Economic Note	Number: HO EN 1034
Title of regulatory proposal	Strengthening Stalking Protection Orders
Lead Department/Agency	Home Office
Expected date of implementation	April 2026
Origin	Domestic
Date	17/03/2026
Lead Departmental Contact	crimeandpolicingbillteam@homeoffice.gov.uk
Departmental Assessment	GREEN

Rationale for intervention, objectives and intended effects:

Government intervention is needed because under the current framework courts cannot issue a Stalking Protection Order (SPO) at the end of criminal proceedings unless the police apply for one, leading to the use of restraining orders that are not designed for stalking and cannot incorporate positive requirements. The objective of this measure is to close this gap by enabling courts to apply for an SPO at conviction or acquittal, ensuring victims receive more appropriate protection. The intended effect is more consistent use of SPOs, improved victim safety, and a reduction in breaches and reoffending, which in turn is expected to reduce pressure on the Criminal Justice System (CJS).

Policy options (including alternatives to regulation)

Option 0: 'Do nothing'

Option 1: Enable the courts to make a Stalking Protection Order (SPO) at the conclusion of criminal proceedings of their own volition. **This is the government's preferred option.**

Costs and benefit summary

The total estimated costs for the policy range between -£38.7 million and £29.2 million, with a central estimate of -£9.7 million. The low and central estimates assume that the net effect of the policy will generate a cost saving for the government.

Risks

A risk that the omission of the quantitative benefit of positive requirements in reducing levels of reoffending due to an absence of evidence, may lead to an underestimation of the cost savings generated by the policy.

The displacement rate of restraining orders to SPOs is not based on any CJS data.

Total Cost (£m PV)	Transition Cost (£m Constant)	Cost to Business (£m PV)	
-£9.7m	**£0m**	**N/A**	
Total Benefit (£m PV)	**NPSV (£m PV)**	**BNPV (£m PV)**	**EANDCB (£m PV)**
N/A	9.7	N/A	N/A
Price Base Year	**PV Base Year**	**Appraisal period (Years)**	**Transition period (Years)**
2026/27	2026/27	**10 years**	**N/A**

Departmental sign-off (*SCS*):	Gisela Carr	Date: 12/03/2026
Chief Economist sign-off:	Tim Laken	Date: 27/03/2026
Better Regulation Unit sign-off:	Emma Kirk	Date:22/04/2026

Evidence Base

A. Policy objectives and intended effects

1. The government plans to expand the application of Stalking Protection Orders (SPOs) to ensure they are used more effectively and managed appropriately when in place by permitting courts to apply for an SPO at conviction or acquittal. This measure forms part of the intention to improve the criminal justice response to victims of stalking, providing better protections for those victims, and reducing the prevalence of stalking by deterring and preventing perpetrators from re-offending.

2. The Stalking Protection Act 2019[1] currently enables the police to apply to a Magistrates' Court for an SPO, which can be put in place at any time. The test is that a defendant has carried out acts associated with stalking, poses a risk associated with stalking to another person and there is reasonable cause to believe the order is needed to protect another person from that risk regardless of whether that person was a victim of the stalking acts. Currently, the courts cannot apply SPOs without an application being made by the police.

3. This measure would allow a judge to issue an SPO at the conclusion of criminal proceedings of their own volition, whether the defendant was convicted or acquitted of an offence. Restraining orders are the tool currently used in this scenario, however, they are not the most appropriate response in stalking cases as, for example, unlike SPOs they cannot impose positive requirements (for example to require the person subject to the order to attend a stalking perpetrator programme to address the root causes of their behaviour).

4. The modelled effects of this measure are based on the CJS and how a reduction in restraining order breaches may reduce pressure on the court and legal aid services. The transition to SPOs will also aim to have a positive impact on victim-survivor levels of safety, as the SPO incorporates positive requirements that can be used to mandate perpetrator engagement with services to address problem behaviours precipitating stalking offences.

