



Ministry
of Justice



Multi-Agency Public Protection Arrangements - Annual Report 2017/18

Ministry of Justice
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1. Introduction

What are MAPPA?

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. MAPPA were established by Sections 325 to 327 of the Criminal Justice Act 2003.

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

Some 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 who meet the criteria for MAPPA set out in the Criminal Justice Act 2003 are identified by the agency managing them and relevant agencies gather and share information about them. 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.

Categories of offenders under MAPPA

There are **3 broad categories of offenders under MAPPA:**

- **Category 1 - Registered sexual offenders (RSO).** These are offenders who have been convicted of a specified sexual offence¹ 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.** These are offenders who have been convicted of a specified violent offence² and sentenced to imprisonment/detention for at least 12 months 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.

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

² 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.** These are offenders who do not qualify under Category 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.

Management Levels

Under MAPPA, offenders are **managed at one of 3 levels.** These levels reflect the level of multi-agency co-operation required to implement the individual offender's risk management plan effectively. 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 their risk

- **Level 1** – The agency that has the lead in supervising the offender applies the usual arrangements to manage the offender at this level. Relevant agencies, especially the police and probation, will usually exchange information about offenders between them. However, the agencies do not hold formal multi-agency meetings to discuss an offender's case. Offenders will be managed at Level 1 in most cases.
- **Level 2** – The risk management plans for these offenders require the active involvement of several agencies via regular multi-agency public protection meetings.
- **Level 3** – As with offenders managed at Level 2, the active involvement of several agencies is required; however, the risks presented by offenders managed at this level are such that senior staff from the agencies involved are required to authorise the use of additional resources, such as 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.

User	Summary of main statistical needs
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 Bulletin³: 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 25 October 2018 and includes financial year statistics for the year 2017/18.

The next publication of Multi-Agency Public Protection Arrangements is scheduled to be published in October 2019.

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

2. Key findings

- On 31 March 2018 there were 80,983 offenders being managed under the MAPPA framework in the community England and Wales.
- Of these, 58,637 (72.4%) were Category 1 offenders (Registered Sexual Offenders), 22,056 (27.2%) were Category 2 offenders (violent offenders) and 290 (0.4%) were Category 3 offenders (other dangerous offenders).
- There were 79,559 (98.2%) offenders being managed at Level 1, 1,276 (1.6%) being managed at Level 2, and 148 (0.2%) being managed at Level 3.

Figure 1: Number of Offenders under MAPPA by Category on 31 March 2010 – 2018



- The total number of offenders being managed under MAPPA on 31 March has been increasing since 2009 at an average annual rate of 7%. The total on 31 March 2018 was 5% higher than on 31 March 2017.
- The number of Category 1 offenders under MAPPA on 31 March has continued to increase at an average annual rate of 7% since 2009. It increased by 6% to 31 March 2018.

The number of Category 2 offenders under MAPPA on 31 March has also been increasing at an average annual rate of 7% since 2009. It increased by 4% to 31 March 2018.

After decreasing to 2015, the number of Category 3 offenders under MAPPA on 31 March began to increase yearly. Although it decreased by 17% from 2017 to 2018, the 2018 figure of 290 is higher than the 2015 figure of 255.

- The number of offenders being managed at Level 1 on 31 March has been increasing since 2009 at an average annual rate of 8%. The total on 31 March 2018 was 6% higher than on 31 March 2017.

On the other hand, the number of offenders being managed at Level 2 on 31 March has been decreasing since 2009 at an average annual rate of 12%. The total on 31 March 2018 was 4% lower than on 31 March 2017.

Level 3 has seen relatively stable number of offenders, around 143, each year since 2012, although it decreased by 4% from last year.

- There were 114 Registered Sexual Offenders per 100,000 of the population aged 10 and over on 31 March 2018. This is an increase from 108 on 31 March 2017 and continues a trend of successive annual increases.
- The number of Level 2 and Level 3 offenders returned to custody in a year for breaching licence conditions has been decreasing over the years. The 587 returned to custody in 2017/18 was a 16% reduction from 2016/17.
- The number of offenders charged with a Serious Further Offence (SFO) while subject to probation supervision and MAPPA continues to increase annually. However, we estimate that it is a small proportion (less than 0.1%) of those managed under MAPPA in a year. It increased by 25 (12%) from 2016/17 to 2017/18. The increases are partly explained by increasing number of offenders coming under MAPPA.

