



SUFFOLK CONSTABULARY

ORIGINATOR: CHIEF CONSTABLE

PAPER NO: AP24/41

**SUBMITTED TO: ACCOUNTABILITY AND PERFORMANCE PANEL –
13 SEPTEMBER 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 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 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 5 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 Mitie took over the medical contract to provide embedded medics within the PICs across Norfolk and Suffolk (except Aylsham) on similar contract terms as CRG previously. Whilst the embedding processes has seen some difficult rota coverage, this seems to have improved significantly during the beginning of their contract. Currently, the Constabulary is still sending many detainees to hospital from custody due to a lack of medics within the facility.

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 The practice of all persons under the age of 18 now automatically receive legal advice is fully embedded and has been welcomed by both Childrens services and the appropriate adult scheme. It ensures they are appropriately safeguarded during their time in custody.

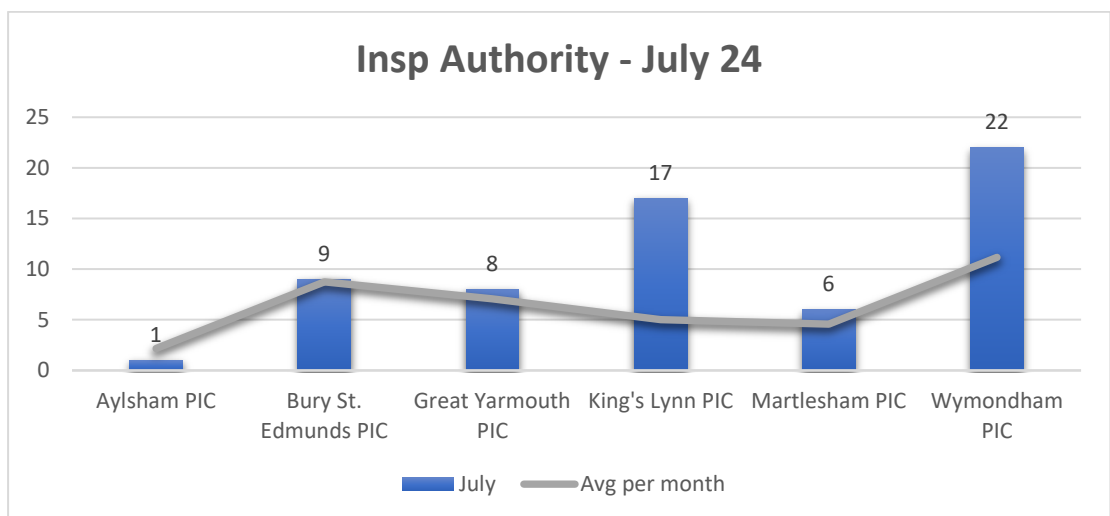
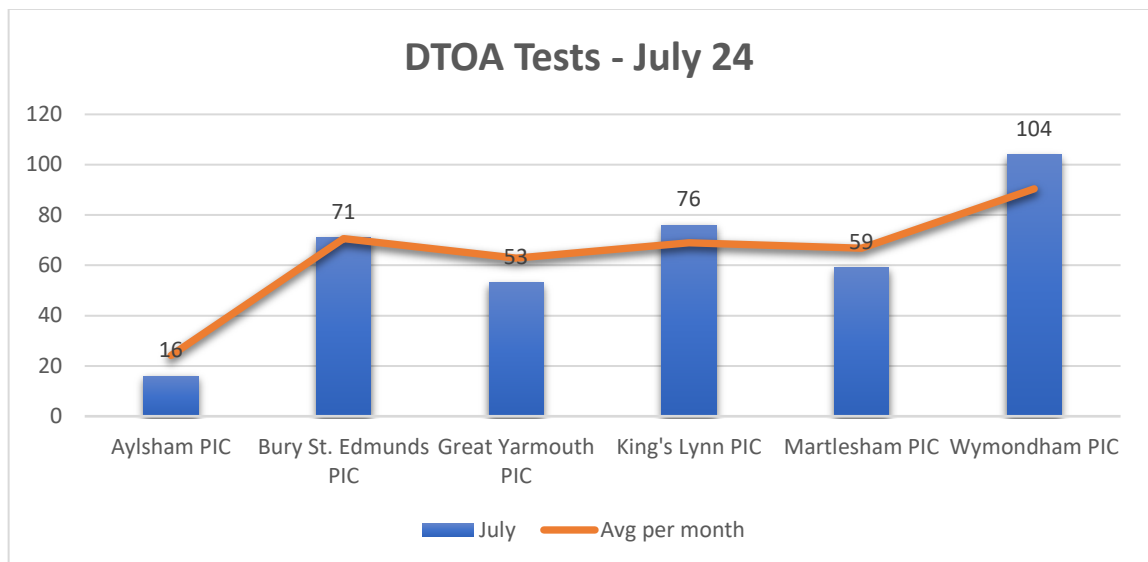
3.6 Drug Testing on Arrest (DTOA) is undertaken at all PICs. A number of trigger offences lead to an automatic authority to test. In other offences where it is believed that drugs were a contributing factor in the offence an officer of the rank of Inspector or above can authorise a

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. The Constabulary has used the funding for comfy consultation rooms for our vulnerable detainees, created an outreach program between our drug recovery workers and the Special Constabulary. The Constabulary has 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, the Constabulary is 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.

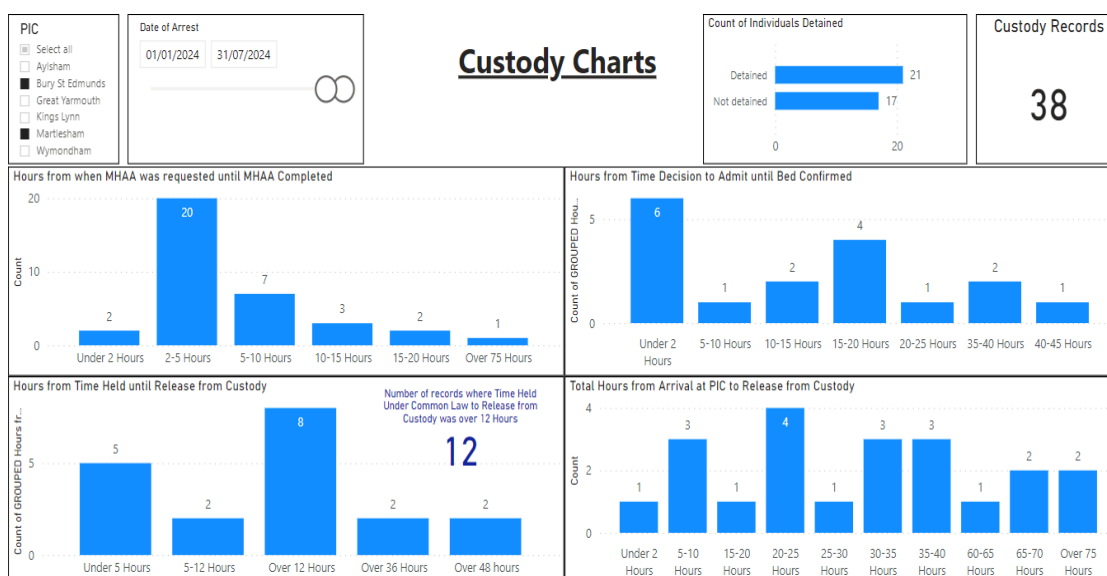
3.9 Where a positive sample is obtained, diversionary services become available. The tables below demonstrate the use of testing on arrest.



