



Ministry  
of Justice



# **Multi-Agency Public Protection Arrangements Annual Report 2016/17**

Ministry of Justice  
Statistics Bulletin

26 October 2017

# Introduction

Multi-Agency Public Protection Arrangements (MAPPA) are a set of statutory arrangements to assess and manage the risk posed by certain sexual and violent offenders. They are established by virtue of Sections 325 to 327 of the Criminal Justice Act 2003.

MAPPA bring together the Police, Probation and Prison Services into what is known as the MAPPA Responsible Authority for each MAPPA Area. MAPPA Areas are coterminous with police force areas, as set out in the Police Act 1996.

A number of other agencies are under a duty to co-operate with the Responsible Authority. These include: Children's Services, Adult Social Services, Health Trusts and Authorities, Youth Offending Teams, Home Office Immigration Enforcement, local housing authorities and certain registered social landlords, Jobcentre Plus, and electronic monitoring providers.

Offenders eligible for MAPPA are identified and information is gathered and shared about them across relevant agencies. The nature and level of the risk of harm they pose is assessed and a coordinated risk management plan is implemented to protect the public. Although risk of harm can be managed, it cannot be eliminated.

By virtue of the Criminal Justice Act 2003, there are **3 broad categories of offender eligible for MAPPA:**

- **Category 1** - Registered sexual offenders: offenders who have been convicted of a specified sexual offence<sup>1</sup> and/or to whom the notification requirements under Part 2 of the Sexual Offences Act 2003 apply (and who are therefore required to notify the Police of their name, address and other personal details, and notify the Police of any subsequent changes);
- **Category 2** - Violent offenders: offenders convicted of a specified violent offence<sup>2</sup> and sentenced to imprisonment/detention for 12 months or more, or detained under a hospital order. This category also includes a small number of sexual offenders who do not qualify for the notification requirements that apply to Category 1 offenders; and

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<sup>1</sup> See appendix , MAPPA Guidance 2012, for qualifying offences:  
<http://www.justice.gov.uk/offenders/multi-agency-public-protection-arrangements>

<sup>2</sup> See appendix 4, MAPPA Guidance 2012, for qualifying offences:  
<http://www.justice.gov.uk/offenders/multi-agency-public-protection-arrangements>

- **Category 3 - Other Dangerous Offenders:** offenders who do not qualify under Categories 1 or 2 but have been assessed as currently posing a risk of serious harm. The link between the offence they have perpetrated and the risk that they pose means that they require active multi-agency management.

Under MAPPA, there are **3 levels at which offenders are managed**, which reflect the level of multi-agency co-operation required to implement effectively the individual offender's risk management plan. Offenders may be moved up or down the levels to reflect changes in the level of risk that they present or the action required to manage it.

- **Level 1 - Ordinary Agency Management.** These offenders are subject to the usual management arrangements applied by whichever agency has the lead in supervising them. Information will usually be exchanged between relevant agencies, especially between police and probation, but formal multi-agency meetings will not be held to discuss the offender's case. Offenders will be managed under ordinary agency management in most cases.
- **Level 2 - Active Multi-agency Management.** The risk management plans for these offenders require the active involvement of several agencies via regular multi-agency public protection meetings.
- **Level 3 - Active Multi-agency Management.** As with offenders managed at Level 2, the active involvement of several agencies is required; however, the risk presented by offenders managed at Level 3 means that the involvement of senior staff from those agencies is required to authorise the use of additional resources, such as for specialised accommodation.

### **Users and uses of these Statistics**

The United Kingdom Statistics Authority has designated these statistics as National Statistics, in accordance with the Statistics and Registration Service Act 2007 and signifying compliance with the Code of Practice for Official Statistics: <http://www.statisticsauthority.gov.uk/assessment/code-of-practice>

Designation can be broadly interpreted to mean that the statistics:

- meet identified user needs;
- are well explained and readily accessible;
- are produced according to sound methods; and
- are managed impartially and objectively in the public interest.

Once statistics have been designated as National Statistics it is a statutory requirement that the Code of Practice shall continue to be observed.

This report relates to offenders in England and Wales only. Information on MAPPA in Scotland can be found here:

<http://www.gov.scot/Topics/Justice/policies/reducing-reoffending/sex-offender-management/protection>

Information on MAPPA in Northern Ireland can be found here:

<http://www.publicprotectionni.com/>

The contents of the report will be of interest to the public, the media, and agencies responsible for offender management at both national and local levels, government policy makers and others who want to understand more about MAPPA eligible offenders – including registered sex offenders, the use of restrictive orders and serious further offences.

The statistics included in this publication meet a broad spectrum of user needs as shown below.

<b>User</b>	<b>Summary of main statistical needs</b>
MoJ Ministers	Statistics are used to monitor the MAPPA offender caseload, use of some restrictive orders and serious further offences.
MPs and House of Lords	Statistics are used to answer parliamentary questions.
Policy teams	Statistics are used to inform policy development, to monitor impact of changes over time and to model future changes and their impact on the system.
Agencies responsible for offender management	Current and historical administrative data are used to support performance management information at national and local levels to complement their understanding of the current picture and trends over time
Academia, students and businesses	Statistics are used as a source for research purposes and to support lectures, presentations and conferences.
Journalists	Statistics are used as a compendium of data on MAPPA offenders so that an accurate and coherent story can be told on this subset of the offender population.
Voluntary sector	Statistics are used to monitor trends of MAPPA offenders, to reuse the data in their own briefing and research papers and to inform policy work and provide responses to consultations.
General public	Statistics are used to respond to ad-hoc requests and requests made under the Freedom of Information Act.