3. Category and Management Level Breakdown

On 31 March 2018, 80,983 offenders were being managed under MAPPA.

Around three quarters (72.4%) of these offenders were Registered Sexual Offenders. The majority of all MAPPA offenders (98.2%) were being managed at Level 1 (**Table 1**).

Table 1: MAPPA-eligible offenders on 31 March 2018

	Category 1 Registered Sexual Offenders	Category 2 Violent Offenders	Category 3 ^(a) Other Dangerous Offenders	Total
Level 1	57,989	21,570	-	79,559
Level 2	601	426	249	1,276
Level 3	47	60	41	148
Total	58,637	22,056	290	80,983

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

The total number of offenders managed under MAPPA on 31 March 2018 is an increase of 5% when compared with the number on 31 March 2017 (**Table 2**), and this is consistent with annual increases since 2009.

Table 2: MAPPA-eligible offenders by Category on 31 March 2018

Year	Category 1 Offenders	Category 2 Offenders	Category 3 Offenders	Total
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
2017/18	58,637	22,056	290	80,983

(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.

Increases in the number of Category 1 offenders primarily drive the increase in the overall number of offenders under MAPPA.

The number of Registered Sexual Offenders usually increases by about 3,000 annually in recent years. The increase in the number of Registered Sexual Offenders is influenced by sentencing trends, in which the number of people convicted of sexual offences was increasing steadily until 2017/18. Additionally, many sex offenders have to register for long periods of time, with some registering for life (although they do have a right of appeal after completing a specified period of time subject to the notification requirements – see Section 5). This has a cumulative effect on the total number of offenders required to register at any one time.

The number of Registered Sexual Offenders per 100,000 head of population aged 10 and over was 114 on 31 March 2018, continuing an increasing trend (**Table 3**).

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

Year	Number of Category 1 offenders per 100,000 population aged 10+
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
2017/18	114

The number of Category 2 offenders has increased generally about 7% annually since 2010. However, the increases have been more varied. For example, after the number increasing by 2,362 (13%) from 2016 to 2017, the increase slowed to 847 (4%) from 2017 to 2018. These may reflect fluctuations in the number of offenders convicted of violence against the person offences in recent years⁴.

⁴ See sentencing tables for more information:
<https://www.gov.uk/government/statistics/criminal-justice-system-statistics-quarterly-march-2018>

The number of Category 3 offenders (Other Dangerous Offenders) decreased annually from 2009 to 2015. It has since continued to increase yearly although it decreased by 17% to 290 from 2017 to 2018.

4. 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 require.

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 year as an indication of the number of cases in the community that require the increased oversight this provides. Offenders are only counted once, with cases counted at the highest level at which they have been managed throughout the reporting period. This is in contrast to the numbers of offenders under MAPPA reported in Tables 1 and 2, which are the number of offenders managed at the end of March.

The collection of data on Level 2 and 3 offenders managed through the year has changed from 2015/16 onwards. These offenders may be 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: Number of MAPPA Offenders managed at Level 2 and Level 3 by Category (financial year total)

Year	Category 1		Category 2 ^(a)		Category 3 ^(a)		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
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 ^(b)	1,893	166	2,011	134	924	109	4,828	409
2016/17	1,771	137	1,601	134	926	102	4,298	373
2017/18	1,648	163	1,457	151	826	105	3,931	419

(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.

5. Revocation of lifetime notification requirement for Registered 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 2017 and March 2018, 334 Registered Sexual Offenders had their lifetime notification requirements revoked on application, a decrease from 364 in 2016/17.

