

**ORIGINATOR: CHIEF CONSTABLE**

**PAPER NO: AP23/44**

**SUBMITTED TO: ACCOUNTABILITY AND PERFORMANCE PANEL –  
15 SEPTEMBER 2023**

**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 It is also essential that the police work closely with partners to ensure the effective management of the most serious and prolific offenders and also to provide diversionary routes for those that will engage.
- 1.4 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 as well as reducing 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.
- 1.5 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.
- 1.6 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.
- 1.7 In this context 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.
- 1.8 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 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.

3.2 The operational management of custody each day is the responsibility of the 'Custody Bronze' Inspector. This Inspector will be one of 6 Police Investigation Centre (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.

3.3 CRG medical should provide 24hour cover at the 5 main PICs. CRG have struggled to meet the demand of the contract which concludes early in 2024. The lack of medical provision does mean that officers are regularly required to take detained persons to hospital to receive treatment.

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

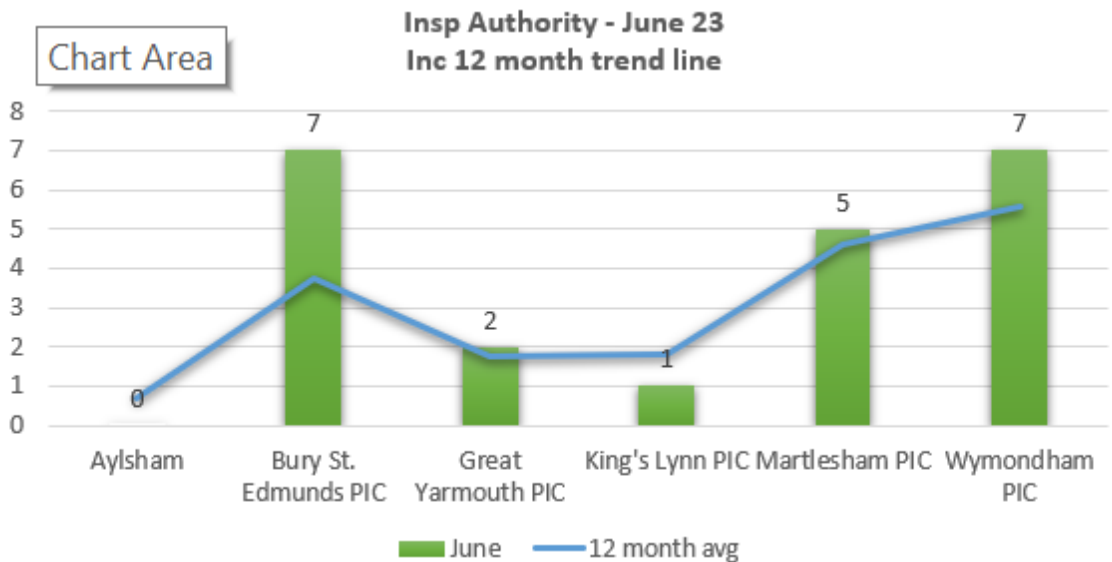
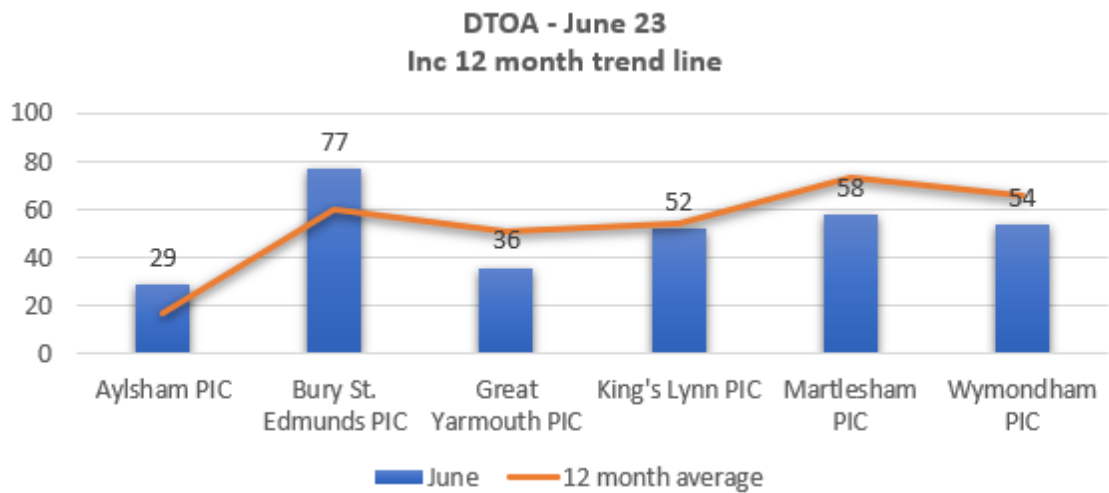
3.5 All persons under the age of 18 now automatically receive legal advice, thus ensuring they are appropriately safeguarded during their time in custody.

3.6 Drug Testing on Arrest (DTOA) 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. Joint Justice Services have used funding from the Home Office to create a

training package for all officers to increase the awareness of non-trigger offences to increase the number of tests.

3.7 Following the additional grant funding beyond other forces for DTOA expansion, Norfolk and Suffolk have been leading the way for innovation with drug testing on arrest. We have used the funding for comfy consultation rooms for our vulnerable detainees, created an outreach program between our drug recovery workers and the Special Constabulary. We have created bespoke training packages and information videos for our detainees. We continue to look at innovative ways to reduce the cycle of reoffending due to drug misuse.

