

Summary: Analysis & Evidence

Policy Option 1

Description: Amend the Juries Act 1974 so that registered voters can be summoned for jury service in England and Wales at any time before their 76th birthdays. There is no automatic right of self-excusals for any 18-75 year old.

FULL ECONOMIC ASSESSMENT

Price Base Year	PV Base Year*	Time Period Years	Net Benefit (Present Value (PV)) (£m)		
			Low: 19	High: 39	Best Estimate**: 29
2013/14	2013/14	10			

COSTS (£m)	Total Transition (Constant Price) Years	Average Annual (excl. Transition) (Constant Price)	Total Cost (Present Value)
Low	0.2	0.06	0.5
High	0.3	0.08	0.7
Best Estimate**	0.2	0.07	0.6

Description and scale of key monetised costs by 'main affected groups'

HMCTS may incur implementation costs of up to £250k in 2015 as a result of IT changes that would have to be made. However, it is currently expected that the Electoral Commission's costs would be *de minimis* with respect to modifications to the annual voter registration form.
HMCTS may incur costs of some £60-80k per year from 2016 due to an increase in the number of summonses issued on the grounds that 70-75 year olds may have a lower propensity to serve on juries than younger adults.

Other key non-monetised costs by 'main affected groups'

A proportion of 70-75 year olds attach a value to the leisure time which would be lost due to their undertaking jury service.
Conversely, an unknown proportion of 18-69 year olds who would otherwise have served on juries each year (as they are effectively replaced by a number of 70-75 year old serving jurors) would have derived a non-financial benefit from the greater sense of civic engagement involved with jury service.

BENEFITS (£m)	Total Transition (Constant Price) Years	Average Annual (excl. Transition) (Constant Price)	Total Benefit (Present Value)
Low	N/A	3	20
High	N/A	7	40
Best Estimate**	N/A	5	30

Description and scale of key monetised benefits by 'main affected groups'

The largest benefit is the gain to GDP, which is currently estimated to be some £3-6 million per year higher than otherwise from 2016 as fewer workers would be temporarily diverted away from their jobs; this is because a greater proportion of the jury pool in England and Wales would be economically inactive than otherwise.
For the same reason, the Exchequer (i.e., HMCTS) may benefit by up to £1 million per year from 2016 due to having to pay fewer claims for financial loss as fewer serving jurors would be employed than otherwise.

Other key non-monetised benefits by 'main affected groups'

Including 70-75 year olds in the jury pool of England and Wales should lead to a greater sense of civic engagement among at least some members of this age group who undertake jury service.
Conversely, a proportion of 18-69 year olds who are not employed and who would otherwise have served on juries (as they are effectively replaced by a number of 70-75 year old jurors) gain some leisure time to which they attach a value.
Juries would benefit from the life experiences and accumulated knowledge of 70-75 year olds, but this cannot be quantified in terms of the potential impact on juries' collective decision-making.

Key assumptions/sensitivities/risks	Discount rate (%)	3.5
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The share of 70-75 year olds who would serve on juries when summoned is unknown, so two scenarios have been used where the "serve" rates are 10% and 20%. There is a risk that the actual serve rate of 70-75 year olds could be higher or lower than these assumptions in any given year.
The future age distribution of adults is based on the 2012 Principal Population Projections for England and Wales, as published by the Office for National Statistics. These projections have been adjusted by the estimated propensity to register to vote in 2011 by age group, based on an Electoral Commission study. Labour Force Survey figures have been used to estimate the levels and changes in economic activity and gross weekly pay by age group. There is a risk that these sets of figures are higher or lower than the outturn figures for any age group change over the coming years. It is assumed that the conviction rate in jury trials does not change as a result of this policy.

BUSINESS ASSESSMENT (Option 1)

Direct impact on business (Equivalent Annual) £m			In scope of OITO?	Measure qualifies as
Costs: N/A	Benefits: N/A	Net: N/A	N/A	N/A

* Strictly, the PV base year is 2013, but the difference between that and 2013/14 is small enough to be ignored.

** Approximate mid-point between "high" and "low" estimates that are based on Scenarios A and B in the Evidence Base.

Evidence Base

Background

- 1 Section 1 of the Juries Act 1974, as amended in 1988, states that:

 “every person shall be qualified to serve as a juror in the Crown Court, the High Court and county courts and be liable accordingly to attend for jury service when summoned under this Act if--
 (a) he is for the time being registered as a parliamentary or local government elector and is not less than eighteen nor more than seventy years of age;”
- 2 The Criminal Justice Act 1988 raised the age limit for jury service in England and Wales to 70 years old while providing for a right of self-excusals which was subsequently removed.
- 3 The Criminal Justice Act 2003 abolished almost all the grounds for exclusion from jury service that had formerly existed. The effect of the 2003 Act was to increase substantially the pool from which jurors are chosen by making more people eligible (e.g., judges, lawyers, police officers) from 2004 onward than had previously been the case.
- 4 The table below illustrates the trends in jury summoning between 2005 and 2012. It suggests that the number of jurors supplied as a proportion of summonses issued annually was around 48-50% over the period. Moreover, both the annual numbers of jurors summoned and supplied to court declined over the period by 10% and 9% respectively.

Table 1: Trends in Jury Summoning

Year	2005	2006	2007	2008	2009	2010	2011	2012
Total number of summons issues*	388,154	390,671	388,362	395,503	373,871	373,650	343,949	349,606
Total number of jurors supplied to the court	185,193	181,966	182,661	183,506	176,351	181,281	170,421	168,914
Deferred to serve at a later date	63,741	61,254	66,174	66,806	61,892	62,051	57,982	61,252
Number refused deferral	286	172	122	103	87	78	54	33
Excused by right having served in past two years	4,333	4,277	4,518	4,244	3,470	3,881	3,331	3,280
Excused for other reasons**	93,141	95,559	103,064	104,290	96,563	93,782	76,008	76,578
All excused	97,474	99,836	107,582	108,534	100,033	97,663	79,339	79,858
Number refused excusal	3,585	2,053	1,641	1,515	1,342	1,485	1,303	1,141
Disqualified - residency, mental disorders, criminality	77,364	85,061	94,171	96,325	92,704	96,482	89,668	88,836
Disqualified - on selection	49,765	53,031	58,900	59,017	56,967	56,871	52,115	50,538
Disqualified - failed Police National Computer check	193	185	207	225	220	215	239	648
All disqualified	127,322	138,277	153,278	155,567	149,891	153,568	142,022	140,022
Failed to reply to summons	38,322	39,223	40,635	45,192	49,086	47,221	43,663	41,925
Summons undelivered	15,911	18,394	18,325	17,603	13,646	12,916	12,583	13,066
Postponed by Jury Central Summoning Bureau	10,691	6,379	7,274	9,621	7,439	6,569	4,937	5,427

Source: Jury Central Summoning Bureau

Note that numbers do not add up to the overall total within a given year as the data reflect rolling 12 month periods with 'carry-over' rules applied to certain rows in the table. For example, the number of disqualifications reported for a given year may include disqualifications for summons that were issued in previous years.

* This figure represents the number of summons that were issued during a particular year and not the number of adults who actually served on a jury in that year. For example, a person summoned for jury service in 2011, may not actually serve until 2012.

** Including childcare, work commitments, medical, language difficulties, student, moved from area, travel difficulties and financial hardship.

- 5 The table also shows that the major reason for disqualification from undertaking jury service was statutory ineligibility by reason of residency, criminal record or “mental disorder”.
- 6 The Jury Central Summoning Bureau (JCSB), which is part of HM Courts and Tribunals Service (HMCTS), is responsible for issuing and processing the jury summonses issued for all courts in England and Wales. Those adults summoned have been chosen at random from the electoral register to serve as a juror in the Crown Court, the county court or the coroner’s court. The electoral registers are lists provided by every local authority of everyone who has registered themselves as eligible to vote in a UK Parliamentary and/or local government election. Those individuals below the age of 18 or shortly after their 70th birthday are currently ineligible for jury service (since this was how lawyers advised the age limit of “not more than” 70 should be implemented).¹
- 7 The JCSB issues a jury summons at least five weeks prior to the date of serving. Summoned individuals receive:
 - a leaflet called “Guide to Jury Summons”, which will tell the individual how to complete the reply to their summons;
 - a leaflet explaining the rates of allowances that can be claimed;
 - a pre-paid envelope to return the reply to the jury summons;
 - information on the court and the date the individual will attend;
 - contact details for the JCSB for returning the reply to the summons and to deal with any queries;
 - information on how to complete the reply to the summonses; and
 - information on how to apply to defer or be excused from jury service.
- 8 Anyone summoned for, and qualified to undertake, jury service can apply for excusal (i.e., no obligation to serve) or deferral (i.e., postponing jury service to a later date). Only those who have already undertaken jury service within the past two years are excused as of right if summoned again.
- 9 The previous Government’s Ageing Strategy, *Building a Society for All Ages* (2009), gave an undertaking to review the upper age limit of 70 for jury service. A public consultation ran from 16 March to 8 June 2010 and drew 44 responses.
- 10 Respondents were almost equally divided about whether there should be an upper age limit. The main argument in favour of a limit was that as people aged they were more at risk of illness or disability which would affect their ability to act effectively as a juror. The main argument against was that any limit was discriminatory and unfair – 81% of respondents who addressed the point considered that if the limit was raised or abolished there should be an accompanying right of self-excusals.
- 11 It was generally those organisations and individuals connected with the justice system who had concerns about the adverse consequences of any

