



Ministry
of Justice

Annual Statement on Prison Capacity: 2025

January 2026

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Government of the United Kingdom
Ministry of Justice

Annual Statement on Prison Capacity: 2025

Presented to Parliament by the Secretary of State for Justice
by Command of His Majesty

January 2026



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Introduction

1. This Government is committed to setting the highest standards for transparency on prison and probation capacity, ensuring clear, accurate and accessible information for the public. This second prison capacity annual statement sets out updated prison population projections, the department's latest supply forecasts, an update on prison staffing and the latest outlook on probation caseloads and workforce capacity.
2. By publishing annually, this Government is reinforcing accountability for both current and future Governments, ensuring that decisions on prison and probation demand and capacity are evidence based and balanced. This statement fulfills that commitment for 2025. The Sentencing Act 2026 contains a measure to make it a statutory duty to prepare and lay before parliament an annual report on prison capacity, fulfilling our promise made in the 2024 statement.

Context

3. As Dame Anne Owers' Prison Capacity Review¹ made clear, the prison estate has been under sustained pressure for over a decade. Aside from a brief two-week period at the start of the COVID-19 pandemic, the last time the total prison estate occupancy was under 95% was more than 12 years ago. At one point in 2024, there were fewer than 100 available spaces in the adult male estate.

1 Independent Prison Capacity Review: final report (www.gov.uk/government/publications/independent-prison-capacity-review-final-report)

4. In response to this crisis, in September 2024, the Government acted swiftly – changing the automatic release point for Standard Determinate Sentences for some offences² from 50% to 40% to prevent gridlock in the criminal justice system. We also published our 10-Year Prison Capacity Strategy in December 2024,³ setting out our plans to build prisons at an exceptional rate. This represents the largest expansion of the estate since the Victorian era, with up to £7 billion committed between 2024 to 2025 and 2029 to 2030 towards the delivery of 14,000 new prison places by 2031. We have delivered 2,900 of those places already.
5. However, without further action, the prison population is projected to increase by an average of 3,000 annually over the coming years, exceeding the number of prison places that will be available despite the increase in supply. Without intervention, there would be catastrophic consequences for the criminal justice system. If our prisons overflow, courts would be forced to suspend trials, police would have to stop making arrests and the system's ability to uphold justice would be compromised. We have therefore been clear that our prison build programme alone will not be sufficient. Whole system reform of the criminal justice system is essential so that it can better serve the public.

2 Excluding sex offences, terror offences, serious violent offences of four years or more as well as certain domestic-abuse related offences.

3 10-year Prison Capacity Strategy (www.gov.uk/government/publications/10-year-prison-capacity-strategy)

Reforms

6. That is why we launched the Independent Sentencing Review in October 2024, chaired by the former Lord Chancellor, The Rt Hon David Gauke, to place the prison system on a more sustainable footing going forward. The Sentencing Act 2026, that achieved Royal Assent on 22 January 2026, takes forward many of the recommendations from the review that require legislation and introduces other key reforms, including;
 - a presumption to suspend short custodial sentences of 12 months or less,
 - a new ‘earned progression model’ for standard determinate sentences,
 - a judicial finding of domestic abuse, and
 - the expansion of tough community-based sentences.
7. These reforms are expected to reduce the prison population by around 7,500 by February 2028, while keeping the public safe and improving outcomes for victims. The Sentencing Act 2026 also includes a measure to enable earlier removal of Foreign National Offenders from prison; the potential impact of this is not yet included in these prison place projections.
8. Probation and community services will also receive up to £700 million additional funding by the financial year 2028 to 2029, compared to the financial year 2025 to 2026, to enable the delivery of transformative reforms to sentencing based on the recommendations of the Independent Sentencing Review.

9. We have also commissioned Sir Brian Leveson to conduct an Independent Review of the Criminal Courts, with the mandate to propose bold and ambitious reforms to improve timeliness in the courts and deliver swifter justice for victims. The first part of the Review was published in July 2025. The second part, focused on efficiency, is expected to be published early this year. The projections in this statement do not yet incorporate the impacts of the Leveson Review reforms on the prison population. The impact of these reforms will be set out in the Impact Assessment published alongside the introduction of the relevant legislation, and those quantified effects will be incorporated into future prison demand projections to ensure consistency.

Outlook

10. When the estimated impact of the Sentencing Act 2026 measures are factored in, our central projection for the total adult male estate indicates that there is no longer a chronic deficit extending into the next decade and supply is expected to meet demand – a significant step forward. However, even with these reforms, the prison estate remains under considerable pressure and will require ongoing investment, especially if prison population growth trends towards the higher end of the projections.
11. The criminal justice system cannot operate in isolation. To manage demand, it is essential that the Government takes a unified approach to consider the downstream impact of wider policies on courts, prisons and probation. This collective effort will help mitigate unintended pressures on the system and ensure the reforms deliver their intended impact.

