



Ministry
of Justice



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Multi-Agency Public Protection Arrangements (MAPPA) Annual Report 2021/22

Main Points

MAPPA population continues to grow and was at 89,438 on 31 March 2022



The overall MAPPA population on 31 March 2022 was up 3% on the previous year and up 61% since 2012.

On 31 March 2022: 66,741 Category 1; 22,304 Category 2; and 393 Category 3.



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

On 31 March 2022: 88,050 managed at Level 1; 175 managed at Level 3.



The populations managed at Level 1 and Level 3 increased by 3% and 12% respectively from the last year.

On 31 March 2022: 1,213 managed at Level 2.



The population managed at Level 2 decreased by 2% from the last year.

172 serious further offence (SFO) charges and 127 serious further offence convictions during 2021/22.



The number of SFO charges increased by 2% from the year before. This follows a decrease in the previous year when Covid-19 restrictions were fully in place.

874 Levels 2 and 3 licence recall returns to custody in 2021/22.



Licence recall returns were up by 11% in 2021/22, the fourth successive annual increase.

5,753 SHPOs imposed in 2021/22



More Sexual Harm Prevention Orders (SHPOs) were imposed, an increase of 33% on last year.

This bulletin covers MAPPA statistics for England and Wales 2021/22. Two sets of tables covering each section in this bulletin are published alongside this bulletin; a set of summary tables covering each section of this bulletin, including experimental statistics providing diversity data on MAPPA offenders, and a table of all the data provided by individual local MAPPA areas. These documents are published at <https://www.gov.uk/government/collections/multi-agency-public-protection-arrangements-mappa-annual-reports>.

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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.

The annual increase in Category 1 population in the latest period was larger than in recent times, coinciding with an increase for the first time in the number of offenders [convicted of sexual offences](#) since 2017. Populations of Category 2 and Category 3 offenders were relatively stable.

The Level 1 population continues to increase yearly, and this year's trend includes an increasing number managed at Level 3. The Level 2 population has been relatively stable in the last three years.

The number of Serious Further Offence (SFO) charges against eligible MAPPA offenders increased slightly in the latest year, and this follows an increase in the same period in general SFO notifications, increases likely associated with the relaxation of COVID-19 restrictions.”

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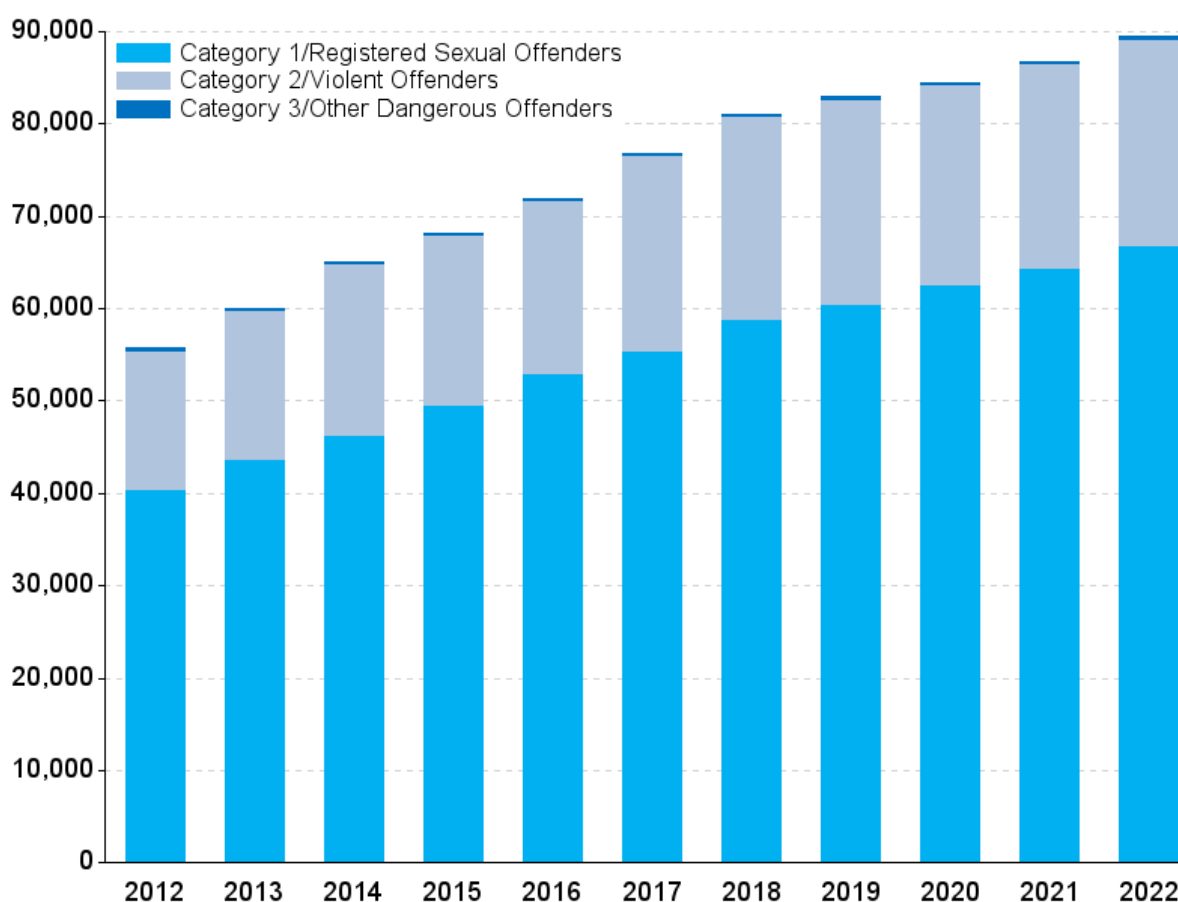
1. MAPPA Population on 31 March