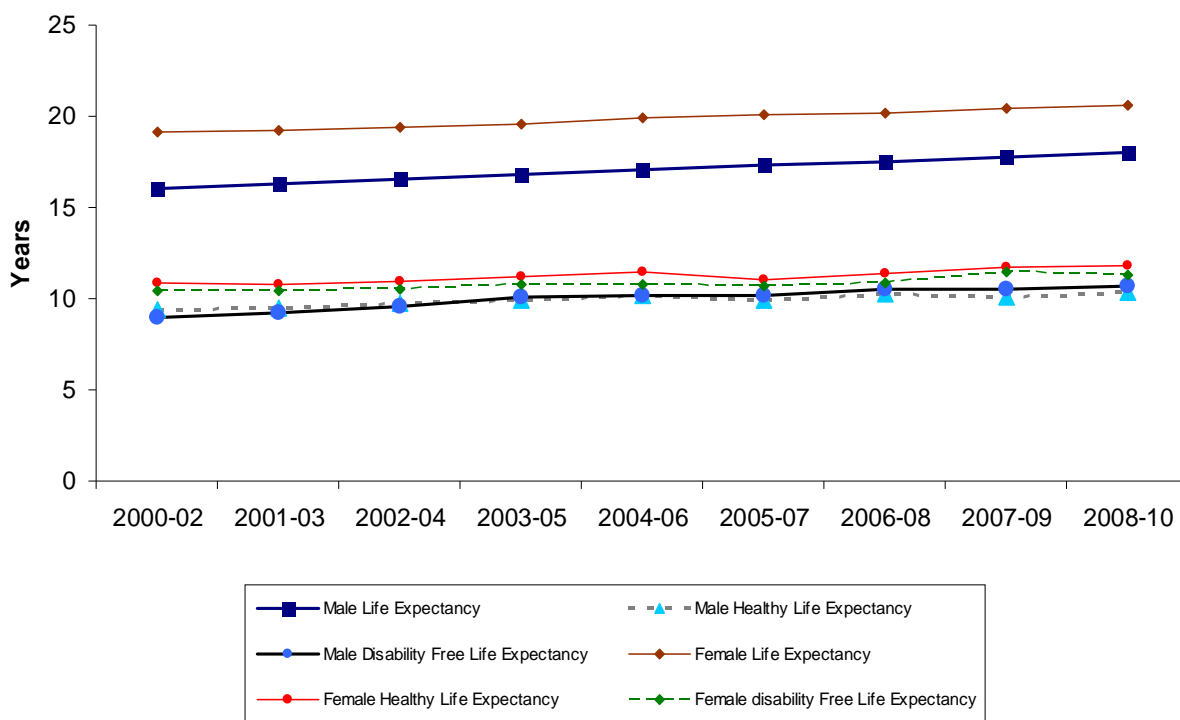
¹ Currently, those householders who are “over 70” years old declare this fact by ticking the appropriate box on their electoral registration form.

change. Most judicial and magisterial organisations, including the senior judiciary, favoured retaining the present limit. HM Courts Service (now HM Courts and Tribunals Service) favoured raising the age to 75 without a right of self-excusals for 70-75 year olds.

Policy rationale and objective

- 12 At present, only registered voters under the age of 70 are eligible to sit as jurors. This existing upper age limit of 70, last amended in 1988, does not reflect the current life expectancies of older people in England and Wales. Life expectancy is defined by the Office for National Statistics (ONS)² as “an estimate of the average number of years a person of that age would survive if he or she experienced the particular area’s age-specific mortality rates for that time period throughout the rest of his or her life.”
- 13 The following graph illustrates the advances in overall, healthy³ and disability-free⁴ life expectancies at age 65 in England during the 2000s.

Chart 1: Male and Female Life Expectancies in England, 2000-10



Source: “Health Expectancies at Birth and at Age 65 in the United Kingdom, 2008–2010”, ONS, 29 August 2012 (<http://www.ons.gov.uk/ons/publications/re-reference-tables.html?edition=tcm%3A77-258186>)

² Page 19, “Life expectancy at birth and at age 65 by local areas in the United Kingdom, 2004–06 to 2008–10”, August 2012 (http://www.ons.gov.uk/ons/dcp171778_238743.pdf).

³ “Healthy” life expectancy (HLE-5) is defined by the ONS as “the number of remaining years that an individual can expect to live in ‘Very good’ or ‘Good’ general health”. As an expected value, this is the average number of additional years of healthy life.

⁴ “Disability-free” life expectancy (DFLE) is defined by the ONS as “the number of remaining years that an individual can expect to live without a limiting long-standing illness”. As an expected value, this is the average number of additional years of disability-free life.

- 14 The healthy life expectancy of 65 year old men rose to 10.3 years and disability-free life expectancy increased to 10.7 years by 2008-10, while their total life expectancy reached 18.0 years. The equivalent life expectancies of 65 year old women in England were all up to 3 years higher than those of men over the decade. The corresponding estimates for men and women in Wales at age 65 were broadly similar to their counterparts in England, except for female healthy life expectancy which was appreciably lower in the later 2000s.
- 15 However, all three life expectancy measures of 65 year old men and women in England and Wales were at least 10.0 years by 2008-10, which means that many 70-75 year old people can now reasonably be expected to serve on juries if summoned or to request excusal/deferral in the normal way.
- 16 As a result, juries in England and Wales are not as fully representative of the adult population as they could be. The criminal justice system is not therefore getting the benefit of the knowledge and experience of those adults between 70 and 75 years of age who are willing and able to serve.
- 17 Consequently, the Minister for Policing and Criminal Justice announced to Parliament on 2 September 2013 that the Government would seek to increase the statutory upper age limit of jury service to 75 years old without any right of self-excusal.⁵ As the existing upper age limit is enshrined in the amended Juries Act 1974, it can only be changed through primary legislation.
- 18 The intended impact of this policy change will be that a wider age range of people would act as jurors than at present. Capping the age limit at 75 should avoid creating an undue additional burden on HMCTS, which would otherwise have to summon a much larger number of people who could justifiably seek to be excused service due to infirmity.
- 19 The main groups in society directly affected by this policy proposal are: (i) all individuals in England and Wales who are registered to vote, particularly those aged 70-75; and (ii) the Exchequer, given the juror expenses claims paid by HMCTS. However, businesses are not directly affected by the change in legislation because the policy proposal only impacts individual voters and HMCTS directly.

Description of options

- 20 This Impact Assessment identifies both monetised and non-monetised impacts of the proposed policy on individuals and groups in the UK. The costs and benefits of the policy option are compared to the “do nothing” option. Impact Assessments place a strong emphasis on valuing the costs and benefits in monetary terms. However, there are important aspects that cannot readily be monetised – e.g., the effects on particular groups of society or changes in equity and fairness.
- 21 The following analysis has been informed by the research findings of

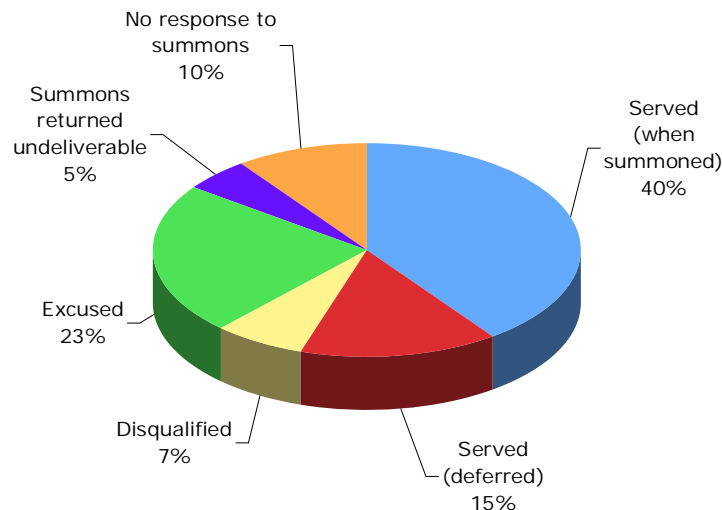
⁵http://www.publications.parliament.uk/pa/cm201314/cmhansrd/cm130902/wmstext/130902m0001.htm#130902m0001.htm_spmi8

Cheryl Thomas, who is the Professor of Judicial Studies at University College London.⁶ As a leading expert on juries, Prof Thomas has previously been commissioned by the Ministry of Justice to investigate the representativeness of jurors⁷ and the fairness of jury decision-making⁸.

Base Case - “Option 0”

- 22 In the status quo option, the upper age limit for jury service in England and Wales remains unchanged at shortly after an individual’s 70th birthday. For modelling purposes, the age limit is taken to be someone’s 70th birthday.
- 23 According to JCSB figures, the average number of jurors supplied to court was approximately 179,000 per year between 2005 and 2012, which includes those adults who served when summoned as well as those whose jury service was deferred to a later date. The annual average jurors supplied since 2005 is therefore used as a notional equilibrium for modelling the base case.
- 24 Since those individuals summoned for jury service are selected at random from the electoral register, some of those summoned will need to be excused (e.g., for medical reasons) or have to be disqualified (e.g., due to having a particular criminal conviction) from jury service. These are two of the reasons why the number of jurors summoned exceeds the number supplied by a substantial margin. The other reason is a failure to respond to a jury summons (e.g., if someone has moved home).
- 25 The chart below depicts the results of Prof Thomas’s summoning survey, which shows the breakdown of her sample by outcome in 2005.

