



# SUFFOLK CONSTABULARY

ORIGINATOR: CHIEF CONSTABLE

PAPER NO: AP25/40

SUBMITTED TO: ACCOUNTABILITY AND PERFORMANCE PANEL –  
12 SEPTEMBER 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 Effective offender management plays a crucial role in safeguarding victims, witnesses, and the wider public. Whether it's ensuring swift and efficient justice or implementing early interventions to prevent criminal behaviour, the offender management portfolio underpins the Chief Constable's commitment to prioritising victims, enhancing public safety, and achieving the objectives set out in the Police and Crime Plan.
- 1.2 The police possess essential powers that facilitate the management of offenders. These include arrest, bail, and the pursuit of preventative orders—all of which contribute to the effective handling of individuals suspected of committing crime.
- 1.3 The Constabulary's collaborative approach with partner agencies in managing offenders and preventing crime not only ensures thorough and timely investigations for current victims but also helps reduce future victimisation. This is achieved through the targeted management of high-risk offenders and addressing the underlying causes of criminal behaviour.
- 1.4 Court backlogs continue to pose a significant challenge across the criminal justice system. Delays in the Crown Court remain largely unchanged since the pandemic, and Magistrates Courts are now experiencing growing backlogs as well. This issue is not unique to Suffolk—it mirrors the situation in Norfolk, across the region, and nationally. It remains a topic of concern raised with the National Police Chiefs Council (NPCC), the Ministry of Justice (MOJ), and other partner organisations.
- 1.5 These delays result in victims and witnesses enduring prolonged waits for their cases to be heard, which can heighten anxiety, increase the risk of repeat victimisation, and lead to disengagement. Offenders also face extended periods before trial, placing additional strain on all agencies within the criminal justice system.
- 1.6 This paper aligns with the Police and Crime Plan's commitment to evolving offender management practices. It highlights the Constabulary's adoption of measures such as adult conditional cautions and the new Integrated Offender Management Strategy, aimed at reducing 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.

