

Offender Volumes

◆ Report 2009



DEPARTMENT OF
CORRECTIONS
ARA POUTAMA AOTEAROA

DEPARTMENT OF CORRECTIONS

Offender Volumes Report 2009

With trend statistics based on longitudinal offender management histories

David Harpham
Policy, Strategy and Research
Department of Corrections

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1 Introduction: Offender volumes

1.1 Report continuity

This is the second edition of the Offender Volumes Report. The report presents information about the offender population managed by Corrections in prisons and in the community. In the following chapters, data is presented separately for offenders in each of the following sub-groups:

- prison sentenced
- remanded in custody
- prison release-ordered
- community sentenced

This series of reports (in part) replaces the prison census series, published biennially between 1987 and 2003. This year's report is the second in this series which is intended to become an annual publication posted on Corrections' website at <http://www.corrections.govt.nz>.

1.2 Snapshot and throughput perspectives

A number of perspectives on the data are taken in this report. The primary one is a longitudinal view in which a recent "snapshot" of the various offender sub-populations (at 30 June) is presented. In addition, comparable monthly "snapshot" data stretching back over more than two and a half decades provides some context. Secondly, a perspective is given on the annual through-put of offenders (as they transition on to new sentence and order episodes managed by Corrections), also in the context of historical trends. All of this data is analysed in terms of offenders' age, gender, ethnicity, offence types, sentence length, and other variables of interest.

1.3 "Major directive" methodology and counting rules, large historic data collection

To support the approach taken in the report, an enriched data set has been established that features some innovative concepts and methods. This is based on the most significant or prevailing directive issued by the Courts or the New Zealand Parole Board to Corrections, in relation to an individual offender. For example, if a recorded directive requires that an offender is sentenced to prison and no order applies indicating that he/she is to be released on or before a particular day, then the offender is counted as "prison sentenced" on that day¹.

A beneficial aspect of producing the data-set from the directives is that it has allowed the incorporation of sentence histories of all offenders managed by New Zealand's Prison and Probation Services since 1980 (and not just information regarding particular census days). This includes the complete, Corrections administered, sentencing histories of all known offenders. Note that this does not include fines or conviction with discharge. Although the original source data is substantially the same as that for other published reports, the counting

¹ The term "sentenced muster" is not used in this report as this term has a specific and different meaning in other contexts (generally referring to counts of sentenced prisoners physically present on a prison site on a day). However, prison sentenced offenders may not actually be on site due to hospitalisation, movement to a psychiatric facility, temporary release, escape, death, missing data etc.

rules used here differ from those traditionally used for “prison muster” and “community sentence new starts”. Instead of providing counts of new sentence starts this report provides counts of transitions between different states of correctional management (see chapter 11 [Data source and enrichment methodology](#) for details).

The data quality of the report largely reflects the quality of data in Corrections’ “Integrated Offender Management System” (IOMS) database. Like all large historic data collections this data is not without error. However, the methodology used is robust and data checking reveals overall consistency.

1.4 Target audience is on-line technical analysts and policy commentators

The offender volumes report is intended for technical analysts as an introduction to the Corrections’ offender volumes data set. It provides a selection of useful graphs with a minimum of commentary enabling technical readers to quickly come up to speed with the scope and accuracy of the data set. The primary publication format is as an electronic document.

1.5 Glossary of terms

There are many places in this report where hyperlinks below the graphs are provided to take the reader to definitions and the glossary of terms. While this works for on-line readers those reading a hard copy are recommended to peruse section [10, Data definitions and groupings](#).

1.6 Graphical reporting supported by hyperlinked data spreadsheets

The data is presented graphically, thus clearly indicating the trends in volumes of offenders managed over time. However, totals for any given date are also tabulated and these can be located by following a link (“[data spreadsheet](#)”) at the foot of each graph.

In the sequence of graphs presented, offenders are disaggregated according to gender, age, ethnicity, sentence type, offence type and various combinations of these variables. Where relevant, other forms of disaggregation are also applied.

1.7 “Inventory” approach

In order to simplify the realities of Corrections’ operations and relate them to the complex histories of offenders, this report uses an “inventory” approach that requires each offender to be counted only in a single management category on any one day. This provides for detailed analysis on annual “flows and balances” of offenders as they transition into, out of, and between categories of correctional management. This novel perspective highlights, among other things, the extraordinary complexity of Corrections’ business, arising from having to manage a great number of individuals as they progress through stages and cycles of criminal justice sanction and management.

In Chapter 9, the [Offender Inventory](#) gives this years’ offender inventory summary in a form analogous to a financial accounting or inventory management report. In financial accounting both cash flow and balance sheets are provided, while inventory management reports both stock on hand and stock turn-around. In the current report, offender flows and balances in the various management categories are detailed, such that the opening balance, plus inflow less outflow, equals the closing balance. In keeping with this inventory approach, each offender’s status at the beginning of the year is expected to be carried forward from the previous year.

1.8 2009 version of Corrections' history

Since the 2007 version of this report, some offenders have had their timelines restated. This years' report is based on a 2009 version of Corrections' history, with a few offenders having their timelines restated compared to the 2007 publication. This means that some comparisons to 2007 data do not align exactly. It is expected that such restatement of history will happen rarely if at all, once the quality of the history is as high as it can be made, and a progressive reporting and accrual process is properly established.

1.9 Offender pool

As the inventory approach provides for ongoing tracking of the management category for each offender, it has been possible to identify periods where offenders are not managed. A useful concept is the "recently managed offender pool". This is the pool of all offenders managed by Corrections at some time within the last ten years, but who are not currently under Corrections management. If an offender has only ever been under remand management without ever being sentenced then they are not counted in this group. This new concept will provide for future enhancements to this report that will shed light on the evolving nature of the offender population of New Zealand.

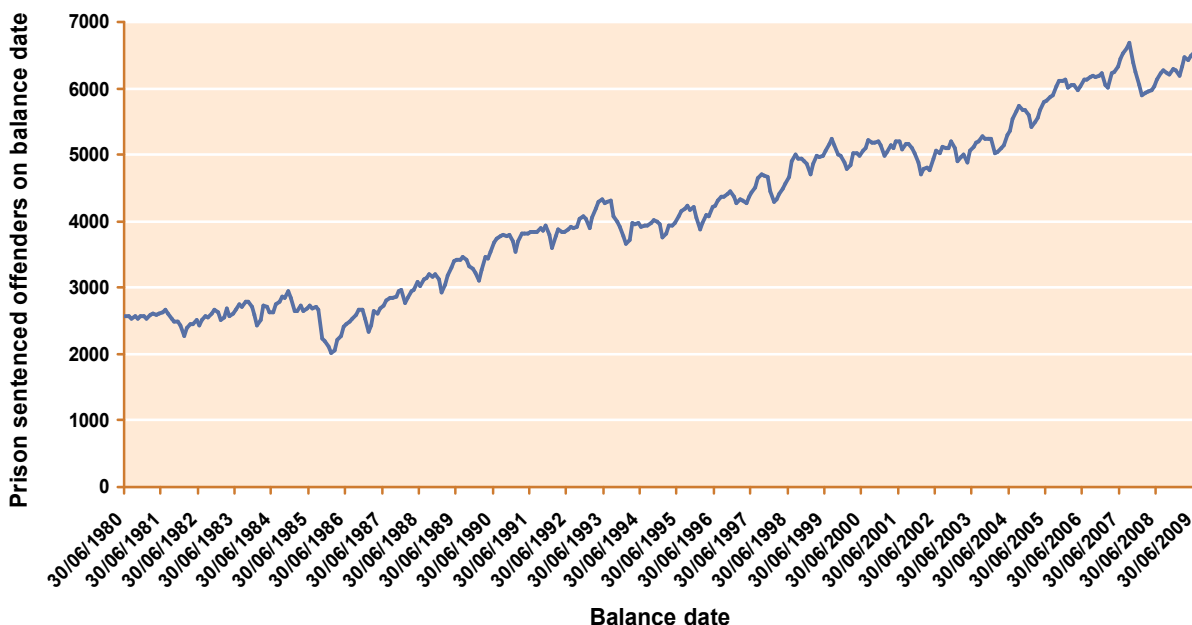
2 Prison sentenced: “snapshot” perspective

2.1 Overview

This section is based on counts of the number of offenders with a “prison sentenced” status at given snapshot dates. The term “prison sentenced” used here differs slightly from the concept of prison muster used in other reports since it is based on Court and New Zealand Parole Board directives rather than muster counts. For more detail on this see section 11, [Data source and enrichment methodology](#).

The earlier part of this section provides trend information based on a series of monthly snapshot dates, the later part of the section provides more detail for the single snapshot date of 30 June 2009.

2.2 Prison sentenced snapshot trend since 1980

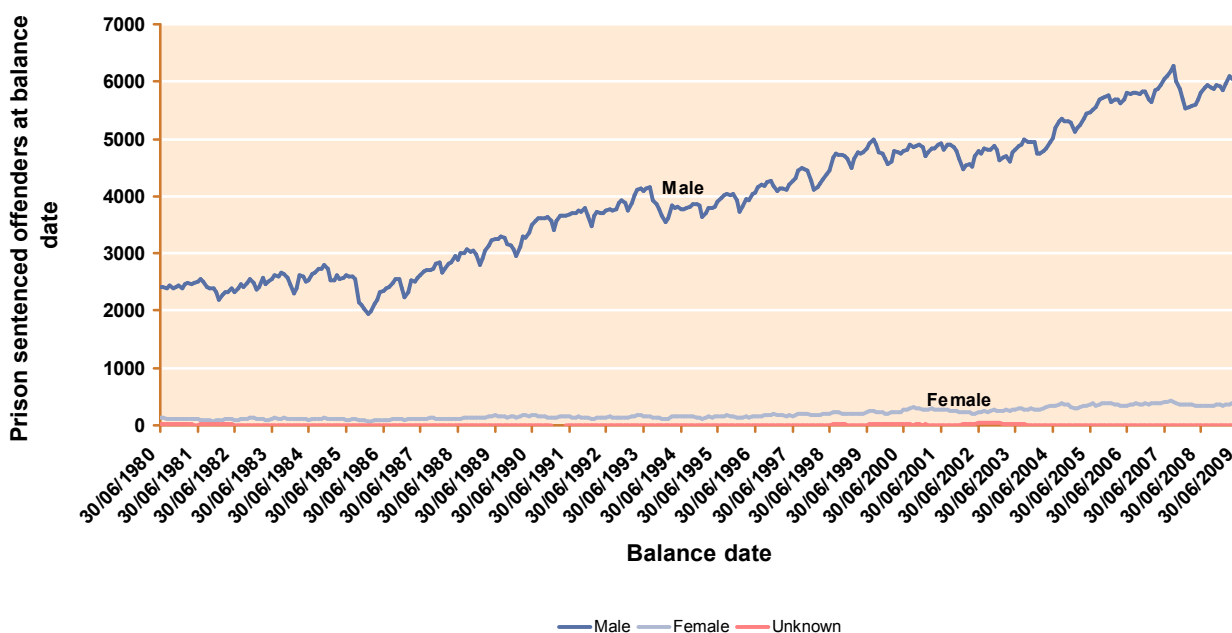


For more details see: [data source and enrichment methodology](#); [data spreadsheet](#).

The prison sentenced population demonstrates continuous and steady growth since 1986. The seasonal pattern of reduced numbers toward the end of each year is well established. It reflects the influence of the prisoner Christmas release policy² as well as cycles of activity involving Police and the Courts. Notable is the drop in numbers that commenced in October 2007. This is associated in part with an unusually high seasonal peak in the year prior, and also with the introduction of new community sentences that placed emphasis on keeping non-violent offenders out of jail. These new sentences were defined in the Criminal Justice Reform Bill 2007, and were incorporated as amendments to the Sentencing Act 2002 and the Parole Act 2002.

² Prisoners whose release date falls between mid-December and early January the following year are eligible to be released early in December; this policy aims to promote reintegration by ensuring that prisoners are able to access relevant social services and supports that might otherwise be closed during the Christmas – New Year period.

