



SUFFOLK CONSTABULARY

ORIGINATOR: CHIEF CONSTABLE

PAPER NO: AP25/13

SUBMITTED TO: ACCOUNTABILITY AND PERFORMANCE PANEL –
7 MARCH 2025

SUBJECT: MANAGING OFFENDERS AND REDUCING REOFFENDING

SUMMARY:

1. This report provides 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 (PCC) 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 Managing offenders effectively has a significant impact on the safeguarding of victims, witnesses, and the public more generally. From the work conducted to ensure that offenders are brought to justice swiftly and efficiently, to the early intervention steps that are taken to divert people from crime, the managing offender's portfolio seeks to support the Chief Constable's vision to put victims first and to keep people safe and to deliver the Police and Crime Plan objectives.
- 1.2 The police have key powers that support the management of offenders. Arrest, the use of bail and the application for preventative orders are all measures that support the effective management of those that are suspected of committing crime.
- 1.3 Ultimately, the way that the Constabulary works with partners to manage offenders and to divert people away from crime benefits existing victims through professional and timely investigations. There is also the potential to reduce the number of future victims through the effective management of the most dangerous offenders and the opportunity to deal with the issues that lead offenders to commit crime.
- 1.4 The backlogs in the courts present a real challenge for partners across the criminal justice system. The backlogs in the Crown Court have not reduced significantly since before the pandemic and Magistrates Courts are now seeing increasing backlogs as well. 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 The court delays mean that victims and witnesses are waiting for excessive periods of time for their case to be heard, increasing their anxiety and the potential for repeat victimisation and victim disengagement. Offenders are also waiting longer for cases to come to trial placing an increased burden on all partners in the Criminal Justice system.
- 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 The Managing Offenders Sub-group continues to coordinate work across Suffolk and Norfolk Constabulary to ensure the effective management of offenders. This Sub-Group reports into the Investigation Standards Board chaired by the Assistant Chief Constable, Local Policing.
- 2.2 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 and Restorative Justice.
 - Working with partners to provide diversionary support.

2.3 The Managing Offenders Strategy progresses the objectives of the Police and Crime Plan in terms of reducing crime and disorder, working in partnership to improve criminal justice outcomes, and enhancing community safety.

3. CUSTODY

3.1 As demonstrated in Table 1 below, throughput in custody continues to grow at the highest levels known with positive arrests and requirements to attend for biometrics.

	Jan-24	Feb-24	Mar-24	Apr-24	May-24	Jun-24	Jul-24	Aug-24	Sep-24	Oct-24	Nov-24	Dec-24	Total
Aylsham PIC	156	172	183	159	173	163	136	135	154	171	169	135	1906
Adult	144	160	169	153	164	149	117	127	145	155	165	129	1777
Juvenile	12	12	14	6	9	14	19	8	9	16	4	6	129
Bury St. Edmunds PIC	400	389	408	423	453	467	369	430	358	429	415	355	4896
Adult	367	352	370	382	406	441	344	414	344	401	393	335	4549
Juvenile	33	37	38	41	47	26	25	16	14	28	22	20	347
Great Yarmouth PIC	430	376	425	439	449	448	442	441	420	442	423	372	5107
Adult	400	346	398	395	403	418	418	417	391	404	397	355	4742
Juvenile	30	30	27	44	46	30	24	24	29	38	26	17	365
King's Lynn PIC	377	367	409	400	419	375	399	455	378	406	372	387	4744
Adult	355	345	382	388	403	345	377	434	358	380	359	376	4502
Juvenile	22	22	27	12	16	30	22	21	20	26	13	11	242
Martlesham PIC	443	393	456	448	463	489	441	460	451	485	438	490	5457
Adult	410	364	412	419	432	461	405	428	418	456	409	464	5078
Juvenile	33	29	44	29	31	28	36	32	33	29	29	26	379
Wymondham PIC	509	502	537	588	588	515	542	568	545	550	532	514	6490
Adult	461	466	484	547	556	487	514	535	517	508	499	495	6069
Juvenile	48	36	53	41	32	28	28	33	28	42	33	19	421
Grand Total	2315	2199	2418	2457	2545	2457	2329	2489	2306	2483	2349	2253	28600
Average per day	74	76	78	82	82	75	80	77	80	79	79	73	

Table 1 – Custody throughput in Norfolk & Suffolk 2024

3.2 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. 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. Figure 1 below provides an overview of the numbers of people subject to a mental health assessment in the two Suffolk only Police Investigation Centres (PICs0).