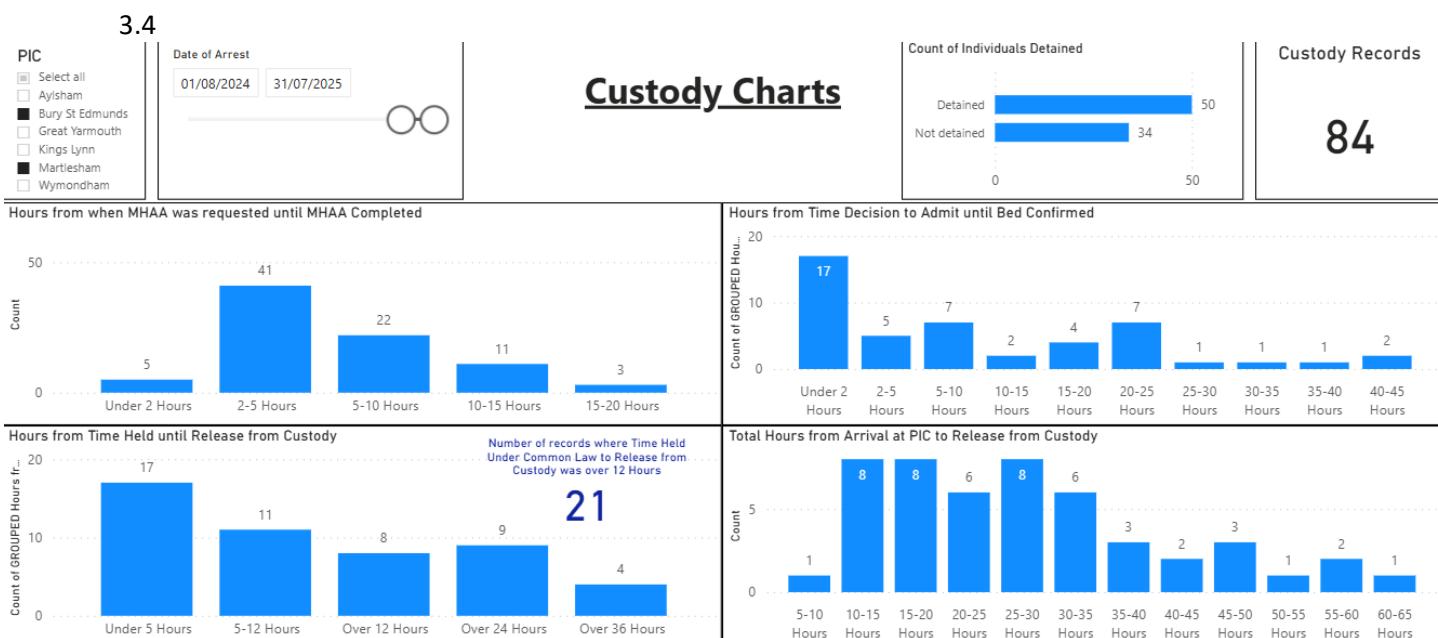
### 3. CUSTODY

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.

3.2 Table 1 – Custody throughput in Norfolk & Suffolk 2024/2025

	Aug-24	Sep-24	Oct-24	Nov-24	Dec-24	Jan-25	Feb-25	Mar-25	Apr-25	May-25	Jun-25	Jul-25	Total
<b>Aylsham PIC</b>	136	154	171	169	135	187	132	171	147	199	182	162	1945
Adult	128	145	155	165	129	168	126	154	137	184	166	150	1807
Juvenile	8	9	16	4	6	19	6	17	10	15	16	12	138
<b>Bury St. Edmunds PIC</b>	430	357	431	415	351	440	372	415	427	378	395	448	4859
Adult	414	343	402	393	332	410	349	384	392	354	372	429	4574
Juvenile	16	14	29	22	19	30	23	31	35	24	23	19	285
<b>Great Yarmouth PIC</b>	446	421	442	424	370	418	361	404	422	395	428	412	4943
Adult	422	392	404	398	353	391	334	373	394	366	402	382	4611
Juvenile	24	29	38	26	17	27	27	31	28	29	26	30	332
<b>King's Lynn PIC</b>	456	380	403	369	389	400	347	419	408	411	434	422	4838
Adult	435	360	377	357	378	374	320	401	381	383	398	386	4550
Juvenile	21	20	26	12	11	26	27	18	27	28	36	36	288
<b>Martlesham PIC</b>	461	452	486	437	487	476	400	432	447	398	448	478	5402
Adult	429	418	457	408	461	443	371	399	405	380	418	461	5050
Juvenile	32	34	29	29	26	33	29	33	42	18	30	17	352
<b>Wymondham PIC</b>	571	549	550	531	512	489	440	558	494	582	536	572	6384
Adult	538	521	508	498	493	448	408	524	459	543	499	536	5975
Juvenile	33	28	42	33	19	41	32	34	35	39	37	36	409
<b>Grand Total</b>	2500	2313	2483	2345	2244	2410	2052	2399	2345	2363	2423	2494	28371
<b>Average per day</b>	80	77	80	79	73	78	73	78	78	77	81	80	

3.3 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 (PICs).



OFFICIAL

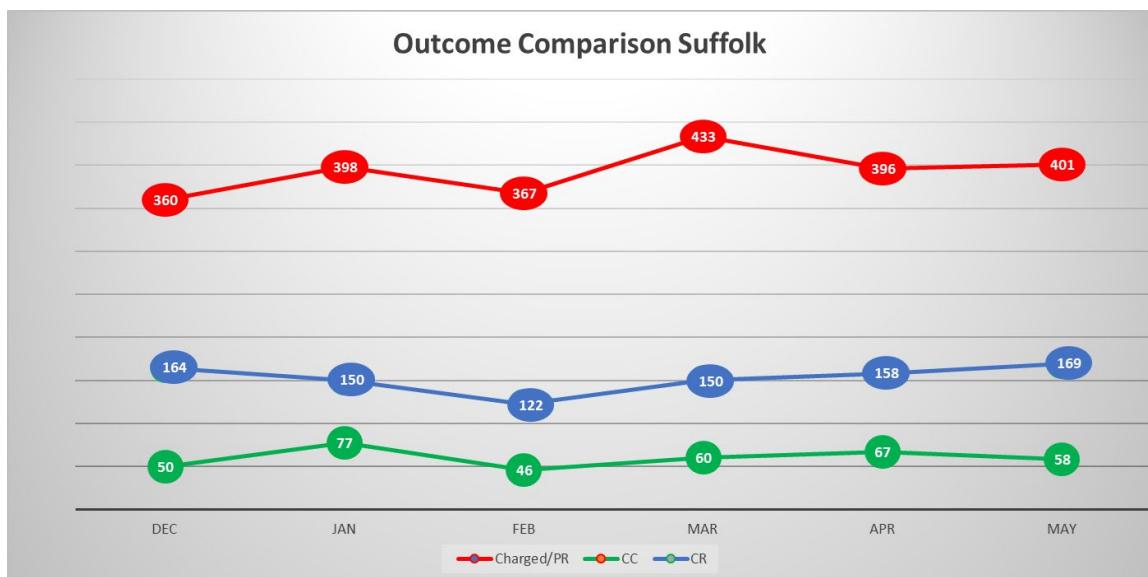
## **Fig 1 – Mental Health detention in Suffolk Custody 2024**

