



Ministry
of Justice



Multi-Agency Public Protection Arrangements - Annual Report 2019/20

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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 and Adult Social Care, 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.

The agency with the primary responsibility for managing offenders identifies those who meet the criteria for MAPPA, as set out in the Criminal Justice Act 2003 and relevant agencies gather and share information about them. They assess the nature and level of the risk of harm the offenders pose and implement a risk management plan to protect the public. Although risk of harm can be managed, it cannot be eliminated.

The period an offender remains a MAPPA offender varies significantly. Some will be MAPPA offenders for life and some for less than 6 months. The period will be dependent upon the offence committed and the sentence imposed.

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 offence 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 offence¹ 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

¹ See appendix 4, MAPPA Guidance, for qualifying offences:
<http://www.justice.gov.uk/offenders/multi-agency-public-protection-arrangements>

offenders who do not qualify for the notification requirements that apply to Category 1 offenders.

- **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. Every offender is assessed and management levels are set for each individual offender.

- **Level 1** – The agency that has the lead in supervising the offender applies the usual arrangements to manage the offender. In addition, all relevant agencies, especially the Police and Probation Services, will exchange information about these offenders between them and this will inform the level of management and the risk management plan. 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 formal multi-agency public protection meetings which oversee the implementation of a coordinated risk management plan.
- **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 range 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 Bulletin²: 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 29 October 2020 and includes financial year statistics for the year 2019/20.

The next publication of Multi-Agency Public Protection Arrangements is scheduled to be published in October 2021.

² Offender Management Statistics <https://www.gov.uk/government/collections/offender-management-statistics-quarterly>

2. Key findings

- On 31 March 2020, there were 85,709 offenders under MAPPA management in the community in England and Wales, representing a 3% increase from last year and a 75% increase from 2010.
- Of these, 62,435 (72.8%) were Category 1 offenders (Registered Sexual Offenders), 22,943 (26.8%) were Category 2 offenders (mainly violent offenders) and 331 (0.4%) were Category 3 offenders (other dangerous offenders). These proportions are consistent over the last six years.
- There were 84,349 (98.4%) offenders under Level 1 management, 1,202 (1.4%) under Level 2 management, and 158 (0.2%) under Level 3 management. These proportions are consistent over the last six years.

Categories of offenders

- The number of Category 1 offenders has been increasing yearly. The total in 2020 was 4% higher than in last year and 79% higher than in 2010.
- Similarly, the number of Category 2 offenders on 31 March has been increasing. The total in 2020 was 3% higher than in last year and 72% higher than in 2010.
- The population of Category 3 offenders has been relatively stable in the last four years, averaging about 330, and the latest figure is 48% lower than it was in 2010.

Management level

- The number of offenders managed at Level 1 has continued to grow, with the latest figure, 84,349, as at 31 March 2020 being 4% higher than at the same date last year and 34% higher than at the same date in 2014.
- The number of offenders managed at Level 2 has generally been decreasing, reducing by 10% from the previous year and by 36% from 2014, again as at 31 March in the years in question.
- The number of offenders managed at Level 3 has fluctuated in the range 120 to 160 since 2012 and equalled the population in 2014 last year, again as at 31 March in the years in question.

Registered Sex offenders

- There were 119 Registered Sexual Offenders per 100,000 of the population aged 10 and over on 31 March 2020. This is an increase from 116 on 31 March 2019 and continues a trend of successive annual increases.

Returns to Custody

- The number of Level 2 and 3 offenders returned to custody in-year for breaching licence conditions mostly decreased annually from 2006/07 to 2017/18. However, there have been successive increases in the last two years in line with increases in overall recalls in the same period.

Serious further offences

- The number of Serious Further Offence (SFO) charges against MAPPA offenders supervised by the National Probation Service (NPS) increased in the latest period, following a decrease in the previous period, but was lower than between 2014/15 and 2017/18. Not all SFO charges result in SFO conviction, and a relatively small proportion of MAPPA offenders are charged each year with an SFO.

3. Statistician's Comments

“Total MAPPA population continues to grow yearly, driven (mainly) by increases in the number of registered sex offenders as well as increases in the number of violent offenders. The increase is driven by sentencing trends, increases in average custodial sentence length and the requirement for many sexual offenders to register for long periods of time. However, the annual increases in the last two years have been smaller than in the previous 8 years.

