



ORIGINATOR: CHIEF CONSTABLE

PAPER NO: APP22/43

SUBMITTED TO: ACCOUNTABILITY AND PERFORMANCE PANEL – 16 SEPTEMBER 2022

SUBJECT: MANAGING OFFENDERS AND REDUCING REOFFENDING

**SUMMARY:**

1. This is a new area of reporting, and this is only the second time a report has been produced 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 Police and Crime Commissioner is asked to consider the contents of this report.

## **1. INTRODUCTION**

- 1.1 The effective management of offenders is a core role in mitigating risk of further offending 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 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 several 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 was prioritising its 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 several areas of offender management. This subgroup is in its early stages of formation and continues to assess the existing landscape, however the focus areas of the subgroup are:
  - Integrated Offender Management;
  - Use of Bail and Released Under Investigation (RUI);
  - Use of civil or preventative orders and;
  - Use of Out of Court Disposals and the embedding of the new two-tier strategy.
- 2.2 The subgroup has developed and implemented a Managing Offenders Strategy and the most recent version (July 22) is attached as Appendix 1.
- 2.3 The aims and objectives remain consistent with the previous submission to this meeting however for clarity are repeated below:
- 2.4 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.

2.5 To support the implementation of the strategy and to provide operational guidance and oversight, the Justice Services Command have also 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 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 Officer in the Case (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 six PICs in total, four in Norfolk and two 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 has been managed by Virtual Court Detention Officers (VCDO) who are present in both Suffolk PICs. Whilst this service has been in operation for over 5 years and has been working effectively, support for the service was withdrawn from 1<sup>st</sup> August 2022. This decision was not taken lightly by the Constabulary and was discussed with the Police and Crime Commissioner prior to being more widely communicated. Costs for this service were picked up entirely by the Constabulary and were simply no longer affordable without some financial support from Her Majesty's Courts and Tribunal Service (HMCTS). Several negotiations took place with colleagues within HMCTS at a local and national level to try and seek a funding resolution however no agreement was reached.

3.7 As a result of the cessation of this service, detainees who are remanded in Police Custody will be collected from the relevant PIC and transported to the Court by SERCO. These arrangements are determined between HMCTS and SERCO directly through ongoing contract provision. Where any difficulties arise with either an inability to transport, lack of cell capacity at the Court or there is no Court capacity to hear the case, data is being collated to ensure the impact on the Constabulary is monitored and to facilitate future conversations with colleagues in HMCTS where required.

3.8 Op Harbinger was introduced across the Suffolk PICs from 1<sup>st</sup> July 2022. This process focusses on the 'Golden Hour' approach and seeks to improve information exchanges and safeguarding responses when children are in Police custody. The Golden Hour enables critical information around a child being held in police custody to be shared in real time between Suffolk Constabulary and Suffolk Children's Services/Emergency Duty Service (EDS). Critical information regarding any safeguarding or welfare concerns which could impact on a child's safe stay in custody or release plans will be shared (under Suffolk Multi- Agency Safeguarding Hub (MASH) Information Sharing Agreement).

3.9 Where anyone under the age of 18 is booked into custody, a call is made to Suffolk County Council Emergency Duty Service within one hour of arrival at the PIC. This contact enables quick time information sharing on existing safeguarding concerns and facilitates improved risk assessments within custody which are conducted both during the period of detention and prior to release. (The process is attached as Appendix 2)

3.10 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.

3.11 Throughput in custody decreased during the pandemic but as can be seen from the below table, has started to increase and July saw the highest throughout for over 12 months:

PIC NAME	Aug-21	Sep-21	Oct-21	Nov-21	Dec-21	Jan-22	Feb-22	Mar-22	Apr-22	May-22	Jun-22	Jul-22	Total
<b>Aylsham</b>	<b>144</b>	<b>154</b>	<b>161</b>	<b>157</b>	<b>140</b>	<b>133</b>	<b>124</b>	<b>138</b>	<b>140</b>	<b>160</b>	<b>160</b>	<b>145</b>	<b>1756</b>
Adult	137	143	155	147	131	128	114	126	132	150	140	127	1630
Juvenile	7	11	6	10	9	5	10	12	8	10	20	18	126
<b>Bury St. Edmunds</b>	<b>347</b>	<b>328</b>	<b>346</b>	<b>337</b>	<b>357</b>	<b>362</b>	<b>359</b>	<b>357</b>	<b>390</b>	<b>404</b>	<b>369</b>	<b>419</b>	<b>4375</b>
Adult	331	313	329	323	346	339	341	342	369	374	343	394	4144
Juvenile	16	15	17	14	11	23	18	15	21	30	26	25	231
<b>Great Yarmouth</b>	<b>365</b>	<b>355</b>	<b>353</b>	<b>342</b>	<b>294</b>	<b>350</b>	<b>290</b>	<b>337</b>	<b>383</b>	<b>370</b>	<b>387</b>	<b>404</b>	<b>4230</b>
Adult	329	334	324	325	269	326	269	319	357	330	353	369	3904
Juvenile	36	21	29	17	25	24	21	18	26	40	34	35	326
<b>King's Lynn</b>	<b>333</b>	<b>360</b>	<b>360</b>	<b>367</b>	<b>350</b>	<b>309</b>	<b>325</b>	<b>386</b>	<b>339</b>	<b>397</b>	<b>456</b>	<b>370</b>	<b>4352</b>
Adult	307	341	343	350	338	294	310	359	316	376	432	347	4113
Juvenile	26	19	17	17	12	15	15	27	23	21	24	23	239
<b>Martlesham</b>	<b>443</b>	<b>400</b>	<b>422</b>	<b>434</b>	<b>443</b>	<b>408</b>	<b>372</b>	<b>425</b>	<b>412</b>	<b>501</b>	<b>414</b>	<b>489</b>	<b>5163</b>
Adult	421	367	388	395	410	362	355	377	369	451	369	430	4694
Juvenile	22	33	34	39	33	46	17	48	43	50	45	59	469
<b>Wymondham</b>	<b>436</b>	<b>428</b>	<b>455</b>	<b>409</b>	<b>442</b>	<b>450</b>	<b>465</b>	<b>443</b>	<b>462</b>	<b>475</b>	<b>430</b>	<b>527</b>	<b>5422</b>
Adult	411	408	433	377	414	417	415	420	430	444	399	494	5062
Juvenile	25	20	22	32	28	33	50	23	32	31	31	33	360
<b>Grand Total</b>	<b>2068</b>	<b>2025</b>	<b>2097</b>	<b>2046</b>	<b>2026</b>	<b>2012</b>	<b>1935</b>	<b>2086</b>	<b>2126</b>	<b>2307</b>	<b>2216</b>	<b>2354</b>	<b>25298</b>

3.12 Mental health assessments in custody continue to prove challenging with ongoing concerns about bed availability across the Norfolk and Suffolk Foundation Trust (NSFT). Whilst the Justice Services Command and the Custody team specifically, have good working relationships with colleagues from the NSFT, detention in custody of those who require mental health beds continues to pose a risk to the organisation. The below charts provide an overview of the numbers of people subject to a mental health assessment in the two Suffolk only PICs:



3.13 There is a constant focus on those children and young people who are detained in custody and efforts are made across the county to ensure that only where necessary are children brought into the PIC. The existing 'Ring Before You Bring' scheme facilitates this to some degree but there is also a great amount of thought put into other opportunities by frontline officers and staff before reaching a decision to arrest.

3.14 The below table provides the data on the throughout figures for children and young people in custody. Figures do fluctuate based on any targeted operational activity which may be ongoing in a specific policing area but are generally stable:

PIC Name	Aug-21	Sep-21	Oct-21	Nov-21	Dec-21	Jan-22	Feb-22	Mar-22	Apr-22	May-22	Jun-22	Jul-22	Total
Aylsham PIC	7	11	6	10	9	5	10	12	8	10	20	18	126
Bury St. Edmunds PIC	16	15	17	14	11	23	18	15	21	30	26	25	231
Great Yarmouth PIC	36	21	29	17	25	24	21	18	26	40	34	35	326
King's Lynn PIC	26	19	17	17	12	15	15	27	23	21	24	23	239
Martlesham PIC	22	33	34	39	33	46	17	48	43	50	45	59	469
Wymondham PIC	25	20	22	32	28	33	50	23	32	31	31	33	360
<b>Grand Total</b>	<b>132</b>	<b>119</b>	<b>125</b>	<b>129</b>	<b>118</b>	<b>146</b>	<b>131</b>	<b>143</b>	<b>153</b>	<b>182</b>	<b>180</b>	<b>193</b>	<b>1751</b>

3.15 The independent Strip Search Scrutiny Panel (ISSSP) convened across Norfolk and Suffolk and made up from Independent Custody Visitors, continues to meet quarterly to review the use of Section 54 PACE powers. These powers 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 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.