B. Policy options considered, including alternatives to regulation

Option 0: 'Do-nothing'

5. This would continue to see restraining orders made by the court at the conclusion of criminal proceedings, whether the defendant was convicted or acquitted of an offence. While the police could apply for an SPO at any time if the test is met, there will be scenarios where there is not enough evidence for an SPO or logistical barriers prevent SPO application and restraining orders are used which are not specifically designed for stalking offences.

Option 1: Preferred option – Enable the courts to issue a Stalking Protection Order at conviction or acquittal

6. The option of legislating to provide for the courts to make an SPO at the conclusion of criminal proceedings of their own volition, whether the defendant was convicted or acquitted of an offence directly addresses a known gap. SPOs are specifically designed to prevent stalking behaviour and they allow for positive requirements to be imposed such as attending a perpetrator programme, which is designed to address the root causes of the perpetrator's stalking behaviour. **This is the government's preferred option.**

Non-regulatory options

7. Delivering on the government's commitment to strengthen SPOs will require non-regulatory measures, which the government is pursuing alongside this legislative measure. These include improving the police's understanding of SPOs and when to use them, supporting the police to

[1] GOV.UK (2019). Stalking Protection Act 2019. Available at: https://www.legislation.gov.uk/ukpga/2019/9/contents

effectively manage SPOs once in place, and better aligning the process with other Violence Against Women and Girls (VAWG) protective orders.

C. Past evaluations and rationale for government intervention

8. A review of SPOs was conducted by the Home Office in February 2022.[2] This was to understand how SPOs were working in the two full years post-implementation in January 2020. The review was not intended to be a full evaluation of SPOs; rather provide insight into the use of SPOs and the application process. The review highlighted positive examples of SPOs being issued, however, it also highlighted limited use across most police force areas, with police officers experiencing long delays at court for an order to be granted. Due to the initial legislation on SPOs not extending to courts being able to make orders of their own volition, the review did not specifically explore the issue of the courts being able to make SPOs.

9. In 2022 the National Stalking Consortium submitted a super-complaint on the police response to stalking[3] which highlighted how other orders, such as restraining orders which the court can make, are not suitable or, often, applicable to stalking victims. This is because they do not incorporate vital positive requirements into the order that can be used to address stalking perpetrator's harmful behaviours. The super-complaint highlighted evidence showing police are often failing to consider or apply for SPOs when the victim would benefit from such protection. Given the current reliance on police to apply for SPOs, this may be facilitating a gap in service provision whereby some victims of stalking are not receiving the best available protection.

D. Appraisal

General assumptions and data

10. The Net Present Social Value (NPSV) is calculated over a 10-year appraisal period using a 3.5 per cent discount rate; this is in line with HM Treasury Green Book guidance.[4] The appraisal period starts in the 2026/27 financial year, with transition costs also presented in this year. All cost and benefit figures are presented in Present Value (PV) with the 3.5 per cent discount rate applied.

11. The effects of the preferred option are modelled relative to the counterfactual 'Do-nothing' (Option 0) baseline. Do-nothing means that the current system of only the police having the agency to apply for an SPO is retained.

12. The initial number of those assumed to be convicted of stalking in first year of appraisal is 1,493.[5] This figure is the volume of stalking convictions for the year ending June 2025.

13. The number of stalking convictions is assumed to increase by 20 per cent annually. This figure is based on the Year ending June 2024 to 2025 average conviction growth rate.[6] This period was chosen due to a change in the way stalking offences were recorded. In April 2020 there was a modification to the Home Office counting rules resulting in an increase in stalking offences recorded. This change was revoked in May 2023 but resulted in incomparable data

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2 GOV.UK (2023) Review of Stalking Protection Orders. Available at: https://www.gov.uk/government/publications/management-information-stalking-protection-orders/review-of-stalking-protection-orders-accessible-version