3.10 Throughput in custody continues to grow at the highest levels known with positive arrests and requirements to attend for biometrics etc. The table below indicates the number of detained persons within the last 12 months:

	Aug-23	Sep-23	Oct-23	Nov-23	Dec-23	Jan-24	Feb-24	Mar-24	Apr-24	May-24	Jun-24	Jul-24	Total
Aylsham PIC	134	178	135	195	148	156	172	183	158	173	163	136	1931
Adult	124	162	125	179	141	144	160	169	152	164	149	117	1786
Juvenile	10	16	10	16	7	12	12	14	6	9	14	19	145
Bury St. Edmunds PIC	341	343	386	363	382	397	389	408	425	453	468	371	4726
Adult	305	317	351	334	356	364	352	370	383	407	442	346	4327
Juvenile	36	26	35	29	26	33	37	38	42	46	26	25	399
Great Yarmouth PIC	379	366	357	369	387	428	371	424	439	452	446	442	4860
Adult	358	340	340	332	363	400	341	397	394	407	416	418	4506
Juvenile	21	26	17	37	24	28	30	27	45	45	30	24	354
King's Lynn PIC	400	375	354	383	362	376	366	408	400	419	374	395	4612
Adult	379	354	341	356	342	354	344	381	388	403	344	373	4359
Juvenile	21	21	13	27	20	22	22	27	12	16	30	22	253
Martlesham PIC	469	442	454	400	452	440	393	457	449	462	488	442	5348
Adult	429	402	410	372	435	407	364	413	420	431	460	406	4949
Juvenile	40	40	44	28	17	33	29	44	29	31	28	36	399
Wymondham PIC	510	484	456	488	462	503	500	535	585	590	515	542	6170
Adult	474	436	410	436	432	456	464	482	544	558	487	516	5695
Juvenile	36	48	46	52	30	47	36	53	41	32	28	26	475
Grand Total	2233	2188	2142	2198	2193	2300	2191	2415	2456	2549	2454	2328	27647
Average per day	72	73	69	73	71	74	76	78	82	82	82	75	

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:

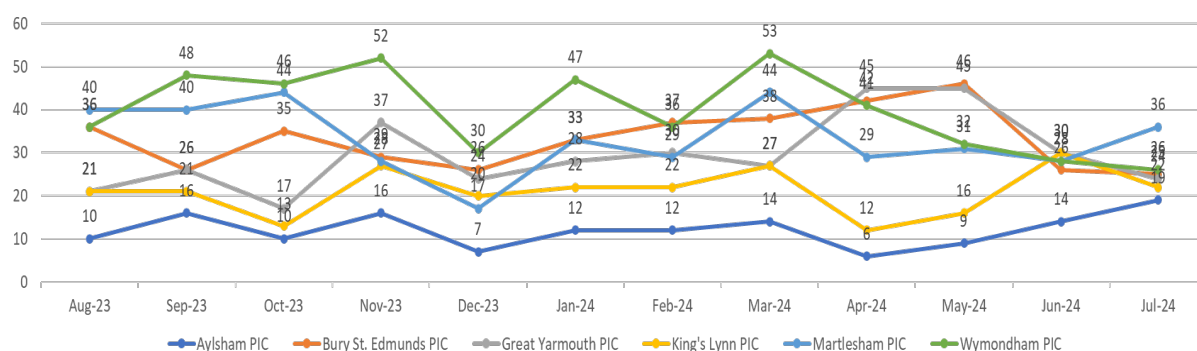


3.12 Following discussions with Liaison and Diversion (L&D) colleagues, a twilight service now runs in the PICs where a practitioner will be able to see/screen the most vulnerable people up to

00:00. This increases service provision between the hours of 17:00 and 00:00hrs. This provision will be much improved following ICT sign off of in-cell technology which will allow 2-way video conversations directly to the cell between the detainee and the Liaison and Diversion Practitioner.

3.13 The table below provides the data on the throughput 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:

	Aug-23	Sep-23	Oct-23	Nov-23	Dec-23	Jan-24	Feb-24	Mar-24	Apr-24	May-24	Jun-24	Jul-24	Total
Aylsham PIC	10	16	10	16	7	12	12	14	6	9	14	19	145
Bury St. Edmunds PIC	36	26	35	29	26	33	37	38	42	46	26	25	399
Great Yarmouth PIC	21	26	17	37	24	28	30	27	45	45	30	24	354
King's Lynn PIC	21	21	13	27	20	22	22	27	12	16	30	22	253
Martlesham PIC	40	40	44	28	17	33	29	44	29	31	28	36	399
Wymondham PIC	36	48	46	52	30	47	36	53	41	32	28	26	475
Grand Total	164	177	165	189	124	175	166	203	175	179	156	152	2025



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.

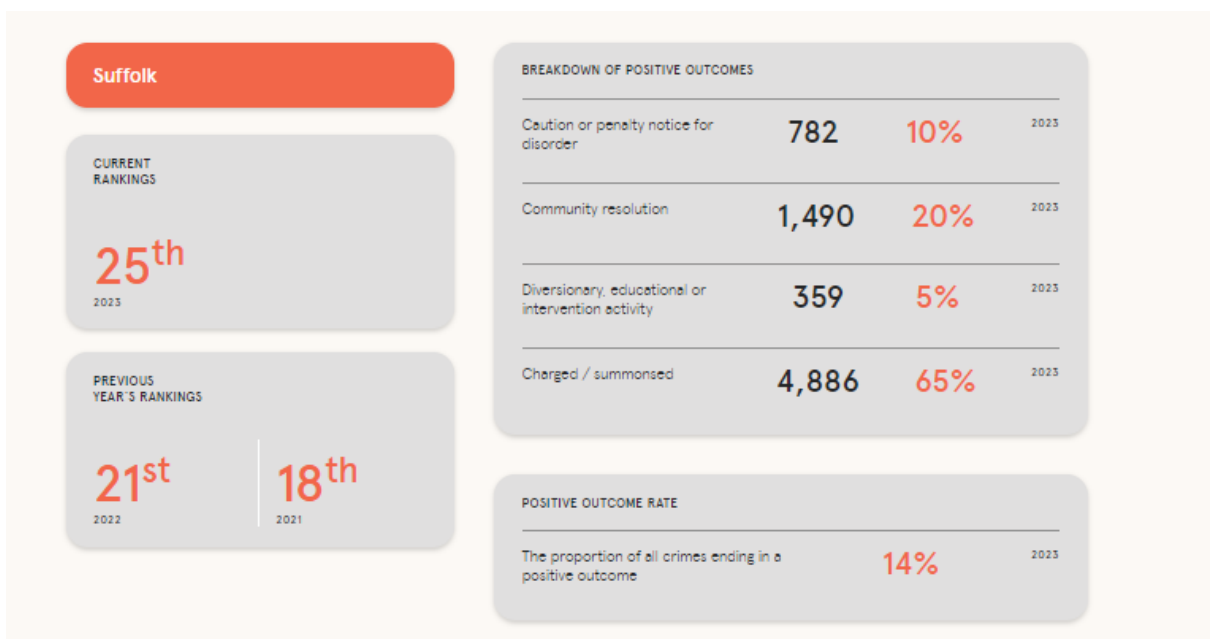
3.15 Suffolk and Norfolk Custody suites remain one of the most proactive and innovative approaches to custody. Current transformative projects include:

- 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 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. Currently, the cells within these designated cells have targets painted on the wall for throwing/kicking a ball at and a whiteboard area where drawings can be made on the wall.
- Additional information above the intercom of cells which act as a 'reminder' of rights and entitlements as per the image below.
- 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 RESOLUTIONS (OOCR)

- 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 Conditional caution) and the Community Caution, as well as keeping the option for Community Resolution, thereby creating a 2 Tier+ Out of Court Disposal (OOCR) system.
- 4.2 The current two-tier system was introduced in 2021 and is now firmly embedded. The introduction of the two-tier system reduced and streamlined the options for OOCR to Conditional Cautions and Community Resolutions, removing Police National Database (PND), Cannabis warnings and Khat warnings along with Simple cautions (for all but non intimate domestic abuse and hate crime with Inspector Authority).
- 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 OOCR nationally. The ranking has been established based on data provided to the Home Office for OOCR by the Constabulary and is produced by Transform Justice who are a charitable organisation striving to improve the use of OOCR across the UK Criminal Justice system.