- 3.5 The Independent Custody Scrutiny Panel from across Norfolk and Suffolk, which is made up of 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. The panel also 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.
- 3.6 Medical provision in custody remains challenging the contract requires provision of embedded medics within the PICs across Norfolk and Suffolk (except Aylsham). It remains difficult to provide full rota coverage although this situation has improved in the last 6 months.

## **4. OUT OF COURT RESOLUTIONS (OOCR)**

- 4.1 In December 2024 Suffolk Constabulary moved to a primarily offender paid model. Use of this model enables funding to be used to improve the offer of commissioned services, making it accessible for those who need it.
- 4.2 In April 2025 OOCR's were rebranded as Op Divert. This has reinvigorated the referral process, there has been training completed across the Constabulary and there has been an improved use of OOCR options. In the month following the launch of Op Divert there was an average 6% increase in the use of OOCR.
- 4.3 The Constabulary has changed the primary provision for diversionary courses from Red Snapper to RISE mutual, this has resulted in a saving of approximately £35,000 across both Norfolk and Suffolk. This offer consists of facilitated diversionary courses which are paid for by the participants directly to RISE at a set cost, dependent on whether it is a group or individual session.
- 4.4 To compliment the external course provision, the Restorative Justice team has written a Victim Impact Assessment course that is delivered on the THINQI platform, this is an interactive awareness programme designed for offenders to understand the victim impact around offences such as ASB, low value criminal damage, low value thefts and harassment.
- 4.5 50% of the income generated from the Victim Impact awareness course will be reinvested into new diversionary options and will contribute to a hardship fund for those who cannot afford to pay for courses.
- 4.6 A suite of new courses is being developed in partnership with THINQI to support a scalable e-commerce model, underpinned by Restorative Justice (RJ) principles. These courses will be accessible across both Suffolk and Norfolk and are designed to be inclusive and adaptable for broader national use.
- 4.7 Accreditation is being sought from the College of Policing (CoP), and a digital content creator from the University of East Anglia (UEA) has been appointed on a short-term contract to support the creation of engaging, high-quality materials. The commercial model enables access to the platform for all UK police forces, while Norfolk and Suffolk retain intellectual property rights for the course content.
- 4.8 Current data from Suffolk indicates that 60% of positive outcomes are attributed to Type 1 charge post-restorative (PR) interventions. The remaining 40% are OOCRs, with 34% of these linked to Community Resolutions or Conditional Cautions (CC/CR). The final 6% comprise

Outcomes 20/21 and youth interventions, reflecting a diverse approach to resolution that supports early intervention and restorative practices.



**Fig 2 – Outcome comparison Charge v OOCR Dec 2025 to May 2025**

4.9 The OOCR provision in Suffolk is subject to quarterly review by an independent Scrutiny Panel. This panel examines anonymised cases selected by the Chair to assess whether the disposal method was appropriate, based on the evidence available at the time of decision-making. The process ensures transparency and accountability, with organisational learning captured and fed back into service improvement. A newly appointed Chair will lead a review of panel membership and the Terms of Reference, with the aim of achieving more representative public involvement and aligning with the Police Race Action Plan.

4.10 An evaluation project has been scoped and costed in collaboration with the University of Suffolk to assess the broader impact of OOCRs. The study focuses on three key areas: the effect on police officer productivity compared to traditional charge and court processes, the influence on recidivism and behavioural change, and the legitimacy of OOCRs from the victim's perspective, particularly in terms of satisfaction with outcomes. This proposal has now been presented to the Eastern Region as a joint funding initiative, reflecting a commitment to evidence-based practice and continuous improvement.

