



Ministry
of Justice



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Multi-Agency Public Protection Arrangements (MAPPA) Annual Report 2024/25

Main Points

MAPPA population continues to grow and was at 97,050 on 31 March 2025



The overall MAPPA population on 31 March 2025 was up 4% on the previous year and up 42% since 2015.

**On 31 March 2025:
73,047 Category 1;
23,237 Category 2;
557 Category 3; and
209 Category 4.**



These represent an increase of 4% for Category 1 offenders, a 3% increase for Category 2 offenders, a 1% decrease for Category 3 offenders and a 27% decrease for Category 4 from the previous year.



**On 31 March 2025:
95,639 managed at Level 1;
1,218 managed at Level 2;
193 managed at Level 3.**



The populations managed at Level 1 increased by 4%, while those managed at Level 2 and Level 3 decreased by 10% and 7% respectively from the last year.



253 SFO charges and 151 SFO convictions during 2024/25.



The number of serious further offence (SFO) charges increased by 17% from the year before, and the number of SFO convictions increased by 14%.

1,249 Level 2 and Level 3 licence recall returns to custody in 2024/25.



Licence recall returns were up by 13% in 2024/25, the seventh successive annual increase.

7,221 SHPOs imposed in 2024/25



More Sexual Harm Prevention Orders (SHPOs) were imposed, an increase of 19% on last year.

This bulletin covers MAPPA statistics for England and Wales 2024/25. A set of summary tables covering each section of this bulletin and a table of all the data provided by individual local MAPPA areas are published at <https://www.gov.uk/government/collections/multi-agency-public-protection-arrangements-mappa-annual-reports>.

Statistician's comment

“Published numbers today show the MAPPA population on 31 March continues to increase yearly. Historically, these increases have been driven mainly by increases in the number of persons convicted of sexual offences and subject to notification requirements.

We have seen large increases in convictions for sexual offences in the last few years, and these, in addition to efforts to increase prosecutions of rape cases under the Rape Review Action Plan, are likely to feed through into an increasing number of Category 1 offenders under MAPPA. The Category 2 population also saw an increase over the last year. The number of Category 3 offenders dropped slightly from last year, having previously seen annual increases over the last few years.

The Level 1 population on 31 March continues to increase yearly, but the latest figures show decreases in numbers being managed at both Level 2 and Level 3.

The number of Serious Further Offence (SFO) charges against probation-managed eligible MAPPA offenders increased in the latest year to its highest on record, mirroring record numbers of general SFO notifications.”

Separate figures for convictions and cautions for breach of notification requirements

We are reporting for the first time a split of figures for convictions and cautions following a breach of notification requirements. Figures can be found in annual Table 5a and Table 5b of the accompanying spreadsheet document.

