

ORIGINATOR: CHIEF CONSTABLE

PAPER NO: AP24 – 14

**SUBMITTED TO: ACCOUNTABILITY AND PERFORMANCE PANEL –
1 MARCH 2024**

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 offenders 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. 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.
- 1.5 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, and 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. Upon conclusion of this contract MITIE will provide medical cover for all investigation centres. It is believed that following implementation there will be significant improvements in the service provided.

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.

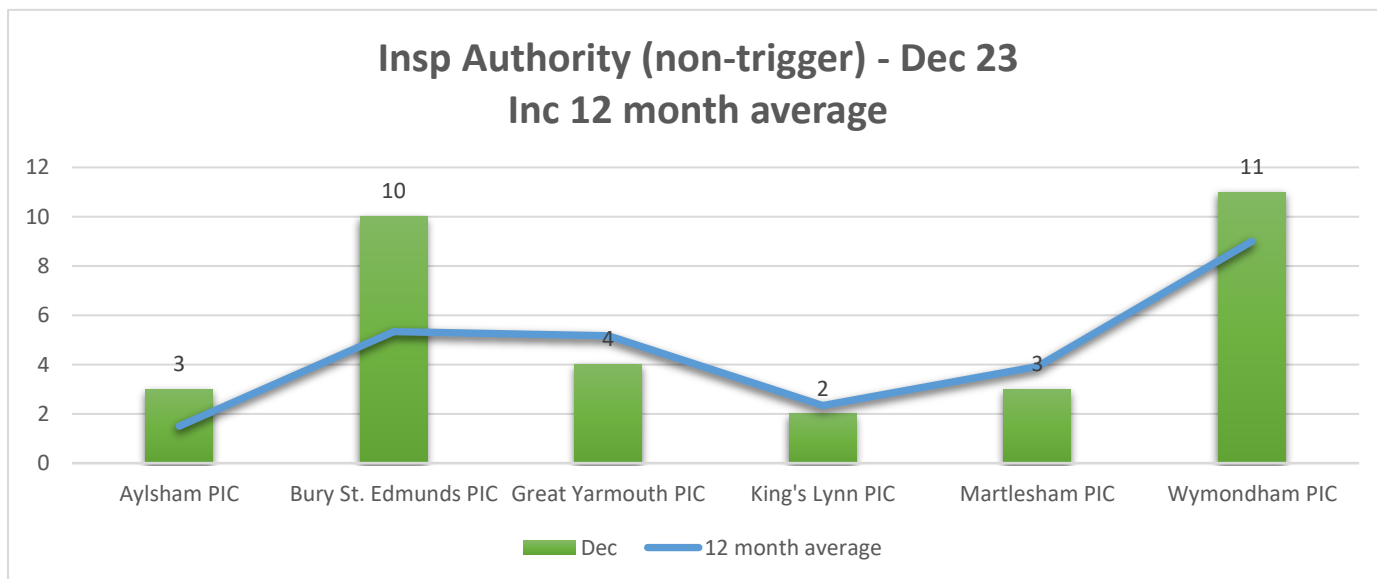
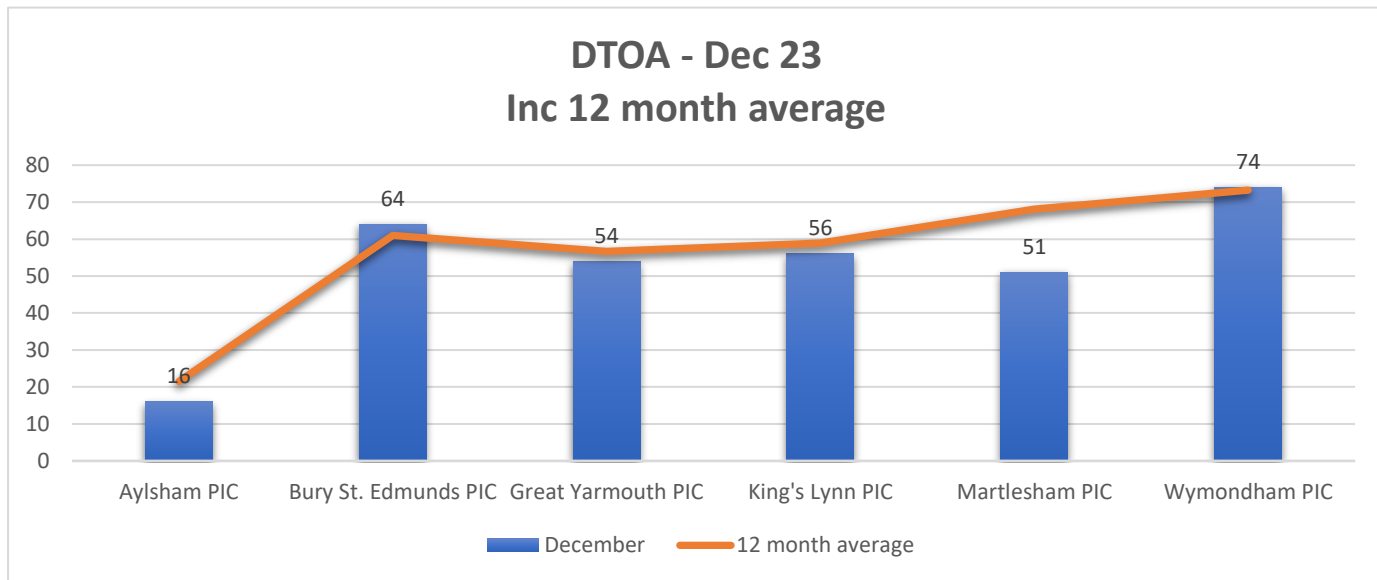
3.6 Drug Testing on Arrest (DTOA) is undertaken at all 6 PICs. A number of trigger offences lead to an automatic authority to test. In other offences where it is believed that drugs were a contributing factor in the offence an officer of the rank of Inspector or above can authorise a

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 Through consultation with the home office, we are looking at testing for more class A drugs beyond cocaine and opiates, along with some specified Class B/C Drugs. We are currently working with our machine suppliers to allow the testing of these drugs. Additionally, the Home Office is looking at including more offences as triggers therefore more detainees will automatically be tested.