The population of MAPPA offenders increased to 89,438 on 31 March 2022.

The overall population continues to grow, and it increased by 3% from the previous year.

The MAPPA population¹ on 31 March 2022 increased by 2,639 (3%) on last year, accounted for by an increase of 2,416 in Category 1, an increase of 218 in Category 2 and an increase of 5 in Category 3. The March 2022 figure is an increase of 61% in the MAPPA population since 2012.

Figure 1: MAPPA population by Category on 31 March 2012 – 2022 (Source: Table 2)



Categories

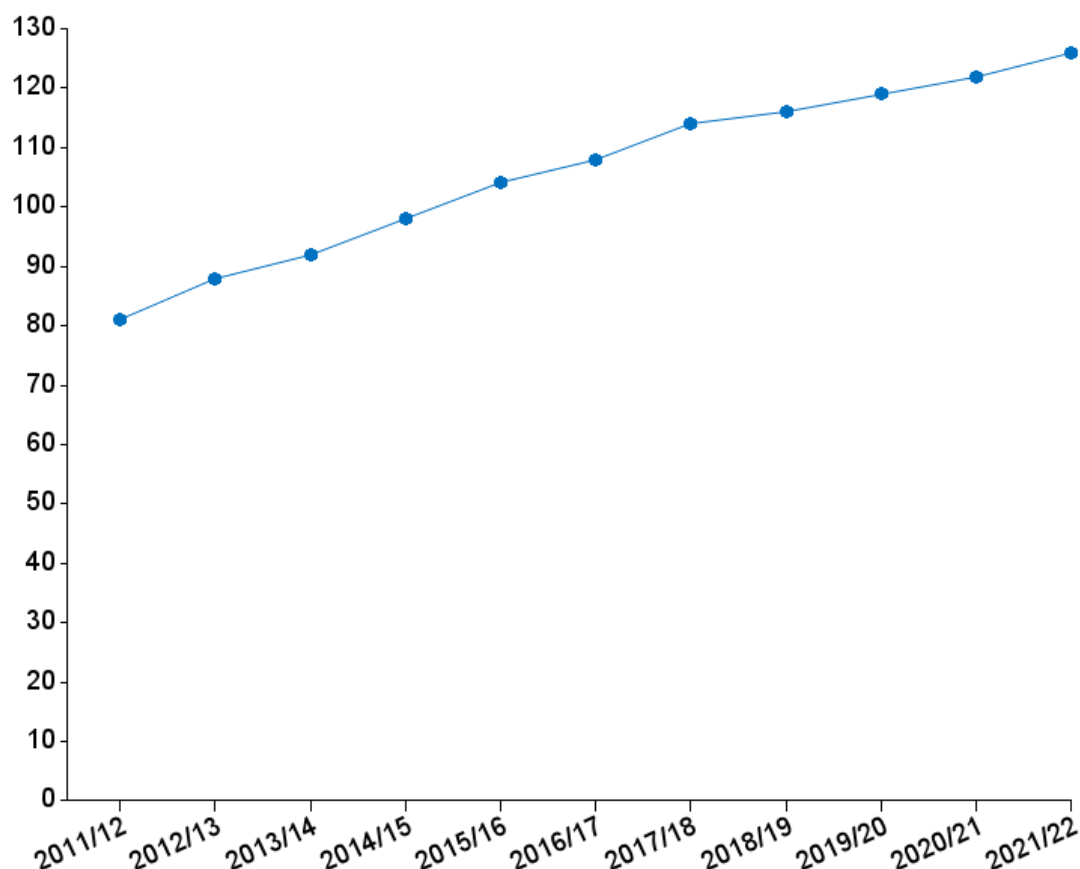
- The number of Category 1 offenders continues to increase annually, standing at 66,741 on 31 March 2022. This is an increase of 4% on last year and 65% higher than in 2012. About 70-75% of MAPPA offenders are Category 1, consistent over the last decade.