For feedback related to the content of this publication, please contact us at: mappa@justice.gov.uk
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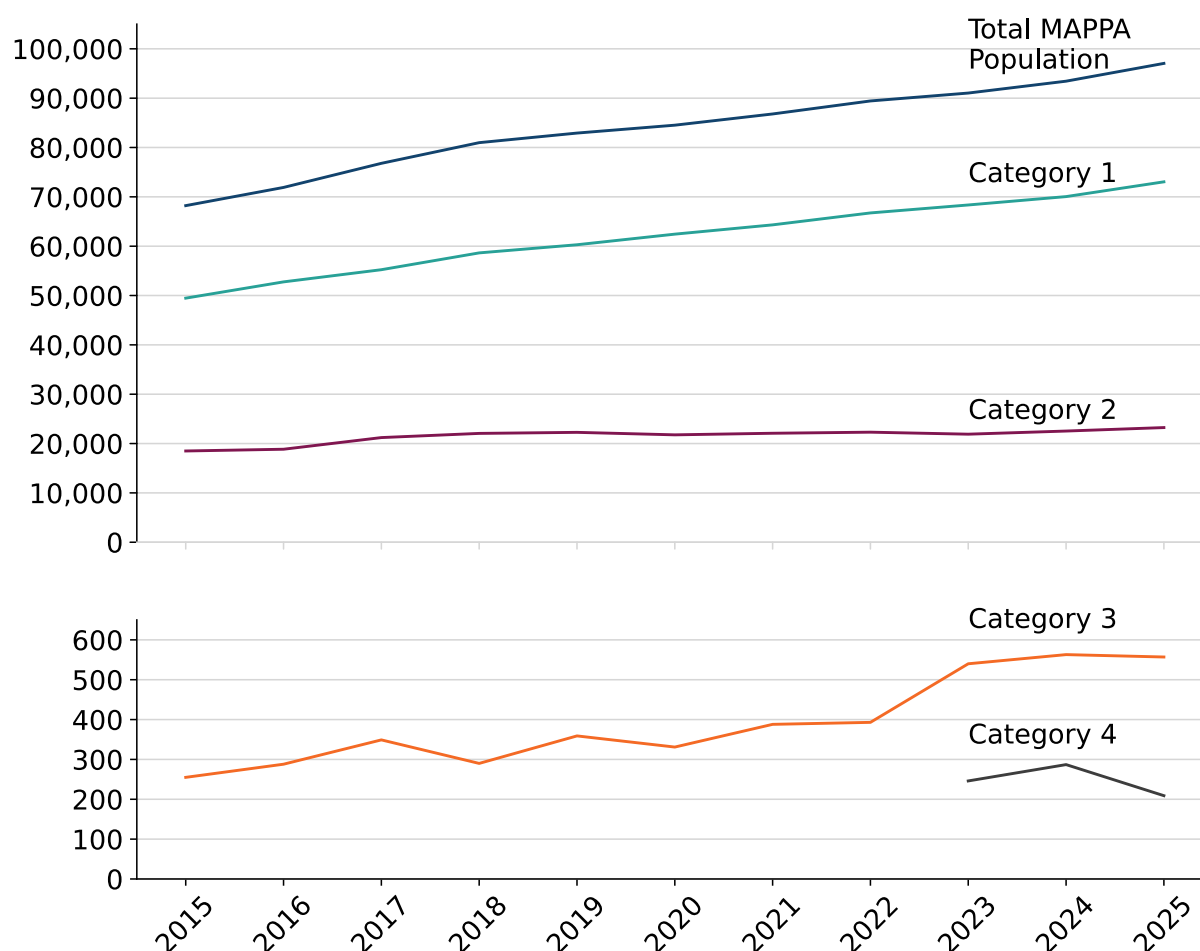
1. MAPPA Population on 31 March

MAPPA population continues to grow. It increased by 4% to 97,050 on 31 March 2025.

There were increases in Category 1 and 2 and decreases in Category 3 and 4.

The MAPPA population¹ on 31 March 2025 increased by 4% (3,614) on last year, accounted for by increases of 2,995 in Category 1 and 703 in Category 2 and offset by decreases of 6 in Category 3 and 78 in Category 4. The March 2025 figure is an increase of 42% in the MAPPA population since 2015.

Figure 1: MAPPA population by Category on 31 March 2015 – 2025 (Source: Table 1)