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

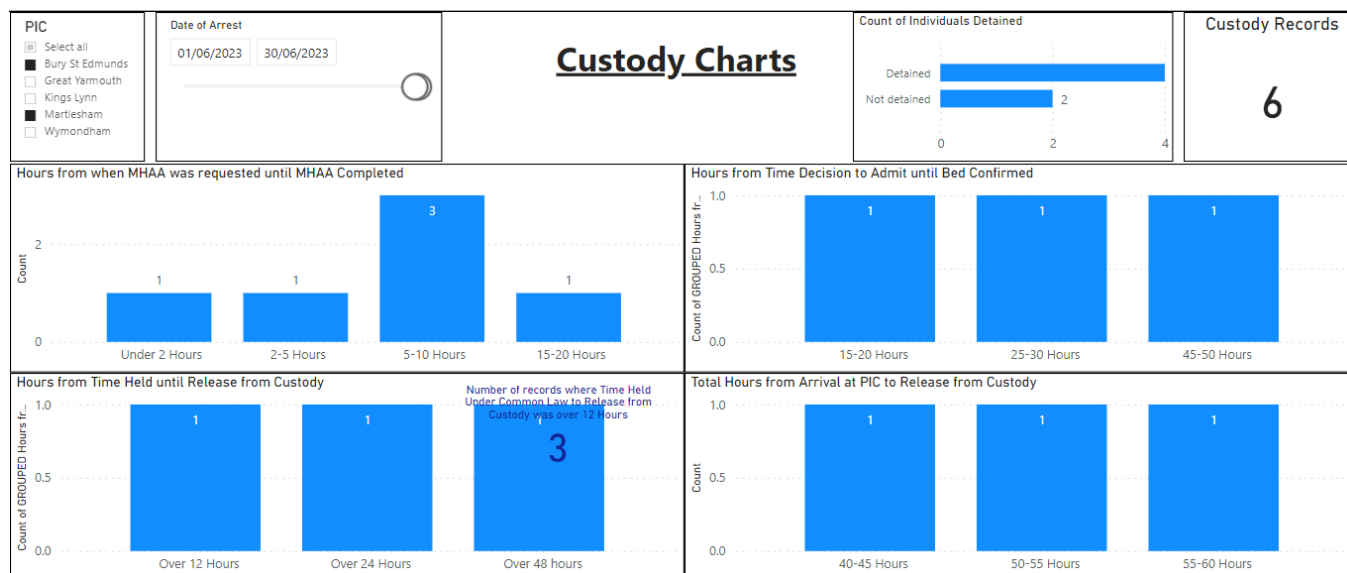


3.9 Throughput in custody has now returned to pre COVID levels. The table below indicates the number of detained persons within the last 12 months:

**Custody Throughput**

PIC Name	Jun-22	Jul-22	Aug-22	Sep-22	Oct-22	Nov-22	Dec-22	Jan-23	Feb-23	Mar-23	Apr-23	May-23	Total
<b>Aylsham PIC</b>	<b>160</b>	<b>145</b>	<b>157</b>	<b>163</b>	<b>155</b>	<b>160</b>	<b>126</b>	<b>155</b>	<b>143</b>	<b>161</b>	<b>161</b>	<b>184</b>	<b>1870</b>
Adule	140	127	144	151	143	145	111	139	123	152	152	157	1684
Juvenile	20	18	13	12	12	15	15	16	20	9	9	27	186
<b>Bury St. Edmunds PIC</b>	<b>371</b>	<b>420</b>	<b>398</b>	<b>362</b>	<b>417</b>	<b>389</b>	<b>383</b>	<b>340</b>	<b>328</b>	<b>351</b>	<b>360</b>	<b>339</b>	<b>4458</b>
Adule	345	395	380	330	394	352	363	315	319	330	326	298	4147
Juvenile	26	25	18	32	23	37	20	25	9	21	34	41	311
<b>Great Yarmouth PIC</b>	<b>387</b>	<b>404</b>	<b>383</b>	<b>327</b>	<b>355</b>	<b>318</b>	<b>375</b>	<b>398</b>	<b>351</b>	<b>347</b>	<b>415</b>	<b>373</b>	<b>4433</b>
Adule	353	369	352	288	333	292	349	365	320	316	386	336	4059
Juvenile	34	35	31	39	22	26	26	33	31	31	29	37	374
<b>King's Lynn PIC</b>	<b>457</b>	<b>369</b>	<b>404</b>	<b>370</b>	<b>414</b>	<b>422</b>	<b>370</b>	<b>405</b>	<b>398</b>	<b>368</b>	<b>408</b>	<b>450</b>	<b>4835</b>
Adule	433	346	371	338	396	393	342	364	368	349	379	426	4505
Juvenile	24	23	33	32	18	29	28	41	30	19	29	24	330
<b>Martlesham PIC</b>	<b>415</b>	<b>486</b>	<b>486</b>	<b>394</b>	<b>467</b>	<b>485</b>	<b>414</b>	<b>441</b>	<b>365</b>	<b>406</b>	<b>387</b>	<b>439</b>	<b>5185</b>
Adule	370	427	442	370	439	447	380	404	341	375	360	402	4757
Juvenile	45	59	44	24	28	38	34	37	24	31	27	37	428
<b>Wymondham PIC</b>	<b>430</b>	<b>527</b>	<b>489</b>	<b>439</b>	<b>471</b>	<b>496</b>	<b>415</b>	<b>478</b>	<b>407</b>	<b>508</b>	<b>476</b>	<b>507</b>	<b>5643</b>
Adule	399	494	462	405	444	459	383	425	371	460	440	465	5207
Juvenile	31	33	27	34	27	37	32	53	36	48	36	42	436
<b>Grand Total</b>	<b>2220</b>	<b>2351</b>	<b>2317</b>	<b>2055</b>	<b>2279</b>	<b>2270</b>	<b>2083</b>	<b>2217</b>	<b>1992</b>	<b>2141</b>	<b>2207</b>	<b>2292</b>	<b>26424</b>
<b>Average per day</b>	<b>74</b>	<b>76</b>	<b>75</b>	<b>69</b>	<b>74</b>	<b>76</b>	<b>67</b>	<b>72</b>	<b>71</b>	<b>69</b>	<b>74</b>	<b>74</b>	