## **Related publications**

***Offender Management Statistics Quarterly Bulletin***<sup>3</sup>: This bulletin provides key statistics relating to offenders who are in prison or supervised by the National Probation Service or Community Rehabilitation Companies. It covers flows into these services (receptions into prison or probation starts) and flows out (releases from prison or probation terminations) as well as the caseload of both services at specific points in time.

## **Release Schedule**

This bulletin was published on 26 October 2017 and includes financial year statistics for the year 2016/17.

The next publication of Multi-Agency Public Protection Arrangements is scheduled to be published in October 2018.

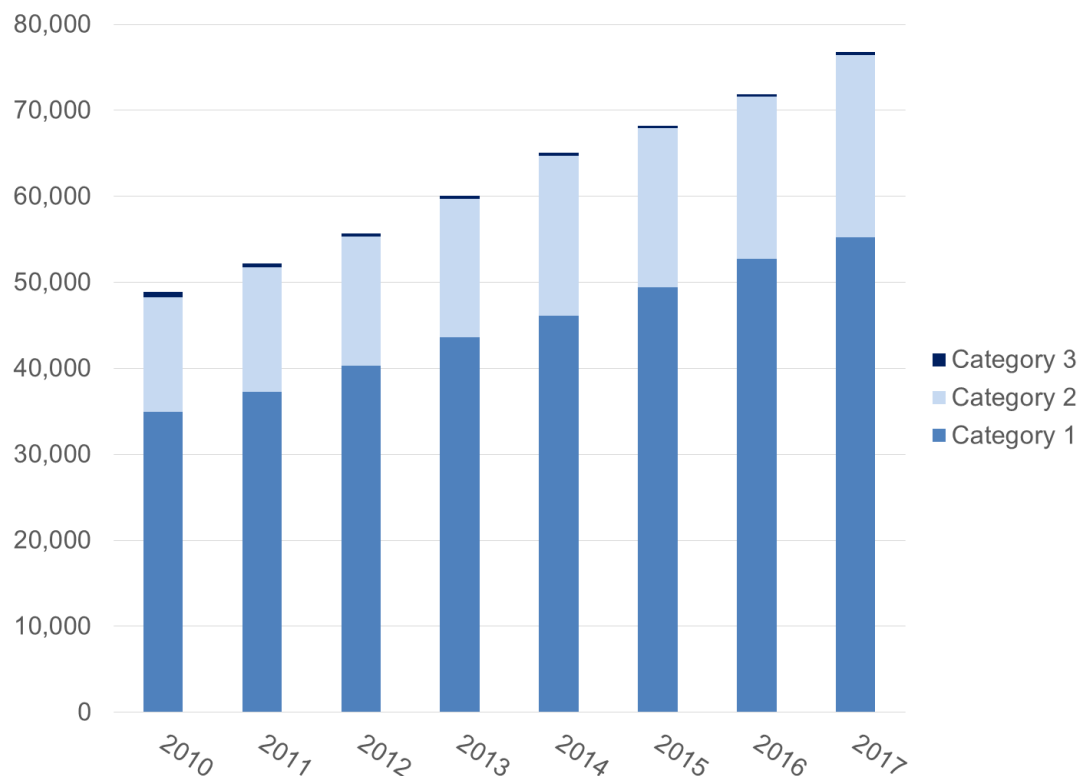
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<sup>3</sup> Offender Management Statistics <https://www.gov.uk/government/collections/offender-management-statistics-quarterly>

## Key findings

- On 31 March 2017 there were 76,794 MAPPA-eligible offenders. Of these, 72% were Category 1 offenders (Registered Sexual Offenders), 27.6% were Category 2 offenders (Violent Offenders) and less than 0.5% were Category 3 offenders (Other Dangerous Offenders). The large majority of cases (98%) were managed at Level 1 – ordinary agency management.

**Figure 1: MAPPA-eligible offenders by category on 31 March 2010 – 2017**



- The total number of MAPPA-eligible offenders on 31 March 2017 was 7% higher than on 31 March 2016. The average annual rate of increase is about 7% since 2007/08.
- 50% of the increase in MAPPA eligible offenders is accounted for by an increase in Category 1 offenders and 48% of the increase is accounted for by an increase in Category 2 offenders. In 2015/16 90% of the increase in MAPPA eligible offenders was accounted for by an increase in Category 1 offenders and 10% of the increase was accounted for by an increase in Category 2 offenders.
- There were 108 Category 1 offenders (Registered Sexual Offenders) per 100,000 of the population aged 10 and over on 31 March 2016/17. This is an increase from 104 on 31 March 2016 and continues a trend of successive annual increases.

- A total of 697 Level 2 and Level 3 MAPPA offenders were returned to custody for a breach of licence conditions in 2016/17, a reduction of 9% from 2015/16 and representing 15% of the total number of offenders managed at levels 2 and 3 in the community over the course of 2016/17.
- The number of MAPPA-eligible offenders charged with Serious Further Offences (SFOs) in 2016/17 was 217. This is an increase of 24 (or 12%) from 2015/16 when there were 193 offenders charged with an SFO.

## MAPPA eligible offenders

On 31 March 2017 there were 76,794 MAPPA-eligible offenders.

Around three quarters (72%) of MAPPA-eligible offenders were Category 1 offenders (Registered Sexual Offenders) and the vast majority of cases (98%) were managed at Level 1 (**Table 1**).