#### 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 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 because 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 because 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 later this year, 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. The new options are shown below:-

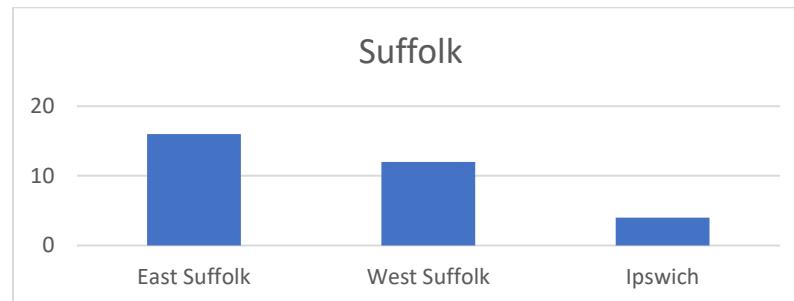
- Diversionary Caution – power of arrest if breached:
- Community Caution – no power of arrest if breached, cannot be prosecuted:
- Community Resolution – no enforcement option if breached.

4.6 Discussions are now ongoing as to the adoption of the above options and to consider how to ensure consistency of decision making when considering community resolution as an outcome and a paper is being prepared for Chief Officer consideration in October.

4.7 The Norfolk and Suffolk Constabulary Joint Justice Services Command led on the plans to roll out the two-tier Out of Court Disposal process and which resulted in Suffolk being fully 'live' with this approach from 1<sup>st</sup> July 2022. Data is provided below to show increased use of OOCD across the county:

*Note – Ipswich was the last district to launch the new two-tier model hence the lower figures below*

	Phase 1		Phase 1 & 2				All Areas LIVE 1/7/22
	Jan22	Feb22	Mar22	Apr22	May22	Jun22	
Conditional Caution Completed	35	30	58	61	84	93	127
CARA (Included in CC total figures)	2	6	9	3	8	7	8
ADDER (Included in CC total figures)	0	0	0	21	21	21	35
Red Snapper Referrals Premium Hub	18	25	31	40	45	41	65
RED Snapper Referrals Standard Hub							27
Breaches	2	5	10	2	3	7	6



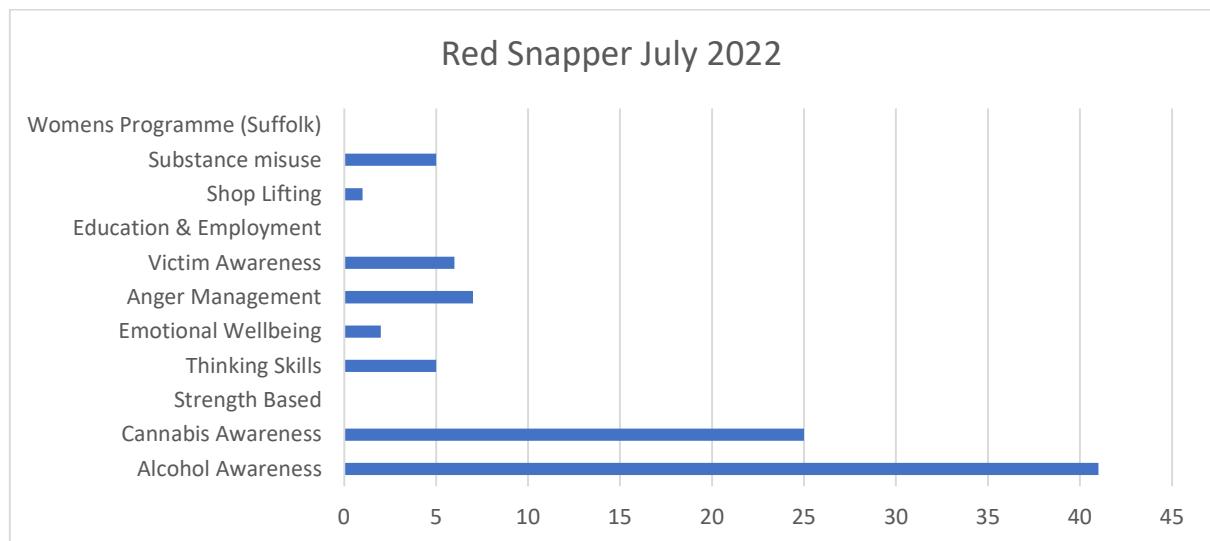
4.8 Suffolk Constabulary has ensured officers considering intervention packages have access to a series of on-line products as part of an Interventions Hub. The Hub provided by the Red Snapper Group already has experience supporting forces who have implemented the two-tier approach and evaluations have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

4.9 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.

4.10 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.