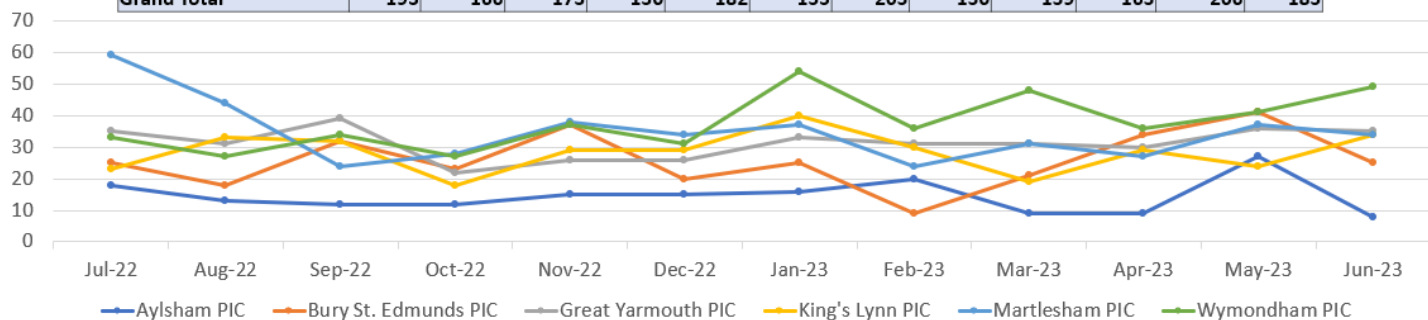
3.10 Mental health assessments in custody continue to prove challenging with ongoing concerns about bed availability across the Norfolk and Suffolk Foundation Trust (NSFT). Whilst the Justice Services Command and the Custody team specifically, have good working relationships with colleagues from the 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. The below chart provides an overview of the numbers of people subject to a mental health assessment in the two Suffolk only PICs. Data is collated using PowerBI:



3.11 Following discussions with Liaison and Diversion (L&D) colleagues, a twilight service now runs in the PICs where a practitioner will be able to see / screen our most vulnerable people up to 00:00. This increases service provision between the hours of 17:00 and 00:00hrs.

3.12 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 NAME	Jul-22	Aug-22	Sep-22	Oct-22	Nov-22	Dec-22	Jan-23	Feb-23	Mar-23	Apr-23	May-23	Jun-23
Aylsham PIC	18	13	12	12	15	15	16	20	9	9	27	8
Bury St. Edmunds PIC	25	18	32	23	37	20	25	9	21	34	41	25
Great Yarmouth PIC	35	31	39	22	26	26	33	31	31	30	36	35
King's Lynn PIC	23	33	32	18	29	29	40	30	19	29	24	34
Martlesham PIC	59	44	24	28	38	34	37	24	31	27	37	34
Wymondham PIC	33	27	34	27	37	31	54	36	48	36	41	49
<b>Grand Total</b>	<b>193</b>	<b>166</b>	<b>173</b>	<b>130</b>	<b>182</b>	<b>155</b>	<b>205</b>	<b>150</b>	<b>159</b>	<b>165</b>	<b>206</b>	<b>185</b>



3.13 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. Scrutiny panels are now being introduced nationally with many Constabularies using the Norfolk and Suffolk framework as best practice.