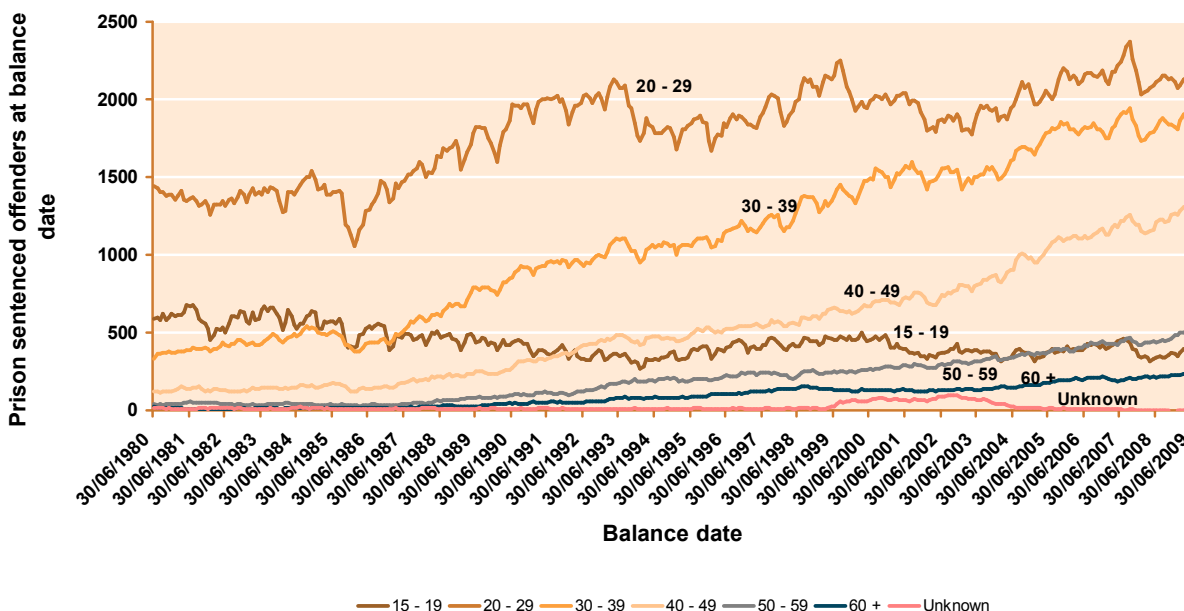
2.3 Prison sentenced snapshot trend by gender



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#).

The proportion of prison sentenced offenders who were female increased from 4% of all prisoners in June 1986, to 5.9% of all prisoners in June 2009. Over this time period male prison-sentenced offender counts increased by 161% from 2359 to 6157 and female prison-sentenced offender counts increased by 297% from 98 to 389.

2.4 Prison sentenced snapshot trend by age

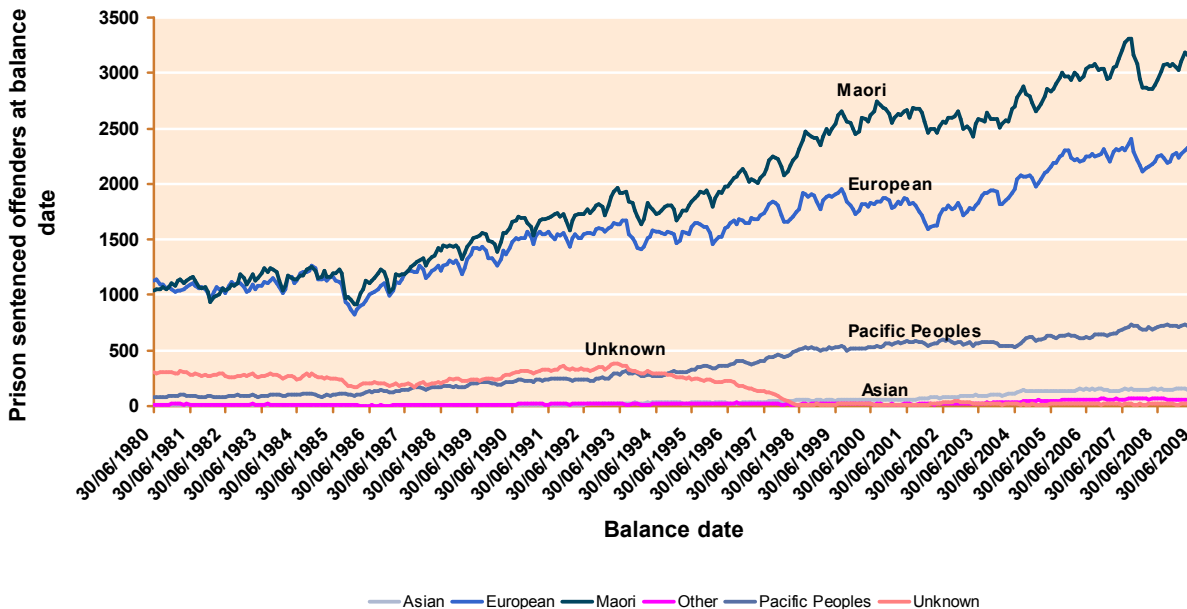


For more details see: [data source and enrichment methodology](#); [data spreadsheet](#).

This graph indicates a very significant change in the composition of the prisoner population over recent decades. Over almost 30 years, the number of prisoners in the 20—29 years age group has grown slowly, while the number of prisoners in the 15-19 years age group has actually declined. Growth in overall numbers has almost entirely been amongst older offenders. In 1980, prisoners aged 30 years and over made up 20% of the sentenced

population; they now comprise over 60% of the total. The increase in the average age of prisoners is partly due to the longer times being served in prison but it is also a result of the changing mix of offences. Recidivist offenders also appear to be continuing to re-circulate in the system for longer.

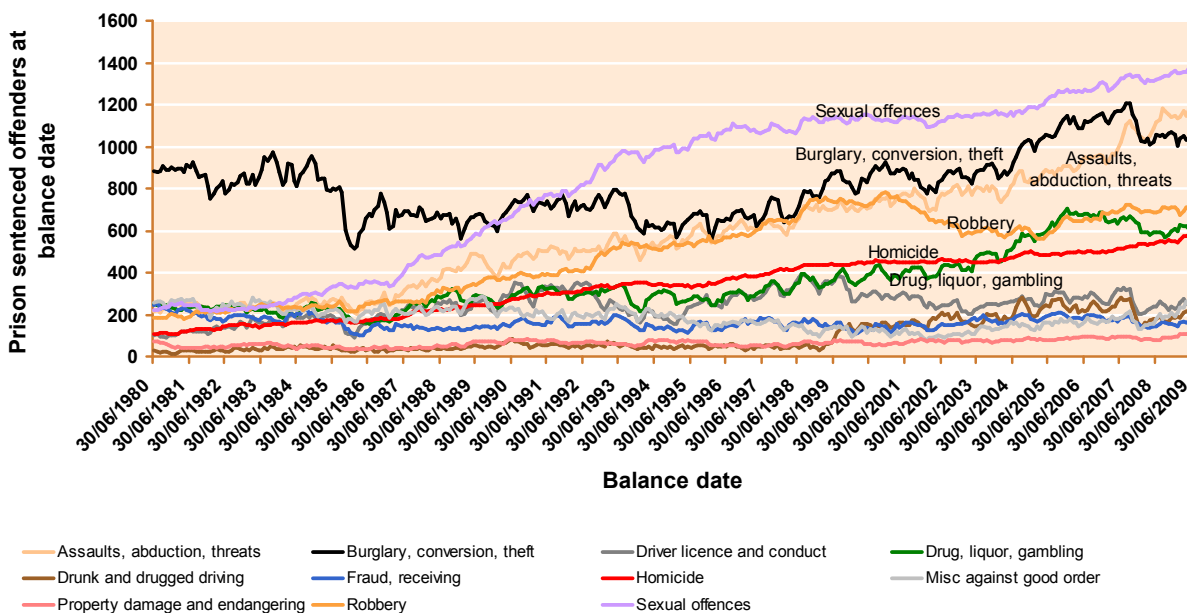
2.5 Prison sentenced snapshot trend by preferred ethnicity



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [preferred ethnicity](#).

Interestingly, the drop in prison sentenced offender counts after the introduction of the new community sentences in October 2007 appears to have applied to Māori and European offenders but not to any marked extent to Pacific Peoples or Asians.

2.6 Prison sentenced snapshot trend by offence category



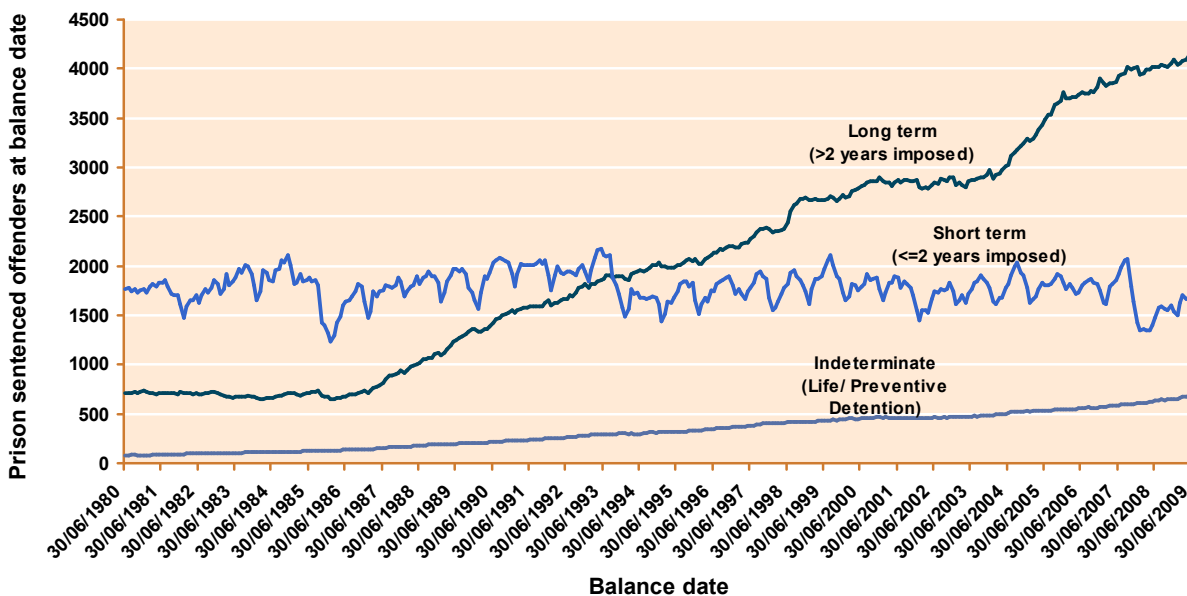
For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [offence category](#).

The graph above indicates that, thirty years ago, dishonesty offenders predominated in the prison population. However, over the intervening period, much of the growth has been driven

by an accumulation of those sentenced for violent and sexual offending, with drug offender counts also rising sharply in recent years.

The relative proportions in each offence category (as indicated above) is partly a reflection of the process whereby more serious offences result in longer sentences, which lead to higher rates of accumulation in the prison system. A high count of prisoners on a particular balance date could have resulted from either a high inflow of the prisoner category (burglary for example) or from high rates of accumulation of the prisoner category due to long sentences (homicide for example).

2.7 Prison sentenced snapshot trend by management category



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [major management category](#).

“Short term” sentenced offender numbers (those with less than or equal to two years imposed) have been relatively stable since 1980, with the majority of the growth in sentenced prisoner numbers relating to the longer sentences imposed. In contrast (see 3.2 Prison sentenced period starts per year trend by management group) the majority of prison sentence new starts relate to the short term sentences.

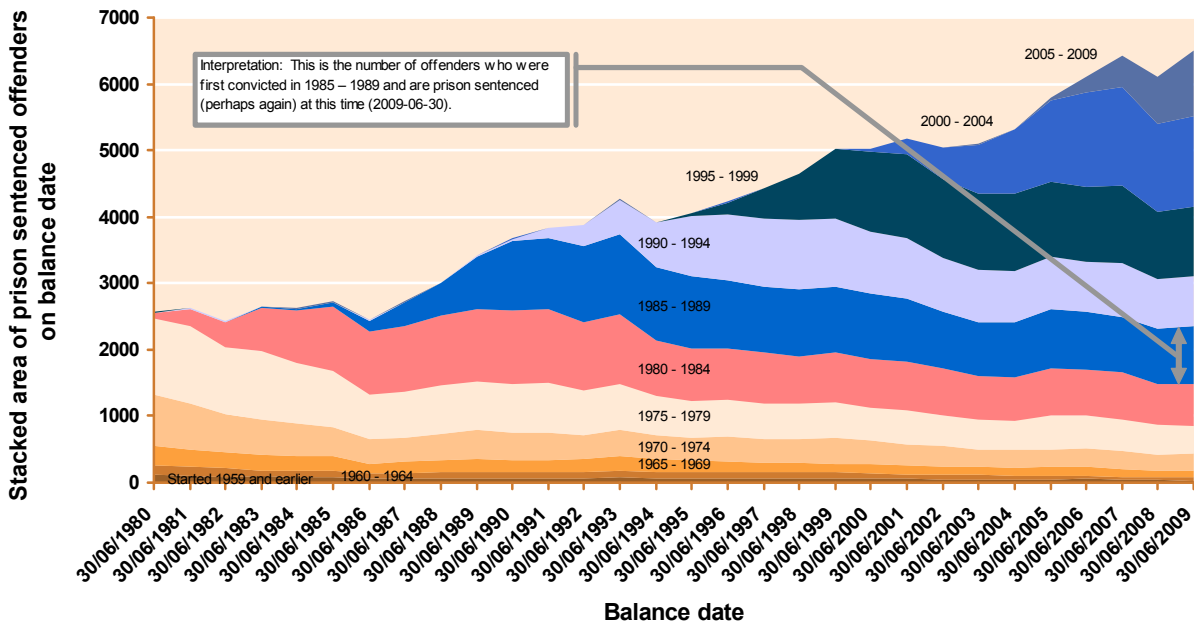
The trend lines above hide considerable complexity. Since 1980, the rules around the proportion of sentence served and the timing of release have changed, as has the typical proportion of a sentence that is served as remand. The seasonal cycle discussed above, is also revealed to be a phenomenon restricted to the shorter-term prisoners.