12. This statement reflects our commitment to transparency and accountability across the criminal justice system. As we lift the prison system out of this crisis, it signals a decisive shift towards sustained long-term improvement: raising standards to keep the public safe, tackling reoffending and prioritising rehabilitation. Our actions will increase capacity, strengthen accountability and mark a turning point in improving prison performance.

Prison Capacity

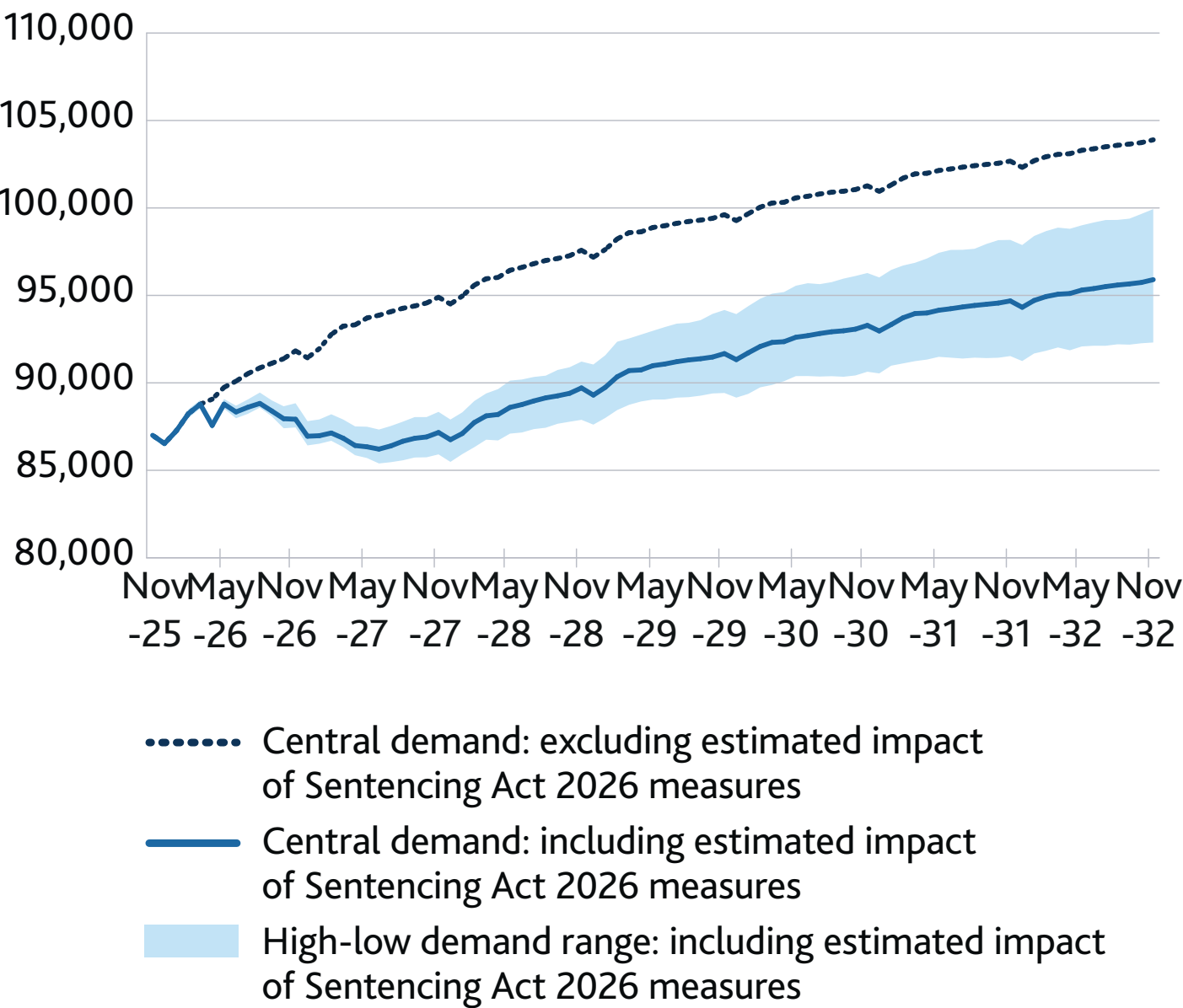
Adult Prison Population

13. As of 30 September 2025, the adult prison population was 87,465. 69,398 were sentenced prisoners, 17,700 were on remand, and 367 were non-criminal.
14. As of 29 September 2025, the population of the adult prison estate was 87,021, comprising 83,517 in the adult male estate and 3,504 in the female estate. Usable operational capacity was 88,931.