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

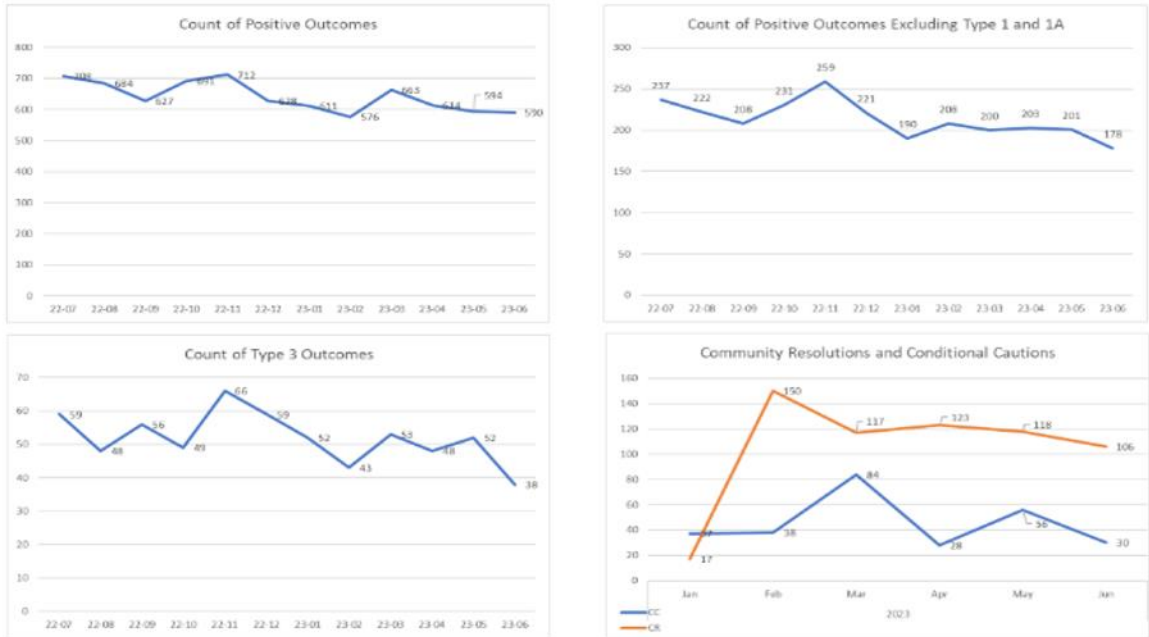
- The use of “Nudge Theory” to encourage greater use of liaison and diversion opportunities. This should be in operation within the next 4-6 weeks.
- Installation of in cell technology for remote reviews of detention and diversionary messaging. Installation expected within 4 weeks.
- The use of remote interpreters thereby reducing time and cost. A trial is taking place at Wymondham PIC following the sound proofing of a consultation room. If the trial demonstrates efficiencies, it will be implemented across the custody estate.
- Designated cells for children and young people with implementation of distraction activities within the exercise yards.
- Using surveys from service users to improve performance and provision of custody. This will commence within the next month.

#### 4. OUT OF COURT DISPOSALS (O OCD)

4.1 The Police, Crime, Sentencing and Courts Bill (PCSB) will make statutory changes to out of court disposals implementing two conditional disposals, the Diversionary Caution (replacing the current CC) and the Community Caution, as well as keeping the option for Community Resolution, thereby creating a 2 Tier+ O OCD system.

- 4.2 There is no option not to implement the national changes. This requires both Forces to be ready to implement the new disposals when the PCSB comes into force later this year. Failure to do so will put Norfolk and Suffolk outside of the legislative requirements.
- 4.3 Following the implementation of the two-tier approach from July 2022, for a 6-month period the Evidential Review Officer (ERO) decision making process has been referred to the Offender Diversion Team (ODT). The ODT is responsible for the decision making for Conditional Cautions (CC) and Community Resolutions (CR) with the exception of Street Community Resolutions which are still being completed at the time by the Officer in the Case (OIC). The aim of the pilot is to centralise decision making around CC, standardise the conditions set and manage the process for CR.
- 4.4 Norfolk and Suffolk are in a strong position to implement the upcoming change to two tier + as the current two tier system is now firmly embedded and has been complimented by the introduction of ODT for centralised decision making on OOCR during the period of the ERO pilot.
- 4.5 The pilot commenced in December 2022 and a 6-month extension was granted following the Joint Chief Officer Team (JCOT) meeting in May 2023 in order that a full evaluation of the pilot can take place and options can be considered for the future OOCR model.
- 4.6 The ongoing evaluation of the pilot is considering:
- Comparative data for OOCR in relation to total positive outcomes for both forces;
  - Data in relation to throughput to the team for Conditional cautions and Community resolutions;
  - Cost effectiveness of the ODT process both monetary and time;
  - Recidivism and breach data;
  - An evaluation of the Red Snapper diversionary courses;
  - Blockers in the process.
- 4.7 Options for the continuation of the ODT in current format and expansion into other crime types are being developed for consideration.
- 4.8 The conditions for a Conditional Caution fall into six broad categories: Red Snapper (RS) conditions, force specific conditions, other conditions, agree to no further offences and fines and compensation. Red Snapper Group (RSG) 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. The contract for RSG has now been agreed for an additional 12-month period until September 2024, in a three-force contract with Suffolk, Norfolk and Cambridgeshire. The contract has been extended to include provision of courses for foreign nationals, Adolescent Violence Parental (AVP) Hub and a bespoke course is in development aimed at low level sexual offending in the night-time economy.

