



ORIGINATOR: CHIEF CONSTABLE

PAPER NO: AP23/14

SUBMITTED TO: ACCOUNTABILITY AND PERFORMANCE PANEL –  
17 MARCH 2023

SUBJECT: MANAGING OFFENDERS AND REDUCING REOFFENDING

**SUMMARY:**

1. This is the third report which has been produced for this meeting. The report continues to provide an overview of how Suffolk Constabulary manages individuals identified as suspects and offenders.
2. It will provide a summary and assurance of the work being delivered focusing on current activity and improvements which supports the objectives of the Police and Crime Plan and where appropriate will provide statistical information.

**RECOMMENDATION:**

1. The Police and Crime Commissioner is asked to consider the contents of this report and progress made by the Constabulary and raise issues with the Chief Constable as appropriate to the PCC's role in holding the Chief Constable to account.

## **1. INTRODUCTION**

- 1.1 Effective management of offenders is a core role in mitigating risk of further offending and safeguarding victims and witnesses. The effective management of offenders once identified, increases opportunities for some offenders to be rehabilitated and in turn prevent future reoffending. The aim to prevent future offending coupled with a good service provided to victims can significantly enhance community confidence and satisfaction in policing as well as providing key reassurance to vulnerable victims.
- 1.2 The police play a key partnership role with a number of agencies and services 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 a number of significant risks to community confidence in the Criminal Justice System if offenders are not effectively managed during the investigation of offences. Risks include, but are not limited to, statutory time limits for prosecutions being exceeded, protracted anxiety for victims resulting in increased attrition and potential risks of repeat victimisation and reoffending. Dissatisfaction in a service can lead to reduced confidence and trust in policing and the wider Criminal Justice system.
- 1.4 Ongoing challenges with Crown and Magistrates court waiting times continue to put significant pressure on Police and CPS in Suffolk with resulting backlogs of cases progressing into the court arena. This in turn sees a greater volume of victims to support and offenders to manage simultaneously for longer periods. This picture is not specific to Suffolk and is reflected in Norfolk, regionally and nationally. This matter continues to be raised with the National Police Chiefs Council (NPCC), the Ministry of Justice (MOJ) and partner agencies.
- 1.5 Better offender management can substantially improve the journey of the offender through the criminal justice process. It is incumbent on the Constabulary to continue to work with Criminal Justice System partners to ensure timely access to the spectrum of justice outcomes including appropriate sanctions, support rehabilitation with a focus on prevention of reoffending.
- 1.6 This paper supports the Police and Crime Plan commitment which states the Constabulary will act on the changes in relation to offender management, including the use of adult conditional cautions and the new Integrated Offender Management Strategy, to reduce reoffending.

## **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.
- 2.2 This subgroup continues to assess the existing landscape, however the current focus areas of the subgroup are:
  - Integrated Offender Management;
  - Use of Bail and Released Under Investigation (RUI);
  - Use of civil or preventative orders;
  - Use of Out of Court Disposals;
  - Voluntary Attenders – Outside of Custody

2.3 The subgroup has a Managing Offenders Strategy which progresses the objectives of the Police and Crime Plan covering Objective 2 to provide services which support victims of crime and invest in initiatives which reduce crime and disorder and Objective 4 to work in partnership to improve criminal justice outcomes and enhance community safety

2.4 The aims continue to be

- 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 has 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, 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.

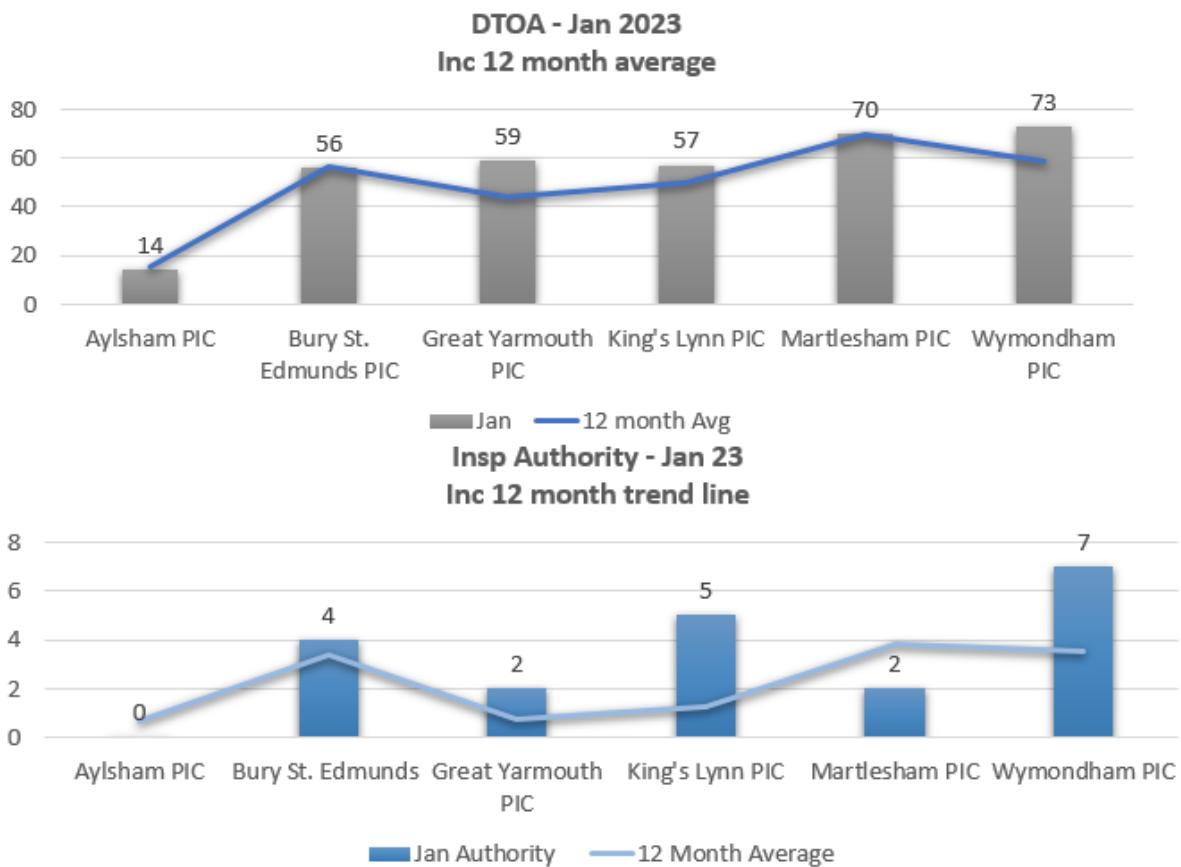
3.6 Detainees who are remanded in Police Custody will be collected from the relevant PIC and transported to the Court by SERCO. These arrangements are determined between HM Courts and Tribunals Service (HMCTS) and SERCO directly through ongoing contract provision. Where any difficulties arise with either 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.