Chart 2: 2005 Jury Summoning Survey Results



Source: Prof Cheryl Thomas, unpublished

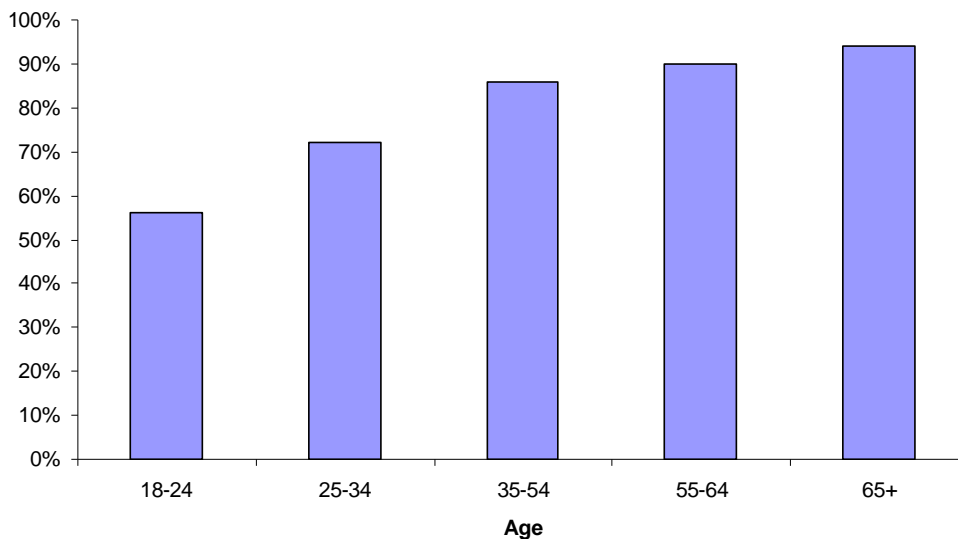
⁶ http://www.ucl.ac.uk/laws/academics/profiles/index.shtml?vp_thomas

⁷ “Diversity and Fairness in the Jury system”, 2007, Ministry of Justice Research Series 2/07 (<http://4wardeveruk.org/wp-content/uploads/2009/08/p.Diversity-Fairness-in-the-Jury-System.pdf>)

⁸ “Are juries fair?”, 2010, Ministry of Justice Research Series 1/10 (<http://www.justice.gov.uk/downloads/publications/research-and-analysis/moj-research/are-juries-fair-research.pdf>)

- 26 One can see that around half of summoned individuals served on a jury when summoned or at a later date. Of the remaining half who did not serve, most were excused or disqualified from jury service, while a minority failed to respond to their summons.
- 27 Given that adults summoned for jury service are randomly selected from the electoral register, the age distribution of 18-69 year olds in the resident adult population and the age distribution of those eligible to be summoned for jury service differ because of the varying propensities to register to vote by age.
- 28 The completeness of the electoral register for different age groups nationally in 2011 is summarised below. One can see that older people were significantly more likely to register to vote than young people. For instance, it was estimated that 94% of those aged 65 and above registered in 2011, in contrast to about 56% of 18-24 year olds.

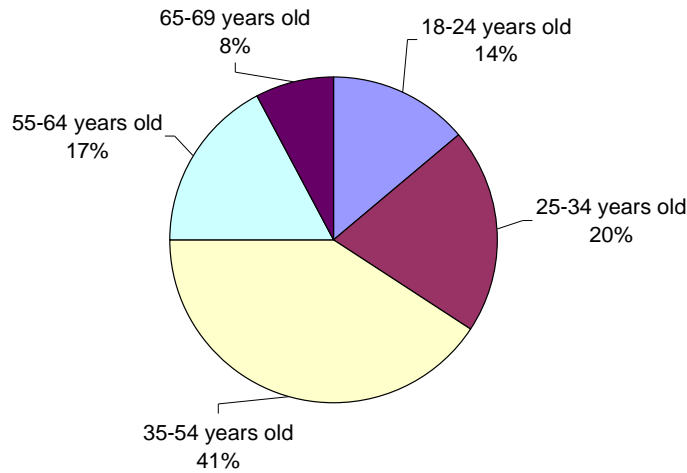
Chart 3: Electoral Register Completeness by Age Group, 2011



Source: "Great Britain's electoral registers 2011", Electoral Commission, Figure 10 (http://www.electoralcommission.org.uk/data/assets/pdf_file/0007/145366/Great-Britains-electoral-registers-2011.pdf)

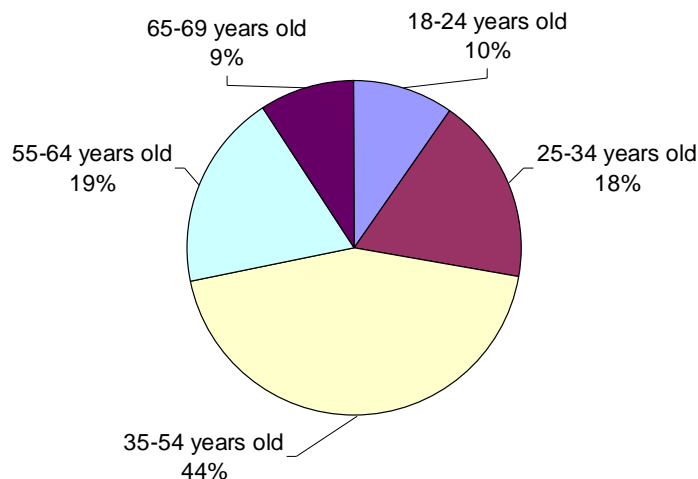
- 29 The proportions of the adult resident population aged 18-69 and estimates of those who are eligible to be summoned for jury service are set out in the pie charts below.

Chart 4: Proportion of 18-69 year old Resident Population by Age Group in England and Wales, 2012



Source: "National Population Projections, 2012-based Statistical Bulletin", ONS, 6 November 2013 (<http://www.ons.gov.uk/ons/rel/npp/national-population-projections/2012-based-projections/index.html>)

Chart 5: Proportion of 18-69 year old Juror Eligible Population by Age Group in England and Wales, 2012



Source: MoJ estimates based on ONS 2012 Principal Population Projections and adjusted by Electoral Commission findings of completeness of the national electoral register by age group in 2011

- 30 Given random summoning and younger age groups' lower probability of registering to vote, it is evident that younger adults are less likely to be summoned for jury service in comparison to their share of the 18-69 year old population. Conversely, older people are more likely to be summoned relative to their share of that population.
- 31 Based on the estimated age distribution of the juror eligible population in 2012, on Prof Thomas's research and on JCSB published figures, the following outcomes for different age groups summoned have been imputed so as to provide a notional equilibrium for the base case in the ten year period up to 2022.

Table 2: Imputed Summons Outcomes by Age Group

Age Group	Juror Summonses	<i>of which</i>				Total
		Serve	Not serve: Excused	Not serve: Disqualified	Non-response	
18-64	91%	53%	27%	5%	15%	100%
65-69	9%	20%	60%	5%	15%	100%
18-69	100%	50%	30%	5%	15%	100%

32 In her research, Prof Thomas defined the “not serve” rate as the sum of the excused and disqualified proportions of summoned individuals. With respect to the above table, this means that the total “not serve” equilibrium rate of 18-64 years olds is put at approximately 32% and that of 65-69 year olds is 65%. This assumption has been informed by Prof Thomas’s research finding that the “not serve” rate of the oldest age group of summoned individuals was approximately twice that of all younger age groups, whose “not serve” rates did not themselves appear to vary significantly across groups.

33 It is further assumed that the non-response rate does not vary by age group due to the absence of evidence in this area. It is also assumed that the rate of disqualification does not vary by age group. For modelling purposes, both of these proportions are taken to be constant across all age groups.

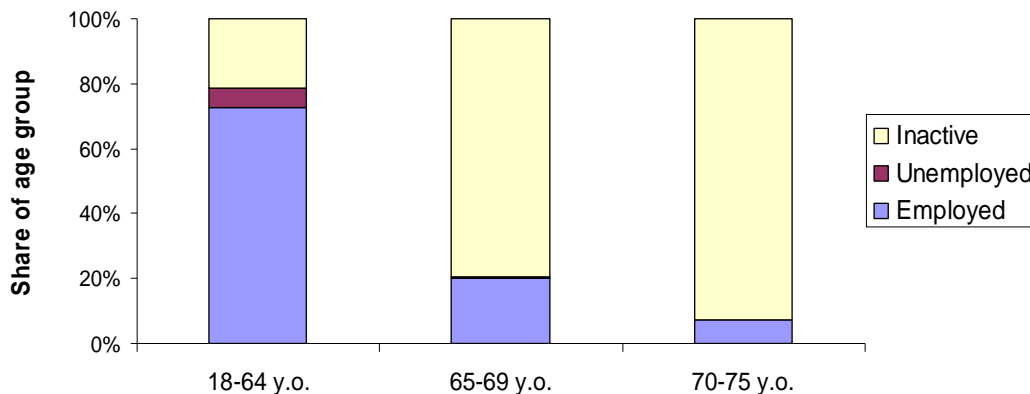
Option 1

34 Subject to Parliamentary approval of the necessary legislation, Option 1 would raise the current age limit for jury service in England and Wales from shortly after an adult’s 70th birthday to their 76th birthday without any automatic right of self-excusals. In other words, registered voters who are 70-75 years old would become eligible to be summoned and serve on juries in the same way that younger voters are at present. For modelling purposes, this change is assumed to take effect at the start of 2016.

35 The following chart illustrates the shares of the 18-75 year old resident adult population by age group who are employed, unemployed and economically inactive, based on the International Labour Organisation (ILO) definitions.⁹

⁹ ILO unemployment covers adults who are: out of work, want a job, have actively sought work in the previous four weeks and are available to start work within the next fortnight; or out of work and have accepted a job that they are waiting to start in the next fortnight. ILO employment is defined as adults who worked for any amount of time, if only for one hour, in the course of a particular reference week. This variable includes unpaid work for a family business or time spent on a government training course. The ILO economically inactive group is therefore people who are neither employed nor unemployed on the ILO definition – e.g., the retired, full-time students or jobless adults who are not actively seeking work.

Chart 6: Economic Activity Status of Age Groups in England and Wales, 2012



Source: UK Labour Force Survey, Apr-Jun 2012

- 36 One can see that 18-64 year olds are much more likely to be ILO employed than 65-69 year olds, who in turn are more likely to be employed than 70-75 year olds. Conversely, 70-75 year olds are more likely to be economically inactive than 65-69 year olds, who in turn are much more likely to be inactive than 18-64 year olds.
- 37 Since just over 7% of 70-75 year olds were employed in 2012, compared to just under 73% of 18-64 year olds, the main implication of random jury summoning under Option 1 is that there would be a larger share of jurors who are not employed than in the base case. This is because some 70-75 year old jurors would effectively substitute for 18-64 and 65-69 year olds who would otherwise have undertaken jury service.¹⁰
- 38 It is important to note that the partial substitution of older for younger jurors takes place because the annual number of jurors supplied does not change under Option 1. It remains a function of court needs, which are independent of the Option under consideration. Only the number of jury summonses issued annually would increase to the extent that 70-75 year olds are less likely to serve in comparison to the rest of the juror eligible population.
- 39 Option 1 changes the age profile of the national jury pool compared to the base case. Option 1 also has an indirect impact on the number of workers who are diverted away from their jobs to serve on juries each year and are, consequently, temporarily unavailable to contribute to the UK's annual Gross Domestic Product (GDP).