¹ For more detailed description of MAPPA, categories of offenders and management levels, see the [background notes and definition section](#) of this bulletin.

The number of people being [convicted of sexual offences](#) and the requirement for many of those convicted to register for long periods of time, very largely explain the rise in Category 1. The number of people convicted of sexual offences increased in the latest year, partially offsetting the decrease in the previous year when court activity was reduced during the Covid-19 pandemic. However, the average annual increase in the Category 1 population over the last four years is lower than it was before 2017/18, partly due to fewer people being convicted of sexual offences between 2018 and 2021 and more people coming off of 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 number of offenders subject to notification requirements (i.e. Category 1) per 100,000 members of the population aged 10 and over was 126 on 31 March 2022, continuing an upward trend.

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 1% from last year, standing at 22,304 on 31 March 2022. Annual figures have been relatively stable since 2017/18 but increased steadily before that, with the latest figure representing a 49% increase from 2012. About a quarter of MAPPA offenders are Category 2, consistent in the last decade.

The number of people [convicted of violence against the person](#) has increased between March 2012 and March 2022. The [average custodial sentence length](#) for violence against the person has remained stable at just under two years, which

means the increase in convictions over the last three years will have an impact on the number of Category 2 offenders. In contrast, the number of people convicted of robbery has fallen significantly and average sentence length for robbery has increased in recent years, which means that although there are fewer of them they are staying under probation supervision for longer.

- After decreasing to a decade low of 255 in 2015, the Category 3 population on 31 March has since trended upward. The latest figure of 393 is an increase of 1% on last year and the highest since 2012. The total number of offenders managed under Category 3 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 1,256 offenders were managed under Category 3 between April 2021 and March 2022, an increase of 35% from 2017/2018.

Management Levels

- The overwhelming majority (currently 98%, the same as last year and at least 97% since 2014) of MAPPA offenders continue to be managed at Level 1. On 31 March 2022, 88,050 offenders were being managed at Level 1, 3% higher than in last year and 40% higher than in 2014.

About 70-75% of those managed at Level 1 are Category 1 offenders, consistent in the last decade.² 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 has trended downward, although figures in the last three years have been relatively stable. The Level 2 population on 31 March 2022 was 1,213, a decrease of 2% from last year and 35% from 2014.

