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Multi-Agency Public Protection Arrangements (MAPPA) Annual Report 2025/26

Main Points

MAPPA population continues to grow and was at 102,228 on 31 March 2026



The overall MAPPA population on 31 March 2026 was up 5% on the previous year and up 42% since 2016.

**On 31 March 2026:
76,395 Category 1;
25,074 Category 2;
542 Category 3; and
217 Category 4.**



These represent an increase of 5% for Category 1 offenders, an 8% increase for Category 2 offenders, a 3% decrease for Category 3 offenders and a 4% increase for Category 4 from the previous year.



**On 31 March 2026:
100,894 managed at Level 1;
1,159 managed at Level 2;
175 managed at Level 3.**



The population managed at Level 1 increased by 5%, while those managed at Level 2 and Level 3 decreased by 5% and 9% respectively from the last year.

281 SFO charges and 140 SFO convictions during 2025/26.



The number of serious further offence (SFO) charges increased by 11% from the year before, while the number of SFO convictions decreased by 7%.



1,414 Level 2 and Level 3 licence recall returns to custody in 2025/26.



Licence recall returns were up by 13% in 2025/26, the eighth successive annual increase.

7,608 SHPOs imposed in 2025/26



More Sexual Harm Prevention Orders (SHPOs) were imposed, an increase of 5% on last year.

This bulletin covers MAPPA statistics for England and Wales 2025/26. 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 of violent offenders also continues to rise, with its third successive annual increase. The number of Category 3 other dangerous offenders dropped for the second year running, with Category 4 terrorist offenders increasing from last year.

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

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 in recent years."

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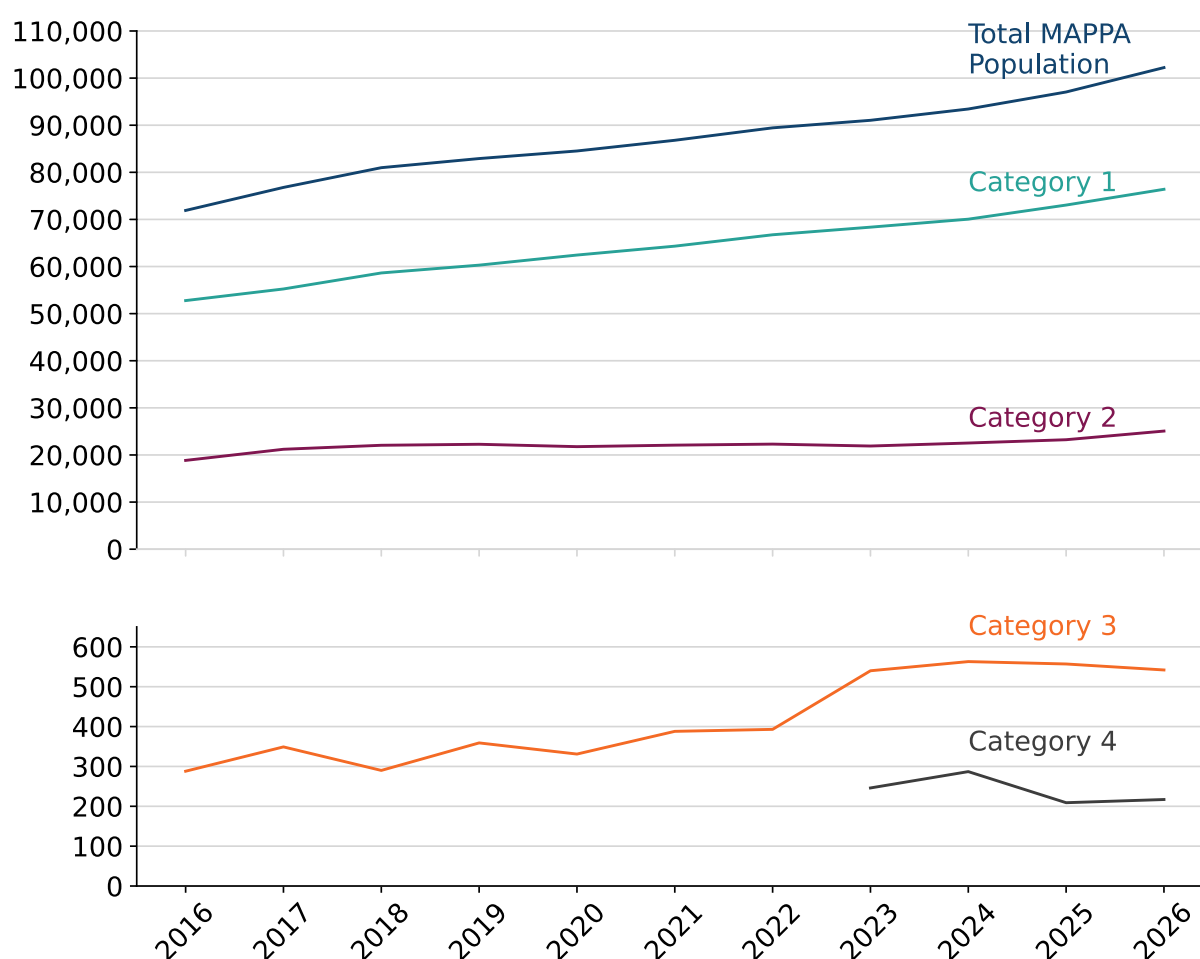
1. MAPPA Population on 31 March