Categories

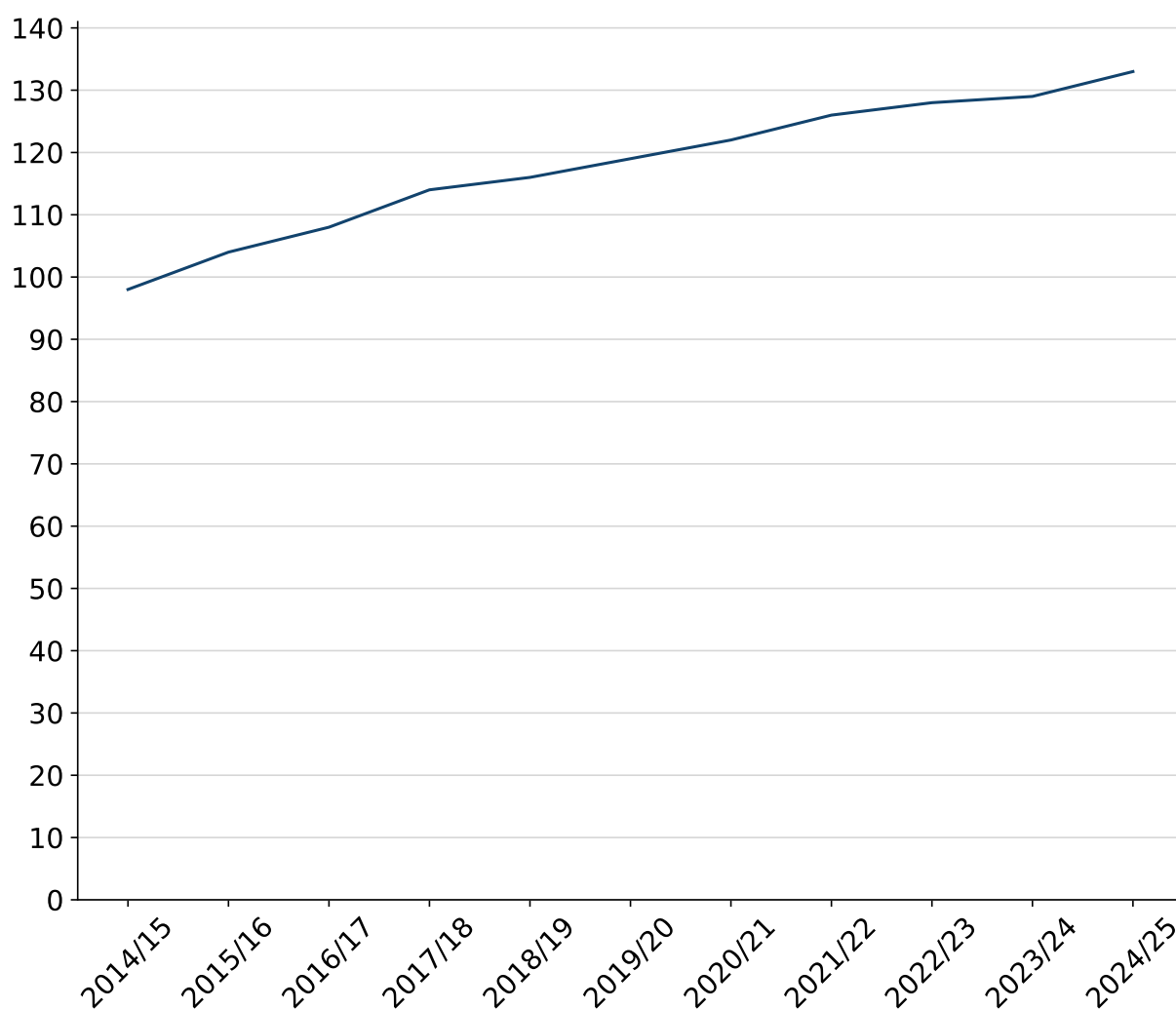
- The number of Category 1 offenders continues to increase annually, standing at 73,047 on 31 March 2025. This is an increase of 4% on last year and 48% higher than in 2015. About 70-75% of MAPPA offenders are Category 1, consistent over the last decade.

¹ For more detailed description of MAPPA, categories of offenders and management levels, see the accompanying document on notes and definitions.

The number of people being convicted of sexual offences, and the notification requirements for many of those convicted to register for long periods of time, very largely explain the rise in Category 1. The average annual increase in the Category 1 population from 2019 to 2024 was lower than it was before 2019, partly due to fewer people being convicted of sexual offences in criminal courts since a peak in 2017 and more people coming off notification requirements. Notification requirements began in 1997, with the threshold for adults lowering in 2004 as a result of the Sexual Offenders Act 2003. The 2025 increase in the Category 1 population is the highest since 2018 and may be accounted for by the rising number of offenders convicted of sexual offences in criminal courts since 2020 and the increasing average custodial sentence length for custodial sentences.

The number of offenders subject to notification requirements (i.e. Category 1) per 100,000 members of the population aged 10 and over has trended upwards, and it was 133 on 31 March 2025.

Figure 2: Category 1 Offenders subject to notification requirements per 100,000 members of the population aged 10 or over (Source: Table 3)



- The number of Category 2 offenders increased by 3% from last year, standing at 23,237 on 31 March 2025. Annual figures have been relatively stable since 2018 but

increased before that, with the latest figure representing a 26% increase from 2015. The latest figure has increased in part because offenders convicted of controlling or coercive behaviour became eligible for Category 2 on 3 February 2025. About a quarter of MAPPA offenders are Category 2, consistent in the last decade.

- After decreasing to a decade low of 255 in 2015, the Category 3 population on 31 March has since trended upward, though the latest figure of 557 is relatively unchanged from last year. The total number of Category 3 offenders managed over the course of a year reached a low of 931 in 2017/18, before the MAPPA Guidance was updated in 2018 to emphasise bringing domestic abuse perpetrators into MAPPA under Category 3. A total of 1,964 offenders were managed under Category 3 between April 2024 and March 2025, more than double the number from 2017/2018, and a 14% increase on last year's figure of 1,724.
- Category 4 was introduced by the Police Crime Sentencing and Courts Act 2022. On 31 March 2025 there were 209 Category 4 offenders, a decrease of 27% from the previous year.

