator. The perpetrator began to stalk the victim. However, the investigating officer had incorrectly identified the offence as harassment. The case was reviewed by a stalking ambassador who identified this error and gave a comprehensive explanation of stalking and a detailed investigation plan.

We did not find any evidence that the force makes an inappropriate distinction between stalking in current and non-current intimate relationships.

We found that Sussex Police had recently introduced a system of stalking 'flags' to be placed on the crime report when a victim reported an offence. The force had also decided to place these flags on previously recorded stalking offences. This is positive as it will allow the force to analyse more stalking crimes to gain a more complete picture of the problem.

2. The powers the police are using in their response to stalking and harassment offences (such as harassment orders, SPOs, DVPOs and Clare's Law), to include a review of the quality of the decisions to use these powers

We found that officers had arrested perpetrators to protect victims appropriately in most of the cases we examined. In the cases that had resulted in a charge, we found that officers had considered the imposition of restraining orders appropriately. This is positive.

3. The work of the stalking ambassadors and the efficacy of their role, to include consideration of how they disseminate information and learning throughout the force, and their role in performance monitoring

Sussex Police operates a system of stalking ambassadors. These are officers and staff who receive enhanced training in stalking and who can:

- give advice and guidance to officers;
- reinforce messages regarding policy and best practice, including briefing other staff; and
- do one-off audits of stalking crimes.

We spoke to several stalking ambassadors during our inspection. We found that they were committed and well-informed, but the force was not using their skills and experience to best effect.

In the cases we examined, we only found evidence in one case that a stalking ambassador had given advice and guidance to the investigating officer. It is possible that this is happening, but is not being recorded: the guidance for stalking ambassadors does not require them to update the crime record when they have been consulted. However, without this, or any note to the same effect from the

investigating officers, it was difficult for us or the force to assess how effective the stalking ambassadors had been in helping the effectiveness of the investigation.

There is an opportunity for the force to use the ambassadors in a more proactive way; for example, for an ambassador to review all cases of stalking. This could have a demonstrable effect on the quality of investigations and the care the force gives to victims – for instance, the ambassadors could be used to support victims and direct them to specialist support services.

The one case we found that a stalking ambassador had reviewed was an excellent example of the potential value a more proactive approach could bring. We include a suitably redacted version of this review in annex C.

Area for improvement

Within three months the force should review the role of stalking ambassadors and consider whether an ambassador should review all stalking crimes, and whether ambassadors should play a more proactive role in victim care in partnership with victim support organisations.

4. The force's use of DASH and other risk assessment tools

The force policy states that in all cases of stalking or harassment, officers should complete a single combined assessment of risk form (SCARF). A SCARF is an online tool that enables officers to risk-assess several different categories of crime. The risk assessment itself varies depending on the type of crime.

For stalking or harassment crimes that involve a victim of domestic abuse, the policy states that officers should make a DASH risk assessment. For stalking or harassment crimes that do not involve domestic abuse, officers must complete an S-DASH.

However, an S-DASH is not a risk assessment process. It is a series of questions that seek to describe the nature of the stalking or harassment, rather than to assess the risks of the offender's behaviour towards the victims in a quantifiable way.

We provide examples of a DASH and S-DASH form in annex D.

In our thematic report we stated that the use of S-DASHs are:

insufficient on their own to properly assess the risks to the victim and should be read in conjunction with questions regarding the effect of the behaviour on the victim.²²

²² [Living in fear – the police and CPS response to harassment and stalking](#), HMIC and HMCPSP, 2017, page 40.

In Sussex about 70 percent of stalking and harassment cases are not flagged as being related to domestic abuse, which suggests²³ that most victims are not risk-assessed. This is of considerable concern.

The victim contacted the police, reporting that she had received between 20 and 30 silent phone calls each night in the week before she made the report. Although the perpetrator did not speak, she could hear breathing on the other end of the line. The victim told police the first name of the person she suspected of making the calls. The police call-handler did not ask the victim who this person was, or why the caller suspected that person of harassing her. The call-handler did not make an initial risk assessment and although the call-handler recorded the crime, the report was closed, and no further investigation took place. There was no enhanced risk assessment or referral for support, even though the victim had a four-year-old son.

In April 2018, this problem was raised at the Sussex stalking and harassment working group, which decided to consider this further. Since that time the force has taken little positive action to resolve the problem.

Recommendation

We are concerned that in cases of non-domestic abuse stalking or harassment, the force does not make risk assessments and therefore the force might not be properly protecting victims from the danger of becoming repeat victims.

We recommend that within three months the force decides how it can improve the risk assessment process for stalking and harassment.

In our thematic report, we made two recommendations to the NPCC lead regarding the lack of risk assessments in stalking and harassment cases.²⁴ We are disappointed that to date little progress has been made nationally on this problem, and we discuss this further in Part B.

In the Sussex Police stalking or harassment cases we examined that also involved domestic abuse, we found that officers consistently completed a DASH risk assessment, although we did not always agree with the resulting risk grading. In some cases we considered that officers had assessed the risk as too low. This is important because the risk level influences subsequent work, such as the skills level

²³ This conclusion is based on the assumption that all crimes have been correctly flagged. It is possible that the DA flag has not been added to crimes when it should have been, but we have no wider evidence of this from the inspection.

²⁴ [Living in fear – the police and CPS response to harassment and stalking](#), HMIC and HMCPSP, 2017, page 41.

of the investigator the force assigns to the case, and whether officers refer the case to a multi-agency risk assessment conference.

In the cases we examined, we found that if a secondary risk assessment such as a DASH took place, then it was more likely than not that a risk management plan would also be created. We consider this further under Risk Management below.

The victim had been subjected to stalking. The perpetrator had been convicted of the offence and a restraining order issued by the court. The perpetrator continued to offend. Police attended but did not complete a risk assessment on the victim and as a result no risk management plan was put in place. The perpetrator was arrested but released under investigation, but he continued to stalk the victim.

5. Whether any bias exists in the way the force responds to, and investigates, stalking and harassment offences, with particular consideration of gender

In the cases we examined we did not find any evidence of bias in the way that the force deals with stalking or harassment allegations. However, our analysis of annual crime data shows that if a female victim makes an allegation, it is more likely that the police will charge the perpetrator than if a male victim makes an allegation. If a male victim makes an allegation, it is more likely that the investigation will not discover the identity of the suspect than if a female victim makes the allegation.

We assessed in detail a comparatively very small number of crimes and because of this we cannot say why there appear to be differences in outcomes depending on the gender of victims.

6. Whether HMICFRS has identified any wider and/or national learning in other areas which could be brought into practice in Sussex

We have already examined the work of the stalking ambassadors. In 2018 we made a thematic inspection of hate crime²⁵ and visited Gwent Police. Gwent Police operates a system of hate crime single points of contact (SPOCs) to give advice and support to both officers and victims. Gwent Police assigns the SPOCs to crimes and they play a proactive role in the investigations; they also contact victims to give support and direct them to specialist organisations.

Sussex Police could consider whether it could adapt the principles Gwent Police uses in relation to its hate crime SPOCs, to improve stalking and harassment investigations in Sussex and give better support to victims.

Also, some forces operate a system of 'stalking units'. These are a multi-agency response to stalking that involves a combination of enhanced support for victims alongside a co-ordinated approach to try to address the motivations of

²⁵ [Understanding the difference: the initial police response to hate crime](#), HMICFRS, 2018, page 16.

the perpetrators. The overall aim is to protect the victims of stalking and attempt to prevent any further offending. We discuss these units in more detail in Part B.

Sussex Police already works with several local partners and is well-placed to consider whether it could adopt this way of working in Sussex. In our view, a specialist stalking unit has the potential to improve the current police and partnership provision of services to stalking victims and is therefore worth considering in detail.

Other findings

As well as assessing the areas of the police response above, we also considered what else the police did to investigate allegations of stalking or harassment, and how it kept victims safe. We revisited some aspects that we had already considered in our thematic report, but we examined other areas – such as breaches of restraining orders – for the first time.

Breaches of restraining orders

Restraining orders, imposed by a criminal court, prohibit perpetrators from doing anything specified in the order, for the purposes of protecting victims or potential victims. Section 5 of the Protection from Harassment Act 1997 enables a criminal court to make a restraining order following a conviction under either section 2 or section 4 of the Act. Since 2009, section 12 of the Domestic Violence, Crime and Victims Act 2004 extended the power to impose orders for any criminal offence, and on acquittal as well as conviction.

In many cases, courts will impose restraining orders on perpetrators who have been stalking or harassing their victims. The purpose is to stop perpetrators from continuing to behave in this way. In some cases, courts will impose restraining orders in relation to other related behaviour, such as coercive and controlling behaviour.²⁶ If a perpetrator then breaches the order, victims can quite rightly believe that this is a continuation of the previous behaviour, rather than an isolated unrelated event.

While victims may see any breach of an order as a repetition of previous behaviour, legally the position is different. One single act in breach of an order cannot be treated as stalking or harassment, although there is an expectation that police and the CPS will take swift action to deal with the breach. However, when the perpetrator breaches an order more than once, a course of conduct has been established and stalking or harassment crimes may then have also been committed.

In Sussex, we examined seven cases that the force had recorded as breaches of a restraining order.

²⁶ Under the [Serious Crime Act 2015 part 5, section 76](#).

The Home Office Counting Rules for Recorded Crime²⁷ gives guidance to forces on how to record such crimes. The general guidance indicates that if a breach of a restraining order also consists of a further crime of stalking or harassment, the force should only record the stalking or harassment.²⁸

The specific guidance in relation to breaches of restraining orders states:

“Breach of Harassment Injunction, Non-Molestation or restraining Order: *one crime for each offender*” [emphasis added]

However, the guidance goes on to say:

If a person commits offences whilst in breach of a harassment injunction/restraining or non-molestation order, *and these offences are distinct from the breach* [emphasis added], then count them in addition to the breach.²⁹

In a breach of a restraining order that consists of further stalking or harassment, this suggests that the police should only record one crime (that of stalking or harassment). If the behaviour is different, for example a burglary, then the police should record two offences (burglary and breach of restraining order). This is likely to confuse officers.

We examined seven cases of breaches of restraining orders. In our view, officers should have recorded all of them as stalking or harassment. We concluded that officers had treated the breaches of restraining orders in isolation, and had not considered the previous victimisation when deciding how to record the crime. It is also possible that the officers were not sufficiently aware of the crime-recording rules, and that the force was not good enough at checking that officers had recorded these crimes correctly.

²⁷ [Home Office Counting Rules for Recorded Crime](#), 2018.

²⁸ [Home Office Counting Rules for Recorded Crime: Crime recording general rules](#), 2019.

²⁹ [Home Office Counting Rules for Recorded Crime: Counting rules for violence against the person](#), 2019.

A perpetrator had been convicted of stalking and was subject to a restraining order preventing him from contacting the victim. However, the perpetrator started to stalk the victim again through social media and on the phone. The perpetrator also began to stalk the victim's new partner. Police acted promptly and arrested the perpetrator and sought a remand in custody. The perpetrator was charged with a breach of a restraining order. The management of the risk to victim was appropriate, and officers made a referral to a support group. However, there was no consideration of charging the perpetrator with stalking – either against the victim or the new partner.

We also found an example of a case which the force had recorded as stalking but where there was no evidence of any recent course of conduct or obsessive and fixated behaviour. In this case we considered that the force should instead have recorded it as a breach of a restraining order. This shows that there is some confusion about how officers should record such events.

An offender had stalked a victim and had been convicted by a court. The court had imposed a restraining order. Twelve months after the conviction, the offender walked past the victim's home address, which was a breach of the restraining order. The police arrested the offender and released him on pre-charge bail. Officers recorded the incident incorrectly as stalking. The offence was a breach of a restraining order because this was an isolated incident.

In our thematic report we found that accurate crime-recording, and in particular the identification and recording of stalking, is vital to producing good outcomes for victims. In some cases, it is possible that if officers do not recognise stalking but treat it instead as a case of a breach of an order, the police might not treat the case as urgently as they could do.

A perpetrator was convicted of harassment and the court imposed a restraining order. The perpetrator breached the restraining order over several days, and the behaviour became more severe. The victim reported this to the police. The police did not allocate the crime to an investigator immediately. The police arrested the perpetrator for the breach of the restraining order but did not consider the offence of stalking. The perpetrator was released under investigation. There were long delays in obtaining statements during which time the perpetrator continued to commit further offences against the victim.

Although the College of Policing and the CPS give some guidance to officers and lawyers about restraining orders, they give little information to help officers and lawyers consider whether the breach is part of a wider pattern of behaviour. Similarly, Sussex Police currently does not give specific guidance to officers about this.

The Protocol on the appropriate handling of stalking or harassment offences between the National Police Chiefs' Council and the Crown Prosecution Service³⁰ states:

Police and CPS should be aware that breach of a restraining order (as well as being an offence itself) is often evidence of further stalking or harassment. When this occurs, the police will take expeditious and robust action to deal with the breach and to bring such alleged offending before the court in a timely manner.

So, it is not clear when and in what circumstances it is appropriate for officers to consider treating the breach of a restraining order as a further incident of stalking or harassment and investigate and prosecute it as such.

It is also the case that the problem we have identified, that officers might not treat breaches of restraining orders as further acts of stalking or harassment, does not relate solely to restraining orders. Victims can also be protected from further offending by other orders such as non-molestation orders³¹ and DVPOs.³² Victims can seek non-molestation orders privately without reference to the police, so any breaches victims report to the police might be the first indication the police have that the victim is being stalked or harassed.

We consider that the problems with restraining orders we have found in Sussex are also likely to exist in other forces, and therefore we have made several recommendations.

Following our inspection, we alerted the Home Office to the problems we had found with the crime-recording guidance. We are pleased that the Home Office has told us that it intends to change the guidance to make it clear that crimes of stalking or harassment should be recorded as well as breaches of orders, when it is clear that a course of conduct has taken place.

We believe that making changes to the guidance regarding the breaches of orders will help officers to recognise that the offending should not be treated in isolation, and that instead the whole offending history should be considered when dealing with victims.

³⁰ [*Protocol on the appropriate handling of stalking or harassment offences between the National Police Chiefs' Council and the Crown Prosecution Service*](#), NPCC and CPS, 2018, page 11.

³¹ Victims, or their representatives, can currently obtain a non-molestation order under section 42(2) or section 45(1) (ex parte applications) of the [Family Law Act 1996](#), or a harassment injunction under [section 3 of the Protection from Harassment Act 1997](#).

³² DVPOs were introduced in 2014 by [section 24 of the Crime and Security Act 2010](#).

Recommendations

We are concerned that officers are dealing with breaches of orders in isolation and are not recognising and properly addressing the wider patterns of victimisation. As a result, officers might not be assessing the risks to some victims adequately and might not be appropriately investigating and prosecuting cases.

Within six months chief constables should ensure that officers record stalking or harassment crimes when a victim reports a breach of an order.

Within six months the NPCC lead and the CPS lead should consider whether they can do more to inform officers and lawyers of the importance of treating breaches of orders as evidence of a wider pattern of offending, and when and in what circumstances officers should treat this as further evidence of stalking or harassment.

Within six months chief constables should ensure that officers are aware of the importance of treating breaches of orders, where appropriate, as part of a wider pattern of offending and ensure that force policy and guidance helps officers to do this.

Crime recording

We have already considered the accuracy of the force's identification of stalking as a crime. We concluded that although the force has made good progress, this is still not good enough. We have also concluded above that there are problems with the way the force records breaches of restraining orders.