MAPPA population continues to grow. It increased by 5% to 102,228 on 31 March 2026.

There were increases in Categories 1, 2 and 4 and a decrease in Category 3.

The MAPPA population¹ on 31 March 2026 increased by 5% (5,178) on last year, accounted for by increases of 3,348 in Category 1, 1,837 in Category 2 and 8 in Category 4, offset slightly by a decrease of 15 in Category 3. The March 2026 figure is an increase of 42% in the MAPPA population since 2016.

Figure 1: MAPPA population by Category on 31 March 2016 – 2026 (Source: Table 1)



Categories

- The number of **Category 1** offenders continues to increase annually, standing at 76,395 on 31 March 2026. This is an increase of 5% on last year and 45% higher

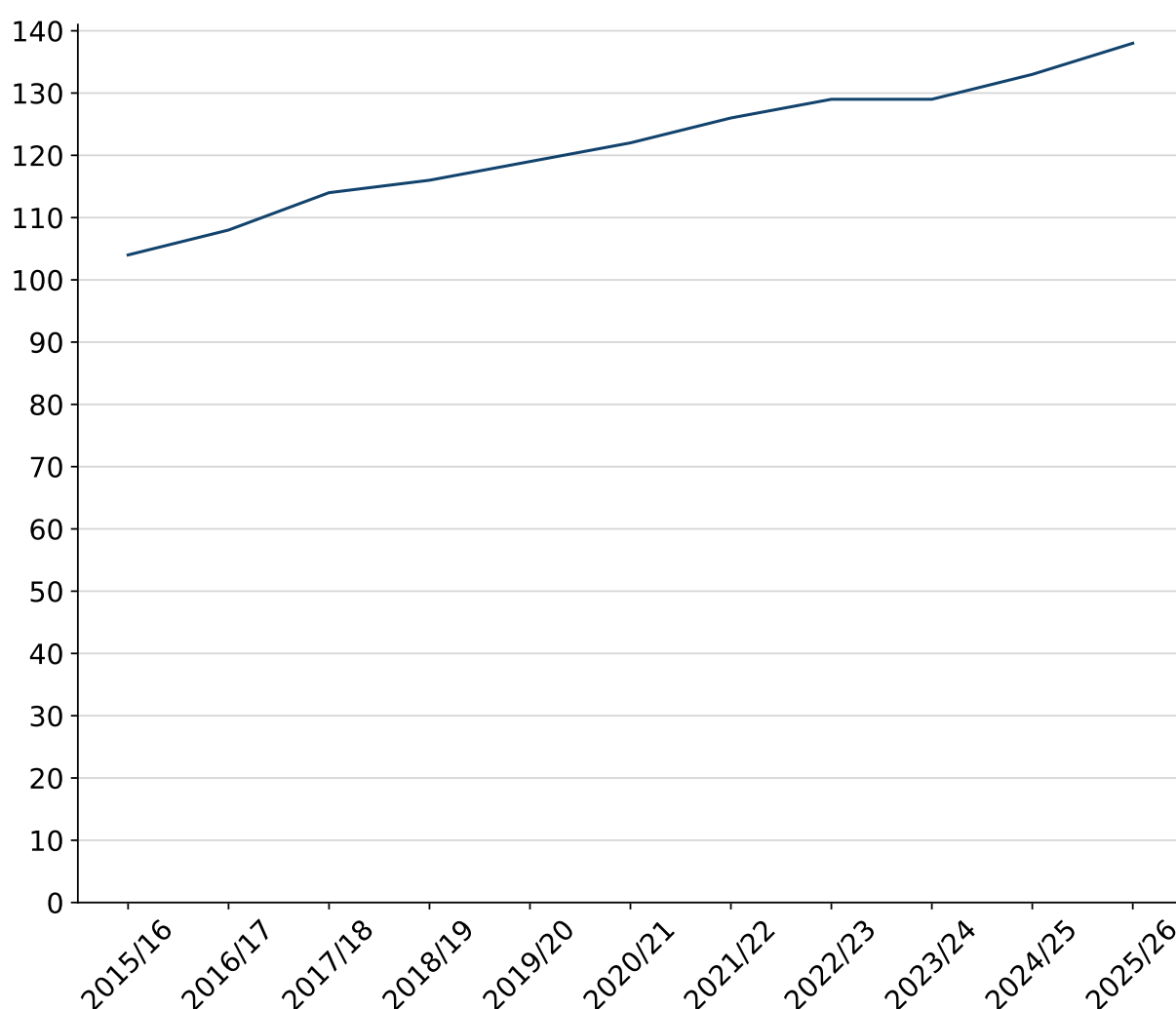
¹ For more detailed description of MAPPA, categories of offenders and management levels, see the accompanying document on notes and definitions.

than in 2016. About 75% of MAPPA offenders have been Category 1 in the last five years.

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 number of people convicted of sexual offences in criminal courts has risen steadily from 2021. 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 has trended upwards, and it was 138 on 31 March 2026.

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 8% from last year, standing at 25,074 on 31 March 2026. Annual figures were relatively stable between 2018 and 2023 but have now increased for three consecutive years, with the latest figure representing a 33% increase from 2016. 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.

- The **Category 3** population on 31 March trended upward from 2015 to 2024 and has since decreased in the last two years successively. The latest figure of 542 is a 3% decrease from last year, but levels in the last 4 years remain higher than at any time in the last decade. 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 1,905 offenders were managed under Category 3 between April 2025 and March 2026, more than double the number from 2017/2018, despite being a 3% decrease on last year's figure of 1,964. The latest decline may be due in part to controlling or coercive behaviour now being eligible for Category 2.
- **Category 4** was introduced by the Police Crime Sentencing and Courts Act 2022. On 31 March 2026 there were 217 Category 4 offenders, an increase of 4% 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 2016). On 31 March 2026, 100,894 offenders were being managed at Level 1, 5% higher than in last year and 44% higher than in 2016.

About 75% 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 2026 was 1,159, a decrease of 5% from last year and a decrease of 23% from 2016. The Level 2 population on 31 March has decreased in each of the last two years.

Category 3 formed the largest category (42% in the latest year) of those managed at Level 2 for the fourth year running, coinciding with the recent high levels of Category 3 offenders. Category 2 accounts for 28% of those managed at Level 2 and Category 1 constitutes about 27%, with Category 4 making up 3%.