4.11 Drug Testing on Arrest (DTOA) will be managed under the Offender Diversion Team and managing offender structure to ensure that opportunities for diversion are maximised from drug possession offences and interventions are available for those who positively test for Class A drugs, but do not attend appointments.

## **5. BAIL MANAGEMENT UNIT**

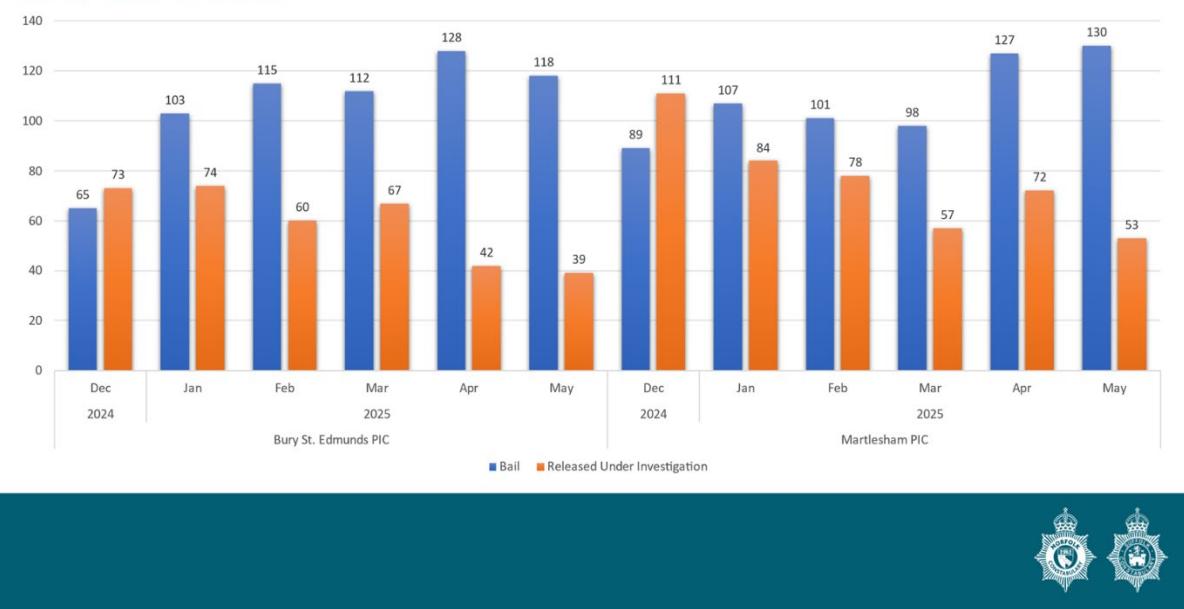
5.1 Suffolk Constabulary has implemented a series of structural and operational changes to strengthen the management of pre-charge bail in line with legislative reforms. Effective from 1st August 2025, the Bail Management Team (BMT) has adopted an expanded scope to handle complex and high-risk bail scenarios, including re-bails following Application Bail Period (ABP) extensions, bail reversions, and inter-force custody record coordination. These changes are designed to streamline demand management and ensure consistency in bail decision-making. Complementing this, Power BI dashboards with traffic light indicators have been introduced

to support supervisors in real-time oversight, embedding bail management into daily operational routines.

5.2 Clear delineation of responsibilities between Officers in Charge (OICs), Supervisors, and Custody Sergeants ensures accountability and efficiency in bail-related processes. Tasks such as re-bails within the initial ABP period, urgent re-bails, and custody record updates are now systematically assigned, reducing delays and improving case progression. Data from December 2024 to May 2025 shows a stable pattern, with 80% of cases managed through bail and 20% via Released Under Investigation (RUI), reflecting successful alignment with national policy to prioritise bail where proportionate. These measures collectively enhance operational resilience and support fair, timely justice outcomes.

5.3 Current data for bail indicates a stable average of 80% of cases bailed compared to 20% RUI for the period Dec 24- May 25. 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).