3 Suzy Lamplugh Trust (2022). Super-complaint on the police response to stalking. Available at: https://www.suzylamplugh.org/Handlers/Download.ashx?IDMF=cf3fdc8b-f958-4cc0-9fc7-9ce6de3e9137 (suzylamplugh.org)

4 HM Treasury (2026). Available at: The Green Book (publishing.service.gov.uk): https://assets.publishing.service.gov.uk/media/698dbcd17da91680ad7f4308/The_Green_Book_2026.pdf

5 GOV.UK (2025). Criminal Justice Statistics Quarterly – June 2025. This is the YE June 2025 figure taken from the Ministry of Justice. Available at: https://www.gov.uk/government/statistics/criminal-justice-system-statistics-quarterly-june-2025

6 GOV.UK (2025). Criminal Justice Statistics Quarterly – June 2025. Available at: https://www.gov.uk/government/statistics/criminal-justice-system-statistics-quarterly-june-2025

for 2020/21 to 2022/23. Only the most recent year of available data has been used as the stalking offence recording process is now consistent. The data on stalking convictions is volatile due to constant changes in stalking recording frameworks. The recording rules have been reformed from 2024 onwards and this period has been selected to obtain the growth rate as it is the most applicable to current stalking recording methods. The modelling incorporates wide sensitivity analysis using the displacement rate to account for this uncertainty.

14. The total breach numbers, custody rate and Average Custodial Sentence Length (ACSL) for a restraining order and SPO are calculated using an average from the previous five years of available data.[7]

15. The marginal propensity to breach each order is calculated using the proportion of the total number of orders issued compared to the total number of breaches in the same period.[8]

16. The respective marginal propensity to breach, custody rate and ACSL of the specific orders will remain constant throughout the appraisal period.

17. The proportion of those convicted of stalking that will be issued an SPO ranges according to the sensitivity analysis scenarios. The low scenario assumes an 80 per cent SPO issuance rate, the central scenario assumes a 90 per cent rate and the high scenario assumes a rate of 100 per cent.[9] This scenario assumes full uptake of the SPO in courts compared to legacy restraining orders. The full uptake will be achieved by ensuring full familiarisation and guidance around the application of SPOs is disseminated effectively across England and Wales.

18. Offenders will only serve 33 per cent of their custodial sentences for breaching the respective civil orders from 2027/28 onwards.[10] The 2026/27 financial year is a transition period in which the time-served assumption will gradually fall from 40 per cent to 33 per cent as part of the Sentencing Review reforms. This assumption has been incorporated into the modelling.

19. The probation modelling is therefore inversed; 60 per cent of the custodial sentence length will be served as probation at the start of the 2026/27 financial year, this figure is expected to gradually increase to 67 per cent throughout this transition year. Perpetrators will serve 67 per cent of their custodial sentence under the probation service from 2027/28 onwards. This assumption has been incorporated into the modelling.

COSTS

20. There are no associated monetised set-up costs for the preferred option.

Monetised Costs: ongoing costs

The Displacement Rate

21. The displacement rate is the volume of current restraining orders issued to stalking perpetrators at conviction and acquittal that will be transferred (displaced) to an SPO as they become applicable at this stage of the court process. The low scenario assumes a 100 per cent displacement rate, that is all of the SPOs issued within the appraisal would have originally been a restraining order. The central scenario assumes a 50 per cent displacement rate, whereas the high scenario assumes a 0 per cent displacement rate.

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7 GOV.UK (2025). Criminal Justice Statistics Quarterly – June 2025. The average is used to account for potential anomalies for example., Covid-19. Available at: https://www.gov.uk/government/statistics/criminal-justice-system-statistics-quarterly-june-2025

8 The data points chosen is dependent on the timescales of available orders issued data; the SPO breach rate is based on 2021 data and the Restraining Order breach rate is based on 2021 to 2023 data.

9 The proportion of those convicted of stalking that will be issued an SPO is based on limited evidence and therefore sensitivity analysis is used for a range of scenarios.