3.7 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). This process is now subject to review with the intention being to enhance the service for both Suffolk Constabulary and Children's Services

3.8 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.

3.9 Drug testing on arrest is undertaken at all 6 PICs. A number of trigger offences lead to an automatic authority to test. In other offences where it is believed that drugs were a contributing factor in the offence an officer of the rank of Inspector or above can authorise a test to be taken.

3.10 Where a positive sample is obtained, diversionary services become available. The tables below demonstrate the use of testing on arrest.



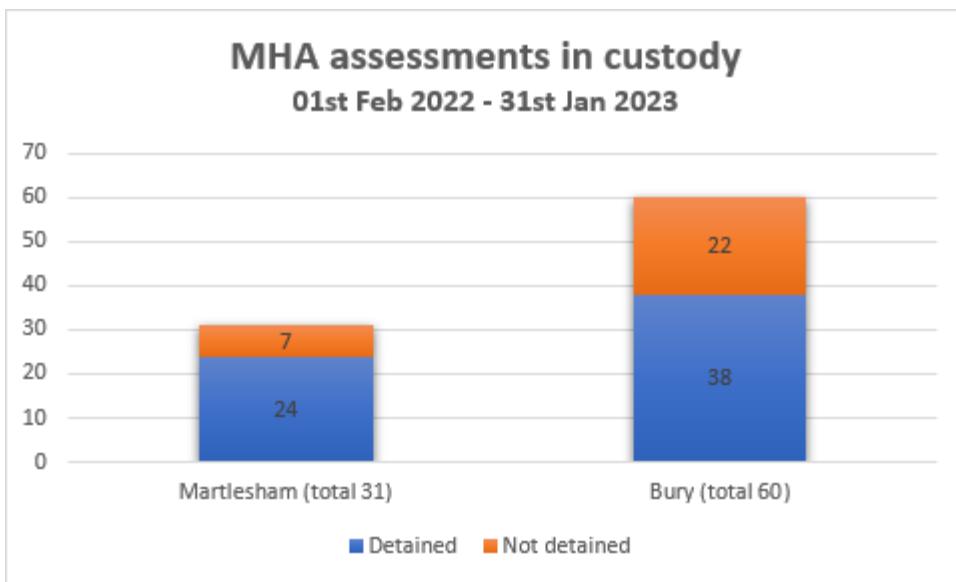
3.11 Custody information is scrutinised at the Custody Performance meeting and the Justice Services Command Senior Leadership Team meeting, both held monthly. This will include a review of the following datasets:

- 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.

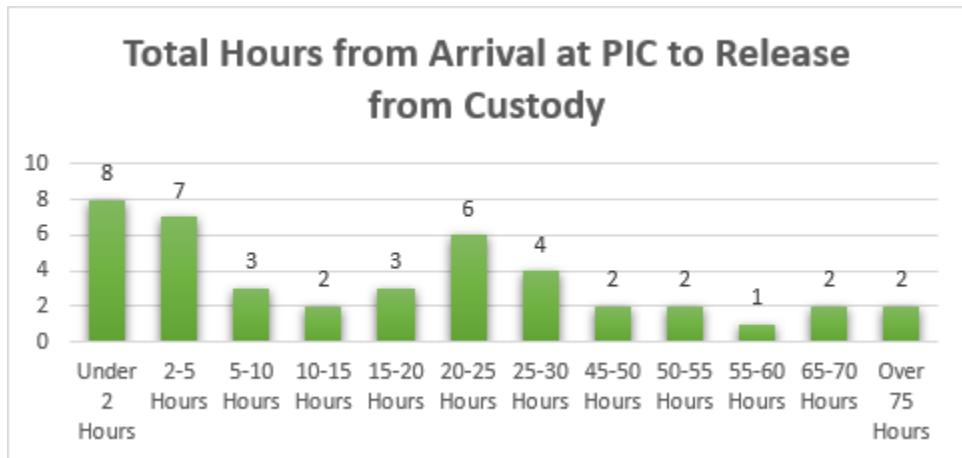
3.12 Throughput in custody has now returned to pre COVID levels. The table below indicates the number of detained persons within the last 12 months:

PIC Name	Feb-22	Mar-22	Apr-22	May-22	Jun-22	Jul-22	Aug-22	Sep-22	Oct-22	Nov-22	Dec-22	Jan-23	Total
<b>Aylsham PIC</b>	<b>124</b>	<b>139</b>	<b>140</b>	<b>160</b>	<b>160</b>	<b>145</b>	<b>157</b>	<b>163</b>	<b>155</b>	<b>160</b>	<b>126</b>	<b>157</b>	<b>1786</b>
Adult	114	127	132	150	140	127	144	151	143	145	111	141	1625
Juvenile	10	12	8	10	20	18	13	12	12	15	15	16	161
<b>Bury St. Edmunds PIC</b>	<b>362</b>	<b>356</b>	<b>393</b>	<b>403</b>	<b>369</b>	<b>419</b>	<b>397</b>	<b>363</b>	<b>417</b>	<b>390</b>	<b>384</b>	<b>343</b>	<b>4596</b>
Adult	344	341	372	373	343	394	379	331	394	353	364	317	4305
Juvenile	18	15	21	30	26	25	18	32	23	37	20	26	291
<b>Great Yarmouth PIC</b>	<b>290</b>	<b>338</b>	<b>384</b>	<b>370</b>	<b>387</b>	<b>405</b>	<b>384</b>	<b>325</b>	<b>356</b>	<b>317</b>	<b>375</b>	<b>399</b>	<b>4330</b>
Adult	269	321	358	329	353	370	352	287	334	291	349	366	3979
Juvenile	21	17	26	41	34	35	32	38	22	26	26	33	351
<b>King's Lynn PIC</b>	<b>325</b>	<b>386</b>	<b>340</b>	<b>396</b>	<b>457</b>	<b>370</b>	<b>403</b>	<b>370</b>	<b>414</b>	<b>422</b>	<b>371</b>	<b>406</b>	<b>4660</b>
Adult	310	359	317	375	433	347	370	338	396	393	342	365	4345
Juvenile	15	27	23	21	24	23	33	32	18	29	29	41	315
<b>Martlesham PIC</b>	<b>372</b>	<b>425</b>	<b>414</b>	<b>501</b>	<b>413</b>	<b>488</b>	<b>485</b>	<b>397</b>	<b>466</b>	<b>485</b>	<b>414</b>	<b>440</b>	<b>5300</b>
Adult	355	377	370	451	369	429	441	373	438	447	380	403	4833
Juvenile	17	48	44	50	44	59	44	24	28	38	34	37	467
<b>Wymondham PIC</b>	<b>468</b>	<b>443</b>	<b>463</b>	<b>474</b>	<b>430</b>	<b>527</b>	<b>490</b>	<b>438</b>	<b>472</b>	<b>494</b>	<b>413</b>	<b>480</b>	<b>5592</b>
Adult	417	420	431	444	399	494	463	403	446	457	382	426	5182
Juvenile	51	23	32	30	31	33	27	35	26	37	31	54	410
<b>Grand Total</b>	<b>1941</b>	<b>2087</b>	<b>2134</b>	<b>2304</b>	<b>2216</b>	<b>2354</b>	<b>2316</b>	<b>2056</b>	<b>2280</b>	<b>2268</b>	<b>2083</b>	<b>2225</b>	<b>26264</b>

3.13 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 chart provides an overview of the numbers of people subject to a mental health assessment in the two Suffolk only PICs:



3.14 At times individuals who are subject to mental health assessments are cared for in custody for significant periods of time. This is monitored closely with escalation processes in place between partner agencies. The table below illustrates the length of stay at Suffolk Police Investigation Centres from arrival in police custody to leaving to a mental health bed:



3.15 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.

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

PIC	Feb-21	Mar-21	Apr-21	May-21	Jun-21	Jul-21	Aug-21	Sep-21	Oct-21	Nov-21	Dec-21	Jan-22	Total
Aylsham PIC	10	12	8	10	20	18	13	12	12	15	15	16	161
Bury St. Edmunds PIC	18	15	21	30	26	25	18	32	23	37	20	26	291
Great Yarmouth PIC	21	17	26	41	34	35	32	38	22	26	26	33	351
King's Lynn PIC	15	27	23	21	24	23	33	32	18	29	29	41	315
Martlesham PIC	17	48	44	50	44	59	44	24	28	38	34	37	467
Wymondham PIC	51	23	32	30	31	33	27	35	26	37	31	54	410
<b>Grand Total</b>	<b>132</b>	<b>142</b>	<b>154</b>	<b>182</b>	<b>179</b>	<b>193</b>	<b>167</b>	<b>173</b>	<b>129</b>	<b>182</b>	<b>155</b>	<b>207</b>	<b>1995</b>

3.17 The Independent Custody Scrutiny Panel 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. The panel also assesses appropriate use 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.

3.18 Suffolk and Norfolk Custody suites remain one of the most proactive and innovative approaches to custody. Current transformative projects include:

- The use of “Nudge Theory” to encourage greater use of liaison and diversion opportunities;
- Installation of in cell technology for remote reviews of detention and diversionary messaging;
- The use of remote interpreters thereby reducing time and cost;
- Designated cells for children and young people with implementation of distraction activities within the exercise yards.