Costs and Benefits

- 40 This section sets out a range of estimated costs and benefits of the proposed increase in the upper age limit for jury service compared to the base case. It is important to note that these estimates are based on a

¹⁰ Taking into account the age groups' different propensities to register to vote, adjusting the aggregate employment rate of 18-64 year olds to reflect juror eligibility has the effect of increasing this group's employment rate by approximately 0.5 percentage points to just over 73% in 2012. The adjusted employment rate of 65-69 year olds is essentially unchanged due to their very high propensity to register to vote.

number of assumptions and so cannot be regarded as firm predictions. Although most of the summary tables present monetary estimates rounded to the nearest appropriate multiple (e.g., £0.1m), these values should not be interpreted as being precise. Moreover, the figures may not sum exactly due to rounding.

- 41 The costs and benefits of Option 1 are considered with respect to two scenarios, A and B, that are intended to capture a range of plausible outcomes over the next ten years.

Table 3: Summary of Scenarios A and B

	A	B
Proportion of summoned 70-75 y.o. who serve as jurors	20%	10%
Annual growth rate of real gross weekly pay of 18-64 y.o.	0.5%	0%
Annual growth rate of real gross weekly pay of 65-69 y.o.	1%	0%
Annual growth rate of real gross weekly pay of 70-75 y.o.	1%	0%
Implementation costs	“Low”	“High”

- 42 In Scenario A the real growth rates of weekly pay are conservative assumptions based on the average growth rates of nominal gross weekly pay by age group in England and Wales between 1993 and 2012, as estimated by the quarterly Labour Force Survey, and the annual average change in the Consumer Prices Index.¹¹ It is assumed in Scenario B that there is zero real growth in weekly pay over the next ten years.¹²
- 43 The proportion of 70-75 year olds who would actually serve on a jury when summoned to do so is unknown. Scenario A assumes that their serve rate is the same as the notional equilibrium rate of 65-69 year olds – i.e., 20%. Scenario B assumes that the serve rate is only half that in Scenario A – i.e., 10%.
- 44 Regardless of scenario, the employment rate of the 18-64 and 70-75 year old juror eligible populations in England and Wales is assumed to remain constant. The employment rate of the 65-69 age group is assumed to rise by 0.4 percentage points per year over the period. Those assumptions take into account the observed longer-term rates of increase, as estimated by the quarterly Labour Force Survey.

Costs of Option 1

Implementation costs

- 45 The costs to HMCTS of implementing the proposed changes are estimated for each scenario below (rounded to the nearest £50k), including an adjustment for optimism bias.¹³

¹¹ <http://www.ons.gov.uk/ons/datasets-and-tables/data-selector.html?cid=D7BT&dataset=mm23&table-id=1.1>

¹² A zero real growth rate in weekly pay has been assumed as a plausible worst case scenario. Average weekly earnings (including bonuses) across the whole economy in Great Britain have declined in real terms between early 2008 and late 2013, according to ONS published figures on total pay (<http://www.ons.gov.uk/ons/rel/lms/labour-market-statistics/december-2013/statistical-bulletin.html>) and consumer price inflation (<http://www.ons.gov.uk/ons/rel/cpi/consumer-price-indices/november-2013/index.html>).

¹³ Based on HM Treasury’s “Green Book” guidance, the optimism bias factor chosen for this equipment/development implementation project is 100% – i.e., the unadjusted estimates have been doubled

Table 4: Estimated HMCTS Implementation Cost

2013/14 prices (£k)	Scenario A	Scenario B
HMCTS changes	150	250

- 46 The implementation costs that HMCTS would incur are the result of IT changes that CGI (formerly called Logica) and Atos would have to make on behalf of the Ministry of Justice to the existing JUROR system, which administers the selection and attendance of jurors in England and Wales.
- 47 The Electoral Commission has indicated that it currently expects this policy proposal to be straightforward for it to implement, subject to there being no substantive change to the wording related to the jury service age limit on the voter registration form. It is not therefore anticipated that the Electoral Commission would incur significant costs in amending the voter registration form that would be used during autumn 2015 to compile the annual electoral register that would commence on 1 December 2015.

Ongoing Costs

- 48 As mentioned above, increasing the upper age limit has no impact on the number of jurors required by the courts, which is taken to be around 179,000 per year in both the base case and Option 1. The effect of increasing the upper age limit is to increase the size of the pool from which potential jurors are randomly selected.
- 49 Compared to the base case, the share of jurors supplied aged 18-69 is expected to decrease post-implementation as some of them are effectively substituted by jurors aged 70-75 due to random jury summoning. However, there would still be a lower proportion of 70-75 year olds compared to their share of the juror eligible population because of their lower serve rate. This partial substitution effect is estimated in the table below for 2012.¹⁴

Table 5: Juror Shares under Different Options

Age group	18-64	65-69	70-75	TOTAL
Share of juror eligible population post-change	84%	9%	7%	100%
Share of jurors supplied: base case	96%	4%	0%	100%
Share of jurors supplied: scenarios A and B	93%-95%	4%	1%-3%	100%

- 50 In order to produce the same number of jurors supplied to court every year, a greater number of summonses would probably be issued in comparison to the base case because it is likely that 70-75 year olds

to take into account the uncertainty about the final cost at this early stage. The cost estimates are subject to change and will be kept under review.

¹⁴ The estimated decline between the base case and Option 1 in the share of jurors supplied who are aged 65-69 is not apparent when presenting figures rounded to 1 percentage point.

would have a lower serve rate than younger adults. Similarly, it is expected that there would be a greater number of excusal applications.

- 51 The following table presents indicative average variable costs of issuing a jury summonses, excusing a summoned juror and disqualifying a summoned juror – see annex 1 for details.

Table 6: Average Cost of Issuing Jury Summonses

<i>2013/14 prices</i>	Cost (£)
Issuing a jury summons	1
Excusing a summoned juror	2
Disqualifying a summoned juror	3

- 52 Using the latest ONS adult population projections and the notional equilibrium serve rates for each age group, the change in number of jury summonses issued, excusals and disqualifications were estimated as a result of Option 1 – see Annex 2 for details. It is estimated that there would be approximately 3,000 to 6,000 jurors aged 70-75 per year in the initial years following implementation. The estimated annual costs in each scenario from 2016 are summarised below (rounded to the nearest £10k).

Table 7: Estimated Annual Cost

<i>2013/14 prices (£k)</i>	Scenario A	Scenario B
Total annual cost	60	80

It is assumed that the aforementioned partial substitution of some 18-69 year olds by 70-75 year old jurors does not impact the annual “reasonable adjustment” costs that HMCTS would otherwise incur to facilitate jury service.

Unquantified costs

- 53 Even though most 70-75 year olds are economically inactive, a proportion of them attach a value to the leisure time that they would forgo when undertaking jury service. The non-financial cost of this forgone time is an unquantified cost of Option 1.
- 54 Similarly, an unknown proportion of 18-69 year olds who are effectively replaced by 70-75 year old serving jurors each year would have derived a non-financial benefit from the sense of civic engagement involved with jury service. This intangible loss is an additional unquantified cost.

Summary of Costs

- 55 The following table summarises the monetised total cost estimates of Option 1 in each scenario annually from 2016.

Table 8: Estimated Annual Cost Summary

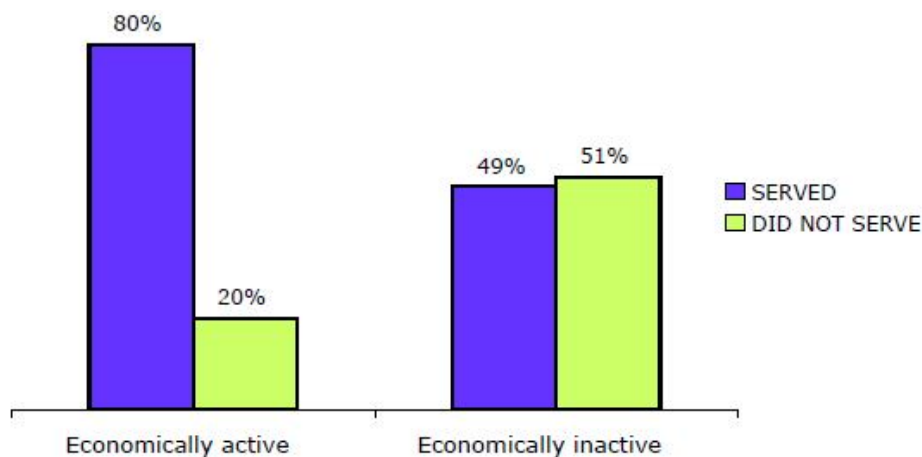
<i>2013/14 prices (£m)</i>	Scenario A	Scenario B
Total annual cost	0.06	0.08

Benefits of Option 1

Ongoing Benefits – Gross Domestic Product

- 56 As shown in the following graph, Prof Thomas’s research showed that economically active adults were significantly more likely to serve as jurors when summoned than economically inactive adults. This observation means that the estimated employment rates by juror eligible age group must be adjusted to reflect the greater likelihood that a serving juror will be in employment compared to all members of that age group.

Chart 7: Jury Service Participation by Economic Activity Status



Source: Figure 4.13, “Diversity and Fairness in the Jury system”, 2007, Ministry of Justice Research Series 2/07

Based on Prof Thomas’s research, the estimated employment rate of each juror eligible age group has been increased by a factor of 1.10 so as to derive a more accurate rate for serving jurors in that age group. (See Annexes 3 and 4 for an illustration under each scenario).

- 57 In order to estimate the indirect gain to GDP, as fewer workers would be temporarily diverted away from employment for jury service, it is necessary to derive the total weekly cost of employment by age group. This estimated weekly employment cost is taken as a proxy for the contribution to GDP during one working week.
- 58 The weekly cost is based on the average gross weekly pay for each age group (using 2012 Labour Force Survey data uprated to 2013/14 prices), which has been increased by a factor of 1.16 so as to estimate the total weekly employment cost nationally. The adjustment is required because the total cost of employment includes non-wage labour costs such as employers’ National Insurance and superannuation contributions.¹⁵
- 59 The estimated total weekly employment cost by age group is the product of the number of jurors supplied by age group, each group’s adjusted employment rate and that group’s average gross weekly pay.

