

JUSTICE SECTOR

Justice Sector Forecast

Corrections non-custodial sentences and orders
forecast 2015-2025

December 2015

2015 © Crown Copyright

ISSN 1179-1446 (online)

Published by the Ministry of Justice

Although all reasonable steps have been taken to ensure the accuracy of the information contained in this document, the Ministry of Justice disclaims any and all responsibility for any inaccuracy, error, omission, or any other kind of inadequacy, deficiency, or flaw in, or in relation to, the information; and fully excludes any and all liability of any kind to any person or entity that chooses to rely upon the information.

Contents

Executive Summary	4
1. Purpose	5
2. Justice Sector Forecast	5
3. Summary of environment	5
4. The forecast	7
4.1 Community sentences forecasts	7
4.2 Post-sentence management forecasts	19
4.3 Provision of Information forecasts.....	27
5. Summary	32

Executive Summary

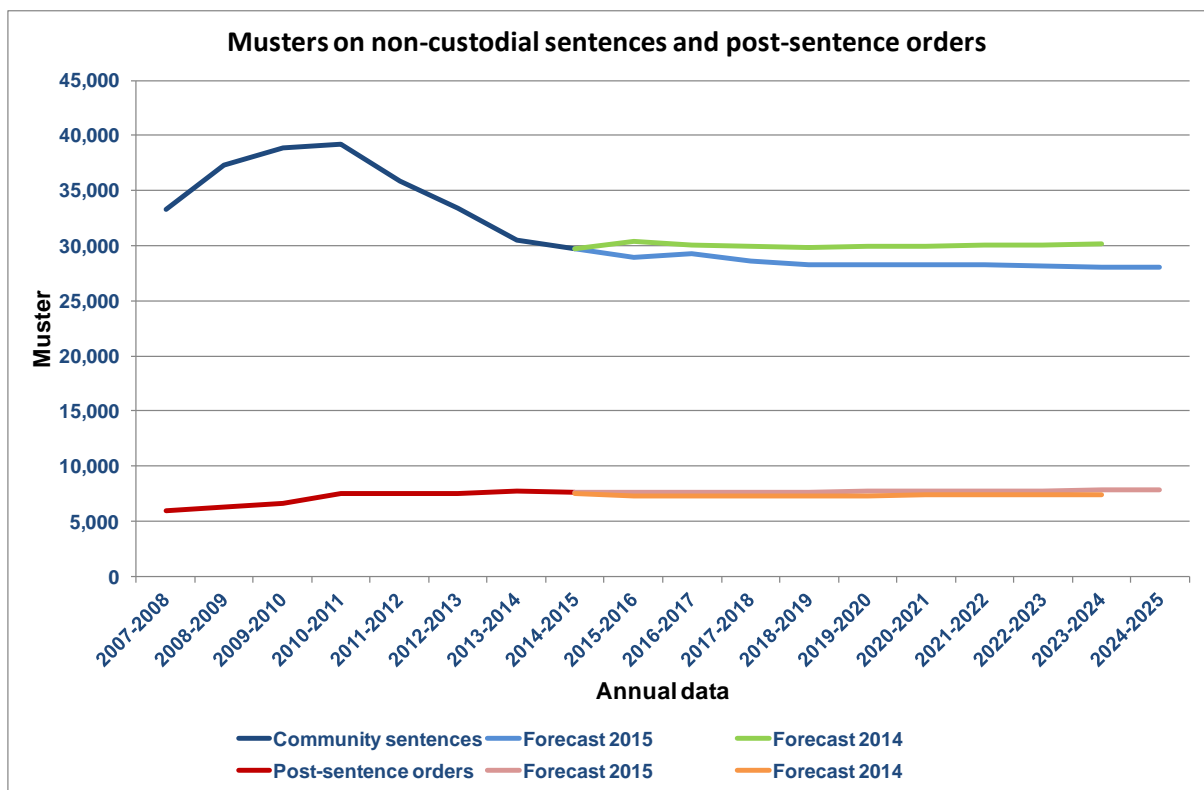
This report covers three aspects of Corrections' work: non-custodial sentences; orders for post-sentence supervision; and reports to court and other information.

The number of starts on non-custodial sentences will fall by 6% over the forecast period. However, the more serious sentences of Home Detention and Community Detention remain level, while numbers of Intensive Supervision sentences increase. This reflects the more serious sentence mix in courts, as well as a trend to use more serious sentences.

Numbers requiring post-sentence supervision remain broadly unchanged over the forecast period. A key exception is Extended Supervision, where the muster rises because the provisions of the Parole (Extended Supervision Orders) Amendment Act 2014 will mean offenders spending longer on Extended Supervision. However, this muster is small compared to those on other post-sentence orders.

Figure 1 summarises the main findings regarding sentences and orders

Figure 1: Musters on non-custodial sentences and post-sentence orders



The numbers of reports are also broadly flat, reflecting the broadly stable number of people passing through the system.

1. Purpose

This component of the Justice Sector Forecast projects a range of quantities managed by the Department of Corrections, specifically:

- Numbers of non-custodial sentences and orders. Forecasts are presented for both numbers starting these sentences, and for the numbers subject to them at any one time (the 'muster');
- Numbers of post-sentence management orders. Forecasts are presented for both numbers starting these orders, and for the numbers subject to them at any one time (the 'muster');
- Provision of Information: The number of pre-sentence reports provided to courts by probation officers and the numbers of reports from the Department of Corrections providing information to courts and to the Parole Board.

These forecasts cover the period November 2015 to June 2025.

2. Justice Sector Forecast

The Justice Sector Forecast covers the prison population (remand and sentenced), non-custodial sentences, legal aid expenditure, Crown Law case numbers, and court-imposed fines, amongst other things. Each major component is published in its own forecast at a different point in the year, and over the course of a year all components of the forecast are updated.

The next non-custodial sentences and orders forecast will appear in or around December 2016. This timetable may be adjusted if there is a need to accommodate new legislative or operational initiatives.

3. Summary of environment

The forecast has been prepared following the usual approach, looking at trends in prosecutions, in how those prosecutions are resolved, and in how the resulting sentences are applied. Assumptions about the future behaviour of these are made on the basis of what we know of future legislative and operational change, as well as accommodating knowledge of longer-term historical behaviour of relevant quantities.

There are several key assumptions, as outlined below.

Prosecution volume

The first key assumption is the number of cases prosecuted. This is not the same as the level of crime. Many quantities in the forecast are dependent on how the system chooses to deal with crime, rather than the amount of crime dealt with. This is particularly clear when we consider the Policing Excellence initiative that was started in 2009. This initiative included a decision to use formal warnings wherever appropriate, reversing a policy of using prosecution more extensively

to deal with offending. As a result the numbers of court cases in the system has dropped in the course of the initiative.

There has also been a fall in recorded crime. This fall began before the Policing Excellence initiative, and has continued throughout its operation. The reasons behind the fall are not well understood, but falls in recorded crime have also been observed across a wide range of countries, including the USA, Australia and the United Kingdom. The total impact on prosecution volumes of both the fall in recorded crime and Policing Excellence is around one-third, taking prosecution numbers back to levels not seen since the 1990s.

The roll-out of Policing Excellence formally concluded in June 2013, although its effects will continue to be felt for some time yet – for example, the fall in disposals between 2012-13 and 2013-14 was larger than the previous year. But the conclusion of the initiative means that prosecution numbers are stabilising at a new level, so our projection shows a broadly flat trend for the forecast period.

Conviction proportion

The next key assumption is how many people are convicted. This is represented as a proportion of prosecutions. In recent years this proportion has increased steadily, but has recently flattened. We have projected a level conviction proportion over the forecast period.

Sentencing practice

If offenders are convicted, we make assumptions about the sentences they receive. These assumptions are more complex because the proportions involved are interrelated. We take into consideration factors such as observed trends in individual sentence usage. For example, most of the community sentences introduced in 2007 have been through a period of variable usage, as their appropriateness for different types of offending has been tested. It seems likely that the future patterns of usage will be more stable.

We also look for information on operational developments within correctional services to decide how the information requirements will develop.

Sentence length

By this stage in the process we have a view on the numbers of offenders moving on to the various sentences, and we now make various assumptions about the lengths of time these sentences take to complete. Sentences such as Community Work do not have a fixed term, and require a degree of additional modelling to calculate the number of offenders on the muster at any one time.

The muster is the product of numbers starting sentences and the time taken to complete those sentences. So we again look to Corrections for information on how enforcement affects the time. Stronger enforcement of a determinate sentence (such as Home Detention) will mean that an offender will spend longer on the muster (rather than defaulting). On the other hand, stronger enforcement of a Community Work sentence will result in the imposed hours being completed more quickly, and the offender spending less time on the muster.

Legislation

An example of legislative impact on the forecast is the Parole (Extended Supervision Orders) Amendment Act 2014, which took effect in 2015. This enables Extended Supervision Orders (ESOs) to be renewed as often as deemed necessary, rather than for the maximum of ten years under the present legislation. This will increase the average time people spend on an ESO, which in turn will increase the muster.

A related consideration is the change in deportation arrangements with Australia, which means an increase in the numbers of offenders returning to New Zealand. Some of these people will re-offend and receive non-custodial sentences. However, the numbers involved are relatively small compared to other trends in the system, and have not been separately addressed.

4. The forecast

In the following sections we cover each aspect of the Corrections forecast in turn, beginning with community sentences, moving on to the orders addressing post-sentence management, and ending with the provision of information to the courts and the Parole Board. The 2015 forecast is compared with the 2014 forecast, and the differences between them are summarised briefly. Beginning with this report, the muster figure is presented as the maximum during the year. This is a more useful quantity for long-term planning.

4.1 Community sentences forecasts

Home Detention sentences

Table 1, Figure 2 and Figure 3 show the starts and muster for Home Detention sentences, along with the forecasts for 2014 and 2015. Start figures cover the whole fiscal year; muster figures are the maximum values in the relevant fiscal years.

Table 1: Starts and muster for Home Detention sentences, with 2014 and 2015 forecasts

Fiscal year	Home Detention starts			Home Detention musters		
	Starts	Annual change	Compared to 2014 forecast	Maximum muster	Annual change	Compared to 2014 forecast
2014-2015 (actual)	3,256	-2.3%	-3.1%	1,722	-1.9%	0.1%
2015-2016	3,448	5.9%	2.3%	1,785	3.7%	4.4%
2016-2017	3,392	-1.6%	0.5%	1,735	-2.8%	1.3%
2017-2018	3,384	-0.2%	0.3%	1,729	-0.3%	0.9%
2018-2019	3,383	0.0%	0.2%	1,728	-0.1%	0.9%
2019-2020	3,383	0.0%	0.2%	1,728	0.0%	0.9%
2020-2021	3,383	0.0%	0.2%	1,728	0.0%	0.9%
2021-2022	3,383	0.0%	0.2%	1,728	0.0%	0.9%
2022-2023	3,383	0.0%	0.2%	1,728	0.0%	0.9%
2023-2024	3,383	0.0%	0.2%	1,728	0.0%	0.9%
2024-2025	3,383	0.0%	n/a	1,728	0.0%	n/a