The introduction of new community sentences in October 2007 can be seen above to have had a major impact (as intended) on short term prisoner counts with little or no impact obvious on long term and indeterminate sentenced prisoner counts.

“Long term” prison sentenced offenders are those serving determinate sentences of greater than 2 years. Significant and sustained growth can be observed in this group with some levelling off occurring in recent years.

Life and Preventive Detention (“indeterminate term”) offenders are slowly but steadily growing. Though numbers of new starts on indeterminate sentences are low (typically less than 50 per year), they remain in prison for long periods of time, and therefore are accumulating to become a significant sub-set of the prisoner population.

2.8 Prison sentenced snapshot trend by initial year convicted

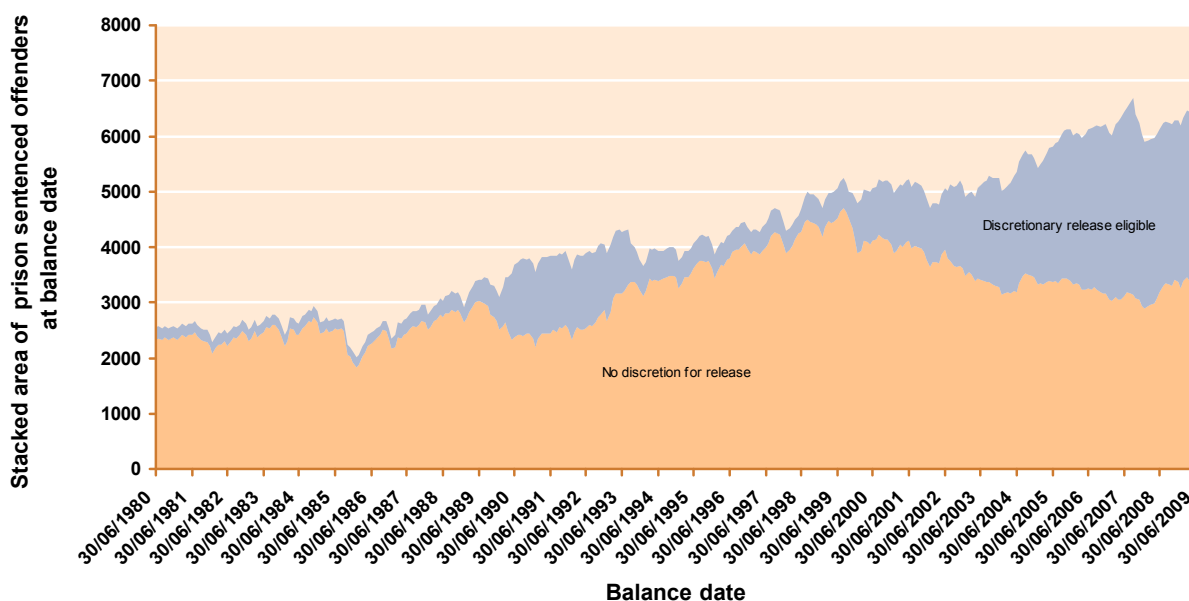


For more details see: [data source and enrichment methodology](#); [data spreadsheet](#).

The graph above is produced from a series of 30th June prisoner snapshots. It provides a breakdown of the sentenced prisoner population at each snapshot by the five year band during which prisoners recorded their first conviction (includes convictions resulting in fines, discharges or disqualifications). The colour differentiated strata from left to right should not be interpreted as meaning that the same offenders were in prison continuously. Each band signifies the number of beds occupied by offenders in a cohort, which will be made up of a changing and re-circulating set of offenders.

Consistent with the age trends discussed in section 2.4, the graph above confirms the changing composition of the prisoner population, with a declining proportion of the population made up of those with only recent offending careers. For example, on 30-June-1980 almost 75% of the prisoner population had recorded their first conviction within the ten years prior to that date. By 30-June-2009, less than 38% of the prisoner population had recorded their first conviction within the previous ten years.

2.9 Prison sentenced snapshot trend by discretionary release eligibility



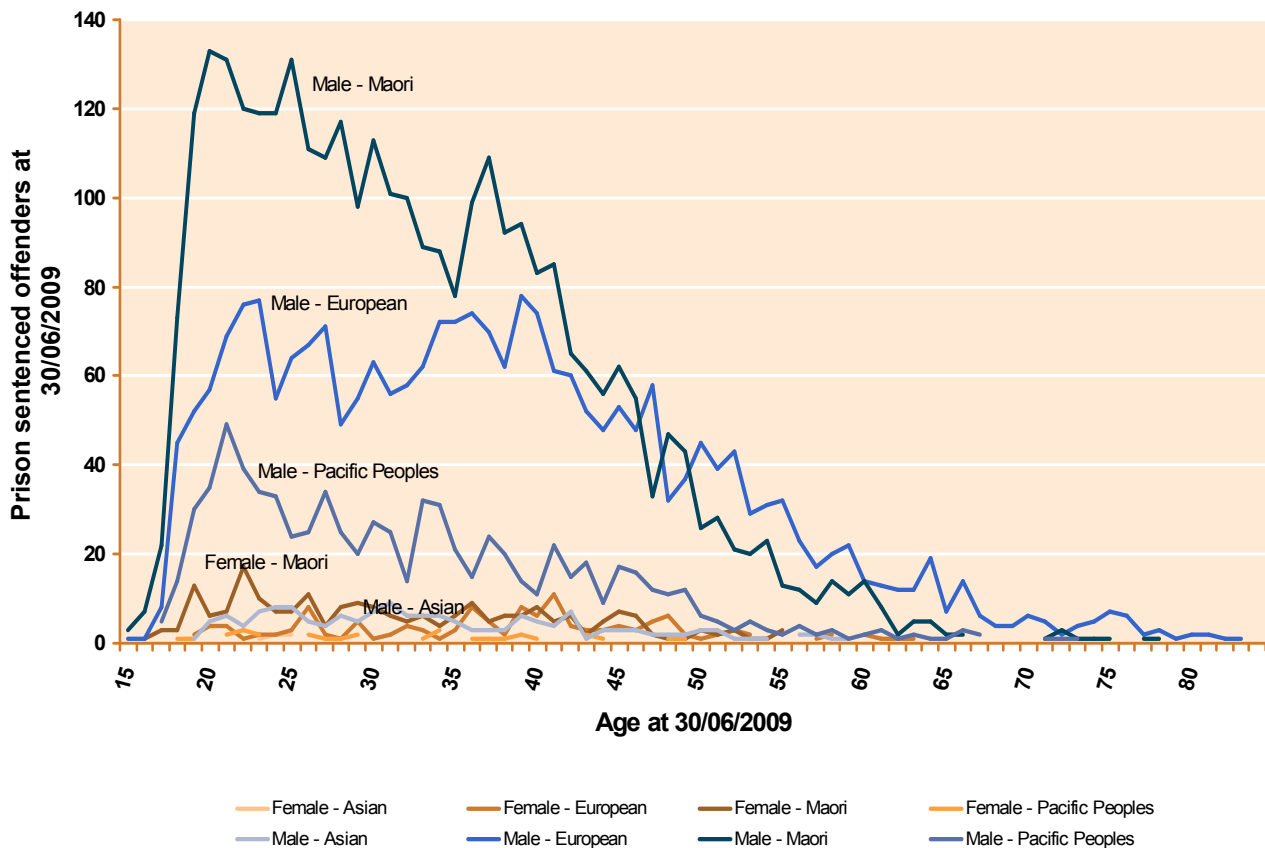
For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [major management category](#).

The graph above groups the sentenced prisoner population according to current eligibility for discretionary release. Prisoners in the category “no discretion for release” include those whose sentence does not allow early release on parole or home detention, as well as those who will become eligible but have yet to pass their parole eligibility date. “Discretionary release eligible” refers to those who may be released at the discretion of the New Zealand Parole Board (or the former District Prison Boards and the National Parole Board). In 2006 this meant those who had passed their parole eligibility date or home detention eligibility date but had yet to be released or had been granted leave to apply for front end home detention but had yet to be released. With the law changes introduced in October 2007, the granting of home detention eligibility to those newly sentenced to short term prison sentences stopped. In addition, the granting of back end home detention to those with long term (>2 years imposed) changed and is now treated as a parole release with “full residential conditions” and cannot happen three months earlier than parole eligibility as previously possible.

The “discretionary release eligible” area on the graph above indicates that at 30/06/2009 some 3110 (47%) sentenced prisoners could have been released immediately if the parole board could have been convinced that they posed no risk to the community.

The growth in prisoners who are eligible for discretionary release since 2002 reflects the influence of parole laws introduced in that year, which meant that parole eligibility occurred earlier in the sentences of longer-term prisoners. However, this has not meant that prisoners have been released earlier, merely that the possibility of more adaptive justice has existed.

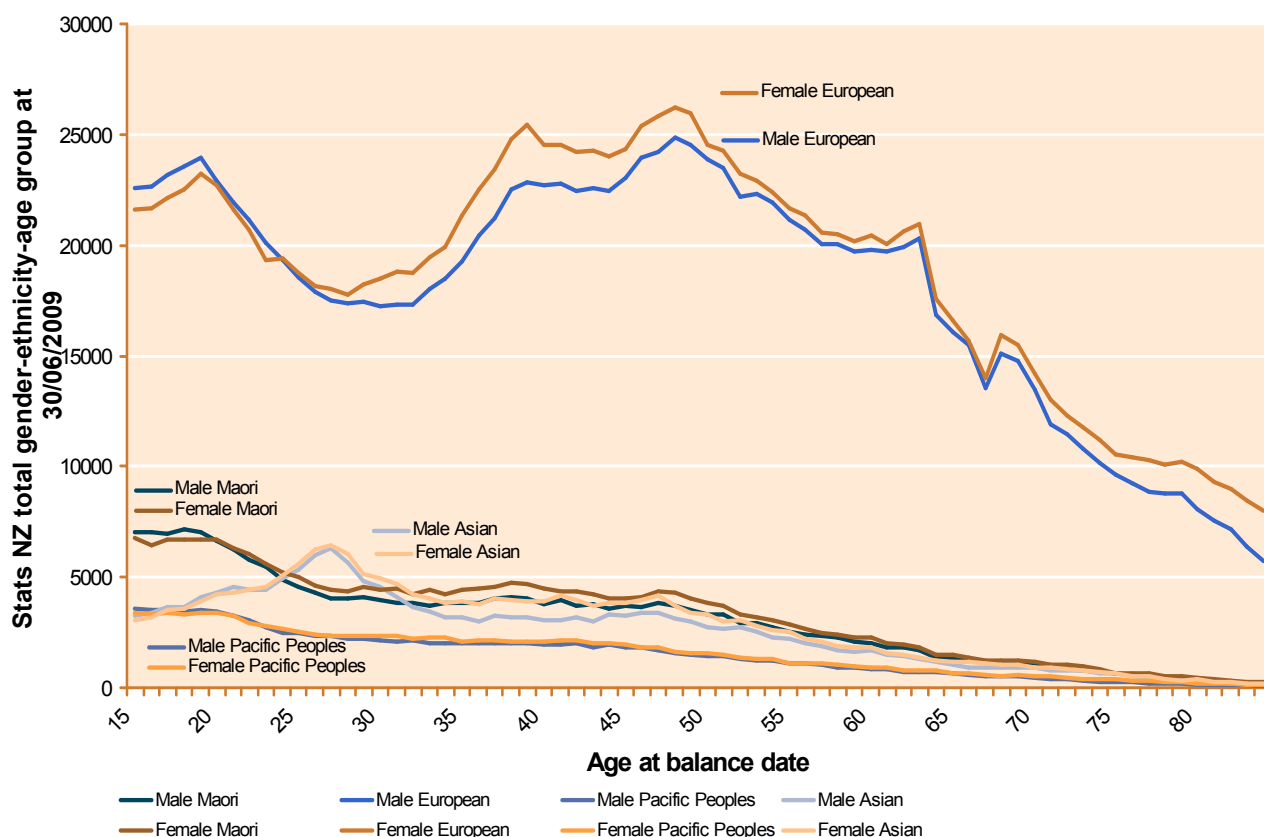
2.10 Prison sentenced snapshot at 30/06/2009 by gender-ethnicity-age



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [multiple ethnicity](#).

The graph above provides a breakdown of prison sentenced offenders by age and ethnicity, as at 30 June 2009. This indicates the preponderance of Māori males in this population, especially in the younger age groups. For example, there were approximately twice as many Māori 25 year old males in prison than there were NZ European males of the same age. Amongst those over 40 years of age, NZ European males become more numerous. These figures contrast sharply with the statistics for the general population given in the following graph.