**RUI / Bail - Suffolk**



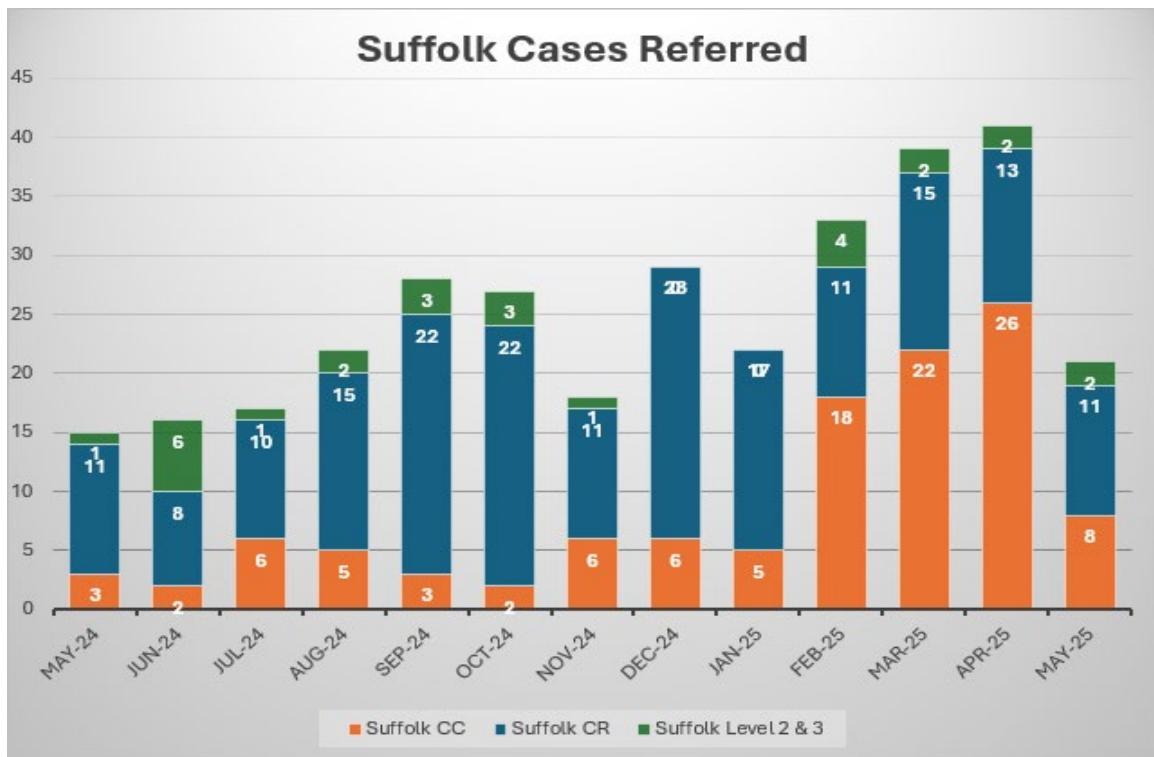
**Fig 3 – Bail use in Suffolk from Dec 2024 to May 2025**

## 6. RESTORATIVE JUSTICE (RJ)

6.1 Suffolk Constabulary has embedded its Restorative Justice (RJ) Hub within the Offender Diversion Team (ODT), reinforcing its commitment to victim-centred outcomes. Every Out-of-Court Resolution (OOCR) investigation now includes an offer of referral to the RJ service, resulting in an average monthly uptake of 27%—well above the national average of 5%. This integration has led to an 800% increase in RJ referrals over the past year, demonstrating significant growth in restorative practice once police processes conclude. A review of the RJ process from the victim's perspective is underway to capture qualitative insights and identify best practice.