Management Levels

- The overwhelming majority of MAPPA offenders continue to be managed at Level 1 (currently 99% of MAPPA offenders and at least 97% since 2015). On 31 March 2025, 95,639 offenders were being managed at Level 1, 4% higher than in last year and 44% higher than in 2015.

About 76% of those managed at Level 1 are Category 1 offenders, with the remainder almost all Category 2 offenders. Category 3 offenders cannot be managed at Level 1 as they only qualify for MAPPA if they require multi-agency management to be overseen by a formal meeting at Level 2 or 3.

- The Level 2 population on 31 March 2025 was 1,218, a decrease of 10% from last year and a decrease of 16% from 2015. The Level 2 population on 31 March 2025 has been relatively stable since 2017 at between 1,200 and 1,400. However, the total number of offenders managed at Level 2 over the year increased from 4,017 in 2023/24 to 4,353 in 2024/25.

Category 3 formed the largest category (41%) of those managed at Level 2 for the third year running. Category 1 accounts for 28% of those managed at Level 2 and Category 2 constitutes about 27%, with Category 4 making up 4%.

- The Level 3 population on 31 March 2025 was 193, a decrease of 7% from last year but an increase of 60% from 2015. The Level 3 population is more evenly spread across the categories – 22% Category 1 offenders, 21% Category 2 offenders, 30% Category 3 offenders and 27% Category 4 offenders– with a slight shift towards more Category 3 and Category 4 offenders from last year.

Diversity

The distribution of sex, ethnicity and age of offenders managed at MAPPA Level 2 or 3 on 31 March 2025 is relatively unchanged from last year and is as follows:

- About 93% are male.

- About 8% are Asian, 11% are black, 5% are mixed, 72% are white, 1% are of other ethnic group, and 3% are unknown.
- About 35% are 30 years of age or younger, 50% are 31-50 and 15% are over 50. However, there is a higher proportion of those aged up to 30 years in Category 3 (43%) and Category 4 (47%) than in Category 2 (30%) and Category 1 (26%).

2. Serious Further Offences and Serious Case Reviews (Offenders under MAPPA)

Charges and convictions triggering a review under the Probation Service Serious Further Offence (SFO) Procedures² both increased in the latest year

SFO charges rose by 17% to 253, the highest on record, and SFO convictions rose by 14% to 151 in the latest period.

SFO charges

The number of MAPPA offenders supervised by the Probation Service on licence or on a community order who were charged with an SFO increased for the second successive year. The number of offenders charged with an SFO increased for Level 1 and Level 2 but decreased slightly for Level 3. The latest total figure of 253 is the highest on record. The overall number of offenders supervised by the Probation Service who were charged with an SFO has also increased over the last year to its highest on record.

Of the 253 offenders charged, 129 were Category 1, 108 were Category 2, 15 were Category 3 and 1 was Category 4. An offence counts as an SFO only if it is committed by someone under probation supervision at the time. Most Category 1 offenders are not under probation supervision (they are under police supervision).

Not surprisingly, the majority (84%) of those charged with an SFO were managed at Level 1 as Level 1 constitutes about 99% of the MAPPA population.