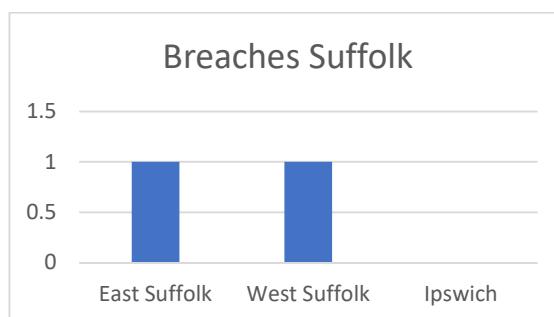
4.11 Take up of these packages is carefully monitored by the Managing Offenders team and is also scrutinised at the Managing Offenders subgroup where information on breaches is also being reviewed. As this data develops it is anticipated it will enable identification of any themes or trends.

4.12 The below table shows the number of referrals to Red Snapper courses across Norfolk and Suffolk:



4.13 The below table provides information on the breaches which is broken down into location, ethnicity, and gender to further assist with future analysis of the value of these diversionary pathways:

*Note – the second table provides information for both Norfolk and Suffolk*



CRIME	ETHNICITY	GENDER	REASON
Assault Emergency Worker, Possession Cannabis	White	Male	Didn't complete RS, Failed to pay compensation and Letter of apology.
Criminal Damage Under £5,000	White	Male	Non payment compensation
Drunk & Disorderly	White	Female	Non Payment Fine
Criminal Damage Under £5,000	White	Male	Didn't complete CARA work shop
Assault Emergency Worker	White	Female	Didn't complete Red Snapper course
Assault by Beating	White	Male	Non payment compensation

4.14 To ensure appropriate scrutiny of the use of Out of Court Disposals an Independent Scrutiny Panel has been established and continue to meet quarterly. 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**

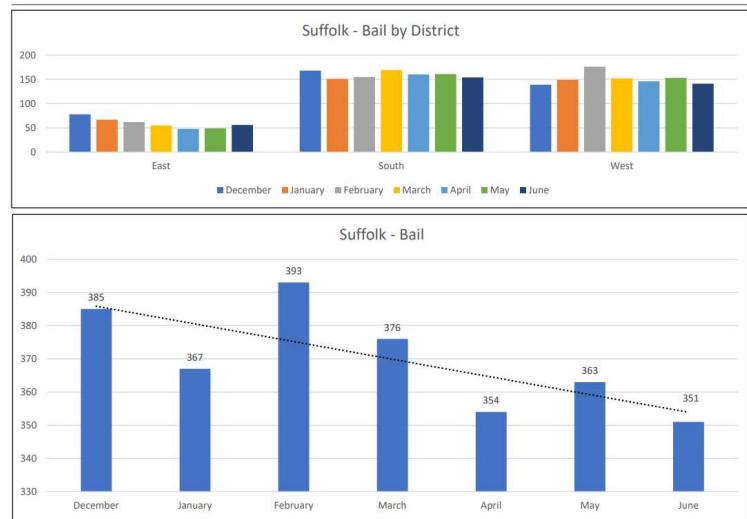
5.1 As a result of legislation changes in 2017 the Bail Management Team was created to support operational colleagues. The team comprises of two sergeants and one staff member and is a joint unit with Norfolk Constabulary. The team have been created to advise on bail matters, monitor extensions, act 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 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, most likely October 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 has been further developed and is now being trialled locally. Training packages for these legislative changes are awaited from the College of Policing. When provided they will be reviewed in line with the local context and a training plan is being developed to ensure all officers (from Constables to Superintendents) receive the updated training material.

5.4 The Constabulary use the Bail App to secure data on volumes of people on bail and on Released Under Investigation (RUI). Data on these figures is presented in the table below. It is difficult to scrutinise this information further as more detailed information on cases and officers cannot at this time be extracted for review, however it is hoped that the next iteration of the Bail App currently under trial locally, will be able to assist with this.



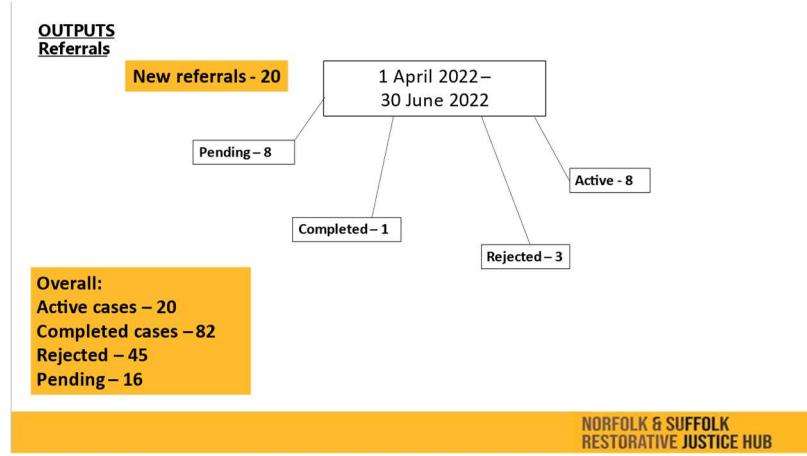
## 6. **RESTORATIVE JUSTICE (RJ)**

6.1 Restorative Justice (RJ) is not a disposal or Criminal Justice outcome 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 Constabulary;
- 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 It has been pleasing to see an increase in referrals to the RJ Hub and the expectation is that this will continue to increase.

