



ORIGINATOR: CHIEF CONSTABLE

PAPER NO: AP22/15

SUBMITTED TO: ACCOUNTABILITY AND PERFORMANCE PANEL –
18 MARCH 2022

SUBJECT: MANAGING OFFENDERS AND REDUCING REOFFENDING

SUMMARY:

1. This is a new area of reporting for this meeting. The report will provide an overview of how Suffolk Constabulary manages individuals identified as suspects and offenders and to reassure of the activity being taken in this area. It will provide a summary of the work to address perpetrator behaviour for a variety of cohorts and where appropriate will provide statistical information to support the narrative.

RECOMMENDATION:

1. The Accountability and Performance Panel is asked to note the contents of this report.

1. INTRODUCTION

- 1.1 The effective management of offenders is a core role in mitigating risk of further offending and in safeguarding victims and witnesses. The effective management of offenders once identified, and the subsequent service provided to victims can significantly enhance community confidence and satisfaction in policing as well as providing reassurance to vulnerable victims and opportunities for some offenders to be rehabilitated and prevent future reoffending.
- 1.2 The police have a key role in partnership with all relevant agencies across the Criminal Justice System to ensure that offenders are managed in an effective way in order to secure positive outcomes for both the victim and offender in a timely and proportionate way.
- 1.3 Proportionate and timely outcomes are at the cornerstone of the Criminal Justice System and are a basic expectation from victims who report offences to the police. There are a number of significant risks to community confidence in the Criminal Justice System if offenders are not effectively managed during the investigation of offences. This can include risks to statutory time limits for prosecutions being exceeded prior to a case progressing, protracted anxiety for victims resulting in increased attrition, potential risks of repeat victimisation and reoffending, victim disengagement, dissatisfaction and reduced confidence and trust in policing and the wider system.
- 1.4 Better offender management can equally substantially improve the journey of the offender through the criminal justice process. Such responses can result in appropriate sanctions, support rehabilitation, and prevent reoffending but additionally, and importantly, improved offender management enhances our commitment to victims. As such it incumbent on the Constabulary to continue to work with other Criminal Justice System partners to ensure timely access to justice.

2. OVERVIEW

- 2.1 To ensure that the Constabulary were prioritising their response to offenders and responding in a timely manner, the Managing Offenders Subgroup was established. This subgroup is chaired by the Head of Justice Services and brings together several members of the organisation to ensure oversight to and scrutiny of a number of areas of offender management. This subgroup is in its early stages of formation and is currently assessing the existing landscape. This includes a review of current activity prior to identifying themes and trends for future delivery and action.
- 2.2 The subgroup has developed and implemented the following Managing Offenders Strategy (attached as Appendix 1).
- 2.3 AIM - To scrutinise the management of offenders ensuring crimes are detected, appropriate outcomes for victims are secured and offenders are diverted to prevent offending and promote rehabilitation where appropriate using the following pillars:-
 - Detect Crime and Create Confidence - To Provide a good quality and consistent service – that ensures crimes are detected, the voice of the victim is heard, and justice seen to be done.
 - Divert & Deter - To provide solutions for diversionary pathways to offenders to prevent future offending and reduce reoffending.

- Deliver a Quality Service - To promote the importance of timely, effective, and high-quality investigations.
- Demonstrate compliance and quality - Implement Audit and evaluation methods to monitor compliance at a local level and in line with national guidance.

2.4 The Managing Offenders Subgroup meets on a monthly basis to support the delivery of the strategy and receive reports on the following areas, some of which are detailed later in this report:

- Bail, Released Under Investigation (RUI) & use of Voluntary Attenders (VAs).
- Out of Court Disposals (OOCD) including Restorative Justice (RJ).
- Preventative Orders.
- Wanted Persons and Outstanding Suspects.
- Integrated Offender Management (IOM).

2.5 To support the implementation of the strategy and to provide operational guidance and oversight, the Justice Services Command have developed a Managing Offenders Unit, comprising of the existing Bail Management team and the Restorative Justice Hub as well as the Offender Diversion Team that oversee Out of Court Disposals and the Introduction of the two tier Out of Court Disposal Strategy. The unit is embedded within the Custody function of the command and is led by an Inspector.

2.6 The unit currently provides tactical oversight and support to the Officer In the Case (OIC) in delivering more effective outcomes. The unit is a support to, and not a replacement for good effective ownership and management of cases by the OIC. However, the Managing Offenders Unit also ensures effective delivery against key milestones such as Bail and Released Under Investigation (RUI) timeframes and outcomes linked to Out of Court Disposals (OOCD).

3. CUSTODY

3.1 Custody services provide the starting point for most criminal investigations managed by Suffolk Constabulary.

3.2 The key roles and responsibilities that relate to the custody service are defined by the principles within the nationally published Authorised Professional Practice for Detention and Custody and include a strategic focus which promotes the safe, dignified, and decent delivery of custody.