**Table 1: MAPPA-eligible offenders on 31 March 2017**

	<b>Category 1</b> Registered Sexual Offenders	<b>Category 2</b> Violent Offenders	<b>Category 3 <sup>(a)</sup></b> Other Dangerous Offenders	<b>Total</b>
Level 1	54,582	20,732	-	75,314
Level 2	609	439	278	1,326
Level 3	45	38	71	154
<b>Total</b>	<b>55,236</b>	<b>21,209</b>	<b>349</b>	<b>76,794</b>

(a) Category 3 offenders are only managed at Level 2 and Level 3.

The total number of MAPPA-eligible offenders on 31 March 2017 is an increase of 7% when compared with the number on 31 March 2016 (**Table 2**); this is consistent with annual increases since 2009.

**Table 2: MAPPA-eligible offenders by Category on 31 March**

<b>Year</b>	<b>Category 1</b> Registered Sexual Offenders	<b>Category 2 <sup>(a)</sup></b> Violent Offenders	<b>Category 3 <sup>(a)</sup></b> Other Dangerous Offenders	<b>Total</b>
2006/07	30,416	14,921	3,132	-
2007/08	31,392	16,249	2,569	-
2008/09	32,347	11,689	884	44,920
2009/10	34,939	13,307	633	48,879
2010/11	37,225	14,508	479	52,212
2011/12	40,345	14,947	412	55,704
2012/13	43,567	16,140	389	60,096
2013/14	46,102	18,649	332	65,083
2014/15	49,466	18,493	255	68,214
2015/16	52,770	18,847	288	71,905
2016/17	55,236	21,209	349	76,794

(a) Up to and including 2007/08 this figure was a yearly total; from 2008/09 this figure has been taken at 31 March to align reporting methods. Category 1 has always been taken on 31 March of the relevant year.

In 2014/15 and 2015/6 the increase in the number of MAPPA-eligible offenders was driven primarily by an increase in the number of Category 1 offenders. However, in 2016/17, approximately half (48%) of the increase in MAPPA-eligible offenders was due to an increase in Category 2 offenders.



The number of Category 1 offenders per 100,000 head of population aged 10 and over was 108 on 31 March 2017, continuing a steady annual trend (Table 3).

**Table 3: Category 1 Offenders (Registered Sexual Offenders) per 100,000 population aged 10 or over**

<b>Year</b>	<b>Number of Category 1 offenders per 100,000 population aged 10+</b>
2006/07	64
2007/08	66
2008/09	67
2009/10	72
2010/11	76
2011/12	81
2012/13	88
2013/14	92
2014/15	98
2015/16	104
2016/17	108

The increase in the number of Category 1 offenders (Registered Sexual Offenders) is influenced by sentencing trends, in which the number of people convicted of sexual offences is increasing. Additionally, many sexual offenders are required to register for long periods of time, with some registering for life. This has a cumulative effect on the total number of offenders required to register at any one time.

The number of Category 2 offenders increased generally about 9% annually from 2009/10 to 2013/14. Since then, the number stayed relatively stable at about 18,600 up to 2015/16. The increase to 21,209 in 2016/17 may be due to successive increases in the number of offenders convicted of violence against the person offences in the years to 31 March 2015 and 31 March 2016<sup>4</sup>.

The number of Category 3 offenders (Other Dangerous Offenders) decreased annually from 2008/09 to 2014/15. However, it has been rising over the last two years, increasing by 61 in the year to 31 March 2017. The current total of 349 is lower than in some past years.

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<sup>4</sup> See sentencing tables for more information:  
<https://www.gov.uk/government/statistics/criminal-justice-system-statistics-quarterly-march-2017>

## Change in legislation on sexual offenders

A legal challenge in 2010 and a corresponding legislative response means there is now a mechanism in place, which allows qualifying sex offenders who are subject to notification requirements for life to apply for a review of this requirement. This applied from 1 September 2012 for adult offenders (15 years after the commencement of the Sex Offenders Act 1997). Individuals subject to indefinite notification only become eligible to seek a review once they have been subject to the indefinite notification requirements for a period of at least 15 years for adults and 8 years for juveniles. Between April 2016 and March 2017, 364 Registered Sexual Offenders had their lifetime notification requirements revoked on application, an increase from last year.

On 21 April 2010, in the case of *R (on the application of F and Angus Aubrey Thompson) v Secretary of State for the Home Department [2010] UKSC 17*, the Supreme Court upheld an earlier decision of the Court of Appeal and made a declaration of incompatibility under s.4 of the Human Rights Act 1998 in respect of notification requirements for an indefinite period under section 82 of the Sexual Offences Act 2003.

This has been remedied by virtue of the Sexual Offences Act 2003 (Remedial) Order 2012 which has introduced the opportunity for offenders subject to indefinite notification to seek a review; this was enacted on 30th July 2012.

Persons will not come off the register automatically. Qualifying offenders will be required to submit an application to the police seeking a review of their indefinite notification requirements. This will only be once they have completed a minimum period of time subject to the notification requirements (15 years from the point of first notification following release from custody for the index offence for adults and 8 years for juveniles).

Those who continue to pose a significant risk will remain on the register for life, if necessary. In the event that an offender is subject to a Sexual Offences Prevention Order (SOPO) or Sexual Harm Prevention Order (SHPO) the order must be discharged under section 108 of the Sexual Offences Act 2003 prior to an application for a review of their indefinite notification requirements.