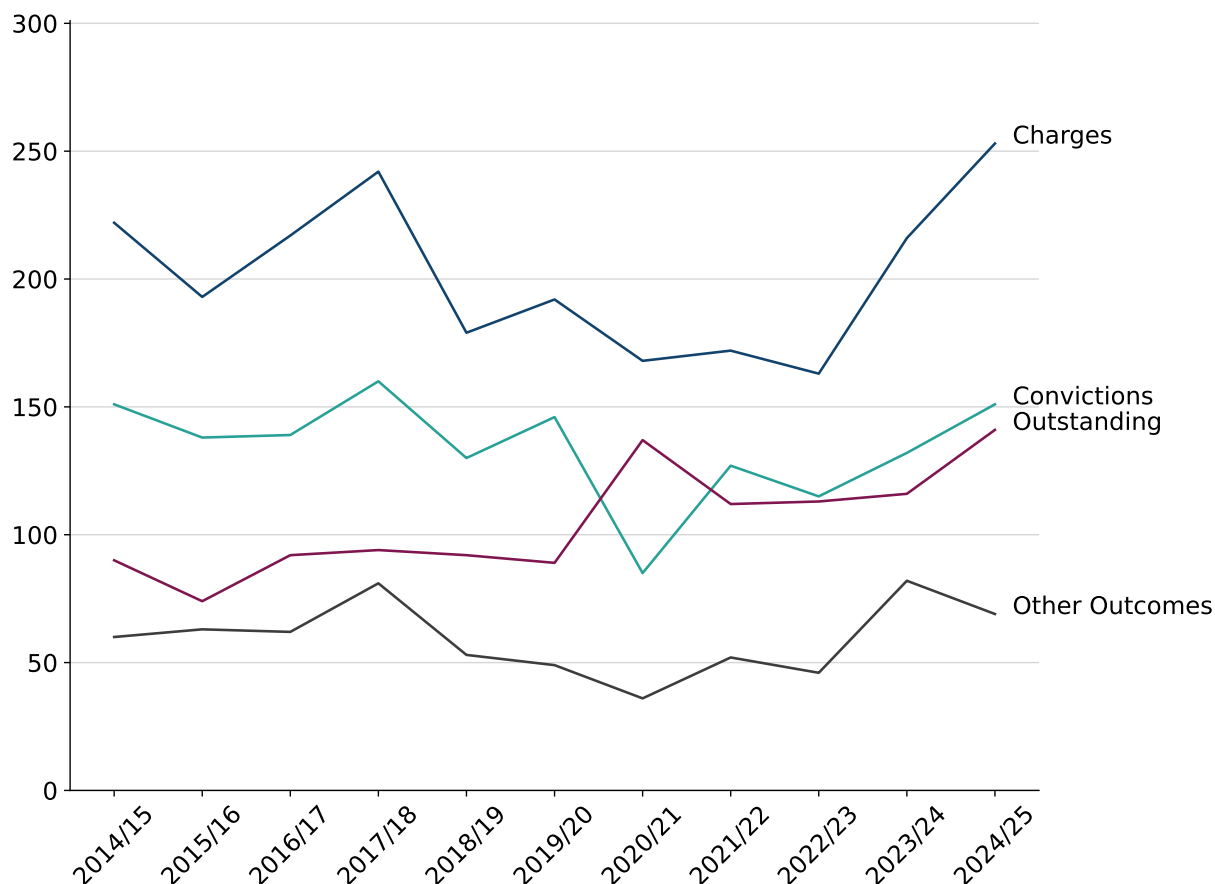
SFO Convictions

The number of SFO charges and number of SFO convictions in the same year do not necessarily relate to the same group of offenders, as charges for the convictions reported may have been laid in previous years and charges laid in the current year may conclude in subsequent years.

The number of MAPPA SFO convictions went up by 14% to 151 in the latest year. Outstanding charges increased by 22% from 116 to 141. About 31% of SFO charges that concluded in the latest year did not result in an SFO conviction, down from 38% in the previous year.

² [Probation Service Serious Further Offence procedures Policy Framework - GOV.UK \(www.gov.uk\)](https://www.gov.uk/government/policies/probation-service-serious-further-offence-procedures-policy-framework)

Figure 3: SFO charges, convictions, outstanding cases and other outcomes
(Source: Table 8 and 9b)



Serious Case Reviews

Serious Case Reviews are mandatory where an offender managed by any agency at either MAPPA Level 2 or 3 is charged with committing or attempting to commit an offence of murder, manslaughter or rape. They are also done on a discretionary basis in some other circumstances.

The number of serious case reviews at Level 2 or 3 increased from 7 to 15 in the latest year, following a decrease last year.