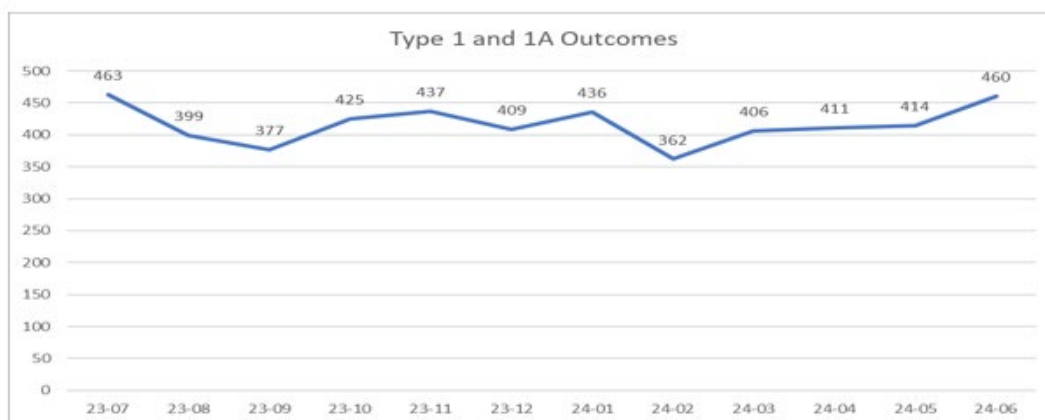


- 4.5 OOCR under the two-tier framework, utilising Conditional Cautions and Community resolutions, when compared to charges and summons, sits consistently at 30% over the 12-month period. Diversionary, educational or intervention activity is only attributable to youth justice at present and is not an outcome we can attribute to Adult OOCR pending the legislation changes.
- 4.6 The Offender Diversion Team has become a business-as-usual model following a successful pilot and continues to improve the consistency of the conditions being applied to conditional cautions and provide a proportionate approach to OOCR. Success is reflected in outcomes, as OOCR now accounts for approximately 30% of all positive outcomes.
- 4.7 The efficiency and effectiveness of the OOCR provision is reviewed at a quarterly Scrutiny Panel. The purpose of the Scrutiny Panel is to independently review a selection of anonymised cases, selected by the Chair, which 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. The Panel Members, and Terms of Reference (TOR), are due for refresh due to changes in commitments from existing panel members. It is hoped this will lead to a more proportionate representation of the general public, incorporating the Race Action Plan as part of that process.
- 4.8 The Restorative Justice (RJ) Hub is embedded within the Offender Diversion Team, and the number of RJ Champions in the Constabulary has increased following an extensive training roll out to the Community Policing Teams. Work is in progress to build partnerships with external providers to provide a referral route for diversions suitable for Community Resolutions. This diversionary option will be a reparative measure to impact a reduction in low level crime and re offending. The reparative diversion and would provide participants to voluntary groups across Suffolk, and in turn have a positive effect on communities.
- 4.9 All parties listed within the investigation, when resulted as OOCR, are offered Restorative Practice. The RJ Hub has a 100% referral rate from all Conditional Cautions and Community Resolutions with an approximate 14% take up rate.
- 4.10 Community Resolutions are triaged by the Offender Diversion Team (ODT), and suitable referral is made to third party providers for diversionary or reparative intervention as part of a non-enforceable problem-solving approach to reduce reoffending. Data for the 12-month period indicates an average of 30% of CR's triaged will include referral for a diversionary measure.
- 4.11 The current third-party provider for diversionary interventions is Red Snapper (RSG) who have been in a three-force contract with Suffolk, Norfolk, and Cambridgeshire for the past two years. The current model is paid for by the three forces and data from RSG indicates a **55%** completion rate for the referrals we send through. Non completion can result in summons to court dependant on the level of compliance if more than one course has been added to the condition of the caution. Overall recidivism rate is recorded at 84% of offenders issued with a conditional caution not coming to Police attention within the proceeding 2-year period.
- 4.12 Research has been completed to move Norfolk and Suffolk to an offender paid model of diversionary options for both Conditional Cautions and Community Resolutions. This will increase engagement in the courses provided and enable evaluation of the impact the course content has on the participant in terms of effect on recidivism. To that end, Norfolk and Suffolk

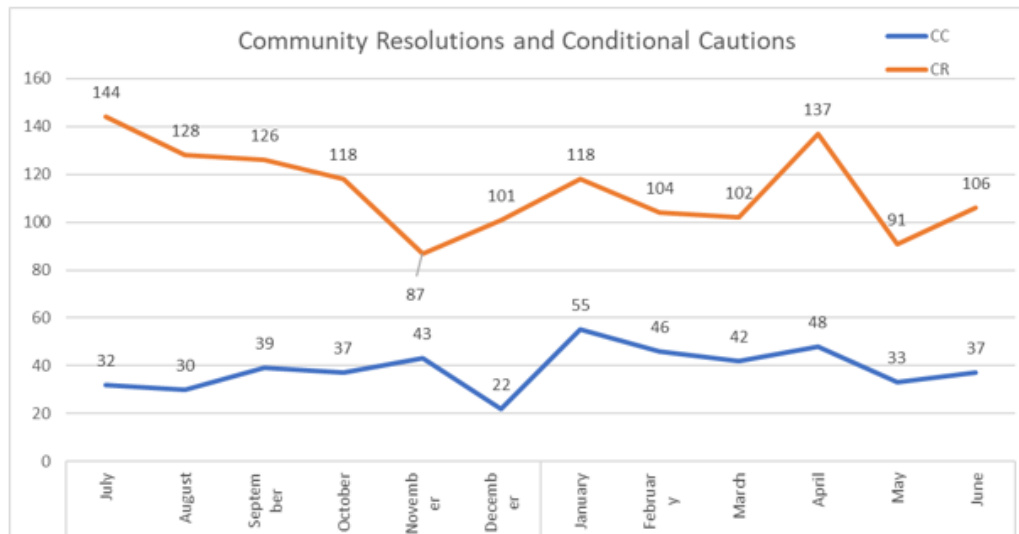
have entered into a contract with RISE Mutual (funded via Joint Justice budget as a one off set up fee) who will provide facilitated online courses for Conditional Cautions at cost to the participant. Current cost is £75 for group intervention and £110 for one-to-one delivery. The contract has been extended with RSG until February 2025 to allow for any gaps in provision to be identified, and for full evaluation terms for the new courses to be put in place. There is still an option to join 7 Force Procurement, alongside the other Eastern Region forces, should the Constabulary wish to extend provision with RSG beyond February 2025.

- 4.13 As the Constabulary moves to an offender paid model for lower level offending (Community Resolutions and Community Cautions when new legislation is in force) the ODT is exploring options for the development of an RJ based in house awareness course, delivered on a platform where engagement can be monitored and evaluated, or engagement with Victim Support to use their awareness course which is currently used successfully by other forces.
- 4.14 The OOCR diversion options available for drug possession offences are predominately with Druglink. Referrals from the DTOA are for Turning Point in Suffolk, and relatively low numbers are referred to them for any kind of OOCR intervention as they are used for ongoing support to cease use and assist the relevant onward referral to health care professionals, and not as a punitive measure.
- 4.15 Druglink provide a two-tier option for diversion at cost to the participant. The cost is £85 for more ingrained use of drugs, suitable for Conditional Caution interventions, and an E learning package at £30 to the participant suitable for Community Resolutions and Community Cautions. The lower-level E learning package replaces the awareness courses previously used with Red Snapper, and completion data and feedback on course content will be provided quarterly to the ODT.