## Outcomes in Suffolk July-22 to June-23



STRATEGIC, BUSINESS AND OPERATIONAL SERVICES DEPARTMENT

OFFICIAL

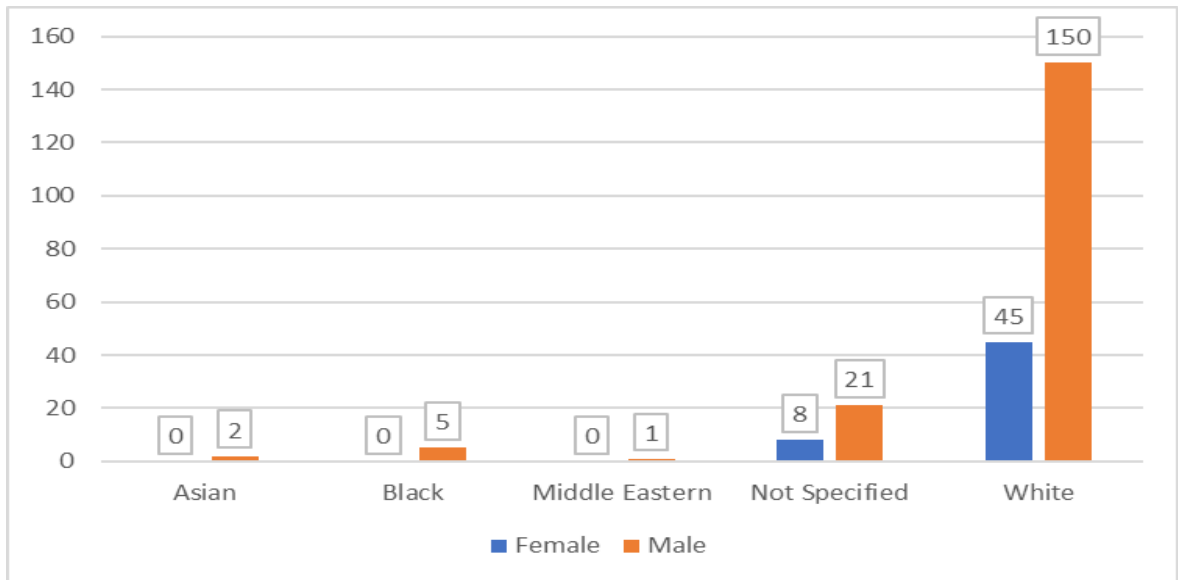
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The above table shows the current throughput of cases to ODT and the impact OODC is having on total positive outcomes for recorded crime.

Current data indicates that OODCs account for 23% of all positive outcomes for Suffolk. All Conditional cautions received a referral to Red Snapper Group (RSG) or other diversionary course referral and of the 106 CRs for June, 7 of those also received an onward diversionary referral.

- 4.9 The ethnicity of those administered a Conditional Caution is largely white. This data will remain static as the evaluation of RSG will follow the same cohort to monitor recidivism. Continued evaluation through monthly data analysis will seek to understand any blockers for the use of OOCR among other ethnic backgrounds by the addition of the provision for foreign nationals referred to Red Snapper for diversionary courses under the terms of the new contract.





- 4.10 Breach data throughout the 6-month ERO pilot has remained 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 RSG course used overall, but there is no significant difference in terms of those who breached and didn't breach a Conditional Caution. An interim report from SBOS to update the position in relation to breach data is expected in mid-August.
- 4.11 A review of the findings and resourcing impacts of the current pilot model was provided to joint chief officers in May 2023, and an additional 6-month pilot period was agreed to allow for expansion plans to be drafted. An assessment will be made as to additional capacity required for the continuation of the centralised model within the current scope of investigations referred and the opportunity to develop the use of OOCR within other crime types. This will provide the framework to support 2 Tier + OOCR when The Police, Crime, Sentencing and Courts Bill (PCSC Bill), goes live later this year (expected late 2023). The agreement to the extended pilot allows the opportunity for an improved evaluation of the model with consistent and measurable data over a longer period. This time frame fits with the evaluation of RSG courses.
- 4.12 The Independent Scrutiny Panel of attendees has been refreshed to include Youth Justice and will rotate the role of chair between partner agencies to maintain appropriate and consistent scrutiny for OOCR. They will continue to meet quarterly. The purpose of the scrutiny panel is to independently review a selection of anonymised cases, selected by the chair, that have been resolved by the 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	Diversions Caution
Use	<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

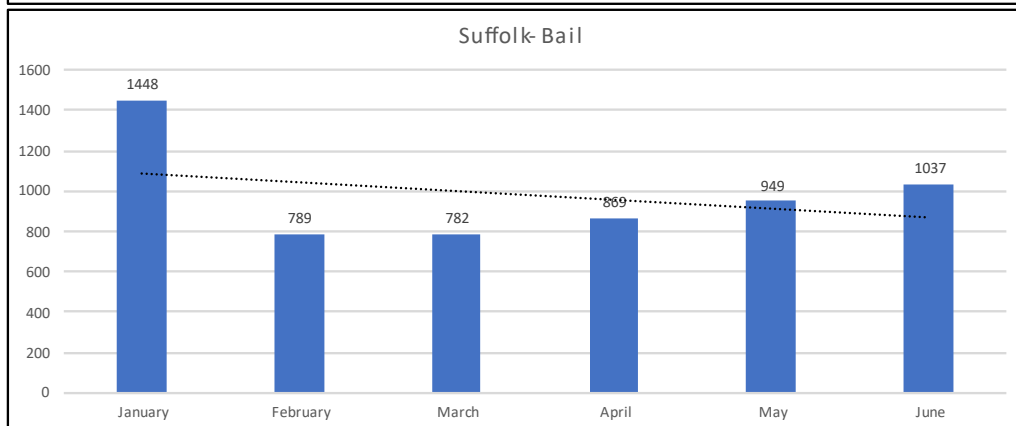
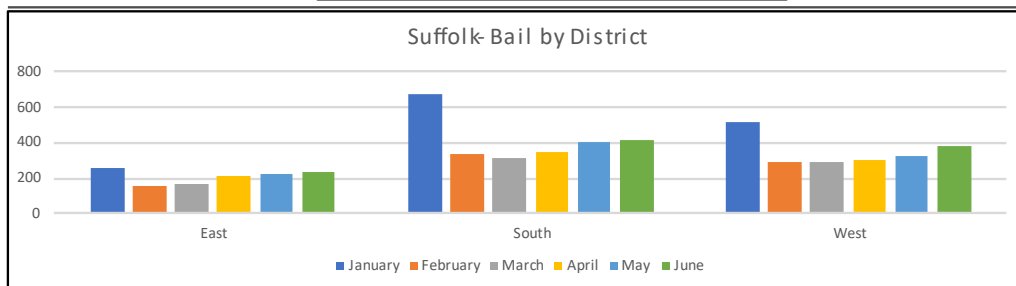
- 5.1 New Bail Legislation was implemented nationally on 28<sup>th</sup> October 2022 which saw an initial increase of 145% in bail cases from Oct 2022- January 2023. Current data for bail shows an overall increase of 24% in the use of bail over a 6-month period. This is in line with the requirements of the new legislation to increase the use of bail where necessary and proportionate, and removed the presumption against pre charge bail (Release under investigation - RUI).
- 5.2 Suffolk Constabulary is currently using the Bail App, which been further developed by Essex Police. There have been implementation issues with the Apps functionality which is being revised. ICT and the business continue to develop seek to develop the Essex Bail App and joint ICT/user visit to Essex to understand and seek to resolve the accessibility issues of the system is planned. If this is unsuccessful the development of a bespoke App for Norfolk and Suffolk will be considered.
- 5.3 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. Because Athena did not allow the effective management of RUI and Bail, Apps have had to be used to ensure this can be correctly monitored. This means that bail and RUI data is recorded on Athena and on the App. Officers are required to finalise their legacy cases on Athena and on the Bail App's and there is a particular focus on ensuring that this data is up to date and accurate and supporting officers in this administration.