2.11 New Zealand population at 30/06/2009 by gender-ethnicity-age

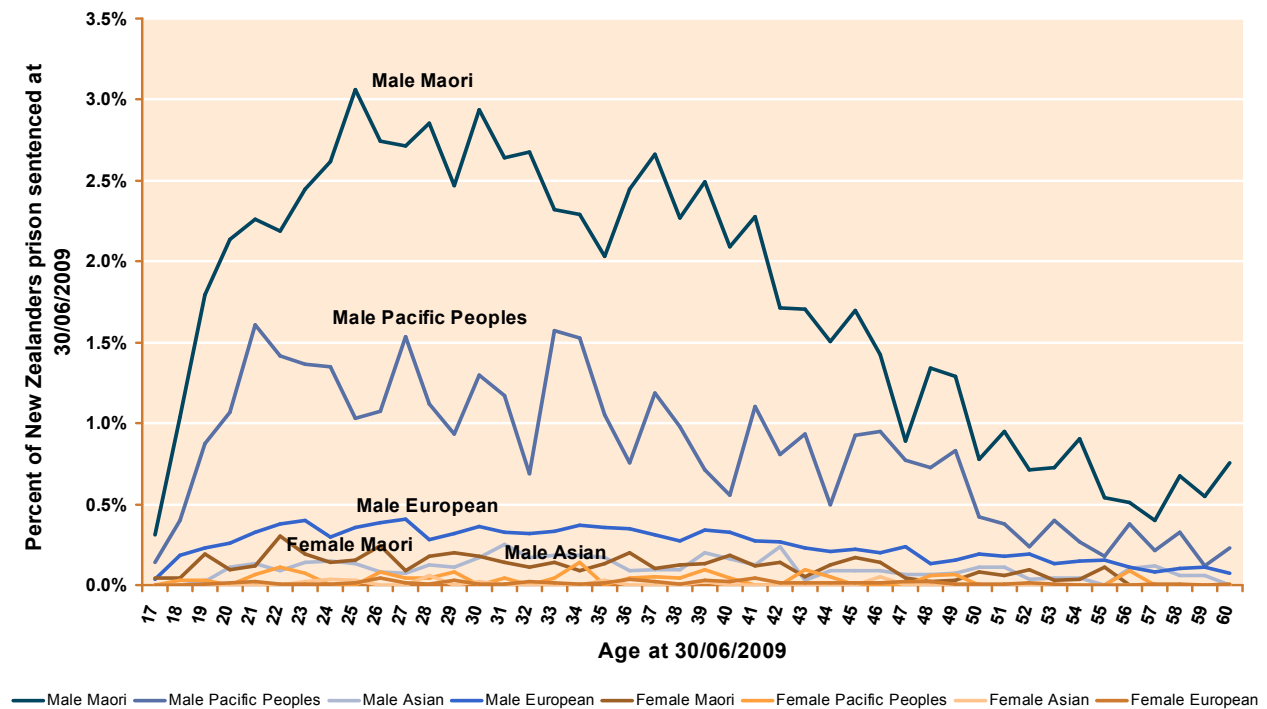


For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [multiple ethnicity](#).

The source of data for the above graph was the [Statistics New Zealand Table Builder website](#), from which the “Projected Ethnic Population of New Zealand, by Age and Sex, 2006 (base)” for 2009, using series 6 projection, was extracted³.

³ These population estimates make use of the multi-ethnicity concept such that individuals are counted in all ethnic groups they identify with. One consequence of this is that the total of “Ethnic Populations” does not equal the total population of the country. Similarly, the imprisonment rates for each group shown are based on the ratio of prison sentenced offenders at 30/06/2009 relative to the total population as at 30/06/2009 (as estimated by Statistics New Zealand). This method is imperfect due to differences in circumstances of how, when and where the ethnicity question was asked (in prison vs. in the National census). However, the numbers still provide a useful comparison tool.

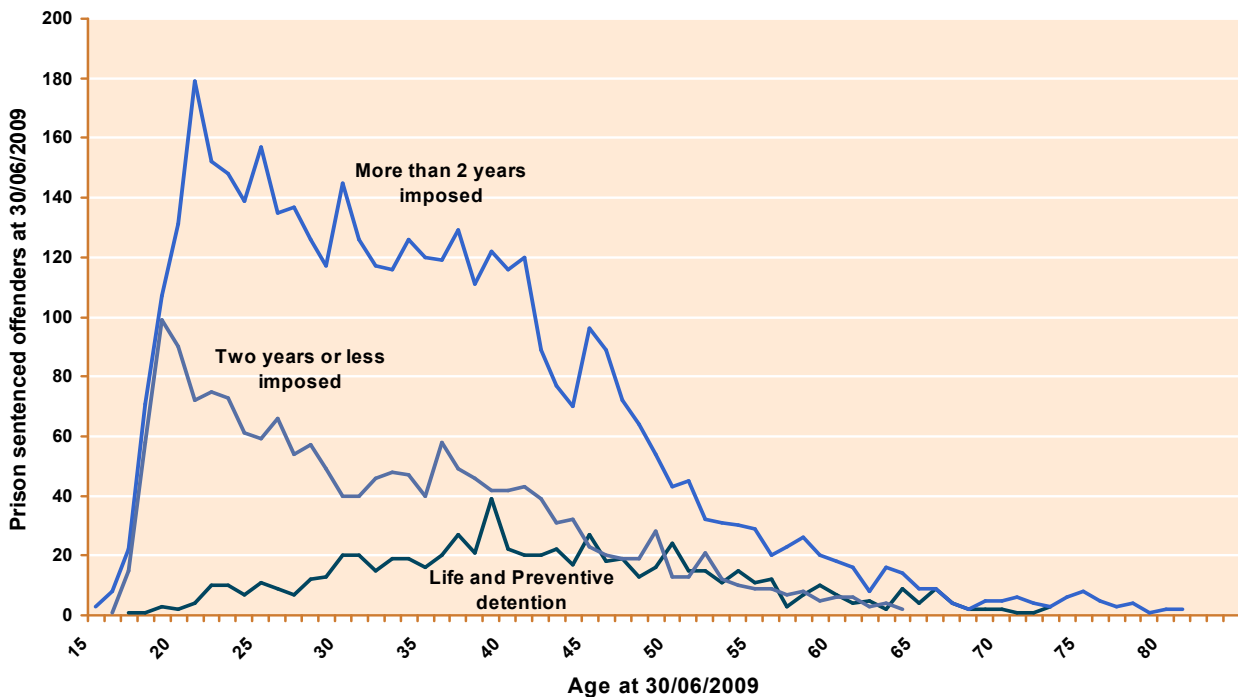
2.12 Imprisonment rates at 30/06/2009 by gender-ethnicity-age



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [multiple ethnicity](#).

The graph above gives the proportion of people in prison on a sentence on 30 June 2009 for each gender-age-ethnicity sub-group in the national population. Most notably, this reveals that over 3.0% of all Māori 25 year old males were in prison on 30 June 2009, while the proportion of NZ European 25 year old males in prison was under 0.5%.

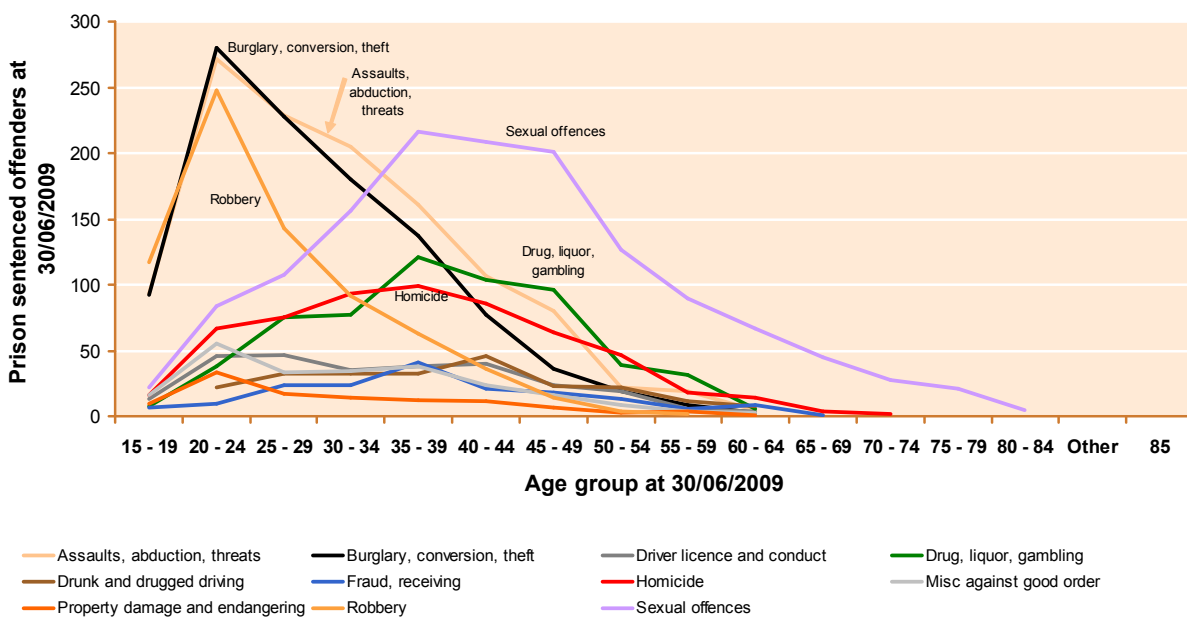
2.13 Prison sentenced snapshot at 30/06/2009 by imposed term and age



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [major management category](#).

Life and Preventive detention prisoners at any one time have a higher average age than the shorter term prisoners, and generally there are less of them in any age group. The graph above indicates that at 30 June 2009 the number of Life and Preventive detention prisoners over the age of 50 exceeds the number of prisoners over the age of 50 serving short prison terms (≤ 2 years imposed).

2.14 Prison sentenced snapshot at 30/06/2009 by offence category and age



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [offence categories](#).

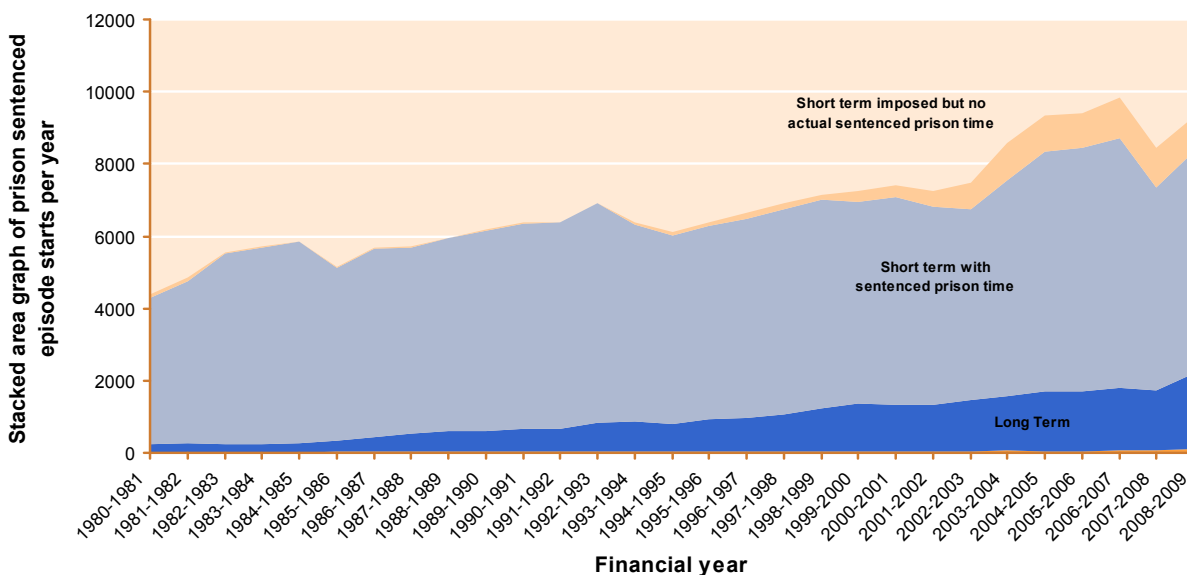
The graph above indicates that on 30 June 2009, the majority of prison sentenced offenders for burglary, assaults, and robbery are in the younger age brackets, whereas prisoners who have committed drug, sex and homicide offences are typically older.

3 Prison sentenced: “throughput” perspective

3.1 Overview

This section counts the number of “starts” and “ends” of prison-sentenced episodes in the last year, in the context of previous 12-month periods back to 1980-81. Prison ‘starts’ and ‘ends’ counted here are similar to the usual counts of receptions and releases, but differ in certain ways. In particular, prison sentence episodes of zero duration (i.e., the sentence episode starts and finishes on the same day) are included. Such zero duration episodes can come about when time spent by an offender in custodial remand exceeds the sentence days to serve. Under these circumstances the offender is released immediately. However in this report the offender is still counted as having started a prison sentenced episode. Further, under pre-October 2007 legislation, some offenders with deferred sentence commencement dates were granted release on home detention by the Parole Board, effective immediately, thus avoiding time in prison. Technically, however, such cases constituted a sentence of imprisonment.