For more information, see the Home Office section of the gov.uk website: <https://www.gov.uk/government/publications/sexual-offences-act-2003-remedial-order-2012>

## Level 2 and 3 MAPPA eligible offenders

Under MAPPA, there are 3 levels at which offenders are managed, which reflect the level of multi-agency co-operation required to effectively implement the individual offender's risk management plan. Levels are dynamic and offenders can be moved between levels if that is what the risk assessment and risk management plan requires.

At Levels 2 and 3, regular formal inter-agency meetings are held and so figures are collected on the number of offenders managed at these levels over the whole year as an indication of the number of cases in the community that require the increased oversight this provides. This is in contrast to the previous section, which used the number of offenders managed at the end of March. Offenders are only counted once, with cases counted at the highest level at which they have been managed throughout the reporting period.

The collection of data on Level 2 and 3 offenders managed through the year has changed from 2015/16 onwards. These offenders are managed in prison (as they approach the end of their custodial periods) and also in the community following release. Data requests prior to 2015/16 did not limit information to those managed in the community. From 2015/16, MAPPA areas are asked to only supply figures for those offenders managed in the community. Therefore, figures for 2015/16 and 2016/17 are lower than and not comparable to figures in previous years. They also do not reflect the volume of MAPPA activities in prisons in preparation for releases.

**Table 4: Trends in MAPPA-eligible offenders in Level 2 and Level 3 by Category (financial year total)**

Year	Category 1		Category 2 <sup>(a)</sup>		Category 3 <sup>(a)</sup>		Total	
	Level 2	Level 3	Level 2	Level 3	Level 2	Level 3	Level 2	Level 3
2006/07	5,894	558	5,205	502	2,943	189	14,042	1,249
2007/08	5,271	507	4,057	402	2,406	163	11,734	1,072
2008/09	4,408	424	3,891	320	1,701	179	10,000	923
2009/10	3,833	362	3,499	313	1,461	168	8,793	843
2010/11	3,337	308	3,126	281	1,338	145	7,801	734
2011/12	2,956	298	2,750	242	1,233	124	6,939	664
2012/13	2,497	257	3,431	248	1,211	139	7,139	644
2013/14	2,238	244	3,196	248	1,237	143	6,671	635
2014/15	2,131	216	2,865	226	959	109	5,955	551
2015/16 <sup>(b)</sup>	1,893	166	2,011	134	924	109	4,828	409
2016/17	1,771	137	1,601	134	926	102	4,298	373

(a) Figures in Category 2 and 3 are thought to be an undercount from 2006/07-2011/12, so should be viewed as a reflection of the overall trend in the number of MAPPA offenders rather than an absolute count. Figures before and after this point are not comparable.

(b) The question given to MAPPA areas was changed in 2015/16 and so figures are not comparable with earlier years. Figures for 2015/16 onwards only include offenders managed in the community, whereas in previous years some areas included those managed in prison.

## Breaches of notification requirements for Category 1 Offenders (Registered Sexual Offenders)

Category 1 offenders are required to notify the police of certain details, with further notification required if any of those details change (sometimes referred to as 'being on the sex offenders register'). A breach of this notification requirement can lead to a caution or conviction.

The number of Category 1 offenders who were cautioned or convicted for breaches of their notification requirement was 1,739 in 2016/17 (**Table 5a**).

It should be noted that these figures relate to breaches of sexual offender registration requirements and are not recording new sexual offences.

**Table 5a: Number of Category 1 offenders (Registered Sexual Offenders) cautioned or convicted for breaches of the notification requirement**

<u>Year</u>	<u>Number cautioned or convicted</u>
2006/07	1,552
2007/08	1,634
2008/09	1,337
2009/10	1,518
2010/11	1,492
2011/12	1,371
2012/13	1,576
2013/14	2,057
2014/15	2,070
2015/16 <sup>(a)</sup>	1,547
2016/17	1,739

(a) Figures from 2015/16 onwards are not comparable with earlier years due to a change of data source.

The vast majority of Category 1 offenders cautioned or convicted for a breach of notification requirements were managed at Level 1 (96%), reflecting the large proportion of Category 1 cases managed at this level. Relatively few of those managed at level 2 and level 3 get cautioned or convicted for a breach of notification requirements – 4% for level 2 and 2% for level 3 in 2016/17 (**Table 5b**).

**Table 5b: Number of Category 1 offenders (Registered Sexual Offenders) cautioned or convicted for breaches of the notification requirement by Level, 2016/17**

	<b>Number cautioned or convicted</b>	<b>Number of MAPPA-eligible offenders</b>	<b>Per cent cautioned or convicted</b>
<b>Category 1</b>	<b>1,739</b>	-	-
Level 1 <sup>(a)</sup>	1,674	-	-
Level 2	62	1,771	4%
Level 3	3	137	2%

(a) Data on the number of Level 1 offenders is collected as a snapshot on 31 March (see Table 1). The total number of offenders over the year is only collected for Level 2 and 3 offenders as MAPPA meetings are only held for Level 2 and 3 offenders (see Table 4).

## Number of Restrictive Orders imposed

The restrictive orders used to assist in managing the risks presented by an offender are Sexual Harm Prevention Orders (SHPOs) and Sexual Risk Orders, which were introduced by the Anti-Social Behaviour Crime and Policing Act 2014. They replace the previous Sexual Offences Prevention Orders (SOPOs), Risk of Sexual Harm Orders and Foreign Travel Orders (FTOs), which were introduced by the Sexual Offences Act 2003. SHPOs prohibit the defendant from doing anything described in the order, and can include a prohibition on foreign travel. See the **Definitions** section for further details.