5.4 January-June 2023 – Bail Data

Current Bail / RUI Data is populated from the BAIL APP  
 Further Scrutiny and Reporting will not be enhanced at this time.  
 New BAIL APP is due to go LIVE on 28<sup>th</sup> Oct 2022 and will then be scrutinised.

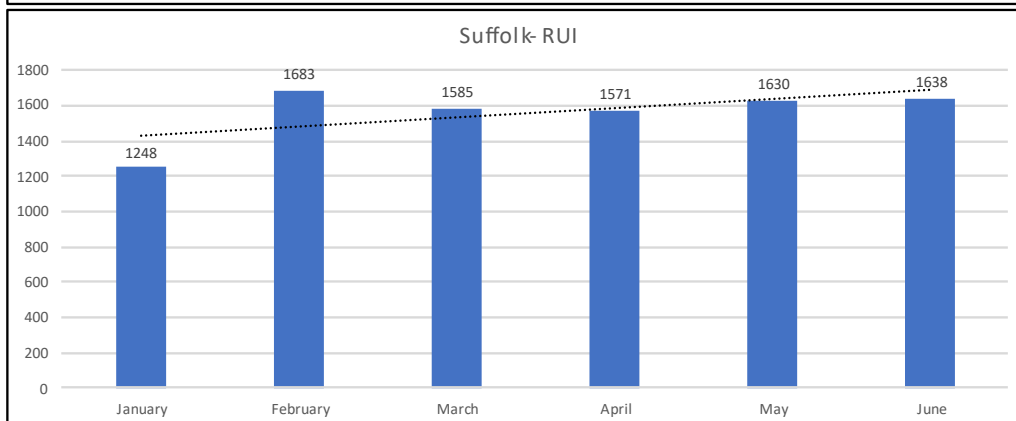
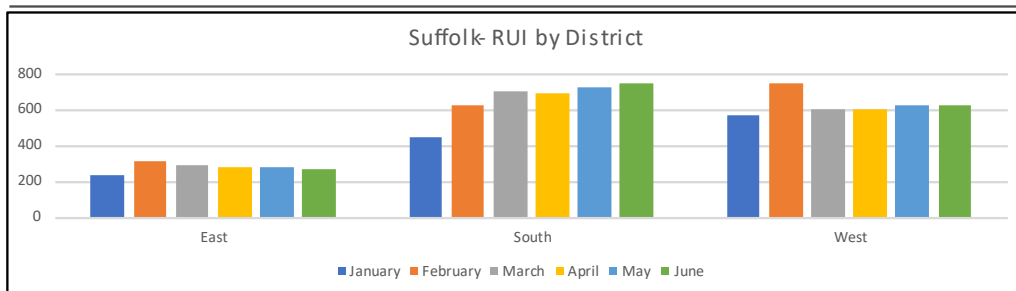


Bail App data – Bail



Bail App data – RUI

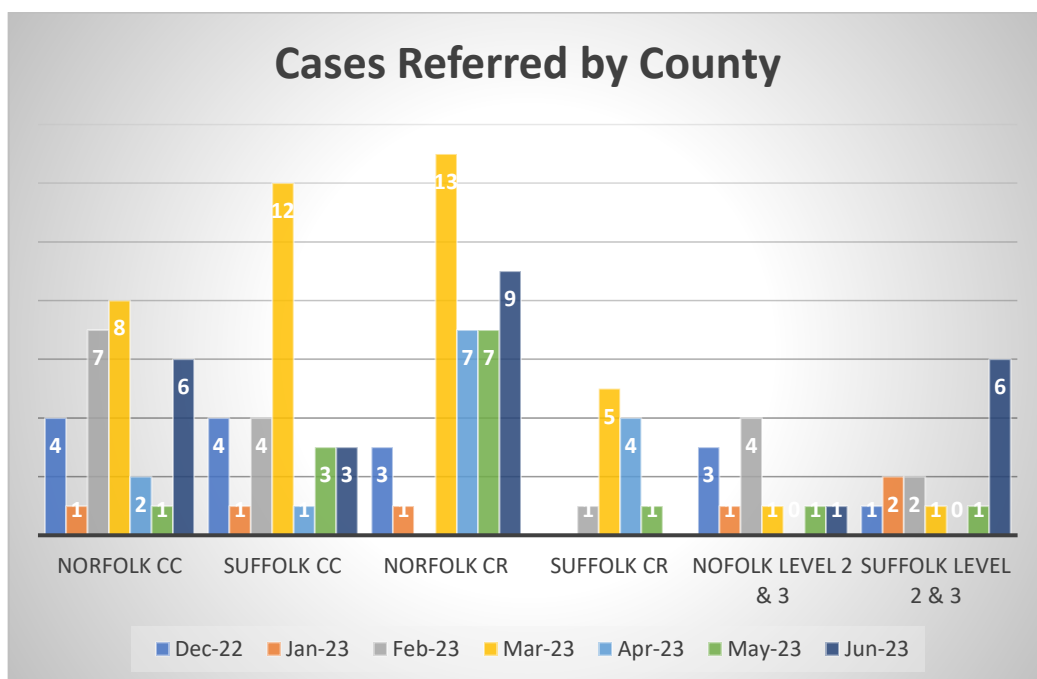
Current Bail / RUI Data is populated from the BAIL APP  
 Further Scrutiny and Reporting will not be enhanced at this time.  
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## 6. RESTORATIVE JUSTICE (RJ)