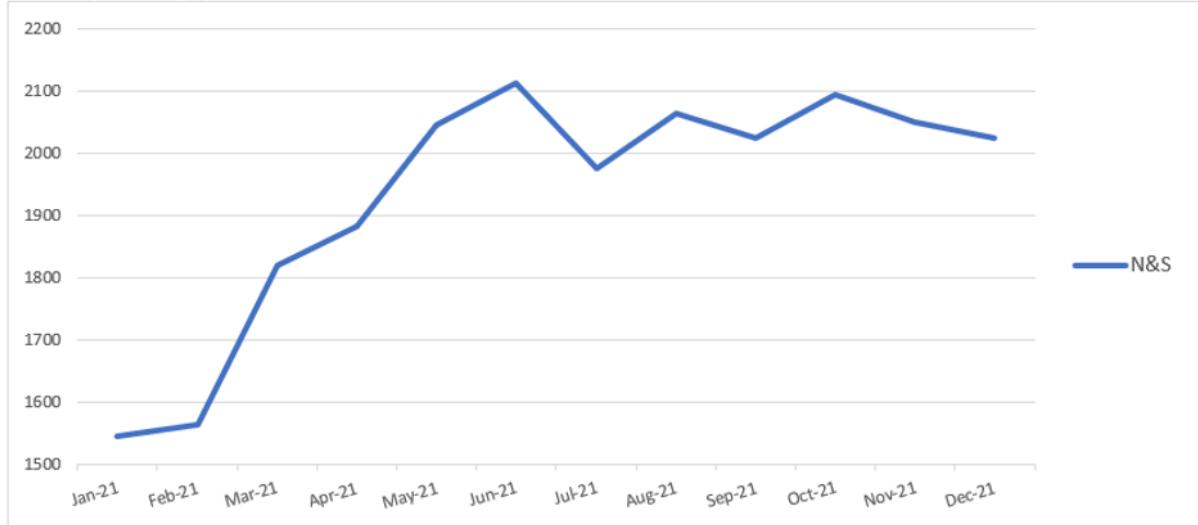
- Detention is appropriate, investigators and custody staff operate lawfully and in accordance with relevant legislation.
- Detainees are treated with dignity and respect taking account of their diverse needs.
- Detainees have access to emergency medical care, health, and social care services as necessary.
- All areas of the custody suite used by detainees are clean and safe, meeting required standards.

3.3 Norfolk and Suffolk Constabularies have successfully operated the collaborative co-located Police Investigation Centres (PIC) since 2011. There are 6 PICs in total, 4 in Norfolk and 2 in Suffolk, which have an overall capacity of 146 Cells. The two Suffolk PICs are based at

Martlesham (30 cells) and Bury St Edmunds (24 Cells). Persons arrested in the east of the county are taken to Great Yarmouth PIC (30 cells).

- 3.4 The operational management of custody each day is the responsibility of the 'Custody Bronze' Inspector. This Inspector will be one of 6 PIC inspectors across both counties with the 'Custody Bronze' role covered between the hours of 0700-0000 every day on a rotational basis. Where incidents need to be managed by a senior officer, they are raised to the relevant Superintendent (Silver) for that day.
- 3.5 Daily Management Meetings are chaired by the nominated 'Custody Bronze' and these inform of operational demands. This information is then compared with available resourcing and staff allocation to meet the demands and priorities. Flexibility exists to move staff between PICs as need arises.
- 3.6 The demand created by detainees, charged, and remanded in police custody awaiting their court appearance is managed by Virtual Court Detention Officers (VCDO) who are present in both Suffolk PICs. The VCDOs are responsible for delivering the Video Enabled Justice (VEJ) Court model for daily remand hearings at Ipswich Magistrates. At this time the costs for this service are picked up entirely by the Constabulary and as such, discussions are taking place with colleagues in Her Majesty Courts and Tribunal Service (HMCTS) to discuss future funding arrangements owing to the benefits secured to both agencies as a result of the embedding of this model.
- 3.7 A system is now in place to triage the arrest of any person arrested, before being brought into custody. The 'Ring before your Bring' scheme, introduced during the height of the pandemic, directs an arresting officer to contact custody from the scene of the arrest. This allows for the flow of detainees into each PIC to be managed whilst being focussed on the risks and vulnerabilities of each person. This call also is a fantastic opportunity for the custody sergeant to identify if the arrested person could and should be dealt with outside of the custody environment assessing early the necessity of arrest and considering opportunities for utilising an Out of Court Disposal.
- 3.8 Custody information is scrutinised at the Custody Performance meeting and the Justice Services Command Senior Leadership Team meeting, both held monthly. This will include a review of the following datasets:
 - Total number of detentions.
 - Use of Police Custody as a Place of Safety under Section 136 of the Mental Health Act 1983.
 - Levels of Strip-searching, Use of Force and Other Control Measures.
 - Use of Police Custody as a Place of Safety under the Children Act 1989.
 - Numbers of Children detained in Police Custody and for How Long.
 - Numbers of Children to be transferred to Local Authority Accommodation under the Police and Criminal Evidence Act (PACE).
 - Numbers of Children transferred to Local Authority Accommodation.
- 3.9 Throughput in custody decreased during the pandemic but as can be seen from the below table, has started to plateau and is now virtually back at pre-pandemic levels.

