

MANAGEMENT OF REPEAT CONTACT POLICY
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Owning Department: Community Safety, CPC

Department SPOC: Neighbourhood Policing Sgt

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Legal Basis

Legislation specific to the subject of this policy document:

- Malicious Communications Act 1988 (Section 1)
- Communications Act 2003 (Section 127)
- Anti-Social Behaviour, Crime and Policing Act 2014 (Sections 43-58)
- Protection from Harassment Act 1997 (Section 2)
- Criminal Law Act 1967 (Section 5, Sub 2)

Other relevant legislation which you must check this document against (required by law)

- [Human Rights Act 1998 \(in particular A.14 – Prohibition of discrimination\)](#)
- [Equality Act 2010](#)
- [Crime and Disorder Act 1998](#)
- [Health and Safety at Work etc. Act 1974 and associated Regulations](#)
- [General Data Protection Regulation \(GDPR\) and Data Protection Act 2018](#)
- [Freedom of Information Act 2000](#)
- [The Civil Contingencies Act 2004](#)

Other documentation which you must check this document against:

- [College of Policing – Code of Ethics](#)
- [Norfolk and Suffolk Constabularies' Standards of Professional Behaviour](#)
- [College of Policing – Authorised Professional Practice](#)
- IOPC Statutory Guidance on The Police Complaints System 2020
- Public Complaints Policy
- Crime Allocation Procedure

1. Introduction

- 1.1 This policy sets out Norfolk Constabulary's process for handling repeat unreasonable and unacceptable contact by members of the public.
- 1.2 Repeat unreasonable and unacceptable contact can be made via any means including phone, email, letter, in person and online messaging platforms. There are many reasons why members of the public might contact Norfolk Constabulary on a frequent basis. This policy is focussed

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on people who make contact with Norfolk Constabulary on a repeat and persistent basis for no apparent policing reason or purpose, including individuals who make improper use of the public electronic communication network. Refer to Section 127 subsections 1 and 2 of the Communications Act 2003, Section 1 of the Malicious Communications Act 1988, Section 5 subsection 2 of the Criminal Law Act 1967 and Section 2 of the Protection from Harassment Act 1997.

- 1.3 There is no formal definition of persistent/repeat contact. The management of each case will therefore be based on subjective judgement being guided by the legislation as referenced within this policy. Each case needs to be judged on a case-by-case basis.

2. Aims

- 2.1 The aim of this policy is to improve the effectiveness of how Norfolk Constabulary recognises and responds to repeat contact from members of the public, working in partnership with other agencies to identify and appropriately manage risk, vulnerabilities, and reduce demand. To achieve this contact should be made with the local OPT.
- 2.2 Norfolk Constabulary supports the use of enforcement powers as set out within this policy when appropriate and proportionate, however, such use will influence public confidence and should be carefully considered before any action is taken as outlined with the law reference in paragraph 1.2 above.

3. Statement of Policy

- 3.1 This policy has been formally agreed via the approved policy development/review process. It will be maintained by the Neighbourhood Policing team within the Community Safety department in conjunction with the Central Policy Unit.
- 3.2 This policy is intended to promote equality, eliminate unlawful discrimination, and actively promote good relations regardless of age, disability, gender reassignment, marriage or civil partnership, pregnancy and maternity, race, religion or belief, sex, sexual orientation, economic or family status.

4. Applicability

- 4.1 Unless otherwise stated, this policy applies to all police officers (including officers of the Special Constabulary) and all members of police staff (including police support volunteers).

5. Ethos

- 5.1 The Constabulary will ensure that a fair, consistent, transparent, and proportionate approach is taken when dealing with people who make repeat contact into the force.

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6. Regular Contact into CCR

- 6.1 The Contact and Control Room (CCR) has an overarching responsibility to answer emergency 999 calls made within the Norfolk area requesting "Police" and to answer calls made through the 101 network.
- 6.2 Norfolk Constabulary routinely take calls through the 999/101 network plus emails and online chats from individuals who make repeated and/or nuisance calls where there is no apparent genuine need or purpose for contacting the police – these can be placed under the following two categories: 'PS37 Hoax' or 'PS37A Mental Ill Health'.
- 6.3 If a repeat contact has a genuine call for service, or a breach of order (Community Protection Warning/Criminal Behaviour Order) is identified, CCR will THRIVE the call, in line with their agreed processes, giving consideration to the Anti-Social Behaviour Act 2014.
- 6.4 If an individual calls 101 or 999 and is identified as calling for a non-policing purpose, the controller will THRIVE the call and complete relevant checks, including for CAD markers. The controller will create a grade D non-attendance CAD. When an individual contacts the police and there is a requirement under the National Standards of Incident Recording (NSIR) or the National Crime Recording Standards (NCRS) to create a report, the call agent will create an incident log (CAD). The creation of a CAD will enable the call agent to; check previous calls, associated Object Markers, Telephone Markers, and any linked response plan. It will also activate any associated call script which the call agent has to complete.
- 6.5 In the event an individual repeatedly contacts the CCR, the call agent will generate a new CAD incident for each contact. Repeated contact will be further risk assessed using THRIVE and the CCR Prioritisation of Demand and Call Grading. If the repeated contact is for a non-policing purpose, the reported incident will be graded D for non-deployment. If CAD incidents have been made repeatedly in the last 24hrs, previous calls will highlight red thus indicating recent contact.
- 6.6 If any crime is identified, the controller will THRIVE appropriately and apply the correct grading to the CAD.
- 6.7 Any crime identified will be recorded on Athena by the appropriate resource in line with National Crime Recording Standards, for allocation as per the Crime Allocation procedure.
- 6.8 The CCR and CPC have access to the Norfolk and Suffolk Foundation Trust (NSFT) First Response line. This service provides professional partners with advice or guidance from mental health professionals.
- 6.9 The CCR Switchboard receive monthly data of repeated contact from individuals and businesses/organisations who have contacted the police on 999 or 101. This data is disseminated to OPT's and SNT's for review and intervention. It is important to note that the data set does not include digital

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demand and does not solely relate to hoax/nuisance callers. This data will also include repeat victims of crime and domestic abuse.