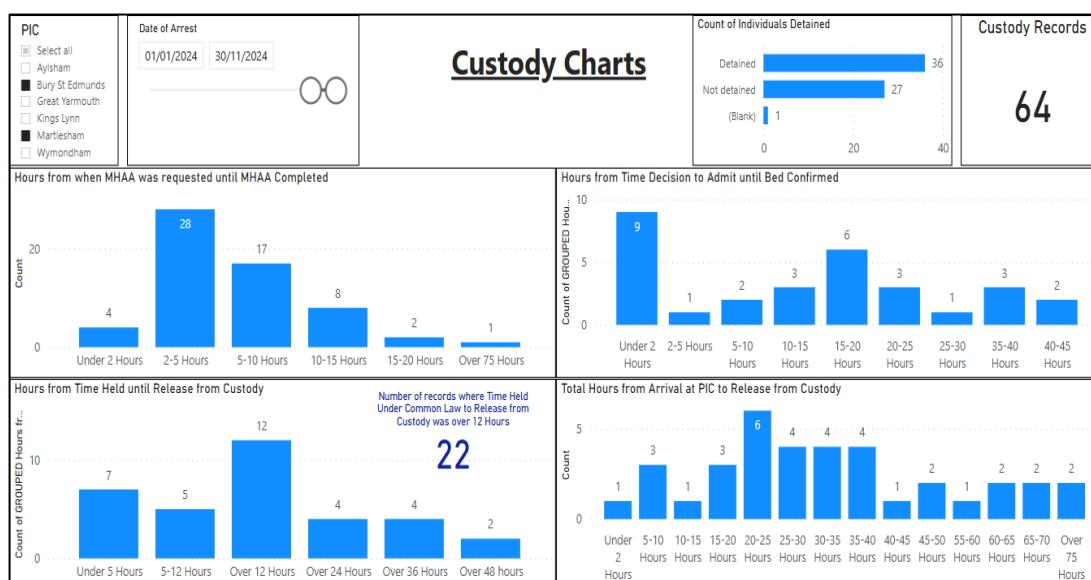


Fig 1 – Mental Health detention in Suffolk Custody 2024

- 3.3 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 strip search of detained persons. The panel also assesses appropriate use of rip proof clothing and the use of force within custody. In the last quarter the panel has commenced reviews of children detained in custody overnight, ensuring that appropriate liaison with partners take place and that all children and young persons are provided with the appropriate level of care and support.
- 3.4 Medical provision in custody remains challenging the contract requires provision of embedded medics within the PICs across Norfolk and Suffolk (except Aylsham). Whilst the bedding in period has passed it remains difficult to provide full rota coverage. Currently, the Constabulary is still sending many detainees to hospital from custody due to a lack of medics within the facility.

4. OUT OF COURT RESOLUTIONS (OOCR)

- 4.1 The offer for interventions for OOCR has changed to a combination of an offender paid model and an inhouse course provision with the loss of Red Snapper interventions from December 2024. The new course provider is RISE mutual who offer facilitated diversionary courses which are paid for by the participants directly to RISE.
- 4.2 The inhouse course has been developed by the Restorative Justice (RJ) Hub, which is part of the Offender diversion team, and is an RJ based thinking skills Victim Impact Awareness Course also at cost to the offender. The course can be used for both Conditional Caution and Community Resolutions.
- 4.3 The delivery platform for this course is provided externally by Thinqi, and the course is an interactive awareness programme designed to promote thinking skills for lower-level offences such as Antisocial Behaviour (ASB), low value Criminal Damage, low value Thefts and Harassment. The income generated from the Victim Impact course will be split 50/50 between Thinqi and Joint Justice Services (JJS). Income generated will be re invested into new diversionary options and will also provide a hardship fund for those who cannot afford to pay for the courses thus addressing any disproportionality.
- 4.4 OOCR under the two-tier framework, utilising Conditional Cautions and Community Resolutions, when compared to charges and summons, sits consistently at 30% average over the 12-month period. Diversionary, educational or intervention activity is only attributable to youth justice at present and is not an outcome we can attribute to Adult OOCR pending the legislation changes. As shown in Figure 2 below, the current data for Suffolk shows the split for Type 1 charge/PR as **61%** compared to **39%** of all positive outcomes as OOCR.