6.5 In recognition of this increased demand, which is the highest that has been seen previously, the Constabulary have increased their resourcing contribution by inclusion of a full time RJ Officer post and with the support of the OPCC for Suffolk and Norfolk, funding has been increased and extended until 2025. This has enabled us to recruit a full time RJ Advisor post for Suffolk (start date awaited).

## 7. DOMESTIC ABUSE PERPETRATOR UNIT (DAPU)

7.1 The Domestic Abuse Perpetrator Unit (DAPU) is now well into its second year and good progress has been made which has delivered effective change.

7.2 The below provides an overview of the current position:

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

7.3 The below table provides an overview of the DAPU figures up to the end of July:

Total people on programme list	394
Initial cohort	102
<b>Total from referrals and MARAC</b>	<b>192</b>
<b>Total Scored</b>	<b>342</b>
To be scored	55 (52 agreed to be on hold)
Not suitable	45
<b>Suitable</b>	<b>178</b>
To be presented at panel	0
To approach to introduce programme	7
Approached for programme	156
Not interested in programme	95
<b>Interested</b>	<b>71</b>

Awaiting feedback	0
<a href="#">Total signed up for programme</a>	54
Withdrawn from programme since starting	27
<a href="#">Completed the programme</a>	11
<a href="#">Currently active</a>	15
<a href="#">Awaiting sign up meetings</a>	4
<a href="#">Total sessions conducted</a>	472

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.

## 8. **MULTI-AGENCY PUBLIC PROTECTION ARRANGEMENTS (MAPPA) AND PUBLIC PROTECTION UNIT**

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 but is a mechanism through which agencies can better discharge their statutory responsibilities and protect the public in a co-ordinated manner. Agencies always 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 because 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 (MAPP 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 how 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 because 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 33 live level 2 MAPPA cases across the county; 9 x Bury, 15 x Ipswich, 9 x

Lowestoft, which is a significant increase from the previous reporting period (previously 9 across the force). This is due to an increase in referrals.

- 8.7 All 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. This includes Suffolk owned cases as well as those cases owned by other force areas but who reside in Suffolk (see 1.9 below). At present there are 2 live Suffolk owned MAPPA 3 cases in the county, a reduction of 1 from the last reporting period.
- 8.8 Non RSO lower-level MAPPA cases 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 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 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:
  - 924 Registered sex offenders (RSOs) living in Suffolk and managed by the PPU Team;
  - 164 Suffolk RSOs currently in custody;
  - The Team proactively manages the cohort and over the last few months have achieved an average of 6 Sexual Harm Prevention Orders (SHPO) being issued at court each calendar month.

## **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, because of fresh evidence, an arrest is deemed appropriate.

9.4 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.

9.5 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.

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

<b><i>Area</i></b>	<b><i>Outstanding Suspects 20 May 2022</i></b>	<b><i>Outstanding Suspects 17 June 2022</i></b>	<b><i>% increase / decrease</i></b>
<b>East SPC</b>	<b>336</b>	<b>339</b>	<b>0.89%</b>
<b>South SPC</b>	<b>278</b>	<b>296</b>	<b>6.47%</b>
<b>West SPC</b>	<b>391</b>	<b>402</b>	<b>2.81%</b>

## **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 103 offenders on the scheme with 50 of these offenders being proactively managed in the community.

10.7 Since April 2022 there have been 19 new adoptions and an equal number of removals.

- Number on Suffolk Fixed Cohort<sup>1</sup> – 28 (meet a strict set of nationally agreed criteria for adoption);
- Number on Suffolk Flexible Cohort<sup>2</sup> – 68 (predominantly offenders involved in acquisitive crime);
- Free cohort – 7 (female offenders);
- Total Suffolk Cohort – 103.

10.8 During the first quarter of 2022/23, 79% of active prolific offenders on the scheme were deterred from committing any further crimes (based on charged data) and Suffolk offenders deregistered from the IOM scheme during April and May 2022 achieved a 93.5% reduction in their crime harm.

10.9 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.

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

<sup>2</sup> 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.