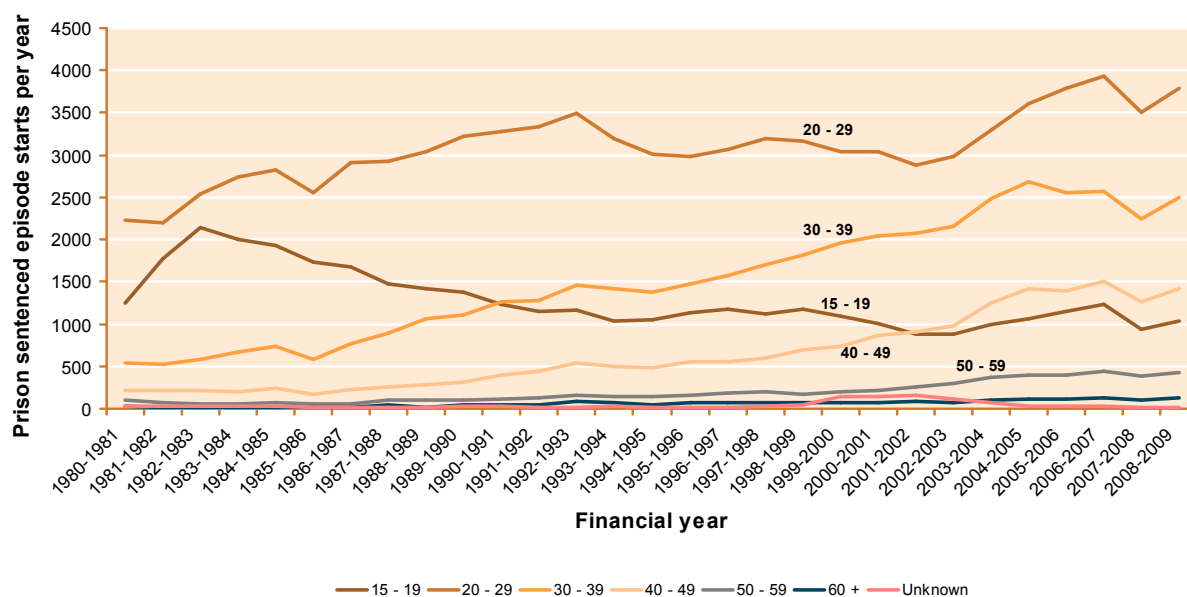
3.2 Prison sentenced period starts per year trend by management group



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [major management category](#).

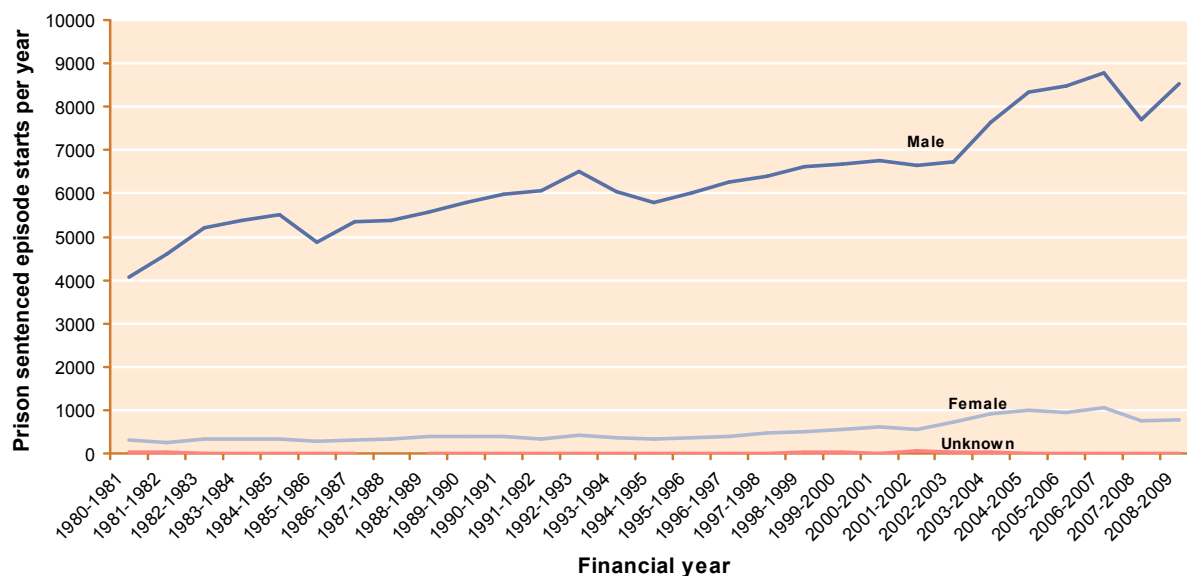
The graph above indicates a drop in the numbers of sentences of imprisonment in the 2007-2008 year, relating almost entirely to short term sentences (≤ 2 years imposed). This drop corresponds with the introduction of new community sentences in October 2007, which specifically targeted this group. Of note, are the numbers who serve no time with a prison sentenced status, usually for the reasons discussed above. Also noteworthy is the large proportion (79%) of throughput that is short-term prison sentenced. This group typically occupies only 24% of prison beds. On the other hand, new starts of indeterminate (Life and Preventive Detention) sentences, though too few in number to show on the graph, currently make up 10% of prison sentenced offenders due to the accumulating numbers of such long stay prisoners.

3.3 Prison sentenced period starts per year trend by age at start



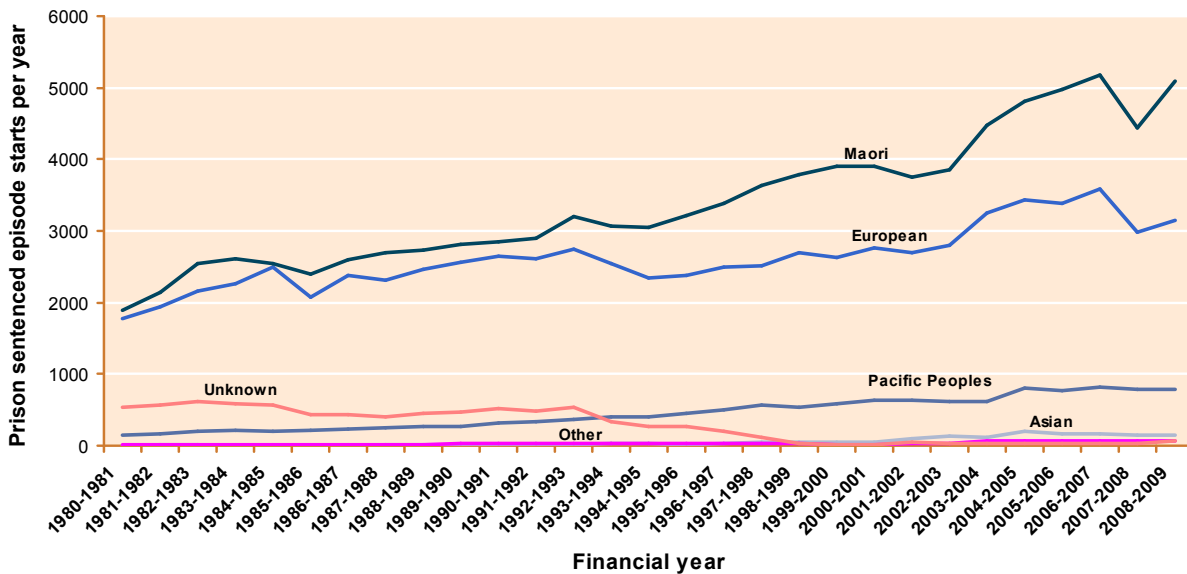
For more details see: [data source and enrichment methodology](#); [data spreadsheet](#).

3.4 Prison sentenced period starts per year trend by gender



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#).

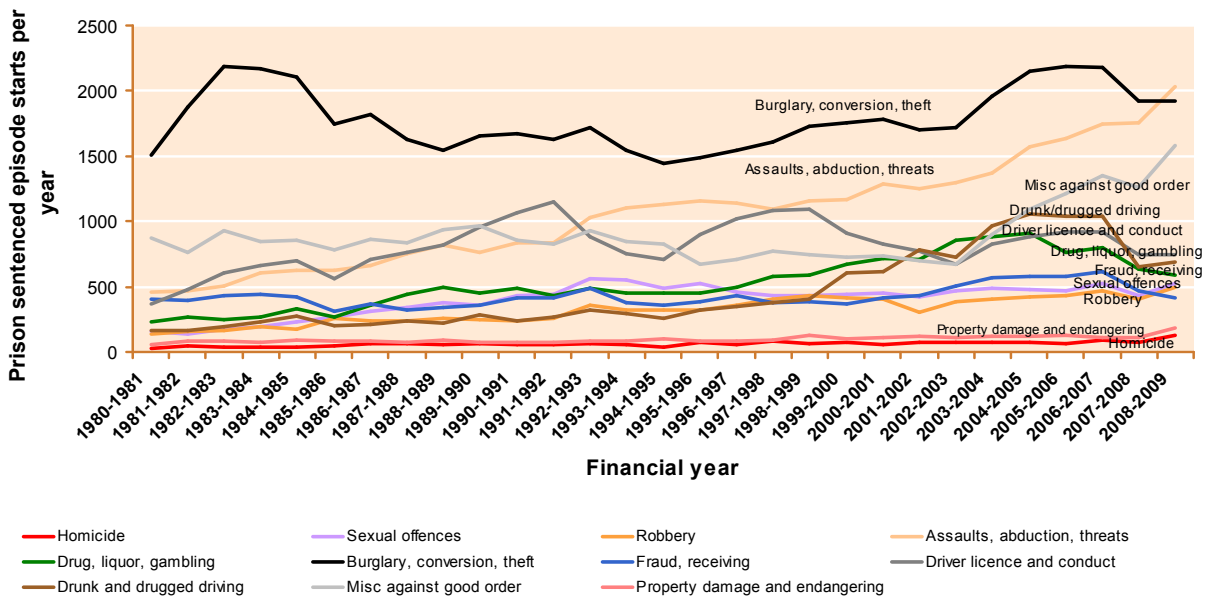
3.5 Prison sentenced period starts per year trend by preferred ethnicity group



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [preferred ethnicity](#).

Interestingly, the drop in prison sentenced offender starts since the introduction of the new community sentences in October 2007 appears to have applied to Māori and European offenders but not to any marked extent in Pacific Peoples or Asians.

3.6 Prison sentenced period starts per year trend by offence group

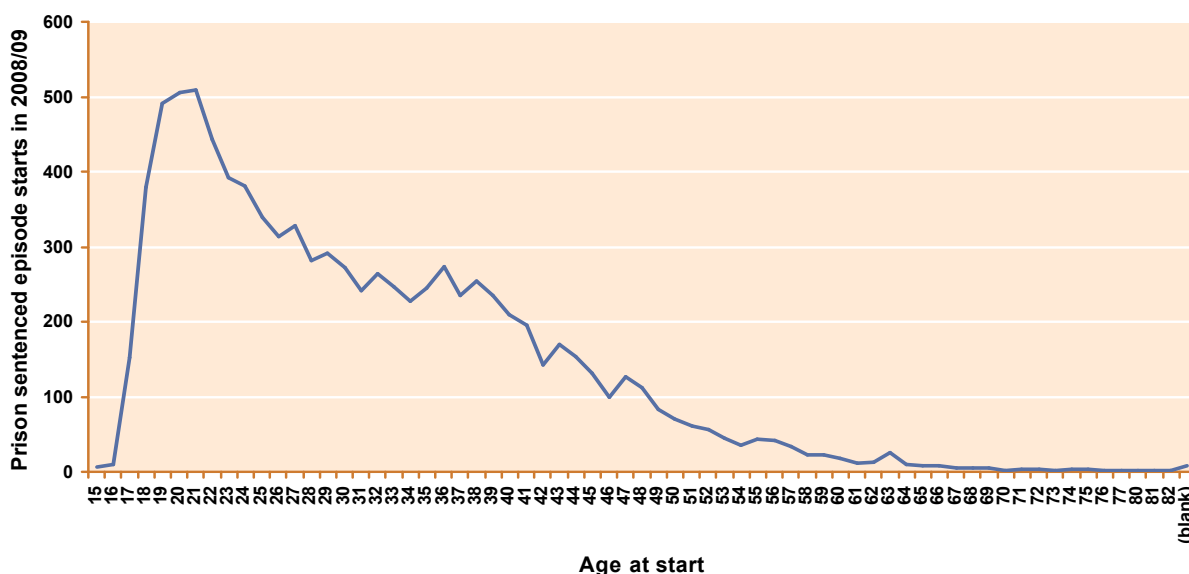


For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [offence category](#).

The graph above indicates that the numbers of prison sentences started for “Burglary conversion and theft” constitute a large but relatively constant part of the reception and release workload over a thirty year period. However, steady and ongoing growth in the volumes of “Assaults, abduction and threats” can be observed over the last thirty years. Meanwhile the volumes of “Drug, liquor and gambling” starts appear to have peaked and recently have been declining. Also, the impact of the new community sentences introduced in October 2007 can be seen to have had varying impact on the different offence categories.