Demand Projections

15. When accounting for the Sentencing Act 2026 measures, the adult prison population is projected to rise to between 92,400 and 100,000 by November 2032, with a central estimate of 95,900. This projected increase is driven by several factors including: continued growth in police charging and prosecutorial activity; increased flows into the courts; and rising sentence lengths. These increases are partially offset by changes in sentencing policy as part of the Sentencing Act 2026.

Figure 1: Future demand: impact of the Sentencing Act 2026 measures on the adult prison estate⁴



4 Chart presents data for the last week of the month from November 2025 to November 2032

Notes on the graph

Figure 1 presents the estimated impact of measures in the Sentencing Act 2026, which the Government introduced to Parliament on 2 September 2025, following the publication of the Independent Sentencing Review in May 2025. The shaded area represents the high to low range of the demand projections, accounting for these measures, with the solid blue line representing the central scenario. The dashed blue line represents the central scenario of the demand projections without these measures. The range and central estimates come from three plausible scenarios for future population growth, although it is possible that the reality may lie outside of this range.

Supply projections

16. The supply of prison places in the adult male and women's estate is expected to increase to approximately 98,900 by November 2032, driven largely by strong progress on the prison build programme. This expansion is essential to meet projected demand and maintain a safe and secure estate.
17. Since July 2024, c.2,900 additional prison places have been delivered, including the opening of HMP Millsike (c.1,500 places) in March 2025 and a new houseblock at HMP Fosse Way (c.250 places) in December 2025. By the end of 2025, c.5,000 prison places were under construction, including new houseblocks at existing sites and a new prison in Leicestershire (HMP Welland Oaks, c.1,700 places) scheduled to open in 2029.

Major infrastructure projects are always subject to external factors that could impact delivery timelines, however, based on the latest assessment of our delivery plans, the Government has maintained the existing target of 14,000 new places by 2031.

18. Future prison build delivery timelines will be streamlined as a result of the planning reforms introduced by this Government, which enable faster and more consistent delivery of prison infrastructure, including Approved Premises, which were previously challenging to secure through local planning authorities.⁵
19. There are also a number of further initiatives in place (CRED and Q-branch) which are having a significant positive impact on prison conditions. These initiatives emphasise our commitment to enhancing prisoner rehabilitation and reducing reoffending rates, by empowering prisoners to build new skills by undertaking tasks such as painting and decorating, floor laying and decency work in staff and prisoner areas in prisons.

5 The Crown Development Route, introduced in May enables applications for nationally important developments, such as new prisons, to be submitted directly to the Planning Inspectorate, with final decisions made by the Secretary of State for Housing, Communities and Local Government. The revised National Planning Policy Framework (published in December 2024) further strengthens this approach and makes clear that significant weight should be placed on the importance of new, expanded or upgraded public service infrastructure when considering proposals.