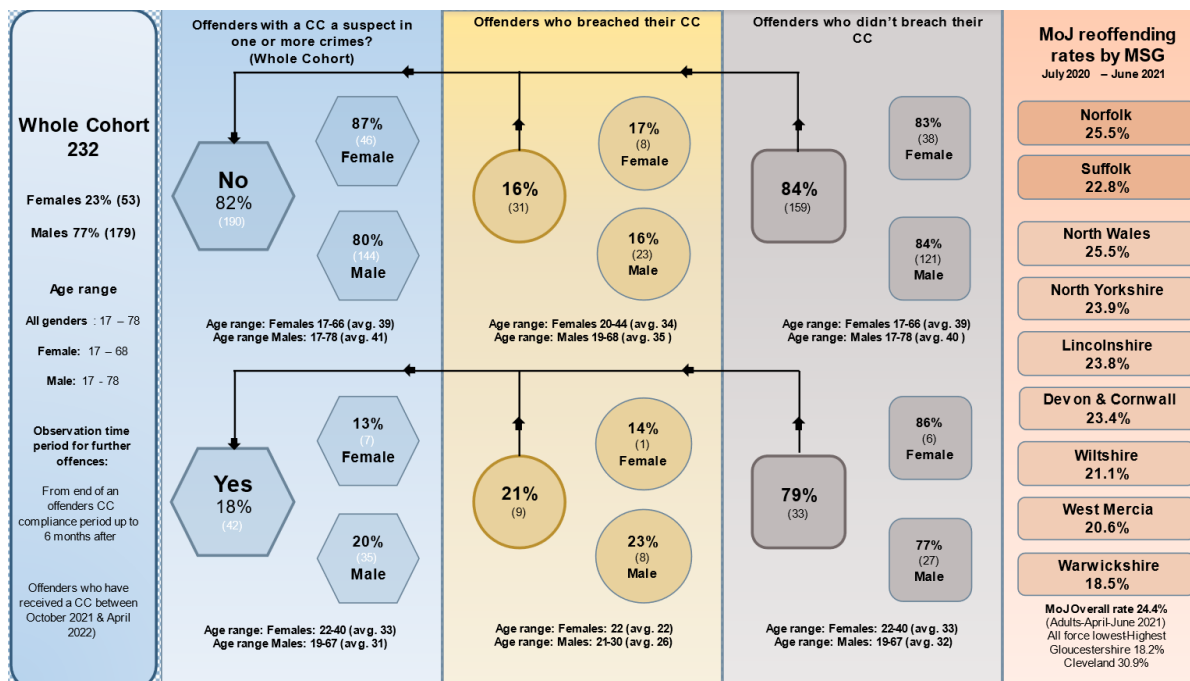
Outcomes in Suffolk Jul-23 to Jun-24



Outcomes in Suffolk Jul-23 to Jun-24



- 4.16 The above tables show the total positive outcomes inclusive of cases charged and summonsed (Type 1/1A) and OOCR (Type 3/3A). Cases charged account on average, over the 12-month period, for 70% of all positive outcomes. OOCR outcomes account for the remaining 30%. The development of new interventions to add to the current suite, as detailed above, will hopefully see this figure rise to around 40% which is in line with other higher performing forces nationally.
- 4.17 The ethnicity of those administered a Conditional Caution is largely white. This data has remained static as the evaluation of RSG has followed the same cohort to monitor recidivism for a two-year period. Continued evaluation through monthly data analysis will seek to understand any blockers for the use of OOCR among minority groups, enabling the Constabulary to develop to offer greater to provision to address disproportionality.
- 4.18 The Strategic, Business and Operational Services (SBOS) Department is due to complete its two-year evaluation of the RSG diversion courses in August 2024. The below infographic illustrates reoffending rates for the cohort being studied at the end of the 6-18 months observation period.



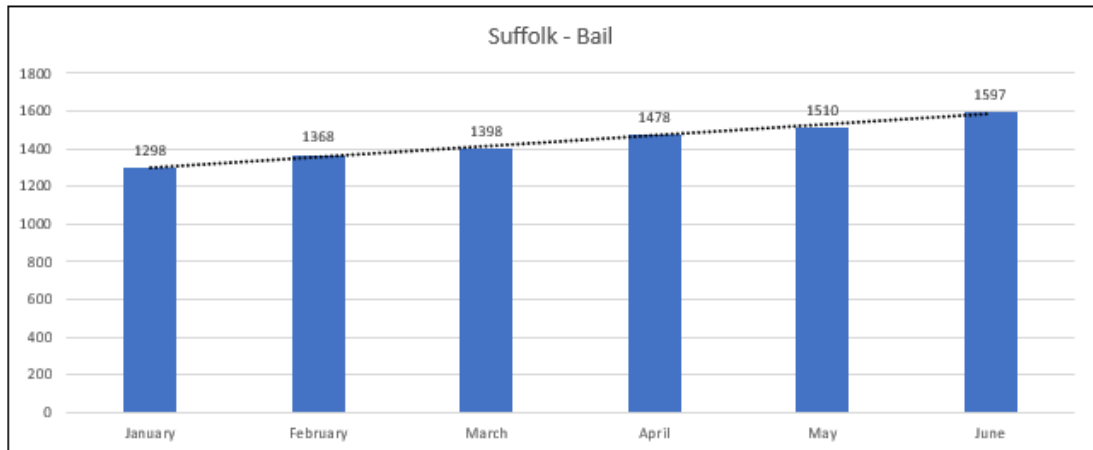
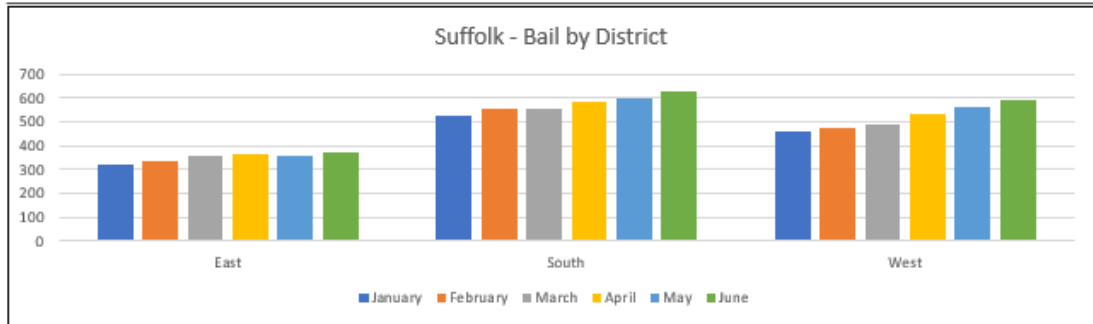
- 4.19 93% (216) of the cohort were not suspects in further offences in the period 12 to 18 months following the end of a Conditional Caution. This is an increase of 6% (14) over the 6 to 12 months and 11% (26) over the on Conditional Caution Plus six months' time-periods reported previously. There is a 6% fall from 13% to 7% (14) of those who do appear as suspects in further crime, compared to six in the 12-month time-period. The increase in offenders not being suspects in further offences, and a decrease in the number that have been seen in further offences, again suggest that over time offenders in the cohort are gradually coming to police attention less. However, further monitoring will be required to establish if this trend continues.
- 4.20 Females form the largest proportion of the 7% of offenders who are suspects in further crime, with 9% compared to males with 6%. It appears in the 12–18-month period at least, that females were more likely to be suspects in further offences than males. This is in contradiction to the findings from the earlier reporting periods when males were more likely to be suspects in further offences.
- 4.21 In the 12–18-month observation period 44% (7) of offenders in the cohort who breached a Conditional Caution went on to be a suspect in further offences, compared to 15% (33) of offenders in the cohort who breached a Conditional Caution and did not then become a suspect in further offences. This appears to be a significant increase compared to the 6–12-month (27%, n=8) reporting period. However, it should be noted that the % increase is caused by an increase of one offender amongst a smaller cohort in the 12 to 18 months. What is consistent across Conditional Caution Plus 6 month, 6 to 12 month and 12 to 18 months observation periods, is that where offenders have breached a Conditional Caution, a higher proportion are suspects in further offences.
- 4.22 The latest Ministry of Justice (MOJ) headline rate for reoffending (January-March 2022) across all police areas is 25.1%. An increase of 0.1% on previous reporting period (July-September 2021). The Norfolk & Suffolk police areas both saw an increase in the headline reoffending rate for January-March 2022 compared to the July-September 2021 period, with Norfolk increasing by 15.9% and Suffolk by 6.4%. All forces in the January – March 2022 data release saw an increase in their headline reoffending rate and ranged between 1.8% & 25%.