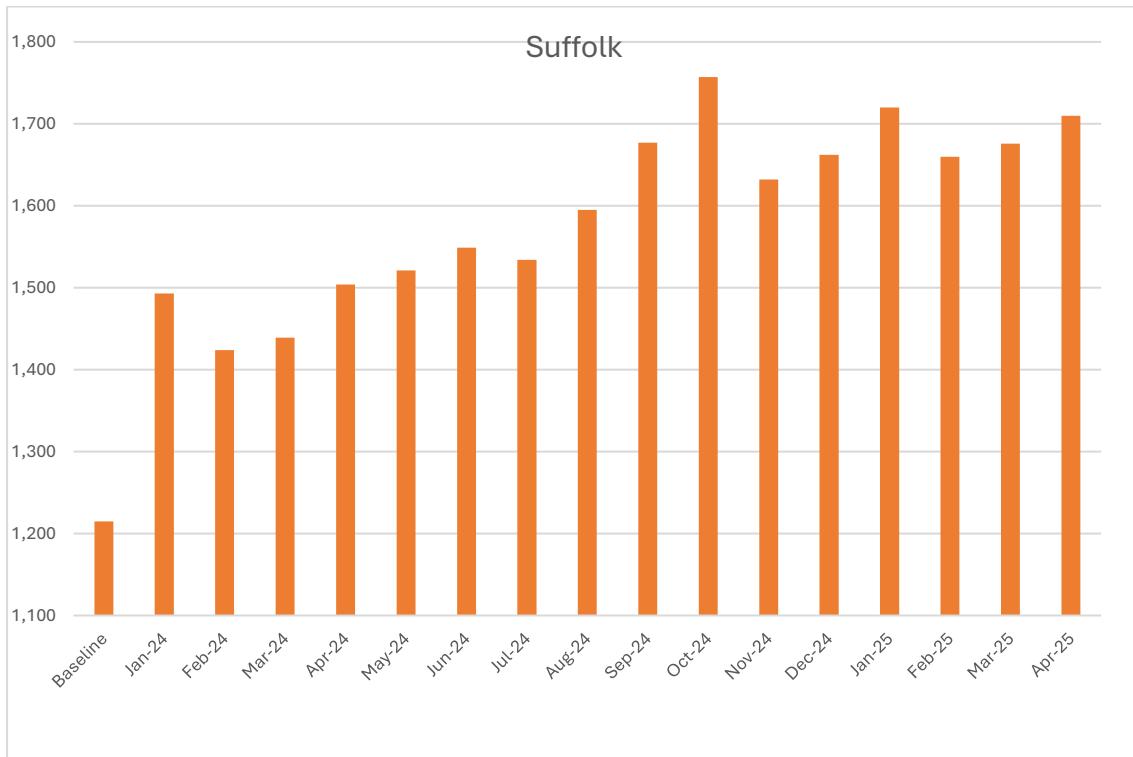
6.2 While referrals for serious and complex cases remain stable, Suffolk is actively developing partnerships with external providers to support community-based diversionary options. These

initiatives aim to reduce low-level crime and reoffending by connecting participants with voluntary groups across the county, fostering positive community engagement. A revised strategic plan is being developed in collaboration with ODT and PCC leads to streamline data collection and evaluation, ensuring the continued effectiveness and transparency of restorative interventions.



**Fig 4 – Restorative Justice referral rates May 24 to May 25**

6.3 The need to reinvoke the appropriate use of Out of Court Resolutions (OOCR) and Restorative Justice (RJ) aligns with the recommendations of the Leveson Inquiry and is vital not only for improving outcomes for victims and reducing reoffending, but also for alleviating pressure on the court system. While the well-documented backlogs in the Crown Court remain a concern, it is within the Suffolk Magistrates Court estate—where the impact of increased OOCR usage would be most beneficial—that a growing backlog is now emerging, highlighting the urgency of adopting alternative resolutions more effectively.



**Fig 5 - Backlog of cases in the Suffolk Magistrates Court Estate**

## 7. DOMESTIC ABUSE PERPETRATOR UNIT (DAPU)

7.1 The Domestic Abuse Perpetrator Unit (DAPU) now in its fifth year, continues to work on a one-to-one basis with perpetrators of Domestic Abuse. Working holistically with the perpetrator, victim and children over a period of about six months, the team still works in a multi-agency setting changing the abusive behaviours of perpetrators; protecting victims and children from harm.

7.2 DAPU has had a consistent success rate of about 80% which means that 80% of those who have completed the programme have not come to police attention again, either for crime or non-crime domestic incidents.

7.3 The team have also been working on creating a shorter inhouse group work course suitable as an out of court resolution for DA perpetrators who have committed Domestic Abuse crimes that have been assessed as standard risk. The course will follow the Cautioning and Relationship Abuse (CARA) guidelines and will be delivered over two days with a break of four weeks in between. This is due to go live on Monday 6th October 2025.

7.4 This reporting year, DAPU have introduced new ways to collate outcomes, which in time will facilitate more meaningful reporting.

7.5 In respect of caseloads, the numbers below provide an overview of the figures for 2025 so far.

- There have been **35** new referrals in 2025. **10** did not sign up fully and withdrew in the sign-up process. Several were unsuitable referrals.
- 11** perpetrators have committed to and started the programme this year.
- There are **13** cases currently active at various stages of the programme.