Whilst the overall MAPPA population has been increasing, the number being managed at Level 2 in the latest period was the lowest since 2010. Increasingly more are being managed at Level 1, and relatively stable numbers are managed at Level 3.

The number of Serious Further Offence (SFO) charges against MAPPA offenders supervised by the NPS increased in the latest period, following a decrease in the previous period, but was lower than between 2014/15 and 2017/18. Not all SFO charges result in SFO conviction, and a relatively small proportion of MAPPA offenders get charged annually. For example, consistently less than 0.6% of those managed at Level 2 and Level 3 are charged with an SFO each year.

Figures in this report are unlikely to have been impacted by COVID-19 as the period covered predates when COVID-19 restrictions came into effect.

There is scope for covering diversity in MAPPA data, and work is underway to publish figures on diversity in the next MAPPA annual report.”

4. Category and Management Level Breakdown

On 31 March 2020, 85,709 offenders were being managed under MAPPA.

Most of the offenders were Category 1 offenders managed at Level 1 (72%) or Category 2 offenders managed at Level 1 (26%), consistent with figures in the last 5 years (**Table 1**).

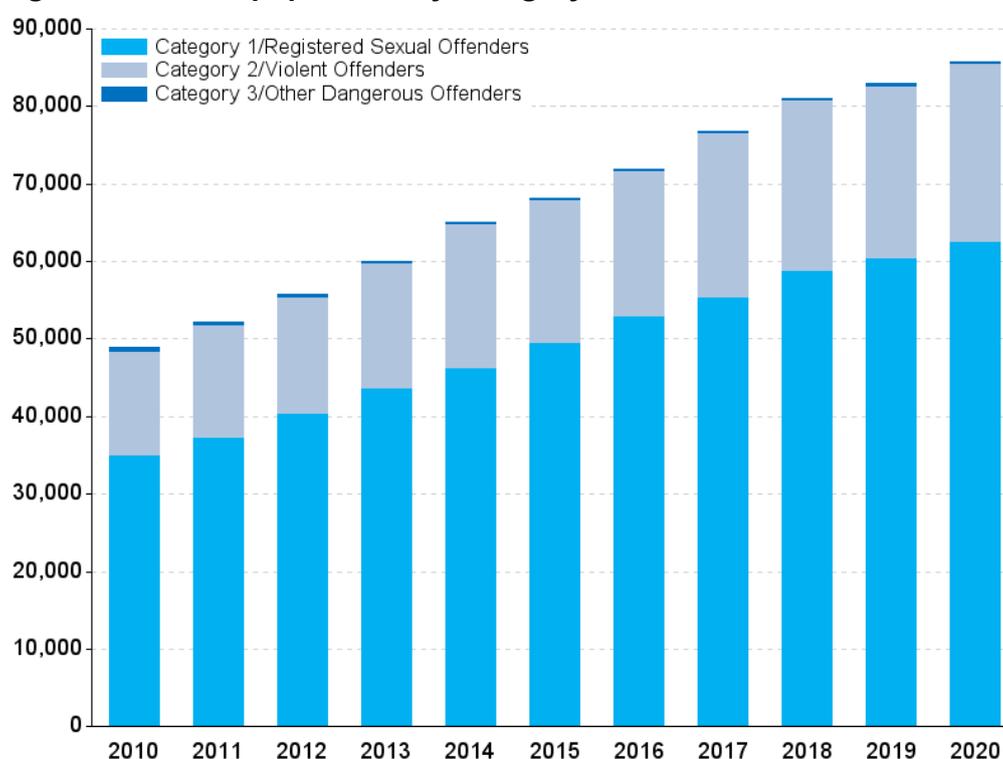
Table 1: MAPPA-eligible offenders on 31 March 2020

	Category 1 Registered Sexual Offenders	Category 2 Violent Offenders	Category 3 ^(a) Other Dangerous Offenders	Total
Level 1	61,910	22,439	-	84,349
Level 2	483	441	278	1,202
Level 3	42	63	53	158
Total	62,435	22,943	331	85,709

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

Although the MAPPA population has been increasing, annual increases in the last two years have been the smallest since 2010. The average annual percentage increase in the last two years, 3%, is lower than the average annual percentage increase from 2010 to 2018 of 7%.