The Level 2 population has about equal proportions of Category 1 (35%) and Category 2 (37%) offenders. In the last three years, at Level 2, the number of Category 1 offenders has decreased, the number in Category 2 has been relatively stable and the number in Category 3 has increased.

- The Level 3 population on 31 March 2022 was 175, an increase of 12% from last year and 11% from 2014. Level 3 has Category 2 offenders constituting the largest group (39%), followed by Category 1 offenders (33%) and Category 3 offenders (28%).

² See previously published [tables](#)

Experimental Data – Diversity

Last year we published experimental data on the diversity of the MAPPA population managed at Level 2 and 3 for the first time. This was partially in response to the recommendations of the Lammy Review into the treatment of and outcomes for people from ethnic minority backgrounds in the Criminal Justice System. We are aware of associated quality issues with the recording of diversity across the MAPPA areas, which include the use of different case management systems by different agencies, none of which cover all MAPPA offenders and many of which overlap. We have therefore continued to designate [Table 1b](#) as experimental statistics. We will be conducting investigations into the data with a view to improving the quality of the diversity data for future publication. We cannot identify any trends as this is the second year we have collected these data but they identify that:

- 93% of offenders managed at MAPPA Level 2 or 3 are male.
- 8% of Level 2 and 3 offenders are Asian, 10% are black and 74% are white.
- 36% are 30 years of age or younger, 48% are 31-50 and 16% are over 50.

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) Procedures³ both rose in the latest year

SFO charges increased by 2% to 172, and SFO convictions increased by 49% to 127 in the latest period, although latest figures remain lower than pre-COVID levels. Reduced court activity during the COVID-19 pandemic contributed to low SFO numbers in the previous year.

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 in the latest year. The number of Category 1 and Category 3 offenders charged with an SFO both increased, while the number of Category 2 offenders charged with an SFO decreased.

Of the 172 offenders charged, 69 were Category 1, 95 were Category 2 and 8 were Category 3. An offence only counts as an SFO if it is committed by someone under probation supervision. Most Category 1 offenders are not under probation supervision (they are under police supervision). This partly explains why more Category 2 offenders fall within the scope of the Probation SFO Review Procedures despite there being three times as many Category 1 offenders within MAPPA.

Not surprisingly, the majority (84%) of those charged with an SFO were managed at Level 1 as Level 1 constitutes about 98% of the MAPPA population.