- The **Level 3** population on 31 March 2026 was 175, a decrease of 9% from last year but an increase of 30% from 2016. Category 3 (33%) and Category 4 (30%) were the largest categories, with Category 1 making up 22% and Category 2 making up 15%.

Diversity

The distribution of sex, ethnicity and age of offenders managed at MAPPA Level 2 or 3 on 31 March 2026 is relatively unchanged from last year and is as follows:

- About 93% are male.
- About 6% are Asian, 9% are black, 6% are mixed, 73% are white, 2% are of an other ethnic group, and 3% are of unknown ethnicity.

- About 35% are 30 years of age or younger, 50% are 31-50 and 15% are over 50. There is a higher proportion of those aged up to 30 years in Category 4 (43%) and in Category 3 (43%) than in Category 2 (33%) and Category 1 (25%). There is a higher proportion of those aged over 50 in Category 1 (28%) than in Category 2 (15%), Category 3 (8%) and Category 4 (8%).

Note on MAPPA Identification Audit in 2026/27

Statistics in the MAPPA Annual Report relate to MAPPA-eligible offenders known to be under MAPPA management on 31 March of the reporting year, as well as offenders known to have been managed under MAPPA at Level 2 or Level 3 in the reporting year.

Following an audit of MAPPA processes, HM Prison and Probation Service (HMPPS) identified a number of cases that appear to have met the criteria for MAPPA management but were not previously identified as MAPPA-eligible. While a small number of late identifications and corrections are incorporated through normal MAPPA processes each year, the audit identified a larger number of cases that had not been recognised at the appropriate time.

HMPPS is implementing digital improvements to strengthen the identification of MAPPA-eligible cases and reduce the risk of eligible individuals not being identified in future. As a result of this, and of the cases which have been identified during 2026/27, we anticipate future years may see the inclusion of additional offenders in the published MAPPA caseload.

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

Charges triggering a review under the Probation Service Serious Further Offence (SFO) Procedures² have increased in the latest year while convictions have decreased.

SFO charges rose by 11% to 281, the highest on record, and SFO convictions fell by 7% to 140 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 third successive year. The number of offenders charged with an SFO increased for Level 1 and Level 2 but decreased by 1 for Level 3. The latest figure of 281 is the highest on record.

Of the 281 offenders charged, 119 were Category 1, 128 were Category 2, 30 were Category 3 and 4 were 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 (81%) of those charged with an SFO were managed at Level 1 as Level 1 constitutes about 99% of the MAPPA population.