¹⁵ The adjustment factor of 1.16 was based on Eurostat figures which show that for the UK in recent years the average share of salaries in the total employment cost was 86% (http://epp.eurostat.ec.europa.eu/portal/page/portal/labour_market/labour_costs/main_tables).

- 60 As an average juror spends about 10 days – i.e., two working weeks – on jury service, according to unpublished JCSB figures, the total weekly employment cost is then doubled to derive the total employment cost.
- 61 The estimated total indirect benefit to GDP is summarised below by scenario (presented to the nearest £1m) from 2016. See Annexes 3 and 4 for the detailed estimates underlying these scenarios.

Table 9: Estimated Benefit to GDP

2013/14 prices (£m)	Scenario A	Scenario B
Total annual GDP gain	6	3

Ongoing benefits – Jurors’ expenses

- 62 Serving jurors are entitled to claim expenses for financial loss, travel and subsistence from HMCTS. Compensation for financial loss can be claimed for loss of earnings and other expenses such as child care costs. These expenses can only be claimed where an actual loss has been incurred. Though not obliged to do so, if an employer continues to pay a juror in full while the employee is on jury service, then it is not possible to claim for loss of earnings.
- 63 Financial loss claims are currently subject to the following limits:

Table 10: Limits to Financial Loss Claims

Length of jury service	Time spent each day	Maximum daily claim
First 10 days	4 hours or under	£32.47
First 10 days	Over 4 hours	£64.95
Day 11 to day 200	4 hours or under	£64.95
Day 11 to day 200	Over 4 hours	£129.91
After day 201	4 hours or under	£114.03
After day 201	Over 4 hours	£228.06

Source: <https://www.gov.uk/jury-service/what-you-can-claim>

- 64 The following table shows the total annual expenses claimed for financial loss over recent financial years (rounded to the nearest £0.1m) at nominal prices.

Table 11: Total Claims for Financial Loss, 2007/08-12/13

Year	Financial loss (£m)
2007/08	29.2
2008/09	30.9
2009/10	29.9
2010/11	30.5
2011/12	28.7
2012/13	27.9

Source: HMCTS

- 65 The expense claims for travel and subsistence are assumed not to change as a result of the partial substitution of older for younger jurors under Option 1 compared to the base case. However, claims for financial loss are more likely to be indirectly affected due to a greater proportion of the England and Wales jury pool being economically inactive.
- 66 As a result of the above expense limits and the fact that not everyone submits a claim, financial loss payments represent a proportion of the total employment cost of serving jurors. Based on 2012 figures for estimated total employment costs and financial loss claims, the share of total employment costs which is paid by HMCTS as claims every year is approximately 20%. Hence, in calculating the total benefit from reduced financial loss expense claims, a 20% ratio has been applied to the estimated total employment costs under Option 1.
- 67 The estimated savings (rounded to the nearest £1 million) for each scenario from 2016 are summarised below and set out in Annexes 3 and 4.

Table 12: Estimated HMCTS Benefit

2013/14 prices (£m)	Scenario A	Scenario B
HMCTS annual saving	1	1

Unquantified Benefits

- 68 Including 70-75 year olds in the England and Wales jury pool should lead to a greater sense of civic engagement among members of this age group who undertake jury service. However, any increase in civic engagement is very difficult to estimate, so it is treated as an unquantified benefit.
- 69 Similarly, allowing 70-75 year olds to serve will enable juries to benefit from the increased experience and knowledge among members of this group. However, any consequential benefits in improved jury decision-making are very difficult to estimate, so they are unquantified.
- 70 Among the 18-69 year olds who are effectively replaced in the annual number of jurors supplied to court each year, a proportion of this broad age group will not be employed. As some of these individuals place a non-financial value on their leisure time, this gain among the replaced individuals compared to the base case represents a further unquantified benefit.

- 71 Moreover, a proportion of the 18-69 year olds who are effectively replaced as jurors each year will be in employment for which their employers do not pay them while they are on jury service. Some of this group of workers may be experiencing a net loss of income due to their total weekly pay being greater than the maximum financial loss allowance. Any decline in the number of these jurors under Option 1 would result in a financial benefit to those individuals who are effectively displaced from jury service in a given year. The change in the number of higher paid workers who incur a net loss is very difficult to estimate and so this potential gain is treated as another unquantified benefit.

Summary of Benefits

- 72 Although difficult to quantify, allowing 70-75 year olds to serve will enable juries to benefit from the increased knowledge and experience among members of this group, which is the policy intention of Option 1. The greater sense of civic engagement among members of this age group is another unquantified benefit of the policy proposal.
- 73 The following table summarises the average annual benefits in each scenario from 2016 (rounded to the nearest £1m), as set out in Annexes 3 and 4.

Table 13: Estimated Annual Benefit Summary

<i>2013/14 prices (£m)</i>	Scenario A	Scenario B
GDP gain	6	3
HMCTS saving	1	1
Total annual benefit	7	3

N.B. May not sum exactly due to rounding

- 74 The largest monetary benefit of Option 1 is expected to be an indirect gain to UK GDP. This is because fewer workers would be temporarily diverted away from contributing to GDP by undertaking jury service, which is a consequence of the much greater proportion of new jurors aged 70-75 being economically inactive than the younger people who are effectively displaced from jury service that year. The Exchequer – in the form of HMCTS – also receives an indirect benefit in having to pay fewer expenses claim for financial loss.

Net Impact of Option 1

- 75 The following table summarises the estimates of the quantified annual net benefit from 2016 of each scenario (rounded to the nearest £1m).

Table 13: Estimated Total Annual Net Benefit

<i>2013/14 prices (£m)</i>	Scenario A	Scenario B
Annual net benefit	7	3

- 76 Since a slightly smaller proportion of jurors are expected to be employed, the implementation of this policy would provide indirect net benefits both for the wider economy – as fewer workers would be temporarily diverted away from their jobs to serve on juries – and for the Exchequer – since

HMCTS would pay less in financial loss claims than otherwise, though this is partly offset by higher costs of summoning jurors.

- 77 Increasing the upper age limit of jury service in England and Wales to one's 76th birthday without any automatic right of self-excusals results in around 3,000-6,000 jurors aged 70-75 annually in the initial years following implementation. The Net Present Value is estimated to be £19-39 million at 2013/14 prices over a ten year period.
- 78 The monetised NPV is accompanied by unquantified gains: the policy intention of juries benefiting from the knowledge and experience of 70-75 year olds; and the greater sense of civic engagement among this age group. Option 1 is therefore preferred to the status quo.

Risks and Assumptions

- 79 These are summarised below.

Assumption	Risk
All population estimates in future years are based on the 2012 Principal Population Projections for England and Wales that are published by the Office for National Statistics. When adjusted by the estimated propensity to register to vote in 2011, it is assumed that the adjusted Population Projections by age accurately represent the age profile of adults on the electoral register each year.	There is therefore a risk that these projections are higher or lower than the turnout figure for any age group in future and/or that the 2011 propensities to vote change over the next ten years.
The annual number of jurors supplied to court has been assumed to remain constant and has been based on the average number of jurors supplied to court annually between 2005 and 2012, as reported by the JCSB.	In reality, the annual number of jurors supplied is likely to vary and the turnout average in future may be significantly different than the notional equilibrium of about 179,000 jurors per annum.
The imputed notional equilibrium by age group has been informed by Prof Thomas's 2005 survey of summoned jurors. This found that the proportion of those summoned who did not serve in the oldest age range was roughly double the proportion of younger people who did not serve aged 18-64. The proportion of summoned 70-75 year olds who serve as jurors in the "high" scenario has been assumed to be the same as 65-69 year olds. The "low" scenario is more conservative in assuming that the proportion of 70-75 year olds serving is half as much.	There is a risk that the findings from the 2005 survey are no longer accurate and that the proportions who serve when summoned are now different.
The annual changes in the aggregate employment rates of 18-64 year olds, 65-69 year olds and 70-75 year olds have been based on historic Labour Force Survey estimates between 1992 and 2012 for England and Wales.	These estimates may not be an accurate reflection of future employment rates by age group.
The overall adjustment factor for the employment rate of jurors supplied has been informed by Prof Thomas's past research.	This may not be an accurate reflection of the future.

Assumption	Risk
The annual growth rates of real gross weekly pay of the main job of 18-64, 65-69 and 70-75 year olds in Scenario A are conservative assumptions based on Labour Force Survey estimates in England and Wales and the average annual change in the Consumer Prices Index between 1993 and 2012. Scenario B has used a zero growth rate in real weekly pay.	These assumptions may not be accurate over the coming years.
The 20% proportion of total employment cost savings accrue to the Exchequer as lower financial loss payments is based on JCSB data in 2012.	This proportion may not remain stable over time.
The adjustment factor for total cost of employment is based on the fact that, according to Eurostat, wages represent approximately 86% of total employment cost in the UK.	This may be inaccurate for England and Wales in future years.
Jurors spend an average of 10 working days in service – i.e., 2 working weeks – based on unpublished JCSB figures of jurors’ recorded maximum attendance dates.	The actual number of days spent in jury service will vary for any given person and the overall average may change over time.
The non-response rate to jury summonses and the disqualification rate are constant across all age groups.	This may or may not be the case in reality.
A start date of January 2016 has been used for modelling purposes on the assumption that legislation will be enacted around the end of 2014 and that the authorities will spend 2015 implementing the required changes in time for go-live.	The actual timescales may be different in reality, not least because they are ultimately subject to Parliamentary approval.
The partial substitution of 18-69 year olds who would have undertaken jury service with 70-75 year old jurors does not impact the “reasonable adjustment” costs that HMCTS incurs annually.	The “reasonable adjustment” costs are significantly different to what HMCTS would otherwise incur.
The change in the estimated total weekly employment cost is an adequate proxy for the change in UK GDP. This is based on the income approach to GDP. According to the ONS, the income approach is the sum of all factor incomes within an economy. Mathematically: GDP = compensation of employees (including pension and social contributions) <i>plus</i> gross operating surplus (Trading profits and rental income) <i>plus</i> mixed income (from self employed) <i>plus</i> taxes on production and products <i>less</i> subsidies on production and products	The proxy may be unreliable, which could lead to an over- or under-estimate of the indirect impact on GDP.
Increasing the average age of the national jury pool does not impact the conviction rate of jury trials, the likelihood of a cracked/ineffective trial or the probability of a retrial taking place.	If there is a material impact, then there may be other financial costs/benefits in the Criminal Justice System such as an increase/decrease in the number of prisoners compared to the status quo.