Custody throughput



3.10 Custody enjoys an effective and successful working relationship with a number of partners.

3.11 The NHS Liaison and Diversion (L+D) provision came into operation in May 2015 and has teams working across all PICs to conduct enhanced risk assessments on detainees. The emphasis is on removing the influences that cause them to commit crime therefore reducing reoffending. The team are commissioned to operate between the hours of 8am-7pm, seven days a week. A new Twilight Liaison and Diversion service started at Martlesham PIC in October 2020 offering the same service throughout evening hours. This has increased the number of detainees seen whilst in custody and improved the timeliness of subsequent interventions.

3.12 Anglia Care Trust provide the Appropriate Adult service in Suffolk. The team of Appropriate Adults operate up to 2300hrs everyday but can provide 24-hour provision with the authority of a Police Superintendent.

3.13 An independent Strip Search Scrutiny Panel (ISSSP) has been convened across Norfolk and Suffolk, made up from Independent Custody Visitors. They meet quarterly to review the use of Section 54 PACE powers which allow Sergeants to authorise the strip search of a subject who they suspect may have objects on them which may be evidential or cause them harm. This panel has been given further 'high risk' areas to scrutinise, and under the guidance of the portfolio holder they now also assess appropriate usage of rip proof clothing and the use of force within custody. Feedback from the panel is provided to the Head of Custody and relevant learning is implemented within the department and related processes amended as a result where required.

3.14 Any serious incidents which occur in custody involving detainees arrested or recently released from PICs within Suffolk Constabulary are reviewed by both the Head of Custody and the Professional Standards Department. Information on all of these cases is also shared with the Head of the Justice Services Command for scrutiny purposes.

4. OUT OF COURT DISPOSALS

4.1 Out of court disposals are a range of methods that can be used to deal with a typically low-level low-risk crime committed predominantly by first time offenders without having to refer the matter to a court. They cover a range of outcomes including simple cautions through to penalty notices which impose a fine.

4.2 The current adult out of court disposal framework contains six different outcomes. In 2017 the National Police Chiefs Council (NPCC) developed and published a national strategy for charging and Out of Court Disposals. The new work acknowledged that vulnerability to crime could not simply be addressed through prosecution and that other factors needed to be considered such as:

- Victim Satisfaction.
- Quick and Effective Resolution.
- Early intervention to prevent re-offending.
- Front end decision making in order to ensure efficiency.
- Addressing complex issues around offending behaviour.

4.3 The strategy acknowledged that Out of Court Disposals allowed the police to deal quickly and proportionately with low-level, often first-time offending which could be resolved more appropriately without a formal court appearance. The document also advocated moving to a two-tier approach focusing on conditional cautions and community resolutions. The rationale was that this would provide national consistency and help streamline processes.

4.4 At the time with no legislation and no movement of funding to assist in preparation it was agreed that all forces would work at their own pace to plan for an implementation of the change.

4.5 Suffolk Constabulary started their planning in 2019 but this was paused as a result of the COVID pandemic. The new approach advocated greater victim / offender contact and interaction, meaning matters would not be able to be resolved easily and effectively as a result of the national COVID lock-down directions. With a return to normal working conditions the Government is seeking to formalise the next steps of this approach. The Police, Crime, Sentencing and Courts Bill expected mid-2022, will make statutory changes to the options police forces have for dealing with crime outside of court and will mandate the Two Tier out of court disposal framework nationally to all police forces.

4.6 The Norfolk and Suffolk Constabulary Joint Justice Services Command is currently developing plans to ensure the two-tier Out of Court Disposal process can be effectively rolled out across both counties by March 2023 when the legislation is likely to become mandatory. A project plan has been developed with the Head of Joint Justice reporting progress to chief officers on a regular basis.

4.7 Roll out is being phased with the East Suffolk area successfully implementing this approach from Sept 2021. Phase 2 will see adoption in West Suffolk from 7th March 2022 with the South to follow later this year.

Crime Type	East SPC - 13th September to 31st December 2021								
	Type 2 - Caution Youth	Type 2A - Caution Youth - alternate offence.	Type 3 - Caution Adult	Type 3A - Caution Adult - alternate offence.	Type 4 - TIC - Taken into Consideration	Type 5 - Offender has died	Type 7 - Cannabis/Khat Warning	Type 8 - Community resolution (Crime)	Total
Arson and Criminal Damage	1	0	5	0	3	0	0	5	14
Burglary	0	0	0	0	22	0	0	5	27
Drug Offences	2	0	14	0	0	1	7	19	43
Miscellaneous Crimes Against Society	0	0	2	0	0	0	0	1	3
Possession Of Weapons	0	0	2	0	0	0	0	0	2
Public Order Offences	0	0	3	0	1	0	0	16	20
Robbery	0	0	0	0	3	0	0	0	3
Sexual Offences	0	0	1	0	0	0	0	1	2
Theft	0	0	1	0	8	0	0	13	22
Violence Against the Person	8	1	6	2	4	3	0	27	51
Grand Total	11	1	34	2	41	4	7	87	187

4.8 The Offender Diversion Team consisting of a Sergeant and three conditional caution case workers will monitor and oversee the implementation. Their work includes:

- Providing advice to officers where needed on suitable disposal options and conditions for conditional caution or community resolution.
- Making referrals for interventions based on the conditions imposed on the offenders.
- Keeping in contact with partner agencies and victims to monitor compliance.
- Making decisions on how offenders will be dealt with who fail to comply with the conditions set (They will consult the victim as part of this process).
- Upgrading case files for prosecution where applicable.