#### 4. OUT OF COURT DISPOSALS

4.1 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 OOCD's (Out of Court Disposals). The intention of the new system was threefold:

- All offenders would be held to account (by a disposal with a conditional element attached);
- Victims' confidence and satisfaction would be enhanced and;
- The new system would be simpler and more efficient to implement.

4.2 The Police, Crime, Sentencing and Courts Bill, expected later in 2023, 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. In summary this includes:

- 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.

4.3 In line with the change of NPCC policy and the government mandate for change, several police forces piloted a two-tier framework which has meant a preference for Conditional Cautions and Community Resolution. Forces will incorporate the Two tier + when the new bill goes live (expected Summer 2023).

4.4 A phased introduction of the two-tier approach was introduced from 13<sup>th</sup> September 2021 for Suffolk starting in East Suffolk. All Force areas were subsequently trained and have been using Conditional Cautions and Community Resolutions since 1<sup>st</sup> July 2022. whilst Penalty Notice for Disorder (PND), Simple Caution, Khat Warning and Cannabis Warnings have been removed in cases other than Domestics (in Suffolk), knife and hate Crime.

4.5 Auditing and scrutiny have identified issues with inconsistency of decision making by supervising officers at the point an Evidential Review Officer (ERO) decision. Following further evaluation, the below listed areas of issues were highlighted for further focus and activity:

- Conditions attached to Conditional Cautions (CCs);
- Monitoring and management of Conditional Caution requirements;
- Consistency of Fines and Compensation paid to Victims of Crime;
- No Further Action (NFA) decisions frequently being made by Supervisors and words of advice given where an Out of Court Disposal (OOCD) would have been appropriate. These issues are mirrored in the management of Community Resolutions.

4.6 Environmental scanning identified the top performing forces for OOCD (out of court disposals) all have a centralised team who review cases, undertake the ERO decision making, set conditions, make necessary referrals to providers and monitor compliance. Regionally, Cambridgeshire operate this model following a change to 2 Tier OOCD in 2019.

4.7 A pilot was launched for Suffolk for a 3-month period on 1<sup>st</sup> December 2022 (which has since been extended until April 2023) which mirroring the Cambridgeshire process. The ERO decision making process is now referred to the Joint Offender Diversion Team (ODT) and includes decision making for Conditional Cautions and Community Resolutions. Evaluation of the pilot in the spring seeks to inform on next steps.

4.8 Conditional cautions are diverted to the ODT at evidential review stage to improve ERO Consistency, File standards, Positive outcomes and Improved outcomes for victims.

4.9 Community resolutions are also referred at point of issue to the ODT who make appropriate referrals for diversionary courses to address offending behaviour. It is important to note however, that these are not enforceable sanctions. Community Resolutions will still be at the OIC's discretion when dealing with live incidents. Referrals for Community Resolutions processed and facilitated by ODT seek to Increase positive outcomes for victims, address low level offences at the time they are committed, reduce the throughput at the PIC's and reduce court waiting time for hearings, Increase the use of appropriate restorative measures and improve public confidence and victim experience.

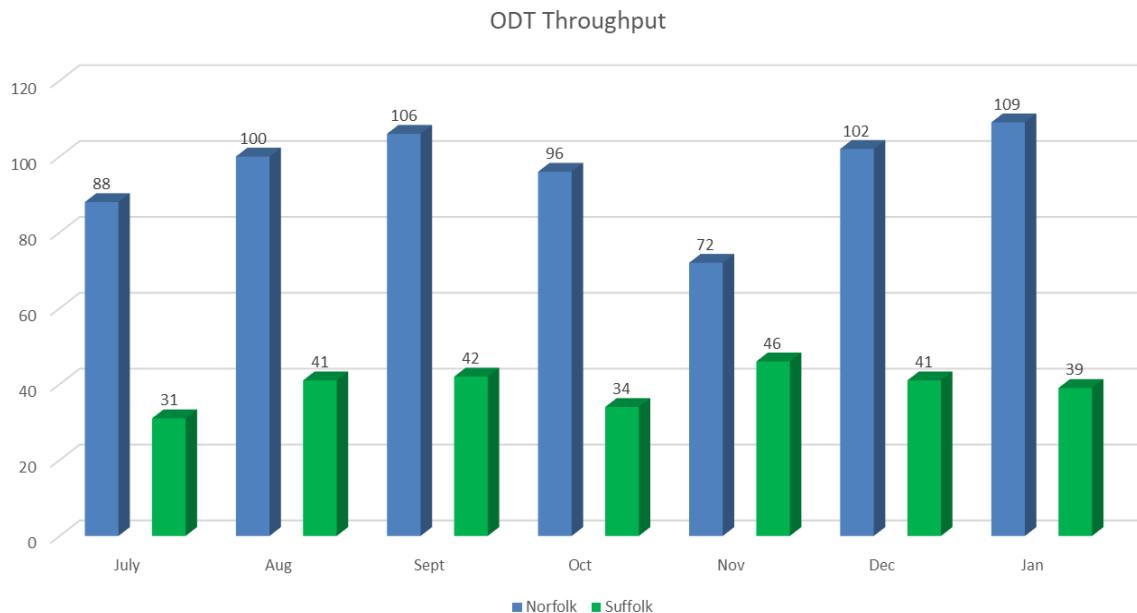
4.10 The conditions fall into six broad categories of: Red Snapper (RS) conditions, force specific conditions, other conditions, agree to no further offences and fines and compensation. RS is Suffolk Constabulary's third-party provider for courses implementing a two-tier approach aimed at helping offenders address their behaviour/offending. Evaluations have demonstrated that these interventions are a cost-effective way of delivering meaningful change in offender behaviours.