The number of SOPOs/SHPOs imposed annually continues to rise, reaching a high of 5,931 in 2016/17. However, the increase of 53% recorded in 2016/17 is not comparable with increases in previous years since SHPOs replaced SOPOs in 2015/16. The criteria required for SHPOs to be granted by the Courts are wider than those for the previous orders. An offender must present a risk of sexual harm to be given a SHPO while an offender had to present a risk of serious sexual harm to be given a SOPO.

The number of Notification Orders (NO) has generally been increasing in recent years, although there was a relatively big fall in 2015/16. It increased to 117 in 2016/17, about the same number of NOs as in 2013/14 (**Table 6**).

**Table 6: Sexual Offences Prevention Orders (SOPOs), Sexual Harm Prevention Orders (SHPOs), Notification Orders (NOs) and Foreign Travel Orders (FTOs) imposed by the courts**

Year	SOPOs/SHPOs imposed <sup>(a)</sup>	NOs imposed	FTOs/SHPOs with Foreign Travel Restrictions imposed <sup>(a)</sup>
2006/07	1,114	62	3
2007/08	1,440	70	1
2008/09	1,512	72	12
2009/10	1,862	67	15
2010/11	2,438	74	22
2011/12	2,658	92	14
2012/13	3,064	87	13
2013/14	3,243	116	11
2014/15	3,706	137	4
2015/16	3,873	104	8
2016/17	5,931	117	4

(a) From 2015/16, SOPOs were replaced by SHPOs and FTOs with SHPOs with a foreign travel restriction.

SOPOs/SHPOs account for the majority of restrictive orders and are intended to protect the public from offenders convicted of a sexual or violent offence who pose a risk of sexual harm to the public by placing restrictions on their behaviour. For example, a SHPO could be used to prohibit an offender from being alone with children under 16. The offender is

automatically made subject to sexual offender registration and, if the order is breached, may be liable to a maximum of 5 years imprisonment.

All those offenders who are subject to a SHPO will be registered sex offenders though not all registered sex offenders will have a SHPO. The SHPO is specific to the offender and is tailored to manage specific risks.

## Breaches of Sexual Risk Orders

The Sexual Risk Order (SRO) has replaced the Risk of Sexual Harm Order and may be made in relation to a person without a conviction for a sexual or violent offence (or any offence), but who poses a risk of sexual harm. The SRO may be made at the magistrates' court on application by the police or National Crime Agency where an individual has committed an act of a sexual nature and as a result poses a risk of harm to the public in the UK or vulnerable adults or children overseas.

An SRO may prohibit the person from doing anything described in it – this includes preventing travel overseas. Any prohibition must be necessary for protecting the public in the UK from sexual harm or, in relation to foreign travel, protecting children or vulnerable adults from sexual harm. An individual subject to an SRO is required to notify the police of their name and home address within three days of the order being made and also to notify them of any changes to this information within three days.

An SRO lasts a minimum of two years and has no maximum duration, with the exception of any foreign travel restrictions which, if applicable, last for a maximum of five years (but may be renewed). A breach of an SRO is a criminal offence punishable by a maximum of five years' imprisonment and being made subject to full notification requirements (being made a registered sexual offender). The criminal standard of proof continues to apply to the making of a SRO, the person concerned is able to appeal against the making of the order and the police or the person concerned are able to apply for the order to be varied, renewed or discharged.

Between 1 April 2016 and 31 March 2017, 23 people became subject to notification requirements following a breach of an SRO.



## Returns to Custody

MAPPA Offenders who are aged 18 or over and released into the community on licence following a period of imprisonment will be supervised by the National Probation Service (NPS). Their licence will contain conditions. If the offender is found to have failed to comply or breached those conditions, the NPS may seek the revocation of the offender's licence and the recall of the offender to custody.

The Offender Rehabilitation Act (ORA) 2014 expanded licensed supervision so that anyone sentenced to more than a day in prison will receive at least 12 months' supervision on release. Prior to this, only those sentenced to 12 months or more in prison were supervised on licence following release. This came into effect for offences committed from 1 February 2015. As a result, some Category 1 (Registered Sex Offenders) who would not previously have been subject to licence conditions became liable for a recall to custody for a breach of licence conditions. Category 2 (Violent Offenders) are unaffected by this as all will have received a sentence of at least 12 months.

Category 1 offenders (Registered Sexual Offenders) who are subject to a SOPO/SHPO can also be recalled to custody for breaching these Orders.

Figures on offenders returned to custody for breaches of licence conditions relate to all categories of MAPPA. Figures on offenders being sent to custody for breaches of a SOPO/SHPO relate to Category 1 offenders (Registered Sexual Offenders) managed at Levels 2 and 3 only.

In 2016/17, 697 Level 2 and Level 3 MAPPA offenders were returned to custody for breach of their licence, a decrease of 9% from the previous year, continuing a general fall in this number since 2006/07 (**Table 7a**). However, the number of Level 2 and Level 3 MAPPA offenders has also fallen, so the proportion of Level 2 and 3 offenders returned to custody for breach of their licence has remained at 15% (**Table 7b**).