4.9 Suffolk Constabulary has ensured officers considering intervention packages for have access to a series of on-line products as part of an Interventions Hub. The Hub provided by the Red Snapper Group already has experience supporting forces who have implemented the two-tier approach and evaluations have demonstrated that these interventions are a cost-effective way of delivering meaningful change in offender behaviours.

4.10 The Hub has approximately 20 interventions for offenders around such issues as shop lifting and drug taking. It will monitor the offender as they make their way through the learning and the various engagements and can provide information to the Offender Diversion Team during this journey. The offender will have to complete the course of learning as part of the conditional caution.

4.11 The packages already in use have been well researched and utilised in other force areas with positive results. Over time additional packages will be developed and added to the options and Suffolk will have the chance to influence this requirement.

4.12 To ensure appropriate scrutiny of the use of Out of Court Disposals an independent scrutiny panel has been established. Members of the panel include a Suffolk Bench Magistrate, a representative from the Suffolk Office of the Police and Crime Commissioner and Suffolk Youth Justice Service and is chaired by a Senior Probation Officer. The purpose of the scrutiny panel is to independently review a selection of anonymised cases that have been resolved by use of an Out of Court Disposal in Suffolk. Its aim is to determine whether the method of disposal is considered appropriate, based on a review of the information / evidence available to the decision maker at the time. Any learning for the organisation is captured during this meeting and used by the Constabulary to improve the existing service provided.

5. BAIL MANAGEMENT UNIT

5.1 As a result of legislation changes in 2017 the Bail Management Team was created to support operational colleagues. The team comprises of two sergeants and one staff member and is a joint unit with Norfolk Constabulary. The team have been created to advise on bail matters, monitor extensions, act as a single point of contact (SPOC) between the Constabulary and the Magistrates Court and to administer custody records on confirmation of No Further Action or other Out of Court Disposals (OOCD) from the Officer In the Case (OIC). All of this support is coordinated through the use of a Bail App, developed in Kent, and procured by Suffolk and Norfolk Constabularies to aide decision making and scrutiny at a local level. These processes are in place to ensure that investigations are conducted efficiently and effectively, thereby supporting both victims of crime and un-convicted suspects to ensure the timely delivery of justice.

5.2 New Bail Legislation is currently proceeding through Parliament with changes anticipated this year, 2022. These changes will include:

- Removal of the presumption against pre-charge bail to encourage greater use where it is necessary and proportionate.
- Introduction of new pre-charge bail time periods for suspects which will be more balanced and proportionate.
- Provision of better protection for victims through a new duty to seek the views of victims on pre-charge bail conditions.
- Introduce a pause on the detention clock where an arrest has been made for breach of pre-charge bail conditions.
- Empower the College of Policing to issue statutory guidance to help establish consistency across all forces.

5.3 To support the new legislation changes, the Bail App is being developed along with communications and training for all officers and staff.

5.4 The Constabulary use the App to secure data on volumes of people on bail and on Released Under Investigation (RUI).

Suffolk		
District	On Bail	On RUI
East	78	331
South	168	747
West	139	516
Total	385	1594

down 8% up 0.5%

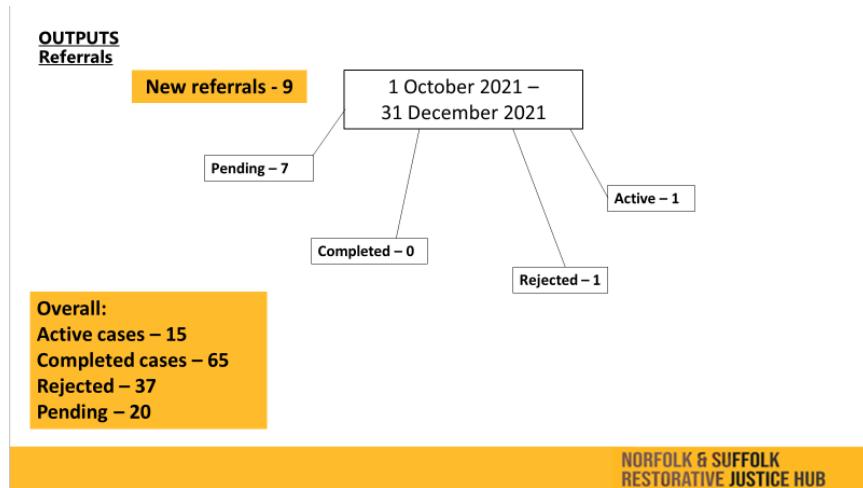
6. RESTORATIVE JUSTICE (RJ)

6.1 Restorative Justice (RJ) is not a disposal or Criminal Justice outcome in itself but instead is an enhancement to the service provided to victims, bringing them into communication with the people responsible for causing harms to explain the impacts and to seek, together, positive ways to make amends for those harms.