10.10 Effective joint working between the Probation Service and the Constabulary continues as well as good partnership working with Turning Point, the Department for Work and Pensions (DWP) and Housing Providers.

**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. The Managing Offenders subgroup are progressing this and have developed relevant training material which will be disseminated across the force in advance of the legislative change.

12.2 The challenges being experienced by Her Majesty's Courts and Tribunal Services (HMCTS), in conjunction with the ongoing Criminal Bar Action is having a direct impact on trial 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.

# Managing Offenders Strategy

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.



## Actions – July 2022

### Create confidence

- Bail and RUI - Identify numbers opened and numbers closed per month. – Ref new bail app ( HH)
- To create a plan to deliver bail training in readiness for new legislation in October(HH)
- Voluntary Attenders – Landed 5<sup>th</sup> July, data for next meeting. (HH)
- Consideration for training on civil orders to custody Sgts as per of CPD (HH)

### Divert & Deter

- Preventative orders - Tool kits to be produced for all civil orders around usage and process, to include Athena compliance for recording ( HH)
- IOM - Discuss a process for MOJ EMS 'hits' to come into the organisation for allocation for further investigation (EMS Acquisitive Crime Project.) (JM & JG) - **HELD**
- Out of court disposals - deep dive into out of court disposal breaches – Types of offences and Gender / Ethnicity - **ONGOING**

### Deliver a quality service

- Secure data on length of RUI and Bail, including offence type and district / location and Numbers of People and accuracy on Athena (HH) - **ONGOING**
- Item for 60 second brief to be compiled detailing proactivity of use of EM and feedback post any breach (JM)

### Demonstrate compliance and quality

- Evaluation of OOCD Phase 1 (AW) – **ONGOING**
- Warrants Data – awaits report from SBOS (MJ) - **ONGOING**
- SBOS to complete a visual pack from Power BI for Meetings ( DB)
- Investigations closure procedure to be checked ref Conditional Caution Field and Outcomes 3/ 3a ( SW) – **ONGOING**
- Athena data on VA to be reviewed and feed back at next meeting (DH)
- Link in with Athena to confirm plans for pause on PACE clock (HH)
- Criminal warrants protocol proposal required with options to implement locally. (MJ)



## Achievements

### Create confidence

- OOCD Phase 1 introduced on 13/9/21 in 2 policing areas using 2 Tier OOCD
- Bail and RUI Trend line and separate bail and RIU data for force added .
- Essex bail app – updates obtained
- Cautions - Victim Views sought and recorded on Athena and PNC updated
- RJ – reviewed completed cases to confirm outcomes and satisfaction

### Divert & Deter

- Outstanding Suspect and Warrants Process to be confirmed - with CPC for oversight Aug21
- IOM –Case examples provided to confirm effectiveness of scheme Oct 21
- IOM -Data on Recalls produced and included in data pack Oct 21
- Data on electronic tagging included in Managing Offenders Data Pack
- Process aligned to capture recall data for Norfolk and Suffolk
- Preventative orders - Tool kits to be produced for all civil orders around usage and process, to include Athena compliance for recording



### Deliver a quality service

- Comms circulated to confirm cautions process Aug 2021
- Custody Sgts in Norfolk & Suffolk now populate BAIL APP for all Bails & RUI – Aug 21
- Bail and RUI Process Maps complete
- Process in place to identify suspects for multiple crimes at earliest opportunity within Custody via CIU / Custody/ IMU
- Process Map for Bail & RUI completed and gaps identified and comms circulated
- Foreign National Data - Info on repeat offenders to be shared with immigration. – Every 6 Months
- Meeting with SBOS and compare CPC Data Pack with MO Pack and Power BI to confirm report



### Demonstrate compliance and quality

- Managing Offenders Strategy Document completed
- HMIC Recommendations added to Strategy document and agenda for each meeting
- Caution flow chart amended to include Athena task and rationale
- Data introduced for Managing Offenders for Force and District Level
- Cautions Auditing & Dip Sampling including PNC & Custody Audits completed monthly in Custody
- Existing caution guidance aliened
- Process confirmed for identifying the same suspect in multiple cases within CIU
- Civil Orders – Secure Accurate Data and access prevalence of use and suitability
- Outcomes – provide data at force, district and offence level



## HMIC Recommendations [HMIC Action Plan - Managing Offenders.xlsx](#)

### Create confidence

- [Review of policing domestic abuse during the pandemic](#) - Victims safeguarded and supported - BAIL & RUI changes to be recorded and engagement with Victims
- [HMICFRS PEEL Inspection Suffolk](#) - Cautions - Victims consulted prior to caution and following caution and appropriately recorded.
- [A Duty to Protect Police use of protective measures in cases involving violence against woman and girls](#) - CC should review and if necessary refresh their policy on how the force processes notification of NON Molestation Orders so officers can easily identify if one exists .
- [A Duty to Protect Police use of protective measures in cases involving violence against woman and girls](#) – CC should until DAPO's replace DVPN / DVPO review and if necessary refresh their policy on DVPN / DVPO and ensure there is clear guidance and communication to prioritise the effective use of DVPN / DVPO and monitor their use around effectiveness



### Divert & Deter

- [How effectively do Police Forces engage with Woman & Girls - Disruption of adult perpetrators](#) - priority for the police.