Assumption	Risk
<p>The Government plans to introduce a system of individual electoral registration (IER) in England and Wales from June 2014 and in Scotland following the referendum in September 2014. The Electoral Commission is required to design new electoral registration forms (household and individual) to support the new system. These forms, which will be used for the first time from summer 2014, will therefore need to be amended at a later date to reflect the proposed increase in the jury service limit in England and Wales, since electoral registration forms will still be used to select people for jury service.</p> <p>The Electoral Commission has indicated that it expects these changes to be straightforward, subject to there being no substantive change to the wording relating to the jury service age limit on the forms.</p> <p>Changes to the jury service age limit will, however, require a change to the relevant secondary legislation relating to electoral registration. The Electoral Commission has stressed that these changes to the legislation (and any necessary changes to non-electoral secondary legislation) would ideally need to have been made around the end of 2014. This legislative timescale will ensure that the new electoral registration forms are available to distribute to electors from July 2015, the earliest start date for the 2015 annual canvass. This timescale takes into account the following requirements:</p> <ul style="list-style-type: none"> • the Electoral Commission making necessary changes to electoral registration forms to reflect the new jury service age limit; • obtaining Ministerial approval for the new forms; giving print suppliers time to adapt their software/processes to reflect the new forms; and giving Electoral Registration Officers sufficient time to prepare for the 2015 canvass, given the additional resource pressures imposed by the expected UK General Election in May 2015. <p>Provided that any changes to the wording on electoral registration forms are minimal, the Commission does not envisage there being any material implementation costs for the organisation.</p>	<p>Costs to the Electoral Commission of implementing changes to the form as a result of the age limit increase may be non-trivial if changes to the wording required are anything less than minimal.</p> <p>Likewise there is a risk that the higher age limit will not be implemented until 2017 if the necessary legislation is enacted much after early 2015.</p>

Implementation plan

Basis of the Review

80 There are five options for a post-implementation review (PIR):

- Do nothing
- Implementation Review
- Monitoring framework
- Process Evaluation
- Impact Evaluation

This PIR will include aspects of both an Implementation Review and a Monitoring Framework.

Implementation Review

- 81 This focuses on what has been implemented, how it was implemented, big difficulties in implementation, resources used and views of quick-wins of implementation.
- 82 This will include engaging with key stakeholders to seek their feedback on the implementation process. The key stakeholders who have been identified are:
- Circuit Judges – the new jurors will be sitting in their courts.
 - Jury Managers – they will be managing the jury summoning process at the courts.
 - Jury Central Summoning Bureau (JCSB) – it will have to consider excusals when requested by jurors over 70, or where it deems a juror over 70 to be unable to carry out their duties.
 - Electoral Registration Officers – under section 3 of the Juries Act 1974, each Officer will be required to provide the JCSB with a copy of the electoral register, which indicates those persons who are younger than 18 years of age or older than 75 years of age.
 - Local Authorities – they employ the services of the Electoral Management System providers.
 - Electoral Commission – this body is responsible for the new style electoral registration forms, which will be amended to take account of the change in the upper age limit for jury service.
 - Electoral Management System providers – they will have to amend their systems to allow for jurors over 70.
- 83 Engagement will be in writing and will begin on enactment of the legislation and initially occur every 6 months for all stakeholders. After implementation engagement will continue on a 6 month basis for Circuit Judges, Jury Managers and the JCSB for 12 months. After implementation all the other stakeholders listed above will be contacted in writing on a 12 month basis, which means they will be contacted once. This is because they are not involved in the day to day operation of juries. All engagement will be carried out by Ministry of Justice officials.
- 84 The responses will be retained by the Ministry of Justice and summarised in a paper at the end of the implementation process. This will not be

published but will help inform future implementation by the Ministry of Justice.

Monitoring Framework

- 85 This will focus on identifying and collecting basic numerical data on what has happened.
- 86 The required changes to the JUROR system, which will enable the JCSB to summon jurors who are aged over 70 and up to 75 (as defined by the legislation), will include a reporting function in order to record and monitor the number of excusals granted to jurors over 70 years of age.
- 87 This will provide the JCSB with data, enabling an assessment of the impact of the policy as well as the accuracy of the estimates of the number of excusals for summoned jurors over 70 years of age.
- 88 The changes to the JUROR system will be instigated before implementation.

Timing of the Post Implementation Review

- 89 The Implementation Review aspect of the PIR can only begin after the enactment of the legislation, which is currently estimated to occur by the end of 2014.
- 90 The earliest feasible implementation date is 1 December 2015; therefore the Monitoring Framework can only begin after this date. The implementation date is due to the considerations in paragraph 5.15 and the fact that 1 December is when the EROs provide the JCSB with copies of the electoral registers. Data will be collated annually by the JCSB.
- 91 Whilst it will only be a proxy, a baseline will be provided by JCSB, for the year prior to implementation, collating data for those summoned who were 65-69 years old when excused where it has the requisite age data to identify them.

Annex 1: Cost of Issuing a Jury Summons

Variable Costs	Annual Costs in 2012/13, £000	Uprated to 2013/14 prices, £000
Fixed Costs		
Total Postage & Printing	£319	£325
IT:		
Bulk printing	£379	£387
Payments to Home Office for Police National Computer	£71	£72
JCSB Staff	£713	£727
IT:		
JUROR system	£952	£971
Service Upgrade Projects (SUPS)*	£277	£283
Total number of juror summons in 2012	349,606	
Average variable cost of one juror summons	£2	£2
Average total cost of one juror summons	£8	£8

Notes

Number of jurors covers 2012 calendar year, whereas annual costs cover 2012/13 financial year

Charges related to the use of MoJ Shared Services are excluded

Division between variable and fixed costs is approximate

Average variable cost estimates do not distinguish between outcomes (e.g., disqualification, excusal, etc)

Average cost estimates are rounded to the nearest £1

Uprating to 2013/14 prices uses HM Treasury's published GDP deflators

(<https://www.gov.uk/government/publications/gdp-deflators-at-market-prices-and-money-gdp-march-2013>)

* SUPS was designed to combine several major HMCTS software upgrades in courts across England and Wales. Various case management systems, including JUROR, were moved onto a modern IT platform with standardised features that have made it easier for staff to share data and administer cases.

Source: HMCTS

Given the estimated average variable cost of approximately £2 per juror summonses regardless of outcome at 2013/14 prices, it is assumed for modelling purposes that:

- issuing the summonses to an individual is a below average variable cost of £1;
- excusing a summoned individual has an average variable cost of £2; and
- disqualifying a summoned individual (because he/she fails to meet the statutory criteria) is an above average variable cost of £3.

Annex 2: Summary annual costs due to changes in number of jury summonses, excusals and disqualifications

The estimates below should not be regarded as precise at this level of disaggregation. They are presented only for illustration. The figures may not sum exactly due to rounding.

2013/14 prices	2016	2017	2018	2019	2020	2021	2022
Average variable cost of issuing a jury summons	£1	£1	£1	£1	£1	£1	£1
Average variable cost of excusing summoned juror	£2	£2	£2	£2	£2	£2	£2
Average variable cost of disqualifying summoned juror	£3	£3	£3	£3	£3	£3	£3

Scenario A

Change in number of summonses	18,403	20,041	21,048	21,531	21,714	21,803	21,779
Change in number of excusals	14,722	16,033	16,839	17,225	17,371	17,442	17,423
Change in number of disqualifications	920	1,002	1,052	1,077	1,086	1,090	1,089

2013/14 prices, £k

Change in cost of summonses	£18	£20	£21	£22	£22	£22	£22
Change in cost of excusals	£29	£32	£34	£34	£35	£35	£35
Change in cost of disqualifications	£3	£3	£3	£3	£3	£3	£3
Total	£51	£55	£58	£59	£60	£60	£60

Scenario B

Change in number of summonses	25,014	27,248	28,626	29,287	29,536	29,662	29,638
Change in number of excusals	20,011	21,799	22,901	23,430	23,628	23,729	23,711
Change in number of disqualifications	1,251	1,362	1,431	1,464	1,477	1,483	1,482

2013/14 prices, £k

Change in cost of summonses	£25	£27	£29	£29	£30	£30	£30
Change in cost of excusals	£40	£44	£46	£47	£47	£47	£47
Change in cost of disqualifications	£4	£4	£4	£4	£4	£4	£4
Total	£69	£75	£79	£81	£81	£82	£82

Detailed estimates underlying the preceding summary annual cost changes

The estimates below should not be regarded as precise at this level of disaggregation. They are presented only for illustration. The figures may not sum exactly due to rounding.

Business as usual*

YEAR	2016	2017	2018	2019	2020	2021	2022
Number of jurors supplied 18-64 y.o.	171,769	172,112	172,289	172,370	172,420	172,392	172,305
Number of 18-64 y.o. summoned	324,093	324,739	325,074	325,226	325,320	325,267	325,103
of which number excused	87,505	87,680	87,770	87,811	87,836	87,822	87,778
of which number disqualified	16,205	16,237	16,254	16,261	16,266	16,263	16,255
Number of jurors supplied 65-69 y.o.	7,017	6,675	6,497	6,417	6,367	6,395	6,482
Number of 65-69 y.o. summoned	35,087	33,375	32,486	32,084	31,835	31,975	32,410
of which number excused	21,052	20,025	19,492	19,250	19,101	19,185	19,446
of which number disqualified	1,754	1,669	1,624	1,604	1,592	1,599	1,621
Number of jurors supplied 70-75 y.o.	0	0	0	0	0	0	0
Number of 70-75 y.o. summoned	0	0	0	0	0	0	0
of which number excused	0	0	0	0	0	0	0
of which number disqualified	0	0	0	0	0	0	0
<i>Total jurors supplied</i>	<i>178,787</i>	<i>178,787</i>	<i>178,787</i>	<i>178,787</i>	<i>178,787</i>	<i>178,787</i>	<i>178,787</i>
<i>Total number summoned</i>	<i>359,180</i>	<i>358,114</i>	<i>357,561</i>	<i>357,310</i>	<i>357,155</i>	<i>357,242</i>	<i>357,513</i>
<i>Total number excused</i>	<i>108,558</i>	<i>107,704</i>	<i>107,262</i>	<i>107,061</i>	<i>106,937</i>	<i>107,007</i>	<i>107,224</i>
<i>Total number disqualified</i>	<i>17,959</i>	<i>17,906</i>	<i>17,878</i>	<i>17,865</i>	<i>17,858</i>	<i>17,862</i>	<i>17,876</i>

* 70-75 year olds are ineligible for jury service in the base case, hence no jurors in this age group are supplied or summoned.