10 This assumption is consistent with MoJ advice on custodial sentences for other similar severity offences. Stalking Protection Orders are assumed to be exempt from prospective Sentencing Review impacts on time served assumptions as per MoJ guidance.

Table 1 – SPO and restraining order court data

Data point	Stalking Protection Order	Restraining Order
Propensity to breach order	15.78%	32%
Custody rate of order	29%	49%
Average Custodial Sentence Length (ACSL) of order (months)	6.0	5.7

Source: Home Office Internal Analysis based on CJS statistics

22. The restraining order breach has a higher propensity to breach and a higher custody rate. As more restraining orders are replaced by SPOs in the low scenario, this will generate a cost saving for the CJS.

Low Scenario

23. The low scenario assumes a 100 per cent displacement rate for restraining orders to SPOs. The net impact is an estimated net reduction in restraining order breaches.

24. The number of stalking convictions in the first year of appraisal is assumed to be 1,493[11], with 1,194 SPOs issued (80 per cent issuance rate). The propensity to breach of 15.78 per cent is applied, estimating 188 breaches. A custody rate of 29 per cent is then applied to generate an estimate of 54 offenders sentenced to immediate custody in the first year of appraisal.

25. The foregone restraining order breaches is calculated using the same number of civil orders applied in a restraining order setting. The 1,194 restraining orders foregone translates to a reduction of 383 breaches and 189 offenders sentenced to immediate custody in the first year of appraisal.

26. The net impact of the analysis is a reduction of 194 restraining order breaches and 134 less offenders sentenced to immediate custody in the first year of appraisal. The prison place impact of the policy is calculated by multiplying the number of offenders in immediate custody by the respective ACSL in years of each civil order.

27. The net prison place impact of the low scenario is **-23** in the first year of appraisal. This figure is expected to rise gradually, consistent with the modelled stalking conviction growth rate of 20 per cent per year.

Central Scenario

28. The central scenario assumes a 50 per cent displacement rate for restraining orders to SPOs, so 50 per cent of the SPOs issued in the central scenario would have originally been issued as a restraining order. The remaining 50 per cent is modelled to be new SPOs which leads to a lower net reduction in restraining orders. The proportion of stalking perpetrators that are issued an SPO in this scenario is 90 per cent.

29. The number of estimated SPOs issued that are displaced from current restraining orders is 672 in the first year of appraisal. The net impact of this number of displaced restraining orders is a reduction of 109 breaches and 76 offenders sentenced to immediate custody, utilising the assumptions set out in Table 2.

30. The new SPOs issued as a result of the policy is also an estimated 672 in the first year of appraisal.[12] The new SPOs are modelled to increase the number of breaches by 106 in the first year of appraisal, alongside a subsequent increase of 31 offenders sentenced to immediate custody.

[11] This figure is based on recorded stalking convictions in the most recent MoJ Criminal Statistics Quarterly data; available at: https://www.gov.uk/government/statistics/criminal-justice-system-statistics-quarterly-june-2025

[12] This is due to the 50 per cent displacement rate used in the central scenario

31. The net impact of the 50 per cent displacement rate within the central scenario is a reduction of 3 restraining order breaches and 45 offenders sentenced to immediate custody.[13]

32. The estimated net prison place impact of the central scenario is **-7** in the first year of appraisal. This figure is expected to rise gradually, consistent with the modelled stalking conviction growth rate.

High Scenario

33. The high scenario assumes a 0 per cent displacement rate, so all of the SPOs issued within the analysis will be additional and will not be displaced from the current numbers of restraining orders issued. The proportion of stalking perpetrators issued an SPO under this scenario is 100 per cent. As there is no negating factor of a reduced number of restraining orders issued, the negative impact on the CJS will be the highest under this scenario.

34. All of the modelled stalking perpetrators (1,493) are issued an SPO. This figure translates to 236 breaches and 68 additional offenders sentenced to immediate custody in the first year of appraisal using the SPO percentage assumptions.