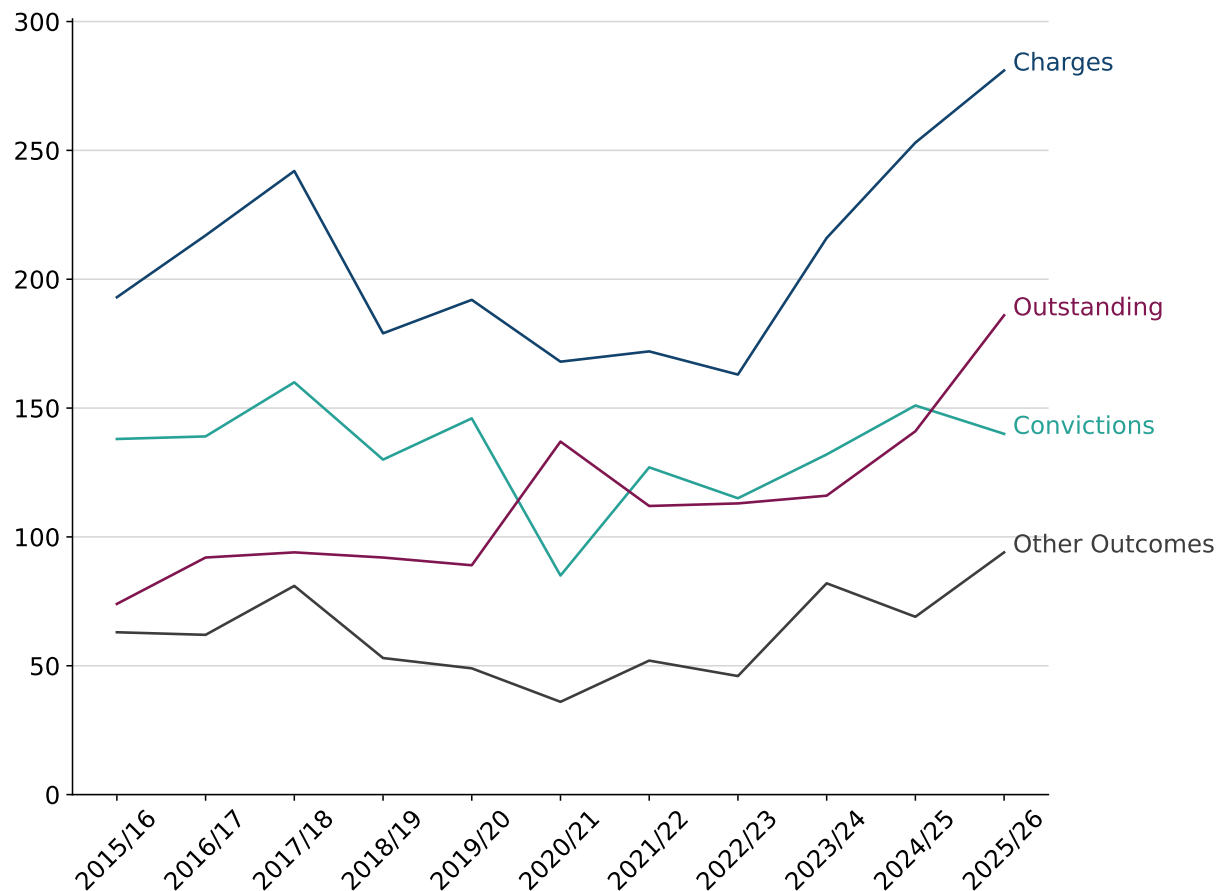
SFO Convictions

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 down by 7% to 140 in the latest year, following a 14% increase in the previous year. Outstanding charges increased by 32% from 141 to 186. About 40% of SFO charges that concluded in the latest year did not result in an SFO conviction, up from 31% 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 ([Area Tables](#))

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 15 to 17 in the latest year, the second successive increase.