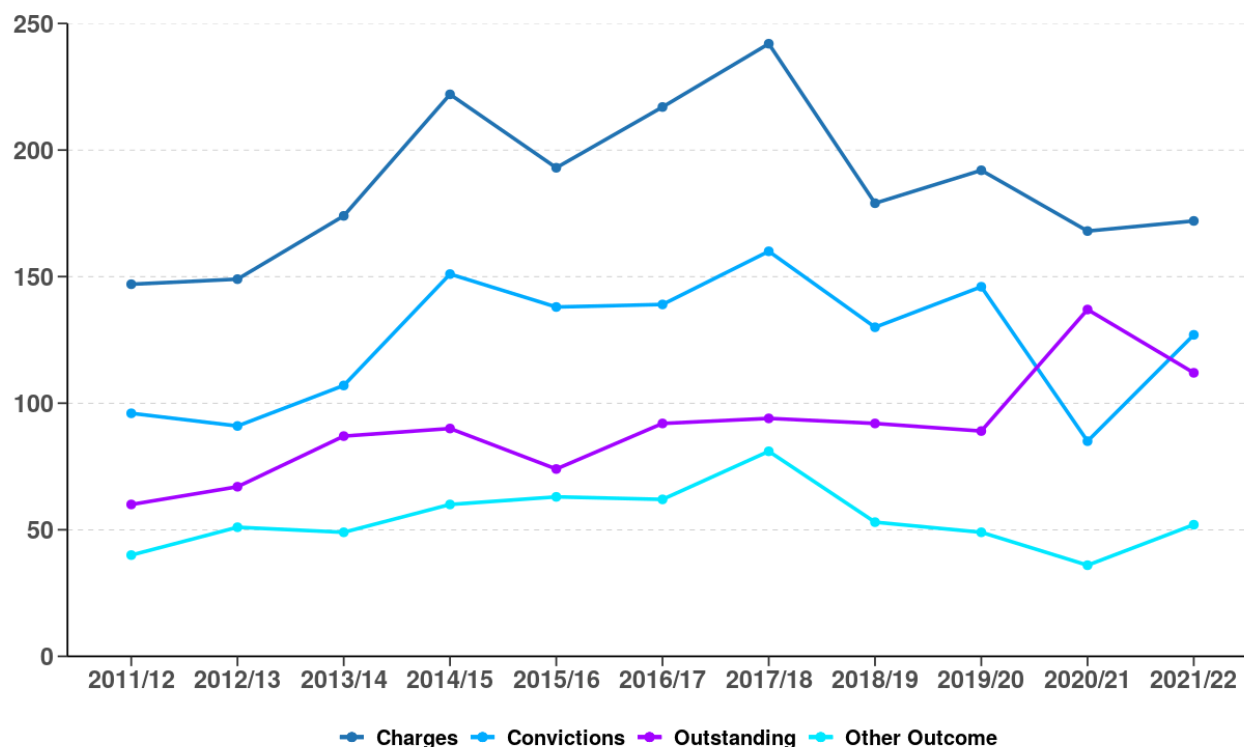
SFO Convictions

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 49% to 127 in the latest year following a 42% reduction to 85 in the previous year. Outstanding charges fell by 18%, likely indicating more cases going through the courts following restrictions in response to the COVID-19 pandemic. 29% of SFO charges that concluded in the latest year did not result in an SFO conviction, compared to 30% in the previous year

³ [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 had been increasing since 2016/17⁴ but decreased from 15 to 6 in the latest year.

⁴ See previously published [tables](#)

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

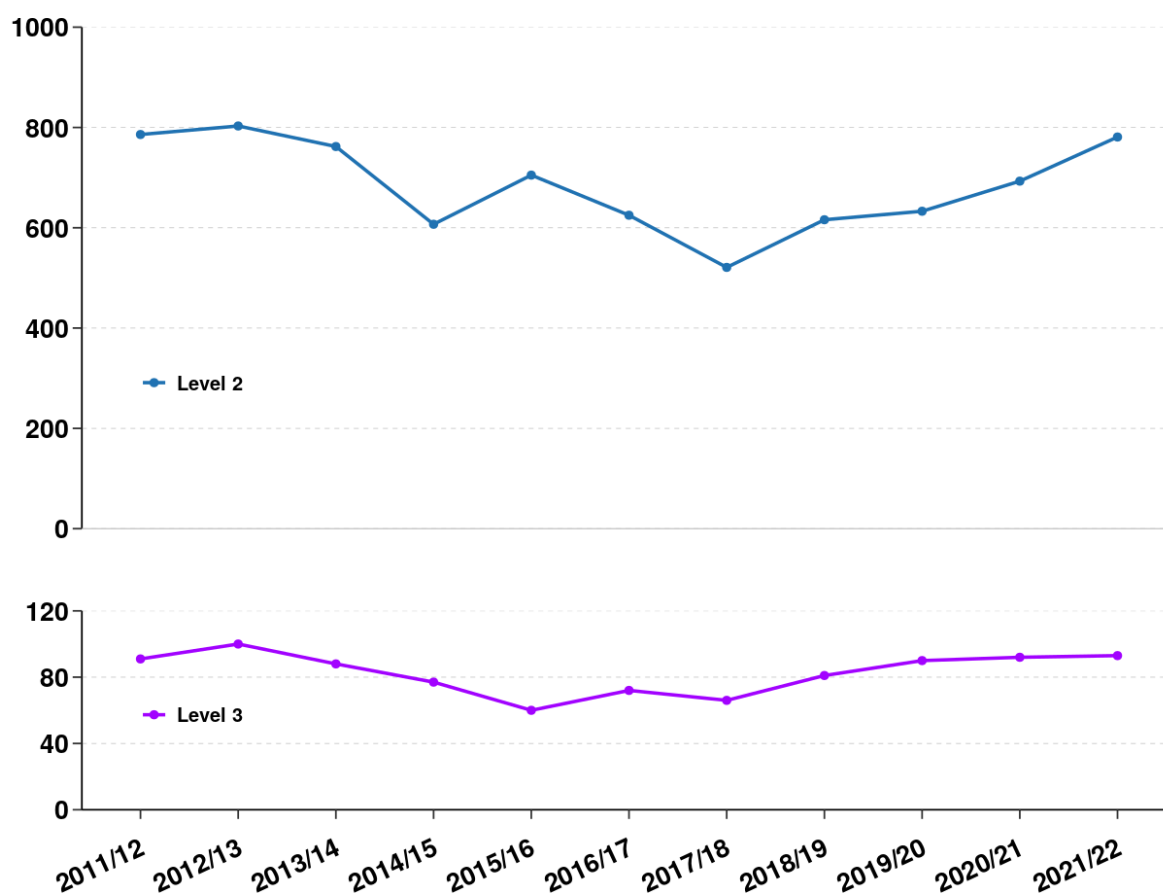
Returns to custody following licence recall increased for offenders managed at Level 2 and Level 3, and more were sent to prison for breach of Sexual Offences Prevention Orders (SOPOs) /Sexual Harm Prevention Orders (SHPOs) in the latest year.