4.11 Data since the full introduction of 2 tier OOCD in July 2022, and the commencement of the ERO Pilot, has shown increases in the usage of OOCD with Conditional cautions and Community resolutions processed. Further training with Suffolk Officers and staff in 2023 is being delivered to support the increased usage of OOCDs.

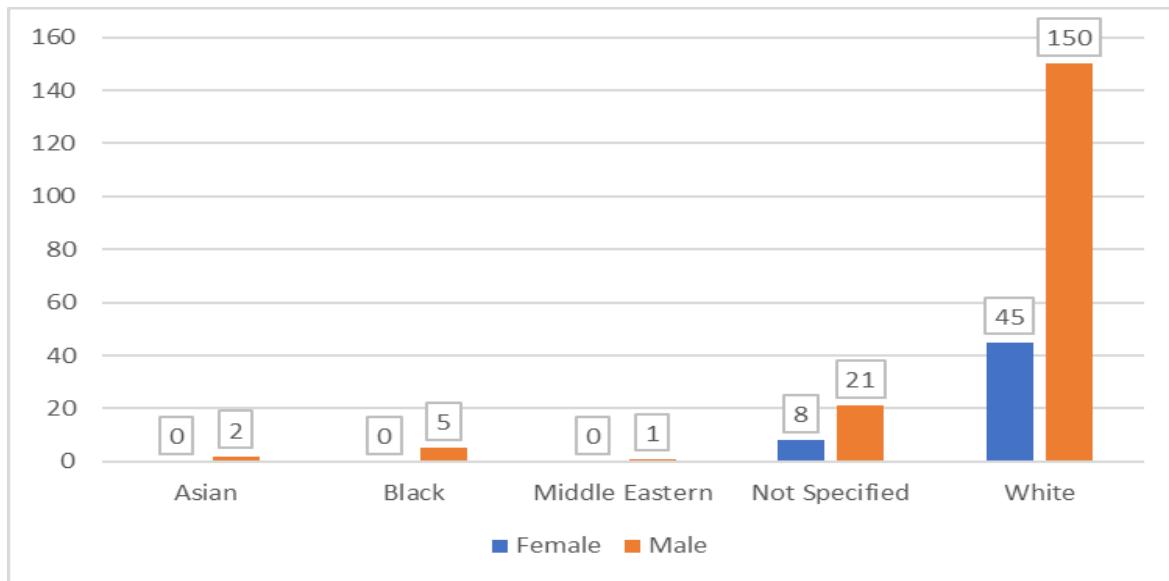
4.12 The below table shows the number of referrals to Red Snapper courses across Suffolk and the throughput of cases to ODT;

**July 2022 – January 2023  
Offender Diversion Team throughput Data**

	July		Aug		Sept		Oct		Nov		Dec		Jan	
	NFK	SFK	NKF	SFK	NFK	SFK	NFK	SFK	NFK	SFK	NFK	SFK	NFK	SFK
Conditional caution completed	88	31	100	41	106	42	96	34	72	46	102	41	109	39
CARA/Red snapper	8		5		12		64		47		32		30	
Adder	35		37		34		30		39		29		28	
RS Premium hub	15	9	19	8	17	12	19	7	41	12	22	9	31	13
RS standard hub	50	10	54	13	60	13	70	11	57	17	52	17	54	22
Breaches	5	1	6	7	2	1	5	2	14	2	7	7	6	2
CR processed	6	2	8	5	3	2	5	3	3	1	3	1	44	27



4.13 The ethnic profile of those administered a Conditional Caution is largely of one from a white background.



4.14 Breach data for this period is consistently low with the predominant reason for breach recorded as lack of attendance on the course. Alcohol awareness, anger management and cannabis awareness were the most common RS course used overall, but there is no significant difference in terms of those who breached and didn't breach a CC.

4.15 At the end of this period, a review of the findings and resourcing impacts will be provided, and an assessment made as to whether any additional capacity would be needed to continue this process into 2 Tier + OOCD when The Police, Crime, Sentencing and Courts Bill (PCSC Bill), goes live later this year (expected in Summer of 2023).

4.16 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.

	Community Resolution	Community Caution	Diversionary Caution
<b>Use</b>	<p>No statutory restrictions to use.</p> <p>Use is in line with NPCC policy and guidance.</p>	<p>Can be used for any offence - other than an excluded offence.</p> <p>(Excluded offences are indictable-only and either way or summary only offences as prescribed in regulations – see part 5).</p>	<p>Can be used for any offence.</p> <p>In the case of indictable only offences - only in exceptional circumstances <i>and</i> with consent of the DPP.</p>

## 5. BAIL MANAGEMENT UNIT

5.1 New Bail Legislation was implemented nationally on 28<sup>th</sup> October 2022 currently. Changes include:

- Removal of the presumption against pre-charge bail to encourage greater use where it is necessary and proportionate;
- Bail is an integral part of the investigation and should be considered alongside the investigation plan for the suspect management, protection of victims/witnesses and investigation management;
- Changes to authority levels;
- Duty to seek the view so the victim about the suspect's bail and conditions;
- Introduction of a 3 hour pause to the detention clock for arrests of breach of bail.