Figure 1: MAPPA population by Category on 31 March 2010 – 2020

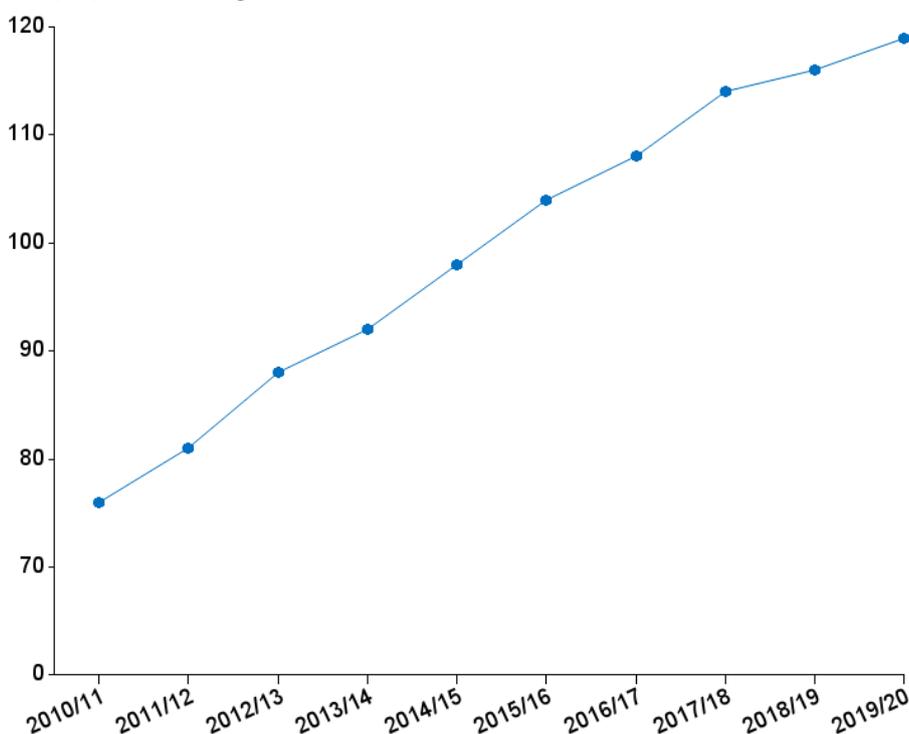


The increase in overall MAPPA population is primarily driven by increase in the number of Category 1 offenders.

Sentencing trends contribute to increases in the number of Registered Sexual Offenders, and the number of people convicted of sexual offences increased steadily until it began to fall in 2017/18.³³ 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 registered at any one time.

The number of Registered Sexual Offenders per 100,000 head of population aged 10 and over was 119 on 31 March 2020, continuing an increasing trend.

Figure 2: Category 1 Offenders (Registered Sexual Offenders) per 100,000 population aged 10 or over



The population of Category 2 offenders has also been increasing, although its annual increases have been more varied and may reflect fluctuations in

³³ See sentencing tables for more information:
<https://www.gov.uk/government/statistics/criminal-justice-system-statistics-quarterly-march-2020>

the number of offenders convicted of violence against the person offences in recent years⁴.

The population of Category 3 offenders has been relatively stable in the last 4 years, averaging about 330. This follows a decreasing trend from 2010 to 2014/15.

About 7 out of 10 of those managed at Level 1 are Category 1 offenders. No Category 3 offender is managed at Level 1. For those managed at Level 2, about equal proportions were Category 1 (40%) and Category 2 (37%), although in the last two years the number of Category 1 offenders at Level 2 has continued to decrease whereas numbers for Category 2 and Category 3 have been relatively stable. In contrast with other management levels, Level 3 has Category 2 offenders in the majority (40%), followed by Category 3 offenders (34%) and Category 1 (27%).

⁴ See sentencing tables for more information:
<https://www.gov.uk/government/statistics/criminal-justice-system-statistics-quarterly-march-2020>

5. Level 2 and 3 MAPPA eligible offenders

Under MAPPA, offenders are managed at 3 levels, 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.

Regular formal inter-agency meetings are held at Levels 2 and 3. The number of offenders managed at Level 2 and 3 over the year is recorded. This indicates the number of cases in the community that require the increased oversight that Level 2 and 3 management 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 overall number of offenders under MAPPA reported in Table 1 and 2, which set out 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 from 2015/16 appear lower than and not comparable to figures in previous years. They also do not reflect the volume of MAPPA activity 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	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 ^(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
2018/19	1,407	160	1,511	162	887	117	3,805	439
2019/20	1,313	137	1,352	190	868	129	3,533	456

(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.