Licence recall returns went up by 11% to 874, and the number of offenders sent to custody for breach of a SOPO/SHPO went up by 42% to 37 in the latest period, following a decrease of 42% in the previous year. The increase for breach of a SOPO/SHPO may be partly due to increased court activity following restrictions in response to the COVID-19 pandemic.

Licence Recalls (Level 2 and Level 3)

Licence recalls for those managed at Level 2 and Level 3 decreased from 2011/12 to 2017/18, partly reflecting the corresponding reduction in the number of offenders managed at these levels. However, there have now been successive increases in these returns over the last four years.⁵ The number of recalls increased for each of the three Categories in the latest year.

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)



⁵ <https://www.gov.uk/government/collections/offender-management-statistics-quarterly>

Licence recalls increased for both Level 2 and Level 3 offenders in the latest year, Level 2 returns were up by 13% and Level 3 returns went up by 1%.

Overall, more offenders managed at Level 2 are recalled than at Level 3 reflecting the fact that there are far more offenders managed at Level 2 than at Level 3. For Category 1 offenders, Level 3 offenders were more likely to be recalled than Level 2 offenders relative to their population size. For Category 2 and Category 3 offenders, Level 2 offenders were more likely to be recalled than Level 3 offenders.

Overall, about 1 in 5 offenders managed at each of Level 2 and Level 3 were returned to custody for breach of license conditions in the latest year. 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 37. This is about 3% of Category 1 offenders managed at Level 2 and Level 3. Information is not collected on those managed at Level 1 who were sent to custody for breach of SOPO/SHPO.