Accurate crime-recording is important as it often influences subsequent work, for example, which department of a police force will investigate the crime. Forces also need reliable information to understand the nature of crime in their area and how to allocate their resources, and also to help provide support to victims. We explain why accurate crime recording is so important in our report [Crime-recording: making the victim count](#).

In addition to this inspection and our previous thematic inspections, since April 2016 we have been carrying out a rolling programme of inspections examining the accuracy of crime-recording by police forces.³³ In 2016 we inspected Sussex Police

³³ [More information on our rolling programme of crime data integrity inspections is available on our website](#).

as part of this programme and it received a rating of good.³⁴ This inspection did not solely cover stalking or harassment crimes.

In the 42 cases we examined in our latest stalking and harassment inspection, we found problems with 18 cases which meant that they did not comply with Home Office Counting Rules for Recorded Crime.³⁵

The victim had received numerous phone calls, text messages and contact through social media from her estranged partner over a period. The police interviewed the perpetrator but did not arrest him. Officers did not record the incident as a crime and closed the case. The police did not refer the case to the CPS for a charging decision, even though this was a domestic abuse case. Although officers carried out a risk assessment on the victim, they only put limited safety measures in place.

At the time of our inspection the force had recently carried out its own review of stalking and harassment incidents and crimes, along with crime related incidents of malicious communications. The Sussex review concluded that out of 364 crimes which should have been recorded, 255 were recorded. Of the missing crimes two were stalking and 28 were harassment crimes. The force has used the results to identify where crime recording could be improved.

The Home Office requires forces to record the outcomes for recorded crimes.³⁶ It is important that officers record the outcomes correctly so that forces can understand whether officers are making investigations efficiently, or whether in some cases victims are failing to substantiate allegations and may need additional support.

In this inspection, we examined cases that had been finalised with the outcome of:

- a charge (outcome 1);
- officers had identified a suspect, but the victim did not want to proceed with the allegation (outcome 16); and
- the victim wanted to proceed with an allegation, but officers had not identified a suspect (outcome 18).

It is unlikely that errors exist in the data related to outcome 1. This is because there is little room to misinterpret what this means.

³⁴ [Sussex Police: Crime Data Integrity inspection 2016](#), HMIC, 2017.

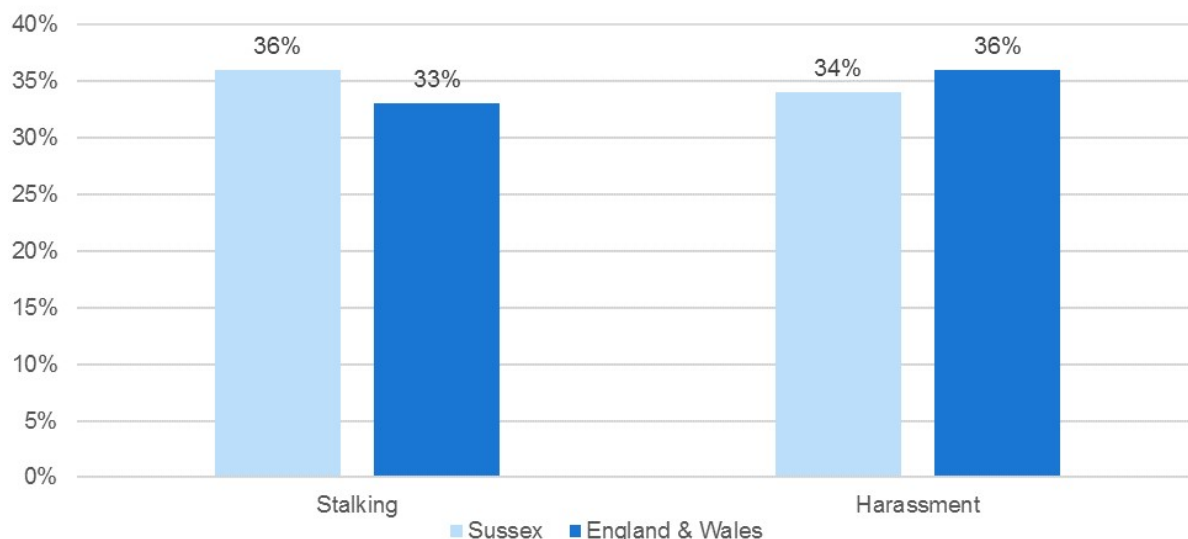
³⁵ [Home Office Counting Rules for Recorded Crime](#), 2018.

³⁶ [Home Office Counting Rules for Recorded Crime: Crime recording general rules](#), Section H, 2019.

Outcome 16 is the most commonly used outcome code for stalking and harassment crimes in Sussex. At the time of our inspection the available data (12 months to 31 March 2018) showed that the force had finalised 38 percent of stalking and 38 percent of harassment crimes in such a way. Prior to our inspection, the force had run dip-sampling exercises to establish if the higher than average rate of use of this outcome was a cause for concern.

Since the inspection, more recent published data (12 months to 30 September 2018) has shown that the force finalised 36 percent of stalking and 34 percent of harassment crimes using outcome 16. This compares to the national rate of 33 percent for stalking and 36 percent for harassment in this period. The reduction in the proportion of cases that resulted in outcome 16 is positive.

Figure 7: Percentage of stalking and harassment offences assigned outcome 16 in Sussex compared to England and Wales in 12 months to 30 September 2018



Source: Home Office

In the small number of cases we examined that the force had finalised with outcome 16, we did not find any apparent errors in the outcome code itself.

There are various reasons why victims might tell police about a crime and who had done it but then decide that they did not want to proceed with the allegation. One reason could be that victims fear what might happen to them, and do not feel that the police are supporting them adequately. We found no evidence of this, but in view of the higher than average number of times that officers use outcome 16 in Sussex to finalise cases of stalking, the force should monitor this closely.

The use of outcome 18 should be unusual in stalking and harassment cases, as it is more often the case that victims know the identity of the alleged perpetrator.³⁷ If the

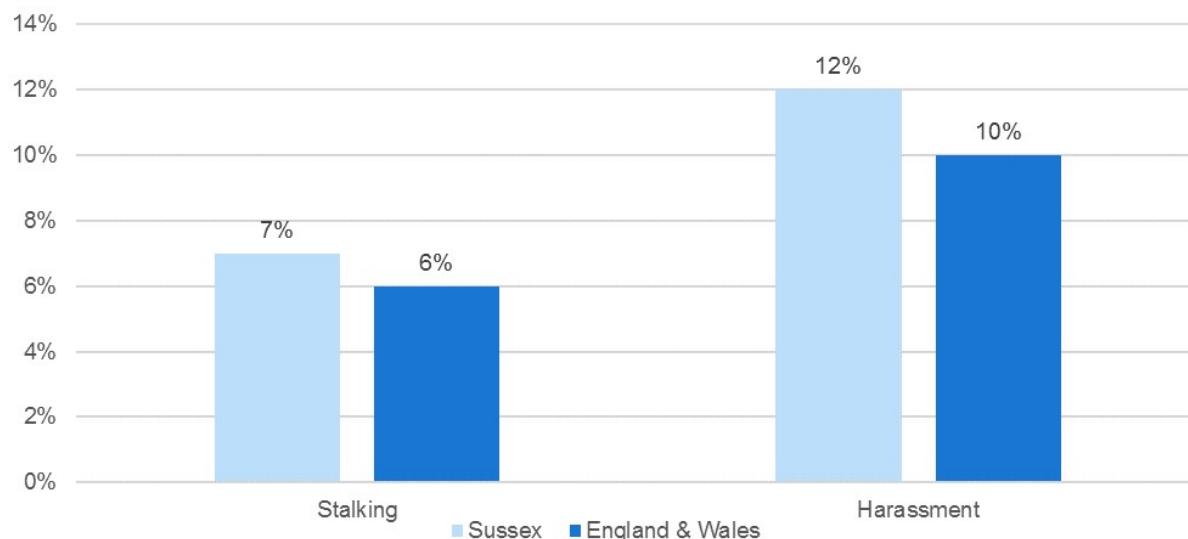
³⁷ It is acknowledged that this may not always be the case in offending committed by digital means.

rate of outcome 18 is high, it could indicate that forces are not investigating crimes effectively enough to identify perpetrators. Another reason is that forces may not be using this outcome code correctly.

At the time of our inspection, the available data (12 months to 31 March 2018) showed that the force had finalised 9 percent of stalking crimes and 12 percent of harassment crimes using outcome 18.

Since the inspection, more recent published data (12 months to 30 September 2018) has shown that in Sussex outcome 18 was the recorded outcome in 7 percent of stalking cases and 12 percent of harassment cases. This compares with the national rate of 6 percent for stalking offences and 10 percent for harassment.

Figure 8: Percentage of stalking and harassment offences assigned outcome 18 in Sussex compared to England and Wales in 12 months to 30 September 2018



Source: Home Office

In this inspection we found a few cases where we did not agree that outcome 18 was the appropriate outcome code.

The victim reported that the perpetrator, her employer, had placed a tracking app on her mobile phone. Police did not attend to speak with the victim in person and two days later the victim withdrew her allegation stating that instead, her husband was going to speak to the employer. The incident was closed using outcome 18, indicating that no offender had been identified. As a result, the perpetrator was never spoken to by police.

Officers who we spoke to were not confident in the use of outcome codes more generally and had received little training about how to use them. Furthermore, in the cases we examined, the crime management unit did not challenge the officers' incorrect use of the outcome codes sufficiently robustly.

The problems that we have found with the use of outcome code 18 are likely to be present in all crimes, not just those of stalking or harassment. Although we found little evidence of this problem because of the limited nature of this inspection, it is also possible that the problem exists in relation to different outcome codes. We did not test the accuracy of outcome codes in our rolling programme of crime data integrity inspections, in which we gave Sussex a good grading in 2016.

Area for improvement

So that officers record the outcomes of crimes accurately, within three months the chief constable of Sussex Police should ensure that officers understand outcome codes and use them correctly, and that the force has a robust process to ensure that officers do this.

Risk assessment

For the purposes of this inspection we use the term risk assessment as meaning:

the process of estimating and regularly reviewing the likelihood and nature of a risk posed by a perpetrator to a particular victim, children or others.³⁸

During the inspection we considered risk assessments in two ways:

- whether, at the victim's initial point of contact with the police, officers had used a risk assessment screening tool to assess the risk to victims and families; and
- whether an 'enhanced' risk assessment had taken place subsequently.

Initial risk assessments help the police to consider the immediate risks to victims. Forces use them to determine the priority of their response, and to decide what methods officers should use to contact victims.

We were pleased to find that in most of the cases we examined, call handlers in the force control room had made a risk assessment using the THRIVE³⁹ process to determine the appropriate initial police response.

³⁸ [*Authorised Professional Practice on domestic abuse: Understanding risk and vulnerability in the context of domestic abuse*](#), College of Policing, 2015.

³⁹ THRIVE stands for threat, harm, risk, investigation, vulnerability, engagement and is an assessment tool developed by West Midlands Police to determine the appropriate initial response to incidents.

Officers make enhanced risk assessments once they have spoken to a victim and are able to consider the victim's circumstances more fully. Attending officers usually complete enhanced risk assessments.

We have described (on page 26) how we considered that the system for completing enhanced risk assessments was in some respects unsatisfactory.

Risk management

We have used the definition of risk management as:

the management of the responses adopted in cases where risk is identified, to minimise risk of further harm by the offender.⁴⁰

Risk management plans are a vital way of keeping victims safe because they enable the police to:

- understand the risks to the victim that officers have identified;
- consider what interventions are available; and
- choose and implement the most suitable actions to manage the identified risks and protect the victim.

Sussex Police uses the SCARF to record the initial steps officers should take to manage the risks to the victim. This is a good system because it prompts officers to manage the risks they have identified in the risk assessment. We advocated such an approach in our thematic report.

In the cases we examined, we found that officers did not always complete a structured risk management plan for victims of stalking or harassment. Only 23 out of 42 cases had a risk management plan. This was because whether officers completed a risk management plan depended on whether they had completed a SCARF, which often they had not. Where we did find a risk management plan, we found that the plan was often limited to the initial actions officers should take and did not have a clearly defined structure. There was little evidence of officers reviewing risk management plans during investigations.

Officers can manage risks to victims by arresting perpetrators and appropriately imposing bail conditions or remanding perpetrators in custody. We found examples of such actions in the cases we examined, predominantly in the stalking cases. We also found that in the cases where offenders had been charged, officers routinely considered and applied for restraining orders to protect victims more comprehensively.

⁴⁰ [*Authorised Professional Practice on domestic abuse: Understanding risk and vulnerability in the context of domestic abuse*](#), College of Policing, 2015.

Allocation of investigations

Stalking and harassment crimes can be complex. An offender might have committed the offences over a long period of time. Offences now also increasingly involve the use of social media. Many crimes involve vulnerable victims, which means that officers must have specialised interview skills.

It is encouraging that the force has a policy that investigators will deal with all cases of stalking, and most cases of harassment. However, we found that the force does not always comply with this policy in practice, and we found examples of frontline officers dealing with such cases.

Of the 42 cases we examined, 24 cases were dealt with by an officer from investigations or the specialist investigation unit. In 18 of the 42 cases, the investigator was from a response, neighbourhood or other team.

The force policy states that officers from the specialist investigation unit will investigate all 'high-risk' cases.⁴¹ We found that this did not always happen. However, of greater concern was that the force based its crime allocation policy on the assessment of risk. We have stated above that for non-domestic abuse cases the force does not have a risk assessment process. So, the decision about whether a crime is high risk or not is subjective, and likely to be inconsistent.

A couple had separated after the perpetrator had had an affair. The perpetrator began to stalk the victim, and his behaviour included breaking into and hiding in her home. Officers originally recorded the case incorrectly as harassment, but corrected this, and the force allocated the case to a trained investigator. Officers correctly graded the risks to the victim as high and put appropriate safety measures in place. Although there were delays to the investigation, this was mainly because the perpetrator lived outside Sussex. The perpetrator was arrested and was bailed with conditions to protect the victim. The victim, although at first reluctant to pursue the complaint, was supported by specialist police officers throughout.

Sussex Police told us that after a victim has reported an offence, the attending officer should only carry out initial enquiries, and then hand the case over to an investigator. However, we found some inconsistency throughout the Sussex Police area about the point when the attending officer should pass the case to an investigator. Sometimes, this had caused delays. For example, in one area we were told that the attending officer would only hand the case over to investigators after the officer had

⁴¹ Specialist investigation unit officers receive enhanced training and often investigate allegations of domestic abuse.

taken all initial victim statements. In other areas the responsibility for taking the statements would fall to the investigator and not the attending officer.

In 14 of the 42 cases we assessed, the force could have avoided the delays that we found.

A perpetrator, who lived outside Sussex, stalked a teenage victim through social media. When the victim reported this to the police, officers did not make an initial threat assessment. However, officers subsequently made a detailed risk assessment and put safety measures in place, including security locks and panic alarms. A neighbouring force did not arrest the perpetrator at once and the perpetrator was able to continue to offend against the victim until bail conditions were applied. The police applied to the court for a restraining order following consultation with victim support services.

The negative effect of delayed investigations on victims is significant. Delays may lead to increased anxiety, repeat victimisation and/or may lead to the victim becoming disillusioned and deciding not to support the investigation. This might be one explanation why some cases of stalking and harassment in Sussex did not proceed to a charge.

Victim care

We know that victims of stalking or harassment crimes can be vulnerable because they have often suffered repeated victimisation and abuse from perpetrators. Domestic abuse survivors who have suffered coercive and controlling relationships can also become the victims of an extension of this behaviour by way of stalking or harassment.