- 4.23 The MOJ reoffending rate for Cautions is 13.1% in January to March 2022 (the latest data). The data for the 12-to-18-month observation period suggests that Norfolk and Suffolk have a rate of 7%. However, caution is required with any interpretation of these results as the MOJ reporting period will have captured other types of Caution and not just those with a Conditional element attached to them. It is also the case that the Norfolk and Suffolk data considers the same cohort of offenders over time, whereas the MOJ data considers all offenders at any given point. It does, however, suggest that fewer members of the Norfolk and Suffolk cohort are becoming suspects in further offences overtime.

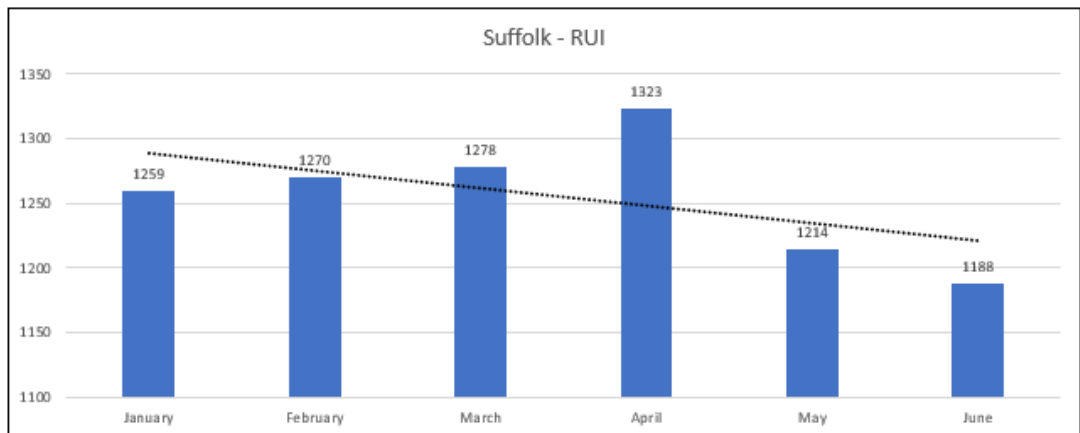
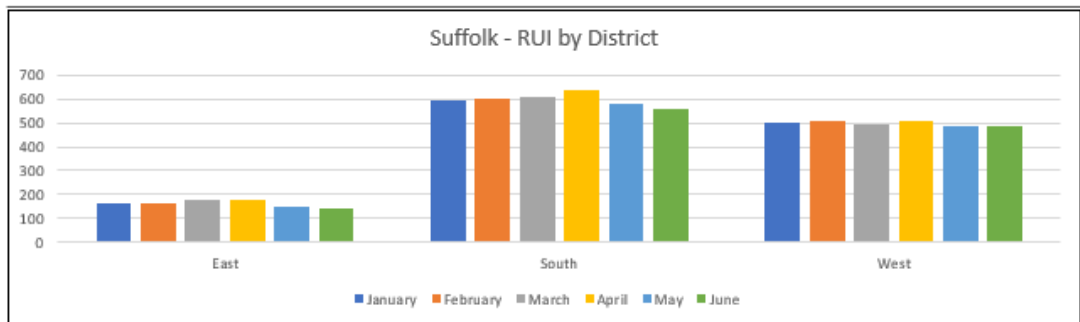
5. BAIL MANAGEMENT UNIT

- 5.1 New Bail Legislation implemented nationally on 28th October 2022, saw an initial increase of 145% in bail cases from October 2022- January 2023. Current data for bail shows an overall increase of 31% in bail cases for the period June 2023- June 2024. This is in line with the requirements of the new legislation to increase the use of bail where necessary and proportionate and removes the presumption against pre-charge bail (Released Under Investigation - RUI).
- 5.2 Over the past 12-month period, Suffolk average a loss 3% of bail cases per calendar month. These are cases which have subsequently reverted to Released under investigation (RUI). Some of the 3% are administrative errors, and some are lapses to RUI where no action has been taken which result in a loss of bail conditions. Measures are in place to improve efficiency of managing bail including the introduction of Power BI Dashboards with “traffic light” indicators, which are available to all supervisors to assist in the effective management of bail. The Bail Team visited Lancashire Police in January 2024 who have been operating an older Version 6 of the CONNECT system since September 2023. Lancashire Police has seen a reduction to no bail losses following the implementation of Version 6 and a restructure of their Bail Management Team. On Version 6, bail is managed solely via CONNECT/Athena with no requirement for a supplementary App. A business case to restructure the Bail Team, to manage the increased demand, has been submitted to the Senior Management Team for Joint Justice Services and will feature as part of a planned Continuous Improvement process for Managing offenders.
- 5.3 Current bail data for the past 6 months is presented in the tables below. figures are presented in the tables below. It is generated from the Bail App currently used to supplement Version 5 Athena.
- 5.4 Bail/ RUI data January-June 2024

Bail App data – Bail



Bail App data – RUI

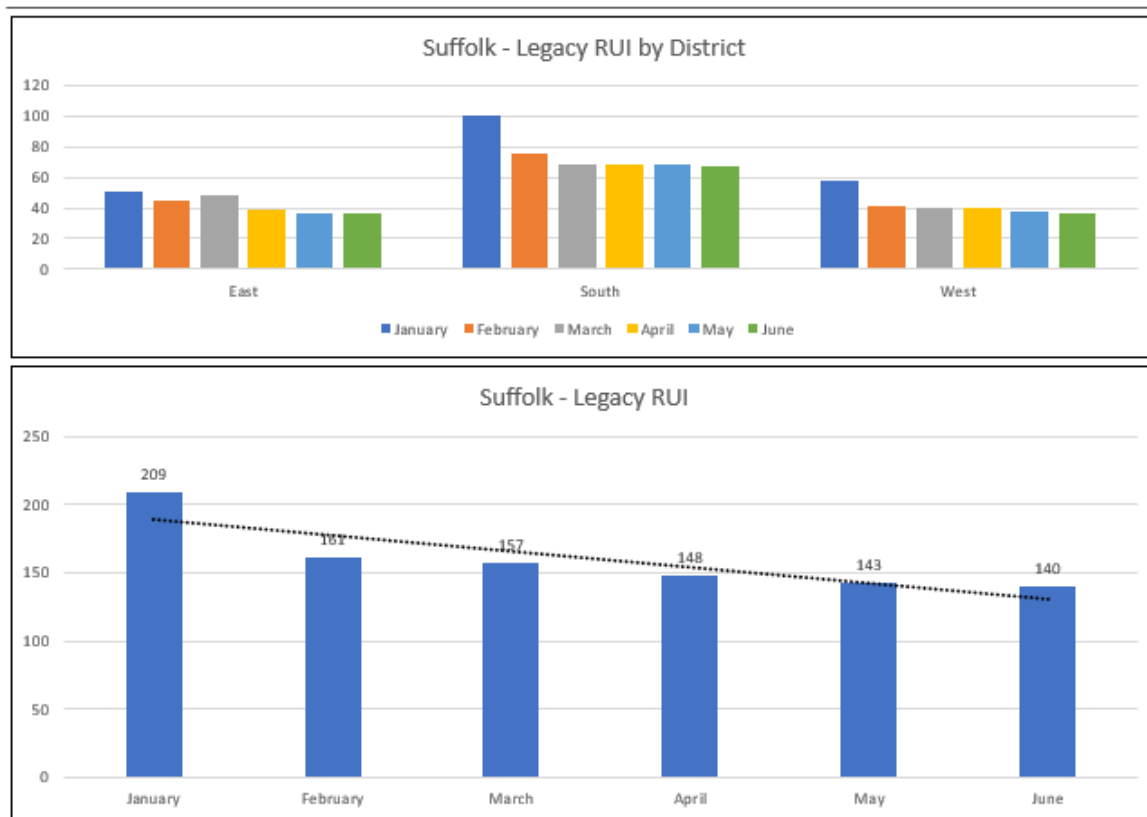


Officers are required to finalise their legacy cases on Athena and on the Bail App and there is a particular focus on ensuring that this data is up to date and accurate and supporting officers in this administration. Cases have reduced to 140 live legacy investigations still requiring RUI.