Figure 2: Starts for Home Detention sentences, with 2014 and 2015 forecasts

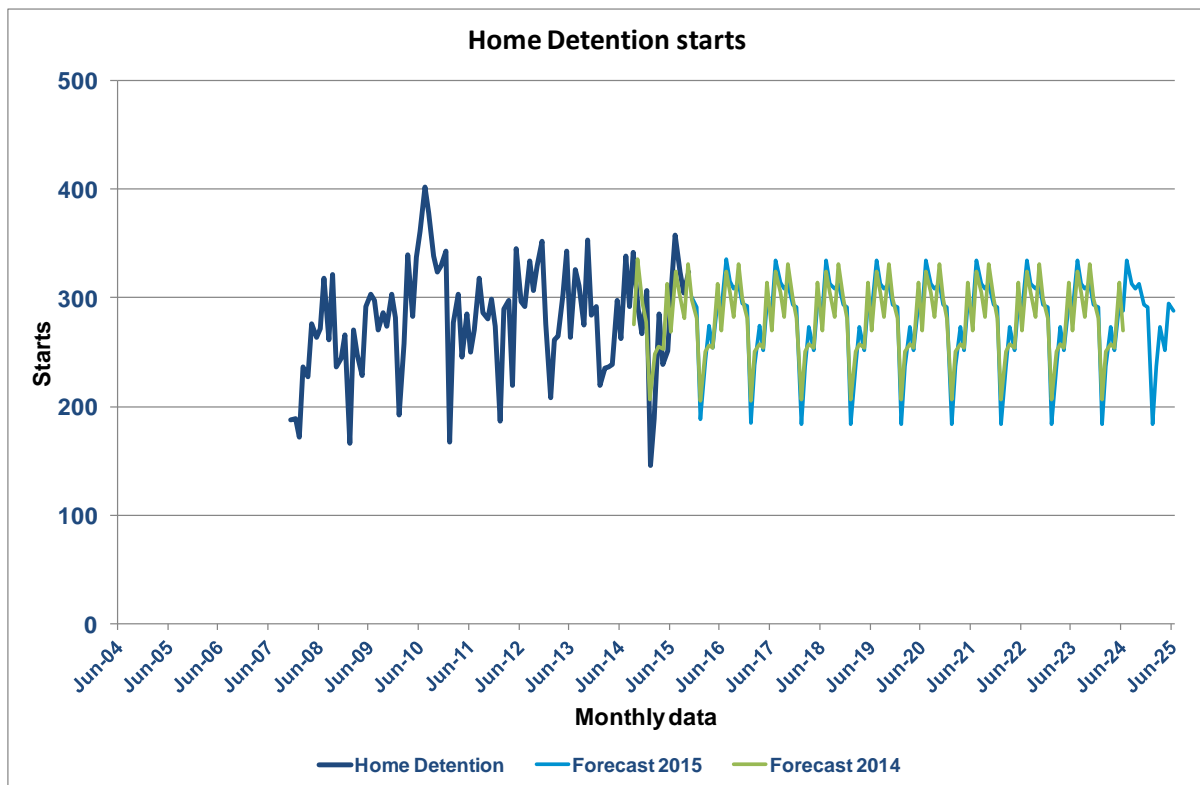
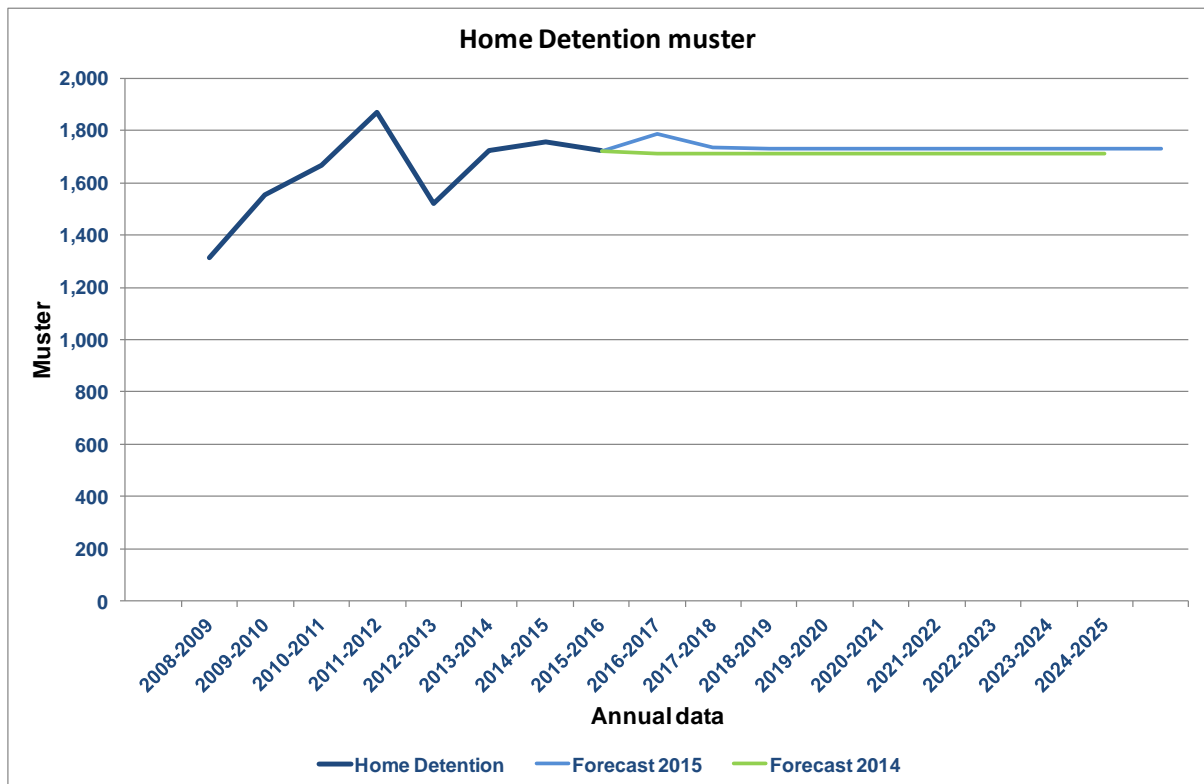


Figure 3: Muster for Home Detention sentences, with 2014 and 2015 forecasts



The number of starts on Home Detention is projected to be broadly flat, and very close to last year's forecast, as is the time these offenders spend on the muster. These two factors mean that the muster number itself is also broadly flat, at an average of over 1,500 people. The short-term peak in 2015-2016 reflects transient increases in both time and inflow late in 2014-2015. These have now passed, but their consequence is a peak in the muster early in 2015-2016.

Community Detention sentences

Table 2, Figure 4 and Figure 5 show the starts and muster for Community Detention sentences, along with the forecasts for 2014 and 2015. Start figures cover the whole fiscal year; muster figures are the maximum values in the relevant fiscal years.

Table 2: Starts and muster for Community Detention sentences, with 2014 and 2015 forecasts

Fiscal year	Community Detention starts			Community Detention musters		
	Starts	Annual change	Compared to 2014 forecast	Maximum muster	Annual change	Compared to 2014 forecast
2014-2015 (actual)	5,134	-5.3%	-9.8%	1,881	-3.3%	-0.6%
2015-2016	5,258	2.4%	-8.2%	1,752	-6.9%	-13.2%
2016-2017	5,269	0.2%	-7.8%	1,816	3.7%	-9.8%
2017-2018	5,270	0.0%	-7.7%	1,818	0.1%	-9.6%
2018-2019	5,271	0.0%	-7.6%	1,818	0.0%	-9.5%
2019-2020	5,271	0.0%	-7.5%	1,818	0.0%	-9.4%
2020-2021	5,271	0.0%	-7.5%	1,818	0.0%	-9.4%
2021-2022	5,271	0.0%	-7.5%	1,818	0.0%	-9.4%
2022-2023	5,271	0.0%	-7.5%	1,818	0.0%	-9.4%
2023-2024	5,271	0.0%	-7.5%	1,818	0.0%	-9.4%
2024-2025	5,271	0.0%	n/a	1,818	0.0%	n/a

Figure 4: Starts for Community Detention sentences, with 2014 and 2015 forecasts

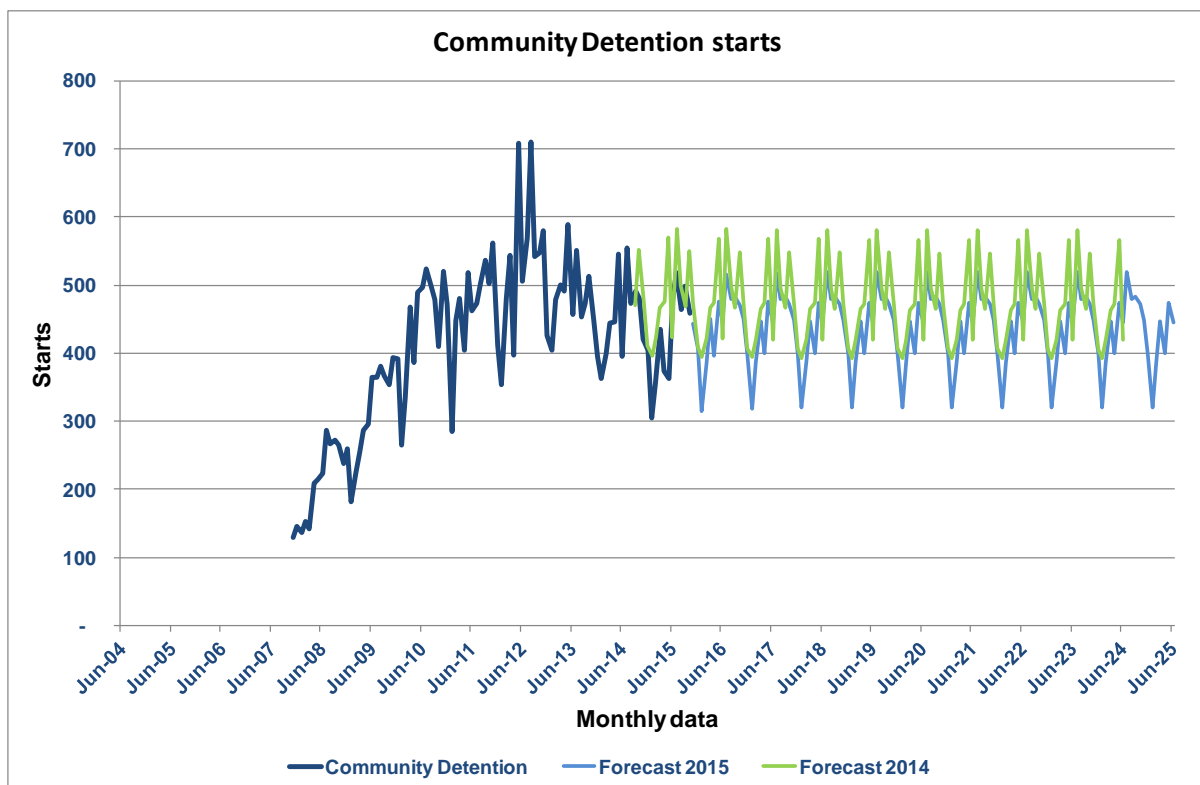
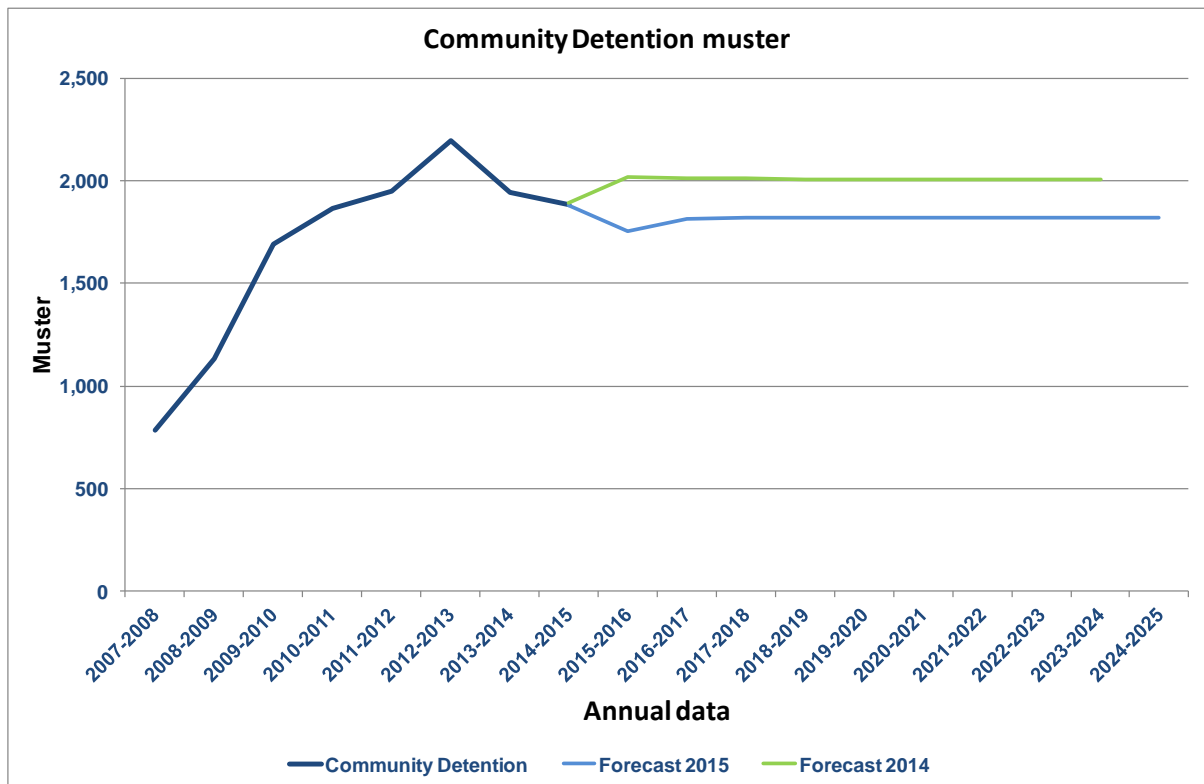


Figure 5: Muster for Community Detention sentences, with 2014 and 2015 forecasts



Community Detention starts peaked in mid-2012 and have since fallen back to around 500 a month. The fall continued into 2014-2015, but numbers have since recovered, although not quite back to the earlier level, and the forecast reflects this.

Intensive Supervision sentences

Table 3, Figure 6 and Figure 7 show the starts and muster for Intensive Supervision sentences, along with the forecasts for 2014 and 2015. Start figures cover the whole fiscal year; muster figures are the maximum values in the relevant fiscal years.