Within Sussex, Victim Support⁴² can provide support for victims of crime. Sussex Police automatically refers all victims of crime to Victim Support (unless the victim says that they would prefer that the police did not do this). This includes domestic abuse victims. We consider that this is positive.

The Victims' Code of Practice states:

If you are a victim of ... domestic violence, the police will seek your explicit consent before sending your details to victim support services.⁴³

⁴² Victim Support is an independent charity that is commissioned by the Sussex Police and Crime Commissioner to support people affected by crime.

⁴³ [*Code of Practice for Victims of Crime*](#), Ministry of Justice, 2015, page 19.

In Sussex we were not convinced that officers understood the necessity of specifically asking victims whether they consented to an automatic referral in line with the Victims' Code of Practice. In the cases we examined, we found no specific reference to officers having asked victims about this.

In the cases of stalking and harassment we examined, the actual take-up of the services offered by Victim Support was very low. Only two victims out of 40 engaged with the service.⁴⁴

As well as help from Victim Support, victims of stalking in Sussex can get help from [Veritas Justice](#), a specialist stalking support service. Veritas Justice receives funding from the Sussex police and crime commissioner.

We found that the process the police used to refer victims of stalking to Veritas Justice was inconsistent. Veritas Justice had only received about 200 referrals from the police in the year before our inspection, despite the 984 recorded stalking offences during the same period. Of the 16 stalking cases we examined, the police had only referred one to Veritas Justice.

We were told that the process for Sussex Police referring cases to Veritas Justice was that the investigating officer should indicate on the SCARF that the officer had told the victim about the service, and that the victim had consented to a referral. The multi-agency safeguarding hub (MASH)⁴⁵ covering the area where the victim lives considers SCARFs and is responsible for onward referrals.

However, we found that some of the MASHs in the force area were not consistently making referrals. Officers often made referrals directly by phone or email with little control or oversight.

We noted that Veritas Justice had limited capacity to provide all the services that they offer. This was partly caused by the rapid increase in the number of stalking offences that the force had recorded, and the corresponding increase in referrals.

Area for improvement

So that all victims of stalking are given the opportunity to receive specialist support, within three months the chief constable of Sussex Police should review the process by which the force makes referrals. The chief constable should work with the appropriate service providers and the police and crime commissioner to ensure that there is sufficient capacity for the force to provide this service.

⁴⁴ We examined 40 cases to assess the take-up of victim support.

⁴⁵ The multi-agency safeguarding hub a single point of contact to report all safeguarding concerns.

Power of search

The less serious offence of stalking under section 2A of the Protection from Harassment Act 1997 is a summary-only offence, meaning that cases can only be heard in the magistrates' court. The law does not ordinarily allow officers to search premises for evidence when they investigate such offences.

However, the 2012 stalking legislation introduced a provision to allow officers investigating stalking offences under section 2A of the Protection from Harassment Act 1997 to apply to a magistrate for a warrant to enter and search premises for evidence.⁴⁶

In our previous thematic inspection, we saw very little sign of officers using this power.

In Sussex, in the eight cases in which officers could have used this power, they did not use it once. We noted that the force had told officers about the use of this search power, but it seems that officers are still not considering it sufficiently.

The victim reported that she believed that she had been contacted by her ex-partner using a false Instagram account. This was in breach of a restraining order. The ex-partner had a history of similar behaviour. The police arrested the ex-partner and examined his phone but found no evidence. However, as there was no consideration of stalking, the police did not search the ex-partner's address. As the police had not gathered sufficient evidence, no further action was taken.

The force told us that in the year before our inspection, officers only made four searches using the powers specifically contained within the Protection from Harassment Act 1997. This is set against a total number of 429⁴⁷ stalking crimes in which officers could have used the power.

Although we are encouraged that the force now has systems in place to identify the number of searches that officers have made, we believe that the force can do more to encourage greater awareness and use of this power.

⁴⁶ [Section 2B, Protection from Harassment Act 1997](#).

⁴⁷ Sussex Police told us that 429 section 2A stalking offences were recorded by them between November 2017 and October 2018.

Recommendation

We are concerned that Sussex Police does not use the power of entry and search effectively, and therefore stalking investigations are not as thorough as they could be.

We recommend that within three months Sussex Police reminds officers of the need to consider the power of entry and search for stalking investigations, that the force dip-samples investigations to ensure that officers are considering this, and that the force introduces performance measures to find out if officers are using the powers effectively.

Online offending

Stalking and harassment are crimes notable for the persistence with which the perpetrator contacts, or otherwise offends against, the victim. In a digital age, the ease and frequency with which offenders can commit these crimes is illustrated by the recent large increase in volume of these offences.

Online stalking or harassment can have a devastating effect on victims, because offences can take place anywhere, at any time, and can take place when victims might otherwise feel safe in their homes.

It is therefore important that forces have a good understanding of the problem, so that they can align resources and properly equip officers to respond to them.

To make sure there is a better understanding of online offending of all types, in 2015 the Home Office introduced a requirement for forces to flag cyber-enabled offences. This flag applies to offences that offenders have committed in full or in part through a computer, computer network or computer-enabled device.

In Sussex we found that knowledge and use of the flag was poor. The force had already recognised this as a problem. This means that the force is ill-placed to understand online crime of all types, in this case specifically stalking or harassment.

In 2018, in our thematic report about hate crime,⁴⁸ we made a recommendation for all chief constables to improve the use of the cyber-enabled flag. We will continue to monitor the progress of Sussex Police on this recommendation.

We found evidence of some use of digital and/or communications technology in 21 of the 42 stalking or harassment cases we examined. Examples included the use of social media, emails, texting and telephone calls.

⁴⁸ [Living in fear – the police and CPS response to harassment and stalking](#), HMIC and HMCPSP, 2017, page 21.

The victim received some flowers at her home address and did not know who had sent them. She then received an email from someone she did not know. The victim discovered that someone had seen her profile on a dating website, and had employed a private investigator to find out where she lived. The victim was never seen in person, and the perpetrator was warned regarding his future behaviour.

In addition to the 42 cases we examined, we also dip-sampled crimes recorded under the category of malicious communications.⁴⁹ Under the Malicious Communications Act 1988 it is an offence to send, deliver or transmit a letter, electronic communication or other article for the purpose of causing distress or anxiety.⁵⁰

The force recorded 2,612 malicious communications crimes in the 12 months to 30 September 2018.

In the small number⁵¹ of cases we examined, we found that officers should have recorded these crimes as stalking or harassment as well as malicious communications, because it was obvious that there had been a 'course of conduct'. For example, there had been a series of communications rather than one isolated incident.

Because the force had incorrectly recorded the crime just as malicious communications, rather than recording the stalking or harassment as well, the enhanced services that the force could have given to the victims, such as more detailed risk assessments and an enhanced investigative response, might not have been available.

It is also possible that crimes dealt with as malicious communications may not be subject to applications to courts for restraining orders to be imposed on perpetrators. This is because it may be less obvious that the behaviour has been repeated and is likely to continue, and that there is a continuing need to protect the victim.

⁴⁹ Contrary to [section 1 of the Malicious Communications Act 1988](#).

⁵⁰ For an offence to be committed the communication must convey: (i) a message which is indecent or grossly offensive; (ii) a threat; or (iii) information which is false and known or believed to be false by the sender.

⁵¹ We examined four cases that had been recorded as malicious communications crimes.

The victim had previously been in a relationship with the perpetrator. However, the perpetrator harassed the victim through text messages and social media. Although reported to police, the incident was recorded as a malicious communications offence by police. The police told the victim that this was because she had responded to some of the text messages. The perpetrator was never spoken to and the investigation closed with no further police action.

Recommendation

We are concerned that Sussex Police is not properly protecting some victims of stalking or harassment who have been victimised online, because officers have incorrectly recorded some of these crimes as malicious communications only.

We recommend that the chief constable of Sussex Police reviews this type of crime to ensure that the force records and classifies these crimes correctly, and treats victims appropriately as a result.

We did note, and were encouraged by, the recent introduction of the cyber-crime unit to support victims of online crime. The force needs to be aware of the likely extremely high demand for this service and the likely risks in the management of this demand. This is because officers use a risk-assessment grading as the basis for referral to the service, even though, as we have said above, we are concerned about the lack of risk assessments in non-domestic abuse cases.

Crime prevention advice

As we have stated above, we have seen what appears to be a large increase in the use of digital methods by perpetrators who commit offences of both stalking and harassment. When victims report digital stalking or harassment, it is very important that officers and staff are well-informed about the advice that they should give to victims to keep them safe.

In our 2016/17 national inspection of the way that the police and the CPS dealt with stalking and harassment, we found that police officers and staff sometimes advised victims to change their phone numbers, or not to check their Facebook accounts. This advice can increase the risks to victims because it might cause perpetrators to find other ways of offending, for example by visiting the victim's home. It is also potentially unrealistic.

We made a recommendation for the College of Policing in the national report about crime prevention advice and we consider this further in Part B.

In Sussex we found that out of the 21 cases that involved the use of digital and/or communications technology, according to the crime report officers only gave crime prevention advice to ten victims.

We were concerned to find some examples of officers giving poor and potentially dangerous crime prevention advice to victims who had suffered from online harassment and stalking, for example by suggesting that victims prevent the offender from contacting them. Such advice not only fails to recognise that this may cause the perpetrator to find other ways of offending, but it also does not allow the victim to monitor and understand the nature of the risks that they face and report them.

The victim and perpetrator were an estranged couple. The perpetrator harassed the victim through text messages and social media. Police spoke to the victim and provided crime prevention advice. The police told the victim to block the ex-partner's phone and advised her to change her mobile number. The police also told the victim to send a text message to the perpetrator, telling him not to contact her anymore and that if he did, it would be reported to the police. The police took no further action against the perpetrator. The police told the victim that if she had any further contact with the perpetrator, this might limit the police response.

As part of the guidance Sussex Police gives to officers, it provides several online links to resources that can help officers to understand what advice they should offer to victims of online crime.

Although this training outlines the type of behaviour victims might experience, it is not sufficiently explicit about what officers should advise the victims to do to prevent it from happening again. This more detailed guidance is available by accessing other websites.

Recommendation

We are concerned that the crime prevention advice Sussex Police gives to victims of online stalking or harassment does not always make victims as safe as they could be.

We recommend that within three months Sussex Police gives explicit guidance to officers and staff about the advice they should offer to victims of online stalking or harassment. In future, the force should incorporate this into the training of officers.

National stalking protocol

In May 2018, the NPCC and the CPS published a revised [Protocol on the appropriate handling of stalking or harassment offences by the National Police Chiefs' Council and the Crown Prosecution Service](#).

The purpose of the protocol is to improve the standard and consistency of the police and CPS response to victims of stalking or harassment. One of the important revisions is guidance to help officers and lawyers in distinguishing stalking from harassment.

In our thematic report, we recommended that compliance with the protocol should be monitored.⁵²

In Sussex, we were disappointed to find that so far there has been little joint monitoring of compliance with the protocol. We were told by the police that the local CPS area was in the process of gathering some information for presentation at the partnership stalking and harassment working group.⁵³ Although this group meets to discuss various aspects of the response to stalking and harassment, we are not convinced that this is the correct forum for holding either the police or the CPS to account.

We believe that Sussex Police should consider whether the process of monitoring compliance with the national stalking protocol should routinely be done with partners in the same way as for other criminal justice performance measurements.

Area for improvement

So that Sussex Police gives all victims of stalking or harassment an effective and consistent service, within three months the chief constable of Sussex Police should regularly monitor the national stalking protocol to ensure that the force is complying with it. The chief constable should consider the best way to do this.

Guidance, awareness-raising and training

Sussex Police has an appropriate policy on stalking and harassment that is easily available to officers. We noted that the force has recently reviewed and updated this.

We found that senior leaders are making a determined effort to ensure that all officers understand that stalking is a priority for the force. This message is backed up by regular communication from the force lead on the force intranet.

It is also vitally important that officers and staff receive relevant and up-to-date training, so that officers can give an appropriate and consistent response to victims of stalking and harassment.

⁵² [Living in fear – the police and CPS response to harassment and stalking](#), HMIC and HMCPsi, 2017, page 64.

⁵³ We found that this had also been documented in the working group minutes.

The College of Policing introduced an e-learning National Centre for Applied Learning Technologies (NCALT) package in 2012. This online training module for stalking and harassment remains the primary means of teaching officers and staff how to recognise and deal with these offences.

Most of the officers we spoke to during our fieldwork had done the NCALT course, although many had forgotten the specific content. Some officers also told us that they had received some form of less specific training about stalking and harassment, for example as part of domestic abuse training.

In addition, Sussex Police's learning and development department has developed a stalking and harassment training package, which all new recruits receive as part of their initial training.

In partnership with Veritas Justice, Sussex Police gave specific stalking training to 604 officers and staff during 2017/18. The course was intended to help officers and staff to recognise stalking and to understand the possible effects on victims.

An examination of the training records indicated that the training of officers in frontline and investigative roles – the very people who would benefit from this information – was not as good as it could have been. Only three of the cases we examined⁵⁴ were being investigated by officers who had received this training.

We asked Sussex Police to tell us how many officers had received this enhanced training. We show below the number of officers who received the stalking training and how this compares with the total number of officers in certain roles.

Table 1: Number of officers given enhanced training in comparison with total officers in role

Role	Number in role	Number received training	Percentage received training
Investigations	443	80	18
Prevention	102	101	99
Response	819	90	11
Safeguarding investigation unit	263	57	22

Source: Sussex Police

⁵⁴ We examined a total of 40 cases to see if the officers had received this training.

Therefore, although it is valuable, the Veritas Justice training provision might not have adequately covered the officers and staff who most need the training. Also, because Veritas Justice staff largely provided the training, and because it was designed to raise awareness of stalking and the risks it poses to victims, it did not appear adequately to cover the procedural aspects of the police response, such as police recording practice or the specific power of search under the stalking legislation. As our findings on crime recording show, there would be benefits if the force increased officers' knowledge of this subject. This would also improve the consistency of crime recording.

The fact that some officers and staff have not received enhanced stalking training, and that the training given to some officers did not cover some important aspects of the expected police response, may partly explain some of the inconsistent practice we have found in this inspection.

Recommendation

We are concerned that the Sussex Police response to victims of stalking and harassment is not always as effective and consistent as it could be.

We recommend that within three months the chief constable of Sussex Police reviews whether the current training provision regarding stalking and harassment is adequate.

Positive practice and innovation

As well as being impressed with the potential of the cyber-crime unit, we also saw some other practice we think is worthy of note and consideration by other forces.

The force had recently introduced a stalking 'flag' or marker on its crime management system. This is placed against the victim to alert other officers to the fact that the victim is vulnerable and likely to be the victim of repeated behaviour. There is also the facility to put a flag against a perpetrator so that the force can identify repeat offenders.

The force had also decided to place this flag onto previously recorded stalking crimes, which is a positive step. Although this system of flags is still new, it could allow the force to have a better understanding of stalking crime. It could, for example, allow the force to profile likely stalking victims and perpetrators and take preventative action.

The force has recently introduced a policy that daily management meetings should discuss stalking crimes. This should allow senior leaders to have more oversight of stalking crimes and ensure that the force deals with these crimes appropriately and consistently.

Conclusion

We are grateful to the police and crime commissioner for asking us to make this inspection. We see great value in working closely with police and crime commissioners to give independent reassurance of the effectiveness of police forces in specific areas of the police response to particular crimes.