3. Committals to custody following licence recall and SOPO/SHPO breaches (Levels 2 and 3)

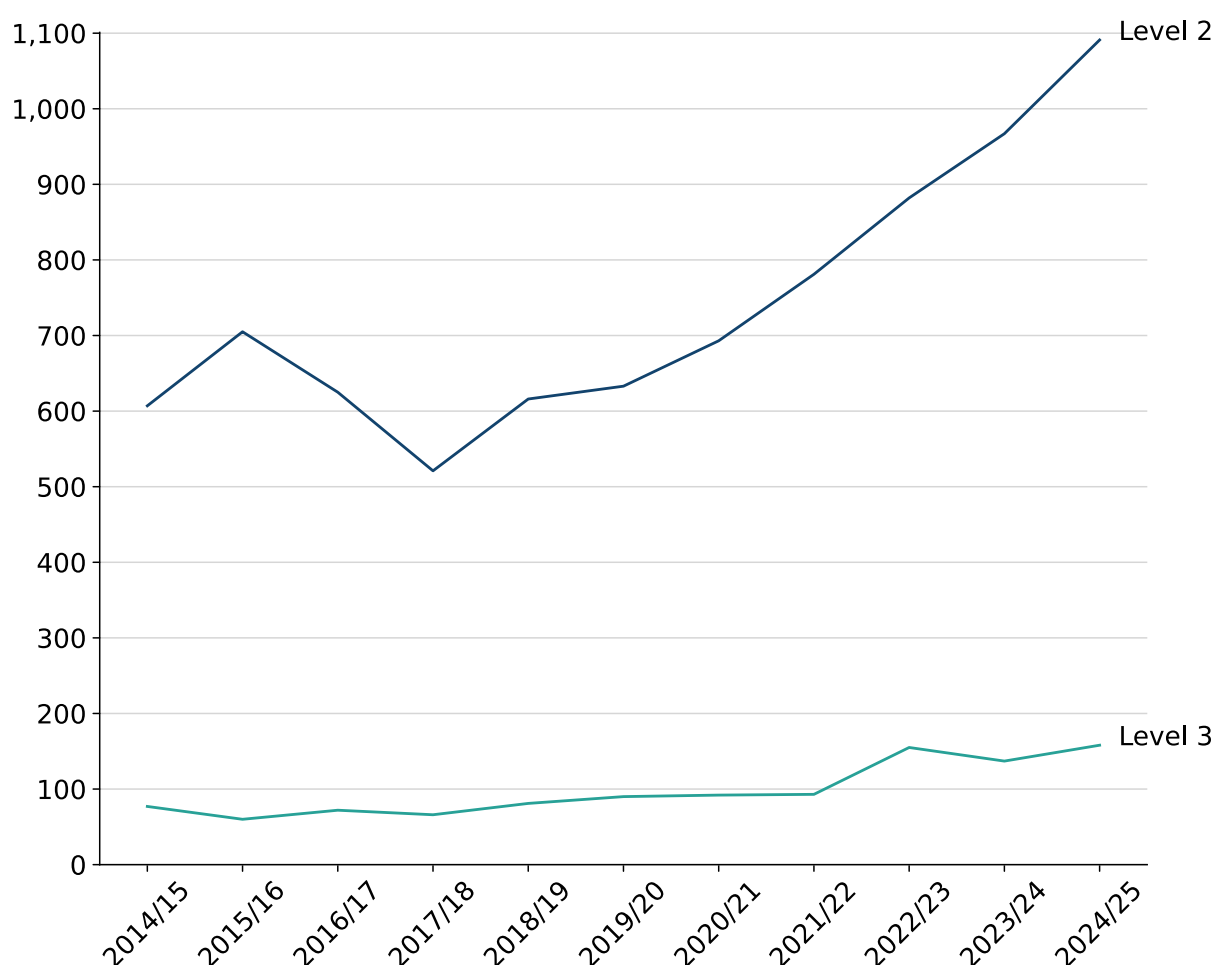
Returns to custody following licence recall increased for offenders managed at Level 2 and Level 3 and more were sent to prison for breach of Sexual Offences Prevention Orders (SOPOs) /Sexual Harm Prevention Orders (SHPOs) in the latest year.

Licence recall returns went up by 13% to 1,249, the highest number since 2009, and the number of offenders sent to custody for breach of a SOPO/SHPO went up by 152% to 78 in the latest period, the highest number since at least 2014.

Licence Recalls (Level 2 and Level 3)

Licence recalls (Figure 4) for those managed at Level 2 and Level 3 have continued to increase in recent years, reflecting increases in general recalls.³

Figure 4: Offenders managed at Level 2 and Level 3 returned to custody in connection with breach of licence and escalating risk (Source: Table 7a)



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

Licence recalls increased for Level 2 and Level 3 offenders in the latest year. Level 2 returns were up by 13% and Level 3 returns went up by 15%.

Overall, about 1 in 4 offenders managed at each of Level 2 and Level 3 were returned to custody for breach of licence conditions in the latest year, the same as in the last two years. Information is not collected on those managed at Level 1 who were returned to custody for breach of licence conditions.

Category 1 offenders managed at Level 2 and Level 3 sentenced to custody for breaching SOPO/SHPO

Breaching a SOPO/SHPO is a criminal offence punishable by up to 5 years' imprisonment. The number of Category 1 offenders managed at Level 2 or Level 3 sent to custody for breach of a SOPO/SHPO increased to 78. This is about 6% of Category 1 offenders managed at Level 2 and Level 3, up from 2% last year. Information is not collected on those managed at Level 1 who were sent to custody for breach of SOPO/SHPO.