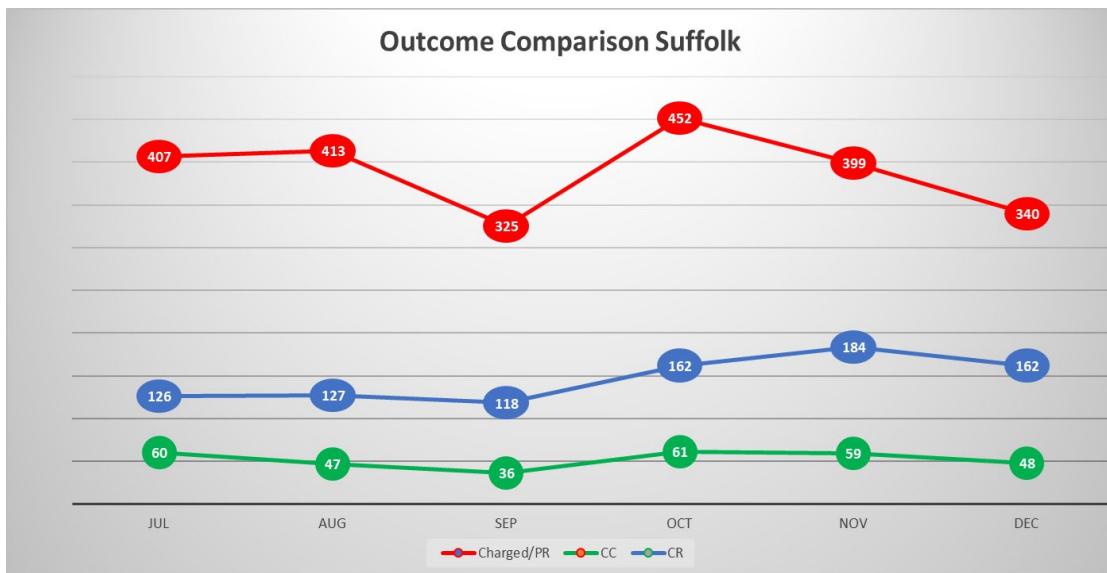
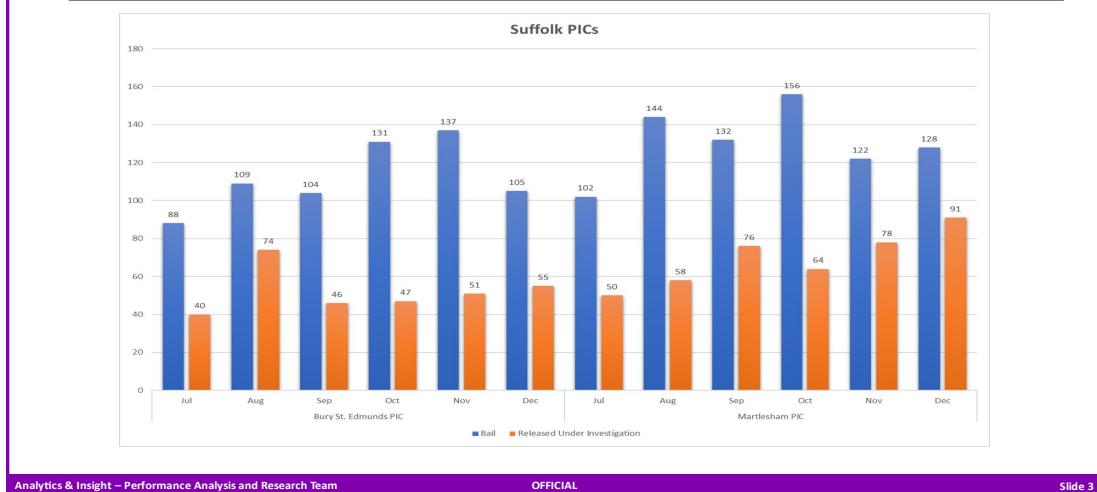