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

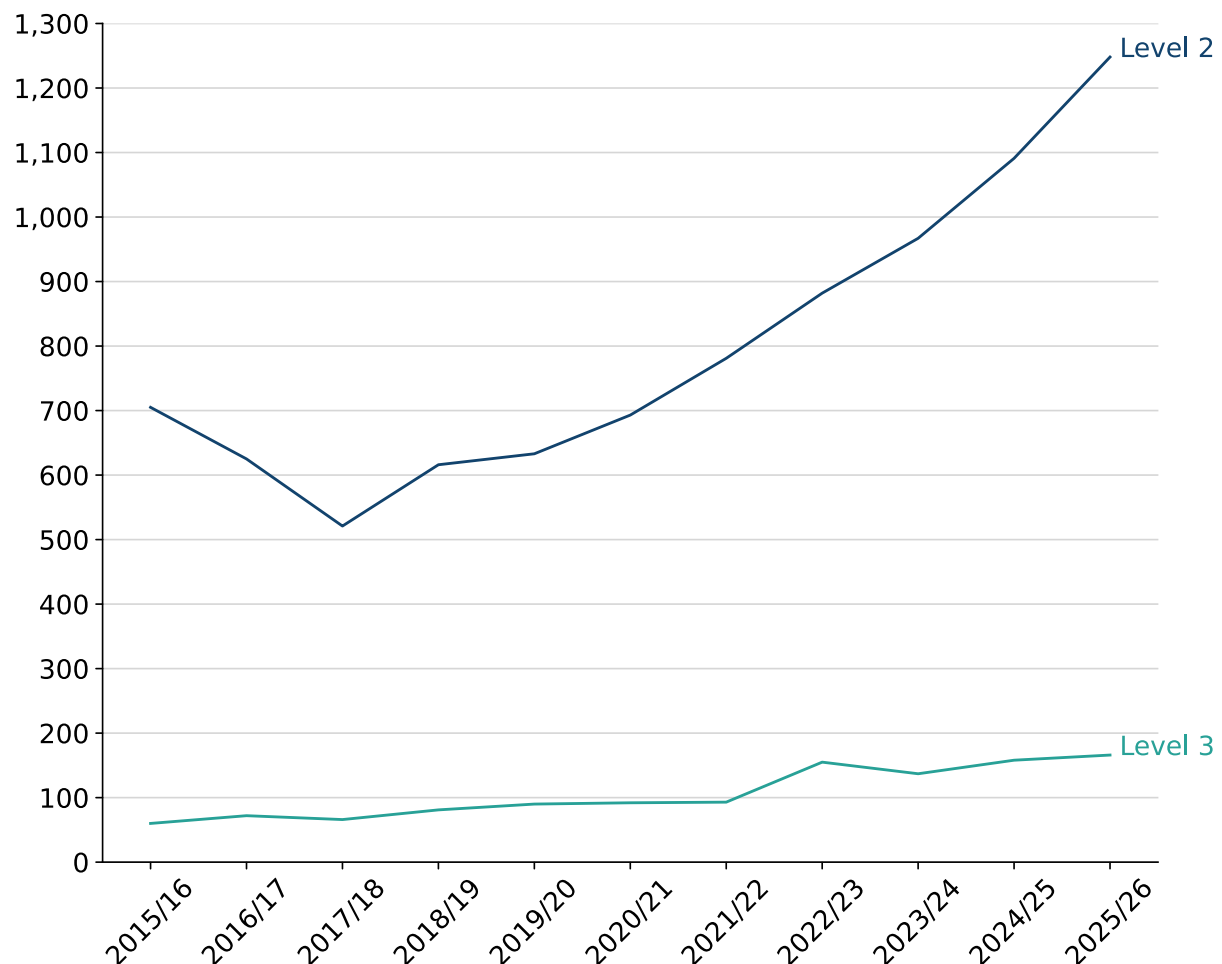
Returns to custody following licence recall increased and 1 more offender was sent to prison for breach of Sexual Harm Prevention Orders (SHPOs) in the latest year.

Licence recall returns went up by 13% to 1,414, the highest number since 2008-09, and the number of offenders sent to custody for breach of a SHPO went up by 1 to 79 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 overall 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)



Licence recalls increased for Level 2 and Level 3 offenders in the latest year. Level 2 returns were up by 14% and Level 3 returns went up by 5%.

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

Overall, 29% of offenders managed at Level 2 and Level 3 were returned to custody for breach of licence conditions in the latest year, up from 25% last 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 SHPO

Breaching a 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 SHPO increased by one, from 78 to 79. This is about 6% of Category 1 offenders managed at Level 2 and Level 3, the same as last year. Information is not collected on those managed at Level 1 who were sent to custody for breach of 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 5% to 7,608 and NOs imposed increased by 17% to 154.

SHPOs Imposed

The number of SHPOs imposed annually increased to 7,608 (5% 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 decreased from 10 to 9 in the latest year.