35. The estimated net prison place impact of the high scenario is **12**. This figure is expected to rise gradually, consistent with the modelled stalking conviction growth rate.

Table 2 – Prison place impact volume projections for low, central, and high scenarios

PPI	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	2034/35	2035/36
Low	-23	-25	-30	-36	-43	-51	-61	-74	-89	-106
Central	-7	-8	-9	-11	-13	-16	-19	-23	-28	-34
High	12	14	16	19	23	28	34	40	48	58

Source: Home Office Internal Analysis

Table 3 – Magistrates and Crown Court HMCTS volumes for the low, central, and high scenario

HMCTS	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	2034/35	2035/36
Mags (Low Estimate)	-177	-212	-255	-306	-367	-440	-529	-634	-761	-914
Crown (Low Estimate)	-56	-67	-81	-97	-116	-140	-168	-201	-241	-290
Mags (Central Estimate)	-3	-3	-4	-5	-6	-7	-9	-10	-12	-15
Crown (Central Estimate)	-1	-1	-1	-2	-2	-2	-3	-3	-4	-5
Mags (High Estimate)	192	231	277	333	399	479	575	690	828	994
Crown (High Estimate)	90	108	130	156	187	225	270	324	389	467

Source: Home Office Internal Analysis

[13] This anomaly in breaches and custody is due to the increased propensity to breach an SPO compared to prior data alongside a reduction in the propensity to breach a restraining order. The high custody rate for a restraining order breach has led to significant reductions in custody volumes compared to the increased SPO custody volume.

Table 4 – Magistrates and Crown court LAA volumes for the low, central, and high scenarios

LAA	2026/27	2027/28	2028/29	2029/30	2030/31	2031/32	2032/33	2033/34	2034/35	2035/36
Mags (Low Estimate)	-97	-117	-140	-168	-202	-242	-291	-349	-419	-503
Crown (Low Estimate)	-56	-67	-81	-97	-116	-140	-168	-201	-241	-290
Mags (Central Estimate)	-2	-2	-2	-3	-3	-4	-5	-6	-7	-8
Crown (Central Estimate)	-1	-1	-1	-2	-2	-2	-3	-3	-4	-5
Mags (High Estimate)	106	127	152	183	220	264	316	380	456	547
Crown (High Estimate)	90	108	130	156	187	225	270	324	389	467

Source: Home Office Internal Analysis

Prison Costs

36. The impact of the preferred option on the CJS is assumed to generate cost savings under both the low and central scenarios.[14] The analysis projects a reduction in cases processed through the courts, subsequently reducing the number of perpetrators eligible for legal aid support. Less perpetrators will be sentenced to immediate custody, creating a negative prison place impact in the low and central scenarios. The high scenario assumes that the number of breaches will rise as there is no restraining order displacement, increasing the pressure on the CJS through the court, legal aid, and prison systems.

37. Table 2 incorporates the 20 per cent annual growth assumption for stalking convictions into the analysis. This shows the prospective prison place impact estimates under each of the displacement rate scenarios.

38. The prison place impact projections are calculated by multiplying the number of expected additional cases by the custody rate of breaching the civil order. This volume is then multiplied by the ACSL of the breach; the low and central scenarios utilise the ACSL of breaching a restraining order (5.7 months) whereas the high scenario utilises the ACSL of breaching an SPO (6.0 months). This figure is divided by 12 to convert from months to years and multiplied by the time-served assumptions.

39. Ministry of Justice (MoJ) statistics show that the annual cost of a prisoner is £57,250 (2026/27 prices).[15]

40. The ongoing prison costs are estimated to range between **-£25.2 million and £13.8 million, with a central estimate of -£8.0 million (PV).** The low and central scenarios present a cost saving due to the reduction in expected perpetrators to be processed through the CJS and be issued custodial sentences.