### Deliver a quality service

- [Pre Charge Bail and RUI - Striking a Balance](#) Bail or RUI processes should be completed to show where offenders are in the system. - [Closed by HMIC 2/22](#)
  - [A Duty to protect Police use of protective measures in cases involving violence against woman & girls](#) - Bail & RUI managed to ensure that investigations are conducted efficiently and effectively
  - [A Duty to protect Police use of protective measures in cases involving violence against woman & girls](#) - all pre-charge bail cases where bail lapses – assessment to be completed and rationale recorded to continue or revert to RUI.



### Demonstrate compliance and quality

- [Pre Charge Bail and RUI - Striking a Balance](#) - Forces should record whether a suspect is on Bail or RUI on the MG3 form when it is submitted to CPS. - [Closed by HMIC 2/22](#)
- [A Duty to protect Police use of protective measures in cases involving violence against woman & girls](#) - data is gathered on the use of voluntary attenders and scrutinised.
- [Rape - Joint thematic inspection of the Police and CPS response to Rape](#) - Police forces should collect data to record the different stages when, and reasons why, a victim may withdraw support for a case. ( Victim Subgroup)
- [A Duty to protect Police use of protective measures in cases involving violence against woman & girls](#) - Preventative Orders data to be reviewed
- [How effectively do Police Forces engage with Woman & Girls](#) - Scrutiny of Data of numbers on Bail / RUI and Civil Orders ref VAGW & Rape