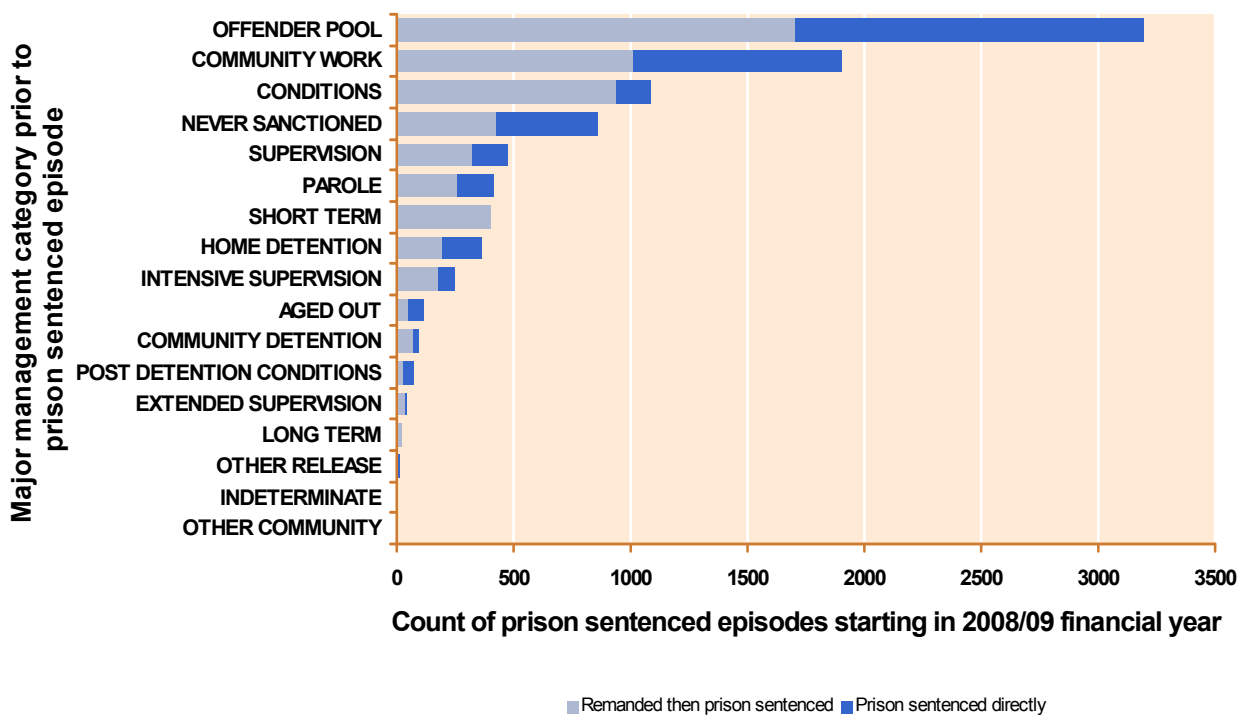
While the number of annual new starts for homicide indicated above is relatively low and relatively constant, the number of homicide offenders in prison (see 2.6 Prison sentenced snapshot trend by offence category) on any day is relatively more substantial and growing. Additionally, when new starts for sexual offences (shown above) and the build up of sexual offenders in prison (see 2.6 Prison sentenced snapshot trend by offence category) are considered, it indicates that while inflows of sexual offenders have been relatively constant since 1993, there has been a new trend to accumulate sexual offenders in prison for longer stays, since around 2002. This correlates with the introduction of the Parole Act 2002.

3.7 Prison sentenced period starts in 2008/09 by age at reception



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#).

3.8 Prison sentenced period starts in 2008/09 by prior major management category



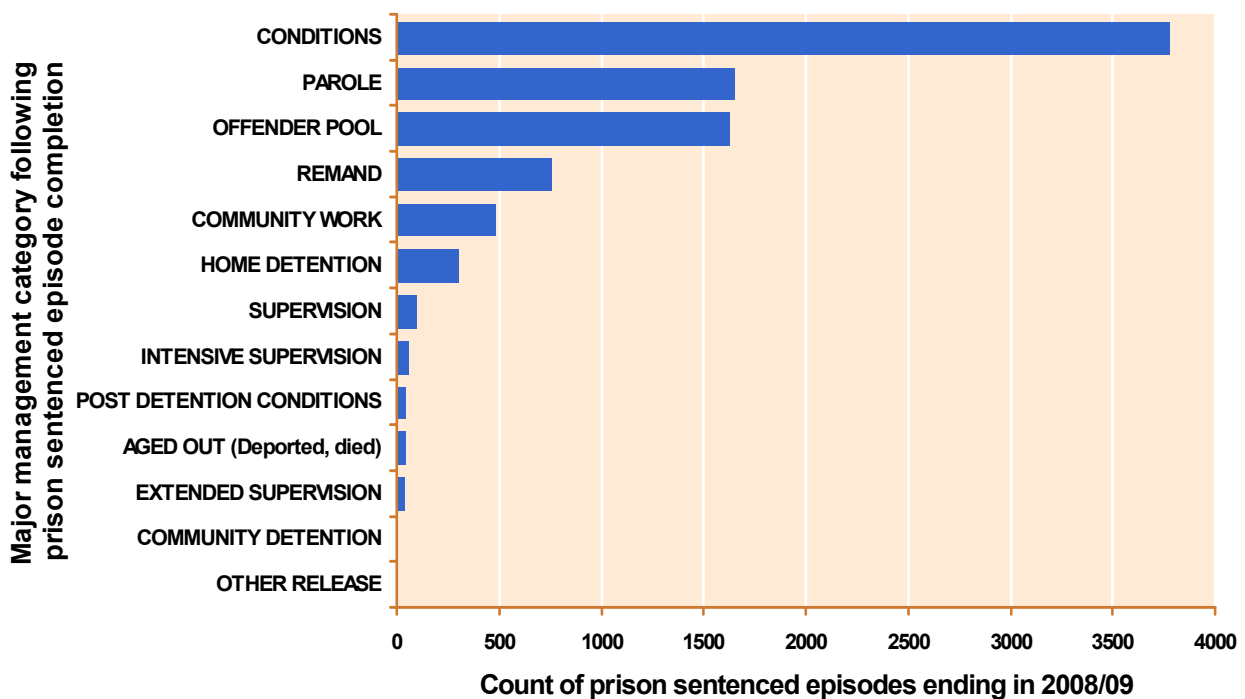
For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [major management category](#).

The graph above indicates the management status of offenders prior to commencing terms of imprisonment during the 2008/09 year (or prior to remand if they were remanded first). The majority of prisoners were in custodial remand immediately prior to the commencement of their sentence. However a lesser proportion was on bail with the police or was not under any form of Corrections management. The data represented above indicate the large internal churn between categories of Corrections management, with some offenders moving from being prison sentenced, to remanded and back to prison sentenced without release. A relatively small proportion (9%) of prison sentenced new starts in the last financial year was for offenders who had no prior Corrections sanction.

Some of the transitions relate to offenders being recalled directly to prison from a prison release ordered category. This can happen at an order from the Parole Board when the offender has breached a condition of their release or committed further offending.

Explanations for all of the “major management categories” can be found by following the relevant link at the foot of the table.

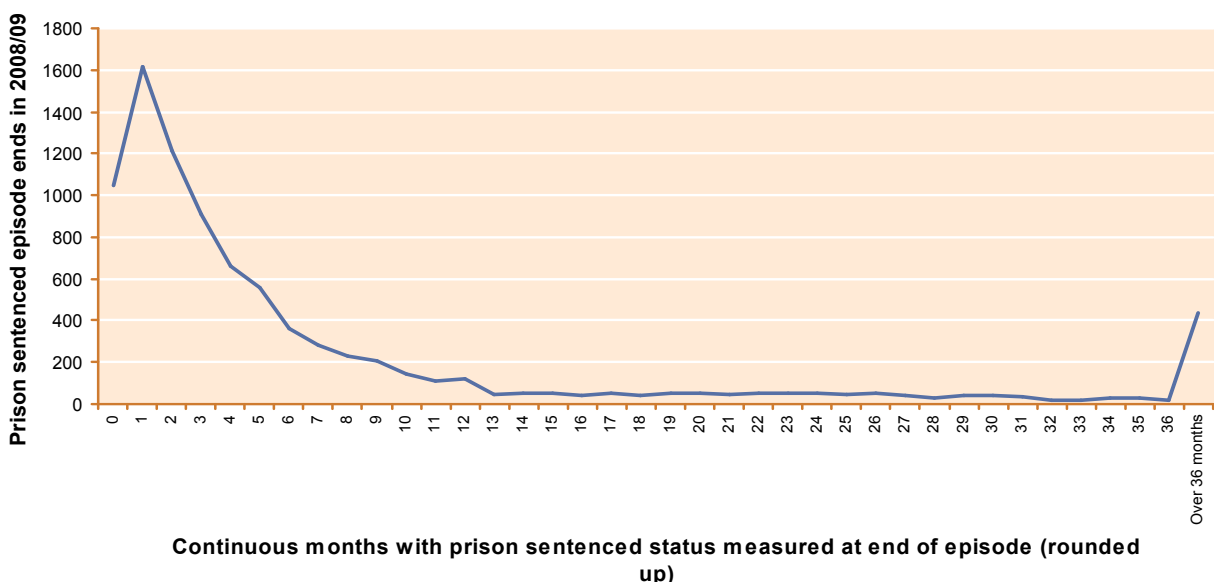
3.9 Prison sentenced period ends in 2008/09 by following major management status



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [major management category](#).

The graph above shows that a significant number of offenders (8%) transitioned straight to a remand status after completion of their prison sentenced status in the 2008/2009 financial year. Only 18% of those completing a prison sentenced episode did not continue with some form of Corrections' management immediately afterwards.

3.10 Prison sentenced period ends in 2008/09 by actual months served



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#).

In the graph above, a significant number of new starts are counted as having served zero months duration despite rounding the actual duration up. This can occur where an offender's remand time credited against the subsequently imposed sentence exceeds the required

maximum time to serve, so the offender is released immediately upon sentencing having zero actual days with a prison sentenced status.

Clearly the majority of offenders ending prison sentences spent relatively short periods of time (less than six months) in prison as sentenced prisoners. Less than five percent of those released each year have spent more than three years in prison.

4 Remanded in custody snapshots

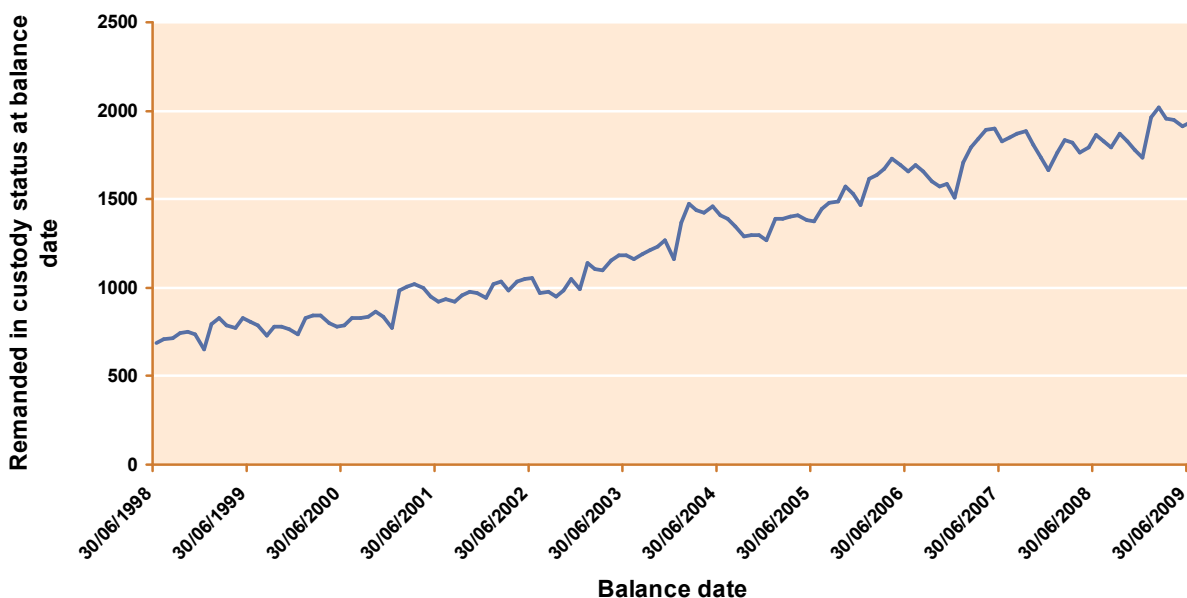
4.1 Overview

Presenting data on individuals remanded in custody is quite challenging, given the complexity of the processes surrounding the incarceration of those yet to be convicted of the criminal offences with which they are charged. Prior to their cases being dealt with, persons held in custodial remand are often released on bail, some of whom are then returned to custody when bail conditions are breached. Episodes of time on remand may also be punctuated with multiple moves between Police, Court, Corrections and even psychiatric facilities. This means that counting remanded in custody episodes is far from simple.