Court Costs

[14] This is due to the reduction in breaches and custody volumes generated by the displacement of restraining orders to Stalking Protection Orders. There is no displacement effect in the high scenario, leading to increased burden on the Criminal Justice System.

[15] MoJ (2025). Costs per place and costs per prisoner by individual prison. Available at: https://assets.publishing.service.gov.uk/media/67e51acfba11d0060f606d68/costs-per-place-costs-per-prisoner-2023-2024-summary.pdf – this figure has been uplifted to 2026/27 prices (base year) using the most recent GDP Deflator Series.

41. The estimated volumes per court are calculated using the proportion of civil order breaches processed in the Magistrates' and Crown courts. The proportion applied is dependent on the projected impact of each scenario. The low and central scenarios assume a reduction in restraining order breaches; the proportion of restraining order breaches processed through the Magistrates' and Crown courts was 76 per cent and 24 per cent respectively for the year ending June 2025.[16] The high scenario assumes an increase in the number of SPO breaches; the proportion of SPO breaches processed through the Magistrates' and Crown courts was 68 per cent and 32 per cent respectively for the year ending June 2025.[17]

42. Estimated volumes for HMCTS are presented in **Table 3**. The volume projections are multiplied by internal MoJ court unit costs for a public order offence (uplifted to 2026/27 prices).

43. The court costs are estimated to range between **-£5.1 million and £7.6 million, with a central estimate of -£0.1 million (PV) over the 10-year appraisal period.** The low and central scenarios present a cost saving due to the reduction in expected cases to be processed through the court system.

Legal Aid Costs

44. The legal aid volumes and costs are calculated using financial eligibility assumptions and unit costs provided by the MoJ. The MoJ have developed offender eligibility assumptions based on financial conditions and these figures are applied to the analysis accordingly. **Table 4** incorporates the 20 per cent annual growth assumption for stalking convictions into the analysis.

45. The legal aid costs are estimated to range between **-£3.7 million and £5.3 million, with a central estimate of -£0.1 million (PV) over the 10-year appraisal period.** The low and central scenarios present a cost saving due to the reduction in expected perpetrators to be processed through the CJS and be eligible for legal aid support.

Probation Costs

46. The MoJ have developed internal estimates for the monthly unit cost of probation for offenders released from immediate custody. The figures (given in 2023/24 prices) have been uprated to 2026/27 prices. The unit cost figures are multiplied by the number of additional expected breaches that are expected to result in immediate custody. The uprated unit costs are multiplied by the average custodial sentence length as well as the average probation length assumption.

47. The overall ongoing probation costs are estimated to range between **-£4.7 million and £2.5 million with a central estimate of -£1.6 million (PV) over the 10-year appraisal period.**

Total costs:

48. The total estimated costs for the policy range between **-£38.7 million and £29.2 million, with a central estimate of -£9.7 million.**

49. The core assumption responsible for this significant variation in total cost is the Restraining Order (RO) to SPO displacement rate. The rate at which ROs transfer to SPOs in the court system will determine the size of the monetised effect.

50. The low and central scenarios assume the impact on the CJS will generate cost savings. Therefore, the Net Present Value (NPV) of the policy is estimated to range between **£38.7 million and -29.2 million, with a central estimate of £9.7 million** over the 10-year appraisal period.

Non-Monetised Costs

[16] GOV.UK (2025). Criminal Justice Statistics Quarterly – June 2025. Available at: https://www.gov.uk/government/statistics/criminal-justice-system-statistics-quarterly-june-2025

[17] GOV.UK (2025). Criminal Justice Statistics Quarterly – June 2025. Available at: https://www.gov.uk/government/statistics/criminal-justice-system-statistics-quarterly-june-2025

51. **Familiarisation costs for the Crown Prosecution Service and courts.** The secondary legislation will be implemented alongside the distribution of guidance on SPOs for both the CPS and court professionals. This is due to a lack of exposure to SPOs for these agencies as the orders are currently managed by the police. The time taken to read the guidance in sufficient detail will represent an opportunity cost for the reader as this will forego any other beneficial activities during this period. Due to lack information on the length of guidance and volumes of those required to read they have not been monetised.