This inspection has also allowed us an opportunity to review the progress of forces since we published our thematic report in 2017. In doing so, we have considered problems of national importance and made recommendations that we trust the relevant national leads will consider carefully.

In Sussex we found that the force has done much work to improve the response to stalking and harassment crimes. This includes the introduction of stalking ambassadors, the use of a stalking flag for victims and perpetrators and increasing the awareness of officers and staff of stalking and its effects on victims.

The most obvious result of this work is the increase in recorded stalking offences. This is commendable and demonstrates that the force is now better at recognising stalking. The force has also introduced several ways of working that should improve its response still further, such as the cyber-crime unit.

However, the force still has much work to do. The correct recording of crime is the foundation on which effective police work is built. We reached this conclusion in our thematic report, and this inspection has given more evidence of the importance of getting things right first time.

We have made some recommendations for the chief constable of Sussex Police. We are confident that, if implemented, the force will make further progress and that victims of stalking and harassment in the Sussex area will receive a consistently good service.

We are also concerned enough about some aspects of the police response to breaches of restraining orders that we have made national recommendations for other organisations. This is because we think that other forces need to be aware of the likely implications for victims of treating the breaches in isolation. Officers and staff should understand that the breaches may be further evidence of stalking or harassment, or in some cases coercive and controlling behaviour.

Part B – The police and CPS response to the 2017 harassment and stalking national thematic inspection report

Introduction

In 2016/17, together with HMCPsI, we carried out a thematic inspection of the way that the police and CPS dealt with stalking and harassment crimes. The report *Living in fear – the police and CPS response to harassment and stalking* was published in July 2017.

We made several important recommendations in the report to various people, government agencies and departments. More than one year has passed since we made the recommendations and we have decided that it is a good time to review progress against them, as well as to give an overview of changes in recorded crime since 2017.

We have listed below the recommendations we made in our 2017 report, along with an update regarding the responses to the recommendations.

We have a 'recommendations register', which we use to monitor the response to our recommendations. For recommendations made for chief constables, we have a network of force liaison leads who are responsible for individual forces. Force liaison leads will consult forces to see if the forces have implemented the recommendations, and if not, why not. In some cases, the force liaison leads will test whether the forces have implemented the recommendations by attending meetings and speaking to officers. We call this 'reality testing'.

As part of our continuing responsibility to promote improvements in policing, we also maintain relationships with important interested parties and attend national meetings about stalking and harassment. We have obtained some of the updates about our recommendations through these engagements.

We have also used information gained from our Sussex inspection to show how the recommendations we made have been put into practice.

In January 2018, Deputy Chief Constable Paul Mills of Wiltshire Police became the national policing lead for stalking and harassment. Since then, there has been a shift in the pace of progress, including against our original recommendations. Work has included:

- the provision of a dedicated staff officer to help bring sustained focus and drive improvements;

- the introduction of a quarterly national working group, well attended by partners;
- a quarterly meeting with the National Stalking Helpline and Advocacy Service aimed at identifying and resolving common problems faced by victims and the organisations that represent them;
- the development and introduction of the National Stalking and Harassment Improvement Plan 2018–2020, linked to the National Vulnerability Action Plan;
- a national police and CPS stalking and harassment conference in January 2019 (this was especially for force SPOCs and was also attended by a wide range of partners); and
- the introduction of national working groups to revise police guidance.

We have also included examples of other work led by the NPCC lead against specific recommendations in the relevant sections below.

We are very pleased with the progress that has been made. However, this review has highlighted that more work needs to be done, and in some cases urgent work. We have highlighted below where we have concerns and have made some additional recommendations to improve the police response.

To note: On 3 April 2019, after the inspection was completed, the College of Policing and NPCC lead wrote jointly to chief constables. The letter introduced new advice products for first responders and call handlers; recommended that forces adopt a common description of stalking; and asked chief constables to remove police information notices from use, pending a review of the impact of this in one year's time.

While the timing of these changes means they are not reflected in this report – and it is too early to assess the success of these measures – we welcome this significant step forward, and will consider how to inspect on its impact in the future.

Changes in recorded crime

We have detailed above on page 20 (figure 2) the latest recorded crime data for both stalking and harassment. This shows that these crimes have increased significantly over recent years. This makes it even more important that forces act on the recommendations from our 2017 national thematic report.

Further recommendations

Because of this review of progress made against our 2017 national thematic report recommendations, we have made several further recommendations, to make sure that improvements continue to be made and victims are made safer.

Cause of concern

We remain concerned that there is no single definition of stalking that all police forces and government departments have adopted. As a result, police forces are not consistently identifying stalking, and are not protecting victims as a result.

Recommendation

We recommend that within six months the NPCC lead for stalking and harassment reviews whether all police forces should adopt one single definition of stalking, and that the Home Office works with the NPCC lead and partners nationally to review whether a cross-government definition of stalking could and should be adopted.

Cause of concern

We are concerned that forces have not properly implemented the changes made to the *Home Office Counting Rules for Recorded Crime*, as they relate to malicious communication offences, stalking or harassment. It is possible that forces might not be properly assessing the risks to victims and the likelihood of repeat offending.

Recommendation

We recommend that within three months the NPCC lead for stalking and harassment writes to chief constables to reinforce the importance of making sure that crimes which forces are recording as malicious communications are properly assessed, to see if forces should also be recording them as stalking or harassment.

Cause of concern

We are concerned that forces are not protecting victims of harassment as well as they could, because they are not using injunctions to prevent nuisance and annoyance consistently.

Recommendation

We recommend that within six months the NPCC lead for stalking and harassment reviews the use of injunctions to prevent nuisance and annoyance to protect harassment victims. Following this review, if necessary the NPCC lead should write to chief constables to ensure that forces routinely consider such powers when dealing with victims of harassment.

Cause of concern

We are concerned that police forces do not use the power of entry and search effectively, and therefore stalking investigations are not as thorough as they could be.

Recommendation

We recommend that within three months the NPCC lead for stalking and harassment reminds chief constables of the need to ensure that:

- officers are aware of the powers of entry and search for stalking, and use them appropriately; and
- forces compile adequate records of these searches for audit and compliance purposes.

Area for improvement

Within three months the NPCC lead for stalking and harassment should remind chief constables that they should regularly monitor compliance with the national stalking protocol, and ensure that suitable governance arrangements are in place for them to do so.

Recommendations from the 2017 thematic report

We have listed below the recommendations from our thematic report and given an update on progress. We have also reviewed whether more can be done to make sure that victims of both stalking and harassment receive the best possible service.

Recommendation

The Home Office should undertake a review of the Protection from Harassment Act 1997 with particular reference to:

- including a provision for harassment causing serious distress to bring this into line with the stalking provisions; and
- defining stalking more clearly.

After we published our report, we engaged with the relevant stalking and harassment leads in the Home Office. They told us that the Home Office did not intend to review the Protection from Harassment Act because they did not consider that there was sufficient need to do this.

Regarding the need to define stalking more clearly, this inspection has shown that police officers are still very uncertain about the difference between stalking and harassment, and the differences between the stalking offences themselves. The accurate identification of stalking at the first possible opportunity is of paramount importance to the subsequent response.

Sussex Police has seen a very large percentage increase in the overall number of stalking offences it has recorded, and has devoted time and resources to helping officers to understand what stalking is and how to recognise it. However, if there is still a recurring and persistent confusion with the accurate identification of stalking, then this again tells us that the problem is more fundamental, and the solution requires more thought.

There is still no one single definition of stalking which all government departments and police forces have adopted. In contrast, a cross-government definition of domestic abuse has existed for several years, and the government has recently said that it intends to legislate for a statutory definition. A consistent and national definition of stalking would:

- help officers to identify stalking in the first place;
- help officers to form common ground with the CPS when seeking charging advice;
- help CPS lawyers to give consistent charging advice; and

- help probation service officers, and others involved in the rehabilitation of offenders, to understand stalking and the risks that this form of offending poses to victims.

We have been told that the reason that stalking was not specifically defined in law was to avoid inadvertently excluding certain behaviours from being treated as stalking. However, given the continuing inconsistencies in understanding and categorising stalking, we believe there is still merit in introducing a common definition throughout policing and government.

On 3 April 2019, the College of Policing and NPCC lead wrote jointly to chief constables asking them to adopt a common description of stalking.

We are also aware that the Home Office will be working with partners to develop statutory guidance on stalking protection orders to increase police understanding of stalking, what stalking behaviour involves, and how it differs from harassment. However, in our view, on its own this will be unlikely to lead to changes in operational practice.

New recommendation

We are concerned that there is no single definition of stalking that all police forces and government departments have adopted. As a result, police forces are not consistently identifying stalking and are not protecting victims.

We recommend that within six months the NPCC lead for stalking and harassment reviews whether all police forces should adopt one single definition of stalking, and that the Home Office works with the NPCC lead and partners nationally to review whether a cross-government definition of stalking could and should be adopted.

Recommendation

The Home Office should ensure better recording practices for harassment and stalking crimes, by changing the Home Office Counting Rules for recorded crime so that harassment crimes are recorded in preference to any other crimes (in particular malicious communications) where it is obvious that there has been a 'course of conduct'.

We are pleased that following this recommendation, the Home Office changed the Home Office Counting Rules for Recorded Crime.

Our analysis shows that in England and Wales, malicious communications crimes were 38 percent higher in the six months⁵⁵ to 30 September 2018 than in the six months to 30 September 2017.

The large increase in malicious communication crimes is most likely to be the result of the introduction of the malicious communications crime-recording category, which includes offences that may have previously been classified under the general harassment offence category. It could also be explained by the increased use of digital means to commit crimes.

Our analysis also shows that harassment crimes have declined over the same period, but recorded stalking crime has increased. It is possible that some crimes previously recorded as harassment are now recorded as either stalking or malicious communications. If it is the former, then this is positive because it shows that officers are better at distinguishing between stalking and harassment.

In our Sussex inspection, we dip-sampled several cases of crimes that the force had recorded as malicious communications.⁵⁶ We found that in the small number of cases we examined, officers should also have recorded the crimes as stalking or harassment because there had been a course of conduct in the way that the offender behaved.

We made the above recommendation because we believed that police forces are likely to treat crimes such as malicious communication in isolation, and do not consider the full nature of the previous offending. We believed that it was possible that police forces would, therefore, not properly consider the full nature of the risks to the victim, and the likelihood that the offender would repeat the behaviour.

Although the number of cases we examined in Sussex was small, we believe that the problem is likely to be one that still exists in other forces. In a digital age we can expect this type of offending to increase, so we believe that the NPCC lead for stalking and harassment should take further action.

⁵⁵ The data is currently too new to enable a 12-month comparison.

⁵⁶ Under [section 1 of the Malicious Communications Act 1988](#).

New recommendation

We are concerned that forces have not properly implemented the changes made to the *Home Office Counting Rules for Recorded Crime* where these relate to malicious communication offences, stalking or harassment. It is possible that forces are not properly assessing risks to victims and the likelihood of repeat offending.

We recommend that within three months the NPCC lead for stalking and harassment writes to chief constables to reinforce the importance of ensuring that crimes which police forces are recording as malicious communications are properly assessed to see if forces should also be recording them as stalking or harassment.

Recommendation

The Home Office should introduce protection orders for harassment crimes to close a gap in the current (and proposed) provision of orders.

At the time of making this recommendation, the government had announced its intention to introduce SPOs. It was felt by a few national partners that to introduce a harassment protection order would dilute the work that had already been done to introduce SPOs. It is now likely that the government will introduce SPOs at some point later this year.

However, during our original inspection and in subsequent inspections since then, for example the inspection of hate crime⁵⁷ and this Sussex inspection, we found examples of victims who had been harassed in a concerted and sustained way with very serious consequences, with little consideration from the police of measures to protect them.

The victim had been subject to racial abuse and threats from a neighbour since 2013. The victim had sealed up his letter box because he had a strong fear that the offender was going to put something dangerous through it. The police did not pay sufficient attention to the previous incidents. It took police three months to take the victim's statement, and they did this over the telephone. During this time the police had not taken any steps to protect the victim from repeat offending. The police classified the crime incorrectly as harassment and overlooked the racial aspect of the offending.

⁵⁷ [Understanding the difference: the initial police response to hate crime](#), HMICFRS, 2018.

The College of Policing gives examples of similar cases in its guidance on critical incidents:

Case study – Fiona Pilkington

The Fiona Pilkington case had its origins in harassment and ASB. Fiona and her daughter suffered frequent and sustained local disorder, often directed at their home, over a period of several years. This was reported to the police, but ‘incidents were too often dealt with by police officers in isolation and with an unstructured approach’ (IPCC, 2011). This and other factors, such as not identifying the family as vulnerable, and not recognising the ASB and harassment as targeted hate crime, caused frustration. Fiona eventually took her own life and that of her disabled daughter, Francecca.

Case study – David Askew

David Askew collapsed and died after an incident in which youths were reportedly causing a nuisance at his home in Hattersley. Greater Manchester Police had been in contact with Mr Askew and his relatives over a number of years in relation to repeated allegations of ASB. An IPCC investigation was subsequently undertaken and the findings published 21 March 2011.⁵⁸

We therefore consider that there is still an obvious need for the police to consider what powers are available to protect victims of harassment in similar circumstances.

In 2014, civil injunctions,⁵⁹ often known as injunctions to prevent nuisance and annoyance (IPNAs), replaced anti-social behaviour orders. In the cases we examined in our original thematic inspection, and subsequently in both our hate crime inspection and this inspection, we have found no evidence that officers are considering the use of IPNAs to protect victims of harassment.

While the purpose of IPNAs is to prevent anti-social behaviour, we believe that if they are used correctly they could also contribute to protecting victims from harassment.

With the introduction of SPOs, the differences in how forces approach protecting victims of stalking and protecting victims of harassment are likely to widen. This is not a satisfactory position, because victims of harassment may be just as vulnerable to repeated and accumulative behaviour, and sometimes this will also have tragic consequences.

⁵⁸ [*Authorised Professional Practice on critical incident management: Introduction and types of critical incidents*](#), College of Policing, 2013.

⁵⁹ Under [Part 1 of the Anti-social Behaviour, Crime and Policing Act 2014](#).

New recommendation

We are concerned that forces are not protecting victims of harassment as well as they could if they were to use injunctions to prevent nuisance and annoyance.

We recommend that within six months the NPCC lead for stalking and harassment reviews the use of injunctions to prevent nuisance and annoyance to protect harassment victims. Following this review, if necessary, the NPCC lead should write to chief constables to ensure that they routinely consider such powers when dealing with victims of harassment.

Recommendation

Chief constables should stop the use of Police Information Notices and their equivalents immediately, to ensure that all victims of harassment and stalking are protected, and crimes are investigated appropriately.

We are pleased that most chief constables have decided to stop using PINs. Deputy Chief Constable Paul Mills, the NPCC lead for stalking and harassment, told us that he supports our recommendation and that he would like to see all forces stop using them.

On 3 April 2019, the College of Policing and NPCC lead wrote jointly to chief constables asking them to remove police information notices from use, pending a review of the impact of this in one year's time.

In Sussex, we found that the force no longer uses PINs. In the cases we examined, we did not find any evidence of any adverse consequences from their removal. On the contrary, in two of the cases we examined, the previous ineffective use of a PIN had resulted in the victim reporting further offences to the police, one of which related to stalking.

In other forces that have stopped using PINs, we have been told that there has been a demonstrable increase in correctly recorded crime and effective investigations.

We will continue to monitor this situation as we continue to believe that PINs are unnecessary and act as a barrier to the effective investigation of allegations and all the circumstances that surround them.