Table 3: Starts and muster for Intensive Supervision sentences, with 2014 and 2015 forecasts

Fiscal year	Intensive Supervision starts			Intensive Supervision musters		
	Starts	Annual change	Compared to 2014 forecast	Maximum muster	Annual change	Compared to 2014 forecast
2014-2015 (actual)	2,716	15.7%	11.3%	2,688	10.4%	7.2%
2015-2016	2,937	8.2%	21.1%	2,965	10.3%	18.7%
2016-2017	3,035	3.3%	24.7%	3,089	4.2%	23.4%
2017-2018	3,044	0.3%	24.7%	3,099	0.3%	23.1%
2018-2019	3,044	0.0%	24.4%	3,101	0.1%	22.8%
2019-2020	3,044	0.0%	24.1%	3,101	0.0%	22.6%
2020-2021	3,044	0.0%	23.9%	3,098	-0.1%	22.5%
2021-2022	3,044	0.0%	23.7%	3,101	0.1%	22.1%
2022-2023	3,044	0.0%	23.5%	3,101	0.0%	21.9%
2023-2024	3,044	0.0%	23.4%	3,101	0.0%	21.8%
2024-2025	3,044	0.0%	n/a	3,098	-0.1%	n/a

Figure 6: Starts for Intensive Supervision sentences, with 2014 and 2015 forecasts

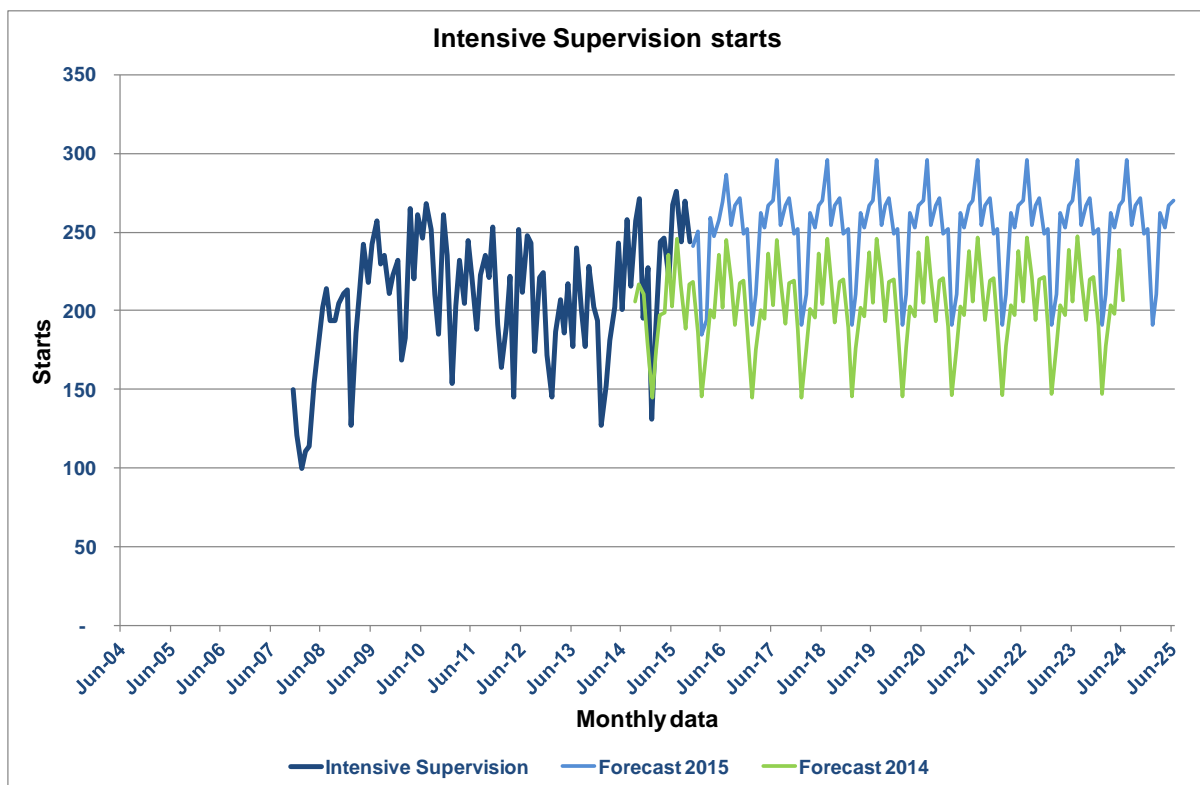
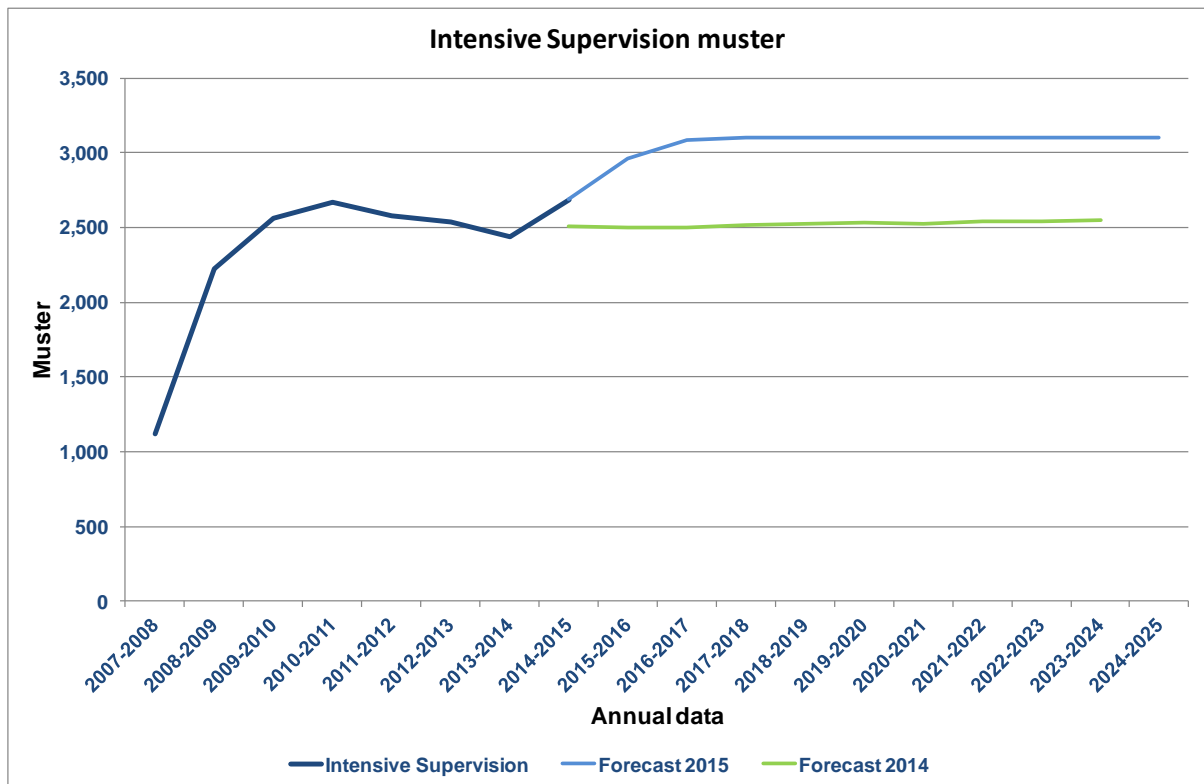


Figure 7: Muster for Intensive Supervision sentences, with 2014 and 2015 forecasts



Numbers of Intensive Supervision starts have recently been rising significantly, which we understand reflects Corrections policy in recommending and supplying them. This is expected to continue for a year or so before levelling off at the higher level. The increased inflow comes through to the muster.

Community Work sentences

Table 4, Figure 8 and Figure 9 show the starts and muster for Community Work sentences, along with the forecasts for 2014 and 2015. Start figures cover the whole fiscal year; muster figures are the maximum values in the relevant fiscal years.

Table 4: Starts and muster for Community Work sentences, with 2014 and 2015 forecasts

Fiscal year	Community Work starts			Community Work musters		
	Starts	Annual change	Compared to 2014 forecast	Maximum muster	Annual change	Compared to 2014 forecast
2014-2015 (actual)	28,128	-8.4%	-3.9%	16,234	0.0%	0.1%
2015-2016	25,893	-7.9%	-11.9%	15,181	-6.5%	-6.8%
2016-2017	25,531	-1.4%	-12.6%	15,185	0.0%	-5.6%
2017-2018	25,312	-0.9%	-12.7%	14,565	-4.1%	-8.2%
2018-2019	25,129	-0.7%	-13.1%	14,173	-2.7%	-10.3%
2019-2020	24,954	-0.7%	-14.0%	14,128	-0.3%	-11.2%
2020-2021	24,757	-0.8%	-14.9%	14,133	0.0%	-11.2%
2021-2022	24,673	-0.3%	-15.5%	14,087	-0.3%	-11.9%
2022-2023	24,612	-0.2%	-15.9%	14,025	-0.4%	-12.3%
2023-2024	24,563	-0.2%	-16.3%	13,953	-0.5%	-13.0%
2024-2025	24,404	-0.6%	n/a	13,879	-0.5%	n/a

Figure 8: Starts for Community Work sentences, with 2014 and 2015 forecasts

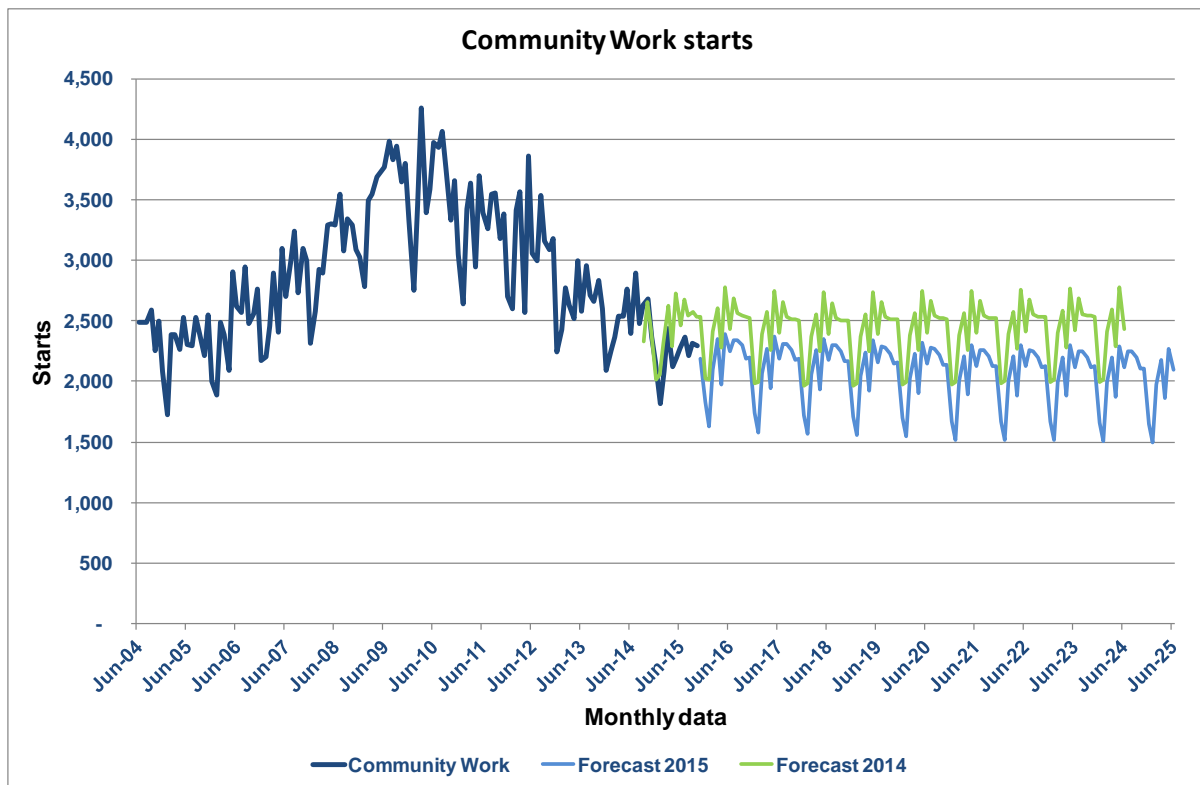
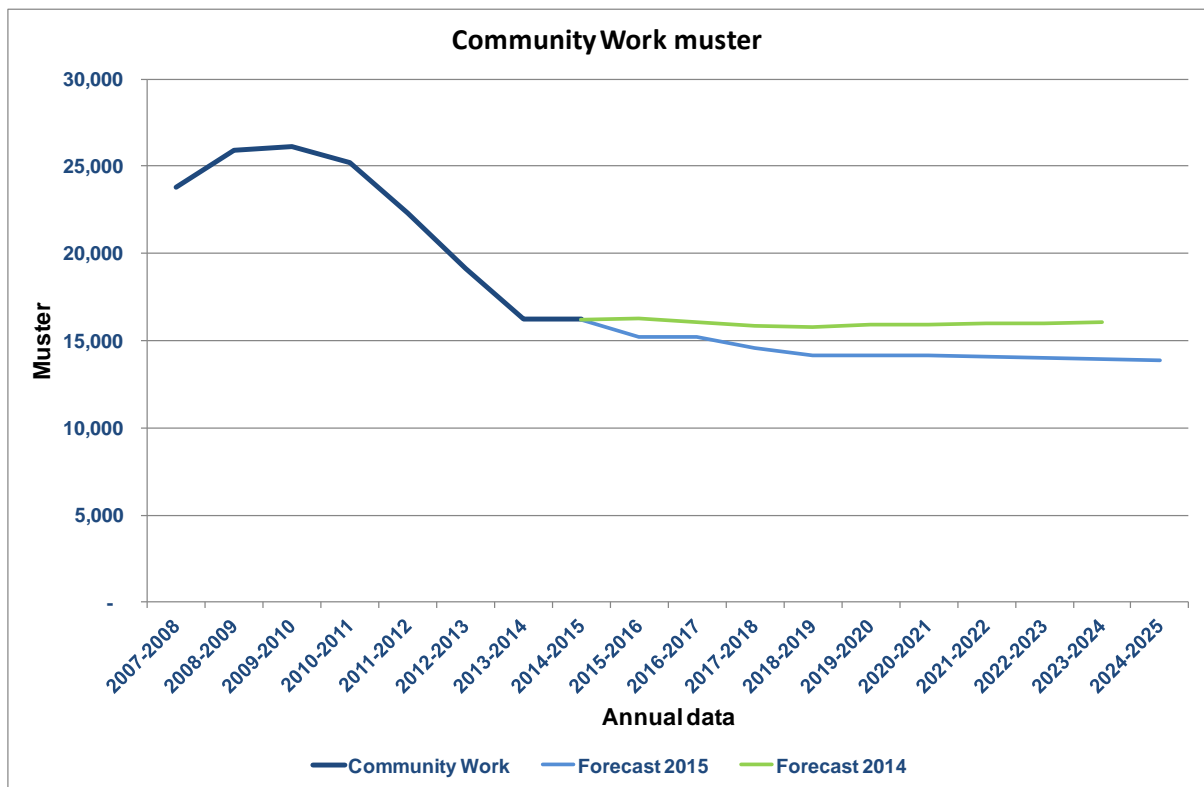


Figure 9: Muster for Community Work sentences, with 2014 and 2015 forecasts



Community Work sentences are the community sentence that has been most affected by the fall in prosecutions. But even though we are seeing prosecutions level off, the number of community sentences has continued to fall at a lower rate. We have projected a further slight fall before the number of starts levels off. The muster follows a very similar trajectory.