6.2 The Restorative Justice Hub operates jointly with Norfolk Constabulary and was introduced in 2019. The hub, funded jointly by the Office of the Police and Crime Commissioner and the Constabulary, employs 2 dedicated Restorative Justice advisors supervised by one Sergeant and has the following strategic objectives:

- Improving understanding of RJ amongst officers and police staff to improve the information provided to victims of crime.
- Supporting victims to cope with and recover from the impacts of crime.
- Enabling offenders to understand the impacts of their offending, thereby to reduce reoffending.
- Training officers to deliver RJ interventions under the guidance and supervision of the RJ Hub.
- Promoting a culture shift in understanding the benefits of RJ for victims and offenders – inside and outside of Suffolk and Norfolk Constabularies.
- Partnership working with other Criminal Justice Agencies, Probation, Suffolk Victim Care, offender support organisations, Youth Justice agencies and schools delivering RJ.
- Organisational accreditation with the Restorative Service Quality Mark and continuous professional development.

6.3 Quarterly meetings are held with the Office for the Police Crime Commissioner to look at outputs, outcomes and to review any service delivery updates.



6.4 Following an increase in referrals to the RJ Hub and the expectation that the increased focus on Out of Court Disposals and especially Conditional Cautions, the resourcing model is currently being reviewed and an increase in the establishment to support delivery across Suffolk is now being progressed.

7. DOMESTIC ABUSE PERPETRATOR UNIT (DAPU)

7.1 The DAPU is now moving into its second year. With the very first behaviour change session starting this time last year, good progress has been made, delivering effective change. It has been a steep learning curve! Some very positive feedback was received from one of the first perpetrators who completed the programme:

7.2 *“It’s helped me in more ways than I thought it would! It’s helped in my approach to day-to-day things having a different mindset, taking that extra step back to think about things like peoples feeling, the way I say things, so they don’t come across in the wrong manner etc! Each session I find something new to think about and focus on! He makes sure that each task*

or exercise we do is clear to me and I must admit I look forward to each session to help me out not just now but in the future and will be able to pass on to my children."

7.3 The main referrer is Social Care, and this is where the best results have been achieved to date, with **7** cases where the risk has been gradually stepped down. As a result of the risk being managed and reduced, there is now no necessity for active involvement by Children and Young People Services. DAPU are to relocate to the MASH so their skills, knowledge and expertise can be used to enhance multi-agency decision making.

- **40** perpetrators have joined the programme since January 2021.
- **6** months is the average time taken to complete the programme.
- **11** current active cases at various stages of the programme.
- **8** perpetrators await entry to the programme or are in the process of joining.
- **324** Behaviour Change one-to-one sessions were delivered.
- **7** perpetrators have completed the programme in full.

7.4 DAPU are realising good results for perpetrators, their partners, ex-partners, and family with real, meaningful change being observed and reported back to the team. One perpetrator has not only changed their behaviour, but DAPU assisted them to stabilise their accommodation, leading to securing employment. Another member has described how he has not only held down his job but has also achieved promotion and is now giving advice to others he works with on how to manage and regulate emotions. One perpetrator's behaviour was leading to DA incident reporting several times a week prior to starting the programme. Whilst the perpetrator worked with the DAPU, the survivor was supported by the DA team and the relationship has now ended, with no incidents reported since.

7.5 Cases have been adopted that are complex and require interpreters or intermediaries. These cases require intensive support and time to guide through them the programme, however the one-to-one bespoke nature of the course easily lends itself to this way of working. DAPU hope to work with more complex and diverse cases in the coming year, enabling inclusive behaviour change across all our communities.

8. MAPPA and PPU

8.1 The Criminal Justice Act 2003 provides for the establishment of Multi-Agency Public Protection Arrangements (MAPPA) in each of the 42 Criminal Justice areas in England and Wales. These are designed to protect the public, including previous victims of crime, from serious harm by sexual and violent offenders. They require the local Criminal Justice agencies and other bodies dealing with offenders to work together in partnership in dealing with these offenders.

8.2 MAPPA is not a statutory body in itself but is a mechanism through which agencies can better discharge their statutory responsibilities and protect the public in a co-ordinated manner. Agencies, at all times, retain their full statutory responsibilities and obligations.

8.3 The first stages of the process are to identify offenders who may be liable to management under MAPPA as a consequence of their caution or conviction and sentence, and later to notify the MAPPA Co-ordinator of their impending release into the community, or the commencement of a community order or suspended sentence, as appropriate. This responsibility falls to the agency that has the leading statutory responsibility for each offender. Offenders are placed into one of three MAPPA categories according to their offence and sentence.

8.4 MAPPA offenders are managed at one of three levels according to the extent of agency involvement needed and the number of different agencies involved. The great majority are managed at level 1 (ordinary agency management). This involves the sharing of information but does not require multi-agency meetings. The others are managed at level 2 if an active multi-agency approach is required (MAPPA meetings), and at level 3 if senior representatives of the relevant agencies with the authority to commit resources are also needed.

8.5 The Strategic Management Board (SMB) is the means by which the Responsible Authority fulfils its duties under section 326(1) of the Criminal Justice Act 2003 to "keep the arrangements (i.e. MAPPA) under review with a view to monitoring their effectiveness and making any changes to them that appear necessary or expedient." The SMB is therefore responsible for managing MAPPA activity in its area. This will include reviewing its operations for quality and effectiveness and planning how to accommodate any changes as a result of legislative changes, national guidance, or wider criminal justice changes. The SMB In Suffolk is held quarterly and is chaired by the Assistant Chief Constable. It is attended by the Constabulary MAPPA lead as well as key stakeholders.