Recommendation

Chief constables should make sure stalking investigations are improved by ensuring that:

- officers are aware of the powers of entry and search for stalking, and use them appropriately; and
- adequate records of these searches are compiled for audit and compliance purposes.

According to our recommendations register, only 11 forces have satisfied us that they have acted on this recommendation. This is disappointing, as the power of search for stalking should be an effective and widely used means of collecting evidence after an allegation of stalking has been made.

In our previous thematic inspection, we saw forces making very little use of this power. In Sussex, as we have detailed above, the power is still little used.

There may be several reasons why the power of entry and search might not be being used as often as it could be. In view of all the above, we think it is likely that officers are still not sufficiently aware that the power of entry and search exists.

New recommendation

We are concerned that police forces do not use the power of entry and search effectively, and therefore stalking investigations are not as thorough as they could be.

We recommend that within three months the NPCC lead for stalking and harassment reminds chief constables of the need to make sure that:

- officers are aware of the powers of entry and search for stalking, and use them appropriately; and
- forces compile adequate records of these searches for audit and compliance purposes.

Recommendation

Chief constables should work with criminal justice partners to identify what programmes are available to manage offenders convicted of harassment and stalking offences in their respective force areas. In the absence of such programmes, they should review whether interventions could and should be established.

Only nine forces, according to our register, have so far completed this recommendation. Again, we are disappointed that forces have been slow to begin and slow to complete this work because this recommendation was intended to increase the focus of police forces and partners on considering and addressing the motivations of perpetrators.

As we have stated above, we are aware of three forces⁶⁰ which have introduced specialist stalking units. These multi-agency stalking intervention programmes have received Police Transformation Funding until March 2020, and we expect other forces to watch these developments closely and to use the evaluated results as a basis for implementing the above recommendation.

While the recommendation was for the police to work with criminal justice partners, we are aware that some forces are also working with partners in the health sector. This is a positive development because it helps partners to understand the motivations of perpetrators and tailor their responses accordingly.

Recommendation

Chief constables and CPS Area leads should monitor and ensure compliance with the national stalking protocol.

In May 2018, the NPCC and the CPS published a revised Protocol on the appropriate handling of stalking or harassment offences between the National Police Chiefs' Council and the Crown Prosecution Service.⁶¹

We welcome this development and the increased rigour that it should bring to the investigation and prosecution of stalking and harassment crimes. However, without scrutiny to ensure that forces are using the protocol and applying it correctly, some of the benefits of the revised approach may be lost.

Our recommendations register shows that only 13 forces have so far completed this recommendation to the satisfaction of the HMICFRS force liaison lead. In our Sussex inspection, we found that so far the force has done little monitoring of the protocol to make sure that it was using it correctly and complying with it. We therefore think that more can be done to remind chief constables of the importance of the protocol.

⁶⁰ Metropolitan Police Service, Hampshire Police and Cheshire Police.

⁶¹ [*Protocol on the appropriate handling of stalking or harassment offences between the National Police Chiefs' Council and the Crown Prosecution Service*](#), NPCC and CPS, 2018.

New area for improvement

Within three months the NPCC lead for stalking and harassment should remind chief constables that they should regularly monitor compliance with the national stalking protocol, and make sure that suitable governance arrangements are in place to do so.

Recommendation

The College of Policing should ensure that there is a consistent and appropriate approach to harassment and stalking investigations by publishing the new harassment and stalking Authorised Professional Practice as a matter of urgency. This should include:

- highlighting the complexities and risks associated with harassment and stalking offences, and advising forces to consider them as part of the crime allocation process;
- using data on the power of search in stalking cases as best practice in audit and performance arrangements; and
- providing improved guidance to officers on crime prevention advice for victims, particularly about online offending.

The College of Policing and the NPCC lead formed a working group to consider changes to the guidance given to officers. We have been involved in this work. At the time of our Sussex inspection, one important product of the working group – the guide for first responders – had not been published.

On 3 April 2019, the College of Policing and NPCC lead wrote jointly to chief constables introducing new advice products for first responders and call handlers.

Work is continuing on the next phase of the guidance, which will be for secondary investigators.

In our recommendation, we had hoped that this work would have been completed with some urgency. Although progress has been slow, we are satisfied that what has been produced has covered, or will cover in the future, the areas of concern that we highlighted.

Recommendation

The College of Policing should consider how to raise awareness of the differences between harassment and stalking, including how to ensure that these crimes are correctly recorded. As part of this review, we propose that the training provided to force crime registrars incorporates a specific module on harassment and stalking.

As we have stated above, we are satisfied that work is continuing to give better guidance to officers.

The College of Policing has introduced a vulnerability training package which includes stalking and harassment case studies.

Regarding the part of the recommendation about the training of crime registrars, we are pleased that the training course now covers the recording of a stalking case.

Recommendation

The CPS should ensure that improvements are made to the prosecution of harassment and stalking offences by:

- reinforcing and reiterating guidance to prosecutors on accepting pleas to harassment instead of pursuing stalking charges;
- ensuring that all prosecutors have received training about harassment and stalking;
- monitoring and ensuring compliance with the national stalking protocol; and
- considering the contents of this report, and the College of Policing Authorised Professional Practice when published and reviewing the current CPS legal guidance.

The CPS has updated its guidance to prosecutors on accepting pleas to harassment instead of pursuing stalking charges. In addition, this prompt has been incorporated into the checklist which must accompany all cases of stalking or harassment.

The CPS updated its two e-learning modules on stalking and harassment, and on restraining orders, in 2017–18. The CPS told prosecutors that they had to complete the training by the end of September 2018 following the introduction of the revised stalking protocol.

The CPS told us that area SPOCs are monitoring local compliance with the revised protocol and are sending the results to the national lead.

Because the College of Policing has yet to revise the Authorised Professional Practice fully, the CPS has not yet had cause to review its own legal guidance to ensure that it is compatible.

Recommendation

The CPS should ensure that the prosecution of harassment and stalking offences is subject to continual improvement by:

- introducing a process into scrutiny panels to examine harassment and stalking cases on a regular basis; and
- improving the process whereby lessons learned can be passed between CPS Direct and CPS Areas.

The CPS told us that all local scrutiny and inclusion panels (LSIPs) considering matters that relate to violence against women and girls should be considering stalking cases.

To increase understanding further about these cases, the CPS prepared a PowerPoint presentation in 2018 for all LSIPs with a recommendation that inclusion and engagement managers and stalking leads show this to panel members before stalking cases are heard. This should ensure that they consider the relevant matters when they review these cases. As well as including stalking cases as part of continuing LSIPs, some CPS Areas have also chosen to have a panel meeting dedicated to cases of stalking and harassment.

All CPS Areas (including CPS Direct) are now asked to give feedback to the national CPS lead on best practice and lessons learned. The national CPS lead also ensures Area stalking leads are made aware of learning gathered at scrutiny panels and other national points of learning.

Recommendation

The College of Policing and the CPS should ensure that victims are properly protected through the use of restraining orders by respectively:

- revising the summary of evidence form to ensure a consistent and appropriate response to such applications; and
- providing clear guidance about applications for restraining orders.

The summary of evidence form has not been revised. Instead this recommendation has been incorporated into the stalking checklist which must accompany all cases of stalking or harassment that the police submit to the CPS. When they use the checklist, police officers must answer this question: 'Restraining Order – does the complainant want one and if so with what terms?'

The same checklist also prompts prosecutors to make sure that they make timely applications, and the CPS guidance reinforces this.

Recommendation

The National Police Chiefs' Council lead and the CPS policy lead for harassment and stalking should ensure that the investigation and prosecution of harassment and stalking offences is improved by:

- reviewing and re-issuing the national stalking protocol to forces and CPS Areas; and
- reviewing the stalking single point of contact (SPOC) system and ensuring that it is fully effective and operating consistently for victims in all areas.

In May 2018, the NPCC lead and the CPS issued a revised national stalking protocol. We are certain that this new protocol will improve the service that victims receive, and we are grateful for the work which was done to produce this document.

The NPCC lead has also reviewed the SPOC system, and now keeps an up-to-date list of all SPOCs. Also, forces are grouped geographically, and each area is represented at the NPCC national working group. This allows important messages to be passed from the NPCC lead to forces, and allows the NPCC lead to personally test the progress of forces.

In addition, the NPCC lead recently held a well-attended training event for SPOCs, and the NPCC lead also invited other partners and interested parties.

Recommendation

The National Police Chiefs' Council lead should ensure that the risks to victims of harassment and stalking are properly assessed and managed by:

- commissioning work to develop an evidence-based approach to risk assessment in harassment and stalking crimes;
- ensuring that any review considers whether a risk management plan should be included with any risk assessment tool; and
- advising forces that until the above review has been completed, forces should use a domestic abuse, stalking, harassment and honour-based violence risk identification, assessment and management model (or equivalent) for all harassment and stalking crimes as an interim measure.

We are disappointed that there has been little progress against this recommendation. To our knowledge, the NPCC has so far given no advice to forces about how they should assess risks to victims of stalking or harassment in cases which do not involve domestic abuse. In our Sussex report we have shown that this is a problem which is still of considerable concern.

We are aware that the NPCC lead has now started work on this recommendation, and the national working group is co-ordinating this.

Also, more generally, the College of Policing is working on guidelines that will deliver support to officers to identify and respond to vulnerability. The guidelines will support organisations in developing practitioners' skills and helping them to use professional judgment to identify and respond to vulnerability and risk.

Conclusion

The recommendations in our 2017 joint thematic report were varied and related to many people, government departments and agencies. This was because we found that victims were too often being let down, and we believed that different organisations, in different parts of the criminal justice process, needed to act urgently.

In the foreword to our original report, Her Majesty's Inspector of Constabulary Wendy Williams said:

This report must be a catalyst for change and improvement: in some cases victims' lives will depend on it.⁶²

This statement remains true. Since 2017 more victims have died after they had been stalked or harassed. Therefore, we consider that our continued emphasis on improving this aspect of policing is of critical importance.

In our thematic report we made recommendations to various organisations and individuals. We are pleased with some of the progress made in relation to some of our recommendations. However, the response to some of our recommendations has been too slow, or non-existent. Because of this, we have made further recommendations in this report. We have also made recommendations where we believe that the findings from our Sussex inspection are likely to have national implications.

We have seen that when organisations and people are committed to changing practice and procedure, this can have a positive effect on victims, helping to protect them from crimes which can have serious, and sometimes tragic, consequences.

We will continue to monitor and report on progress against our recommendations, and we will work closely with the NPCC lead, the College of Policing and the Home Office to ensure that everyone maintains momentum.

⁶² [*Living in fear – the police and CPS response to harassment and stalking*](#), HMIC and HMCPSI, 2017, page 4.

Annex A – Fieldwork methodology

Introduction

This thematic inspection of stalking and harassment has been commissioned by the Sussex Police and Crime Commissioner, Katy Bourne.

In her commissioning letter to HMICFRS, the commissioner states that she recognises that Sussex Police operates on a continuous improvement model and findings from previous inspections will already have led to improvements in practice. However, she wants to understand the effectiveness of any changes and establish where further improvements could be made.

The commissioner has also asked that the following areas are assessed in the inspection:

- the accuracy of the force's identification of stalking as a crime, to include consideration of any distinction being made between stalking in current and non-current intimate relationships;
- the powers the police are using in their response to stalking and harassment offences (such as harassment orders, SPOs, DVPOs, and Clare's Law), to include a review of the quality of the decisions to use these powers;
- the work of the stalking ambassadors and the efficacy of their role, to include consideration of how they disseminate information and learning throughout the force, and their role in performance monitoring;
- the force's use of DASH (domestic abuse, stalking and honour-based violence) and other risk assessment tools;
- whether any bias exists in the way the force responds to and investigates stalking and harassment offences, particularly with regard to gender; and
- whether there is any wider and/or national learning that HMICFRS has identified in other areas that could be implemented in Sussex.

The purpose of this document is to provide an outline of the methodology for the fieldwork part of the inspection.

Background

Sussex Police was inspected as part of the joint HMICFRS and HMCPSP [harassment and stalking thematic inspection](#) in February 2017. The principal findings that were specific to Sussex Police were that:

- it would be beneficial to have a comprehensive problem profile to help understand the nature of stalking and harassment in the area;
- sometimes, inappropriate action or no action at all was taken in response to the reporting of allegations;
- victim care needed to be improved in the criminal justice system; and
- case file quality was poor.

The thematic report also contained some recommendations for all chief constables.

The Independent Police Complaints Commission made six further recommendations to Sussex Police in April 2017, following the death of Shana Grice.

To satisfy the terms of the commission, the inspection will make sure there is a focus on the progress made by Sussex Police on all the above matters.

The specific additional areas the commissioner has asked to be assessed will be inspected using the methods described below.

Fieldwork methodology

The inspection will be carried out in two distinct phases:

Case file assessments

Inspection officers from HMICFRS will examine 45 cases related to stalking and harassment in the week commencing 19 November 2018.

These cases will be split as follows:

- 15 harassment incidents;
- 15 stalking incidents;
- five malicious communications;
- five breaches of restraining orders; and
- five harassment incidents that have not been recorded as crimes.

The stalking and harassment cases will be divided equally between those finalised by a charge, by outcome 16 and by outcome 18.⁶³

The cases will be chosen at random from a list that will be supplied by the force and have been finalised in the six months before the inspection.

To make sure the sample contains as wide a range of elements as possible, chosen cases in each category will not have a domestic abuse flag on police systems. Current data from Sussex Police suggests that only one third of harassment and stalking cases are flagged 'DA', so cases will be selected based on one-third being domestic abuse-related and two-thirds being non-domestic abuse-related.

During the case assessment process, if, in the view of the inspectors, any cases require remedial action to prevent harm or potential harm to the victim(s) concerned, the relevant cases will be brought to the attention of the force, with an expectation that it will provide an update as soon as possible on any action taken.

After the case assessment process, the force will be provided with a list of the case reference numbers, the officers who have dealt with the cases and the supervisors concerned. The force will be asked to ascertain whether these officers have been trained in stalking and harassment, and the nature of the training. This information will be anonymised and compared against the judgments for the case and, in so doing, will establish the value and effectiveness of the training provision.

In addition, where possible, the officers involved in the sampled cases should be among those selected by the force to take part in focus groups, as below.

The force and the commissioner will also be provided with a list of the cases that have been assessed and a summary of the judgments made about them.

In-force interviews and focus groups

This element of the fieldwork is scheduled to take place in the week beginning 10 December 2018 and will consist of interviews and focus groups, to include:

- an interview with the force stalking and harassment strategic lead;
- an interview with the force stalking and harassment operational lead (if different);
- an interview with the force crime registrar;
- an interview with local stalking and harassment-specific victim support groups;

⁶³ Outcome 16 is used for cases finalised as suspect identified, but victim does not wish to proceed, and outcome 18 for cases finalised, but no suspect identified.

- a focus group (operational frontline), where possible comprising officers identified as dealing with cases assessed as above;
- a focus group (investigative specialists who deal with stalking and harassment cases), where possible comprising officers identified as dealing with cases assessed as above; and
- a focus group of stalking and harassment ambassadors.

Feedback

Feedback will be given to the commissioner and the force strategic leads on 19 December 2018. It is anticipated that this will include the results of the case file assessments as above, including the final judgments and rationales.