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>

6. Breaches of notification requirements for Registered Sexual Offenders

Registered Sexual 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 Registered Sexual Offenders who were cautioned or convicted for breaches of their notification requirement was 1,950 in 2017/18 (**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

Year	Number cautioned or convicted
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 ^(a)	1,547
2016/17	1,739
2017/18	1,950

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

The number of Category 1 offenders cautioned or convicted for breach of notification requirements in a year increased in the last two years. In 2017/18, the majority were managed at Level 1 (97%), reflecting the large proportion of Category 1 cases managed at this level. Relatively few Category 1 offenders managed at Level 2 and Level 3 get cautioned or convicted for breach of notification requirements – 3% for Level 2 and 2% for Level 3 in 2017/18 (**Table 5b**).

Table 5b: Number of Category 1 offenders (Registered Sexual Offenders) cautioned or convicted for breaches of the notification requirement by Level, 2017/18

	Number cautioned or convicted	Number of MAPPA-eligible offenders	Per cent cautioned or convicted
Category 1	1,950	-	-
Level 1 ^(a)	1,899	-	-
Level 2	47	1,648	3%
Level 3	4	163	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).

7. Number of Restrictive Orders imposed

The restrictive orders used to assist in managing the risks presented by an offender eligible for MAPPA management 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 fell to 5,551 in 2017/18 from a high of 5,931 in 2016/17. This follows successive annual increases since 2006/07. The increase recorded in 2016/17 is not comparable with increases in previous years since SHPOs replaced SOPOs in 2015/16. The criteria required since 2015/16 for SHPOs to be granted by the Courts are wider than those for the previous orders - an offender must now present a risk of sexual harm to be given a SHPO while before an offender had to present a risk of *serious* sexual harm to be given a SOPO.

A Notification Order (NO) requires sexual offenders who have been convicted of a sexual offence overseas to register with the UK police. The number of NOs imposed yearly has been higher from 2013/14, when it has averaged 114, than before. However, after increasing to a peak of 137 in 2014/15, it has now decreased to 97 in 2017/18, the lowest level since 2012/13 (**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 ^(a)	NOs imposed	FTOs/SHPOs with Foreign Travel Restrictions imposed ^(a)
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
2017/18	5,551	97	11

(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.

8. 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 local 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 2017 and 31 March 2018, 17 people became subject to notification requirements following a breach of an SRO. This is down from 23 in 2016/17.

9. 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 with or breached those conditions and their risk is deemed no longer manageable in the community, 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) and Category 3 (Other Dangerous 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 2017/18, 587 Level 2 and Level 3 MAPPA offenders were returned to custody for breach of their licence, a decrease of 16% from the previous year, continuing a general fall in this number since 2006/07 (**Table 7a**).

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

Year	Level 2	Level 3	Total
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
2017/18	521	66	587

However, the decreasing trend in the number of Level 2 and Level 3 offenders recalled to custody in a year is in line with decreasing trend in the total number of Level 2 and Level 3 offenders.

The proportion of Level 2 and Level 3 offenders returned to custody in a year for breaching licence conditions fell to 13% in 2017/18 (**Table 7b**).

About 11% of Category 1 offenders managed at Levels 2 and 3 were returned to custody for breaching licence conditions. This was lower than corresponding proportions for Category 2 offenders (16%) and Category 3 offenders (14%). However, not all Category 1 offenders managed at Levels 2 and 3 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, 2017/18

	Number returned to custody	Number of MAPPA offenders	Per cent returned to custody
Category 1	195	1,811	11%
Level 2	166	1,648	10%
Level 3	29	163	18%
Category 2	261	1,608	16%
Level 2	247	1,457	17%
Level 3	14	151	9%
Category 3	131	931	14%
Level 2	108	826	13%
Level 3	23	105	22%
Total	587	4,350	13%

In 2017/18, there were 42 Level 2 and Level 3 Registered Sexual Offenders sent to custody for breach of SOPO or SHPO (Table 7c).

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

Year	Level 2	Level 3	Total
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 ^(a)	-	-	-
2013/14	66	11	77
2014/15	57	7	64
2015/16 ^(b)	38	15	53
2016/17	44	6	50
2017/18	35	7	42

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

(b) SHPOs replaced SOPOs in 2015/16.

A lower proportion (2%) of Registered Sexual Offenders managed at Level 2 and Level 3 were sent to custody for breach of SOPO or SHPO in 2017/18 than the 3% similarly sent to custody in 2016/17 (Table 7d).