Challenges

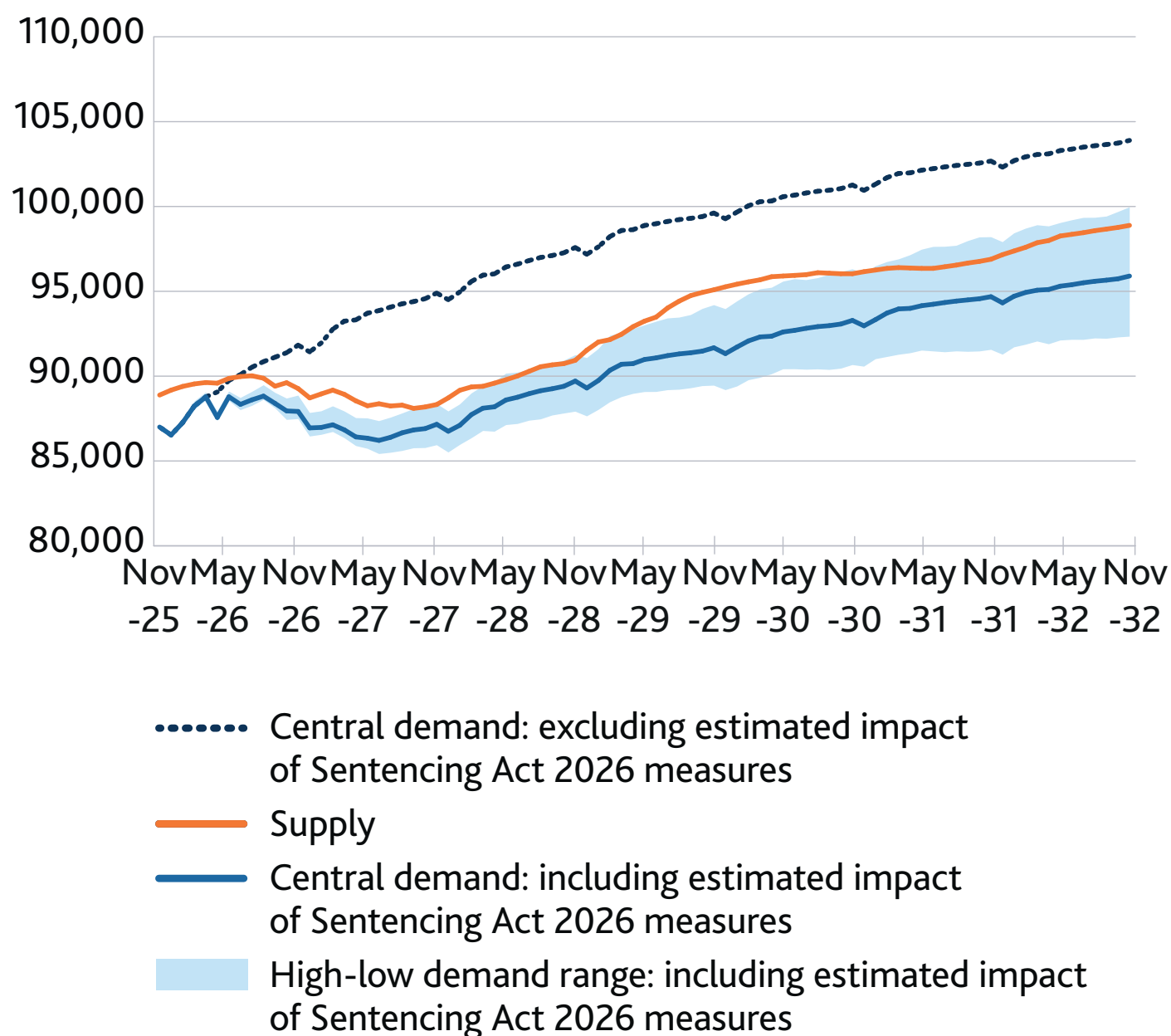
20. While progress has been strong, the estate faces ongoing pressures. The prison builds are complex capital projects, which are being delivered within challenging market conditions. This Government will push for earlier delivery of places wherever possible, however, there will always be events that cannot be planned for which may impact delivery. Additionally, planned maintenance mean there will be some fluctuations in the supply line over the coming years.
21. This Government is committed to ensuring that we never again find ourselves with more prisoners than space in prisons, and this also means prioritising maintenance, renewal and potential expansion of the estate. The Ministry of Justice currently does not own any parcels of land that would be suitable for new prisons beyond those already planned. No new land has been acquired in over 10 years, which has meant there are now no new uncommitted sites in our pipeline.
22. However, this Government has an ambition to secure new land in readiness should further prison builds be required in future. Buying new land could allow us to capitalise on planning reforms and to start to build new prisons faster. This approach would also allow us to close inefficient, high-cost sites that no longer meet operational requirements.

Capacity Gaps

23. When the estimated impact of the Sentencing Act 2026 measures are factored in, supply is expected to keep pace with demand growth in the central scenario.⁶ Without the Sentencing Act 2026 measures, demand is expected to exceed supply by June 2026 under the central scenario. This assessment is subject to risks, which are covered in Annex A.

6 This assessment applies to the overall adult estate. Specific challenges may exist in certain parts of the estate requiring further focus.

Figure 2: Future demand and supply: adult prison estate including estimated impacts of the Sentencing Act 2026 measures



Notes on the graph

Figure 2 presents the capacity outlook following the impact of the Sentencing Act 2026 measures. The dark orange continuous line represents the projected supply. The blue shaded area represents the high to low range of the prison demand projections, and the dark blue line represents the central demand projection, accounting for the measures discussed in Annex A. The dashed blue line represents the central scenario of the demand projections without these measures.

Prison Staffing

24. Skilled and sufficient frontline staffing is essential to delivering safe, secure and rehabilitative prison regimes. This Government is committed to retaining and building experienced frontline staff to deliver quality outcomes.

Current Staffing Levels

25. The target staffing level reflects the number of staff required to run an optimal regime in each prison, which is higher than the minimum needed for a prison to operate safely. As of 30 September 2025, staffing levels stood at 95% of the national target⁷ for Band 3-5 Prison Officers⁸ across prison establishments and youth custody sites.⁹

7 This is based on hours adjusted Full time Equivalent (FTE).

8 Band 3-5 prison officers comprise our key operational grades in prisons, as those who have the most direct role in supervising and managing prisoners on a daily basis.