8.6 In Suffolk, MAPPA level 1 & 2 meetings are serviced by local policing Safer Neighbourhood Team Inspectors, supported by the Public Protection Unit (PPU). These are divided by policing area. Ipswich has a greater number of these cases due to the population demographics but there are currently 9 live level 2 MAPPA cases across the county.

8.7 MAPPA level 3 meetings are serviced by the Detective Superintendent in the Crime, Safeguarding and Investigation Management Command (CSIM) who is the Constabulary MAPPA lead. At present there are 3 live MAPPA 3 cases in the county.

8.8 Lower-level MAPPA cases (that are not registered sex offenders) are managed via Local Policing teams with support from the area intelligence units (AIU) and the tasking and briefing system is used to track activity around each case.

8.9 Cases transferred to Suffolk from other parts of the UK add to the local county demand. This relates to cases that may be transferred to Suffolk to live at one of our two Approved Premises, as well as people who are inmates at Hollesley Bay open prison. There are six Approved Premises in the region, two of which are in Suffolk, so the volume of MAPPA cases is slightly higher for Suffolk than other counties.

8.10 Demand fluctuates due to different cases. Whilst numbers remain relatively static, each case can require different inputs and management due to the differing complexities. It is likely that demand will increase in the future due to population increases and pressure on the prison system nationally (bed space) resulting in more cases being managed in the community.

8.11 The Public Protection Unit (PPU) manage Registered Sex Offenders (RSO) but also support MAPPA with MAPPA cases – not all RSOs are MAPPA cases, and not all MAPPA cases are RSOs.

8.12 The cohort that PPU manage are closely monitored through the regular scrutiny of performance data including how often people are visited, how many visits are outstanding, how many intelligence submissions are made and how many additional offences are detected and investigated – the performance levels are strong and illustrate robust management of the cohort and the associated demand. All members of the team are trained in MOSOVO (management of serious offenders and violent offenders) a national accreditation which facilitates the effective management of such offenders.

8.13 Current performance is as follows:

- 900 Registered sex offenders (RSOs) living in Suffolk and managed by the PPU team.
- 165 Suffolk RSOs currently in custody.
- The team proactively manage the cohort and in December 2021 15 Sexual Harm Prevention Orders (SHPO) were issued at court.
- Suffolk currently has no wanted/missing RSOs.

8.14 A trial is ongoing with the use of a dedicated Digital Support Officer being based within the PPU team to assist with digital examination of devices belonging to RSOs.

9. WANTED PEOPLE AND OUTSTANDING SUSPECTS

9.1 Suffolk Constabulary has a robust and consistent approach to the effective management of wanted persons. Wanted persons are apprehended with a sense of urgency, recognising the need to maximise public safety, prevent crime and deliver prompt and effective investigations on behalf of victims.

9.2 During criminal investigations conducted by both Constabularies, suspects are only circulated on the Police National Computer (PNC) as wanted if their arrest is necessary (in line with Code of Practice G of the Police and Criminal Evidence Act 1984) and all criminal offences under investigation where a suspect is circulated as wanted, are reviewed regularly to ensure officers and staff from both Constabularies are continuing to carry out enquiries diligently and expeditiously to lawfully bring offenders to justice.

9.3 A wanted person case would be required when a person is suspected of committing a criminal offence and they cannot be located in the following circumstances:

- The suspect has never been arrested for the criminal offence being investigated and the arrest is necessary.
- The suspect is currently on police bail to return to a police station at a specified time and date and has either failed to do so or has breached conditions put in place when the suspect was bailed from the police station previously.
- The suspect has been released under investigation (RUI) and, as a result of fresh evidence, an arrest is deemed appropriate.

9.4 In Suffolk Constabulary a ten-day rule applies for progression of positive action against suspects for crimes. Early identification of suspects and prioritisation of positive action, based on a dynamic assessment of threat, risk and harm maximises the opportunities to achieve positive outcomes, prevent further offending and make a significant difference to reducing demand. Action should be prioritised where it is assessed that the suspect poses a serious risk to the safety of others, is likely to commit further offences (repeat offender) and/or destroy, conceal evidence. There is a comprehensive list of actions that every Officer In the Case (OIC) should take for all those circulated as wanted and supervisors regularly check to ensure compliance.

9.5 A Detective Inspector from the Crime, Safeguarding and Investigation Management Command (CSIM) has organisational responsibility for the circulation of data on a regular basis. This information is shared with District Commanders and Department Heads every month and cases referred to the Constabulary performance meeting where no arrest is achieved.

9.6 In addition, Suffolk Constabulary also have a robust process in place to manage the Constabulary response to outstanding suspects. These are people who have been identified as suspects in reported offences but have yet to be arrested.

9.7 The Strategic Business and Operational Services team (SBOS) circulate data on outstanding suspects on a monthly basis. This information is again shared with District Commanders and Department Heads with performance scrutinised at the Constabulary performance meeting.