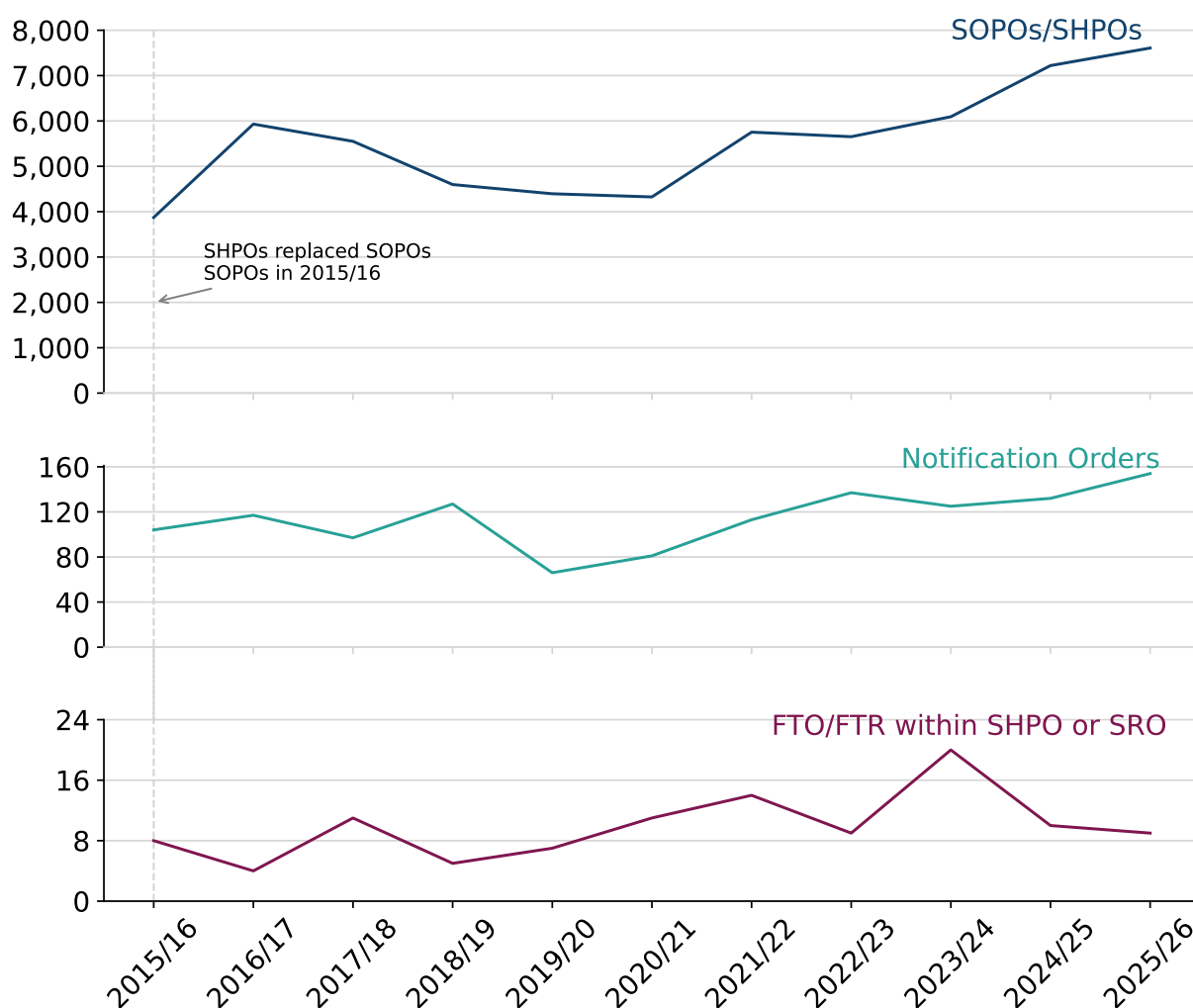
Notification Orders (NOs) Imposed

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 17% increase in the latest year.

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

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



- (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)

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 167 in 2025/26 from 118 in 2024/25 (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 by 19% to 2,893 in the latest period. This is made up of 2,293 offenders convicted and 600 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 8% (fewer than 1% were cautioned), down slightly from 9% 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 2025 and March 2026, 335 Category 1 Offenders had their lifetime notification requirements revoked on application, compared to 339 in 2024/25 (see the accompanying [Area Tables](#)).

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.
- 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.

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.

Release Schedule

This bulletin was published on 29 October 2026 and includes financial year statistics for the year 2025/26.

The next publication of Multi-Agency Public Protection Arrangements is scheduled to be published in October 2027.

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:

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

Email: mappa@justice.gov.uk

Next update: 29 October 2026

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



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