9 HM Prison and Probation Service workforce statistics – GOV.UK (www.gov.uk/government/collections/hm-prison-probation-service-workforce-statistics)

This position represents a decrease of 1,015 Full Time Equivalent (FTE) (4.3%) since the end of September 2024. As set out below, we are taking steps to bolster the national staffing position through recruitment and retention interventions and have seen an improving national picture on retention – as of the end of September 2025, the resignation rate for officers was 7.0%, which is the lowest level for four years.

Recruitment and Retention

26. Recruitment efforts continue at all sites with current or projected vacancies, supported by targeted interventions where local recruitment and retention challenges are most acute. In the Long Term High Security Estate (LTHSE), this includes targeted campaigns to bolster applicant pipelines and support to encourage former officers to return to the service.
27. All prison expansion projects are factored into staffing plans to ensure the timely recruitment and development of experience needed to maintain safe and secure regimes. His Majesty's Prison and Probation Service and privately managed prison operators continue to share best practice to improve recruitment and retention.

Probation Capacity

Role and Demand

28. The Probation Service does vital work supervising offenders released from prison on licence, including undertaking risk assessment, sentence planning and resettlement activity prior to their release from prison. It also supervises offenders on community orders or suspended sentence orders. It plays a central role in managing risk, supporting rehabilitation and reducing reoffending, and is critical to the safe functioning of the criminal justice system – keeping victims, communities and the public safe.
29. As of 30 June 2025, 244,209 people were under probation supervision:
 1. 61,073 had community orders
 2. 48,989 had suspended sentence orders with requirements
 3. 76,794 were being supported pre-release
 4. 63,638 were under post-release supervision
30. Of the total population, 91% (221,914) were men and 9% (22,295) were women.
31. Whilst overall probation caseloads have remained broadly stable over the past 10 to 15 years, the nature and complexity of cases has changed significantly, with a higher proportion now assessed as high-risk. This reflects changes in offending patterns, longer sentences, and more complex needs relating to mental health and substance misuse.

Between June 2019 and April 2024, there was a 9-percentage point increase in identified mental health need in the community caseload (from 52% to 61%).¹⁰ When an offender's risk increases, increased contact and intervention is often necessary, thereby increasing workload intensity for local Probation Delivery Units (PDUs) and frontline staff, even where headline caseload volumes have remained broadly stable. This can include more intensive supervision, additional licence conditions, greater use of recall, and closer collaboration through Multi-Agency Public Protection Arrangements (MAPPA).

Workforce Capacity

32. Over the same period that the caseload has become more complex, the service has also undergone two major reorganisations. In 2014, Transforming Rehabilitation reforms divided probation delivery into two parts: private sector-led Community Rehabilitation Companies (CRCs) and the National Probation Service (NPS). The National Audit Office (NAO) subsequently reported that these reforms had achieved poor value for money for the taxpayer. In June 2021, these changes were reversed, and the service was reunified with all sentence management carried out by the Probation Service.

¹⁰ Source: Identified needs of offenders, custody and community, 31 October 2024 – GOV.UK (www.gov.uk/government/statistics/identified-offender-needs-custody-and-community-31-october-2024/identified-needs-of-offenders-custody-and-community-31-october-2024)

33. The legacy of these changes was a depleted workforce – both in terms of headcount and experience – which reduced organisational resilience and placed sustained pressure on remaining staff.
34. Since reunification, sustained action has been taken to rebuild the Probation Service. The total workforce has grown by 22% since reunification in June 2021 – from 17,685 to 21,527 FTE as at September 2025 (based on staff in probation grades). In that period, the number of Probation Officers in post – the crucial staff grade responsible for supervising the highest risk offenders – has increased by 1,024 FTE (a 23% increase).
35. As of 30 September 2025, the Probation Service had:
 1. 5,559 FTE Probation Officers in post, against a target staffing of 7,114 FTE (giving a 78% staffing level). Staffing levels vary across Regional Probation Services (excluding Approved Premises), with staffing ranging from 67% to 90% of target.
 2. 1,764 FTE Trainee Probation Officers in post.
36. The Probation Service also exceeded the 2024 to 2025 trainee Probation Officer recruitment target of 1,000, successfully onboarding 1,057 trainees.
37. However, whilst promising, this workforce growth has occurred against a low baseline and has not yet fully offset increased workload pressure or historic deficits in staffing.
38. In this context, steps have therefore also been taken to ensure probation staff time is spent where it can have the greatest impact through the 'Reset' and 'Impact' initiatives.