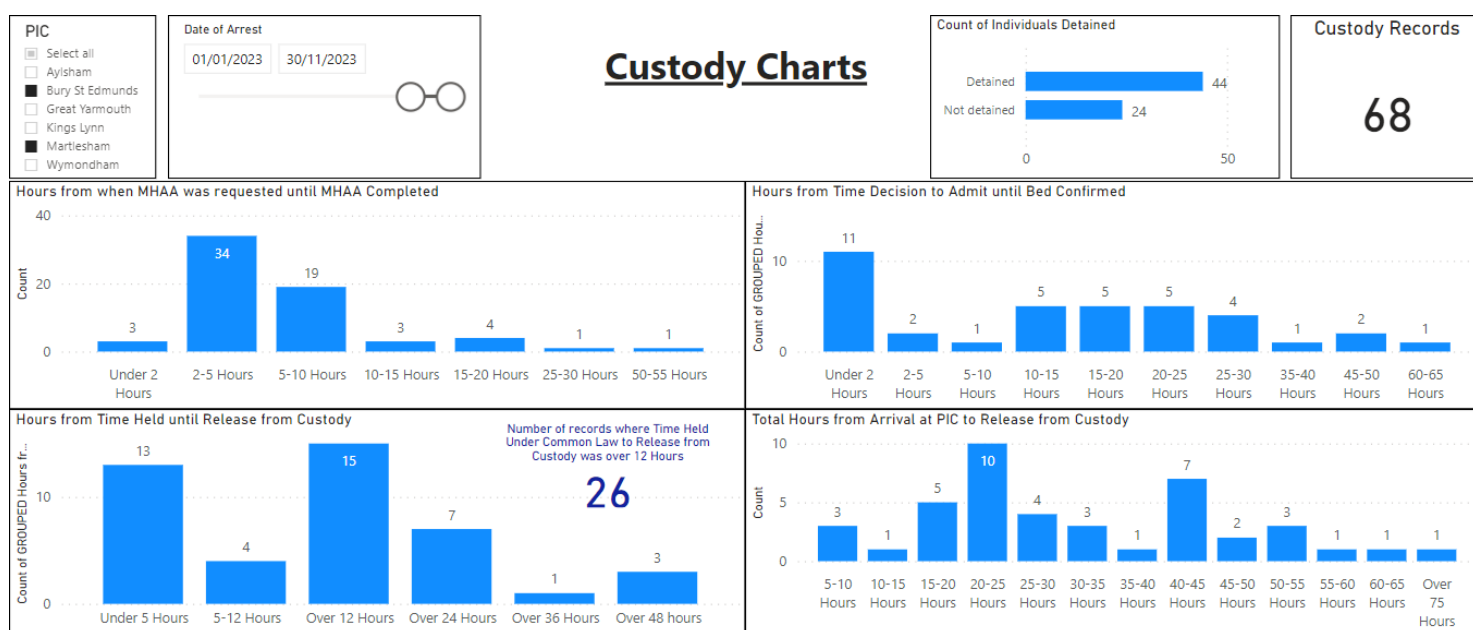
3.9 Where a positive sample is obtained, diversionary services become available. The tables below demonstrate the use of testing on arrest.



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

	Jan-23	Feb-23	Mar-23	Apr-23	May-23	Jun-23	Jul-23	Aug-23	Sep-23	Oct-23	Nov-23	Dec-23	Total
Aylsham PIC	158	143	162	160	183	163	169	133	177	135	195	149	1927
Adult	141	123	153	151	157	154	164	124	161	125	179	142	1774
Juvenile	17	20	9	9	26	9	5	9	16	10	16	7	153
Bury St. Edmunds PIC	343	327	351	359	338	371	361	340	342	388	364	382	4266
Adult	318	318	330	325	297	346	343	304	316	352	335	356	3940
Juvenile	25	9	21	34	41	25	18	36	26	36	29	26	326
Great Yarmouth PIC	399	351	347	412	372	368	398	379	365	360	369	387	4507
Adult	366	320	316	383	335	335	361	358	339	343	332	363	4151
Juvenile	33	31	31	29	37	33	37	21	26	17	37	24	356
King's Lynn PIC	404	399	366	410	452	411	416	399	374	355	385	366	4737
Adult	364	368	347	381	428	377	388	378	353	341	357	346	4428
Juvenile	40	31	19	29	24	34	28	21	21	14	28	20	309
Martlesham PIC	440	364	409	386	439	443	474	469	443	454	398	454	5173
Adult	403	340	378	359	402	409	445	429	403	410	370	437	4785
Juvenile	37	24	31	27	37	34	29	40	40	44	28	17	388
Wymondham PIC	477	408	510	474	507	492	496	509	483	455	492	466	5769
Adult	423	372	461	438	464	444	460	473	436	409	440	436	5256
Juvenile	54	36	49	36	43	48	36	36	47	46	52	30	513
Total	2221	1992	2145	2201	2291	2248	2314	2229	2184	2147	2203	2204	26379
Average Per Day	72	71	69	74	74	75	75	72	73	69	73	71	

3.11 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:



3.12 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.