<u>Area</u>	<u>Outstanding Suspects 30 December 2021</u>	<u>Outstanding Suspects 28 January 2022</u>	<u>% increase / decrease</u>
East SPC	322	309	-4.03%
South SPC	196	190	-3.06%
West SPC	366	378	3.27%

<u>Area</u>	<u>Outstanding Suspects 28 Days old and under</u>	<u>Outstanding Suspects over 90 days old</u>
East SPC	155	55
South SPC	151	2
West SPC	215	43

9.8 Excellent progress has been made in this area and the Constabulary are confident in the timely activity to bring these offenders to justice as soon as possible.

10. INTEGRATED OFFENDER MANAGEMENT

10.1 Integrated Offender Management (IOM) brings a cross-agency response to the crime and reoffending threats faced by local communities. The most persistent and problematic offenders are identified and managed jointly by partner agencies working together.

10.2 IOM helps to improve the quality of life in communities by:

- reducing the negative impact of crime and reoffending.
- reducing the number of people who become victims of crime.
- helping to improve the public's confidence in the criminal justice system.

10.3 Local IOM models vary to reflect local circumstances and priorities, but the common elements are:

- all partners manage offenders together.
- a local response to local problems.
- all offenders can potentially be included.
- offenders face up to their responsibility or face the consequences.

- best use is made of existing programmes and governance arrangements.
- achieving long-term desistance from crime.

10.4 The Integrated Offender Management team are based at the Lowestoft Probation Office, Hubbard House in Ipswich, and Bury St Edmunds Probation Office. Resourcing levels across Suffolk have remained static with 2 Suffolk Sergeants and 8 Police Constables, with the Bury Sergeant also supervising the Norfolk Staff in Kings Lynn and the Lowestoft team being supervised after by a Norfolk Sergeant.

10.5 Norfolk and Suffolk are now two separate Probation Delivery Units (PDUs) with separate heads, but the head of the Norfolk scheme has agreed to take oversight of the IOM for both counties to maintain consistency across the scheme. Internally the team is jointly line managed by the Head of the Crime, Safeguarding and Investigation Management Command (CSIM) in Suffolk and the Head of the Community Safety Department in Norfolk.

10.6 Suffolk Constabulary current have the below volumes of offenders on the scheme:

- Number on Suffolk Fixed Cohort¹ – 41
- Number on Suffolk Flexible Cohort² – 74
- Total Suffolk Cohort – 115

10.7 These numbers are lower than has been reported in previous years because the introduction of the National Strategy for IOM required a refocus on what we were trying to achieve and people were removed, either because they no longer met the criteria or because it was identified that there was no benefit to them being on the scheme.

10.8 Work is ongoing to secure opportunities to increase the number of people on the scheme by introducing a Free Cohort of Female Offenders. These women would ordinarily not score high enough on the existing adoption matrix to secure adoption; recognising that female offenders are often the product of adverse childhood experiences and other life trauma and are often victims as well as offenders which leads to chaotic lifestyles that the IOM can help to address.

10.9 County Lines Offenders and Gang Members are currently managed under the Flexible Cohort (unless under supervision for a Neighbourhood Crime Offence – in which case they are Fixed) but are only adopted if it is recognised that they have needs that can be met by current IOM multi-agency working practices. We also have processes in place for transition from the Youth Offending Services.

10.10 Performance – Data from final quarter of 2021

¹ Fixed Cohort members are statutory for neighbourhood crime offences with high OGRS (probation tool for measuring risk of reoffending.)

² Flexible Cohort members are linked to neighbourhood crime offending but may not be statutory for it or are statutory with medium OGRS. The Flexible cohort also contains other priority offenders where their multi-agency management supports local policing needs.