Fig 2 – Outcome comparison Charge v OOCR 2024

- 4.5 Research is being scoped with the University of Suffolk to explore the impact on Police officer productivity using OOCR, rather than charge and court CJS route, Impact on recidivism and behavioural change and the legitimacy of using OOCR for victims in terms of victim satisfaction with the process and outcome.
- 4.6 The Strategic, Business and Operational Services (SBOS) Department has completed its two-year evaluation of the RSG diversion course. A detailed overview will be shared with the OPCC for their information, and key findings will be considered in the relevant strategic groups to inform decision making and business improvement activities.
- 4.7 Future terms of reference for evaluation by SBOS will include core benefits SBOS, compliance and recidivism both short and long term, monitor ethnicity, gender, age and neurodiversity.
- 4.8 Longer term, CPRL have been approached to evaluate the impact OOCR has on those monitored groups regarding on onward life choices such as employment and education. This will evaluate whether the current OOCR approach works not only from a CJS perspective in reducing prison population, but whether it reduces re offending long term for the same crime type, or if suspects re-offend in different ways.

5. BAIL MANAGEMENT UNIT

- 5.1 As demonstrated in Figure 3 below, bail use is stable average of 70% of cases bailed compared to 30% Released Under Investigation (RUI) for the period July 24-Dec 24. This is in line with the requirements of the new legislation to increase the use of bail where necessary and proportionate and removes the presumption against pre-charge bail (Released Under Investigation - RUI).
- 5.2 Measures are in place to improve efficiency of managing bail including a Power BI Dashboards with “traffic light” indicators, available to all supervisors to assist in the effective management of bail and bail responder’s dashboard which should feature in daily management meetings for allocation and action.



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Fig 3 – Bail use in Suffolk 2024

6. RESTORATIVE JUSTICE (RJ)

6.1 The RJ Hub is embedded within the Offender Diversion Team (ODT) as part of the holistic approach to victim satisfaction. Workload continues to increase with 100% of OOCR investigations being offered referral into the RJ Service at their conclusion, to improve victim confidence and satisfaction. The average uptake on the offer of RJ from these cases sits at around 21% per calendar month. The embedding of the RJ Hub within the ODT has seen promising growth into restorative practice once Police processes are finalised. An ongoing review of the process from the victims' perspective is now part of the RJ process to provide qualitative data to demonstrate the benefits of having the Team working alongside the Police, and to identify best practice.

6.2 Work is in progress to build partnerships with external providers to provide a referral route for diversions suitable for Community Resolutions. This diversionary option will be a reparative measure to impact a reduction in low level crime and re offending. The reparative diversion and would provide participants to voluntary groups across Suffolk, and in turn have a positive effect on communities. Referral rates for Suffolk are displayed below in Figure 4.

6.3 All parties listed within the investigation, when resulted as OOCR, are offered Restorative Practice. The RJ Hub has a 100% referral rate from all Conditional Cautions and Community Resolutions with an approximate 26% take up rate.