**Table 7a: Offenders managed at Level 2 and Level 3 returned to custody for a breach of licence**

<b>Year</b>	<b>Level 2</b>	<b>Level 3</b>	<b>Total</b>
2006/07	1,566	218	1,784
2007/08	1,451	208	1,659
2008/09	1,297	117	1,414
2009/10	997	119	1,116
2010/11	886	122	1,008
2011/12	786	91	877
2012/13	803	100	903
2013/14	762	88	850
2014/15	607	77	684
2015/16	705	60	765
2016/17	625	72	697

The proportion of Category 1 offenders returned to custody (12%) is lower than that for Category 2 offenders (19%). However, not all Category 1 offenders are subject to statutory licence conditions (**Table 7b**).

**Table 7b: Offenders managed at Level 2 and Level 3 returned to custody for a breach of licence, 2016/17**

	<b>Number returned to custody</b>	<b>Number of MAPPA-eligible offenders</b>	<b>Per cent returned to custody</b>
<b>Category 1</b>	<b>228</b>	<b>1,908</b>	<b>12%</b>
Level 2	194	1,771	11%
Level 3	34	137	25%
<b>Category 2</b>	<b>335</b>	<b>1,735</b>	<b>19%</b>
Level 2	311	1,601	19%
Level 3	24	134	18%
<b>Category 3</b>	<b>134</b>	<b>1,028</b>	<b>13%</b>
Level 2	120	926	13%
Level 3	14	102	14%
<b>Total</b>	<b>697</b>	<b>4,671</b>	<b>15%</b>

In 2016/17, there were 50 Level 2 and 3 Registered Sexual Offenders sent to custody for breach of their SOPO or SHPO, a decrease of 6% from the previous year (**Table 7c**). However, the number of Level 2 and Level 3 Category 1 MAPPA offenders has also fallen, so the proportion of Level 2 and 3 offenders sent to custody for breach of their SOPO or SHPO has remained at 3% (**Table 7d**).

**Table 7c: Category 1 Offenders (Registered Sexual Offenders) managed at Level 2 and Level 3 sent to custody for breach of SOPO or SHPO**

<b>Year</b>	<b>Level 2</b>	<b>Level 3</b>	<b>Total</b>
2006/07	72	17	89
2007/08	76	20	96
2008/09	58	10	68
2009/10	81	8	89
2010/11	45	12	57
2011/12	65	15	80
2012/13 <sup>(a)</sup>	-	-	-
2013/14	66	11	77
2014/15	57	7	64
2015/16 <sup>(b)</sup>	38	15	53
2016/17	44	6	50

(a) 2012/13 figures have been removed due to quality issues with this year's data.

(b) SHPOs replaced SOPOs in 2015/16.

In 2016/17, Category 1 Level 3 offenders were more likely to be returned to custody for breach of a SOPO/SHPO than Level 2 offenders, although this is based on only a small number of Level 3 offenders (**Table 7d**).

**Table 7d: Category 1 Offenders (Registered Sexual Offenders) managed at Level 2 and Level 3 sent to custody for breach of SOPO or SHPO, 2016/17**

	<b>Number sent to custody</b>	<b>Number of MAPPA-eligible offenders</b>	<b>Per cent sent to custody</b>
<b>Category 1</b>	<b>50</b>	<b>1,908</b>	<b>3%</b>
Level 2	44	1,771	2%
Level 3	6	137	4%

## Serious Further Offences

For the purposes of this bulletin, a serious further offence (SFO) is an offence which an offender under probation supervision is alleged to have committed where that alleged offence qualifies for a SFO Review<sup>5</sup>. The criteria for a SFO Review are set out in the Definitions section.

The number of MAPPA-eligible offenders (supervised by Probation) charged with an SFO has been increasing generally since 2010/11 at a rate of around 8% per year, excluding the unusually high increase in 2014/15. The 217 offenders charged with a serious further offence (SFO) in 2016/17 represent a 12% increase in offenders charged with a SFO in 2015/16 (**Table 8**) compared with a 7% increase in the number of MAPPA-eligible offenders over the same period. However, the proportion of MAPPA Level 2 and Level 3 offenders charged with a SFO has fallen from 0.6% in 2015/16 to 0.4% in 2016/17 and remains a low proportion of offenders.

**Table 8: MAPPA-eligible offenders supervised by Probation in England and Wales, charged with a Serious Further Offence 2006/07 – 2016/17**

Year	Level 1	Level 2	Level 3	Total
2006/07	..	69	13	-
2007/08	..	72	7	-
2008/09 <sup>(a)</sup>	..	40	8	-
2009/10	162	31	3	196
2010/11	108	23	3	134
2011/12	116	24	7	147
2012/13	125	18	6	149
2013/14	143	28	3	174
2014/15	185	36	1	222
2015/16	164	28	1	193
2016/17	200	16	1	217

(a) On 01/12/2008, Probation Circular 22/2008 introduced changes in the process for notification and the subsequent review of SFOs. As a result, the figures for 2008/09 include cases before and after the changes and therefore are not directly comparable with the previous and subsequent year.

Note: (..) indicates that these data were not collected at Level 1 from 2006/07 to 2008/09 and therefore that a Total is not available, indicated by (-).

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<sup>5</sup> An offender may be charged with more than one serious further offence.

**Table 9a** shows the MAPPA Category and Level for the 217 MAPPA-eligible offenders charged with a serious further offence during 2016/17.

**Table 9a: MAPPA-eligible offenders supervised by Probation in England and Wales, charged with a Serious Further Offence in 2016/17**

Offenders charged with an SFO in 2016/17 <sup>(a)</sup>	Category 1	Category 2	Category 3	Total
Level 1	88	112	-	200
Level 2	9	2	5	16
Level 3	0	1	0	1
<b>Total</b>	<b>97</b>	<b>115</b>	<b>5</b>	<b>217</b>

(a) As defined in Probation Instruction 10/2011.