Area	Probation	Adopted	Removed	Removal Code	12 months in community prior to adoption		12 months in community before removal		% Reduction in Crime Harm	
					ONS CSS	ONS CSS2	ONS	ONS2	ONS3	
Ipswich	FIXED	03/07/2019	20/10/2021	1	1074	123	-88.55%	0	0	
Ipswich	N/S - FLEX	01/08/2018	20/10/2021	3	453	0	-100.00%	0	0	
Ipswich	FIXED	02/06/2021	20/10/2021	5	0	0	#DIV/0!	0	0	
Ipswich	N/S - FLEX	03/07/2019	20/10/2021	4	2057	0	-100.00%	0	0	
Ipswich	N/S - FIXED	07/06/2017	20/10/2021	3	183	0	-100.00%	0	0	
Bury St. Edmunds	FLEX	30/06/2021	20/10/2021	1	14	0	-100.00%	0	0	
Norwich	N/S - FLEX	05/05/2021	20/10/2021	3	0	0	#DIV/0!	0	0	
Gt. Yarmouth	FLEX	12/02/2020	20/10/2021	6a	2728	0	-100.00%	0	0	
King's Lynn	N/S - FLEX	10/04/2019	20/10/2021	1	1533	147	-90.41%	0	0	
Ipswich	FLEX	12/02/2020	17/11/2021	5	270	242	-10.37%	0	0	
Ipswich	FIXED	01/07/2020	17/11/2021	6a	432	2289	429.86%	0	0	
Ipswich	FLEX	20/11/2019	17/11/2021	4	1087	0	-100.00%	0	0	
Waveney	FLEX	13/01/2021	17/11/2021	1	2519	0	-100.00%	0	0	
Waveney	FLEX	18/12/2019	17/11/2021	1	1159	0	-100.00%	0	0	
Bury St. Edmunds	FLEX	30/06/2021	17/11/2021	1	587	0	-100.00%	0	0	
Bury St. Edmunds	FLEX	21/10/2020	17/11/2021	1	125	144	15.20%	0	0	
Norwich	FLEX	23/09/2020	17/11/2021	5	2354	0	-100.00%	0	0	
Bury St. Edmunds	FLEX	21/10/2020	15/12/2021	1	523	123	-76.48%	0	0	
Bury St. Edmunds	FLEX	23/09/2020	15/12/2021	1	1028	0	-100.00%	0	0	
Bury St. Edmunds	FLEX	25/08/2021	15/12/2021	1	1029	0	-100.00%	0	0	
King's Lynn	FIXED	10/02/2021	15/12/2021	1	744	31	-95.83%	0	0	
Bury St. Edmunds	FLEX	28/07/2021	15/12/2021	3	0	0	#DIV/0!	0	0	
Ipswich	FIXED	05/05/2021	15/12/2021	5	8	0	-100.00%	0	0	
Norwich	FLEX	05/05/2021	15/12/2021	2	183	24	-86.89%	0	0	
Norwich	FIXED	10/04/2019	15/12/2021	3	195	125	-35.90%	0	0	
Norwich	FLEX	22/09/2021	15/12/2021	6a	2174	0	-100.00%	0	0	
Norwich	FLEX	25/09/2019	15/12/2021	5	944	100	-89.41%	0	0	
					23403	3348	-85.69%	0	0	

10.11 Deregistration data shows that between October and December 2021, the average reduction in crime harm was 85% with most obtaining a 100% reduction. This quarter was not unique, and this has been the average throughout the year.

10.12 In the future, we will be moving to using the MOJ IDIOM tool for performance management as per national requirements and reporting and are currently waiting for direction as to exactly what we need to report.

10.13 Effective joint working between the Probation Service and the Constabulary continues. The National Strategy recommends specific visit schedules to include joint appointments at probation offices, home visits and community visits. We have a pivotal role to play in achieving these key performance indicators and will continue to ensure offenders in this scheme are effectively and proactively managed.

11. FINANCIAL IMPLICATIONS

11.1 None.

12. OTHER RISKS AND IMPLICATIONS

12.1 Whilst the Constabulary have measures in place to respond, the implications of the changes to Bail legislation, anticipated later this year, will need to be considered and communicated across the organisation to ensure a cultural shift and move from a presumption of no bail to a presumption of the use of bail. This will be monitored by the Managing Offenders subgroup and any awareness raising material designed and disseminated as required.

12.2 Increases to the population and pressures on the prison system locally and nationally, coupled with increases in sexual offending, are likely to result in increased number of Registered Sex Offenders being managed in the community. This will require continual scrutiny and

monitoring by the Constabulary to ensure resourcing levels remain appropriate and can manage increases in demand.

- 12.3 The challenges being experienced by Her Majesty's Courts and Tribunal Services (HMCTS), particularly in relation to Crown Court trials is having a direct impact on delays within the Criminal Justice System. Whilst this is felt significantly by victims, witnesses and their families, the impact on suspects cannot be forgotten and may result in additional demand. This could take the form of repeat offending or resulting mental health issues within the community and is something that the Constabulary continues to highlight through relevant partnership meetings.

To scrutinise the management of offenders across both organisations, ensuring crimes are detected, appropriate outcomes for victims are secured and offenders are diverted to prevent offending and promote rehabilitation where appropriate.

Detect Crime and Create confidence

To provide a good quality and consistent service that ensures, crimes are detected, the voice of the victim is heard and justice seen to be done.

- Ensure opportunities to maximise positive outcomes are progressed
- Consider the views of the victim and ensure the most proportionate outcomes are always considered.
- Restorative Justice and RJ Hub – Promotion of benefits for Victims, Offenders and continuance of training officers

Divert & Deter

To provide solutions for diversionary pathways to offenders to prevent future offending & reduce reoffending

- Work with Partners to provide a 'whole system' approach to managing persistent and problematic offenders .
- Ensure the appropriate use of out-of-court disposals and other community-based outcomes where relevant.
- Ensure referrals to specialist support services and signposting to other support
- Robustly target those offenders that cause the highest harm and / or are repeat offenders



Deliver a quality service

To promote the importance of timely, effective and high-quality investigations

- Ensure Investigations are completed in a timely manner, with victims and offenders kept updated
- Gather and present the best evidence as early as possible to the courts to allow speedier justice.
- Deliver training to communicate obligations and recording requirements across both forces
- Focus on staff having the right behaviours and attitudes



Demonstrate compliance and quality

Implement audit and evaluation methods to monitor compliance at a local level and in line with national guidance

- Use agreed recording process to capture and develop performance data on all outcomes
- Identify areas of non-compliance and support commands to address areas of concern
- Conduct a quarterly scrutiny panel involving members of all commands to review cases and identify learning.