This equates to a 12-month reduction of 81% ensuring older cases have been finalised reducing reputational risk with suspects on the Police National Computer (PNC) as live cases.

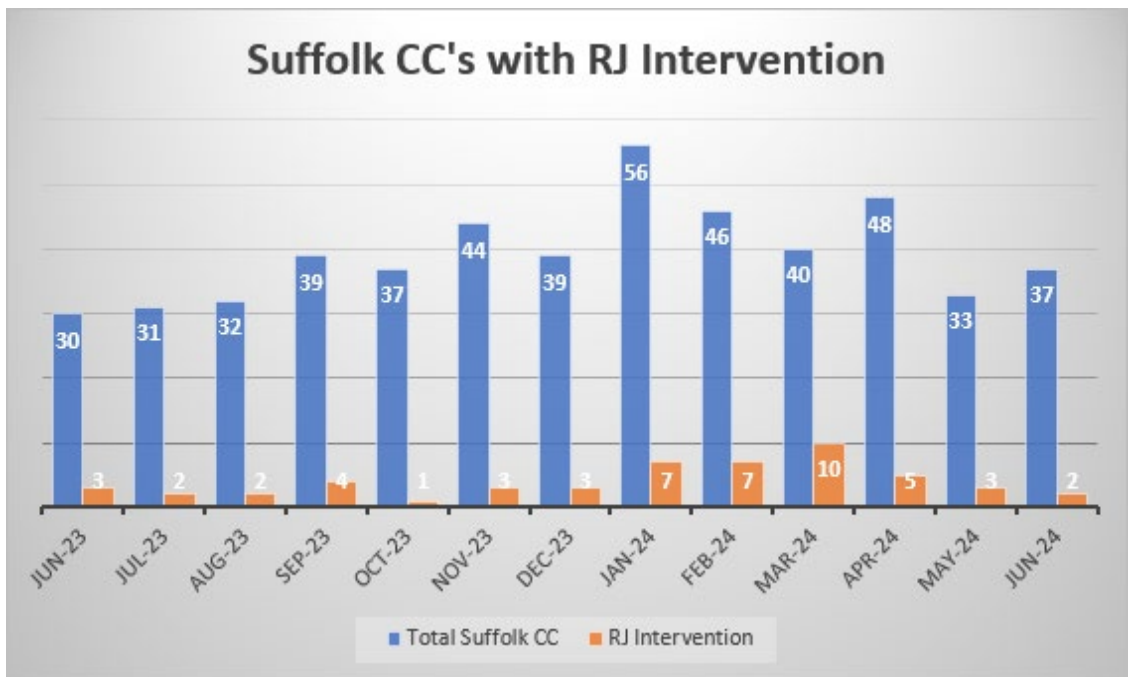


Legacy RUI

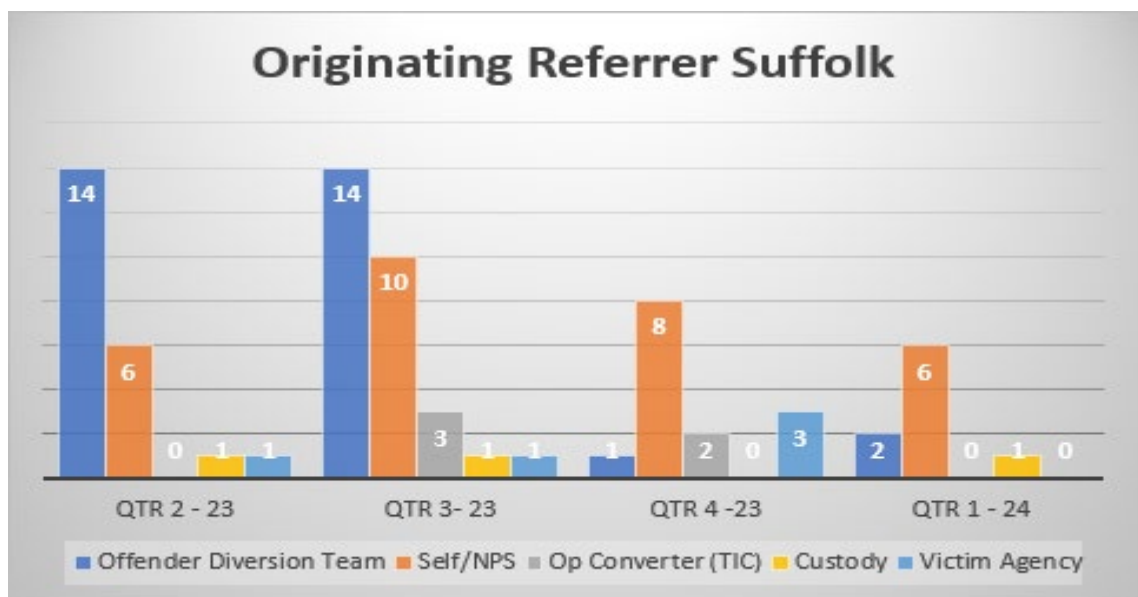


6. RESTORATIVE JUSTICE (RJ)

- 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 two dedicated Restorative Justice Advisors plus administrative support 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 embedded within the Offender Diversion Team (ODT) as part of the holistic approach to victim satisfaction. Workload continues to increase with 100% of OOCR investigations being offered referral into the RJ Service at their conclusion, to improve victim confidence and satisfaction. The average uptake on the offer of RJ from these cases sits at around 9.8% per calendar month. The embedding of the RJ hub within the ODT has seen promising growth into restorative practice once Police processes are finalised. An ongoing review of the process from the victims' perspective is now part of the RJ process to provide qualitative data to demonstrate the benefits of having the Team working alongside the Police and to identify best practice.



6.3 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 continue to increase from 26 in June 2023 to 66 in June 2024 (132%). The Constabulary is now working with a number of Offender Management Units (HM Prisons), and this is enabling offenders to refer themselves to the RJ Hub. The Constabulary is seeing an increase in referrals coming into the Hub from all areas of the force. A member of the RJ Team is based at Bury PIC, and the Constabulary has rolled out training to specialist units to be followed by future supervisor training which will increase visibility within Suffolk. To compliment the training, the advisors have offered insight training to the OPCC and attended public events to promote the benefits of the service. Victim referrals also continue to increase, with several self-referrals as well as via victim agencies signposting to our service.