Scenario A

YEAR	2016	2017	2018	2019	2020	2021	2022
Number of jurors supplied 18-64 y.o.	165,858	165,674	165,528	165,454	165,445	165,388	165,309
Number of 18-64 y.o. summoned	312,939	312,593	312,318	312,177	312,160	312,053	311,904
of which number excused	84,494	84,400	84,326	84,288	84,283	84,254	84,214
of which number disqualified	15,647	15,630	15,616	15,609	15,608	15,603	15,595
Number of jurors supplied 65-69 y.o.	6,776	6,425	6,242	6,159	6,109	6,135	6,219
Number of 65-69 y.o. summoned	33,880	32,126	31,212	30,797	30,547	30,676	31,094
of which number excused	20,328	19,276	18,727	18,478	18,328	18,406	18,657
of which number disqualified	1,694	1,606	1,561	1,540	1,527	1,534	1,555
Number of jurors supplied 70-75 y.o.	6,153	6,687	7,016	7,174	7,232	7,263	7,259
Number of 70-75 y.o. summoned	30,764	33,436	35,080	35,868	36,162	36,316	36,294
of which number excused	18,458	20,062	21,048	21,521	21,697	21,789	21,777
of which number disqualified	1,538	1,672	1,754	1,793	1,808	1,816	1,815
<i>Total jurors supplied</i>	<i>178,787</i>	<i>178,787</i>	<i>178,787</i>	<i>178,787</i>	<i>178,787</i>	<i>178,787</i>	<i>178,787</i>
<i>Total number summoned</i>	<i>377,583</i>	<i>378,155</i>	<i>378,609</i>	<i>378,841</i>	<i>378,869</i>	<i>379,045</i>	<i>379,292</i>
<i>Total number excused</i>	<i>123,280</i>	<i>123,737</i>	<i>124,101</i>	<i>124,286</i>	<i>124,309</i>	<i>124,449</i>	<i>124,647</i>
<i>Total number disqualified</i>	<i>18,879</i>	<i>18,908</i>	<i>18,930</i>	<i>18,942</i>	<i>18,943</i>	<i>18,952</i>	<i>18,965</i>
Change in number of summonses	18,403	20,041	21,048	21,531	21,714	21,803	21,779
Change in number of excusals	14,722	16,033	16,839	17,225	17,371	17,442	17,423
Change in number of disqualifications	920	1,002	1,052	1,077	1,086	1,090	1,089

N.B. In each scenario, fluctuations in the yearly estimates by age group are a function of changes in the relative annual growth rates of the population size of the age groups and the simplifying assumption of a constant annual number of jurors supplied to court.

For instance, the estimated numbers of 70-75 year old jurors supplied increases during most years over the time horizon because this age group increases more rapidly than younger age groups as England and Wales has a generally ageing population.

The faster growth of the 70-75 year old population, which is assumed to have a lower jury service participation rate than 18-64 year olds, is the main reason why the total number of individuals summoned rises each year over the time horizon.

Scenario B

YEAR	2016	2017	2018	2019	2020	2021	2022
Number of jurors supplied 18-64 y.o.	168,762	168,832	168,841	168,841	168,860	168,817	168,734
Number of 18-64 y.o. summoned	318,418	318,550	318,568	318,568	318,604	318,523	318,367
of which number excused	85,973	86,009	86,013	86,013	86,023	86,001	85,959
of which number disqualified	15,921	15,928	15,928	15,928	15,930	15,926	15,918
Number of jurors supplied 65-69 y.o.	6,895	6,548	6,367	6,285	6,236	6,262	6,348
Number of 65-69 y.o. summoned	34,473	32,739	31,836	31,427	31,178	31,312	31,738
of which number excused	20,684	19,643	19,102	18,856	18,707	18,787	19,043
of which number disqualified	1,724	1,637	1,592	1,571	1,559	1,566	1,587
Number of jurors supplied 70-75 y.o.	3,130	3,407	3,578	3,660	3,691	3,707	3,705
Number of 70-75 y.o. summoned	31,302	34,073	35,782	36,602	36,909	37,069	37,046
of which number excused	21,912	23,851	25,047	25,621	25,836	25,948	25,932
of which number disqualified	1,565	1,704	1,789	1,830	1,845	1,853	1,852
<i>Total jurors supplied</i>	<i>178,787</i>	<i>178,787</i>	<i>178,787</i>	<i>178,787</i>	<i>178,787</i>	<i>178,787</i>	<i>178,787</i>
<i>Total number summoned</i>	<i>384,194</i>	<i>385,362</i>	<i>386,186</i>	<i>386,597</i>	<i>386,690</i>	<i>386,904</i>	<i>387,151</i>
<i>Total number excused</i>	<i>128,569</i>	<i>129,503</i>	<i>130,162</i>	<i>130,491</i>	<i>130,566</i>	<i>130,737</i>	<i>130,934</i>
<i>Total number disqualified</i>	<i>19,210</i>	<i>19,268</i>	<i>19,309</i>	<i>19,330</i>	<i>19,335</i>	<i>19,345</i>	<i>19,358</i>
Change in number of summonses	25,014	27,248	28,626	29,287	29,536	29,662	29,638
Change in number of excusals	20,011	21,799	22,901	23,430	23,628	23,729	23,711
Change in number of disqualifications	1,251	1,362	1,431	1,464	1,477	1,483	1,482

Methodology

- 1) The ONS population projection figures were multiplied by the voter registration rates for the different age groups, as estimated by the Electoral Commission in 2011, to derive the juror eligible population – see Annexes 3 and 4.
- 2) The Option 1 number of jurors in each age group were estimated using the shares of the juror eligible population for each age group adjusted by the assumed juror participation rates of 70-75 year olds such that the total combined number equals the notional equilibrium total number of jurors supplied (i.e., almost 179k).
- 3) The number of individuals summoned, the number of excusals and the number of disqualifications were estimated on the basis of the notional equilibrium serve, excusal and disqualification rates for each age group with respect to the relevant estimate of the number of jurors supplied.

Annex 3: Estimated GDP Benefits in Scenario A

The estimates below should not be regarded as precise at this level of disaggregation. They are presented only for illustration. The figures may not sum exactly due to rounding.

YEAR	2016	2017	2018	2019	2020	2021	2022
18-24 year old resident population ('000s)	5,161	5,105	5,049	4,974	4,905	4,845	4,801
25-34 year old resident population ('000s)	7,940	8,006	8,053	8,102	8,109	8,119	8,136
35-54 year old resident population ('000s)	15,512	15,477	15,431	15,364	15,312	15,267	15,218
55-64 year old resident population ('000s)	6,652	6,804	6,959	7,126	7,305	7,459	7,592
65-69 year old resident population ('000s)	3,217	3,068	2,994	2,964	2,949	2,970	3,019
70-75 year old resident population ('000s)	2,921	3,193	3,365	3,452	3,491	3,516	3,524
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18-24 year old juror eligible population ('000s)	2,890	2,859	2,827	2,785	2,747	2,713	2,689
25-34 year old juror eligible population ('000s)	5,717	5,765	5,798	5,833	5,838	5,845	5,858
35-54 year old juror eligible population ('000s)	13,340	13,310	13,271	13,213	13,168	13,129	13,088
55-64 year old juror eligible population ('000s)	5,987	6,124	6,263	6,413	6,575	6,713	6,833
65-69 year old juror eligible population ('000s)	3,024	2,884	2,814	2,786	2,772	2,792	2,838
70-75 year old juror eligible population ('000s)	2,746	3,001	3,163	3,245	3,282	3,305	3,313
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18-64 year old juror eligible population ('000s)	27,934	28,058	28,159	28,245	28,328	28,401	28,467
65-69 year old juror eligible population ('000s)	3,024	2,884	2,814	2,786	2,772	2,792	2,838
70-75 year old juror eligible population ('000s)	2,746	3,001	3,163	3,245	3,282	3,305	3,313
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BAU number of 18-64 year old jurors	171,769	172,112	172,289	172,370	172,420	172,392	172,305
BAU number of 65-69 year old jurors	7,017	6,675	6,497	6,417	6,367	6,395	6,482
BAU number of 70-75 year old jurors	0	0	0	0	0	0	0
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New number of 18-64 year old jurors	165,858	165,674	165,528	165,454	165,445	165,388	165,309
New number of 65-69 year old jurors	6,776	6,425	6,242	6,159	6,109	6,135	6,219
New number of 70-75 year old jurors	6,153	6,687	7,016	7,174	7,232	7,263	7,259
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Change in number of 18-64 year old jurors	-5,911	-6,438	-6,761	-6,916	-6,975	-7,003	-6,996
Change in number of 65-69 year old jurors	-241	-250	-255	-257	-258	-260	-263
Change in number of 70-75 year old jurors	6,153	6,687	7,016	7,174	7,232	7,263	7,259