Note: '-' indicates that Category 3 offenders are only managed at Levels 2 and 3.

**Table 9b** shows the outcomes of serious further offences during 2016/17. Recorded outcomes for those charged are not always available within the reporting year and so the total number of outcomes in **Table 9b** will not equal the total charges in **Table 9a**.

**Table 9b: Outcomes of SFO cases in 2016/17**

Outcome: <sup>(a)</sup>	Conviction for SFO	Offender still charged with SFO at 31 March 2017	Any other outcome <sup>(b)</sup>	Total
Category 1				
Level 1	61	33	19	113
Level 2	7	2	2	11
Level 3	0	0	0	0
Category 2				
Level 1	67	54	32	153
Level 2	3	1	2	6
Level 3	0	0	1	1
Category 3				
Level 2	1	2	6	9
Level 3	0	0	0	0
<b>Total</b>	<b>139</b>	<b>92</b>	<b>62</b>	<b>293</b>

(a) As defined in Probation Instruction 10/2011.

(b) Any Other Outcomes include case dismissed and charge changed to a lesser non-SFO offence.

**Table 9b** shows that 139 offenders were convicted of a serious further offence during 2016/17 and 62 offenders' cases resulted in another outcome, such as acquittal or conviction of an offence which does not meet the SFO definition.

A further 92 offenders remained still charged with a serious further offence as at the end of March 2017.

## MAPPA Serious Case Review

It is mandatory for a MAPPA Serious Case Review to be carried out by the local MAPPA Strategic Management Board where a MAPPA offender managed at either Level 2 or 3 is charged with committing or attempting to commit an offence of murder, manslaughter or rape. A MAPPA Serious Case Review may also be conducted on a discretionary basis in other circumstances.

Areas were asked to report on the number of MAPPA SCRs completed for cases managed at Level 2 and 3. In 2016/17, there were 6 MAPPA Serious Case Reviews managed at Level 2 at the time of the charge and none managed at Level 3 at the time of the charge.

## Serious Further Offences by MAPPA Area

Information on serious further offences at MAPPA area level are published alongside this statistics bulletin in the Ministry of Justice section of the gov.uk website:

<https://www.gov.uk/government/organisations/ministry-of-justice/series/multi-agency-public-protection-arrangements-mappa-annual-reports>

These tables cover:

- MAPPA eligible offenders supervised by Probation in England and Wales, charged with a Serious Further Offence in 2016/17 (**Table 10**)
- MAPPA eligible offenders supervised by Probation in England and Wales, charged with and subsequently convicted of a Serious Further Offence in 2016/17 by 31 March 2017 (**Table 11**)
- MAPPA eligible offenders supervised by Probation in England and Wales, charged with a Serious Further Offence in 2016/17 who remained charged on 31 March 2017 (**Table 12**)
- MAPPA eligible offenders supervised by Probation in England and Wales, charged with a Serious Further Offence in 2016/17 resulting in any other outcome (**Table 13**)
- MAPPA Serious Case Review resulting from Level 2 and Level 3 offenders charged with a Serious Further Offence 2016/17 (**Table 14**)

## Data Sources, Quality and Revisions

The data presented in this brief are drawn from MAPPA areas' local administrative IT systems. The data are submitted by areas at summary rather than individual level so detail on specific offenders and any subsequent focus on individuals is not possible from this dataset.

Although care is taken when processing and analysing the returns, the detail collected is subject to the inaccuracies inherent in any large-scale recording system.

The data are collected for a financial year and are submitted on an annual basis. During the data collection process, areas may identify the need to correct or amend the previous year's data. If required, these are made in the following year's report. A footnote on the relevant table will indicate the scale of the revision.

## Explanatory notes

Unless otherwise stated, the yearly totals refer to the period between 1 April of a given year and 31 March the following year.

### **Symbols and conventions**

The following symbols have been used throughout the tables in this bulletin:

- = Not applicable
- 0 = Nil
- .. = Not available
- (r) = Revised data
- (p) = Provisional data
- == = Discontinuity in the series



## Definitions

**Breach of licence** – Since 1 June 2014, offenders who are aged 18 and over and released into the community following a period of at least 12 months imprisonment will be supervised by either the National Probation Service or a Community Rehabilitation Company, subject to a licence with conditions. If the offender is found to have failed to comply or breached those conditions, action may be taken to recall the offender back to custody. The Offender Rehabilitation Act 2014 (ORA) extended licence supervision to include those with sentences of less than 12 months, meaning these offenders can be recalled to custody for breach of licence. ORA applies to convictions for offences committed from 1 February 2015 onwards.

**Foreign Travel Orders (FTO)** – A restrictive order that could be applied to prevent offenders with convictions for sexual offences against children from travelling abroad, where it was considered necessary to protect children from the risk of sexual harm. The Order was granted by the Court on application from the Police. From 2015/16 onwards, FTOs have been replaced by Sexual Harm Prevention Orders with a foreign travel restriction.

**MAPPA-eligible offenders** – Offenders defined in law as eligible for MAPPA management, because they have committed specified sexual and violent offences, or have been assessed as presenting a serious risk of harm to the public.