This forecast includes both sentences of Community Work imposed as a direct result of conviction in the courts and those imposed when offenders are unable to pay previously imposed fines (when they are called ‘remittals’). Remittals currently account for just over 3,000 starts on Community Work sentences per annum out of the total of 28,000. The full remittals forecast is part of the Collections component of the Justice Sector forecast – this is expected to be updated in detail in June 2016.

Supervision sentences

Table 5, Figure 10 and Figure 11 show the starts and muster for Supervision sentences, along with the forecasts for 2014 and 2015. Start figures cover the whole fiscal year; muster figures are the maximum values in the relevant fiscal years.

Table 5: Starts and muster for Supervision sentences, with 2014 and 2015 forecasts

Fiscal year	Supervision starts			Supervision musters		
	Starts	Annual change	Compared to 2014 forecast	Maximum muster	Annual change	Compared to 2014 forecast
2014-2015 (actual)	10,498	-1.6%	-6.7%	7,496	-10.1%	-4.8%
2015-2016	10,712	2.0%	-5.3%	7,595	1.3%	-6.8%
2016-2017	10,681	-0.3%	-5.6%	7,645	0.7%	-6.1%
2017-2018	10,660	-0.2%	-5.8%	7,633	-0.2%	-6.3%
2018-2019	10,643	-0.2%	-5.9%	7,620	-0.2%	-6.5%
2019-2020	10,629	-0.1%	-6.0%	7,610	-0.1%	-6.6%
2020-2021	10,618	-0.1%	-6.1%	7,601	-0.1%	-6.6%
2021-2022	10,608	-0.1%	-6.2%	7,594	-0.1%	-6.8%
2022-2023	10,599	-0.1%	-6.3%	7,588	-0.1%	-6.9%
2023-2024	10,592	-0.1%	-6.4%	7,582	-0.1%	-6.9%
2024-2025	10,586	-0.1%	n/a	7,578	-0.1%	n/a

Figure 10: Starts for Supervision sentences, with 2014 and 2015 forecasts

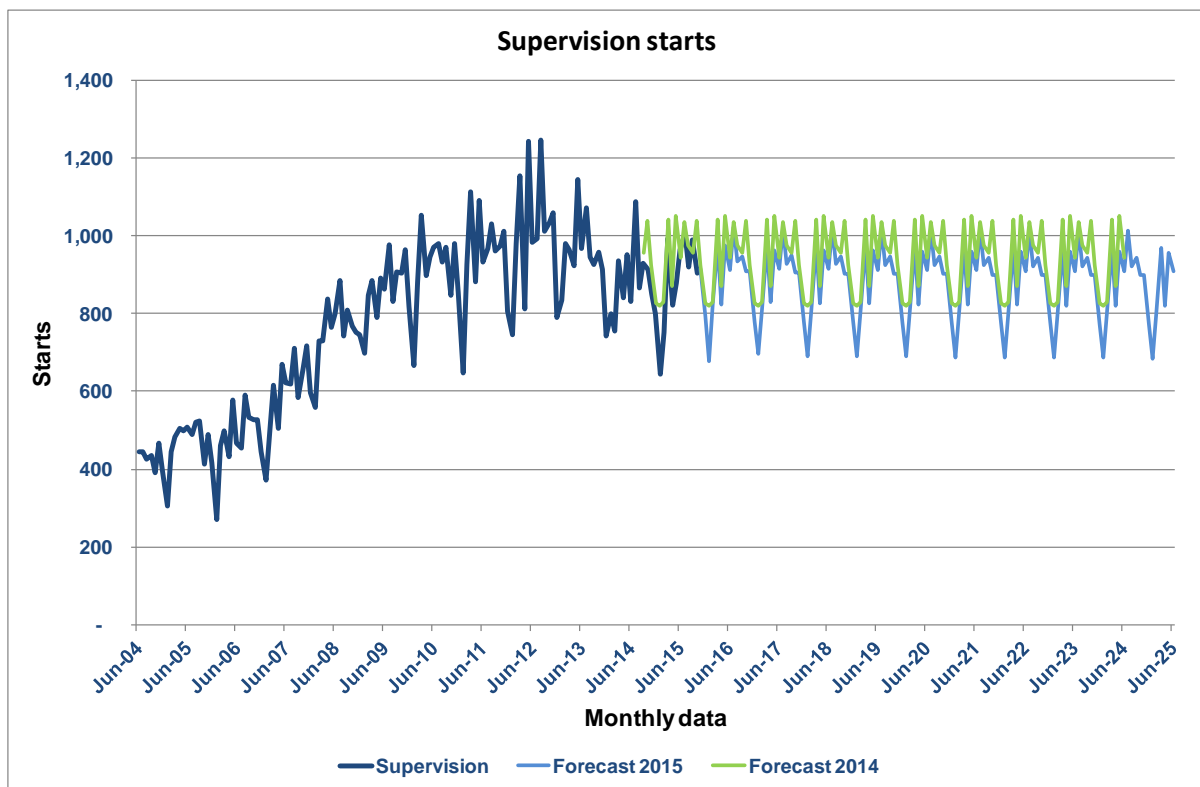
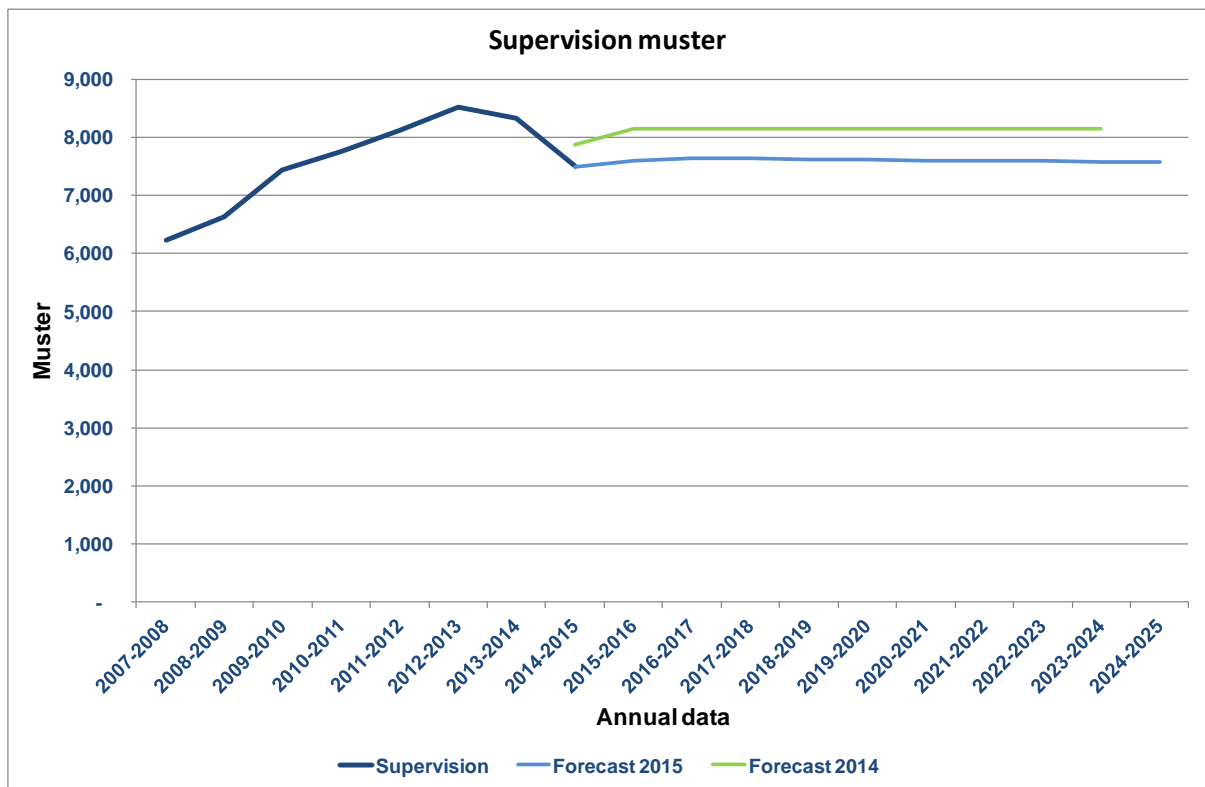


Figure 11: Muster for Supervision sentences, with 2014 and 2015 forecasts



Starts on Supervision sentences have fallen over the last two years, but have recently recovered to a more usual level. The muster follows the same pattern.

Total community sentences

Table 6, Figure 12 and Figure 13 show the starts and muster for all community sentences, along with the forecasts for 2014 and 2015. Start figures cover the whole fiscal year; muster figures are the maximum values in the relevant fiscal years.

Table 6: Starts and muster for all community sentences, with 2014 and 2015 forecasts

Fiscal year	Total starts			Total musters		
	Starts	Annual change	Compared to 2014 forecast	Maximum muster	Annual change	Compared to 2014 forecast
2014-2015 (actual)	49,732	-5.2%	-4.4%	29,712	-2.8%	0.1%
2015-2016	48,248	-3.0%	-7.6%	28,935	-2.6%	-4.7%
2016-2017	47,907	-0.7%	-7.9%	29,262	1.1%	-2.8%
2017-2018	47,670	-0.5%	-8.0%	28,638	-2.1%	-4.4%
2018-2019	47,469	-0.4%	-8.3%	28,290	-1.2%	-5.3%
2019-2020	47,281	-0.4%	-8.8%	28,277	0.0%	-5.7%
2020-2021	47,072	-0.4%	-9.4%	28,290	0.0%	-5.6%
2021-2022	46,977	-0.2%	-9.7%	28,241	-0.2%	-6.1%
2022-2023	46,908	-0.1%	-10.0%	28,155	-0.3%	-6.4%
2023-2024	46,852	-0.1%	-10.2%	28,076	-0.3%	-6.8%
2024-2025	46,688	-0.4%	n/a	28,004	-0.3%	n/a