6.1 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. 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.

6.2 The RJ Hub is now embedded within the ODT as part of the holistic approach to victim satisfaction. 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. The embedding of the RJ hub within the ODT has seen promising growth into restorative practice once Police processes are finalised. On ongoing review of the process from the victims' perspective is now being explored in order to provide qualitative data to demonstrate the benefits of having the team working alongside the Police and identify best practice. There has been growth in cases from external partners such as HMP and Probation and work continues to further develop into additional business areas in both Policing and external partners.



6.3 Progress is being made by the team to access partner agencies to deliver training and awareness to complete RJ practice for lower-level crime types and seek to establish signposting routes for onward support for all parties.

6.4 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 continuing to build on its success and undergoing expansion.

7.2 The below provides an overview of the current position:

- **90** 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.
- **42** have withdrawn from the program for a number of reasons and at different stages of the programme
- **0** perpetrators await entry to the programme or are in the process of joining
- **586** Behaviour Change one-to-one sessions were delivered
- **27** perpetrators have completed the programme in full

7.3 A number of improvements are currently being developed:

- Exploring the use of a shorter “pre-programme” to test engagement levels
- Looking at ways to better record outcomes, including Social Care level of intervention.
- All victims are now offered regular support from within the team. However this will improve much further with the recruitment of a DAPU Victim Support Coordinator
- Training - the team are continually undergoing Continuous Professional Development (CPD) and are working towards a ‘Life Coach’ course. Further to this, the Constabulary has explored other training that is available to them that will help them understand, manage and support clients
- Improving links in with custody, drug treatment post-arrest and the support that is offered after arrest. This is ongoing work, with a joint custody leaflet planned with the Venta Domestic Abuse project. This will assist to increase both DAPU and Venta’s reach.
- With Leeway, who provide the Independent Domestic Violence Adviser (IDVA) service, recruiting a DAPU Children’s Independent Domestic Violence Adviser (IDVA). The DAPU will be able to offer a holistic approach for the whole family

7.4 The DAPU are currently recruiting for two further Behaviour Change Caseworkers and a Victim Support Coordinator. Leeway (who provide the IDVA Service) has also appointed a Children’s Resilience worker who will work alongside DAPU to offer support and guidance to the whole family.

7.5 Over the coming months, the DAPU will be carrying out a recruitment drive to increase the number of perpetrators and families they work with. Some of this work will include targeting those in custody through existing drug testing on arrest and the signposting they are offered as a result. This will include working even more closely with Icenl and the Venta project increasing the reach of both of the programmes.

7.6 The DAPU has recently carried out benchmarking to review what perpetrator services other forces employ. This is ongoing and will likely see the team broaden what is currently offered. Current work streams are looking at the possibility of a pre-course offering, which will focus on understanding the perpetrators motivation to change and therefore decrease the number that withdraw from the full programme in the early stages. We are further reviewing how we measure our success additional to attrition rates, formal recording Social Care intervention levels for children and perpetrator pathways also.

## **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 Multi-Agency Public Protection Arrangements (MAPPA) – Suffolk Safeguarding Partnership <https://www.suffolksp.org.uk>

8.2 In Suffolk, all Category 1 MAPPA nominals (Registered Sex Offenders) are serviced by the Public Protection Unit (PPU), supported by local policing Safer Neighbourhood Team Inspectors.

Category 2 and 3 MAPPA nominals are serviced by local policing Safer Neighbourhood Team Inspectors and supported by the Public Protection Unit (PPU).

There are currently 12 live level 2 MAPPA cases across the county.

- 4 x Bury
- 5 x Ipswich
- 3 x Lowestoft

This is a decrease from the previous reporting period (previously 31 across the force). This figure has been verified via the MAPPA Coordinator who states that a large portion of our current cohort are in custody, with many having been recalled.

8.3 The Suffolk PPU has recently gone through an establishment change, and now consist of a mixture of Police Officers and Police Staff who manage Registered Sex Offenders in the community. The establishment change provides Police powers to the department to assist in being self-sufficient and less reliant on other departments.

8.4 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. There are currently three MAPPA 3 nominals owned by Suffolk, all are currently remanded in custody, but due for release this year.

8.5 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.

8.6 The number of overall RSOs being managed by the team has increased by approximately 66 per year over the last four years. There are a number of reasons for this and they include a greater number of offenders being apprehended by pro-active police on-line targeting; offenders being placed in Suffolk to the two probation approved premises and offenders being released from Hollesley Bay Prison into Suffolk.