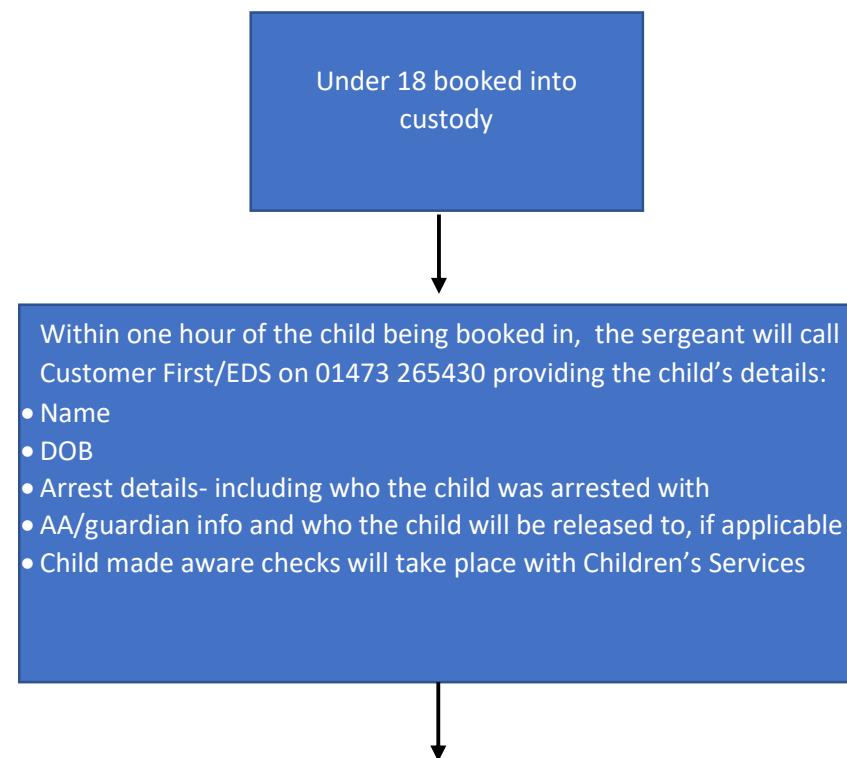


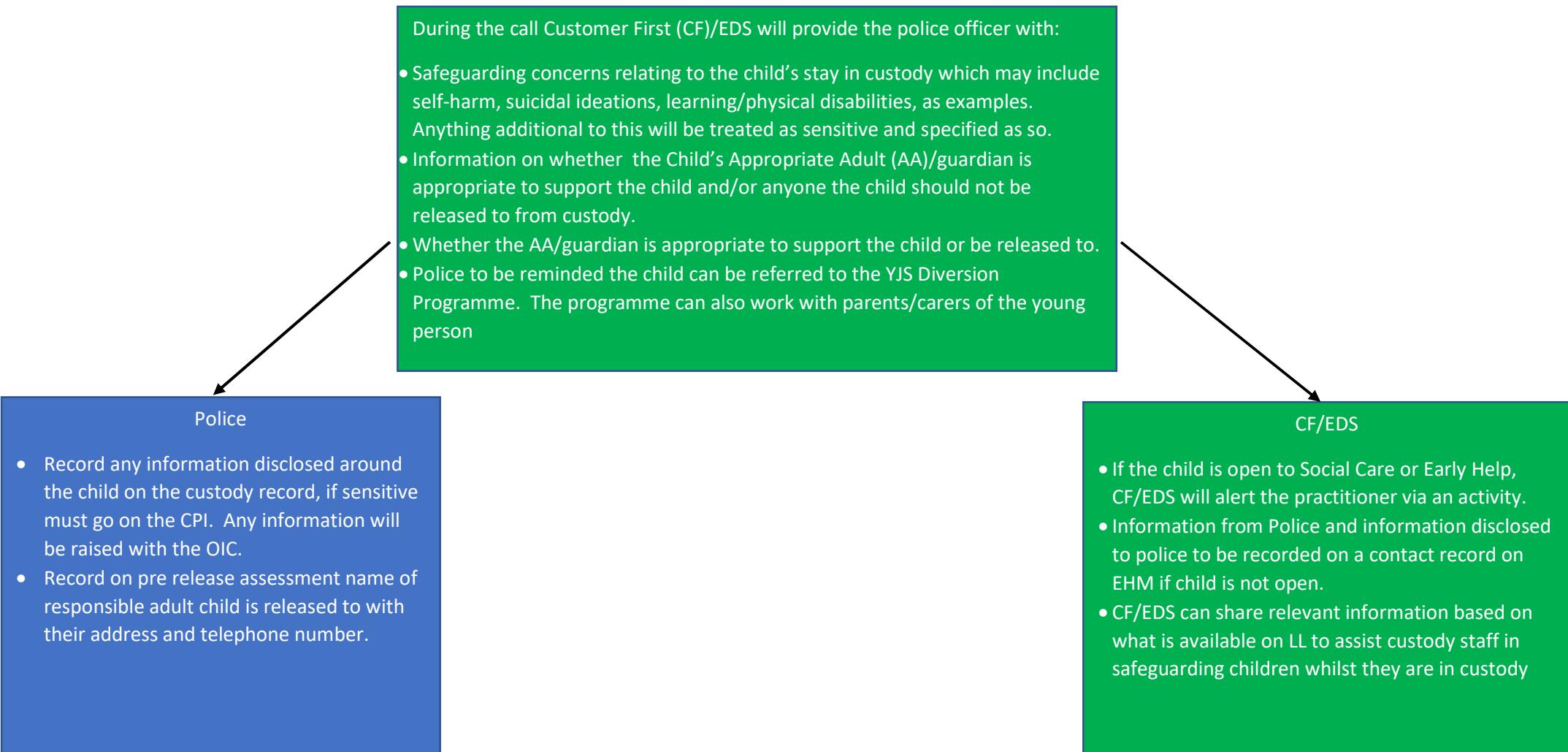
## Suffolk Golden Hour

The Golden Hour approach seeks to improve information exchange and safeguarding responses when children are in Police custody. The Golden Hour enables critical information around a child being held in police custody to be shared in real time between Suffolk Constabulary and Suffolk Children's Services/Emergency Duty Service (EDS). Critical information regarding any safeguarding or welfare concerns which could impact on a child's safe stay in custody or release plans will be shared (under Suffolk Multi- Agency Safeguarding Hub (MASH) Information Sharing Agreement).

### PROCESS

#### **Ipswich, Bury St Edmunds and Great Yarmouth PICs**





## For Social Care

Monday – Friday 08.45 – 17.20 - Calls will be responded to by CF

Outside of these times calls will go to EDS – weekdays up until 22.30 to be passed to the on call Social Worker, after 22.30 to be picked up by call handlers.

## Useful numbers

Customer First – 0808 800 4005 Monday to Thursday 8.00 am to 5.20 pm, Fridays 8.00 am to 4.20 pm. Outside of these hours the Customer First number diverts to the Emergency Duty Service

The tel number 01473265430 can be used by police both during the working day and out of hours.

PIC custody desks 101 and select the option for whichever PIC is required.

Great Yarmouth 01953 425699 x 3456