Figure 12: Starts for all community sentences, with 2014 and 2015 forecasts

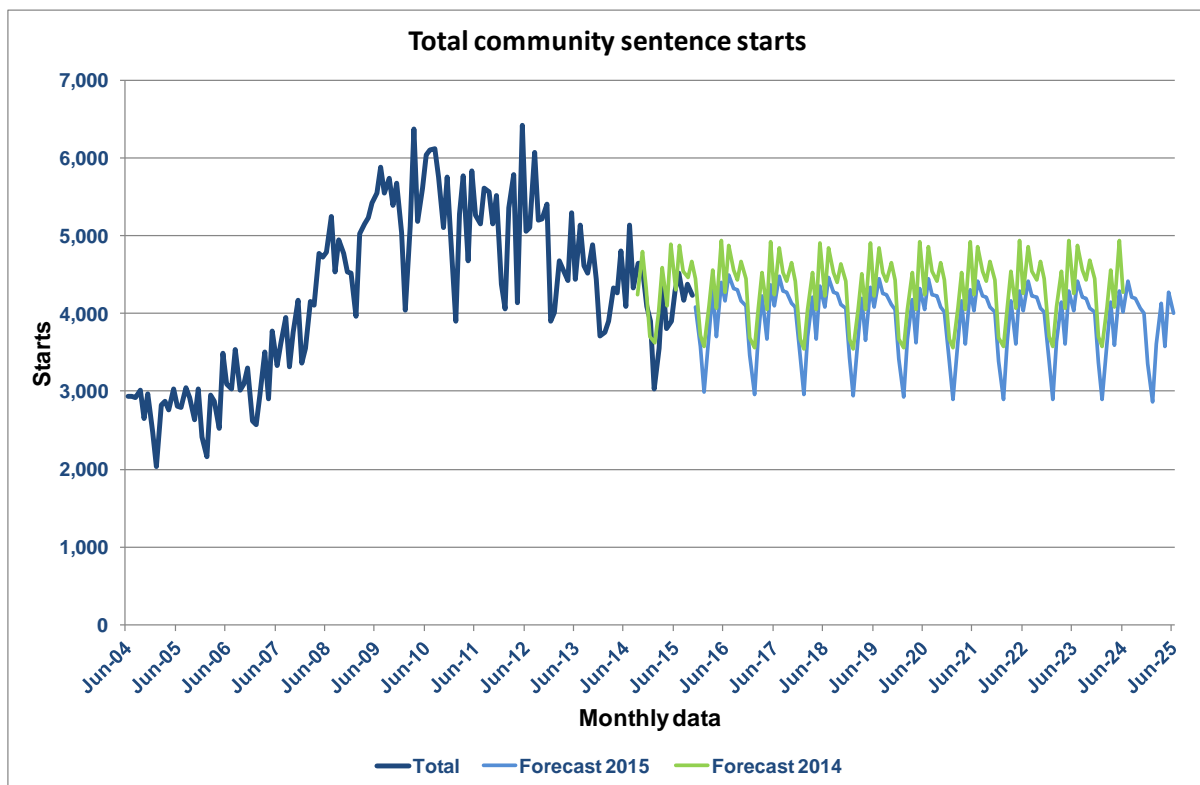
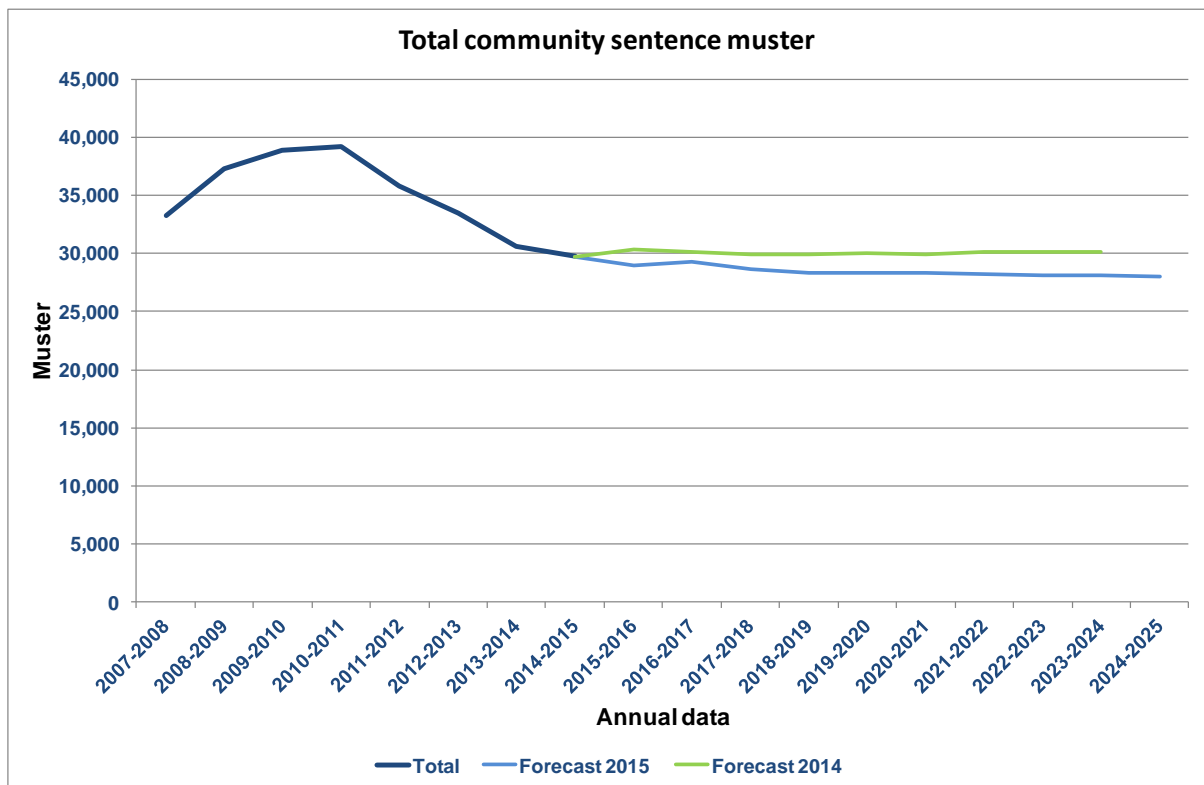


Figure 13: Muster for all community sentences, with 2014 and 2015 forecasts



The 2015 forecasts broadly reflect the behaviour of the Community Work sentences, which form just over half of the total community sentences. The Community Work sentences, in turn, reflect the expected levelling-off in prosecutions. There is some shift within community sentences towards the use of more serious sentences, so the fall in total sentences is slightly less pronounced than the fall in Community Work sentences by themselves.

4.2 Post-sentence management forecasts

Parole

Table 7, Figure 14 and Figure 15 show the starts and muster on Parole, along with the forecasts for 2014 and 2015. Start figures cover the whole fiscal year; muster figures are the maximum values in the relevant fiscal years.

Table 7: Starts and muster on Parole, with 2014 and 2015 forecasts

Fiscal year	Parole starts			Parole musters		
	Starts	Annual change	Compared to 2014 forecast	Maximum muster	Annual change	Compared to 2014 forecast
2014-2015 (actual)	2,027	-15.5%	-2.7%	2,446	3.0%	0.5%
2015-2016	1,943	-4.1%	-8.4%	2,323	-5.0%	1.6%
2016-2017	2,096	7.9%	-1.2%	2,372	2.1%	2.8%
2017-2018	2,088	-0.4%	-1.6%	2,336	-1.5%	2.7%
2018-2019	2,087	0.0%	-1.6%	2,329	-0.3%	1.1%
2019-2020	2,088	0.0%	-1.6%	2,329	0.0%	2.1%
2020-2021	2,088	0.0%	-1.6%	2,323	-0.3%	1.4%
2021-2022	2,088	0.0%	-1.6%	2,330	0.3%	1.9%
2022-2023	2,088	0.0%	-1.6%	2,330	0.0%	1.7%
2023-2024	2,088	0.0%	-1.6%	2,330	0.0%	1.9%
2024-2025	2,088	0.0%	n/a	2,323	-0.3%	n/a

Figure 14: Starts on Parole, with 2014 and 2015 forecasts

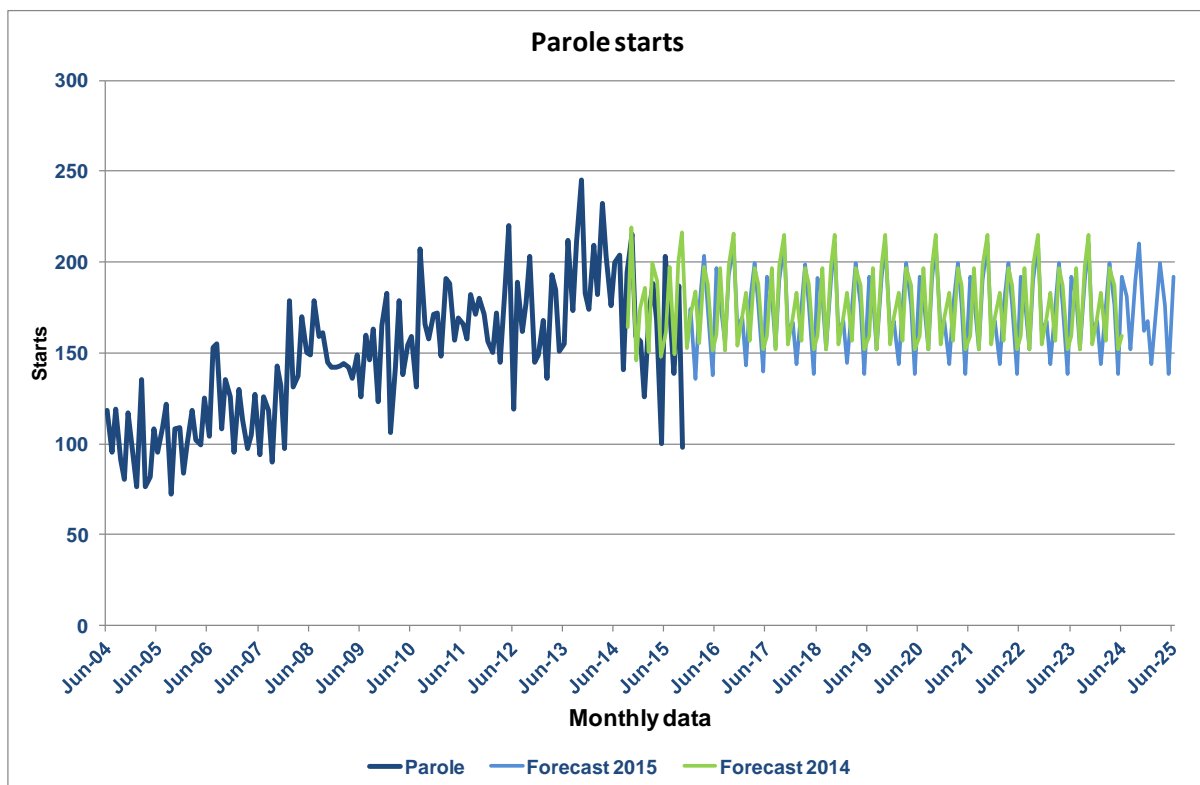
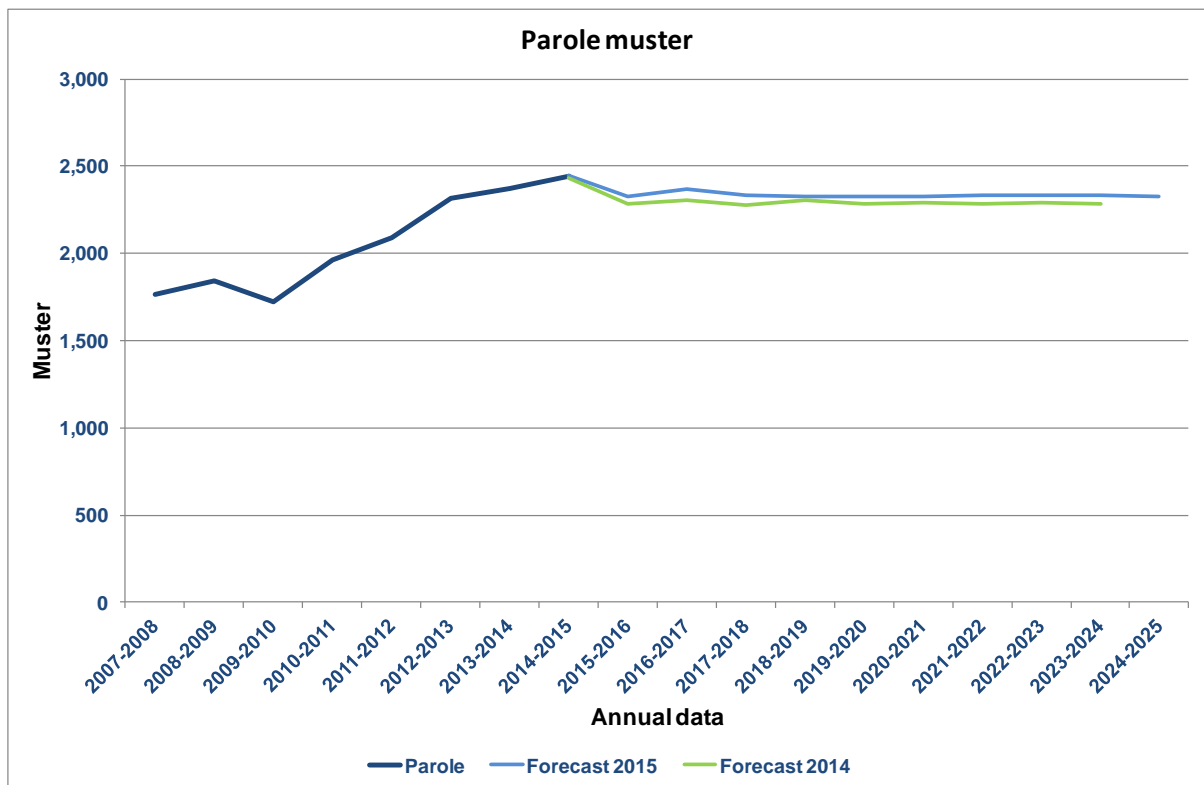


Figure 15: Muster on Parole, with 2014 and 2015 forecasts



There is little difference between the two forecasts. Numbers of parole starts have declined a little in recent years but have levelled off at between 150 and 200 per month, which is consistent with long-term trends. Parole starts are linked to the completion of prison sentences, rather than prison sentence starts, but the parole muster must eventually reflect the trend in offenders entering the system. Hence the number on parole falls slightly and then remains broadly flat.

Released on Conditions

Released on Conditions orders are imposed by judges at time of sentencing on offenders sentenced to terms of imprisonment of 2 years and below.

Table 8, Figure 16 and Figure 17 show the starts and muster for prisoners Released on Conditions, along with the forecasts for 2014 and 2015. Start figures cover the whole fiscal year; muster figures are the maximum values in the relevant fiscal years.