Category 1 offenders managed at Level 3 were more likely to be sent to custody for breach of SOPO/SHPO than Category 1 offenders managed at Level 2 (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, 2017/18

	Number sent to custody	Number of MAPPA-eligible offenders	Per cent sent to custody
Category 1	42	1,811	2%
Level 2	35	1,648	2%
Level 3	7	163	4%

10. Serious Further Offences

In 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 Review⁵. The criteria for a SFO Review are set out in the Definitions section.

The number of offenders under MAPPA (supervised by Probation) charged with an SFO has been increasing generally since 2010/11 at an average annual rate of 9% between 2010/11 and 2017/18. There were 242 offenders charged with a serious further offence (SFO) in 2017/18, a 12% increase on the number in 2016/17 and the highest figure in the last 9 years (**Table 8**). The increases are partly due to the increasing number of offenders being managed under MAPPA each year.

It remains that a relatively small proportion of MAPPA offenders get charged with SFO in each year. For example, consistently less than 0.6% of those managed at Level 2 and Level 3 get charged in each year since 2009/10. We estimate the proportion of all MAPPA offenders who get charged in a year to be consistently less than 0.1% in the last three years.

Table 8: MAPPA offenders supervised by Probation in England and Wales, charged with a Serious Further Offence 2006/07 – 2017/18

Year	Level 1	Level 2	Level 3	Total
2006/07	..	69	13	-
2007/08	..	72	7	-
2008/09 ^(a)	..	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
2017/18	220	19	3	242

(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 (-).

⁵ An offender may be charged with more than one serious further offence.

Table 9a shows the MAPPA Category and Level for the 242 MAPPA offenders charged with a serious further offence during 2017/18.

Table 9a: Number of MAPPA offenders supervised by Probation in England and Wales and charged with a Serious Further Offence^(a) in 2017/18

Level	Category 1	Category 2	Category 3	Total
Level 1	82	138	-	220
Level 2	8	8	3	19
Level 3	2	1	0	3
Total	92	147	3	242

(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 2017/18. 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 2017/18

Outcome: ^(a)	Conviction for SFO	Offender still charged with SFO at 31 March 2018	Any other outcome ^(b)	Total
Category 1				
Level 1	59	22	34	115
Level 2	6	3	1	10
Level 3	1	0	1	2
Category 2				
Level 1	88	64	40	192
Level 2	4	3	2	9
Level 3	0	1	0	1
Category 3				
Level 2	2	1	2	5
Level 3	0	0	1	1
Total	160	94	81	335

(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 160 offenders were convicted of a serious further offence during 2017/18 and 81 offenders' cases resulted in another outcome, such as acquittal or non-SFO conviction.

A further 94 offenders remained still charged with a serious further offence as at the end of March 2018.

11. 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 2017/18, there were 6 MAPPA Serious Case Reviews managed at Level 2 and 1 managed at Level 3 at the time of the charge.

12. 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 2017/18 (**Table 10**)
- MAPPA eligible offenders supervised by Probation in England and Wales, charged with and subsequently convicted of a Serious Further Offence in 2017/18 by 31 March 2018 (**Table 11**)
- MAPPA eligible offenders supervised by Probation in England and Wales, charged with a Serious Further Offence in 2017/18 who remained charged on 31 March 2018 (**Table 12**)
- MAPPA eligible offenders supervised by Probation in England and Wales, charged with a Serious Further Offence in 2017/18 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 2017/18 (**Table 14**)

13. 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.

14. 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

15. 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 15/2014⁶; or
- where it is assessed that it would be in the public interest to undertake a review.

⁶ 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 licence 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 sex 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 RSO is an offence punishable by a fine and/or imprisonment.

16. Contact points for further information

Press enquiries should be directed to the Ministry of Justice press office:

Tel: 020 3334 3536

Other enquiries about these statistics should be directed to:

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General enquiries about the statistical work of the Ministry of Justice can be e-mailed to: statistics.enquiries@justice.gsi.gov.uk

General information about the official statistics system of the UK is available from www.statistics.gov.uk



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