3.13 The table below 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	Jan-23	Feb-23	Mar-23	Apr-23	May-23	Jun-23	Jul-23	Aug-23	Sep-23	Oct-23	Nov-23	Dec-23	Total
Aylsham PIC	17	20	9	9	26	9	5	9	16	10	16	7	153
Bury St. Edmunds PIC	25	9	21	34	41	25	18	36	26	36	29	26	326
Great Yarmouth PIC	33	31	31	29	37	33	37	21	26	17	37	24	356
King's Lynn PIC	40	31	19	29	24	34	28	21	21	14	28	20	309
Martlesham PIC	37	24	31	27	37	34	29	40	40	44	28	17	388
Wymondham PIC	54	36	49	36	43	48	36	36	47	46	52	30	513
Grand Total	206	151	160	164	208	183	153	163	176	167	190	124	2045

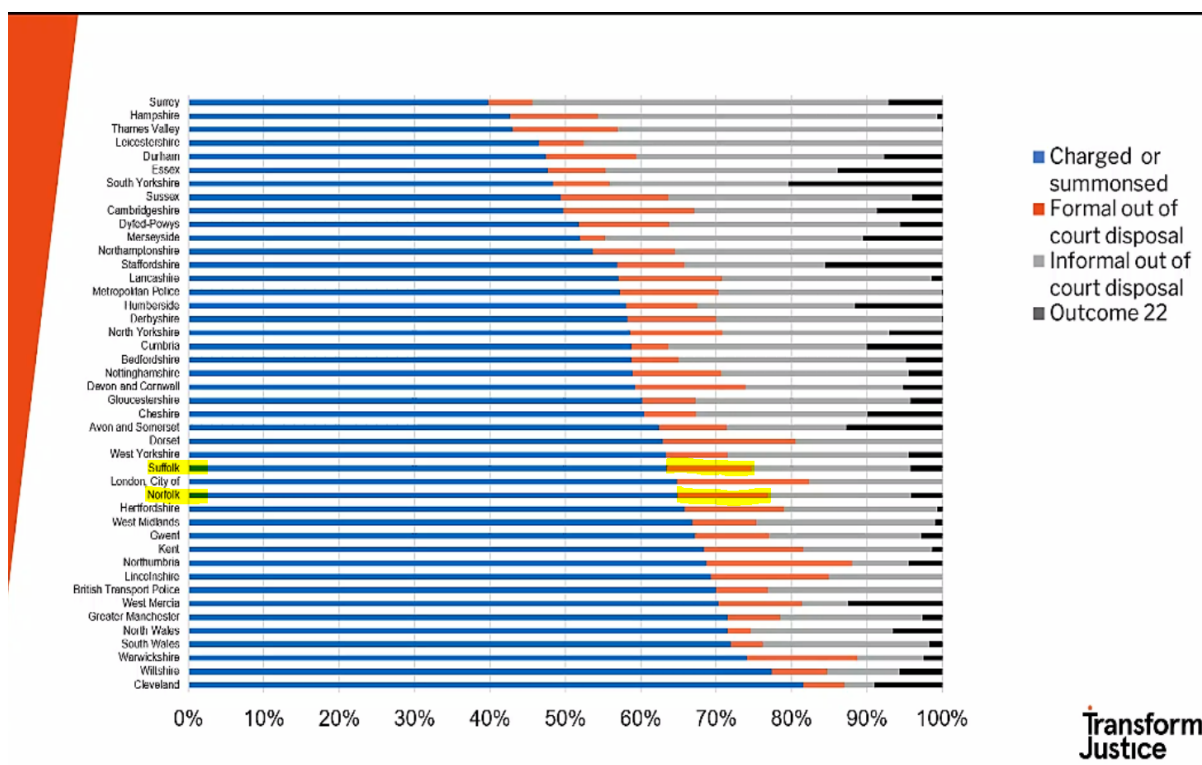
3.14 The Independent Custody Scrutiny Panel convened across Norfolk and Suffolk, and made up from Independent Custody Visitors, continues to meet quarterly to review the use of Section 54 PACE powers. These powers allow Sergeants to authorise the strip search of a subject who they suspect may have objects 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. This Panel will shortly commence a review of overnight Child remands to ensure that the appropriate accommodation has been requested by police in a timely manner.

3.15 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. The trial is indicating an increase in the use of the service.
- Installation of in cell technology for remote reviews of detention and diversionary messaging. The initial installation has been successful and penetration testing of the IT equipment is taking place before wider roll out of the system.
- 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. This equipment is in the process of being introduced to all other investigation centres.
- Designated cells for children and young people with implementation of distraction activities within the exercise yards has been costed and it is hoped that these can be implemented over the next 12 months.
- Using surveys from service users to improve performance and provision of custody. Results of initial responses are being reviewed with a view to looking at performance improvement.

4. OUT OF COURT DISPOSALS (O OCD)

- 4.1 The Police, Crime, Sentencing and Courts Act (PCSA) 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 The National Police Chiefs Council (NPCC) has recently re branded “Out Of Court Disposals”(O OCD) to “Out Of Court Resolutions (O OCR)”.
- 4.3 The statutory changes require police forces to be ready to implement the new disposals when the relevant section of the Act comes into force, estimated mid-2025. Failure to do so will put Suffolk Constabulary outside of the legislative requirements.
- 4.4 The following table demonstrates where Suffolk Constabulary features in terms of O OCR nationally. The table shows us comparable to other similar sized forces in terms of demand and recorded crime. It also highlights those changes already implemented, with the shift to the two-tier system in July 22, have made a significant impact on positive outcomes as a whole with the increased use of O OCR.
- 4.5 For clarity, Charged or summonsed refers to cases charge or summons for court appearance, Formal out of court disposal refers to the issuing of a conditional or simple caution. Informal out of court is a community resolution which is a non-enforceable low-level outcome. Outcome 22 refers to matters where a diversionary measure is the outcome as opposed to Police action. For Norfolk and Suffolk these cases will be attributable to youth justice.



- 4.6 The Evidential Review Officer (ERO) pilot for O OCR has been in place since Dec 22 and was introduced to improve the consistency of the conditions being applied to conditional cautions and provide a proportionate approach to O OCR. The pilot saw the development of the Offender Diversion Team (ODT) and has seen a consistent upward trajectory of referrals for CC and CR. Its success is reflected in outcomes as a whole, as O OCR now accounts for approx. 30% of all positive outcomes.