Table 8: Starts and muster for prisoners Released on Conditions, with 2014 and 2015 forecasts

Fiscal year	Released on Conditions starts			Released on Conditions musters		
	Starts	Annual change	Compared to 2014 forecast	Maximum muster	Annual change	Compared to 2014 forecast
2014-2015 (actual)	3,988	4.7%	8.0%	3,327	-2.1%	3.4%
2015-2016	4,024	0.9%	11.3%	3,528	6.0%	13.3%
2016-2017	4,024	0.0%	11.4%	3,424	-2.9%	11.6%
2017-2018	4,073	1.2%	11.2%	3,497	2.1%	11.1%
2018-2019	4,071	0.0%	12.6%	3,458	-1.1%	11.7%
2019-2020	4,128	1.4%	13.2%	3,511	1.5%	13.0%
2020-2021	4,117	-0.3%	13.0%	3,532	0.6%	13.0%
2021-2022	4,077	-1.0%	11.8%	3,487	-1.3%	12.0%
2022-2023	4,088	0.3%	11.5%	3,492	0.1%	11.6%
2023-2024	4,111	0.6%	11.8%	3,493	0.0%	11.3%
2024-2025	4,102	-0.2%	n/a	3,516	0.7%	n/a

Figure 16: Starts for prisoners Released on Conditions, with 2014 and 2015 forecasts

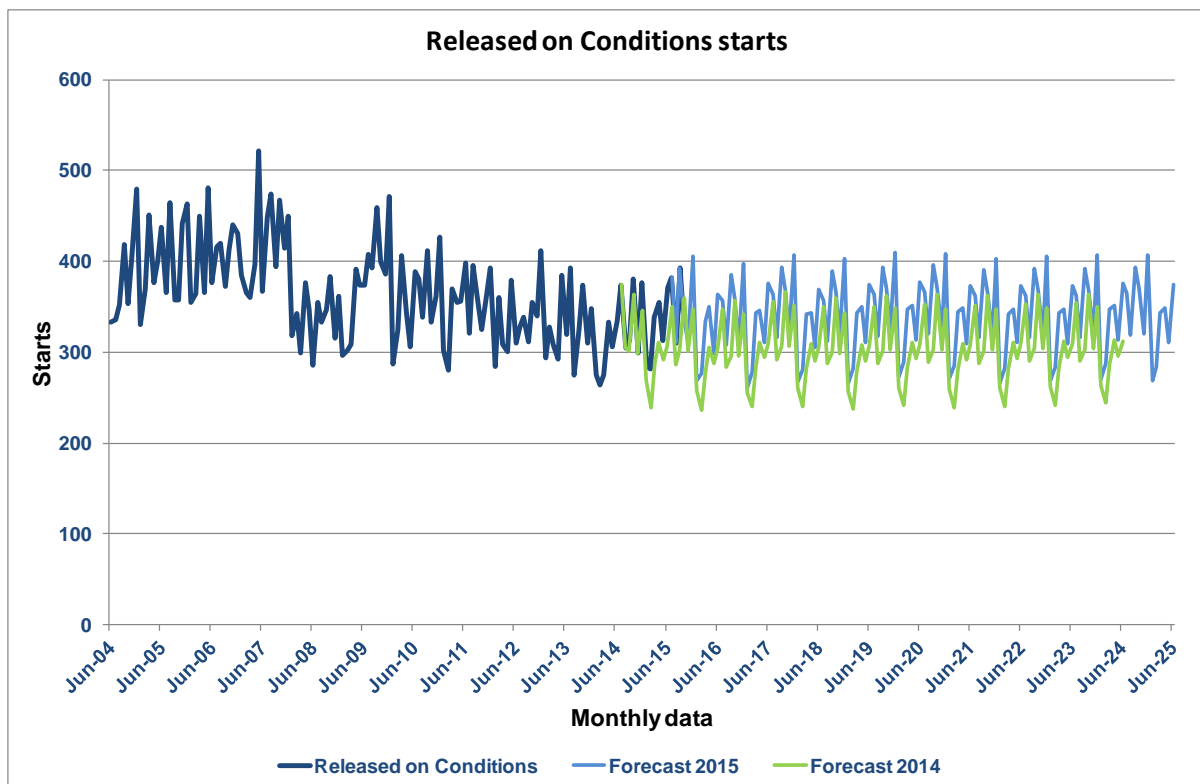
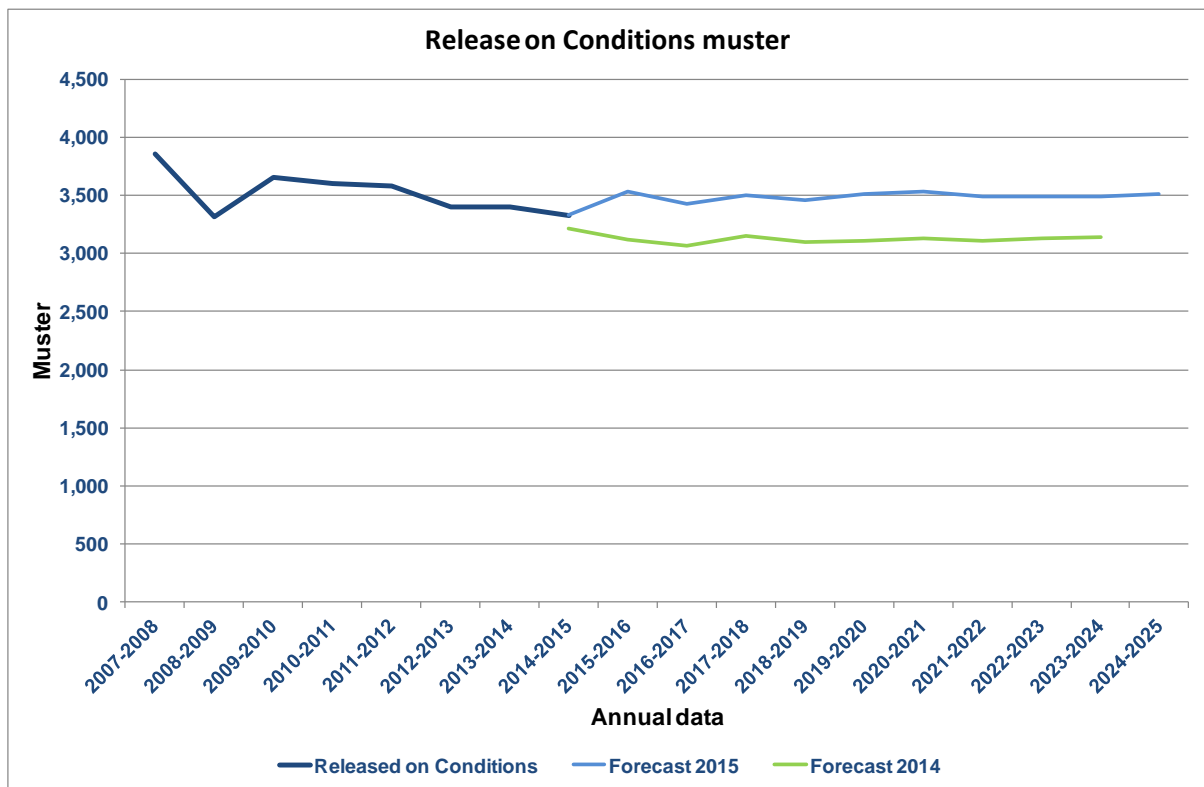


Figure 17: Muster for prisoners Released on Conditions, with 2014 and 2015 forecasts



The 2014 and 2015 forecasts are very similar for starts. An increase in the time spent released on conditions comes through as a small upward change in the muster, reversing the decline seen in recent years.

Post-Detention Conditions

Post-Detention Conditions are applied after an offender has completed Home Detention to provide the offender with additional supervision and support their rehabilitation needs and transition back into society.

Table 9, Figure 18 and Figure 19 show the starts and muster for prisoners with Post-Detention Conditions, along with the forecasts for 2014 and 2015. Start figures cover the whole fiscal year; muster figures are the maximum values in the relevant fiscal years.

Table 9: Starts and muster for prisoners with Post-Detention Conditions, with 2014 and 2015 forecasts

Fiscal year	Post-Detention Condition starts			Post-Detention Conditions musters		
	Starts	Annual change	Compared to 2014 forecast	Maximum muster	Annual change	Compared to 2014 forecast
2014-2015 (actual)	2,736	-4.7%	4.5%	1,348	-4.3%	0.0%
2015-2016	2,657	-2.9%	3.0%	1,230	-8.8%	-2.6%
2016-2017	2,703	1.7%	5.7%	1,281	4.1%	2.3%
2017-2018	2,681	-0.8%	4.9%	1,268	-1.0%	0.6%
2018-2019	2,674	-0.2%	4.7%	1,265	-0.2%	0.4%
2019-2020	2,677	0.1%	4.7%	1,260	-0.4%	0.4%
2020-2021	2,669	-0.3%	4.5%	1,263	0.2%	0.3%
2021-2022	2,672	0.1%	4.6%	1,265	0.2%	0.4%
2022-2023	2,673	0.0%	4.6%	1,265	0.0%	0.4%
2023-2024	2,677	0.2%	4.7%	1,260	-0.4%	0.4%
2024-2025	2,670	-0.3%	n/a	1,263	0.2%	n/a

Figure 18: Starts for prisoners with Post-Detention Conditions, with 2014 and 2015 forecasts

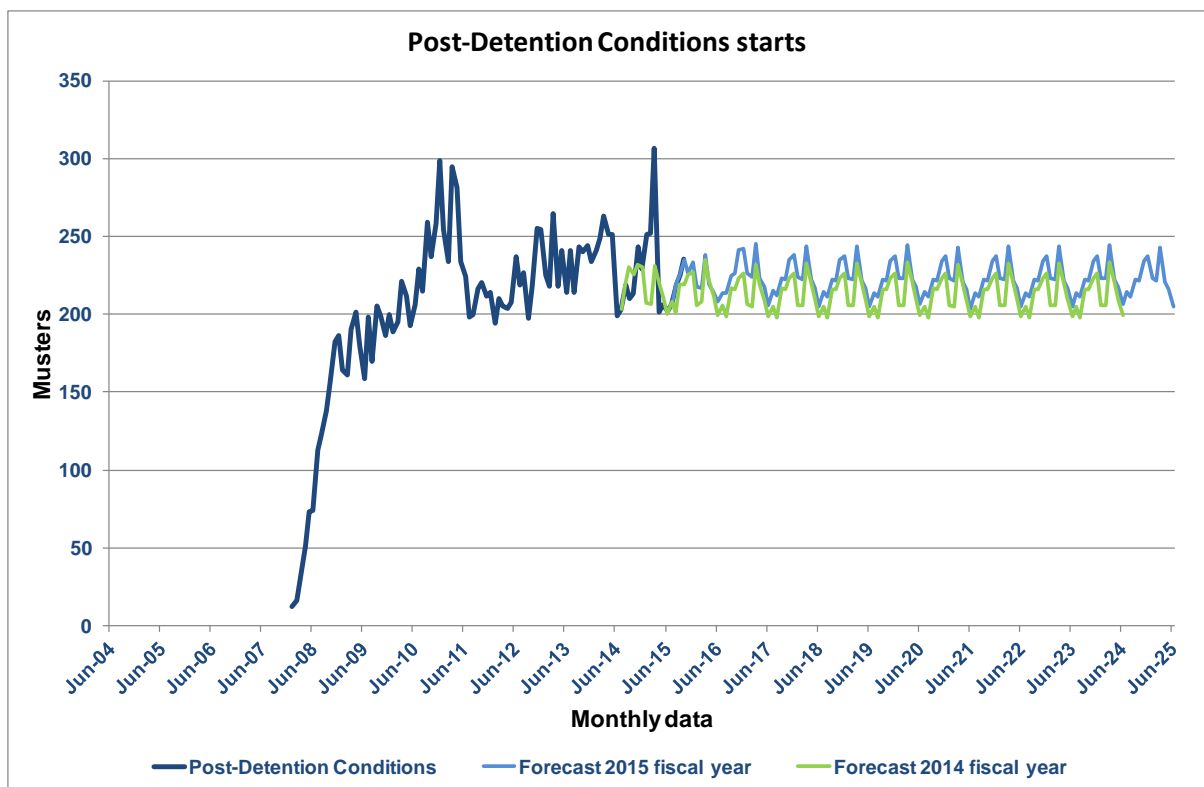
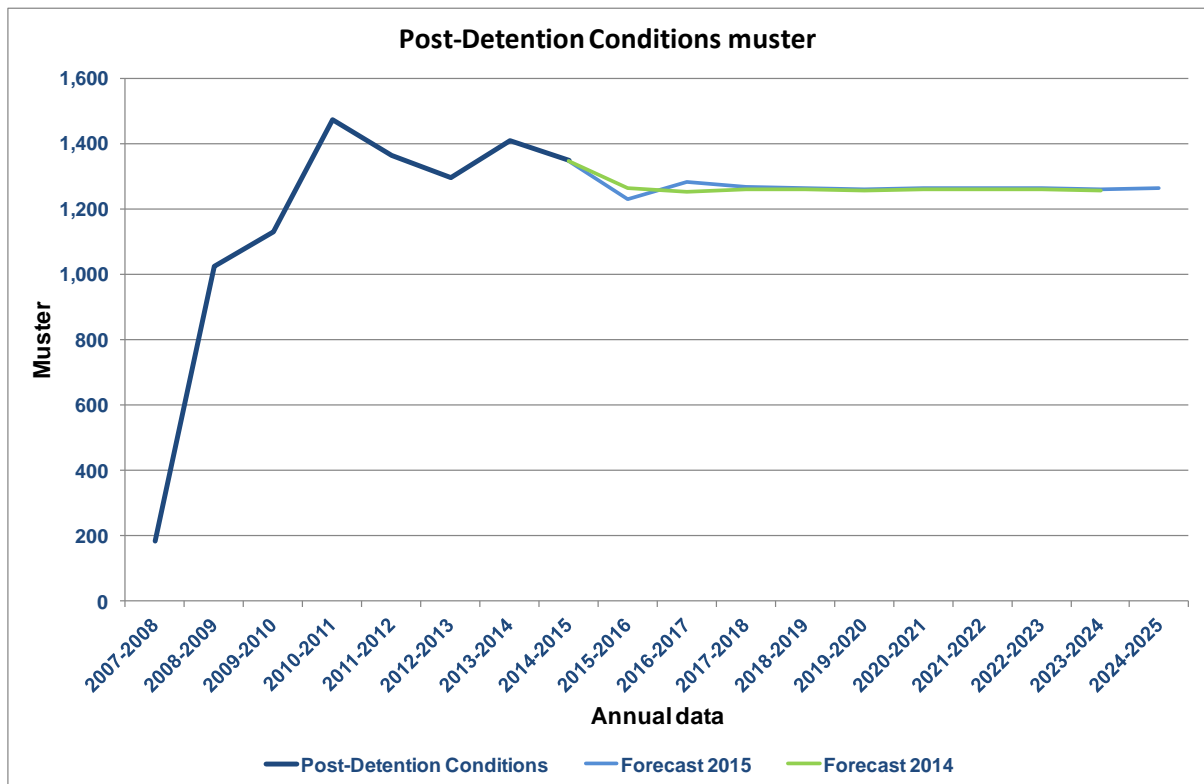


Figure 19: Muster for prisoners with Post-Detention Conditions, with 2014 and 2015 forecasts



The 2015 forecast, like the 2014 forecast, is effectively flat.