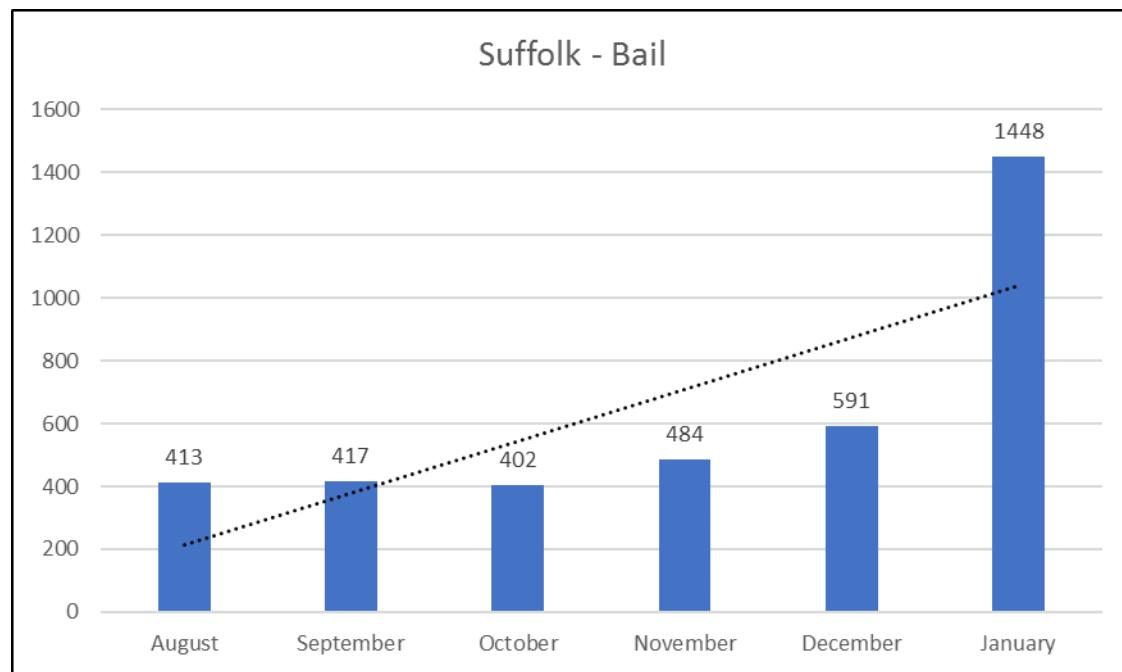
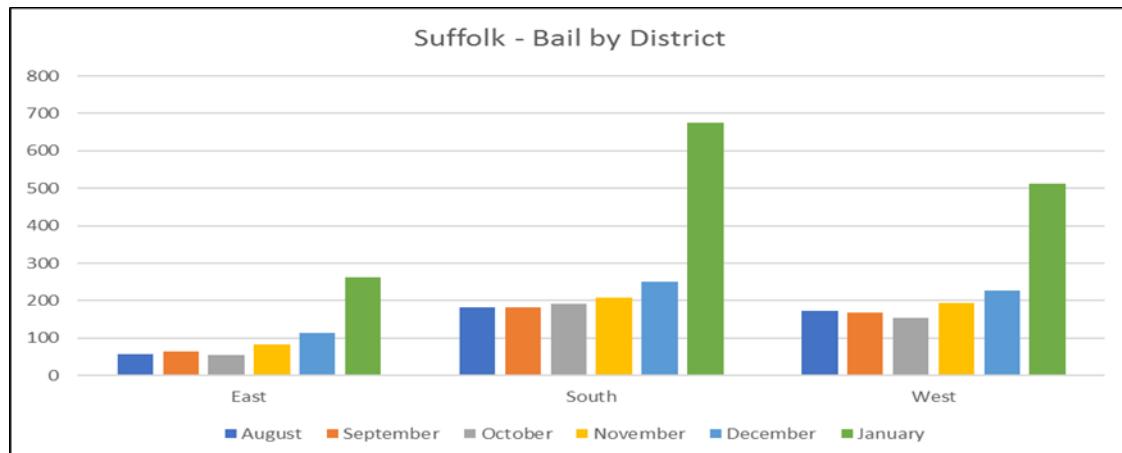
5.2 Suffolk Constabulary is currently using the Bail App, which has been further developed by Essex Police. There have been implementation issues with the App functionality which is being revised.

5.3 Mandatory training packages for the legislative changes have been made available by the College of Policing. This training has been delivered in line with the local context and training via webinars and Continuous Professional Development (CPD) days has been delivered across the Constabulary.

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 will be able to assist with this for future reports. As expected under the new legislation bail has significantly increased in Suffolk.

#### August 2022 – January 2023 – Bail Data



#### 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. In recognition of the increased demand the Constabulary have increased their resourcing contribution by inclusion of a full time RJ Officer post and, with the support of the Offices of the Police and Crime Commissioner (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.

6.3 The RJ Hub 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.

Caseload as of 31/12/2022



**OUTPUTS**  
**Referrals**

**New referrals - 11**

1 October 2022 –  
31 December 2022

Pending – 5

Completed – 3

Active - 3

Rejected – 0

**Overall:**  
**Active cases – 24**  
**Completed cases – 116**  
**Rejected – 48**  
**Pending – 6**

STRATEGIC, BUSINESS AND OPERATIONAL SERVICES DEPARTMENT

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6.4 Workload has seen a steady increase for the hub who are now taking on referrals for completed Conditional cautions and Community resolutions to offer a restorative practice to both the harmed and the harmer to improve victim confidence and satisfaction.