**MAPPA Serious Case Review (MAPPA SCR)** – It is mandatory for a MAPPA SCR to be commissioned by the local MAPPA Strategic Management Board where a MAPPA offender managed at either Level 2 or 3 is charged with committing an offence of murder, manslaughter or rape, or attempting to commit murder or rape.

MAPPA SCRs may also be conducted on a discretionary basis in the following circumstances:

- where a MAPPA offender managed at Level 1 is charged with committing an offence of murder, manslaughter or rape, or attempting to commit murder or rape; or
- where a MAPPA offender managed at any level is charged with one of the serious offences listed in Probation Instruction 15/2014<sup>6</sup>; or
- where it is assessed that it would be in the public interest to undertake a review.

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<sup>6</sup> Probation Instruction 15/2014 supersedes Probation Instruction 10/2011 and Probation Circular 22/2008. See <http://www.justice.gov.uk/offenders/probation/probation-instructions>

The purpose of the review is to examine the activity of the agencies involved in the management of the offender and whether MAPPA guidance and policies were followed appropriately.

The MAPPA SCR should identify whether there are lessons to be learned from the way in which the case was managed and how they will be acted upon. A MAPPA SCR and Probation SFO review (see below) may be conducted simultaneously.

**Notification Order** – A restrictive order which requires sexual offenders who have been convicted of a sexual offence overseas to register with the UK police, in order to protect the public in the UK from any risk that they pose. Police may apply to the court for the order in relation to offenders living in, or intending to come to, the UK.

**Restrictive Orders** – Orders used to assist in managing the risks presented by an offender. These include Sexual Harm Prevention Orders and Sexual Risk Orders, which were introduced by the Anti-Social Behaviour Crime and Policing Act 2014. They replaced the previous Sexual Offences Prevention Orders, Risk of Sexual Harm Orders and Foreign Travel Orders, which were introduced by the Sexual Offences Act 2003 (see individual definitions).

**Serious Further Offence (SFO)** – For the purposes of this Bulletin, an offender under probation supervision, normally either subject to a court order or on supervision after release from a custodial sentence, who is charged with a serious sexual or violent offence will be considered to have committed an SFO if his or her offence qualifies for a SFO review (see SFO Review Process next).

**Serious Further Offence (SFO) Review Process** – A mandatory SFO Review will be conducted where an offender under probation supervision or within 28 days of completing supervision is charged with an offence in the following circumstances:

- The offender is charged with perpetrating or attempting to carry out one of the most serious offences, i.e. murder, manslaughter, or another offence causing death, rape, or a sexual offence against a child under 13; or
- The offender is charged with another offence listed in Probation Instruction 15/2014 (this list is based on those offences in Schedule 15 to the Criminal Justice Act 2003 that carry a maximum sentence of 14 years of Life, excluding s.18 Wounding with intent) **and** his or her risk of serious harm has been assessed as high or very high during the current sentence, or he or she has not been subject to a risk assessment during the current sentence.

A discretionary SFO Review may be carried out where:

- The offender is charged with an offence outside the above eligibility criteria, but it is decided by HM Prison and Probation Service

(HMPPS) that it may be in the public interest to complete a notification and subsequent review. This would apply regardless of whether the offence was on the SFO qualifying list or not.

A MAPPA SCR and Probation SFO review may be conducted simultaneously.

**Sexual Offences Prevention Order (SOPO)** – A restrictive order that could be made by a Court at the time of sentence for a sexual offence or following an application by the Police. The duration of a SOPO was variable, ranging from a minimum of 5 years to the remainder of an offender's life. A SOPO required the subject to register with the Police as a sexual offender and could include conditions, such as preventing the offender from loitering near schools or playgrounds. If the offender failed to comply with the requirements of the order, he or she could be taken back to court and could be liable to up to 5 years' imprisonment. From 2015/16 onwards, SOPOs have been replaced by Sexual Harm Prevention Orders.

**Sexual Harm Prevention Order (SHPO)** – A restrictive order that replaced the Sexual Offences Prevention Order and Foreign Travel Order following the Anti-social Behaviour, Crime and Policing Act 2014. A SHPO can be applied to anyone convicted or cautioned for a specified sexual or violent offence, including offences committed overseas. The court needs to be satisfied that the order is necessary for protecting the public (or any particular member of the public) from sexual harm, or for protecting children from sexual harm outside of the United Kingdom. SHPOs require offenders to register with the Police as a sexual offender and prohibit them from doing anything described in the SHPO. This can include a prohibition on foreign travel. Prohibitions have effect for a fixed period, specified in the Order, of at least 5 years, or until further Order. SHPOs may specify different periods for different prohibitions. Failure to comply with a requirement imposed under a SHPO is an offence punishable by a fine and/or imprisonment.

**Sexual Risk Order (SRO)** – A restrictive order that replaced the Risk of Sexual Harm Order following the Anti-social Behaviour, Crime and Policing Act 2014. A SRO can be made where a person has committed an act of a sexual nature and as a result there is reasonable cause to believe that it is necessary for such an order to be made, even if they have never been convicted. The court needs to be satisfied that the order is necessary for protecting the public (or any particular members of the public) from sexual harm. SROs prohibit offenders from doing anything described in the Order and can include a prohibition on foreign travel. Prohibitions have effect for a fixed period of not less than 2 years, or until further Order. SROs may specify different periods for different prohibitions. Failure to comply with a requirement imposed under a SRO is an offence punishable by a fine and/or imprisonment.

## Contact points for further information

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General information about the official statistics system of the UK is available from [www.statistics.gov.uk](http://www.statistics.gov.uk)



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