Extended Supervision and Life Parole

An Extended Supervision order allows Corrections to monitor child sex offenders for up to 10 years following their prison sentence. Offenders were first put on Extended Supervision orders in 2004 and very few offenders have completed these orders to date. The Parole (Extended Supervision Orders) Amendment Act 2014 abolishes the maximum 10 year limit. Life Parole is parole as applied to offenders released from life sentences.

Table 10, Figure 20 and Figure 21 show the musters for prisoners on Extended Supervision and Life Parole, along with the forecasts for 2014 and 2015. Muster figures are the maximum values in the relevant fiscal years. Starts on Extended Supervision and Life Parole occur at the rate of two or three per month, which is too small a level to forecast.

Table 10: Musters for prisoners on Extended Supervision and Life Parole, with 2014 and 2015 forecasts

Fiscal year	Extended Supervision musters			Life Parole musters		
	Maximum muster	Annual change	Compared to 2014 forecast	Maximum muster	Annual change	Compared to 2014 forecast
2014-2015 (actual)	234	2.6%	-5.6%	287	0.7%	-5.0%
2015-2016	235	0.2%	-10.8%	304	5.9%	-5.3%
2016-2017	255	8.7%	-6.3%	310	2.0%	-8.3%
2017-2018	264	3.5%	-10.2%	309	-0.3%	-9.6%
2018-2019	273	3.4%	-11.7%	311	0.6%	-10.6%
2019-2020	292	7.0%	-6.7%	318	2.3%	-11.4%
2020-2021	308	5.5%	-5.8%	323	1.6%	-11.5%
2021-2022	342	11.0%	0.6%	336	4.0%	-7.7%
2022-2023	361	5.6%	4.0%	339	0.9%	-4.5%
2023-2024	371	2.8%	-0.8%	350	3.2%	-1.4%
2024-2025	374	0.8%	n/a	364	4.0%	n/a

Figure 20: Muster for prisoners on Extended Supervision, with 2014 and 2015 forecasts

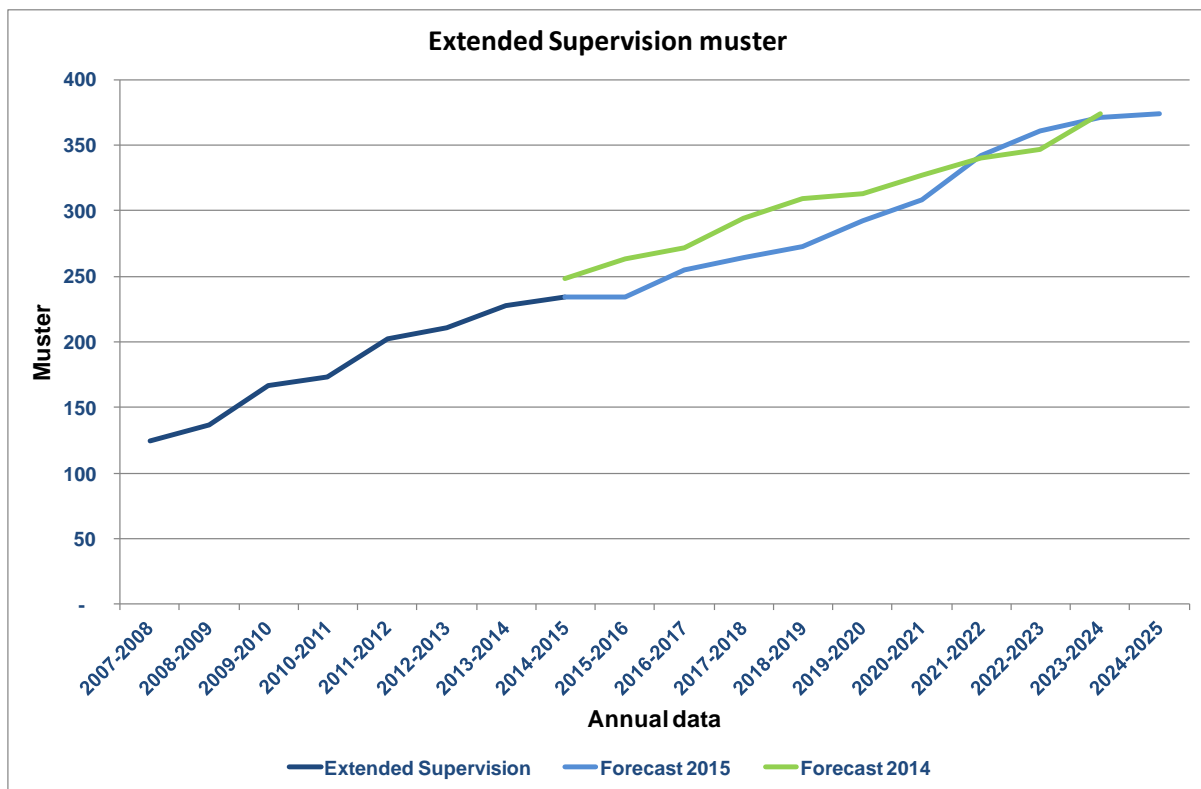
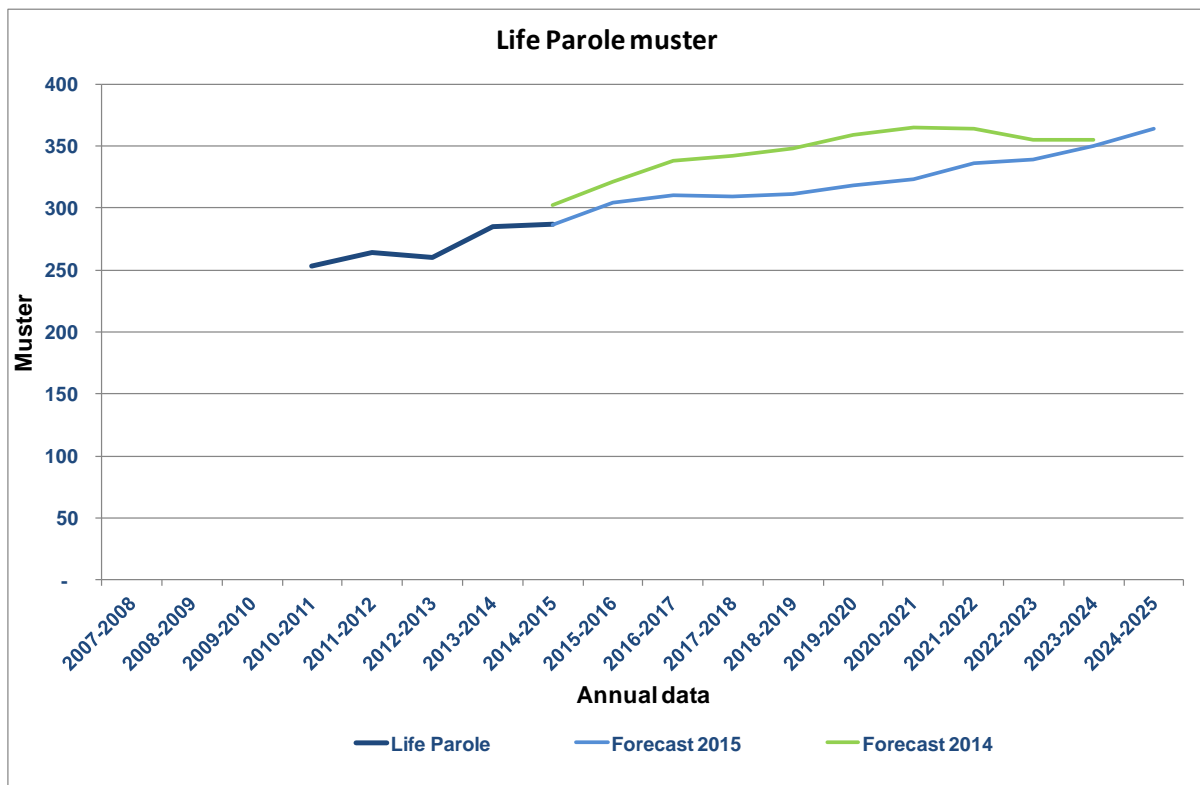


Figure 21: Musters for prisoners on Life Parole, with 2014 and 2015 forecasts



For both these orders, there are few starts in any given month, and those starting are likely to remain on the order for long periods – at least five years, and often ten or more. The expected behaviour would be a long slow climb to a plateau where the numbers starting equal the numbers leaving, although this trend can be impeded by even a small change in the monthly starts. We have seen fewer than expected starts on Life Parole in 2014-2015, so the rate of increase is lower than before.

The impact of the Parole (Extended Supervision Orders) Amendment Act 2014 is more complex. We have seen fewer than expected starts combined with a number of releases which has slowed the increase seen up to last year. However, the Amendment Act will tend to increase the time offenders spend under supervision, which will in turn increase the muster, and hence in time the new muster forecast will exceed last year's.

4.3 Provision of Information forecasts

The forecast this year excludes two items covered in previous years. It has proved impossible to obtain a consistent set of data on Court Servicing Hours to support a reliable forecast. The Smith-Traynor incident, which saw a prisoner on Home Leave temporarily flee the country, has resulted in an almost total suspension of Home Leave. While it is likely that some form of Home Leave will be restored in due course, at present there are no data to support the forecast.

Pre-Sentence Reports

Table 11, Figure 22 and Figure 23 show the numbers of Pre-Sentence Reports, oral and written, along with the forecasts for 2014 and 2015.

Table 11: Numbers of Pre-Sentence Reports, oral and written, with 2014 and 2015 forecasts

Fiscal year	Oral reports			Written reports		
	Reports	Annual change	Compared to 2014 forecast	Reports	Annual change	Compared to 2014 forecast
2014-2015 (actual)	15,453	-1.2%	-3.0%	24,092	1.9%	0.7%
2015-2016	14,987	-3.0%	-7.1%	26,242	8.9%	9.5%
2016-2017	15,194	1.4%	-6.3%	23,902	-8.9%	-0.7%
2017-2018	15,132	-0.4%	-6.4%	23,678	-0.9%	-1.8%
2018-2019	15,087	-0.3%	-6.6%	23,570	-0.5%	-2.4%
2019-2020	15,047	-0.3%	-7.0%	23,501	-0.3%	-3.0%
2020-2021	14,990	-0.4%	-7.5%	23,419	-0.3%	-3.5%
2021-2022	14,968	-0.1%	-7.8%	23,388	-0.1%	-3.8%
2022-2023	14,955	-0.1%	-8.0%	23,370	-0.1%	-4.1%
2023-2024	14,945	-0.1%	-8.2%	23,358	-0.1%	-4.2%
2024-2025	14,899	-0.3%	n/a	23,296	-0.3%	n/a