YEAR	2016	2017	2018	2019	2020	2021	2022
Employment rate of 18-64 year old juror eligible population	73.3%	73.3%	73.3%	73.3%	73.3%	73.3%	73.3%
Employment rate of 65-69 year old juror eligible population	21.6%	22.0%	22.4%	22.8%	23.2%	23.6%	24.0%
Employment rate of 70-75 year old juror eligible population	7.3%	7.3%	7.3%	7.3%	7.3%	7.3%	7.3%
Employment rate of jurors supplied							
Employment rate of 18-64 year old jurors supplied	80.7%	80.7%	80.7%	80.7%	80.7%	80.7%	80.7%
Employment rate of 65-69 year old jurors supplied	23.8%	24.2%	24.7%	25.1%	25.5%	26.0%	26.4%
Employment rate of 70-75 year old jurors supplied	8.0%	8.0%	8.0%	8.0%	8.0%	8.0%	8.0%
<i>2013/14 prices</i>							
Gross weekly pay of 18-64 year old juror eligible population	£489	£491	£494	£496	£499	£501	£504
Gross weekly pay of 65-69 year old juror eligible population	£303	£306	£309	£313	£316	£319	£322
Gross weekly pay of 70-75 year old juror eligible population	£263	£265	£268	£271	£274	£276	£279
<i>2013/14 prices</i>							
Total weekly employment cost of 18-64 year old jurors	£567	£570	£573	£576	£579	£582	£584
Total weekly employment cost of 65-69 year old jurors	£352	£355	£359	£363	£366	£370	£374
Total weekly employment cost of 70-75 year old jurors	£305	£308	£311	£314	£317	£320	£324
<i>2013/14 prices, £ million</i>							
Change in total weekly employment cost of 18-64 year old jurors	-£2.70	-£2.96	-£3.12	-£3.21	-£3.26	-£3.29	-£3.30
Change in total weekly employment cost of 65-69 year old jurors	-£0.02	-£0.02	-£0.02	-£0.02	-£0.02	-£0.02	-£0.03
Change in total weekly employment cost of 70-75 year old jurors	£0.15	£0.17	£0.18	£0.18	£0.18	£0.19	£0.19
<i>2013/14 prices, £ million</i>							
Total change in employment cost for 1 week jury service	-£2.57	-£2.82	-£2.97	-£3.05	-£3.10	-£3.12	-£3.14
Total change in employment cost for 2 weeks jury service	-£5.15	-£5.63	-£5.94	-£6.11	-£6.19	-£6.25	-£6.27
Change in juror expenses paid by HMCTS for financial loss	-£1.03	-£1.13	-£1.19	-£1.22	-£1.24	-£1.25	-£1.25
Total annual benefit	£6.18	£6.76	£7.13	£7.33	£7.43	£7.50	£7.52

Methodology

- 1) The ONS population projection figures by age group were multiplied by the relevant voter registration rates to derive the juror eligible population by age group.
- 2) The numbers of jurors supplied by each age group under the Options 0 and 1 scenarios were estimated by apportioning the total number of jurors supplied annually (i.e., 179k), using the shares of the juror eligible population by age group adjusted by the relevant jury service participation rates, to estimate the change in numbers of jurors.
- 3) The employment rates by age group were adjusted to reflect different propensities to register to vote, except for 65+ year olds, and then increased by a factor of 1.10.
- 4) The gross weekly pay by age group was adjusted to reflect different groups' propensities to register to vote, except for 65+ year olds as their propensity is almost 100%.
- 5) The total weekly employment cost by age group was derived by increasing the real gross weekly pay by a factor of 1.16 so as to include average UK non-wage labour costs.
- 6) The change in the total weekly cost of employment by age group was derived by multiplying the relevant total weekly employment cost by the adjusted employment rates and the change in the numbers of jurors supplied. The combined total change in weekly employment cost was then doubled to reflect the average period of jury service.
- 7) The change in juror expenses paid for financial loss is put at 20% of the total change in employment cost.

Annex 4: Estimated GDP Benefits in Scenario B

The estimates below should not be regarded as precise at this level of disaggregation. They are presented only for illustration. The figures may not sum exactly due to rounding.

YEAR	2016	2017	2018	2019	2020	2021	2022
18-24 year old resident population ('000s)	5,161	5,105	5,049	4,974	4,905	4,845	4,801
25-34 year old resident population ('000s)	7,940	8,006	8,053	8,102	8,109	8,119	8,136
35-54 year old resident population ('000s)	15,512	15,477	15,431	15,364	15,312	15,267	15,218
55-64 year old resident population ('000s)	6,652	6,804	6,959	7,126	7,305	7,459	7,592
65-69 year old resident population ('000s)	3,217	3,068	2,994	2,964	2,949	2,970	3,019
70-75 year old resident population ('000s)	2,921	3,193	3,365	3,452	3,491	3,516	3,524
18-24 year old juror eligible population ('000s)	2,890	2,859	2,827	2,785	2,747	2,713	2,689
25-34 year old juror eligible population ('000s)	5,717	5,765	5,798	5,833	5,838	5,845	5,858
35-54 year old juror eligible population ('000s)	13,340	13,310	13,271	13,213	13,168	13,129	13,088
55-64 year old juror eligible population ('000s)	5,987	6,124	6,263	6,413	6,575	6,713	6,833
65-69 year old juror eligible population ('000s)	3,024	2,884	2,814	2,786	2,772	2,792	2,838
70-75 year old juror eligible population ('000s)	2,746	3,001	3,163	3,245	3,282	3,305	3,313
18-64 year old juror eligible population ('000s)	27,934	28,058	28,159	28,245	28,328	28,401	28,467
65-69 year old juror eligible population ('000s)	3,024	2,884	2,814	2,786	2,772	2,792	2,838
70-75 year old juror eligible population ('000s)	2,746	3,001	3,163	3,245	3,282	3,305	3,313
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BAU number of 65-69 year old jurors	7,017	6,675	6,497	6,417	6,367	6,395	6,482
BAU number of 70-75 year old jurors	0	0	0	0	0	0	0
New number of 18-64 year old jurors	168,762	168,832	168,841	168,841	168,860	168,817	168,734
New number of 65-69 year old jurors	6,895	6,548	6,367	6,285	6,236	6,262	6,348
New number of 70-75 year old jurors	3,130	3,407	3,578	3,660	3,691	3,707	3,705
Change in number of 18-64 year old jurors	-3,007	-3,280	-3,448	-3,529	-3,559	-3,574	-3,570
Change in number of 65-69 year old jurors	-123	-127	-130	-131	-131	-133	-134
Change in number of 70-75 year old jurors	3,130	3,407	3,578	3,660	3,691	3,707	3,705

YEAR	2016	2017	2018	2019	2020	2021	2022
Employment rate of 18-64 year old juror eligible population	73.3%	73.3%	73.3%	73.3%	73.3%	73.3%	73.3%
Employment rate of 65-69 year old juror eligible population	21.6%	22.0%	22.4%	22.8%	23.2%	23.6%	24.0%
Employment rate of 70-75 year old juror eligible population	7.3%	7.3%	7.3%	7.3%	7.3%	7.3%	7.3%

Employment rate of 18-64 year old jurors supplied	80.7%	80.7%	80.7%	80.7%	80.7%	80.7%	80.7%
Employment rate of 65-69 year old jurors supplied	23.8%	24.2%	24.7%	25.1%	25.5%	26.0%	26.4%
Employment rate of 70-75 year old jurors supplied	8.0%	8.0%	8.0%	8.0%	8.0%	8.0%	8.0%

2013/14 prices

Gross weekly pay of 18-64 year old juror eligible population	£482	£482	£482	£482	£482	£482	£482
Gross weekly pay of 65-69 year old juror eligible population	£294	£294	£294	£294	£294	£294	£294
Gross weekly pay of 70-75 year old juror eligible population	£255	£255	£255	£255	£255	£255	£255

2013/14 prices

Total weekly employment cost of 18-64 year old jurors	£559	£559	£559	£559	£559	£559	£559
Total weekly employment cost of 65-69 year old jurors	£342	£342	£342	£342	£342	£342	£342
Total weekly employment cost of 70-75 year old jurors	£296	£296	£296	£296	£296	£296	£296

2013/14 prices, £ million

Change in total weekly employment cost of 18-64 year old jurors	-£1.36	-£1.48	-£1.55	-£1.59	-£1.60	-£1.61	-£1.61
Change in total weekly employment cost of 65-69 year old jurors	-£0.01	-£0.01	-£0.01	-£0.01	-£0.01	-£0.01	-£0.01
Change in total weekly employment cost of 70-75 year old jurors	£0.07	£0.08	£0.09	£0.09	£0.09	£0.09	£0.09

2013/14 prices, £ million

Total change in employment cost for 1 week jury service	-£1.29	-£1.41	-£1.48	-£1.51	-£1.53	-£1.53	-£1.53
Total change in employment cost for 2 weeks jury service	-£2.58	-£2.82	-£2.96	-£3.03	-£3.06	-£3.07	-£3.07
Change in juror expenses paid by HMCTS for financial loss	-£0.52	-£0.56	-£0.59	-£0.61	-£0.61	-£0.61	-£0.61
Total annual benefit	£3.10	£3.38	£3.55	£3.64	£3.67	£3.68	£3.68

Methodology

- 1) The ONS population projection figures by age group were multiplied by the relevant voter registration rates to derive the juror eligible population by age group.
- 2) The numbers of jurors supplied by each age group under the Options 0 and 1 scenarios were estimated by apportioning the total number of jurors supplied annually (i.e., 179k), using the shares of the juror eligible population by age group adjusted by the relevant jury service participation rates, to estimate the change in numbers of jurors.
- 3) The employment rates by age group were adjusted to reflect different propensities to register to vote, except for 65+ year olds, and then increased by a factor of 1.10.
- 4) The gross weekly pay by age group was adjusted to reflect different groups' propensities to register to vote, except for 65+ year olds as their propensity is almost 100%.
- 5) The total weekly employment cost by age group was derived by increasing the real gross weekly pay by a factor of 1.16 so as to include average UK non-wage labour costs.
- 6) The change in the total weekly cost of employment by age group was derived by multiplying the relevant total weekly employment cost by the adjusted employment rates and the change in the numbers of jurors supplied. The combined total change in weekly employment cost was then doubled to reflect the average period of jury service.
- 7) The change in juror expenses paid for financial loss is put at 20% of the total change in employment cost.