6. 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 2019 and March 2020, 411 Registered Sexual Offenders had their lifetime notification requirements revoked on application, compared to 330 in 2018/19.

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>

7. 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 is a criminal offence and can lead to a caution or conviction.

The number of Registered Sexual Offenders who were cautioned or convicted for breaches of their notification requirement has been increasing from 2015/16, and this is likely driven by increases in the number of Category 1 offenders under MAPPA. (**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
2018/19	2,228
2019/20	2,559

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

The number of cautions or convictions among those managed at Level 2 has generally been decreasing in the last few years, partly due to decreasing number of Category 1 offenders managed at Level 2. Relatively few Category 1 offenders get cautioned or convicted for breach of notification

requirements (3% for Level 2 and 2% for Level 3 in 2019/20). There is no evidence in the data available that Category 1 offenders managed at Level 1 are more likely to get cautioned or convicted for breach of notification requirements (we estimate similar proportions for Level 1) (Table 5b).

Table 5b: Number of Category 1 offenders (Registered Sexual Offenders) cautioned or convicted for breaches of the notification requirement by Level, 2019/20

	Number cautioned or convicted	Number of MAPPA-eligible offenders	Per cent cautioned or convicted
Category 1	2,559	-	-
Level 1 ^(a)	2,515	-	-
Level 2	41	1,313	3%
Level 3	3	137	2%

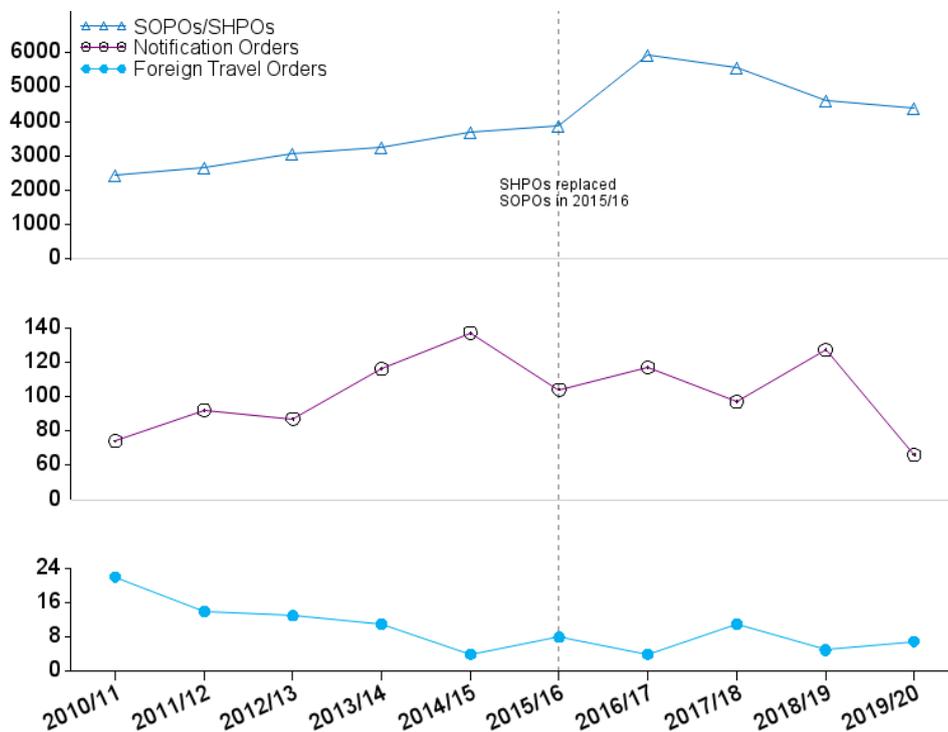
(a) Data on the number of Level 1 offenders is collected as a snapshot on 31 March (see Table 1). The total number of offenders over the year is only collected for Level 2 and 3 offenders as MAPPA meetings are only held for Level 2 and 3 offenders (see Table 4).

8. 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 for the third year running to 4,395 in 2019/20 from a high of 5,931 in 2016/17. The increase recorded in 2016/17 is not comparable with increases in previous years since SHPOs replaced SOPOs in 2015/16. The criteria required for Courts to grant SHPOs since 2015/16 have a lower threshold than those for the previous orders so more offenders became eligible. 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.