4. Restrictive Orders and Notification Requirements

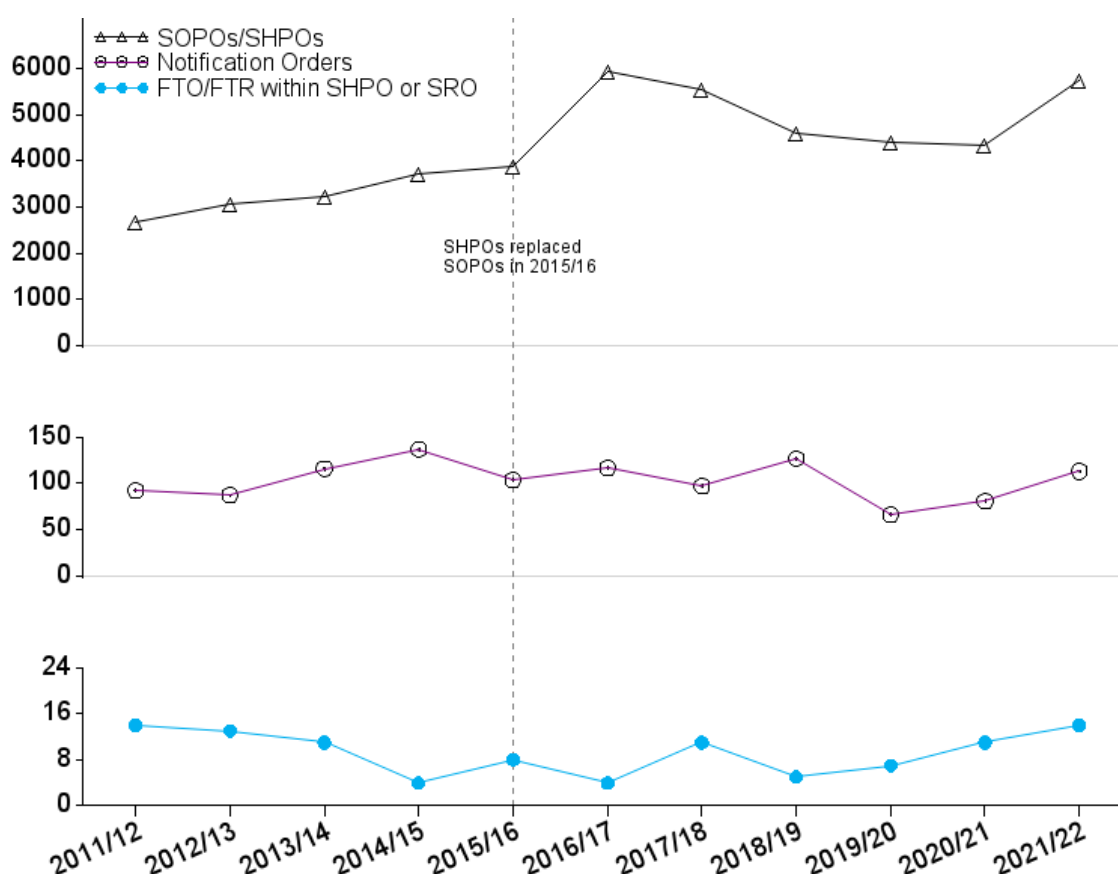
The number of Sexual Harm Prevention Orders (SHPOs) and Notification Orders (NOs) imposed increased in the latest year.

SHPOs imposed increased by 33% to 5,753 and NOs imposed rose by 40% to 113.

SHPOs Imposed

The number of SHPOs imposed annually increased for the first time in five years running to 5,753 (33% increase) in the latest year. This coincides with a 57% increase in the number of people being [convicted of sexual offences](#) in the latest year, partially due to pick up in court activity following relaxation of COVID-19 restrictions.

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



- 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.
- In 2015/16, FTOs ceased to be a standalone order and became foreign travel restrictions within either a SHPO or Sexual Risk Order (SRO)

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 increased for the third year in a row to 14 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 40% increase in the latest year. The latest figure is the highest since 2018/19 suggesting more offenders convicted overseas are returning to this country.

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 40 in 2021/22 from 37 in 2020/21.

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

The number of offenders subject to notification requirements who were cautioned or convicted for breaches of their notification requirement, following a reduction of 36% in the previous year (partly due reduced Court activity from Covid-19 restrictions), rose by 16% to 1,905 in the latest period, and this increase is partly explained by recovery in Court activity following relaxations of Covid-19 restrictions.

For Category 1 offenders managed at Level 2 and Level 3 the proportion cautioned or convicted for breaching notification requirements was relatively small (about 4%). This has been consistently under 5% since 2008/09.

- **Revocation of lifetime notification requirement**

Since September 2012, a mechanism has been in place that allows qualifying⁶ offenders subject to notification requirements for life to apply for a review. Between April 2021 and March 2022, 387 Category 1 Offenders had their lifetime notification requirements revoked on application, compared to 402 in 2020/21.

⁶ 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.

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.

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 27 October 2022 and includes financial year statistics for the year 2021/22.

The next publication of Multi-Agency Public Protection Arrangements is scheduled to be published in October 2023.

Contact points for further information

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



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