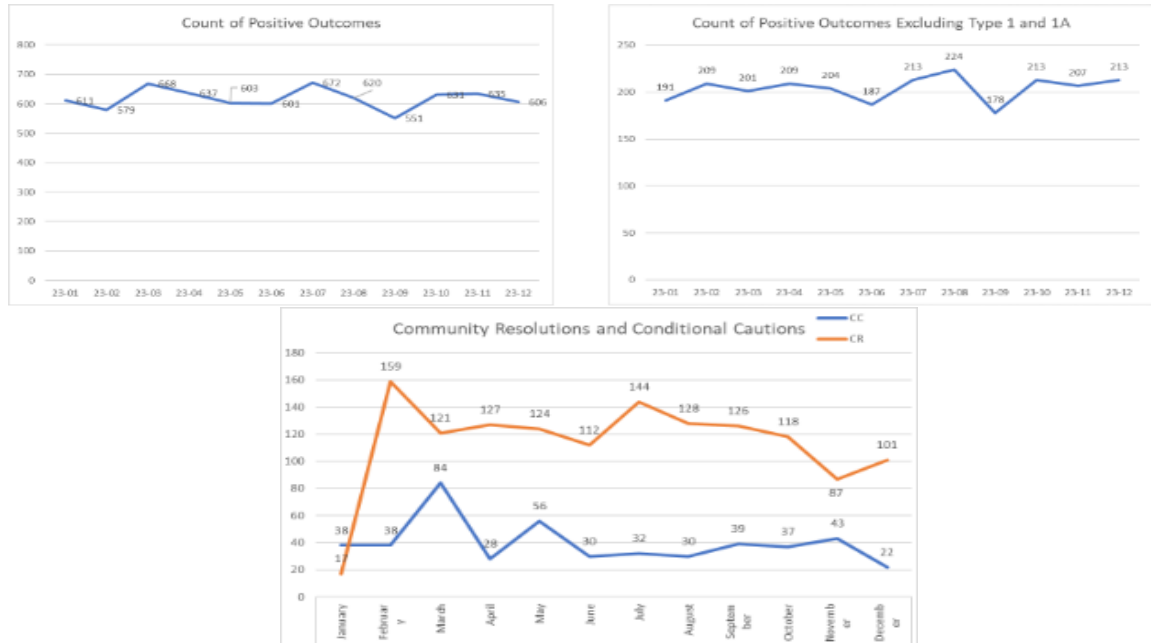
- 4.7 Suffolk Constabulary is in a strong position to implement the change to two tier + , as the current two tier system is now firmly embedded and has been complimented by the introduction of ODT for centralised decision making on OOCR during the period of the ERO pilot
- 4.8 The efficiency and effectiveness of the ODT has been subject of an interim evaluation in respect of increasing positive outcomes, reducing demand to frontline teams, reducing breaches and recidivism alongside the effectiveness of the holistic approach to referral to the Restorative Justice (RJ) Hub to enhance victim experience.

Continued evaluation of the pilot has reviewed:

- Current data for OOCR
- Comparative data for OOCR for both forces and the national picture
- Cost benefits of a centralised hub
- Red snapper contract renewal
- Recidivism and breach data
- Scoped expansion into other areas of Policing business (VAWG)

- 4.9 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.

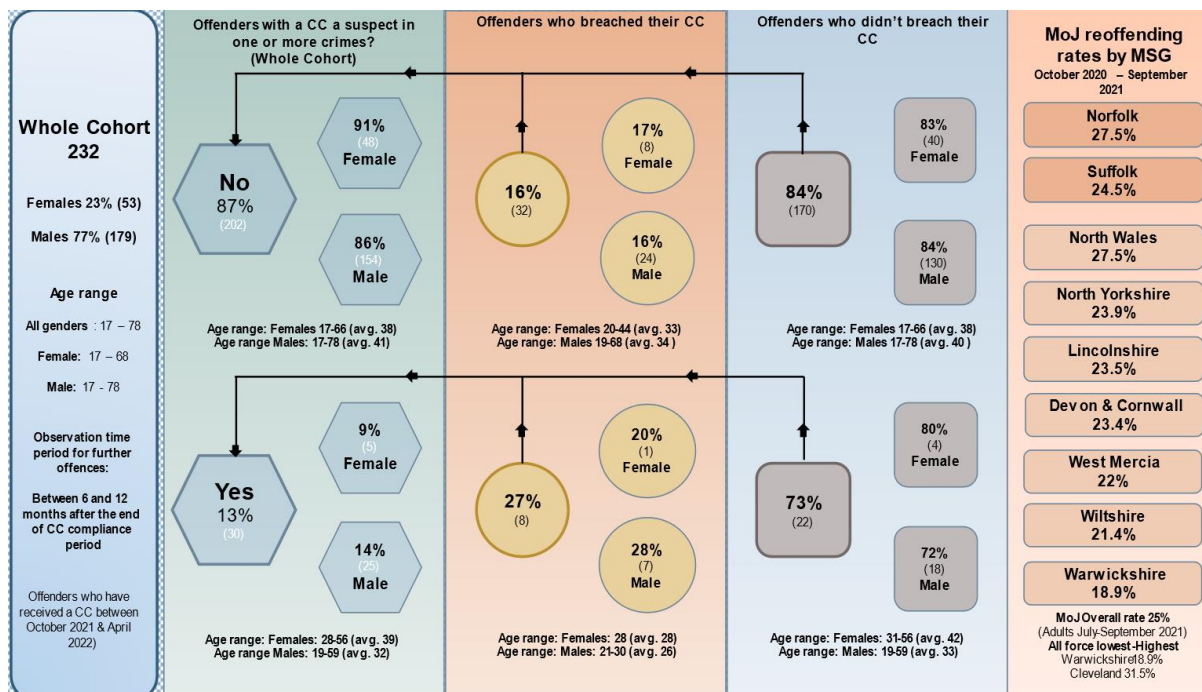
Outcomes in Suffolk Dec-22 to Nov-23



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- 4.10 The above table shows the current throughput of cases to ODT and the impact OOCR is having on total positive outcomes for recorded crime. Type 1 and 1A refers to cases that have been charged. Type 3 and 3A outcomes refer to cases where the suspect has received an out of court disposal option such as conditional caution.
- 4.11 Current data indicates that OOCRs account for 31% of all positive outcomes for Suffolk. All Conditional cautions received a referral to Red Snapper Group (RSG) or other diversionary course referrals and of the 103 CRs for December, 16 of those also received an onward diversionary referral.
- 4.12 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.
- 4.13 The Strategic, Business and Operational Services (SBOS) Department continues to evaluate the success of the RSG diversion courses. The evaluation period commenced in Oct 21, and the below infographic illustrates reoffending rates for the cohort being studied at the end of the 6-12 months observation period. The Ministry of Justice (MOJ) data runs from a slightly earlier period in 2020, and incorporates the change to the two tier process adopted by forces between 2020- 2021.