- d) **4** withdrew from the program for various reasons at different stages of the programme.
- e) **13** perpetrators are currently in the process of joining.
- f) **182** behaviour change sessions have been delivered so far this year.
- g) **2** perpetrators have completed the programme this year.

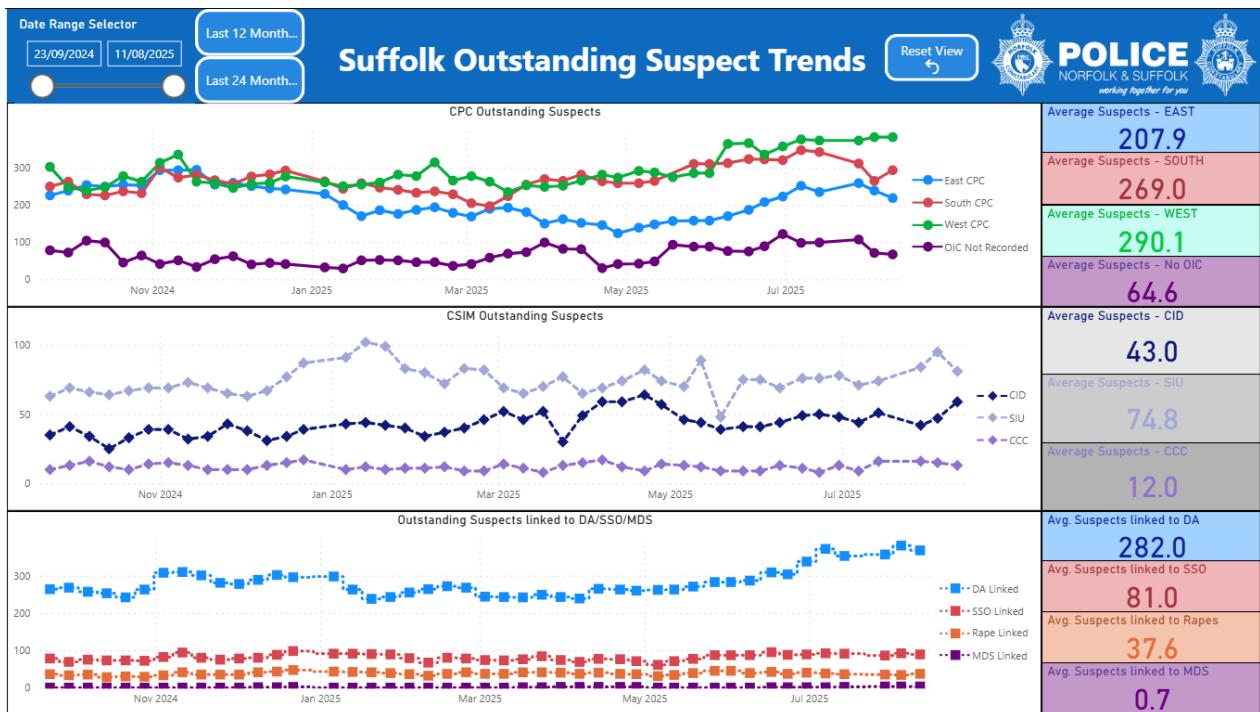
## **8. MULTI-AGENCY PUBLIC PROTECTION ARRANGEMENTS (MAPPA) AND PUBLIC PROTECTION UNIT (PPU)**

- 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 Community Policing Inspectors and by the Public Protection Unit (PPU) in cases relating to Registered Sex Offenders. There are currently 14 live level 2 & 3 MAPPA cases across the county. There are also 3 out of county MAPPA cases with Suffolk involvement due to offenders residing in Suffolk Approved Premises.
- 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), Violent Offender Orders (VOO) and Potentially Dangerous Persons (PDPs) and support MAPPA where individual RSO's and VOO's are MAPPA subjects. The PPU have a cohort of RSOs, VOOs and PDPs, 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, no increase from the previous report.
  - 217 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 currently at 0.96% for 2025, for sexual reoffending only the recidivism rate is currently 0.86% for 2025.