- 6.5 At the core of OOCR is rehabilitation and reparation. All suspects issued with an OOCR have accepted responsibility for the crime and the harm caused as a result. The ODT and RJ Team are working to build local partnerships to provide diversionary reparative outcomes for those issued with the lower-level Community Resolutions. Introducing a community reparation condition to the Constabulary framework will provide participants to voluntary groups across Suffolk, positively impacting community safety, trust, and public confidence.
- 6.6 The Constabulary has received benchmarking requests from Hertfordshire Constabulary, Bedfordshire Constabulary, Essex Police, the Metropolitan Police Service, Devon and Cornwall Constabulary and Avon and Somerset Police who have expressed an interest in the business model for RJ within the ODT. Each of these Constabularies have an external RJ Service who are struggling to achieve 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) was established in 2021 through joint funding (Home office and the OPCC) and is continuing to build on its early successes. The Domestic Abuse Perpetrator Unit work on a one-to-one basis with offenders (intimate or non-intimate including high, medium, and standard cases) over an extended period up to six months. The DAPU programme also offers support to all victims, family, and their children. The programme works in a multi-agency setting to identify and collectively work towards changing abusive perpetrators behaviours, to protect victims and children from future harm with each case being triaged and recorded whether they are accepted on the programme.

The key aims of the DAPU process is to: -

- A. Encourage consideration of behaviour and actions, provide strategies and coping mechanisms.
 - B. Take responsibility of abusive behaviours to make a positive long-term change.
 - C. Identify unhealthy behaviour patterns.
 - D. Understand the impact abuse has on others.
- 7.2 The referrals are submitted to the Unit via various sources such as Probation, Police, Multi - Agency Risk Assessment Conference (MARAC), Social Care and self-referral. The Unit assess each case with multi-agency partners prior to a decision is being made collectively and agreeing suitability for the programme. It is important to note that the DAPU process is entirely voluntary, and a challenge when balanced with work/family and therefore individuals do withdraw at different stages. It is recognised that although an individual may not complete the full programme, they may get some benefits by attending the first stages.
- 7.3 The DAPU now has a full complement of four Behavioural Change Case Workers, one Police Constable and one Victim Support Worker. The Team also works closely with the Leeway Children's and Young Persons Outreach Worker building on the partnership approach to manage perpetrators.
- 7.4 In respect of caseloads, the numbers below provide an overview of the current position. It is recognised that the success rate based on those that start the programme to those that have successfully completed the programme is low. However, it is important to remember this is a voluntary process.

- A. **115** perpetrators have joined the programme since January 2021
- B. **6** months is the average time taken to complete the programme.
- C. **14** current active cases at various stages of the programme.
- D. **63** have withdrawn from the program for a number of reasons and at different stages of the programme.
- E. **5** perpetrators await entry to the programme or are in the process of joining.
- F. **742** Behaviour Change one-to-one sessions were delivered.
- G. **38** perpetrators have completed the programme in full.

7.5 The Constabulary is continuously looking at opportunities to make improvements to the DAPU process and has recently either implemented and/or explored various opportunities as shown below.

- A. The Unit is working in collaboration with partners to continuously review the process to seek ways to increase awareness, to improve the take up of the referrals to increase their workload and reach.
- B. All cases now go through a staged process by signing up to a two triage processes to allow us to explore their motivation to change and types of abusive behaviour. This approach is assisting the DAPU to identify those are not committed to the programme and allows the team to invest and focus those that are willing to take part. In the last quarter there have been no withdrawals from the programme, evidencing that the triage process has had the desired effect.
- C. The DAPU is now able to work holistically with the whole family.
- D. The Constabulary has enhanced the awareness of the DAPU scheme by providing the opportunities to all Domestic Abuse offenders, in police custody, to increase participant levels of referrals on the programme.
- E. The Constabulary is in the process of obtaining licences to bring in a new information technology system to assist with recording the referral, and their information, in a central depository to share that the individual is in the DAPU system and at which stage.
- F. The Constabulary is also in the process of devising a process to capture what 'good looks like' and whilst there is anecdotal evidence of success, the Constabulary does recognise the need for qualitative data to measure the success of the programme.

7.6 It is recognised that the success rate is low. There are various reasons for this, and this is an area which the Constabulary will be looking to review further to improve the service with its partners.

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 nominals (Registered Sex Offenders) are serviced by the Public Protection Unit (PPU).

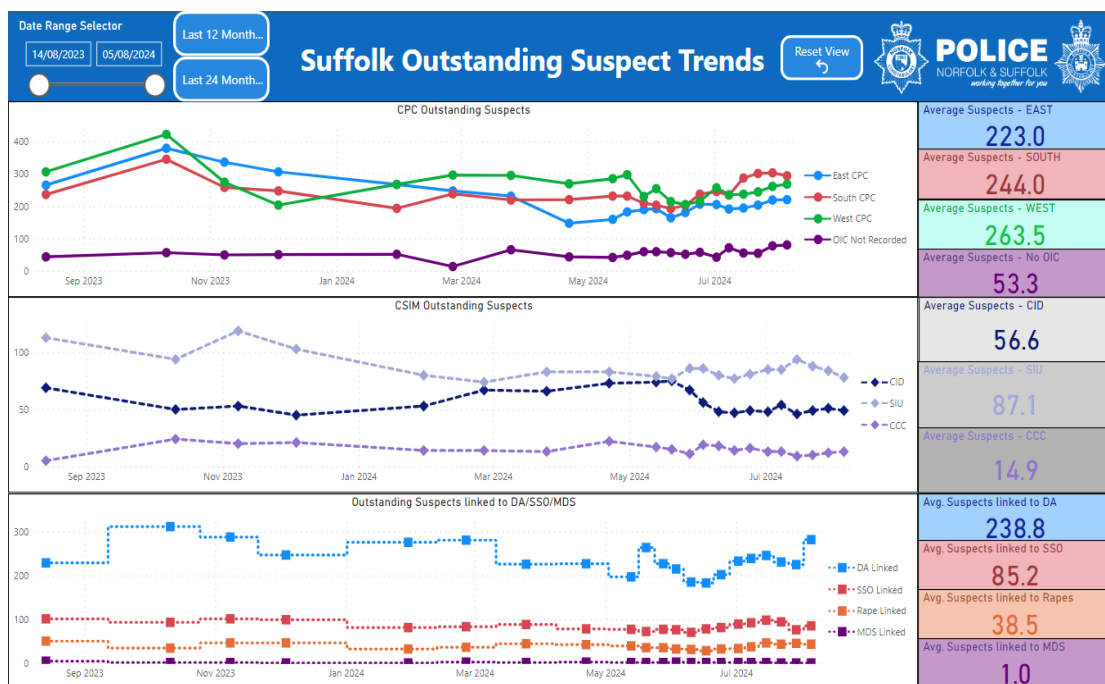
8.3 Category 2 and 3 MAPPA nominals are serviced by local policing Inspectors and by the Public Protection Unit (PPU) in cases relating to Registered Sex Offenders.

- 8.4 There are currently 26 live level 2 & 3 MAPPA cases across the county.
- 6x Bury
 - 14x Ipswich
 - 6x Lowestoft
- 8.5 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.
- 8.6 The Suffolk PPU consists of a mixture of Police Officers and Police Staff who manage Registered Sex Offenders in the community. The department is supported when required by the Constabulary pro-active policing teams.
- 8.7 All MAPPA level 3 meetings are attended 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.
- 8.8 Non-Registered Sex Offenders (RSO) lower-level MAPPA cases are managed via Local Policing teams with support from Intelligence teams. The tasking and briefing system is used to track activity around each case.
- 8.9 The Public Protection Unit manage Registered Sex Offenders (RSO) and support MAPPA where individual RSO's are MAPPA subjects. The PPU have a cohort of RSOs, the majority of which are based in the community. Nationally accredited risk assessment models allow the public protection officers to grade the risk level of each RSO (very high, high, medium, low, and reactive low), and tailor their management accordingly.
- 8.10 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.
- 8.11 Current performance is as follows:
- 1013 Registered sex offenders (RSOs) living in Suffolk and managed by the PPU Team, an increase of 38 from the previous report.
 - 197 Suffolk RSOs currently in custody.
 - Average caseload is 73 RSO's per public protection officer.
 - The Team proactively manages the cohort and annually over 100 new Sexual Harm Prevention Orders (SHPO) are obtained from the courts.
 - Reoffending of RSOs (all offences) is at 3.2% for 2023, but between March and June 2024 the recidivist rate was 1.77%.