- 4.14 The ERO Pilot commenced in Dec 22 and breach data to the end of the 12 month period 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.
- 4.15 Plans for expansion have explored pathways and partnership interventions that offer the best chance of success in addressing offender behaviours and thereby preventing further offending. As the referrals grow, the opportunities to expand into other areas of Policing business have been scoped.
- 4.16 The Independent Out of Court 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. The Panel 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.

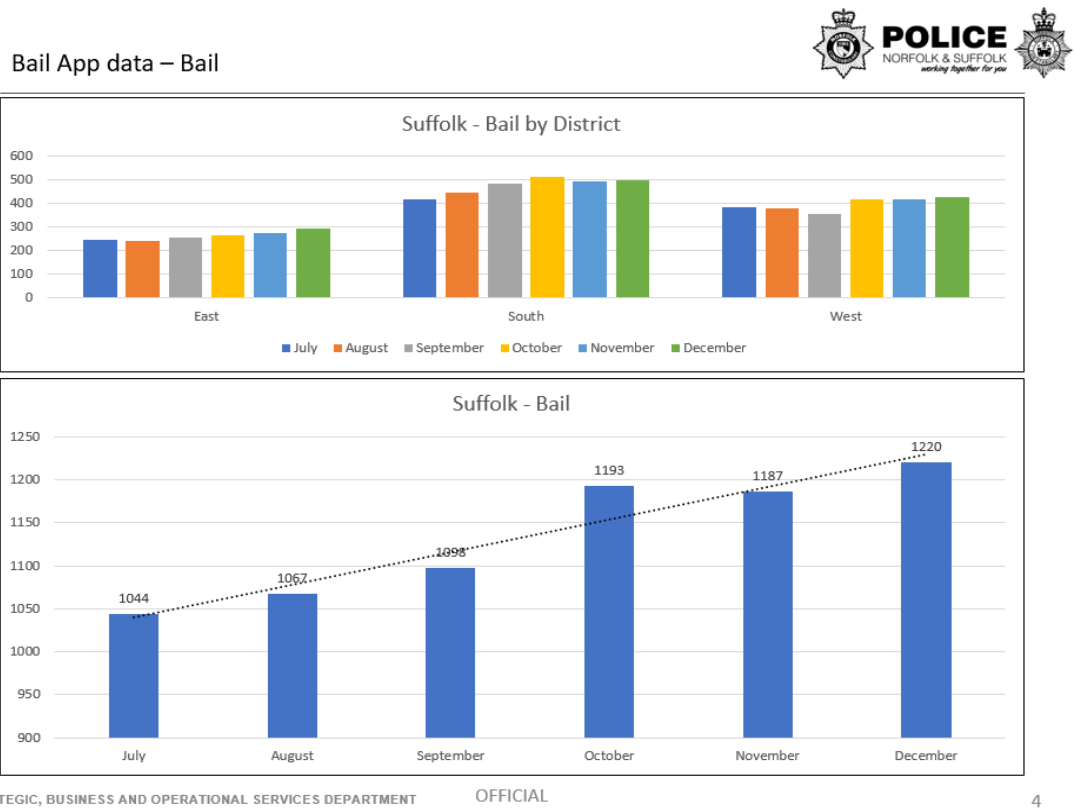
5. BAIL MANAGEMENT UNIT

- 5.1 New Bail Legislation was implemented nationally on 28th 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 14% in the use of bail over a 6-month period (July 23- Dec 23). 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 (Release under investigation - RUI).
- 5.2 Agreement has been reached through the Constabulary Strategic Planning and Monitoring meeting to scope the feasibility of a new bail app to compliment Athena V6. The Bail team have visited Lancashire Police, who have been operating an older version 6 on Connect for the past 4 months. On average Suffolk loses 3% of bail cases pcm. Some of that 3% are

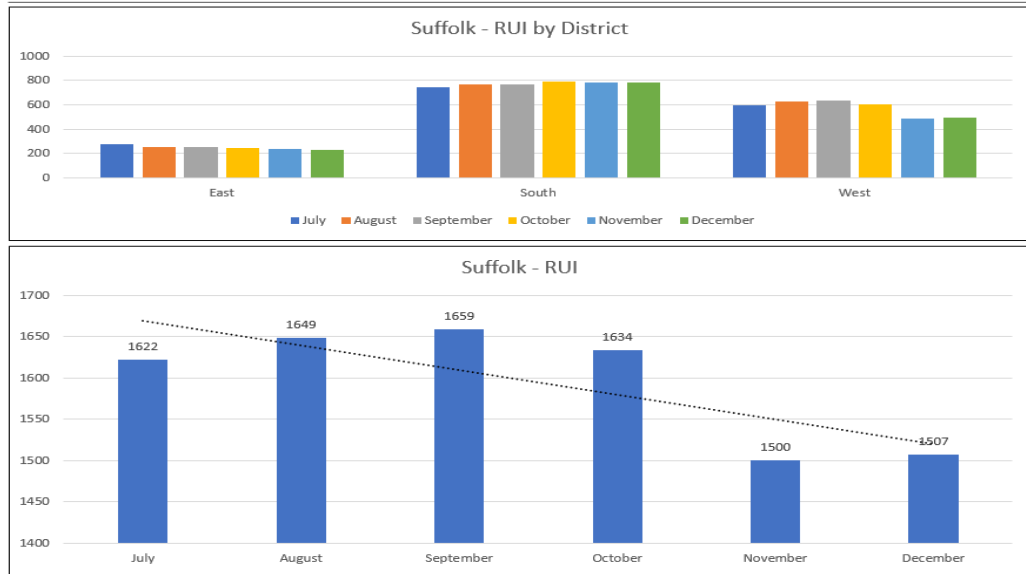
administrative errors, some are lapses to RUI where no action has been taken which result in a loss of bail conditions. In contrast, Lancashire have seen a reduction to no bail losses following the implementation of V6 and current structure of a bail management team, bail is managed solely via connect with no requirement for an App. Scoping has therefore been paused for the new app pending the introduction of V6, alongside the development of a business case to change the current structure of the bail team to manage bail more effectively.