These initiatives have helped prioritise activity, but they do not remove the underlying pressure in the service.

39. As referenced in a recent NAO report, the sentence management capacity gap is projected to be 3,150 FTE for 2026 to 2027 (across all grades). This estimate takes account of expected growth in caseloads, latest sentence management activity timings and planned recruitment.
40. Whilst there are early signs of stabilisation in key areas of performance as staffing levels begin to recover, further sustained action will be required to close the remaining capacity gap. This will be particularly important as the impacts of sentencing changes are expected to become more apparent by 2027/28, and ahead of any further impacts arising from the Independent Review of Criminal Courts. Ensuring sufficient capacity will be essential for the service to consistently meet demand and improve performance.

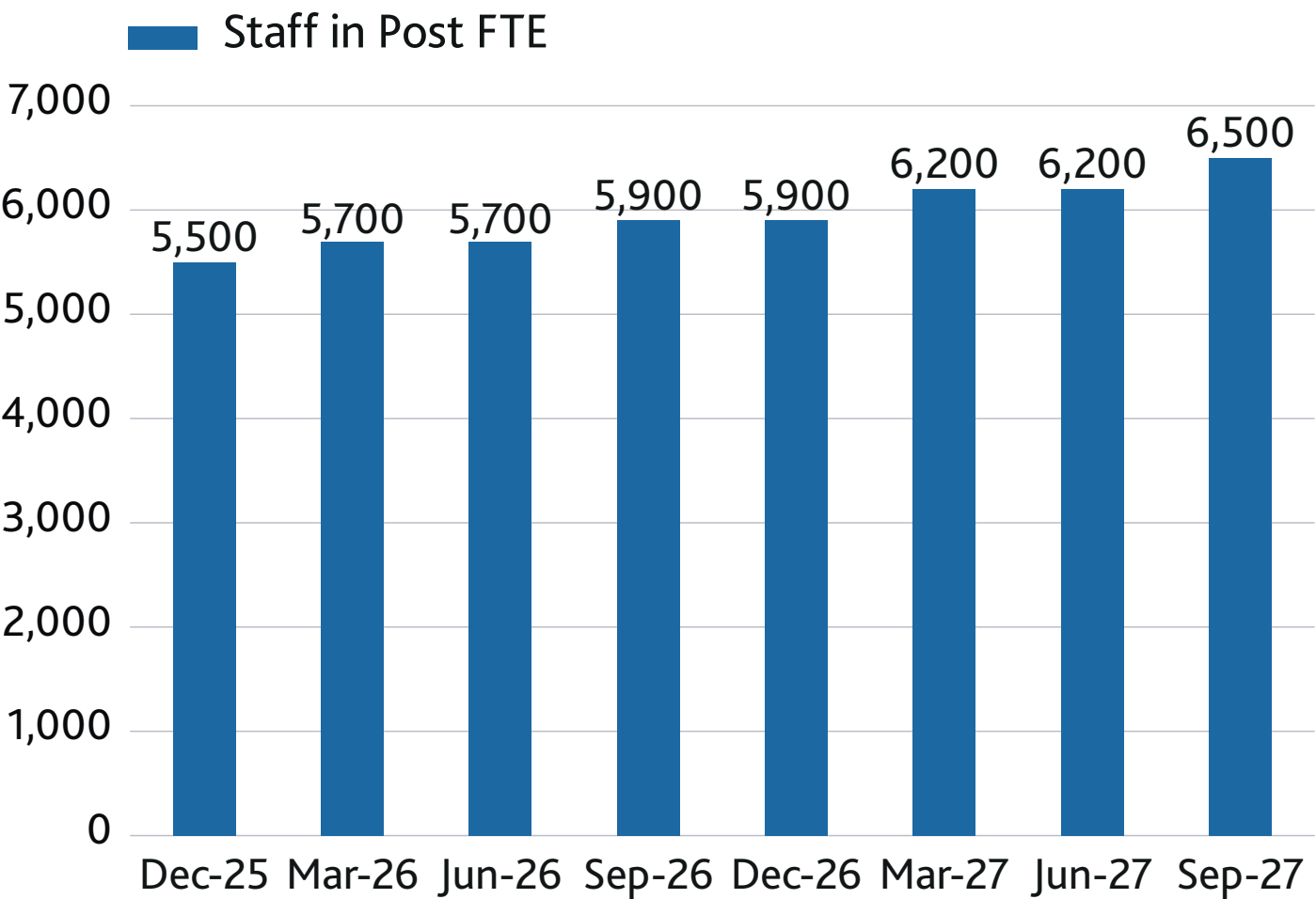
Reform and Outlook

41. Most recently, a number of measures to continue to rebuild the Probation Service and ensure sufficient capacity have been announced, reflecting the Government's commitment to a strong, professional service at the heart of the criminal justice system.
42. The Our Future Probation Service (OFPS) programme will be the central delivery vehicle for these, and further, measures – with a core objective of reducing workload pressure by up to 25% by March 2027.