Annex B – Inspection criteria and indicators

Sussex Police stalking and harassment criteria and indicators

- | | |
|--|--|
| 1. There are effective strategies and processes in place and strong leadership is demonstrated at force level. | 1.1 There is effective strategic leadership at force level. |
| | 1.2 The force has an effective operational lead for stalking and harassment. |
| | 1.3 The force understands the nature and extent of stalking and harassment. |
| | 1.4 The force has effective partnership arrangements in place. |
| | 1.5 The force has effective processes for the allocation of investigations relevant to stalking and harassment cases. |
| | 1.6 The force has an updated, effective, clearly stated policy on stalking and harassment. |
| | 1.7 The force has oversight and performance-management arrangements in place for stalking and harassment. |
| | 1.8 The force provides effective training to officers who respond to and investigate stalking and harassment offences. |
| | 1.9 The force has effective planning in place to identify and meet current and future demand for dealing with stalking and harassment. |
| | 1.10 The force demonstrates that it seeks to improve its response to harassment and stalking by implementing recommendations from relevant reports, audits and investigations. |
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<p>2. The police have a good understanding of stalking and harassment, and identify reports effectively.</p>	<p>2.1 The police recognise reports of stalking and harassment, including offences committed via digital means.</p> <p>2.2 The police recognise the likely impact of stalking and harassment offences on victims.</p> <p>2.3 The police understand the links between stalking and harassment and domestic abuse, and the likely risks to victims.</p> <p>2.4 The police record stalking and harassment crimes correctly and in accordance with the National Crime Recording Standard.</p>
<p>3. The police assess and manage the risk to victims from offenders effectively.</p>	<p>3.1 The police use risk assessment screening tools effectively to assess risk to victims and their families.</p> <p>3.2 The police can identify and highlight repeat victims and repeat offenders.</p> <p>3.3 The police respond appropriately to manage risks from offenders to stalking and harassment victims.</p>
<p>4. Victims receive appropriate care and support from agencies.</p>	<p>4.1 The police are responsive to the needs of victims.</p> <p>4.2 Victims receive the enhanced entitlements of the Code of Practice for Victims of Crime.</p>
<p>5. Police investigations are conducted effectively.</p>	<p>5.1 Police investigations are timely and thorough.</p> <p>5.2 Investigations are effectively supervised.</p> <p>5.3 Decisions about the disposal of cases are appropriate and taken at the right level (i.e. police/CPS) in accordance with guidance/protocols.</p> <p>5.4 Victims are notified of decisions in a timely manner to ensure they are kept safe, especially where there is higher risk.</p>

6. The police work with partners to progress cases involving stalking or harassment to court effectively.	6.1 Police case files accord with national file standards. 6.2 The National Police Chiefs' Council / Crown Prosecution Service protocol is embedded and used effectively. 6.3 The needs of victims and witnesses are met throughout the criminal justice process.
7. Post-conviction, offenders are managed appropriately to reduce the risk of reoffending.	7.1 Suitable programmes are available for offenders sentenced to stalking and harassment offences.

Annex C – Example of stalking ambassador entry on a crime report investigation log

This matter which is crime to be harassment clearly shows signs of being a section 2A stalking and should be investigated as such.

Stalking is a pattern of unwanted, fixated and obsessive behaviour which is intrusive and causes fear of violence or serious alarm or distress. It includes repeated attempts to impose unwanted communication and/or contacts on another in a manner that could be expected to cause distress and/or fear in any reasonable person.

Direct behaviours may include calls, texts, letters, e-mails, following, waiting for, turning up, approaching, accosting, sending or leaving unsolicited gifts, messages on social networking sites, threats and/or violence.

Indirect behaviours may include graffiti, cancelling/ordering goods, making/getting others to make vexatious complaints, contacting others, entering victim's workplace or home, cyberstalking, threats, property/vehicle damage, leaving dead animals and violence.

Section 2A is a summary only offence however Section 4A which is stalking involving fear of violence or serious alarm or distress which impacts on the victim's day to day activities. We should always look to charge section 4A which carries a 10 year sentence and also gives us additional powers of search following arrest.

Investigators must consider the risk of serious harm posed by the stalker, details of the behaviour are crucial to this.

This being an ex-intimate case a full DASH assessment and the S-DASH should be completed.

The direct behaviours we have in this case relating to Sussex are:

1. Unwanted contact
2. Emotional manipulation
3. Attempting to locate
4. Located place of work
5. Contacted work purporting to be brother
6. Unwanted cash gifts paid into victim's bank account

Direct behaviours we have relating to events in XXXXX are:

1. Controlling and cohesive behaviour
2. Abuse
3. False statement made to victim's employer

The list is likely to be far more comprehensive and that will need to be explored by way of PND and further more detailed statement from victim.

Being that we are now investigating a section 2A offence which is summary only we may only be looking to charge the more recent causes of conduct but the history would be required.

Actions to be completed or considered:

Believe the victim and ensure they are aware you believe them.

Refer the victim to Veritas and signpost to portal support if not already completed.

Collect ALL available evidence. Stalkers will involve third parties for a number of reasons including to upset the victim, obtain information, remove perceived obstacles and/or punish those perceived as helping or shielding the victim.

Work colleagues that are aware of the above or involved in the above direct behaviours are to be interviewed and statements taken. Copy of recorded phone call made to victim's place of work to be obtained.

Discuss with victim if this is effecting her health for which she is receiving medical treatment, if so consider statement from GP.

Further statement to be taken from the victim to record in detail the substantial adverse effect on usual day-to-day activities and the victim's perception of the risk of harm, obtain medical consent "this is all evidence."

VPS completed but consideration to be given to regularly updates.

Build a profile of the suspect, check for any relevant history, cautions, court orders or PINs.

Ensure the victim is part of the risk management plan. Ensure they are aware of the 6 Golden Rules and are advised to keep a diary of all stalking incidents and retain all messages, gifts etc.

Do Not

Do not ask the victim 'what do you want us to do?' You would not ask that for a GBH!

Do not think it any less serious because no physical violence.

Do not suggest that the victim talk/meet with the stalker to resolve issues.

Do not tell the victim to change their phone number, this will not stop the behaviour.
They will find other means of contact.

Do not mediate.

Further review to be completed once PND result obtained and the extent of the
offending in XXXXX obtained.

Annex D – DASH and S-DASH forms

We show on pages 79–84 an example of the single combined assessment of risk form (SCARF) which the police use for dealing with stalking and harassment cases. This includes DASH and S-DASH forms. The S-DASH is called ‘Stalking questions’ on the SCARF.

DASH forms contain important questions that the S-DASH do not.

Some questions on the DASH form help police to understand the effect of the behaviour on the victim:

- What are you afraid of?
- Do you feel isolated from family/friends?
- Are you feeling depressed or having suicidal thoughts?

Some DASH questions help police to understand the nature and scale of the repetition and escalation:

- Is the abuse happening more often?
- Is the abuse getting worse?

Other DASH questions help the police to understand the perpetrator:

- Do you know if they have ever been in trouble with the police or have a criminal record?
- Is there intelligence on the suspect?

RESTRICTED (when complete)		SCARF – Single Combined Assessment of Risk Form	
		SCARF Version 5.2 – Page 1 of 6 Link To SCARF Guidance	
Current / Last user as of <input type="text"/> is: <input type="text"/>			
Occurrence Details			
OIC: <input type="text"/>		Offence: <input type="text"/>	
		CAD No: <input type="text"/>	
		Occurrence No: <input type="text"/>	
Occurrence Summary: <input type="text"/>		Occurrence Location: <input type="text"/>	
Occurred On: <input type="text"/>		Reported On: <input type="text"/>	
Officer Account: <input type="text"/>		Copy for HMICFRS Stalking and Harassment Inspection	
Force / Area: <input type="text"/> (Mandatory) Brighton and Hove			
Completing Officers Name: <input type="text"/>		Date Form Completed: (dd/mm/yyyy) <input type="text"/>	
		<input type="button" value="Today"/>	
Details of Person At Risk			
Name: <input type="text"/>		Type: <input type="text"/>	
Date of Birth: <input type="text"/>		Classification: <input type="text"/>	
Age: <input type="text"/>		Gender: <input type="text"/>	
Address: <input type="text"/>		Ethnicity: <input type="text"/>	
Contact No. <input type="text"/>		Safe Contact No. If different: <input type="text"/>	
Occupation: <input type="text"/>		When Is It Safe To Contact?: <input type="text"/>	
Nationality: <input type="text"/>		Self-Defined Ethnicity: <input type="text"/>	
PNC ID: <input type="text"/>		Email Address: <input type="text"/>	
GP Surgery & Phone (If Relevant): <input type="text"/>			
Disability / Vulnerability / Substance Misuse: <input type="text"/>		Does this person have knowledge of the referrals? <input type="text"/>	
<input type="button" value="Details..."/>		Report Made By: <input type="text"/>	
		Do They Have Children? <input type="text"/>	
If the reports is made by a third party, ensure that their details are on the form. If not, add them as an additional person.			
Children Only			
Witness to the incident? <input type="text"/>		School: <input type="text"/>	
Are there any passport or legal status issues? Consider HBV <input type="checkbox"/> Yes			
Is there a communication barrier? <input type="checkbox"/> Yes		If Yes, what is the spoken language or method of communication? <input type="text"/>	
Was an interpreter used? <input type="checkbox"/> Yes			
Was the interpreter a member of the family or community? <input type="checkbox"/> Yes		If Yes, please name them: <input type="text"/>	
Other People Involved			
Type: <input type="text"/>		Person 2	
Relationship: <input type="text"/>		To Whom: <input type="checkbox"/> Main Person <input type="checkbox"/> P3 <input type="checkbox"/> P4 <input type="checkbox"/> P5 <input type="checkbox"/> P6	
Name: <input type="text"/>		Classification: <input type="text"/>	
Date of Birth: <input type="text"/>		Gender: <input type="text"/>	
Age: <input type="text"/>		Ethnicity: <input type="text"/>	
Address: <input type="text"/>		Email Address: <input type="text"/>	
Contact No. <input type="text"/>		Occupation: <input type="text"/>	
Disability / Vulnerability / Substance Misuse: <input type="text"/>		Self-Defined Ethnicity: <input type="text"/>	
<input type="button" value="Details..."/>		PNC ID: <input type="text"/>	
Do they have children? <input type="text"/>		The following two questions are for children only	
Witness to the incident? <input type="text"/>		School: <input type="text"/>	
Person 3			
Type: <input type="text"/>		To Whom: <input type="checkbox"/> Main Person <input type="checkbox"/> P2 <input type="checkbox"/> P4 <input type="checkbox"/> P5 <input type="checkbox"/> P6	
Relationship: <input type="text"/>		Classification: <input type="text"/>	
Name: <input type="text"/>		Gender: <input type="text"/>	

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RESTRICTED (when complete)		SCARF – Single Combined Assessment of Risk Form	
SCARF Version 5.2 – Page 2 of 6			
Date of Birth		Age	Ethnicity
Address		Email Address	
Contact No.		Occupation	
Disability / Vulnerability / Substance Misuse		Self-Defined Ethnicity	
< Select > Details...		PNC ID	
Do they have children?	< Select >	The following two questions are for children only	
Witness to the incident?	< Select >	School	
Person 4			
Type	< Select >	To Whom	<input type="checkbox"/> Main Person <input type="checkbox"/> P2 <input type="checkbox"/> P3 <input type="checkbox"/> P5 <input type="checkbox"/> P6
Relationship	< Select >	Classification	Gender
Name			
Date of Birth		Age	Ethnicity
Address		Email Address	
Contact No.		Occupation	
Disability / Vulnerability / Substance Misuse		Self-Defined Ethnicity	
< Select > Details...		PNC ID	
Do they have children?	< Select >	The following two questions are for children only	
Witness to the incident?	< Select >	School	
Person 5			
Type	< Select >	To Whom	<input type="checkbox"/> Main Person <input type="checkbox"/> P2 <input type="checkbox"/> P3 <input type="checkbox"/> P4 <input type="checkbox"/> P6
Relationship	< Select >	Classification	Gender
Name			
Date of Birth		Age	Ethnicity
Address		Email Address	
Contact No.		Occupation	
Disability / Vulnerability / Substance Misuse		Self-Defined Ethnicity	
< Select > Details...		PNC ID	
Do they have children?	< Select >	The following two questions are for children only	
Witness to the incident?	< Select >	School	
Person 6			
Type	< Select >	To Whom	<input type="checkbox"/> Main Person <input type="checkbox"/> P2 <input type="checkbox"/> P3 <input type="checkbox"/> P4 <input type="checkbox"/> P5
Relationship	< Select >	Classification	Gender
Name			
Date of Birth		Age	Ethnicity
Address		Email Address	
Contact No.		Occupation	
Disability / Vulnerability / Substance Misuse		Self-Defined Ethnicity	
< Select > Details...		PNC ID	
Do they have children?	< Select >	The following two questions are for children only	
Witness to the incident?	< Select >	School	

To complete SCARF sections press the  Complete SCARF Sections button on the toolbar above. In later versions of Microsoft Word, this will be within the ADD-INS tab.

Add Additional Involved Persons

DASH

DASH Questions

1. Has the current incident resulted in injury?	No
---	----

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RESTRICTED (when complete)

SCARF – Single Combined Assessment of Risk Form

SCARF Version 5.2 – Page 3 of 6

Comment				
2. Are you very frightened?				No
Comment				
3. What are you afraid of? Is it further injury or violence?				No
Kill:				
Further Injury & Violence:				
Please Specify:				
4. Do you feel isolated from family/friends?				No
Comment				
5. Are you feeling depressed or having suicidal thoughts?				No
Comment				
6. Have you separated or tried to separate from them within the past year?				No
Comment				
7. Is there conflict over child contact?				No
Comment				
8. Do they constantly text, call, contact, follow, stalk or harass you?				No
Comment				
9. Are you currently pregnant or have you recently had a baby in the past 18 months?				No
Comment				
10. Are there any children, step-children that aren't the abuser's in the household? Or are there other dependants in the household?				No
Comment				
11. Have they ever hurt the children/dependants?				No
Comment				
12. Have they ever threatened to hurt or kill the children/dependants?				No
Comment				
13. Is the abuse happening more often?				No
Comment				
14. Is the abuse getting worse?				No
Comment				
15. Do they try to control everything you do and/or are they excessively jealous?				No
Comment				

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RESTRICTED (when complete)		SCARF – Single Combined Assessment of Risk Form	
		SCARF Version 5.2 – Page 4 of 6	
16. Have they ever used weapons or objects to hurt you?		No	
Comment			
17. Have they ever threatened to kill you or anyone else and you believed them?		No	
Comment			
18. Have they ever attempted to strangle/choke/suffocate/drown you?		No	
Comment			
19. Do they do or say things of a sexual nature that makes you feel bad or physically hurt you or someone else?		No	
Comment			
20. Is there any other person who has threatened you or of whom you are afraid?		No	
Comment			
21. Do you know if they have hurt anyone else?		No	
Comment			
22. Have they ever mistreated an animal or the family pet?		No	
Comment			
23. Are there any financial issues?		No	
Comment			
24. Have they had problems in the past year with drugs (prescription or other), alcohol or mental health leading to problems in leading a normal life?		No	
Comment			
25. Have they ever threatened or attempted suicide?		No	
Comment			
26. Have they ever breached bail, an injunction or any agreement when they can see you or the children?		No	
Comment			
27. Do you know if they have ever been in trouble with the police or have a criminal history?		No	
Comment			
Suspect / Person Complained Of Intelligence Checks			
Do they have a criminal record? (PNC Check)			
Comment			

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RESTRICTED (when complete)

SCARF – Single Combined Assessment of Risk Form

SCARF Version 5.2 – Page 5 of 6

Is there a history of violence, domestic or other?		
Is there a history of violence with other partners or anyone else?		
Is there intelligence on suspect/person complained of? (Niche Check)		
Does the victim/perpetrator have access to firearms? (NFLMS Check)		
Existing bail conditions?		
Additional Comments		
Risk Assessment Result		
No. of Yes answers	0	Risk Standard

Stalking Questions
1. Is the victim very frightened?
2. Is there previous domestic abuse and harassment history?
3. Has the abuser vandalised or destroyed property?
4. Has the abuser turned up unannounced more than three times a week?
5. Is the abuser following the victim or loitering near the victim?
6. Has the abuser threatened physical or sexual violence?
7. Has the abuser been harassing any third party since the harassment began (i.e. family, children, friends, neighbours, colleagues)?
8. Has the abuser engaged others to help (wittingly or unwittingly)?
9. Has the abuser been abusing alcohol/drugs?
10. Has the abuser been violent in the past?