Figure 3: Sexual Offences Prevention Orders (SOPOs), Sexual Harm Prevention Orders (SHPOs), Notification Orders (NOs) and Foreign Travel Orders (FTOs) imposed by the courts



- (a) The criteria required for Courts to grant SHPOs since 2015/16 have a lower threshold than those for the previous SOPOs.
- (b) In 2015/16, FTOs ceased to be a standalone and became foreign travel restrictions within either an SHPO or SRO”.

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 generally stable in the previous 4 years, but it did drop in the last year to the lowest level since 2006/07.

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.

9. 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.

Between 1 April 2019 and 31 March 2020, 45 people became subject to notification requirements following a breach of an SRO. This is down from 46 in 2018/19.

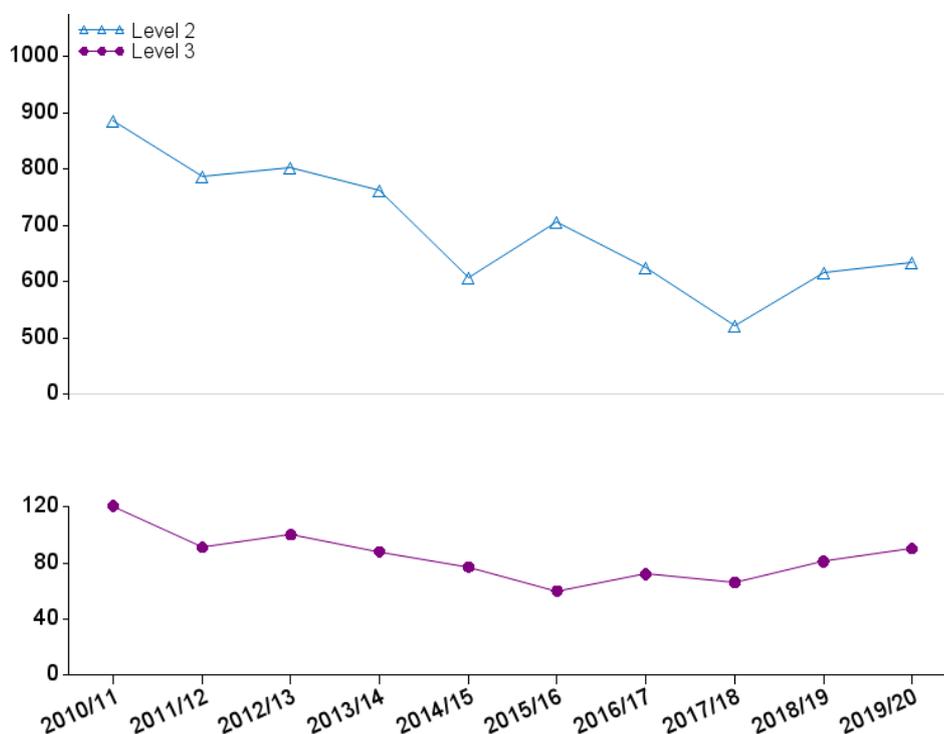
10. Recalls to Custody

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 NPS. Their licence will contain conditions. If the offender is found to have failed to comply with any of 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 thereby 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.

Figure 4: Offenders managed at Level 2 and Level 3 recalled to custody for a breach of licence



Figures on offenders recalled 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.

Fewer than 1 in 5 of those managed at Level 2 and Level 3 are recalled to custody yearly for breaching their licence conditions (**Table 7b**).

More offenders managed at Level 2 than at Level 3 are being recalled to custody for breaching licence conditions, and this results from there being more offenders managed at Level 2 than at Level 3. However, a higher proportion of Category 1 and Category 3 offenders managed at Level 3 than at Level 2 were recalled to custody for breaching licence conditions, whereas a higher proportion of Category 2 offenders managed at Level 2 than at Level 3 were recalled to custody for breaching licence conditions in the last year.

Overall, recalls to custody for Level 2 and Level 3 offenders mostly decreased yearly from 2006/07 to 2017/18, partly because of the decreasing trend in the number of offenders managed at those levels. However, there have been successive increases in MAPPA recalls in the last two years, in line with increases in general recalls in the same period.