Benefits

52. Due to an absence of data available, this economic note will provide only qualitative assessment of the possible benefits of the proposed legislation. This reflects the limited robust evidence available on perpetrator programme effectiveness linked to SPOs.

53. **Positive requirements reducing the strain on the CJS.** Targeted positive requirement programmes for stalking perpetrators that have been convicted or acquitted may generate further cost savings for the CJS. The scale of this impact is dependant of the programmes impact on the perpetrator's propensity to breach. As the breach rate falls due to positive requirements then the number of breaches will continue to fall. The reduction in breaches will lead to savings for the CJS, including on prison costs, court costs, and legal aid costs. This analysis has been excluded from the monetised cost savings due to the limited data available on the impact of positive requirement programmes on a stalking perpetrator's propensity to breach their SPO.

54. **Higher levels of victim wellbeing and safety.** Improved ability to monitor and manage stalking perpetrators will aim to create higher feelings of safety for victims. Stalking is proven to have adverse impacts on the mental wellbeing of victims and in certain cases can lead to escalations of serious violence.[18] Addressing underlying behaviours aims to permanently rehabilitate perpetrators of stalking and ensure the improvements to victim-survivor wellbeing and safety are comprehensive and long-term. The rehabilitation programme may also prevent further victims as well as current victims of the stalking perpetrators.

55. **Physical and emotional harm avoided.** The availability of SPOs to be issued at the conviction or acquittal of stalking perpetrators will aim to remove victim and survivors from high-risk situations. There is evidence of a link between stalking and domestic abuse as the majority of stalking offences are committed by ex-partners.[19] The published Cost of Domestic Abuse Report estimates that the economic and social cost of one domestic abuse victim is the equivalent of £47,080 (2026/27 prices). If the SPO policy can prevent at least one domestic abuse victim from taking place, then it will offer further economic and social cost savings in the form of physical and emotional harm avoided for the victim.

Small and Micro Business Assessment (SaMBA)

56. The legislation covered in this economic case is not expected to have any direct costs or benefits to businesses. The measure is expected to directly affect perpetrators of stalking and other relevant offences plus the CJS.

NPSV, BNPV and EANDCB

57. NPV of the policy is estimated to range between **£38.7 million and -£29.2 million, with a central estimate of £9.7 million.**

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[18] University of Kent (2023). More than 90% of victims experience psychological impacts following stalking behaviour. Available at: https://www.kent.ac.uk/news/health-social-care-and-wellbeing/33964/91-5-of-victims-experience-psychological-impacts-following-stalking-behaviour

[19] Crown Prosecution Service (2020). Stalking analysis reveals domestic abuse link. Available at: https://www.cps.gov.uk/cps/news/stalking-analysis-reveals-domestic-abuse-link

Table 5: Summary costs, benefits, NPSV, BNPV and EANDCB £ million (PV), 10 years

Summary of Costs and Benefits	Low	Central	High
Costs			
Set-up costs			
Private sector set-up costs	0.0	0.0	0.0
Public sector set-up costs	0.0	0.0	0.0
Total set-up costs	**0.0**	**0.0**	**0.0**
Ongoing Costs			
Private sector ongoing costs	0.0	0.0	0.0
Public sector ongoing costs	-38.7	-9.7	29.2
Total ongoing costs	**-38.7**	**-9.7**	**29.2**
Total costs	**-38.7**	**-9.7**	**29.2**
Benefits			
Private sector benefits	0.0	0.0	0.0
Public sector benefits	0.0	0.0	0.0
Total benefits	**0.0**	**0.0**	**0.0**
Net Present Social Value	**38.7**	**9.7**	**-29.2**
Business Net Present Value	**0.0**	**0.0**	**0.0**
Equivalent Annual Net Direct Cost of Business	**0.0**	**0.0**	**0.0**

Source: Home Office estimates, 2026. **Figures may not add up due to rounding.**

Value for money (VfM)

58. The central scenario represents a significant estimated saving to the government in the form of reduced burden on the CJS as restraining orders are displaced into SPOs at the conviction or acquittal stage of a stalking or associated offence case. Various important non-monetised benefits also need to be considered alongside the positive NPV; this policy will represent Value for Money if the modelled displacement between the aforementioned orders materialises within the CJS throughout the appraisal period.