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

- 9.1 Suffolk Constabulary maintains a strong and consistent approach to managing wanted individuals, with high-risk offenders prioritised through daily local management meetings. This ensures the area commanders, or their delegate can allocate or request additional resources to locate them quickly .
- 9.2 Suspect information is part of the mandatory 8-point plan within the Athena Investigation crime recording. This provides a structured guidance on identifying suspects, checking for links to other investigations, taking positive actions and considering evidence led prosecutions.
- 9.3 Wanted persons and outstanding suspects are managed through local and force - level performance meetings, supported by the publication of current performance data via online dashboards. Each suspect is reviewed by officers and supervisors, with a tailored management plan in place. Where an arrest will not take place in the immediate future, a clear and justified rationale must be recorded, including safeguarding considerations for victims. For Domestic Abuse suspects, the reason not to arrest must be ratified by an Inspector.
- 9.4 Suspects wanted for multiple offences or outstanding for more than 28 days are flagged for review by an Inspector or above, they will either validate the existing investigation plan or take remedial action to progress the case. This process is overseen 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) holds the responsibility for regularly circulating of outstanding suspect All Supervisors and Managers now have access to the MiTeams dashboard which allows Supervisors to monitor individual and team-level outstanding suspect volumes and address any identified risks effectively.
- 9.6 As demonstrated in Fig 6 below, overall numbers have remained relatively stable over the past 6 months of this reporting period. From 966 in February 2025 to 1079 in August 2025, this is been in the peak demand period. There remains a focus on managing suspects across local policing.



**Fig 6 – Outstanding suspect trends in Suffolk 2024-2025**

## 10. INTEGRATED OFFENDER MANAGEMENT (IOM)

10.1 Suffolk Constabulary currently has 82 offenders being managed on the scheme, 40 of these offenders are currently proactively managed in the community. In addition, the team is managing 6 caretaking cases from other areas, which require weekly supervision and interventions. The overall cohort size shows an increase of 14 from the previous year, which is reflective of an increase in police officer capacity within IOM. Suffolk IOM has developed a Free cohort consisting of 18–24-year-olds who are involved in gang violence. Additional training is being provided for Suffolk IOM police officers to get the most out of working with this new category of offender.

- 42% of these are on the Suffolk Fixed Cohort <sup>[1]</sup> (meet a strict set of Nationally agreed criteria for adoption).
- 47% are on the Suffolk Flexible Cohort <sup>[2]</sup> (predominantly offenders involved in acquisitive crime); 6% are on a Free cohort (currently female offenders).
- 11% 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. Suffolk IOM continues to outperform regional IOM in averages in accommodation measures on release from custody. Employment measures for Suffolk IOM are triggered by fewer cohort numbers, which is a focus for the coming year to support greater readiness for employment.

10.3 A joint Police and Probation training package has been delivered to all staff in IOM based off a nationally developed training package, with Suffolk IOM being one of the only areas

regionally to have successfully delivered all 4 modules to staff. Additional training is scheduled for October based around engaging with and motivating 18-24 year olds on the Youth Gang Violence cohort, with strategic discussions taking place to determine how the success of this cohort is measured as they sit outside of traditional IOM scoring methods.

10.4 Suffolk IOM are in the early stages of using Qlik as a data analysis tool, this is providing early insight into cohort demand, supervision patterns, and the financial impact of offender management. Early indications suggest that the scheme generates meaningful cost savings, particularly in relation to Serious Acquisitive Crime, which supports the case for continued investment in data-led approaches and IOM pathway delivery.

**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.

**13. CHIEF OFFICER CONCLUSION**

13.1 Suffolk Constabulary continues to deliver a robust and forward-thinking approach to offender management, aligning closely with the Police and Crime Plan's priorities of safeguarding victims, reducing reoffending, and enhancing public safety. Through integrated offender management, targeted bail reforms, and strengthened partnerships, the Constabulary has continued to improve operational resilience and ensured more consistent outcomes for victims and communities. The adoption of data-led tools, enhanced supervision protocols, and strategic oversight mechanisms has enabled more effective handling of high-risk individuals and improved accountability across the criminal justice system.

13.2 Innovation in diversionary practices has been a cornerstone of Suffolk's strategy, with the rebranding of Out of Court Resolutions (OOCR) as Op Divert, the expansion of Restorative Justice (RJ) services, and the development of scalable digital interventions. These initiatives have not only increased uptake and engagement but also contributed to cost savings and improved victim satisfaction. The Constabulary's commitment to evidence-based practice is reflected in its collaboration with academic institutions and its proactive response to continuing court backlogs, ensuring that alternative resolutions are used effectively to reduce demand and support long-term behavioural change among offenders.