Child to Notice

Vulnerable Adult at Risk

Hate & Anti-Social Behaviour

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RESTRICTED (when complete)	SCARF – Single Combined Assessment of Risk Form <i>SCARF Version 5.2 – Page 6 of 6</i>
Operation Signature – <i>Vulnerable Victim Fraud</i>	
Risk Management	
Supervisor Comments	
Specialist Unit Comments	

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Annex E – About the data

The information presented in this report comes from a range of sources, including official crime statistics, case file reviews, and interviews and focus groups with police officers.

Source	Notes about the data
Police Recorded Crime and Outcomes	Data on the volume of recorded stalking and harassment (S&H) crimes and outcomes is provided by the Home Office for England and Wales. An annual period, in this report, runs from October to September, unless otherwise stated.
HMICFRS case file reviews	HMICFRS completed assessments of 42 case files relating to S&H crimes and incidents in Sussex Police. The cases comprised 37 crimes and five incidents.
HMICFRS interviews and focus groups	Inspection officers conducted one-to-one interviews with officers of different ranks. Focus groups were also held.
Home Office data on victim gender	Data on the volume of S&H crimes and outcomes disaggregated by victim gender was provided by the Home Office data hub for Sussex Police. This is unpublished data.
Home Office data on domestic-abuse stalking and harassment crimes	Data on the volume of S&H crimes that involved domestic abuse was provided by the Home Office data hub for Sussex Police. The average number of such crimes that were domestic abuse-related across all forces in England and Wales was also provided. This is unpublished data.

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PERFORMANCE & ACCOUNTABILITY MEETING

DATE: 12 April 2019

LOCATION: Office of the Sussex Police & Crime Commissioner, Sackville House, Lewes

PRESENT: Police & Crime Commissioner – Katy Bourne (KB)
Chief Executive Officer – Mark Streater (MS)
Chief Constable – Giles York (GY)
Deputy Chief Constable – Jo Shiner (JS)
Executive Director of Commercial and Financial Services – Peter Gillett (PG)
Digital Content Officer – Sammi Carwardine (webcasting)
Senior Communications Manager – Mandy Jameson (observing)
Head of Performance – Graham Kane (minutes)

HMICFRS – HARASSMENT AND STALKING INSPECTION

Last year, I commissioned Her Majesty's Inspectorate of Constabulary and Fire & Rescue Service (HMICFRS) to undertake a thematic inspection into the Sussex Police response to stalking and harassment. The inspection report was published earlier this week.

- A. How have you reflected on the findings of the report?
- B. HMICFRS highlighted that whilst the Force is "increasingly accurate in the identification and recording of stalking offences" there were still many aspects of the recording process that were inadequate. How is this being addressed?
- C. HMICFRS were "disappointed" to understand that the Force does not make risk-assessments for stalking and harassment cases if they do not relate to domestic abuse. Are you concerned that the identification of risks and the safeguarding of victims might not be as consistent as they possibly could be?
- D. The report recognised that Sussex Police treat breaches of restraining orders in isolation and that there is little guidance to help officers to understand that breaches might be a continuation and escalation of the behaviour the order was originally imposed for. What are your thoughts on this?
- E. The report also found that Sussex Police did not use the 'power of entry and search' to gather evidence and build strong cases against perpetrators as often as they could. Are you concerned that previous stalking investigations may not have been as thorough, without the use of these powers?
- F. HMICFRS found that inconsistent processes for referring victims to the specialist stalking support service existed. Do you agree that opportunities to refer victims are potentially being missed and what is Sussex Police doing to increase the number of referrals made to this specialist service?
- G. The report identified a number of local and national causes of concern, recommendations and areas for improvement. What plans are in place to ensure that each of these is progressed within the prescribed timescales?
- H. Today is the last day of National Stalking Awareness Week 2019. What has Sussex Police done to raise awareness, empower and support victims to report these crimes as part of this campaign?

GY reflected on the content of the report as "hard reading" in respect of the number of additional responsibilities that are placed on the Force and the changes that are still required by Sussex Police a year after HMICFRS published their previous report into the policing response to harassment and stalking.

The Chief Constable reiterated the apologies made to victims of stalking and their families previously who have been let down by the Sussex Police response. The Force has learnt lessons from these past mistakes and is now in a much better position to understand and respond to reports of stalking offences. Sussex Police is actively seeking to recover service where victims are making further contact with the Force.

Sussex Police can also take some encouragement from the report in respect of the progress and improvements that have been made by the Force. This also provides an "incredibly useful benchmark" when compared with the performance of other police force areas in England and Wales. Sussex Police has already adopted some of the new material that has been produced by the College of Policing (CoP) in this area. GY will also ask for agenda item at a forthcoming National Police Chief's Council (NPCC) meeting to emphasise the importance of all forces working towards the nationally identified priorities.

It was highlighted that whilst a very different approach now exists across the Force, there are still a number of changes required. The Chief Constable and his senior team remain "absolutely committed" to continuing to improving the journey and experience of victims and to holding offenders to account for these behaviours and crimes.

The HMICFRS report recognised that stalking and harassment crimes can be complex. This is because whilst there is a definition for harassment, there is no definition that exists for stalking. This makes it difficult to prove an offence has taken place in law and can be confusing for police officers and the Crown Prosecution Service (CPS). The Chief Constable confirmed that the accurate recording of these offences remains "critical" because this sets the baseline for how the Force will respond and the level of service the victim will receive. Further work is required to resolve some of the confusion in place around the Home Office recording rules for these offences.

Another challenge for Sussex Police in the recording process is to understand exactly what has happened, particularly when the individuals concerned may have complex relationships, history and emotional connections. The investigating officers need to understand the circumstances around what has happened and seek clarity in the law before any decision can be taken as to whether to record an offence or not. The victims must always be placed at the heart of these recording decisions.

The report recognised that whilst Sussex Police has made "several positive changes" to improve the policing response, the Force does not make risk-assessments for stalking and harassment cases if they do not relate to domestic abuse. This was identified as a "gap" by HMICFRS because Sussex Police does not make a judgement as to whether a case is low, medium or high risk, as part of their assessment. In an attempt to close this gap, the Force is proposing changes to an existing screening form and process to identify stalking behaviours, known as an S-DASH. This is being taken to the Vulnerability Board for a decision next week.

The Chief Constable confirmed that breaches of restraining orders and/or injunctions are recognised to be a national issue in England and Wales. If the breach of an injunction is in line with the original behaviour, then it should be seen as a continuation of the stalking or harassment behaviour. If the breach of an injunction relates to something completely different, then it should be seen as an offence in isolation. It was also recognised that the Home Office guidance is confusing in this area because this states that the predominant offence is the breach and does not necessarily consider the full previous offending history. Sussex Police is seeking to influence and change this guidance.

GY confirmed that whilst there are a number of powers of search available to police forces in England and Wales, the police need justification and grounds in order to carry out these searches, in the first instance, based on the individual circumstances of each case. The Force is currently revisiting the training that is provided to officers regarding these powers.

The Chief Constable stated that he did not recognise the inconsistent processes for referring victims to the specialist stalking support service, Veritas Justice, highlighted in the report. It was confirmed that every victim of crime in Sussex is referred to Victim Support, in the first instance, unless they confirm that they do not want this support. It was, however, reported that only one in 10 victims of stalking and harassment currently take up this offer of support. The Force is also introducing a new procedure into the risk assessment process to confirm that they have asked the question to the victim, together with recording the answer given, when someone is identified as being vulnerable.

GY confirmed that each of the local recommendations highlighted in the report has been used to enhance the existing stalking and harassment improvement plan. These will be prioritised within the timescales set out by HMICRFS. Sussex Police will also work closely with the CoP and the NPCC to influence the national recommendations.

The report recognised that 99% of Prevention officers had received the enhanced stalking training. The Chief Constable was reassured by this because these are the officers that will be responding to and investigating the vast majority of stalking and harassment offences. It was also emphasised that this training was delivered in partnership with other agencies from within the criminal justice system too, including the CPS and Probation, to give them a greater understanding of the complexities involved.

Sussex Police supported the National Stalking Awareness Week which ran between 8 and 12 April 2019 through positive engagement on social media. The Force encouraged individuals to report instances of stalking and harassment to the police as part of this campaign because this information and intelligence is required in order to provide an efficient and effective policing response.

CROSS-BORDER COOPERATION

Criminals do not respect traditional borders and will often carry out their activities across multiple police force areas.

A. How do police forces cooperate in respect of cross-border operations?

B. Who retains overall control and accountability of the policing operations – both when Sussex Police is policing in neighbouring counties and, vice-versa, when neighbouring forces are policing in Sussex?

C. Are there national guidelines and standards that all police force areas are trained to in order to ensure a consistent approach exists?

D. How does interoperability improve the effectiveness of the cooperation between police force areas?

JS confirmed that good and effective relationships exist between Sussex Police and the other four areas that border the county: Hampshire, Kent, Surrey and Thames Valley. It was emphasised that this cooperation also extends to police forces beyond the immediate borders of Sussex, throughout England and Wales.

Sussex Police cooperate openly and fully with other police force areas through a nationally agreed structure to ensure that these relationships are as effective as possible. The Deputy Chief Constable confirmed that all police forces in England and Wales use the National Intelligence Model (NIM) to ensure that a consistent approach to sharing information exists.

The Force also cooperates with other agencies that work across borders, including Neighbourhood Watch, to obtain, gather and share local intelligence.

The control and overall accountability of a policing operation is determined on a case-by-case basis, taking considerations into account about who is the best placed force to respond to a particular crime type, who has the appropriate resources available and who has the greatest likelihood of securing a detection or conviction. The best interests of the victim will always remain at the heart of any decision-making in this area.

There is clear guidance and practice in place for any cross-border operations that involve the use of armed or offensive weapons. This Authorised Professional Practice (APP) is adhered to by all police forces in England and Wales and sets out who will manage and control an operation and make decisions regarding the tactics that are used.

The Chief Constable of a geographic police force area will maintain overall control and ownership of a policing operation. For example, in respect of a road traffic pursuit, well rehearsed plans and procedures are in place to command those resources on the ground. This command and control structure will transfer to the relevant Chief Constable once the pursuit crosses a geographic border.

The Joint Emergency Services Interoperability Principles (JESIP) set out the required skills to command and control major incidents, into the business of the emergency services and wider responders. It was emphasised that all police officers are trained to a set of national standards and regularly work together with other officers from different police force areas. Sussex Police also works with other emergency service providers, including the South East Coast Ambulance Service (SECAmb), East Sussex Fire & Rescue Service and West Sussex Fire & Rescue Service. Debriefs take place routinely after collaborative operations to ensure that the response provided is as efficient and effective as it can be. The JESIP seek to improve the effectiveness of the cooperation that exists between these emergency service providers.

POLICE USE OF PRE-CHARGE BAIL

In April 2017, changes were made to pre-charge bail as part of the Policing and Crime Act 2017. The main change implemented was that there is now a presumption of release without bail, unless necessity criteria are met.

A. What impact have these changes to pre-charge bail had on Sussex Police?

B. For the benefit of the viewers, can you explain what it means to be 'released under investigation', what are the processes in place for managing individuals RUI and how are the safeguarding responsibilities satisfied for victims?

C. How many individuals were RUI by Sussex Police in 2018 and has this increased the overall time taken pre-charge?

D. What impact is the combination of greater disclosure demands, changes to pre-charge bail and those RUI having on partner agencies and the timeliness in which cases are taking to get to court?

JS confirmed that Sussex Police made a number of changes to their practices following the legislative changes to pre-charge bail in April 2017. The Force assesses every case on its own merits and ensures that appropriate safeguarding arrangements are in place for victims before any individuals are released from police custody. The decisions about whether to release an individual under investigation, bail or bail with conditions are subject to well rehearsed procedures.

The Deputy Chief Constable summarised the processes in place for managing those individuals RUI, whilst simultaneously safeguarding the victims. Following the initial arrest of an individual they are taken to police custody and the standard custody processes are explained to them before a decision is made about whether to release them under investigation or through bail.

The specific nature of the offence, availability of any witnesses and the vulnerability of the victim are all safeguarding concerns that will be taken into consideration when making a decision about whether the necessity and proportionality criteria to bail an individual are met. If no concerns exist then an individual will be RUI but, where concerns do exist, bail will be imposed (either with or without conditions) in order to safeguard the victim and/or witnesses.

It was highlighted that across 2018/19, 23,122 individuals were RUI – this equated to 34%. This also compared favourably with the 33% of individuals RUI in 2017/18. This is in line with the performance demonstrated by other police force areas in England and Wales in respect of RUI.

The changes to pre-charge bail have provided police officers with more opportunities and incentives to carry out enhanced investigations whilst individuals are still in police custody. The Deputy Chief Constable concluded that it is too early to confirm whether the legislative changes have had any impact on the time taken pre-charge. This area remains subject to ongoing work nationally.

Sussex Police has maintained a consistent approach in terms of the time it takes to get cases to court in light of the greater disclosure demands, changes to pre-charge bail and those RUI. This is attributed to the enhancements that have been made to file quality, together with maximising the opportunities to improve the investigations, prior to individuals being charged.

The Force has also noted improved levels of performance in some of the areas monitored by the CPS, particularly in respect of a greater number of guilty pleas being recorded. In particular, it was highlighted that guilty pleas at the first-hearing at the Magistrates' Court equate to 75% of all cases and 46% for cases heard at the Crown Court. This has resulted in conviction rates increasing to more than 80% on further hearings at the Crown Court.

SUSSEX POLICE BUDGET 2018/19

I provided a gross budget of £297m for policing in 2018/19. Whilst the majority of that budget was spent on employee costs, some £65m was planned to be invested in buildings and premises, transport, supplies and services and other costs.

A. What was the forecast value of savings in 2018/19 and what were the key areas in which these were found?

B. Sussex and Surrey Police have been collaborating for a number of years now with closely aligned teams, process and standards. What assurances can you provide that all costs and savings are appropriately shared between the two forces?

C. Sussex Police has issued over 2,000 Mobile Data Terminals to officers using some of the best equipment available in the UK. What is the total cost of these MDTs and what financial and other benefits have been realised to date?

D. How and where is Sussex Police making efficiencies on its premises and transport costs and what are the financial and other benefits of these?

E. What investment has been or is planned to develop and maintain the financial skills of police officers and staff within the Force?

PG confirmed that Sussex Police achieved budget savings of £11.9 million across 2018/19. A total of £9.2 million of these savings were realised from changes that were made to the Local Policing Model in 2017/18 and the introduction of the Sussex Police Transformation Strategy 2018/22. The balance of these savings (£2.7 million) was achieved through efficiency savings relating to the Sussex Police estate and through collaborated services with Surrey Police. This has provided the Force with a positive position to build on in future years.