5.3 The Constabulary currently 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 tables 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 introduction of V6 Athena will be able to assist with this for future reports.

5.4 Bail/ RUI data July -Dec 23



Bail App data – RUI



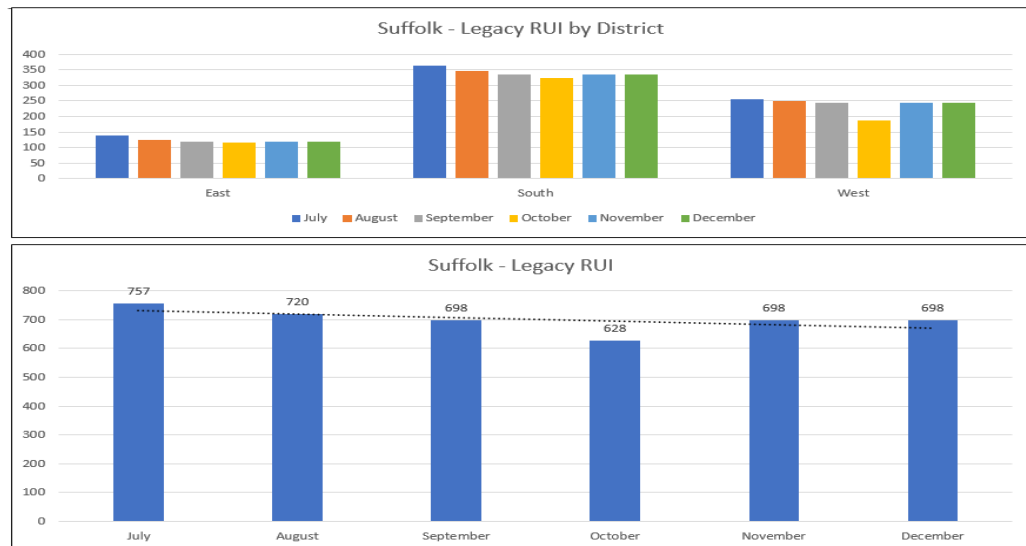
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Officers are required to finalise their legacy cases on Athena and on the Bail App and there is a particular focus on ensuring that this data is up to date and accurate and supporting officers in this administration. Cases have reduced however remain high at 435 as of 1st Jan 24. All areas will be given a list of legacy cases, with the Officer in the Case (OIC) and Department to further reduce the list by end of Jan 24. When numbers become more manageable the remainder of live cases will be reviewed and transfer to the newer app for ongoing management.

Legacy RUI



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6. RESTORATIVE JUSTICE (RJ)

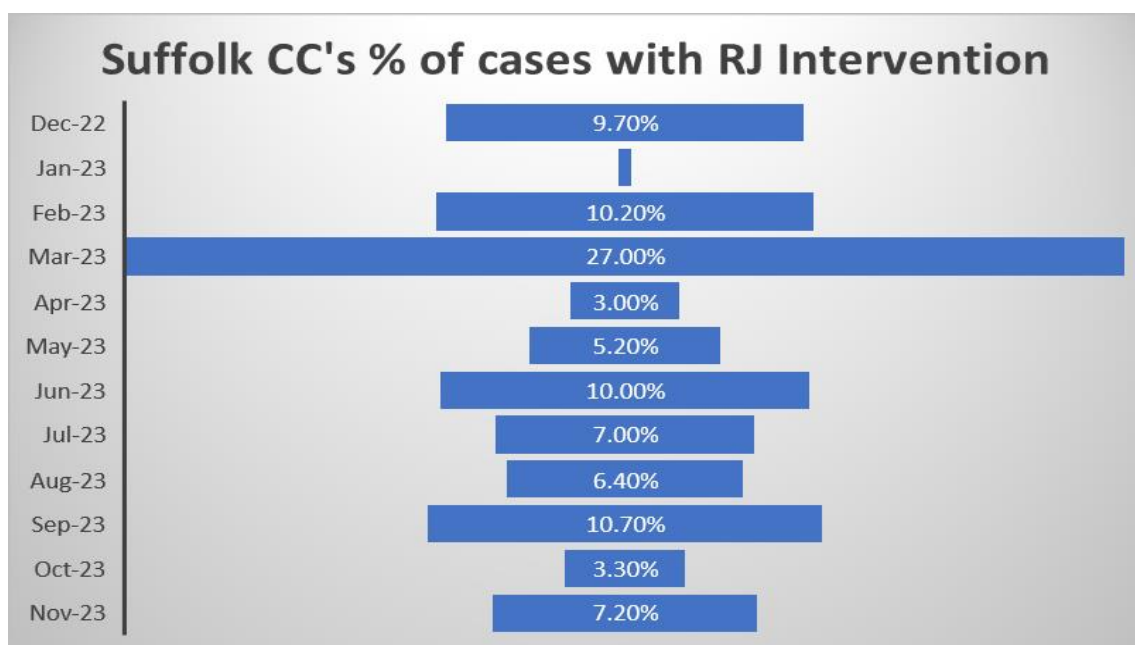
6.1 The Restorative Justice Hub operates jointly with Norfolk Constabulary and was introduced in 2019. The hub, funded jointly by the Office of the Police and Crime Commissioner and the Constabulary, employs 2 dedicated Restorative Justice Advisors plus administrative support