Figure 22: Numbers of oral Pre-Sentence Reports, with 2014 and 2015 forecasts

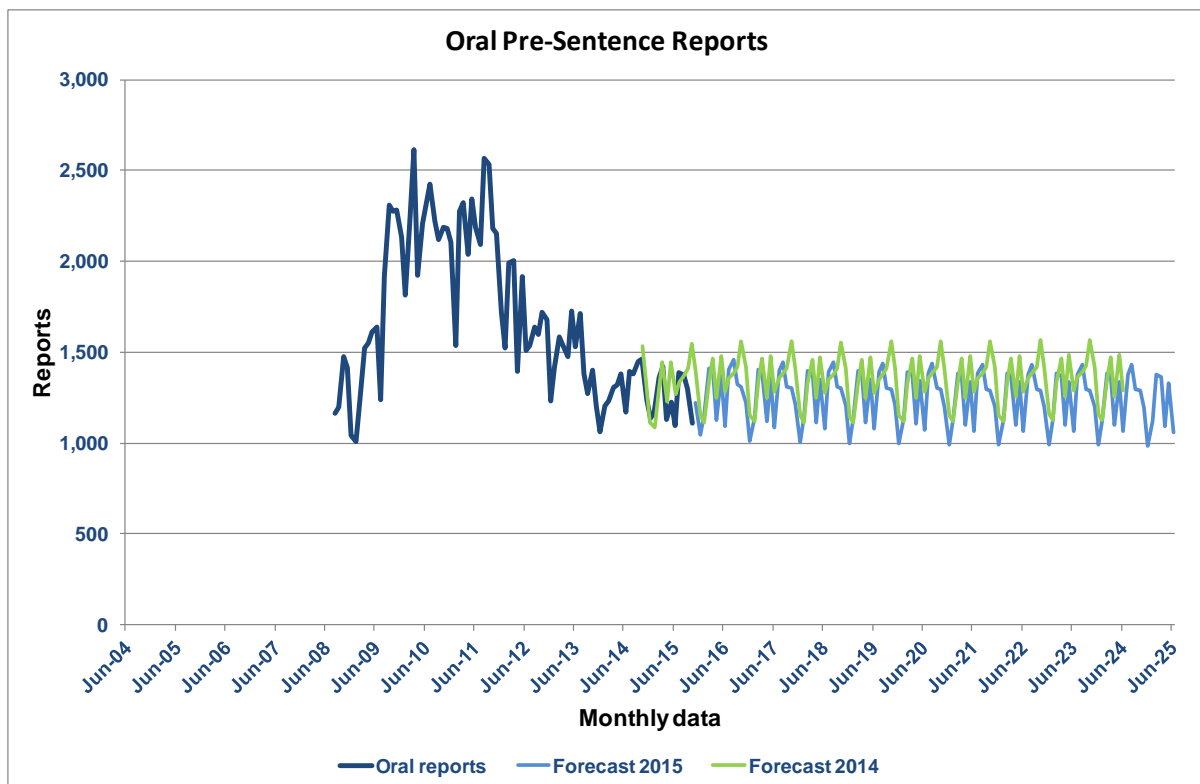
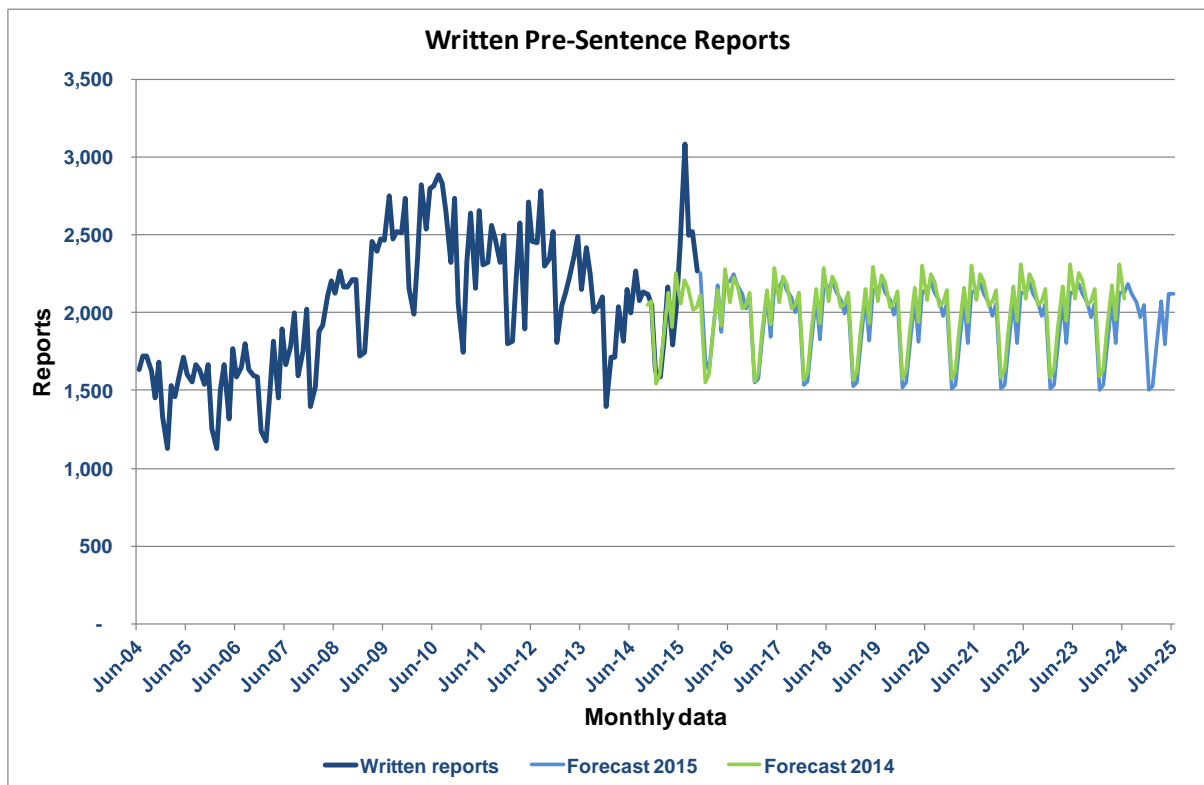


Figure 23: Numbers of written Pre-Sentence Reports, with 2014 and 2015 forecasts



The introduction of new written ‘Provision of Advice’ (PoA) reports in 2011 led to a substantial fall in oral reports, a fall which continued in 2013-14, but seems to have stabilised since. As they remain a valued contribution to judicial decision-making, we have decided to hold the number at its current level for the duration of the forecast. The numbers of written reports had an unusually high peak in mid-2015, when the timescale for their provision was shortened, bringing forward a number of reports. But the overall throughput is unaffected, and numbers have now returned to their usual level. We have projected this level (which is close to last year’s forecast) forwards for the forecast period.

Pre-Release Enquiries

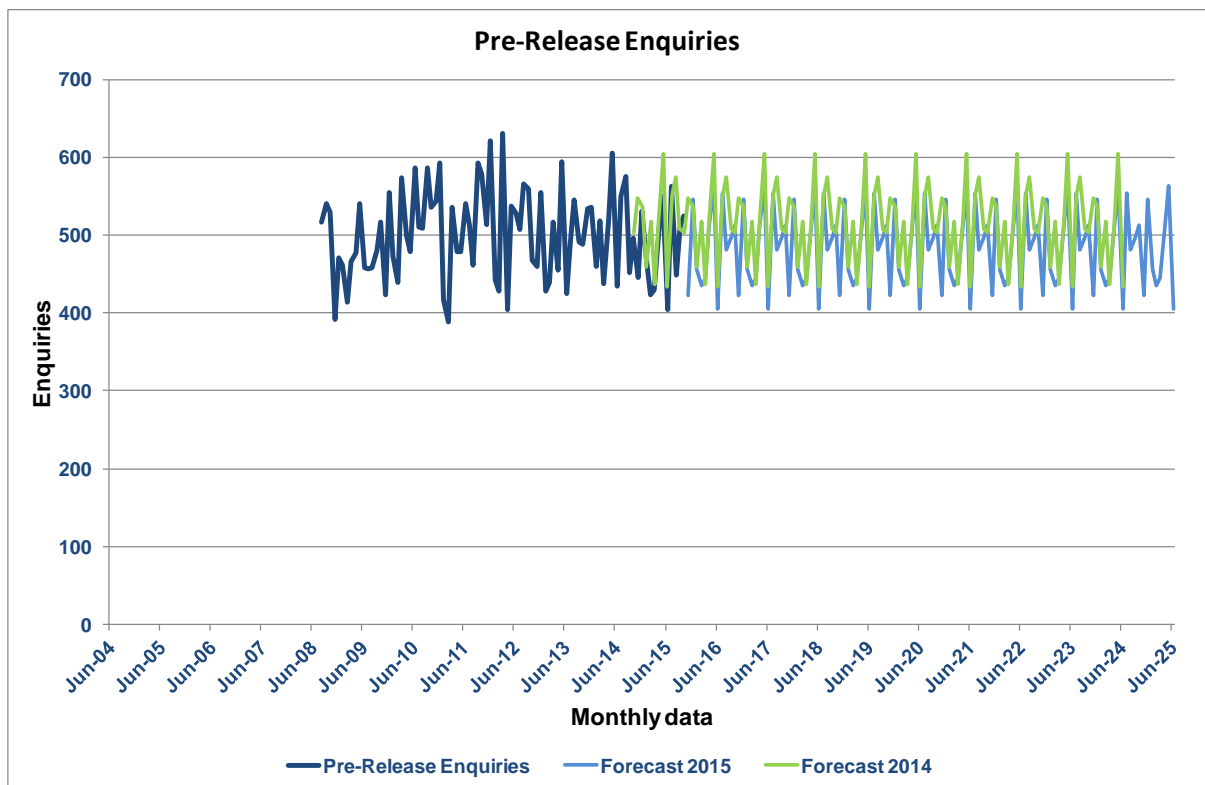
Pre-Release Enquiries are reports to prepare for an offender’s appearance before the Parole Board.

Table 12 and Figure 24 show the current annual number of Pre-Release Enquiries, along with the forecasts for 2014 and 2015.

Table 12: Pre-Release Enquiries, with 2014 and 2015 forecasts

Fiscal year	Pre-Release Enquiries		
	Enquiries	Annual change	Compared to 2014 forecast
2014-2015 (actual)	5,830	-3.7%	-4.9%
2015-2016	5,829	0.0%	-5.8%
2016-2017	5,828	0.0%	-5.9%
2017-2018	5,828	0.0%	-5.9%
2018-2019	5,828	0.0%	-5.9%
2019-2020	5,828	0.0%	-5.9%
2020-2021	5,828	0.0%	-5.9%
2021-2022	5,828	0.0%	-5.9%
2022-2023	5,828	0.0%	-5.9%
2023-2024	5,828	0.0%	-5.9%
2024-2025	5,828	0.0%	n/a

Figure 24: Pre-Release Enquiries, with 2014 and 2015 forecasts



The trend continues to be flat, and is scarcely changed from the last forecast.

Parole Condition Progress Reports

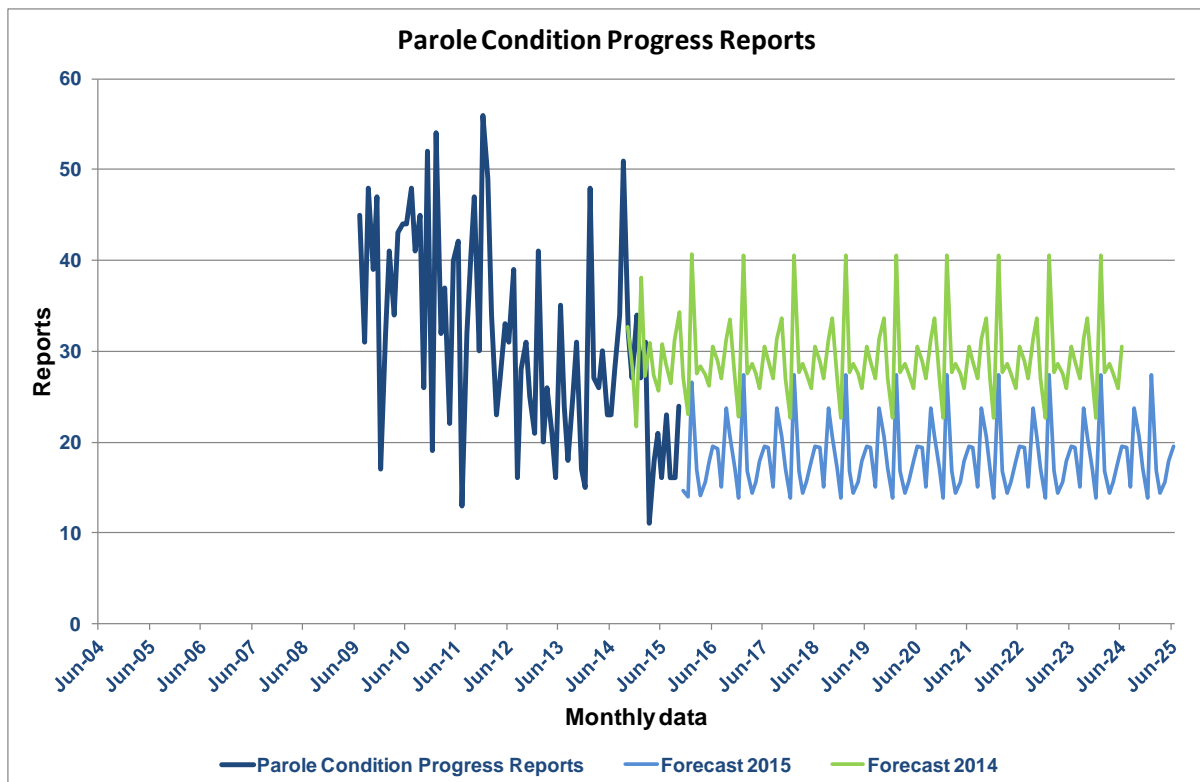
Parole Condition Progress Reports are reports to the Parole Board to assess how well a paroled offender is meeting any conditions the Board has imposed.

Table 13 and Figure 25 show the current annual number of Parole Condition Progress Reports, along with the forecasts for 2014 and 2015.

Table 13: Parole Condition Progress Reports, with 2014 and 2015 forecasts

Fiscal year	Parole Condition Progress Reports		
	Reports	Annual change	Compared to 2014 forecast
2014-2015 (actual)	330	7.5%	-12.1%
2015-2016	218	-33.9%	-37.8%
2016-2017	221	1.4%	-37.0%
2017-2018	221	0.0%	-37.0%
2018-2019	221	0.0%	-37.0%
2019-2020	221	0.0%	-37.0%
2020-2021	221	0.0%	-37.0%
2021-2022	221	0.0%	-37.0%
2022-2023	221	0.0%	-37.0%
2023-2024	221	0.0%	-37.0%
2024-2025	221	0.0%	n/a

Figure 25: Parole Condition Progress Reports, with 2014 and 2015 forecasts



This is another quantity where small monthly numbers and a high level of volatility make for a challenging forecast. However it is clear that there has been a substantial step downwards in the last year. This is due to the use of electronic monitoring of parolees, with the electronic information now available to the Parole Board being used instead of the reports.

5. Summary

Forecasting the numbers under correctional supervision requires consideration of many trends across the agencies that make up the criminal justice sector. Assumptions have to be made about how those trends will develop based on current behaviour and what is known about future legislative and operational change. This report summarises these assumptions for the key trends, but there are many more assumptions that need to be made to deliver the forecast – upwards of 100, in fact.

But ultimately the current forecast can be boiled down to just two major trends:

- There is a broadly stable number of people passing through the system; and
- Those who are dealt with by the system are treated more severely in terms of likelihood of custodial remand, and in terms of the time they spend in prison.

The first trend is level in terms of the prison population, the second upward, and the result is a slowly rising prison forecast. The same trends also act on community sentences, keeping overall numbers constant while tilting the balance towards the more serious community sentences such as Intensive Supervision.

In the long run, the expected levelling-off of prosecutions works its way through to all quantities, resulting in level trends in nearly everything by the end of the forecast period.