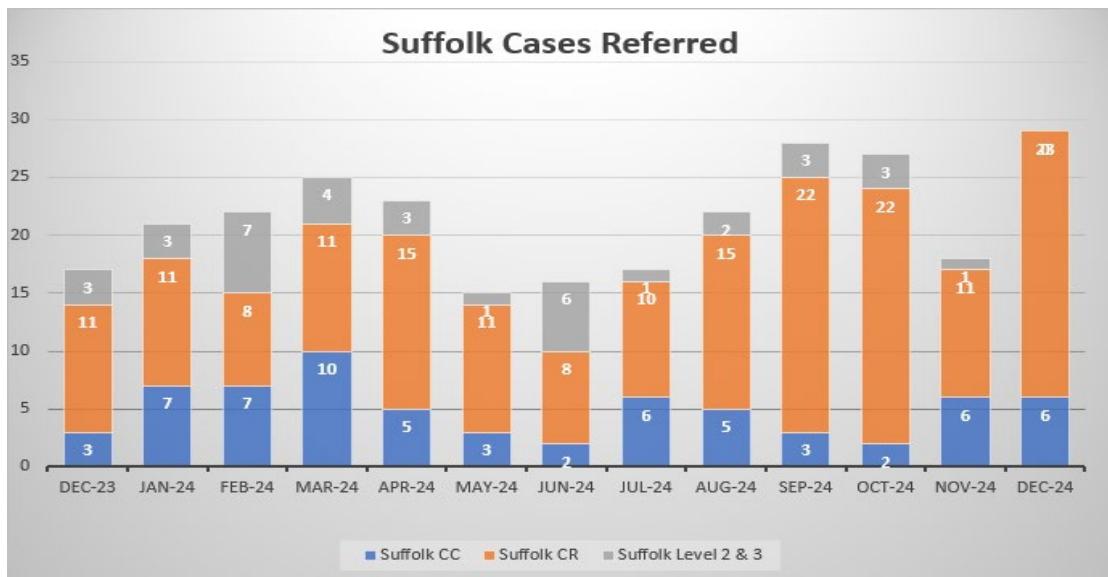


Fig 4 – Restorative Justice referral rates 2024

7. DOMESTIC ABUSE PERPETRATOR UNIT (DAPU)

7.1 The Domestic Abuse Perpetrator Unit (DAPU) was established in 2021 through joint funding (Home office and the OPCC). The Team work on a one-to-one basis with offenders (intimate or non-intimate including high, medium, and standard cases) over an extended period up to six months. The DAPU programme also offers support to all victims, family, and their children. The programme works in a multi-agency setting to identify and collectively work towards changing abusive perpetrators behaviours and protect victims and children from future harm.

7.2 The referrals are submitted to the Unit via various sources such as Probation, Police, Multi - Agency Risk Assessment Conference (MARAC), Social Care and self-referral. The Unit assess each case with multi-agency partners prior to a decision is being made collectively and agreeing suitability for the programme. Although an individual may not complete the full programme, they may benefit by attending the first stages.

7.3 The DAPU work holistically with the whole family due to the Victim Support worker and the Children's and Young Persons Outreach Worker. There is a vacancy for a Behavioural Change Case Worker, and another Case Worker is on maternity leave. DAPU have a high success rate overall. 80% of individuals who have completed the programme have not come to Police attention for offending or for domestic non-crime incidents, which is excellent.

7.4 The overall withdrawal rate has been high as the programme is voluntary and there are many reasons that clients disengage (alcohol/drugs relapse, Social Care intervention ceased/deemed to not be suitable/switching perpetrators).

7.5 If a client is not engaging and the risk to the victim and children is unmanageable, the team are able to liaise with police colleagues to progress Domestic Violence Protection Notice (DVPNs)/ Stalking Protection Orders (SPOs)/arrest and investigation for offences. This is particularly beneficial to give the victim survivor and children space for action.

7.6 In respect of caseloads, the numbers below provide an overview of the figures for 2024.

- There were **43** referrals for new clients in 2024. **27** withdrew themselves.
- 16** perpetrators joined the programme in 2024.

- c. **6** months is the average time taken to complete the programme.
- d. There are still **12** current active cases at various stages of the programme.
- e. **4** withdrew from the program for several reasons at different stages of the programme.
- f. **0** perpetrators await entry to the programme or are in the process of joining.
- g. **213** Behaviour Change one-to-one sessions were delivered in 2024.
- h. **16** perpetrators have completed the programme in full.

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

8.1 Suffolk MAPPA arrangements are published on the Suffolk Safeguarding Partnership Website <https://www.suffolksp.org.uk>, and oversight is through a Senior Management Board chaired by the Assistant Chief Constable.