E. Wider impacts

59. These measures are designed to improve and expand the use of SPOs with the main impacts concentrated on the CJS. No wider impacts have been identified based on current evidence that have not been included in previous sections of the document.

60. The distributional impacts of this measure are expected to primarily affect specific demographic groups identified by policy colleagues in the PSED below.

F. Sensitivity

61. Due to the measure resulting from recommendations from the stalking super-complaint[20], and the minimal wider impact identified it has not been deemed necessary for a full IA to be produced.

[20] GOV.UK (2022). Super-complaint on the police response to stalking. Available at: https://www.gov.uk/government/publications/super-complaint-on-the-police-response-to-stalking

G. Risks

62. It has not been possible to monetise the prospective benefit of the positive requirements **reducing levels of reoffending** due to a lack of available data on the potential success of the positive requirement programmes in the stalking perpetrator context. The omission of this benefit in the NPV estimates may lead to an underestimation of the cost savings generated by the policy.

63. The **displacement rate** of restraining orders to SPOs is not based on well-evidenced data. There is no data readily available on the relationship between restraining orders and SPOs. It has not been possible to predict the counterfactual for the new SPOs that will be issued. To mitigate this risk, a wide sensitivity analysis has been incorporated into the analysis. The displacement rate range of 0 to 100 per cent accounts for uncertainty over the new SPOs.

64. The **marginal propensity to breach and custody rates of breaching a restraining order and SPO** are modelled to remain the same throughout the appraisal period. The stalking perpetrators issued an SPO at conviction or acquittal may have a higher likelihood to breach an SPO due to having reached the threshold to be taken to court. This may lead to a higher custody rate for these SPOs. To mitigate this risk, wide sensitivity analysis has been used in the form of the displacement rate to generate a significant range in the monetised impacts of the policy.

65. The **positive requirement programmes may not have the capacity** to work with and rehabilitate an increased number of stalking perpetrators. One of the important non-monetised benefits within the analysis is the potential reduction in reoffending as a result of the positive requirement programmes. The analysis assumes that the programme providers will have the capacity to assist the higher levels of stalking perpetrators that are mandated positive requirements as a part of the SPO. This potential risk has not been tested with external programme providers of the positive requirements. The capacity of perpetrator programmes will be monitored as SPO implementation planning progresses towards the commencement of the measure.

H. Annex

Mandatory specific impact test - Statutory Equalities Duties	Complete
Under limb 1, we found no evidence of direct discrimination for this policy measure, however it is acknowledged that this measure could disproportionately impact men, younger people and white people (IC1) where there is some (limited) evidence that these groups are more likely to be stalking perpetrators so perhaps more likely to receive an SPO on conviction or acquittal. This can be objectively justified if these measures serve the legitimate purpose of tackling offending behaviour and protecting victims. In addition, it is estimated that this measure would positively benefit groups that are more likely to be stalked such as women, younger people, people with disabilities, bisexual people, transgender people, and people from a mixed ethnic background. Under limb 2, it is estimated that this measure could improve equality of opportunity for younger people, women and people from a mixed ethnic background and other groups who are more likely to be victims of stalking. Consideration should also be given to accessibility requirements in any published guidance documents or statistics to ensure they are easily accessible to all. We found no evidence under limb 3. There is no evidence of prejudice or feelings of distrust between different groups of people in this field. There is no need to foster good relations through this measure. **The SRO has agreed these findings.**	**Yes**