- 6.10 If a crime has been committed and needs to be recorded, the CCR will attempt to support the OIC by downloading the call and providing an MG11 as soon as practicable. For non-urgent requests, the CCR Systems Support Team can assist with the downloading of any call recording.
- 6.11 OPT will conduct regular checks on a monthly basis, using the repeat caller dashboard which shows the data of calls into Norfolk Constabulary.
- 6.12 OPT will identify any repeat callers and deal with appropriately, linking in with both internal and external stakeholders.

7. Regular contact with Professional Standards Department (PSD)

- 7.1 Within PSD, a repeat contact is also known as a 'frequent service user'.
- 7.2 A weekly meeting is held within PSD to identify any service users who are making frequent contact, creating additional demand on resources by their unacceptable or unreasonable behaviour. An initial discussion will take place to determine if the contact meets the threshold to consider a communications strategy (refer to paragraph 7.7).
- 7.3 A PSD SPOC to be considered for the frequent service user. This means a continuity approach can be given to the frequent service user.
- 7.4 If a person is making frequent contact and this is deemed to be unreasonable or unacceptable, the PSD SPOC will set out clear and documented boundaries in a communications strategy.
- 7.5 A communication strategy will set out how and when the frequent service user can contact PSD. If a decision is made to apply a communications strategy this has oversight and is signed off by the appropriate authority. The communications strategy is then shared with the frequent service user, subject to the harm test.
- 7.6 If a communication strategy is being considered, the PSD SPOC is to consider speaking with the following departments:
 - Local area SNT
 - Local OPT
 - MASH
- 7.7 A communication strategy could consist of the following (this list is not exhaustive):
 - Information and intelligence known about the situation.
 - Risk/threat assessment and working strategy.

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- Proposed strategies and options to manage the contact, which may include:
 - Frequency of contact
 - Mode of contact
 - Allocation of SPOC
 - Use of an Advocate
 - Blocking email addresses or other communication channels should only be considered as a last resort.
- 7.8 If contact continues by this person, consider if this is a criminal offence as per legislation outlined at paragraph 1.2.
- 7.9 If the person is out of county, then contact is to be made with the local force for appropriate action to be taken.
- 7.10 If the Frequent Service User is also creating unreasonable demand on Local area SNT or OPT, a joined up problem solving approach will be taken, led by the local OPT or SNT, in conjunction with the Community Safety Problem Solving Team, if assistance is needed.

8. Outcome

- 8.1 There is nothing within this policy that directs specific interventions with regards to individuals, however, a range of options should be considered to seek reduction in contact, such as:
 - Partnership approach
 - Problem solving plans
 - Words of advice
 - Warning letters around continued contact
 - Community Protection Warnings/Community Protection Notices issued around the contact
 - Out of court disposals
 - Prosecution through the criminal justice system
 - Criminal Behaviour Orders
 - Civil Preventative Orders
- 8.2 The local OPT works with a wide range of partners and consideration should be given to liaise with the local OPT.
- 8.3 For more information and support visit the Repeat Callers/Contact intranet page.

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Appendix A – Explanation of orders

These are an example and brief explanation of some of the orders and legislation that may apply; it is not an exhaustive list or detailed description.

Advice can be sought through the force Legal Service department around any interventions.

Legislation – Anti-Social Behaviour, Crime and Policing Act 2014

Community protection warning

This can be issued to a person 16 years of age or older or a business with conditions to stop their behaviour. It can also have conditions to change their behaviour which could be positive conditions. The test to issue the CPW is: Does the behaviour have a detrimental effect on the quality of life of those in the locality, be of a persistent or continuing nature and be unreasonable? It is important that any CPW issued has an end date.

Community protection notice

This should be issued when there has been a breach to the community protection warning. The same applies as above however any breach is a criminal offence.

Criminal behaviour order

This intervention is available on criminal conviction at any criminal court. The test for this is: The court must be satisfied beyond reasonable doubt that the offender has caused or was likely to cause harassment, alarm or distress to any person and that making the order will help prevent the offender from engaging in such behaviour.

Civil Injunctions

A court can grant a civil injunction against a person aged 10 or over if two conditions are met:

1. That the court is satisfied, on the balance of probabilities, that the respondent has engaged or threatens to engage in anti-social behaviour.
2. That the court considers it just and convenient to grant the injunction for the purpose of preventing the respondent from engaging in anti-social behaviour.

An injunction under this section may for the purpose of preventing the respondent from engaging in anti-social behaviour:

- Prohibit the respondent from doing anything described in the injunction;
- Require the respondent to do anything described in the injunction.

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