As noted above, when a prison sentence ensues after a period of remand in custody, sentence time is offset by the time already served on remand. Data reported here is based, however, on the applicable status of the offender on any given day, so remand status applies irrespective of whether the remand time contributes to “discharging” the subsequently imposed sentence. As a consequence, sentenced volumes can tend to be artificially suppressed, and remand numbers inflated. This is the case when offenders spend longer periods on remand between being charged and sentenced.

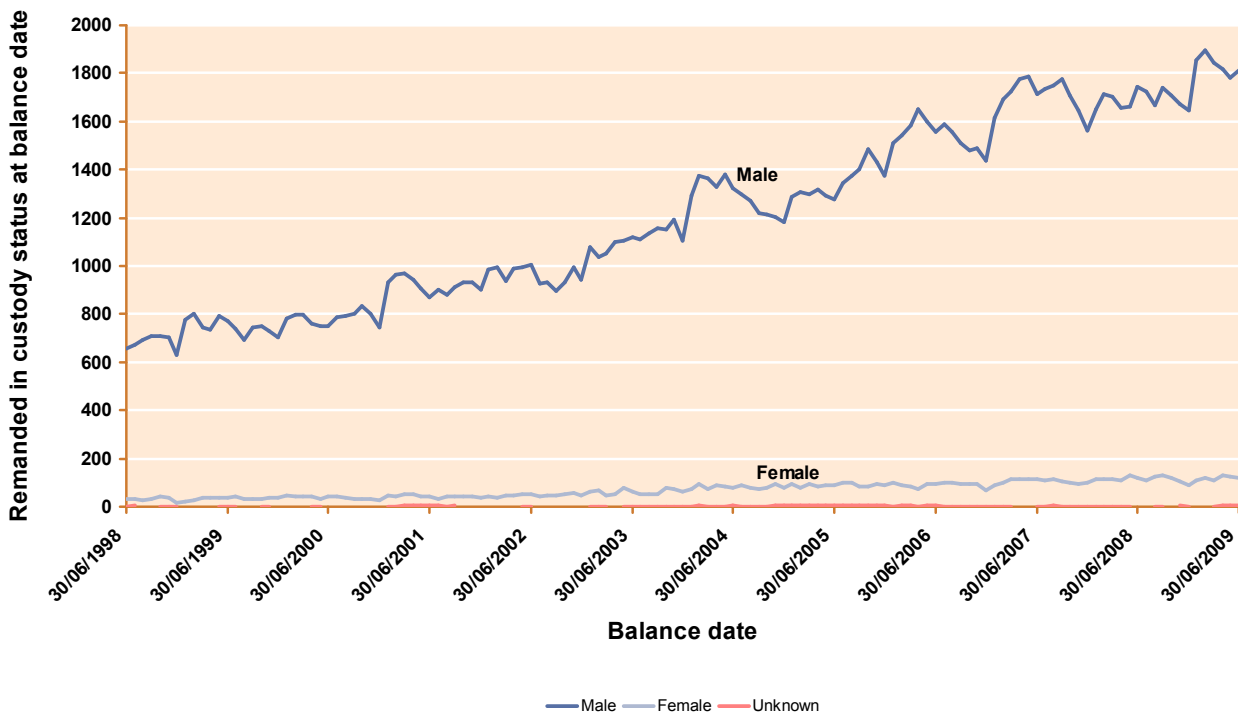
Data in Corrections’ IT systems on “remanded in custody” episodes is available from 1998 onwards, which is reflected in the figures on the following pages.

4.2 Remanded snapshot trend since 1998



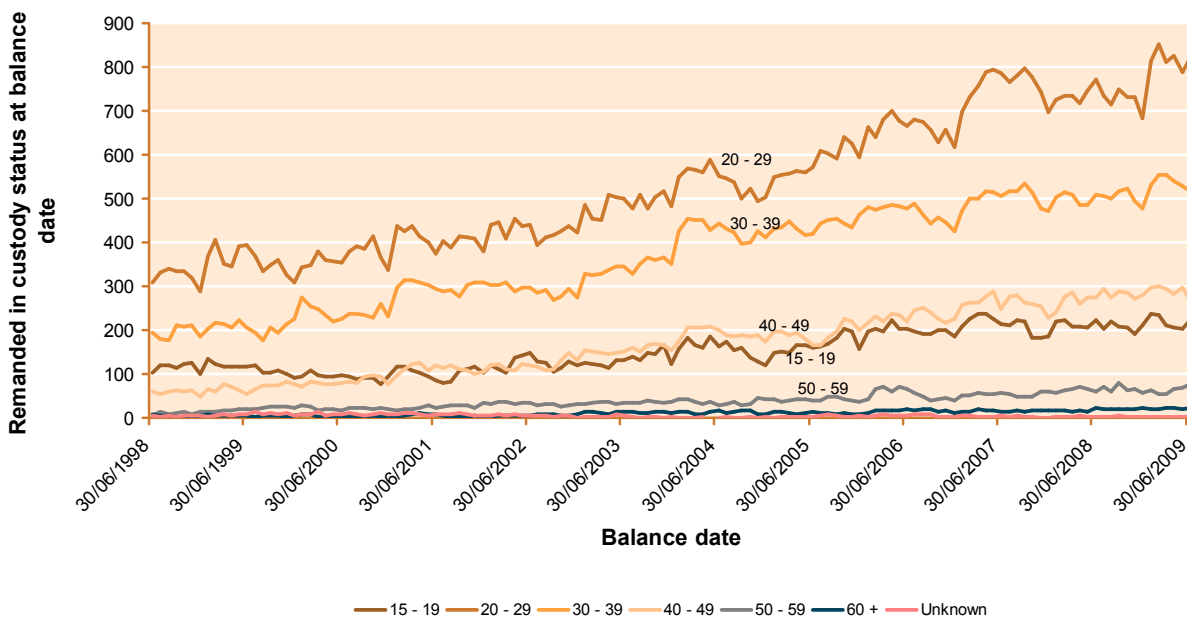
For more details see: [data source and enrichment methodology](#); [data spreadsheet](#).

4.3 Remanded snapshot trend by gender



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#).

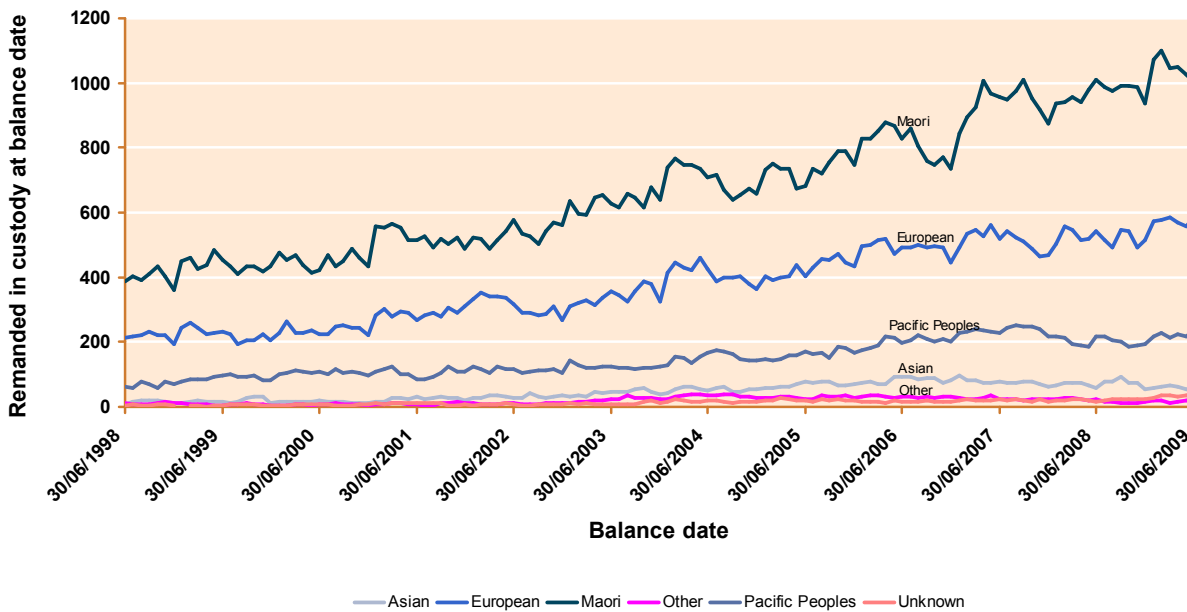
4.4 Remanded snapshot trend by age



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#).

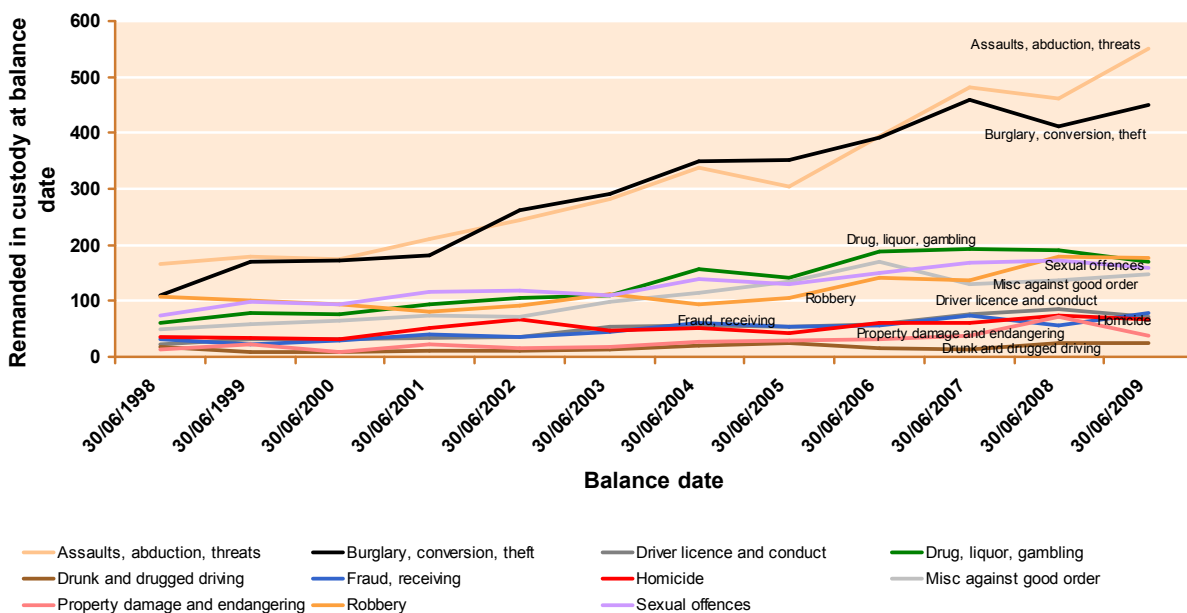
The same age trend effect apparent in the sentenced population is also observed in the remand population, although less pronounced. Interestingly, the growth in remand numbers for 40 to 49 year olds appears to be greater than the growth in the numbers of those aged under twenty years.

4.5 Remanded snapshot trend by preferred ethnicity group



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [preferred ethnicity](#)

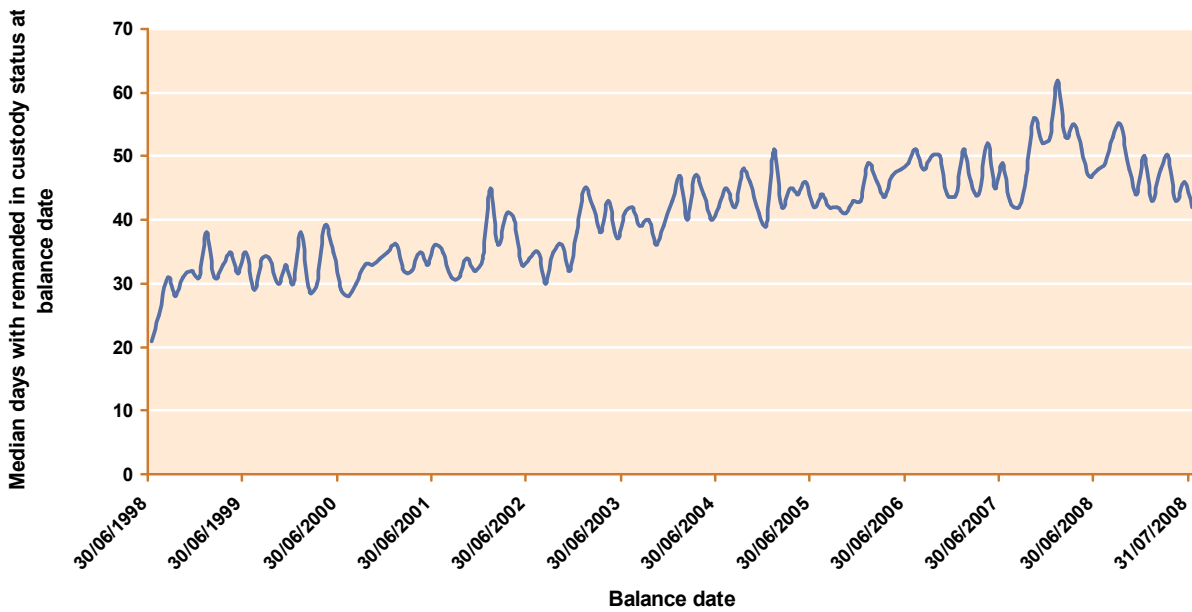
4.6 Remanded snapshot trend by charge category



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [offence category](#)

In the graph above, those remanded in custody have been grouped by the most serious remand warrant charge (according to the Ministry of Justice seriousness score) that was current for them at the balance date. However, analysis has shown that the charges faced by an individual often evolve over the course of an episode in remand. For instance, a person may be held initially on a driving offence, but this may later be superseded by a serious violence offence charge.