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 Suspect information is built into the mandatory 8-point plan within the Athena Investigation crime recording. This includes guidance around checking if they are outstanding for other investigations, taking positive action, considering evidence led prosecutions and how to identify suspects.
- 9.3 Suffolk Constabulary has a policy that positive action should be taken with ten days of a suspect being identified.
- 9.4 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.
- 9.5 Domestic Abuse suspects – Positive action is the default position is dealing with DA suspects and this will generally mean an arrest where Code G is satisfied. There will be rare occasions where arrest of suspect might be prejudicial to the ongoing safeguarding of the victim and vulnerable family members, but these cases will be judged on their own merits, against the appropriate risk assessment process, usually in conjunction with supervisory personnel. Dynamic decision of non-arrest must be referred to a supervisor and ratified within 24hrs (CAD/Athena must be updated). Where non–arrest is considered appropriate in the following crime classifications it must be ratified by an Inspector and documented on the enquiry log prior to finalisation:
- Violence with serious injury (S18 & S20 Wounding) Sexual Offences
 - Arson
 - Coercive Control
 - Stalking (S2a and S4a)
- 9.6 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.
- 9.7 In addition to monitoring and reviewing suspects outstanding over 28 days CSIM focusses on outstanding DA suspects (High Risk) and those suspects for Robbery and Burglary Dwelling Offences. This is monitored by area DI's monthly in management meetings.
- 9.8 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. A case on Athena is created and an Inspector must authorise the wanted marker (urgent markers will not need a case but this is completed as soon as practicable afterwards).

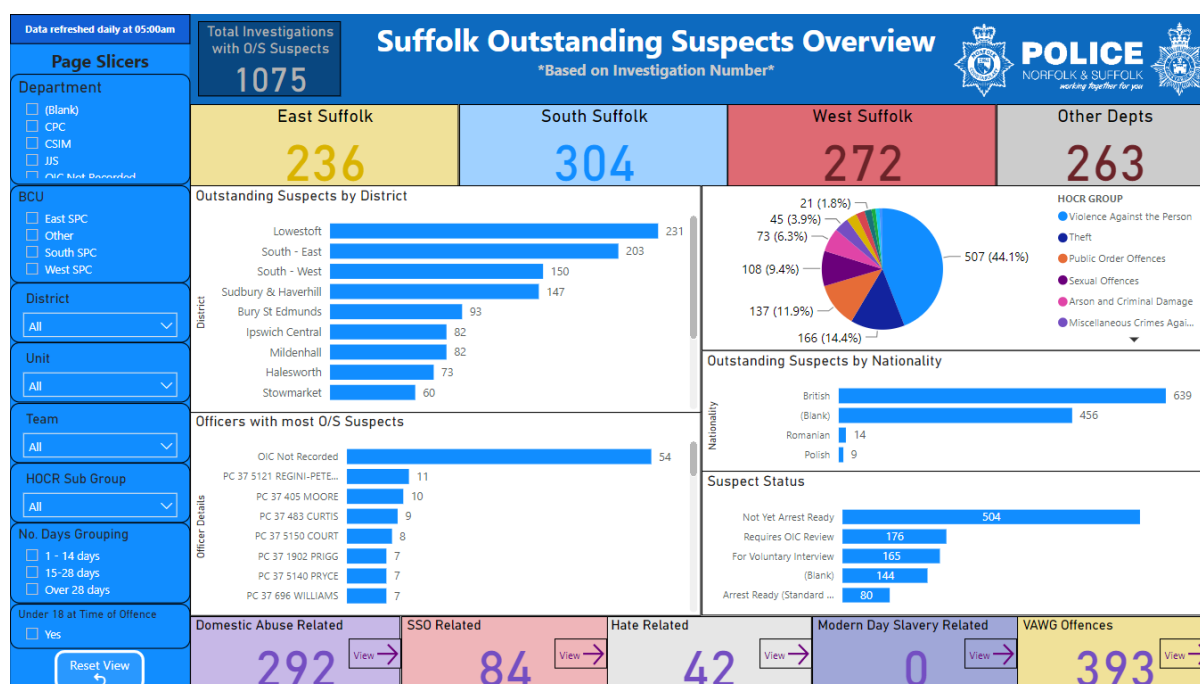
- 9.9 A Detective Inspector from the Crime, Safeguarding and Investigation Management Command (CSIM) has organisational responsibility for the circulation of data on a regular basis. The circulation contains a reminder on the individual Officer in the Case (OIC) to continue to try and locate the suspect and guidance for the supervisor. 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.
- 9.10 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. All Red Viper suspects are subject to daily management review at the daily area meetings.
- 9.11 The Strategic Business and Operational Services team (SBOS) circulate data on outstanding suspects via an insight dashboard. This is accessible by all supervisors and can be easily set to identify areas, teams and those suspects wanted across multiple investigations. The data also shows which officers hold the most outstanding suspects to identify any concerns with management. Due to the data insights the data is refreshing daily allowing regular trend analysis.



- 9.12 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.
- 9.13 The short-term spike caused by the December 2023 model change 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. The updated data as of August 2024 shows

that total outstanding suspects sit at 984 (eliminating duplicates) compared to December 2023 – 1021.

Outstanding Suspects beginning of August 2024



10. INTEGRATED OFFENDER MANAGEMENT (IOM)

10.1 Suffolk Constabulary currently has sixty offenders engaged with the scheme, thirty of these offenders are proactively managed within the community. In addition, the team manage eleven caretaking cases in the community from other police force areas, which require weekly supervision. This is a decrease of forty from the time of the last report, which is as a result of changes within the probation service. 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.

- 53% of these are on the Suffolk Fixed Cohort ^[1] (meet a strict set of Nationally agreed criteria for adoption).
- 36% are on the Suffolk Flexible Cohort ^[2] (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 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.

10.3 There are also partnership performance measures in place looking at the number of scheduled appointments held per week, number of offenders housed on release, and those found Education, Training and Employment. These are met through effective joint working between the Probation Service and the Constabulary with Turning Point, the Department for Work and Pensions (DWP) and Housing providers plus many other third sector agencies and charities.

There has been an increase in the number of multi-agency staff within the Ipswich office which allows them to meet priority deadlines sooner.

- 10.4 A Joint Police and Probation training package for officers working within IOM is being developed with regional and national guidance. This will be delivered in partnership in the coming months and, in particular, will support officers new in role.

11. FINANCIAL IMPLICATIONS

- 11.1 None.

12. OTHER RISKS AND IMPLICATIONS

- 12.1 There continues to be long delays for Crown Court Cases and, whilst there is a Crown Court Recovery Action Plan led by HM Courts and Tribunal Services (HMCTS), the impact on Offenders being dealt with within the court system continues to be felt across the Constabulary in achieving outcomes for Victims of Crime.
- 12.2 The IOM cohort are more frequently being housed out of area. Both from other areas into Suffolk and from Suffolk into outside accommodation. This results in delays in building working relationships and pathway work. This extends beyond 56 days.
- 12.3 There have also been a higher number of early releases 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 OOCR's, Restorative Justice, Domestic Abuse perpetrator management, custody improvement initiatives and the increase in use of police bail.
- 13.3 The management of offenders in the community remains a concern due to the growing cohort numbers and variety of civil orders. The Constabulary is developing plans to manage current and future demands more effectively and specific review work has been commissioned to look at how the PPU and IOM work in partnership to dispense their duties.
- 13.4 Overall, the Constabulary position in this area is well developed and has been judged to be of good standard when independently scrutinised. That said, there is much to be done to maintain standards and develop approaches to maximise performance outcomes.