8.2 In Suffolk, all Category 1 MAPPA individuals (Registered Sex Offenders) are serviced by the Public Protection Unit (PPU).

8.3 Category 2 and 3 MAPPA nominals are serviced by local policing Inspectors and by the Public Protection Unit (PPU) in cases relating to Registered Sex Offenders. There are currently 26 live level 2 & 3 MAPPA cases across the county.

8.4 This is a decrease from the previous reporting period. This figure has been verified via the MAPPA Coordinator and fluctuates frequently, as offenders are released from prison establishments into the two Ipswich Approved Premises (AP) and then move on either remaining in Suffolk or returning to their home county.

8.5 The Public Protection Unit manage Registered Sex Offenders (RSO) and support MAPPA where individual RSO's are MAPPA subjects. The PPU have a cohort of RSOs, the majority of which are based in the community. Nationally accredited risk assessment models allow the public protection officers to grade the risk level of each RSO (very high, high, medium, low, and reactive low), and tailor their management accordingly.

8.6 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. Suffolk Constabulary is supporting a regional approach to audit and scrutiny of PPU records. 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.

8.7 Key information is as follows:

- 1045 Registered sex offenders (RSOs) living in Suffolk and managed by the PPU Team, an increase of 37 from the previous report.
- 206 Suffolk RSOs currently in custody.
- The Team proactively manages the cohort and annually over 100 new Sexual Harm Prevention Orders (SHPO) are obtained from the courts.

- Reoffending of RSOs (all offences) is at 3.1% for 2024, for sexual reoffending only the recidivism rate was 1.4% for 2024.

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. High risk offenders are managed through local daily management meetings, ensuring area commanders are aware of any high-risk outstanding offenders and can move or request resources to locate them as a priority.

9.2 Suspect information is built into the mandatory 8-point plan within the Athena Investigation crime recording. This includes guidance around checking if they are outstanding for other investigations, taking positive action, considering evidence led prosecutions and how to identify suspects.

9.3 Wanted persons and outstanding suspects are managed via local and force performance meetings and the publication of current performance data accessible via online dashboards. All suspects are reviewed at officer and supervisor level with a bespoke plan to manage the individual, where there are reasons an arrest will not take place in the immediate future a clear and justifiable rationale must be documented to include any safeguarding of victims.

9.4 Any suspect who is wanted for multiple offences or has been outstanding for more than 28 days is identified. An Inspector or above must review the investigation and either confirm the current investigation plan or take remedial action to process the offender. This is monitored in County Policing Command and Crime, Safeguarding and Incident Command (CSIM) monthly performance meetings.

9.5 A Detective Inspector from the Crime, Safeguarding and Investigation Management Command (CSIM) has organisational responsibility for the circulation of data on a regular basis. All Supervisors and Managers now have access to the MiTeams dashboard which allows Supervisors to monitor individual and team outstanding suspects, volumes across the team and any address any risk identified.

9.6 As demonstrated in Fig 5 below, overall numbers have remained relatively stable over the past 6 months of this reporting period. From 984 in August 2024 to 966 in February 2025. There remains a focus on managing these across local policing.