43. As noted earlier in the statement, this involves significant investment in the service – with up to £700 million extra funding for probation and community services by 2028 to 2029, a 45% increase on current funding. This will deliver the reforms in the Sentencing Act 2026, support workforce growth, expanded use of electronic monitoring, and continued investment in accommodation.
44. For the 2025 to 2026 financial year, at least 1,300 Trainee Probation Officers will be onboarded to strengthen future staffing levels. By 30 September 2027, Probation Officer staffing levels are expected to rise to approximately 6,500 FTE, factoring in expected trainee graduates, forecast attrition and promotions. While this will represent a notable increase, a projected deficit against target staffing is likely to remain. There is also an inherent time lag before new Probation Officers can carry full, complex caseloads independently, meaning that the full benefit of sustained recruitment will take some time to materialise on the frontline.
45. Alongside workforce growth, we are also driving digital transformation across the Probation Service to reduce reoffending and protect the public. More than 30 digital, data and AI initiatives are underway that collectively reduce admin burden for frontline staff. Justice Transcribe – an AI tool that transcribes and summarises supervision meetings with offenders – is being rolled out across probation and has reduced time spent on note-taking by around 50%, with strong user satisfaction.

46. Better use of digital and data is planned at every step of the probation journey. This will free up staff, support wellbeing and improve performance by having reliable integrated access to information that will unlock insights and understanding. As with action across the prison estate, these reforms will drive improved performance, strengthen public protection, support staff and deliver better outcomes for victims, offenders and communities.
47. Additional measures may be required in the future to continue to close the projected staffing gap, as target staffing levels are reviewed to reflect changing demands on probation services. Given the ongoing challenges in the prison estate, the impact of the Sentencing Act 2026, and reforms to make the service more efficient, forecast targets are likely to evolve as the system responds to changing demand, operational pressures and wider system conditions. The Government remains committed to reporting on probation capacity issues transparently, as in this statement, as an essential part of understanding pressures across the criminal justice system. In addition to this annual statement, detailed quarterly statistics about the prison and probation workforce, and probation caseload are published on a quarterly basis and can be found on GOV.UK.

Figure 3: Forecast Probation Officer Staff in Post (FTE)



N.B. Figures have been rounded to the nearest 100 FTE

Annex: Demand and Supply Assumptions

Annex A: Demand Projections

This annex sets out the assumptions and methodology underpinning the prison population projections to November 2032, including the estimated impact of the Sentencing Act 2026 measures.

Demand Methodology

The underlying demand projections are based on the population projections in the Accredited Official Statistics which are published: Prison Population Projections: 2025 to 2030 – GOV.UK¹¹ combined with the estimated impact of the Sentencing Act 2026 measures, as set out in the Bill's impact Assessment as published on introduction available at: https://assets.publishing.service.gov.uk/media/68b6a680b0a373a01819fd02/SIGNED_SR_Bill_IA_1_Sept_2025_FINAL__SIGNED_.pdf

For these projections, the Ministry of Justice (MoJ), the Home Office and the Crown Prosecution Service (CPS) have agreed scenarios reflecting potential upstream demand for prison places. These scenarios are presented as a range to account for uncertainty, but they do not capture the full range of possible outcomes.

¹¹ www.gov.uk/government/statistics/prison-population-projections-2025-to-2030/prison-population-projections-2025-to-2030--2

Published population projections cover the period up to March 2030. The annual statement covers a longer horizon than the demand projection publication to provide transparency on the long-term prison capacity outlook. To indicate a possible trajectory for the prison population beyond five years, the levels of demand entering the criminal justice system seen over the final years of the published projections are assumed to continue. Key assumptions such as the volume of demand flowing into the criminal justice system, court capacity and sentencing practices are held constant at March 2030 levels to extrapolate the projections to cover a longer period to November 2032. This longer time-period carries more uncertainty, is experimental and provides an illustrative projection only.