8.7 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. Demand fluctuates due to different cases. The PPU have a cohort of RSO's, 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.

8.8 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.

8.9 Current performance is as follows:

- 942 Registered sex offenders (RSOs) living in Suffolk and managed by the PPU Team, an increase of eight from the previous report;
  - 167 Suffolk RSOs currently in custody;
  - The Team proactively manages the cohort and over the last year 76 Sexual Harm Prevention Orders (SHPO) were issued by the courts;
  - Reoffending of RSOs (all offences) is at 3.6% for 2022;
  - 19 x sexual offences
  - 4 x violent offences
  - 11 x 'other' offences
- This is 0.2% increase on reoffending from 2021 (3.4%), but down 1.4% from reoffending recorded in 2020 (5%).

## 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 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.

9.3 Any suspect who is wanted for multiple offences or has been outstanding for more than 28 days is identified via the dashboard. 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 monthly performance meetings.

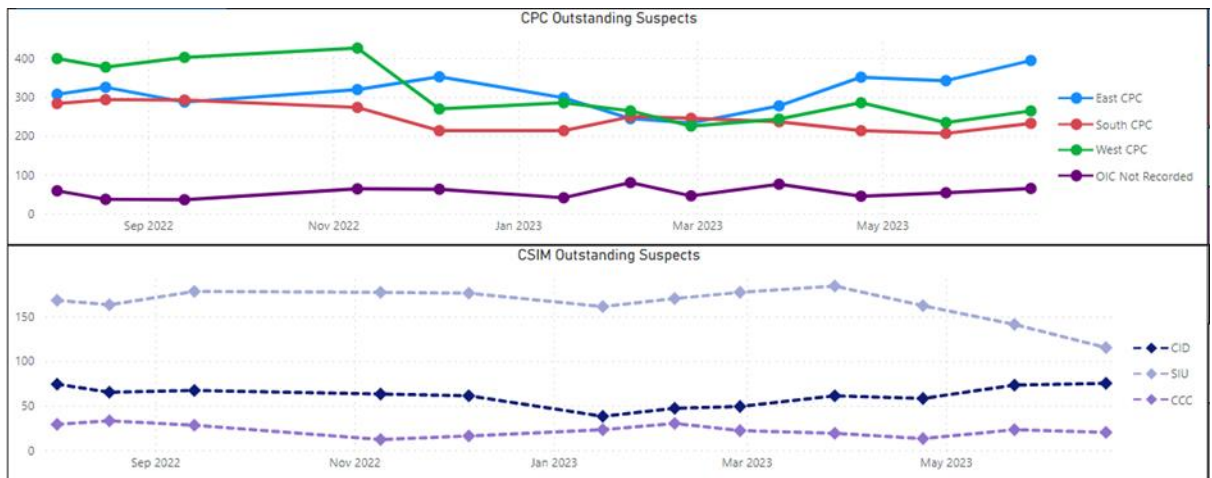
9.4 In addition, Suffolk Constabulary also has a robust process in place to manage the Constabulary response to outstanding suspects. These are people who have been identified as suspects in reported offences but have yet to be arrested. Where a suspect poses a risk to the local community either through their offending or risk to individuals, they are sought for immediate arrest, where they are not located, they are raised to 'Red Viper' status and placed on officer briefings with an expectation that they will be tasked for arrest. This includes the tasking or proactive and Roads and Armed Policing Units to assist with locating and detaining the individual.

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

9.6 CSIM Safeguarding Units have created bespoke operations to target outstanding suspects, resulting in the reduction of outstanding suspects across the areas. Proactive days and

resourcing will continue to be utilised to support investigative teams to manage outstanding suspects.

## Outstanding Suspects end July 2023



## 10. INTEGRATED OFFENDER MANAGEMENT

10.1 Suffolk Constabulary current have 106 offenders on the scheme with 49% of these offenders being proactively managed in the community. This is decrease of 1 from the time of the last report. There are plans to develop a 'Free' Cohort of 18-24 year olds involved in gang violence which will grow the overall numbers.

- 48% of these are on the Suffolk Fixed Cohort<sup>1</sup> (meet a strict set of Nationally agreed criteria for adoption);
- 46% are on the Suffolk Flexible Cohort<sup>2</sup> (predominantly offenders involved in acquisitive crime); 6% are on a Free cohort (currently female offenders);
- 6% are on a Free cohort (currently female offenders);

10.2 The overall crime reduction figure, for offenders on the joint force scheme, for the financial year 2022/23 was 81%.<sup>3</sup>

10.3 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.

10.4 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

<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



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 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 There continues to be national backlogs in criminal justice and the courts placing pressures on the criminal justice system, negatively impacting positive outcomes and public confidence and satisfaction. Cases are subject to escalation processes with robust accountability and challenge through the Local Criminal Justice Board.

13.2 There is positive application of targeted innovative practice to reduce reoffending and offer alternative positive CJ outcomes, particularly seen in custody and the development of trials relating to out of court disposals and drug testing on arrest.

13.3 Constabulary performance for out of court positive outcomes, sits at approximately 30% of all positive outcomes. This is being closely monitored with a view to improve upon this.

13.4 Locally we are recording only a 75% compliance rate with our contracted 24hr medial provision. Internal impact is most significantly felt within custody and CPC command. The Constabulary are actively working to reflect upon options for future service provision and discuss with partners in the region.