6.5 RJ champions on area have been refreshed and training is being delivered to support the new practice and increased workload.

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- 6.6 Progress is being made by the team to access partner agencies to deliver training and awareness to complete RJ practice for cases of ASB with housing associations and for the bereaved families of those who have been lost to criminal acts.
- 6.7 Quarterly service monitoring meetings are held with the Office of the Police Crime Commissioner to consider outputs, outcomes and to review service delivery.

## **7. DOMESTIC ABUSE PERPETRATOR UNIT (DAPU)**

- 7.1 The Domestic Abuse Perpetrator Unit (DAPU) is going into its third year. Good progress has been made which has delivered effective change as shown in the external evaluation by the University of Suffolk.
- 7.2 The below provides an overview of the current position:
  - **78** perpetrators have joined the programme since January 2021.
  - **6** months is the average time taken to complete the programme.
  - **21** current active cases at various stages of the programme.
  - **3** perpetrators await entry to the programme or are in the process of joining.
  - **545** Behaviour Change one-to-one sessions were delivered.
  - **22** perpetrators have completed the programme in full.
- 7.3 The DAPU works holistically and within a multi-agency setting to enable change to be realised for the whole family. This is evidenced by the cases whereby Social Care level of intervention has been reduced or cases have been closed to Suffolk County Council.
- 7.4 The DAPU is looking at opportunities to expand in terms of the sessions that are offered to allow more flexibility for clients.

## **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 (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 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 for Category 1 offenders are serviced by the Public Protection Unit (PPU), supported by local policing Safer Neighbourhood Team Inspectors. MAPPA level 1 & 2 meetings for Category 2 offenders are serviced by local policing Safer Neighbourhood Team Inspectors and supported by the Public Protection Unit (PPU). MAPPA level 1 & 2 meetings for Category 3 offenders are serviced by Safer Neighbourhood Team Inspectors. Ipswich has a greater number of these cases due to the population demographics but there are currently 31 live level 2 MAPPA cases across the county; 5x Bury, 20x Ipswich, 6x Lowestoft, which is a slight decrease from the previous reporting period (previously 33 across the force).
- 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. 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 Registered Sex Offenders (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 the management of serious offenders and violent offenders (MOSOVO), a national accreditation which facilitates the effective management of such offenders.

8.13 Current performance is as follows:

- 934 Registered sex offenders (RSOs) living in Suffolk and managed by the PPU Team, up 10 from the previous report;
- 164 Suffolk RSOs currently in custody;
- The Team proactively manages the cohort and over the last year 85 Sexual Harm Prevention Orders (SHPO) were issued by the courts;
- Reoffending of RSOs (all offences) was at 3% during 2022.

## **9. WANTED PEOPLE AND OUTSTANDING SUSPECTS**

9.1 Suffolk Constabulary continues to have 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 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.

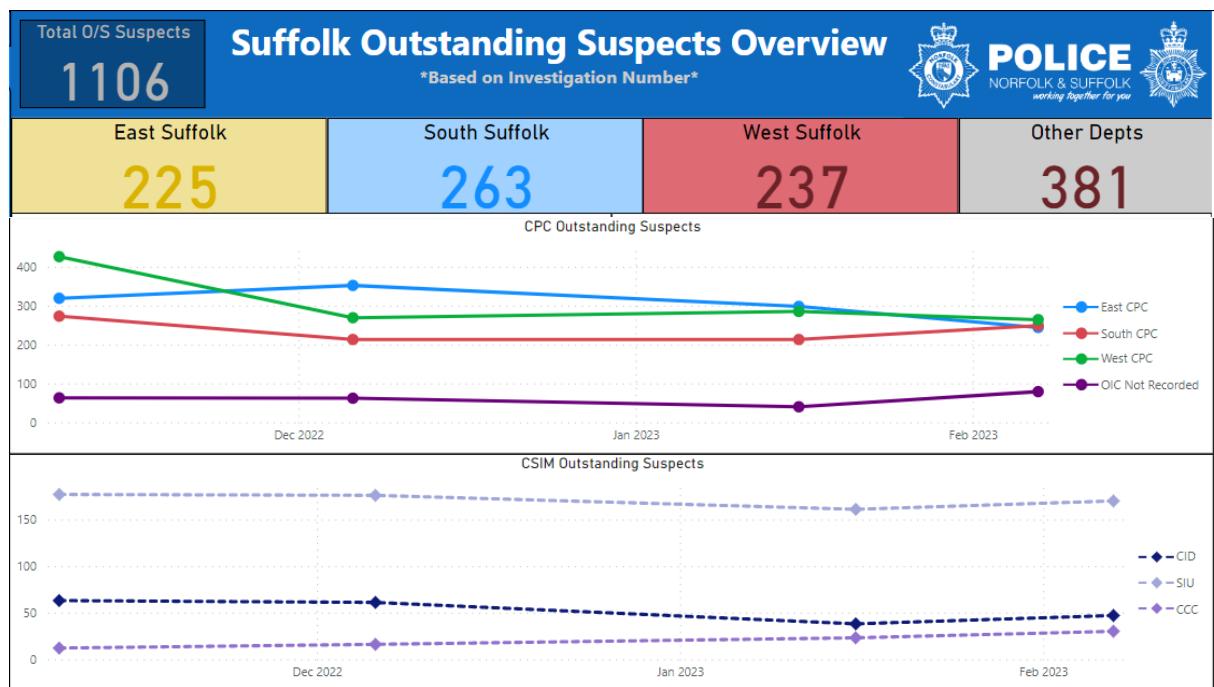
9.5 In addition, Suffolk Constabulary also has a robust process in place to manage the Constabulary response to outstanding suspects. These are people who have been identified as suspects in reported offences but have yet to be arrested.