The estimates in this annual statement include the package of sentencing reforms proposed within the Sentencing Act 2026. These reforms were not included in the Accredited Official Statistics as they had not yet received final parliamentary approval at the time of modelling. Further detail on the estimated impact of the Sentencing Act 2026 is available at: www.gov.uk/government/publications/sentencing-bill-2025

As the impact of sentencing reform varies with the size of the prison population, our Sentencing Act 2026 estimates are different in each of the demand scenarios. We reflect this by scaling the published central Sentencing Act 2026 impacts¹² according to the differences in the size of the relevant sub-populations from each of our demand scenarios. For example, if remand levels are 5% lower in our low-demand scenario, we assume that the impact of Sentencing Act 2026 measures on the remand population will also be 5% lower under that scenario.

12 www.gov.uk/government/publications/sentencing-bill-2025

These projections are highly uncertain and subject to change. The true impacts may substantially differ depending on police and prosecutorial activity, the behaviour of offenders, capacity of the courts and decisions of the judiciary, and implementation timescales.

Annex B: Supply projection Assumptions

The supply projections used in this publication were produced in November 2025. They cover the period to November 2032.

Assumptions and Methodology

The modelling approach is broadly unchanged since the previous annual statement. Updates to data inputs have informed some minor changes to planning assumptions. To estimate the capacity of prisons in the total adult estate over the coming years, the following approach and assumptions were used:

- Project the expansion of the estate through new prisons, houseblocks and refurbishments. These are projects MoJ has a high confidence in delivering, typically with an Outline Business Case or equivalent at the time of projections. Reasonable contingency is applied to delivery timescales.
- Project the number of places required to be offline for maintenance work through the maintenance requirements of the estate, including places for fire safety work and security improvements to the Long-Term High Security Estate (LTHSE).
- Use historical averages and the latest operational data to inform our assumption about how many places are permanently lost due to dilapidation.
- Deduct an 'operating margin' to account for unusable places on any given day. For example, some prisons are designed for specific types of prisoners so not all spaces can be utilised if available spaces do not align with the types of prisoners in the estate. The operating margin is regularly reviewed to ensure it is suitable for maintaining a safe

regime.

Risks

Delivery timescales for planned expansion projects are based on the latest information but are subject to revision due to uncertainties in external factors, like planning permission and site-specific complexities (e.g. power and ground works). As with all major infrastructure projects, future prison supply depends on funding from future Spending Review settlements; with funding required to complete delivery of the 14,000 places and for continued maintenance of the prison estate.

The dilapidation assumption is based on historic averages and applied as an average expected loss per year to future projections. The reality is likely to differ from this as cell losses will not occur smoothly through the year, and we would expect some years to have below average losses and others above average.

The operating margin is based on the latest operational data at the time it is set. With changes in composition of the estate, the usability of some cell types may change, leading to different operating margins being set in the future.

The supply line does not reflect the risk of unpredictable major shocks to supply, such as places lost to disorder or temporary losses for other operational reasons.

Figure 4: Prison Supply and Demand Projections including estimated Sentencing Act 2026 impacts (figures rounded to the nearest 100)

Date	Total Supply (Adult Estate)	Total Demand (Adult Estate including recently announced measures)		
		Low Scenario	Central Scenario	High Scenario
May 2026	89,900	88,600	88,800	89,200
November 2026	89,300	87,600	87,900	88,900
May 2027	88,300	85,800	86,300	87,600
November 2027	88,300	86,000	87,200	88,400
May 2028	89,800	87,200	88,600	90,200
November 2028	90,900	88,000	89,700	91,300
May 2029	93,200	89,200	91,000	93,100
November 2029	95,100	89,500	91,700	94,300
May 2030	95,900	90,500	92,600	95,700
November 2030	96,000	90,700	93,300	96,400
May 2031	96,400	91,600	94,200	97,500
November 2031	96,900	91,600	94,700	98,300
May 2032	98,300	92,200	95,300	99,100
November 2032	98,900	92,400	95,900	100,000

Figure 5: Prison Supply and Demand Projections excluding estimated Sentencing Act 2026 impacts (figures rounded to the nearest 100)

Date	Total Supply (Adult Estate)	Total Demand (Adult Estate including recently announced measures)		
		Low Scenario	Central Scenario	High Scenario
May 2026	89,900	89,500	89,700	90,200
November 2026	89,300	91,300	91,800	92,900
May 2027	88,300	93,000	93,700	95,100
November 2027	88,300	93,500	94,900	96,300
May 2028	89,800	94,800	96,400	98,200
November 2028	90,900	95,600	97,600	99,300
May 2029	93,200	96,800	98,900	101,100
November 2029	95,100	97,200	99,600	102,300
May 2030	95,900	98,200	100,600	103,800
November 2030	96,000	98,500	101,300	104,500
May 2031	96,400	99,400	102,100	105,700
November 2031	96,900	99,400	102,700	106,400
May 2032	98,300	100,000	103,300	107,200
November 2032	98,900	100,200	103,900	108,200

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