Sussex Police and Surrey Police share a number of collaborated services. The costs for these services are generally split between the two force areas as follows: 55% Sussex and 45% Surrey. This approach has been externally validated. The significance of having effective governance arrangements in place to support this collaboration was highlighted. This includes the provision of formal Section 22 Agreements, signed by both Chief Constables and Police & Crime Commissioners, setting out the methodology for sharing these costs and ensuring that an appropriate level of legal cover exists. It was highlighted that the 55%/45% split will not be used where other more appropriate cost drivers exist, such as fleet. In this situation, the number of vehicles for both forces is known so any translatable costs are apportioned on this basis instead.

PG explained that his role as Executive Director of Commercial and Financial Services sits across both police force areas and that he works closely with the Chief Finance Officer within the Office of the Sussex Police & Crime Commissioner and his counterpart in Surrey. A statement of the collaborated costs is produced, presented and reviewed on a regular basis at the Financial Planning and Performance Board. These collaborated costs are also formally reviewed and signed-off in the annual Statement of Accounts.

It was recognised that the Force has provided more than 2,000 Mobile Data Terminals (MDTs) to all frontline police officers to ensure that they have access to the information they need as and when they need it. The total cost of leasing the MDT handsets is approximately £700,000 a year, together with a cost of £8,000 per month for operating the Pronto system – this is equivalent to £320 per device, per year. The use of MDTs has contributed towards estimated savings of at least 45 minutes per officer, per shift. The number of officers using these MDTs is continuing to increase. This improving trend is attributed to positive changes that have been made in respect of leadership, direction and culture. A commitment to drive forward further efficiency savings in this area was made including plans to look at associated products, such as provisions for taking biometric fingerprints on these devices. PG agreed to share some further information with KB about the use of MDTs in Sussex.

Sussex Police and Surrey Police operate a Joint Transport Service across both police force areas. It was highlighted that the Sussex Police vehicle fleet drives more than 13 million miles a year to deliver policing services across the county. Both forces are currently in the process of installing and rolling out a telematics solution in each of their vehicles throughout 2019/20 to enable them to review more effectively where their vehicles are, how they are being used and understand driver behaviour better. The Force expects to make efficiency savings of at least 1p per mile, equating to savings of approximately £100,000 a year.

The Joint Transport Service also has 60 electric vehicles, shared equally across both police force areas. The Force will soon be completing an evaluation process to understand the benefits these electric vehicles have demonstrated, both financially and operationally. These vehicles are expected to contribute savings of approximately £120,000 a year. The Force is currently in the process of trialling two hydrogen powered vehicles too.

The Executive Director of Commercial and Financial Services confirmed that Sussex Police has embarked on a programme to install Light-Emitting Diode (LED) lighting across all premises and estate, together with the installation of solar panels and closer monitoring of CO2 consumption. This has contributed to reductions in heating bills by more than 8%, electricity bills by more the 12% and overall energy consumption by 10% – this has resulted in combined savings of approximately £200,000 a year.

In addition, the Force has looked at further opportunities to increase rental income where partners share buildings within the Sussex Police estate and through the sale of found property and from property confiscated by court orders. The Force is continuing to look at each of these areas to ascertain where further efficiency savings can be made to support further reinvestment in frontline police officers and staff.

Sussex Police is continuously seeking to improve and develop the financial management skills of serving police officers and staff. It was emphasised that the Force is currently piloting a NPCC initiative to Achieve Finance Excellence in Policing to ensure that an appropriate level of skill, governance and structure exists across the organisation. A key element of this work involves a third-party Financial Management Capability Review by the Chartered Institute of Public Finance and Accountancy (CIPFA). The Force is also seeking to upskill further the Finance Business Partners through a formal qualification to improve their understanding of the strategic needs of the Force and to develop them as budget holders and future leaders.

ACTION: PG agreed to share some further information with KB about the use of Mobile Data Terminals in Sussex.

CODE OF PRACTICE FOR VICTIMS OF CRIME

The Code of Practice for Victims of Crime sets out a number of key entitlements that all victims of crime are entitled to.

- A. How does Sussex Police adhere to the Code of Practice for Victims of Crime?**
- B. For the benefit of the viewers, can you explain what the process looks like for referring victims of crime to appropriate support services?**
- C. How do police officers and staff keep victims of crime informed about police investigations, including whether a suspect has been arrested and charged and whether any bail conditions have been imposed?**
- D. How do you monitor officer and staff compliance with these processes?**
- E. Every victim has a right to make a Victim Personal Statement to explain how the crime has affected them. How do Sussex Police encourage victims to make these statements and how are they then used in the criminal justice process?**

GY confirmed that Sussex Police has automated systems and processes in place to meet the varied, individual and changing needs of victims of crime. This consistent approach involves the completion of standardised forms that then automatically trigger access to the services required by the victim, as appropriate.

It was highlighted that the responsibility for providing support to victims of crime remains with the investigating police officer whilst the case progresses, up until the point that a suspect is formally charged. Every victim of crime in Sussex will also be asked whether they would be happy to be referred to Victim Support, the organisation responsible for supporting victims of crime in Sussex, in the first instance.

The Chief Constable provided KB with assurances that each of the investigating officers within Sussex Police is aware of the Code of Practice and the key entitlements for victims of crime contained within it. It is the responsibility of the officer to explain the options available to the victim, to listen to their replies and to support these needs in the most appropriate way.

This should include the creation of an individual victim contract, setting out the frequency of the updates required by the victim, the regularity that it will be refreshed and the frequency that it should be reviewed by a supervisor. The contract should set out the process for providing significant updates, including whether a suspect has been arrested and charged and whether any bail conditions have been imposed. It was also emphasised that there should be a maximum of 28 days between the updates provided by the officer to the victim.

The Chief Constable is satisfied that routine supervision by first-line managers, together with dip-checking the satisfaction of victims, ensures that these processes are adhered to by all officers and staff.

The responsibility for keeping a victim updated transfers to the Witness Care Unit (WCU) once a suspect has been charged. If a guilty plea is anticipated, the WCU will explain to the victim what the process is, what is required from them and the date of the trial. After the case has been to court, further contact with the victim will be made, updating them on the outcome. For not guilty pleas, the process will again be explained to victim, together with providing them with an opportunity to visit the court beforehand (if it is likely they will be called as a witness) and to establish whether any special measures are required.

GY is confident that Sussex Police routinely offer victims of crime the opportunity to make a Victim Personal Statement (VPS), particularly once a case reaches court, to explain further how the crime has affected them. This includes the entitlement to read a VPS aloud or have it read aloud on your behalf, if a defendant is found guilty at court.

Katy Bourne
Sussex Police & Crime Commissioner

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**Sussex
Police & Crime
Commissioner**

Ms Zoe Billingham
HM Inspector of Constabulary
Her Majesty's Inspectorate of Constabulary and Fire & Rescue Service
6th Floor – Globe House
89 Eccleston Square
London
SW1V 1PN

24 May 2019

Dear Zoe

HMICFRS – Stalking and Harassment Inspection

I write in respect of the recently published findings for Sussex Police in the stalking and harassment inspection. I welcome the opportunity to comment on Her Majesty's Inspectorate of Constabulary and Fire & Rescue Services (HMICFRS) report and have carefully studied its findings and recommendations.

I commissioned HMICFRS to undertake the inspection in order to provide me with independent, external scrutiny and a unique opportunity to review the progress Sussex Police has made in its response to stalking and harassment.

I am pleased that HMICFRS acknowledged "several positive changes" that have been made by Sussex Police in this area including: the use of stalking 'flags'; providing an enhanced service to 'high-risk' stalking victims through the Cyber-Crime Unit; stopping the use of Police Information Notices (PINs) for all cases of stalking and harassment; using Stalking Ambassadors and including stalking crimes in the Daily Management Meeting processes.

However, it is clear there is much more that Sussex Police can do if victims of stalking are to receive the service I firmly believe they deserve. The HMICFRS report clearly demonstrated that the Force is committed to a journey of improvement but it is also worth emphasising that Sussex Police is probably further down that path than many other police force areas in England and Wales.

The report recognised that whilst the policing response has improved, the Force does not make risk-assessments for stalking and harassment cases if they do not relate to domestic abuse. The Force is proposing changes to an existing screening form and process to identify stalking behaviours, known as an S-DASH, and I am hopeful that the introduction of this change in process in Sussex should work towards closing this gap.

Agenda Item 9

Appendix 3

Katy Bourne

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I am also reassured the report recognised that 99% of Prevention officers had received the enhanced stalking training, delivered in partnership with other agencies within the criminal justice system. These are the officers that respond to and investigate the vast majority of stalking and harassment offences and this joined-up training should contribute towards a greater understanding of the complexities involved and a more consistent response.

The report highlighted inconsistent processes for referring victims to our specialist stalking support service, Veritas Justice. The Chief Constable and I were surprised by this concern as every victim of crime in Sussex is referred to Victim Support, in the first instance, unless they specifically confirm that they do not want this support. Even though only one in 10 victims of stalking and harassment currently take up this offer of support, I am confident that the offer is always made to the victim by Sussex Police.

As always, I discussed the content of the report with the Chief Constable at our webcast monthly Performance & Accountability Meeting (PAM) on 12 April 2019. The Chief Constable gave me strong assurances that both he and his senior management team remain "absolutely committed" to continuing to improve the journey and experience of victims and to holding offenders to account for these behaviours and crimes.

The Chief Constable confirmed that each of the local recommendations highlighted in the report has been used to enhance the existing Stalking and Harassment Improvement Plan and will be prioritised within the timescales set out by HMICFRS. Sussex Police will also work closely with the College of Policing and the National Police Chiefs' Council to seek to influence the national recommendations. This PAM session is archived and can be viewed on my website using the following link: www.sussex-pcc.gov.uk/get-involved/webcasting/

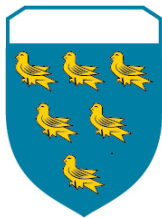
I received a positive and receptive response to the findings of the report from those present at a policy roundtable I organised last month and I have already had commitments from fellow PCCs to start their individual forces on their own journey of improvement in this area. I am due to present our collective thoughts and recommendations to Ministers shortly.

Sussex Police and I supported the National Stalking Awareness Week to raise awareness of stalking as a crime. This is important because more victims need to be able to join the dots and recognise for themselves that, if they are experiencing behaviour that is Fixated, Obsessive, Unwanted or Repeated (FOUR), they are in fact being stalked and should report this to the police. I was particularly pleased to note that the College of Policing has now adopted my FOUR acronym to describe and recognise stalking behaviour.

I will continue to closely monitor the progress of Sussex Police in this area.

Yours sincerely

Katy Bourne
Sussex Police & Crime Commissioner



Sussex Police and Crime Panel

28 June 2019

Annual Report from the Host Authority

Report by The Clerk to Sussex Police and Crime Panel

1. Background

- 1.1 The Panel incurred the costs below in respect of its operation in the period 1 April 2018 to 31 March 2019.

- £69,630 for administrative expenses.
- £1,899 for members' expenses.

Total: £71,529

In line with the terms of the grant, the Host Authority (West Sussex County Council) submitted a claim for this amount in April 2019.

- 1.2 The Panel considers a summary of its operating costs every year, at its Annual Meeting. A breakdown of expenses can be found on the Panel's webpage: www.westsussex.gov.uk/pcp.

2. Discussion

- 2.1 The Panel met formally four times in 2018/19.
- 2.2 At its Meeting in April 2018 the Panel scrutinised the Sussex Police 2018/22 Transformation Strategy, and how Sussex Police were spending the additional spending approved by the Commissioner. Members were particularly interested in work to address issues commonly raised by residents - the visible policing presence, road safety and enforcement, and public confidence in reporting crimes, and whether the Commissioner was satisfied with progress.
- 2.3 At its 2018 Annual Meeting, the Panel undertook its statutory duty to scrutinise the Commissioner's Annual Report, under the four strands of the Police and Crime Plan. Members explored the flexibility inherent in the Medium Term Financial Strategy to accommodate, for example, increased demand from new housing. The work and limited-term nature of the Commissioner's Youth Commission was considered, and its impact on Sussex Police's policies and practices. The impact of cuts in funding to partners was also recognised as a concern, further highlighting the importance of partnership working.

Agenda Item 2.4 The Panel received an update report on the Commissioner's role in Sussex Police's work to improve the BME and gender balance within the force. The Panel had originally looked into this issue after Home Office data ranked Sussex Police 35th of 43 for black and minority ethnic representation among forces in England and Wales. Significant effort had gone into addressing disparities, and there had been encouraging signs following a campaign in winter 2018, but it could not be yet said that the make-up of the workforce reflected that of the Sussex population.

- 2.5 The Panel worked with the Commissioner's officers, in Working Group meetings, to consider development of the 2019/20 budget and precept. The Group shifted its focus somewhat from previous years and also examined how funds raised from previous precept increases had been spent, and the progress in implemented the associated plans/projects.

Meetings were held in different locations within Sussex Police's estate, to allow the Group to observe at first-hand how capital funds had previously been invested. At the Crawley Down Workshop the Group considered the efficiencies delivered through the Joint Transport Service and Investment Strategy. At the Training Facility at Kingstanding, the Group considered the benefits of investment in training, which included revenue-raising opportunities.

The precept increase for 2018/19 had in the main been intended to fund the Transformation Strategy 2018/22, which aimed to recruit 800 new police officers by 2022. The Group looked in detail at the challenges this presented, the plans and resources put in place to address these, informed by a presentation by the Director of People Services for Sussex Police. Other issues the Group considered included:

- The Implementation of Force Management Statements
- Value for Money Profiles
- Income Generating Opportunities
- Assumptions underlying the Medium Term Financial Strategy
- The National Policing Grant Settlement
- Precept Consultation
- Precept Options

The Group made numerous comments to guide the Commissioner's office in their decision-making.

- 2.6 Informed by the Working Group's final report, the Panel reviewed and supported the PCC's proposed precept in February 2019, while stressing the significant concerns raised by residents across Sussex in respect of a visible policing presence and ongoing problems with the Contact Centre.
- 2.7 The chairmen and vice chairmen from Sussex, Surrey, Hampshire and Thames Valley Police and Crime Panels wrote jointly to their respective Commissioners to raise concerns about how their Panels could undertake their statutory scrutiny roles in respect of work being undertaken collaboratively by the four forces.
- 2.8 New members of the Panel undertook a tour of Sussex Police's Contact Centre in autumn 2018.
- 2.9 The Panel commissioned a new website, which does not present residents with the branding of the host authority. The website will "go live" once the

Panel has confirmed its membership for 2019/20 (under other agenda item 10 agenda).

Funding for 2019/2020

- 2.10 The Home Office has confirmed that funding will remain unchanged for 2019/20, comprising £53,300 for Panel administration costs, and up to £18,400 (20 x £920), available for members' allowable expenses. The two sums are not ring-fenced.
- 2.11 The funding will be paid in arrears, in six-monthly instalments. The PCP must publish details of all Panel expenditure, including administration costs and individual Panel member claims for expenses, on its website. Per para 1.2, the Panel has complied with this requirement.
- 2.12 It is anticipated that the staff costs of administering the Panel will be achieved within the envelope of funding provided by the Home Office for the forthcoming year.

3. Resource Implications and Value for Money

- 3.1 The Constitution of Sussex Police and Crime Panel states that its total running costs shall be contained within the funding provided by the Home Office.

4. Risk Management Implications

- 4.1 None

5. Other Considerations – Equality – Crime Reduction – Human Rights

- 5.1 Not applicable

Tony Kershaw

Clerk to Sussex Police and Crime Panel

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