4. Restrictive Orders⁴ and Notification Requirements

The number of Sexual Harm Prevention Orders (SHPOs) and Notification Orders (NOs) imposed increased in the latest year.

SHPOs imposed increased by 19% to 7,221 and NOs imposed increased by 6% to 132.

SHPOs Imposed

The number of SHPOs imposed annually increased to 7,221 (19% increase) in the latest year.

SHPOs account for the majority of restrictive orders. All offenders subject to a SHPO will be subject to notification requirements, though not all those subject to notification requirements will have a SHPO.

Foreign Travel Orders (FTOs) Imposed

The number of FTOs imposed as part of a SHPO halved from 20 to 10 in the latest year.

Notification Orders (NOs) Imposed

A Notification Order (NO) requires those who have been convicted of a sexual offence overseas to notify the UK police and become subject to notification requirements on their return to the UK.

The number of NOs imposed yearly saw a 6% increase in the latest year, following a 9% decrease last year.

Notification Requirements

Category 1 offenders are required to notify the police of certain details (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.

- **Sexual Risk Orders (SROs) and Notification Requirements**

SROs may be made in relation to a person without a conviction, but who poses a risk of sexual harm. Breaching SRO is a criminal offence and can lead an offender to become subject to notification requirements.

The number of people who became subject to notification requirements following a breach of an SRO rose to 118 in 2024/25 from 68 in 2023/24 (see the accompanying [Area Tables](#)).

- **Cautions or Convictions for breaches of notification requirements**

The number of offenders managed at any level subject to notification requirements who were cautioned or convicted for breaches of their notification requirement rose

⁴ Sexual Harm Prevention Orders, Notification Orders and Foreign Travel Orders within Sexual Harm Prevention Orders.

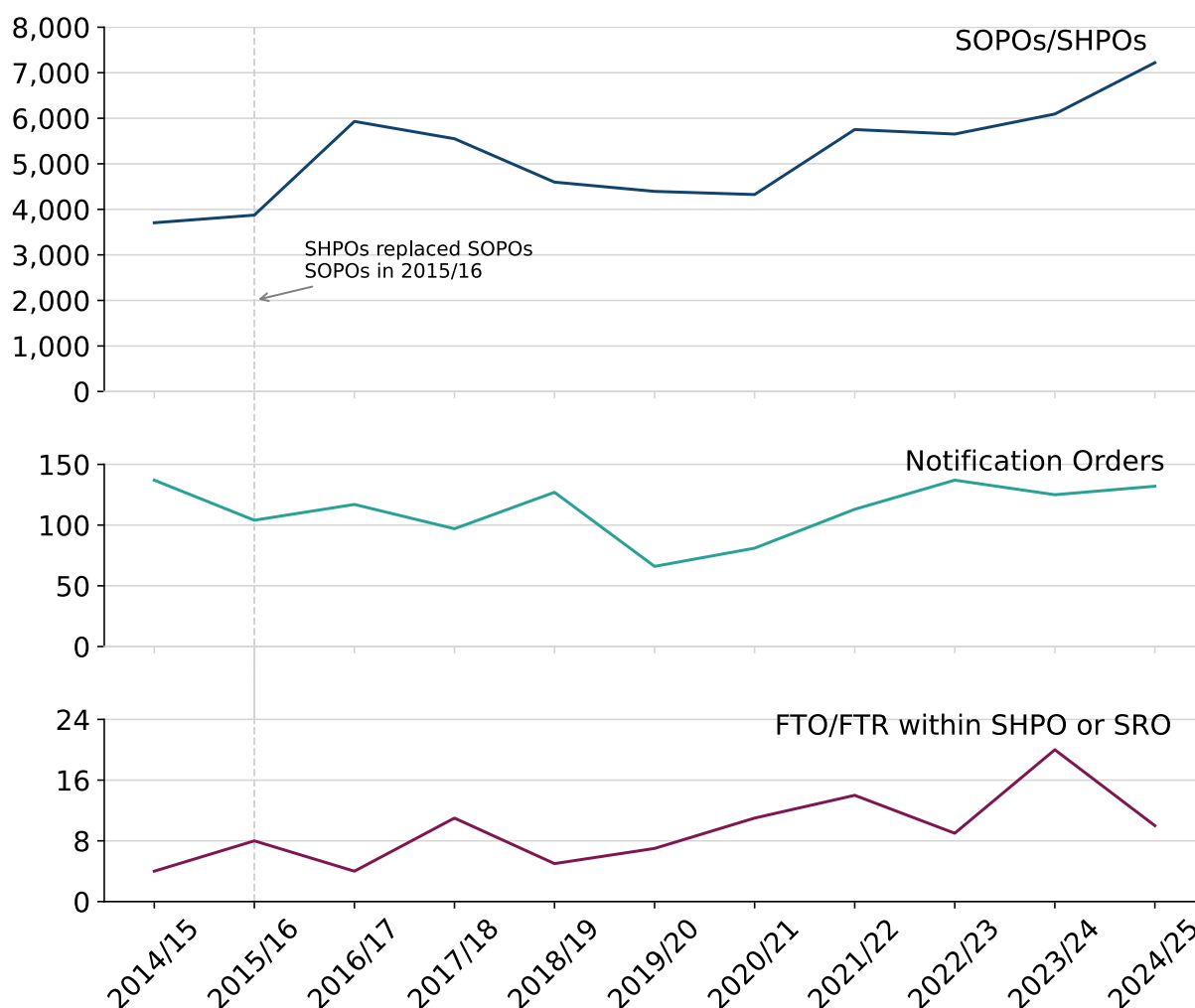
by 2% to 2,422 in the latest period. This is made up of 1,932 offenders convicted and 490 offenders cautioned (Table 5a).