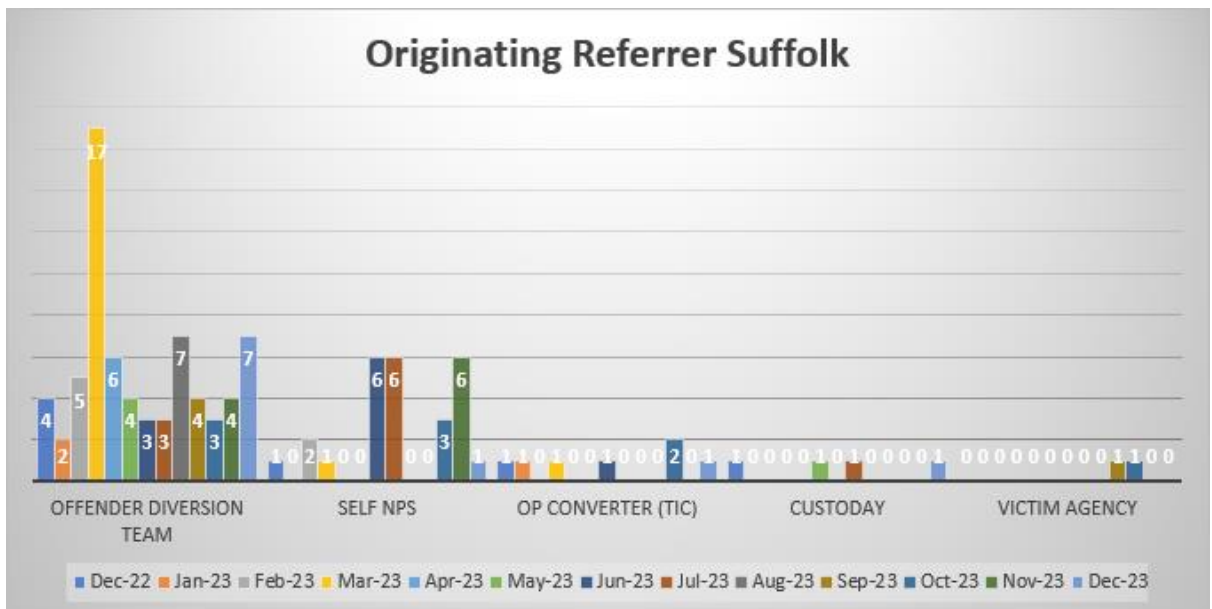
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supervised by one Sergeant. The Constabulary has increased its resourcing contribution by inclusion of a full time RJ Officer post and, with the support of the Offices of the Police and Crime Commissioner (OPCC) for Suffolk and Norfolk, funding has been increased and extended until 2025.

6.2 The RJ Hub is now embedded within the Offender Diversion Team (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. An 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.

6.3 There has been growth in cases from external partners such as HM Prisons and Probation and work continues to further develop into additional business areas in both Policing and external partners.





6.4 RJ referrals have increased steadily over the last 3 months and in November we had 10 new cases compared to 3 referrals in November 22. We are now working with a number of Offender Management Units (HM Prisons) and this is enabling offenders to refer themselves to the RJ hub. We are seeing an increase coming into the hub from all areas of the force. We now have a member of staff based at Bury PIC and this has increased our visibility within Suffolk. Victim referrals have also significantly increased, we have seen several self-referrals recently as well as via victim agencies that are signposting to our service.

6.5 Working as part of the NPCC RJ Working Group we have been able to share with them the new model which we have incorporated within the Offender Diversion Team. 100% of Conditional Cautions offenders and victims are now being offered an opportunity to engage with an RJ process. Across the UK other forces offer only approx. 5% of victims the opportunity to engage.

6.6 We have received benchmarking requests from both Essex Police and Cornwall & Devon Constabulary who are interested in our business model for RJ within ODT. Both of their Constabularies have an external RJ service who are struggling to get referrals. Suffolk Constabulary is forward thinking in their approach to RJ and this is being seen by the increase in demand. 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. The Domestic Abuse Perpetrator Unit work on a one-to-one basis with offenders over an extended period, as well as working with partner organisations, to look at and alter their behaviour.

7.2 The current establishment consisting of one police constable and two behavioural case workers, has been complimented by a home office funded uplift allowing the recruitment of two further behavioural case workers and a dedicated victim support worker.

7.3 The uplift of staff will permit an increase in the number of offenders being able to be accepted onto the course and there is currently a joint stakeholder process in place to enhance the number of individuals being considered for the programme.

7.4 The below information provides an overview of the current position:

- **104** perpetrators have joined the programme since January 2021
- **6** months is the average time taken to complete the programme.
- **19** current active cases at various stages of the programme.
- **58** have withdrawn from the program for a number of reasons and at different stages of the programme
- **7** perpetrators await entry to the programme or are in the process of joining
- **658** Behaviour Change one-to-one sessions were delivered
- **31** perpetrators have completed the programme in full

7.5 A number of improvements are being explored or have recently been implemented:

- The utilisation of a shorter “pre-programme” to test engagement levels and mitigate attrition rates is in place and proving effective.
- A process is being designed by the 2025 Improvement and Innovation Team to measure the effectiveness of the programme.
- Information regarding the DAPU is being provided to all offenders in custody facilities to increase participant levels on the programme.
- DAPU staff are engaging with stakeholders based in healthcare settings to increase their awareness of the programme for it to be onwardly supplied to the public.
- Leeway now has a Children and Young People Worker embedded, offering an holistic approach for the whole family.
- The DAPU is intending to re-launch its external branding to remove the term ‘perpetrator’ after consultation demonstrated that the term is a potential barrier for engagement.
- The DAPU are seeking to obtain licences for a new information technology system to record their information in a central depository.

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>

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

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 35 live level 2 MAPPA cases across the county.

- 8x Bury
- 19x Ipswich
- 8x Lowestoft

This is an increase from the previous reporting period (previously 12 across the force). This figure has been verified via the MAPPA Coordinator and fluctuates frequently, as offenders are released from HMP into the two Ipswich Approved Premises (AP) and then move on either remaining in Suffolk or returning to their home county.