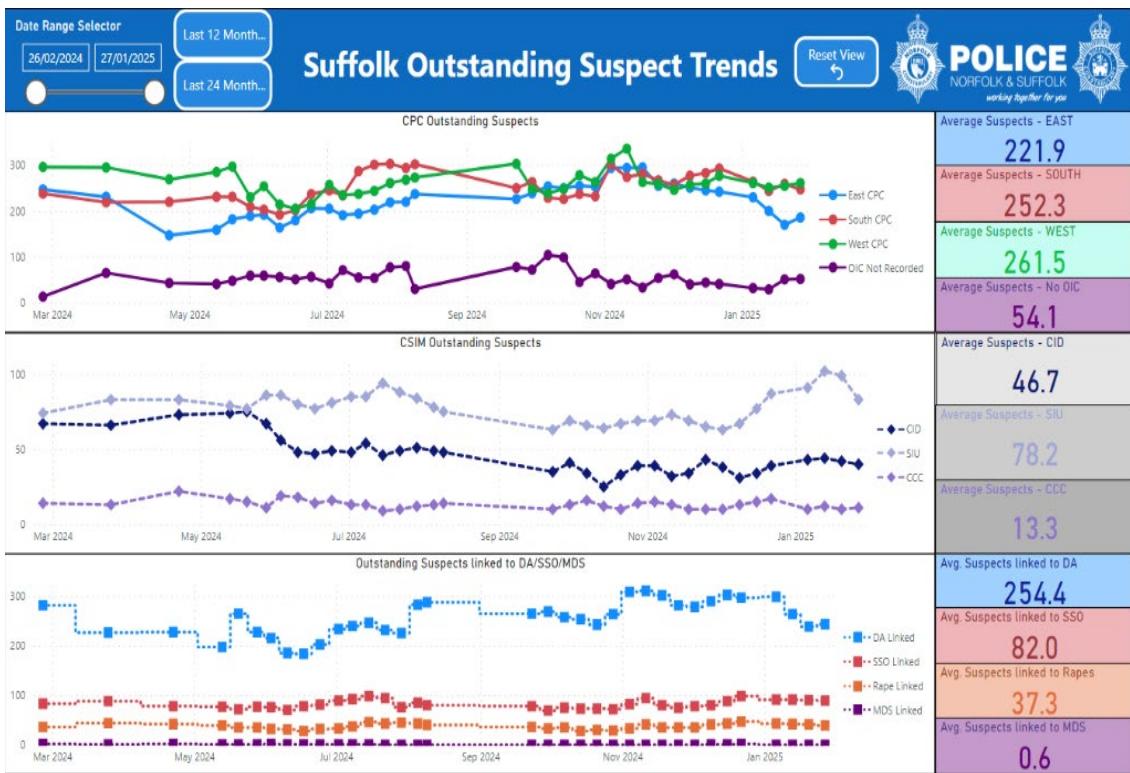


Fig 5 – Outstanding suspect trends in Suffolk 2024-2025

10. INTEGRATED OFFENDER MANAGEMENT (IOM)

10.1 Suffolk Constabulary currently has 68 offenders engaged with the scheme, thirty of these offenders are proactively managed within the community. In addition, the team manage eleven caretaking cases in the community from other police force areas, which require weekly supervision. This is a decrease of forty from the time of the last report. This is a result of changes within the probation service and police officer capacity within IOM, which has led to a prioritisation on the fixed cohort. Suffolk IOM has also started working with the Criminal Exploitation and Gangs Team and Youth Justice Services. There is development of a free cohort, incorporating the 18- to 25-year-olds who are involved in gang violence.

- 44% of these are on the Suffolk Fixed Cohort ^[1] (meet a strict set of Nationally agreed criteria for adoption).
- 46% are on the Suffolk Flexible Cohort ^[2] (predominantly offenders involved in acquisitive crime); 6% are on a Free cohort (currently female offenders).
- 10% are on a Free cohort (currently female offenders and Youth Gang violence)

10.2 There are also partnership performance measures in place looking at the 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. There has been an increase in the number of multi-agency staff within the Ipswich office, which allows them to meet priority deadlines sooner.

10.3 A Joint Police and Probation training package for officers working within IOM has been developed with regional and national guidance. This has been delivered in partnership to all staff in IOM and in the future will seek to support officers new in role.

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

12.2 The IOM cohort are more frequently being housed out of area. Both from other areas into Suffolk and from Suffolk into outside accommodation. This results in delays in building working relationships and pathway work. This extends beyond 56 days.

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 mostly positive and whilst demands are high across the board the Constabulary maintains a good level of delivery in this area.

13.2 Innovation has continued and good progress can be demonstrated in the development of approaches in relation to OOCR's, Restorative Justice, Domestic Abuse perpetrator management, custody improvement initiatives and the increase in use of police bail.

13.3 The management of offenders in the community remains a concern due to the growing cohort numbers and variety of civil orders. The Constabulary is developing plans to manage current and future demands more effectively and specific review work has been commissioned to look at how the PPU and IOM work in partnership to dispense their duties.

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 approaches to maximise performance outcomes.