9.6 The Strategic Business and Operational Services team (SBOS) circulate data on outstanding suspects via a Dashboard.

9.7 This information is shared with Area Commanders and Department Heads with performance scrutinised at the Constabulary Performance meeting.

### **Feb 2023 – Suffolk Outstanding Suspects**

## Sept 2022- Jan 2023 – Line Trend



## 10. INTEGRATED OFFENDER MANAGEMENT

10.1 Integrated Offender Management (IOM) is a multi-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 addressing and reducing the reoffending behaviour of the most prolific offenders, leading to a reduction in crime and therefore fewer victims.

10.3 In April 2021, the Operational Guidance for the National IOM Strategy was published with the intention that all police forces across England and Wales have a common approach to integrated offender management. It set a framework for IOM schemes to have Fixed, Flex and Free cohorts within a partnership structure that should ensure:

- Priority access to services;
- Additional supervision from Police and Probation;
- Partner buy-in from Housing Providers, DWP, Health, Prisons, Local Authorities, Probation and Police Resourcing;
- Effective Information sharing to challenge criminal behaviour (including through enforcement);
- Clear governance;
- Clear identification of responsibilities between agencies with the aim of achieving long-term desistance from crime.

10.4 The Integrated Offender Management team are co-located with probation at their offices in Lowestoft, Ipswich, and Bury St Edmunds. Resourcing levels are slightly reduced with two Suffolk Sergeants and currently 6 Police Constables (FTE is 8) operating under an Inspector. The local Integrated Offender Management Scheme is joint with Norfolk Constabulary which

achieves cost savings, and the Bury Sergeant also supervises the Norfolk Staff in Kings Lynn with the Lowestoft team being supervised by a Norfolk Sergeant.

- 10.5 Suffolk and Norfolk separated into two Probation Delivery Units (PDUs) and an initial decision was to continue as a joint IOM. This has been reviewed and there will now be two Integrated Offender Management Units for official reporting, but policing is to remain jointly managed for the time being. Internally in Suffolk, the team is line managed by the Head of the Crime, Safeguarding and Investigation Management Command (CSIM) and in Norfolk it is overseen by the Head of the new Local Policing Delivery Unit.
- 10.6 Suffolk Constabulary current has 122 offenders on the scheme with 50% of these offenders being proactively managed in the community. This is an increase of 19 from the time of the last report and the cohort is continuing to grow.
  - 29% of these are on the Suffolk Fixed Cohort<sup>1</sup> (meet a strict set of Nationally agreed criteria for adoption);
  - 65% are on the Suffolk Flexible Cohort<sup>2</sup> (predominantly offenders involved in acquisitive crime); 6% are on a Free cohort (currently female offenders);
- 10.7 The overall crime reduction figure, for offenders on the joint force scheme, for the financial year 2021/22 was 85.4%. For the six-month July-December 2022, for Suffolk only, the crime reduction figure from 17 individuals deregistered during that period was 79%.<sup>3</sup>
- 10.8 Nationally, there will be comparisons made in performance across all forces, particularly regarding the Fixed Cohort, using the MOJ IDIOM tool. Suffolk is compliant with the IDIOM minimum standards.
- 10.9 There are also partnership performance measures in place looking at number of scheduled appointments held per week, number of offenders housed on release, and those found Education, Training and Employment. These are met through effective joint working between the Probation Service and the Constabulary with Turning Point, the Department for Work and Pensions (DWP) and Housing providers plus many other third sector agencies and charities.

## **11. FINANCIAL IMPLICATIONS**

- 11.1 None.

## **12. OTHER RISKS AND IMPLICATIONS**

- 12.1 There continues to be long delays for Crown Court Cases and, whilst there is a Crown Court Recovery Action Plan led by HM Courts and Tribunal Services (HMCTS), the impact on

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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.

<sup>3</sup> These figures are obtained by taking the measurement of an individuals crime harm (from the ONS Crime Severity Score calculator) for a year in the community prior to adoption on the scheme and a score for a year prior to their removal from the scheme and working out the difference

Offenders being dealt with within the court system continues to be felt across the Constabulary in achieving outcomes for Victims of Crime.

### **13. CHIEF OFFICER CONCLUSION**

- 13.1 The Constabulary can demonstrate a sound governance structure where Managing Offenders and reducing reoffending is concerned. The various indicators around performance are positive and whilst demands have returned to pre-pandemic levels the Constabulary has absorbed that change effectively.
- 13.2 Innovation has continued and good progress can be demonstrated in the implementation of O OCDs, Restorative Justice, Domestic Abuse perpetrator management, custody improvement initiatives and the increase in use of police bail.
- 13.3 There remain challenges around the support given by mental health services to individuals that are brought into police custody due to mental health crisis. These cases are subject to case tracking and an escalation procedure is followed but there remains work to do to minimise the length of time that people are held in those circumstances.
- 13.4 Overall, the Constabulary position in this area is well developed and has been judged to be of good standard when independently scrutinised. That said there is much to be done to maintain standards and develop even stronger approaches over coming months and years in an ever evolving legislative and demand landscape.