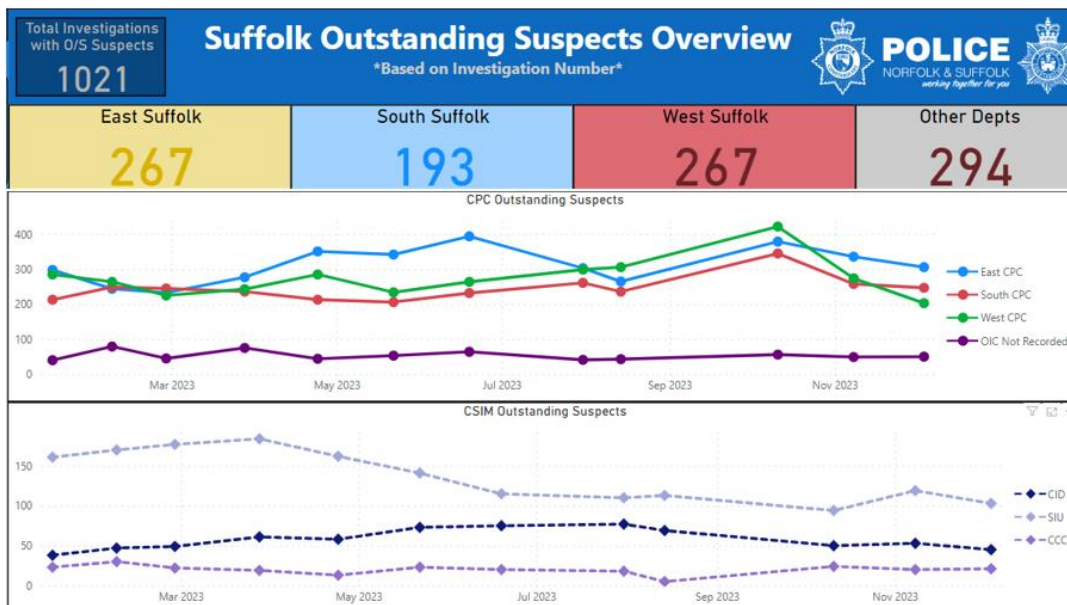
- 8.3 The Suffolk PPU has recently gone through an establishment change, and now consist of a mixture of Police Officers and Police Staff who manage Registered Sex Offenders in the community. The establishment change provides Police powers to the department to assist in being self-sufficient and less 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 4x MAPPA level 3 nominals in the community in Suffolk.
- 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 30 per year over the last four years, with a 3.3% increase in 2023. 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 Level 2 and 3 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 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.
- 8.8 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:
- 975 Registered sex offenders (RSOs) living in Suffolk and managed by the PPU Team, an increase of 33 from the previous report;
 - 191 Suffolk RSOs currently in custody;
 - The Team proactively manages the cohort and over the last year 100 Sexual Harm Prevention Orders (SHPO) were issued by the courts;
 - Reoffending of RSOs (all offences) is at 3.2% for 2023.
 - This is 0.4% decrease on reoffending from 2022 (3.6%), and down 0.2% from reoffending recorded in 2021 (3.4%).

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 (CSIM) monthly performance meetings.
- 9.4 During criminal investigations suspects are only circulated on the Police National Computer (PNC) as wanted if their arrest is necessary (in line with Code of Practice G of the Police and Criminal Evidence Act 1984) and all criminal offences under investigation where a suspect is circulated as wanted are reviewed regularly to ensure officers and staff from both Constabularies are continuing to carry out enquiries diligently and expeditiously to lawfully bring offenders to justice.
- 9.5 A Detective Inspector from the Crime, Safeguarding and Investigation Management Command (CSIM) has organisational responsibility for the circulation of data on a regular basis. This information is shared with District Commanders and Department Heads every month and cases referred to the Constabulary performance meeting where no arrest is achieved.
- 9.6 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 of proactive and Roads and Armed Policing Units to assist with locating and detaining the individual.
- 9.7 The Strategic Business and Operational Services team (SBOS) circulate data on outstanding suspects via a Dashboard.
- 9.8 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.
- 9.9 In December 2023 Suffolk Constabulary implemented a change in the policing model that is designed to improve the standard of investigations as well as improve community relationships. This change ensures there is more focus on the timeliness and effectiveness of investigations ensuring that outstanding suspects are processed more effectively. This has caused a short term spike in outstanding suspects whilst the model bedded in.
- 9.10 The short term spike has not had an overall effect on the total number of outstanding suspects with a drop of 191 across the Constabulary between the end of July 2023 and December 2023.

Outstanding Suspects end December 2023



10. INTEGRATED OFFENDER MANAGEMENT (IOM)

10.1 Suffolk Constabulary currently has 100 offenders engaged with the scheme, 49 of these offenders are proactively managed within the community. This is a decrease of 5 from the time of the last report. 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);
- 49% are on the Suffolk Flexible Cohort^[2] (predominantly offenders involved in acquisitive crime); 6% are on a Free cohort (currently female offenders);
- 7% are on a Free cohort (currently female offenders and Youth Gang violence)

10.2 The overall crime reduction figure, for offenders on the joint force scheme, for the financial year 2022/23 was 81%. (2023-2024 figures not available until the end of March 2024)

10.3 Nationally, there will be comparisons made in performance across all forces, particularly regarding the Fixed Cohort, using the Ministry of Justice (MOJ) IDIOM tool. Suffolk is compliant with the IDIOM minimum standards.

10.4 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

^[1] Fixed Cohort members are statutory for neighbourhood crime offences with high OGRS (probation tool for measuring risk of reoffending.)

^[2] 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.

³ 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

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.

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.

12.3 There have also been a higher number of early release from prison cases, this means the appropriate preparation work has not been completed.

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 OOCs, Restorative Justice, Domestic Abuse perpetrator management, custody improvement initiatives and the increase in use of police bail.

13.3 There remain challenges around the support given by mental health services to individuals that are brought into police custody due to mental health crisis. These cases are subject to case tracking and an escalation procedure is followed, but there remains work to do to minimise the length of time that people are held in those circumstances.

13.4 Overall, the Constabulary position in this area is well developed and has been judged to be of good standard when independently scrutinised. That said there is much to be done to maintain standards and develop approaches to maximise performance outcomes.