For Category 1 offenders managed at Level 2 or Level 3 the proportion cautioned or convicted for breaching notification requirements was 9% (8% convicted and 1% cautioned), slightly up from 7% last year (Table 5b).

- **Revocation of lifetime notification requirement**

Since September 2012, a mechanism has been in place that allows qualifying⁵ offenders subject to notification requirements for life to apply for a review. Between April 2024 and March 2025, 339 Category 1 Offenders had their lifetime notification requirements revoked on application, compared to 357 in 2023/24 (see the accompanying [Area Tables](#)).

Figure 5: SOPOs/SHPOs, NOs and Foreign Travel Orders (FTOs)/Foreign Travel Restrictions (FTR) with SHPOs or SROs imposed by the courts (Source: Table 6)



⁵ Individuals subject to indefinite notification will 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.

- (a) The increase in SOPOs/SHPOs 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 have a lower threshold than those for the previous SOPOs.
- (b) In 2015/16, FTOs ceased to be a standalone order and became foreign travel restrictions within either a SHPO or Sexual Risk Order (SRO)

5. Further information on the MAPPA data

Accompanying files

As well as this bulletin, the following products are published as part of this release:

- A set of summary tables covering each section of this bulletin, including experimental data on the diversity of MAPPA offenders.
- One table of all the data provided by individual local MAPPA areas.
- Notes and definitions relating to terminology used in this publication.

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.

Release Schedule

This bulletin was published on 30 October 2025 and includes financial year statistics for the year 2024/25.

The next publication of Multi-Agency Public Protection Arrangements is scheduled to be published in October 2026.

Accredited official statistics status

National Statistics are [accredited official statistics](#). These accredited official statistics were independently reviewed by the Office for Statistics Regulation in July 2012. They comply with the highest standards of trustworthiness, quality and value in the Code of Practice for Statistics and should be labelled 'accredited official statistics'. (Note that accredited official statistics are called National Statistics in the Statistics and Registration Service Act 2007).

Our statistical practice is regulated by the Office for Statistics Regulation (OSR). OSR sets the standards of trustworthiness, quality and value in the Code of Practice for Statistics that all producers of official statistics should adhere to. You are welcome to contact us directly with any comments about how we meet these standards. Alternatively, you can contact OSR by emailing regulation@statistics.gov.uk or via the OSR website: <https://osr.statisticsauthority.gov.uk/>



It is the Ministry of Justice's responsibility to maintain compliance with the standards expected for these accredited official statistics. If we become concerned about whether these statistics are still meeting the appropriate standards, we will discuss any concerns with the OSR promptly. This accredited status can be removed at any point when the highest standards are not maintained and reinstated when standards are restored.

Contact points for further information

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

<https://www.gov.uk/government/organisations/ministry-of-justice/about/media-enquiries>

Other enquiries about these statistics should be directed to:

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Next update: 29 October 2026

URL: <https://www.gov.uk/government/collections/offender-management-statistics-quarterly>



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