Table 7b: Offenders managed at Level 2 and Level 3 returned to custody for a breach of licence, 2019/20

	Number returned to custody	Number of MAPPA offenders	Per cent returned to custody
Category 1	244	1,450	17%
Level 2	218	1,313	17%
Level 3	26	137	19%
Category 2	294	1,542	19%
Level 2	262	1,352	19%
Level 3	32	190	17%
Category 3	185	997	19%
Level 2	153	868	18%
Level 3	32	129	25%
Total	723	3,989	18%

More Category 2 offenders than Category 1 offenders managed at Levels 2 and 3 are recalled to custody, however not all Category 1 offenders managed at Levels 2 and 3 are subject to statutory licence conditions, and

this may partly explain the difference in recall numbers between the two categories. A higher proportion of Cat 3 offenders than Cat 2 offenders at Level 3 were recalled to custody, whereas a higher proportion of Cat 2 offenders than Cat 3 offenders at Level 2 were recalled to custody (**Table 7b**).

In 2019/20, there were 45 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
2018/19	49	5	54
2019/20	33	12	45

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

(b) SHPOs replaced SOPOs in 2015/16.

A relatively small proportion, about 3%, of Category 1 offenders managed at Level 2 and Level 3 are sent to custody for breach of SOPO or SHPO annually (**Table 3c**).

Table 7d: Category 1 Offenders (Registered Sexual Offenders) managed at Level 2 and Level 3 sent to custody for breach of SOPO or SHPO, 2019/20

	Number sent to custody	Number of MAPPA-eligible offenders	Per cent sent to custody
Category 1	45	1,450	3%
Level 2	33	1,313	3%
Level 3	12	137	9%

11. 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 an SFO Review are set out in the Definitions section in this report.

The number of offenders supervised by the NPS and managed under MAPPA who were charged with an SFO has fluctuated since 2014/15, averaging a little over 200 each year. However, although last year there were more MAPPA offenders charged with an SFO than the year before, numbers in both the last two years have been lower than in 2017/18 and are in line with recent decreases in the overall number of offenders charged with an SFO.

A relatively small proportion of MAPPA offenders are charged with an SFO in each year. For example, consistently less than 0.6% of those managed at Level 2 and Level 3 are charged with an SFO each year.

Table 8: MAPPA offenders supervised by Probation in England and Wales, charged with a Serious Further Offence 2006/07 – 2019/20

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
2018/19	165	13	1	179
2019/20	173	17	2	192

(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.

More Category 2 than Category 1 offenders are charged with an SFO, the former usually constitute about 3 out of 5 of all MAPPA offenders charged with an SFO (**Table 9a**).

Table 9a: Number of MAPPA offenders supervised by Probation in England and Wales and charged with a Serious Further Offence^(a) in 2019/20

Level	Category 1	Category 2	Category 3	Total
Level 1	75	98	-	173
Level 2	6	8	3	17
Level 3	1	0	1	2
Total	82	106	4	192

(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 2019/20. 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 2019/20

Outcome: ^(a)	Conviction for SFO	Offender still charged with SFO at 31 March 2019	Any other outcome ^(b)	Total
Category 1				
Level 1	58	30	14	102
Level 2	4	2	1	7
Level 3	0	1	0	1
Category 2				
Level 1	80	47	31	158
Level 2	3	7	1	11
Level 3	0	0	0	0
Category 3				
Level 2	1	2	1	4
Level 3	0	0	1	1
Total	146	89	49	284

(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 146 offenders were convicted of a serious further offence during 2019/20 and 49 offenders' cases resulted in another outcome, such as acquittal or non-SFO conviction.

A further 89 offenders remained still charged with a serious further offence as at the end of March 2020.

12. 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 2019/20, there were 12 MAPPA Serious Case Reviews managed at Level 2 and 1 managed at Level 3.

13. 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 2019/20 (**Table 10**)
- MAPPA eligible offenders supervised by Probation in England and Wales, charged with and subsequently convicted of a Serious Further Offence in 2019/20 by 31 March 2020 (**Table 11**)
- MAPPA eligible offenders supervised by Probation in England and Wales, charged with a Serious Further Offence in 2019/20 who remained charged on 31 March 2020 (**Table 12**)
- MAPPA eligible offenders supervised by Probation in England and Wales, charged with a Serious Further Offence in 2019/20 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 2019/20 (**Table 14**)

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. Due to operational demands created by the COVID 19 Pandemic although the National Statistics are being published as planned, local SMBs will not publish their reports until 28 January 2021.

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.

15. 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

16. 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. An 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. 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. 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).

17. 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:

Eric Nyame
Public Protection Group
HM Prison and Probation Service
8th Floor
102 Petty France
London
SW1H 9AJ

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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