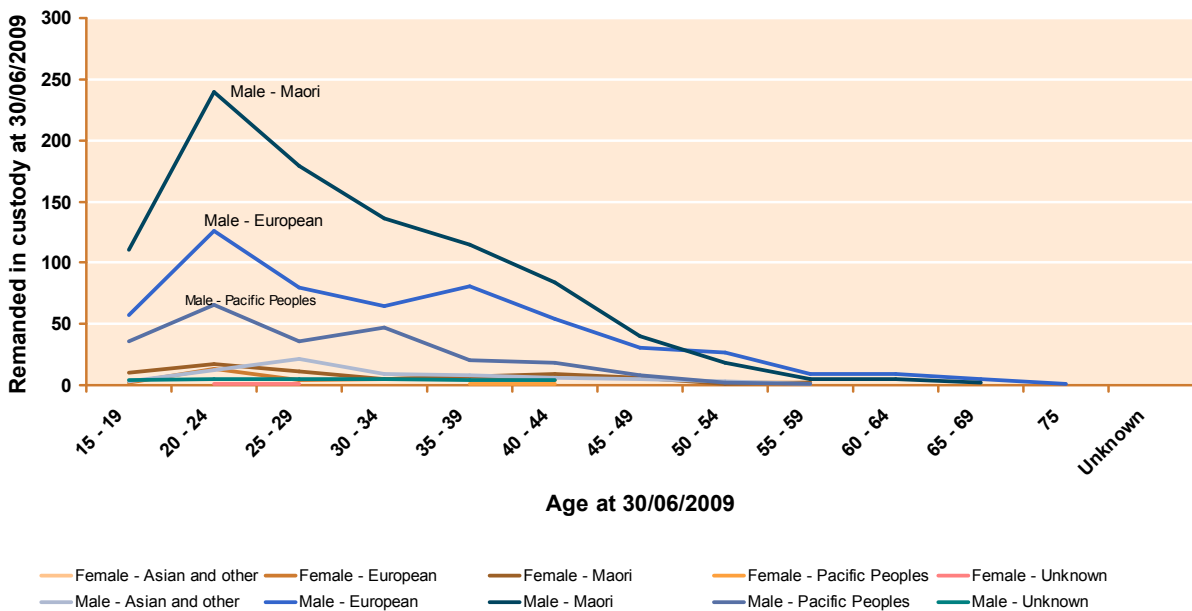
4.7 Remanded snapshot trend in median length of stay



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#);

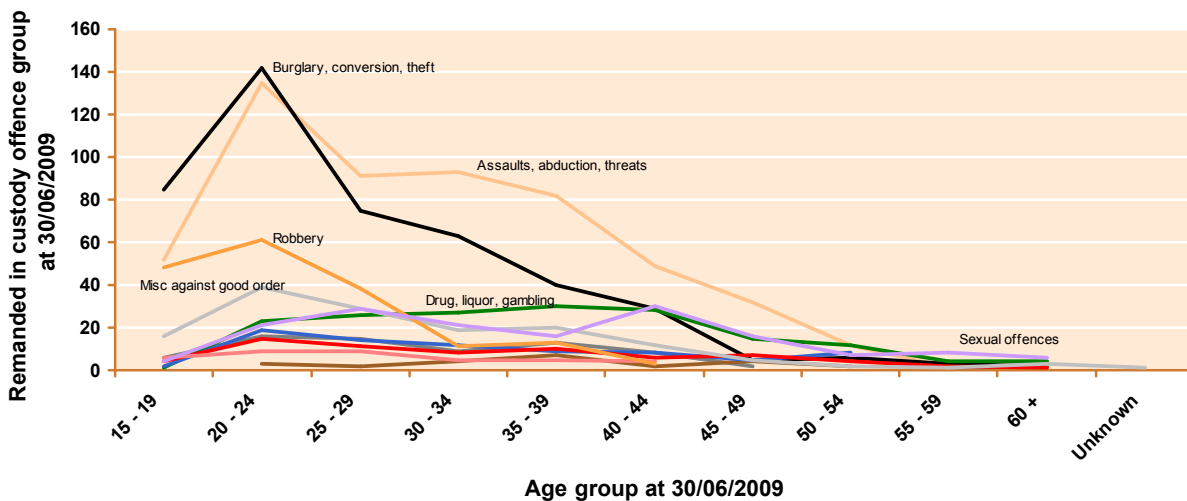
The chart above gives the median duration in days that offenders have stayed continuously with a status of "remanded in custody", at each balance date.

4.8 Remanded snapshot at 30/06/2009 by gender-ethnicity-age



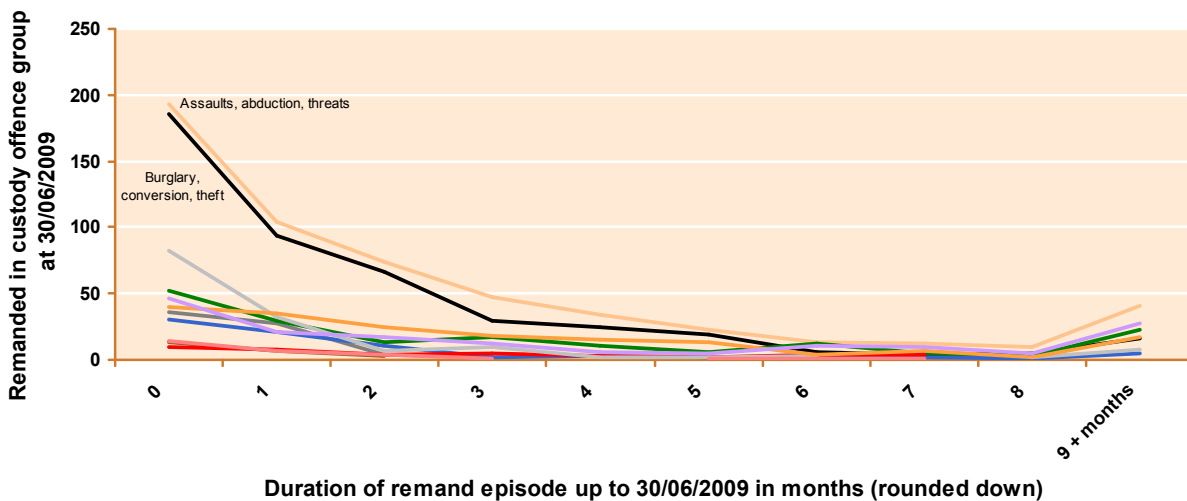
For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [multiple ethnicity](#)

4.9 Remanded snapshot at 30/06/2009 by charge group and age



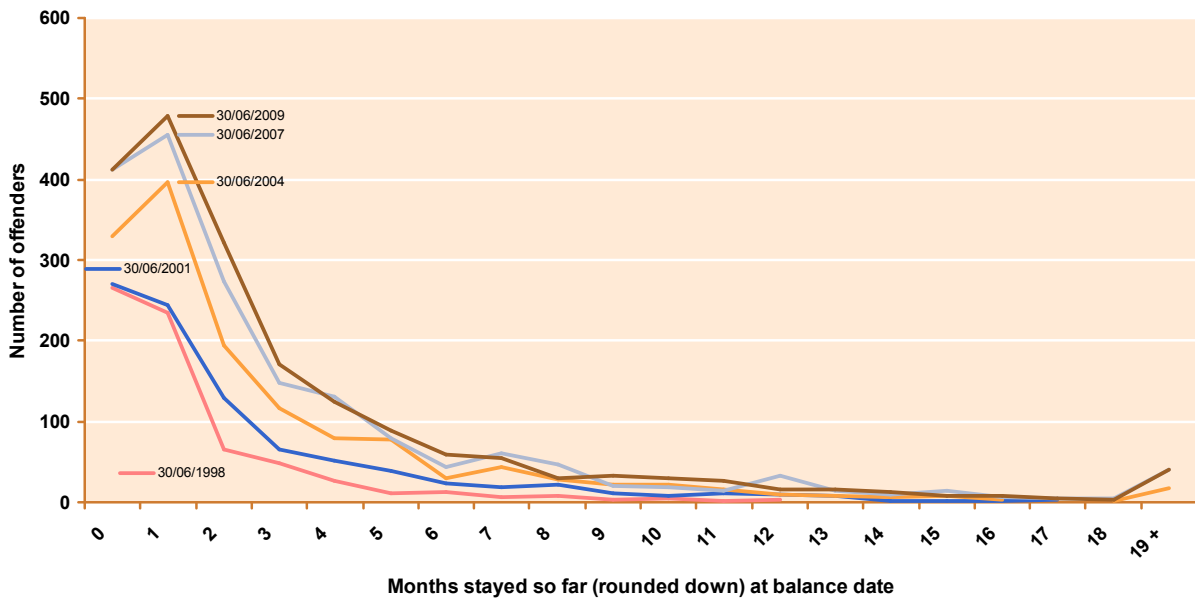
For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [offence category](#)

4.10 Remanded snapshot at 30/06/2009 by charge group and stay so far



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [offence category](#)

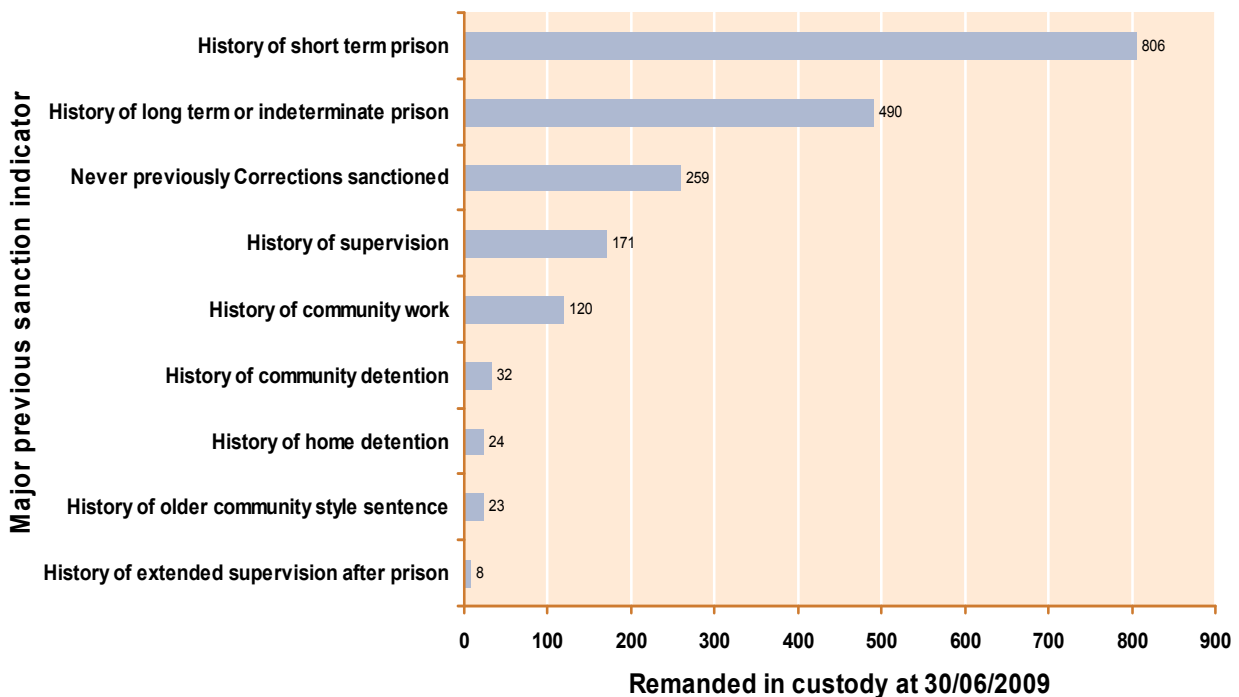
4.11 Remanded snapshots 1998 to 2009 showing distributions of length of stay so far



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#);

The graph above shows the changing distribution of remand episode duration, comparing distributions for offenders with this status at each of a series of dates. On 30/06/2001 only 244 offenders had been remanded in custody for between 1 and 2 months but by 30/06/2009 this number had risen to 479.

4.12 Remanded snapshot at 30/06/2009 by major previous sanction indicator



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [major management category](#).

The “major previous sanction” indicates the major category of corrections management ever imposed on the offender (not just immediately prior) before starting the current episode of remand. The graph indicates that relatively few (259) people remanded in custody at

30/06/2009 had never been under Correction's sentence management before, and that 67% of those remanded in custody had (somewhere in their history) been prison sentenced before.

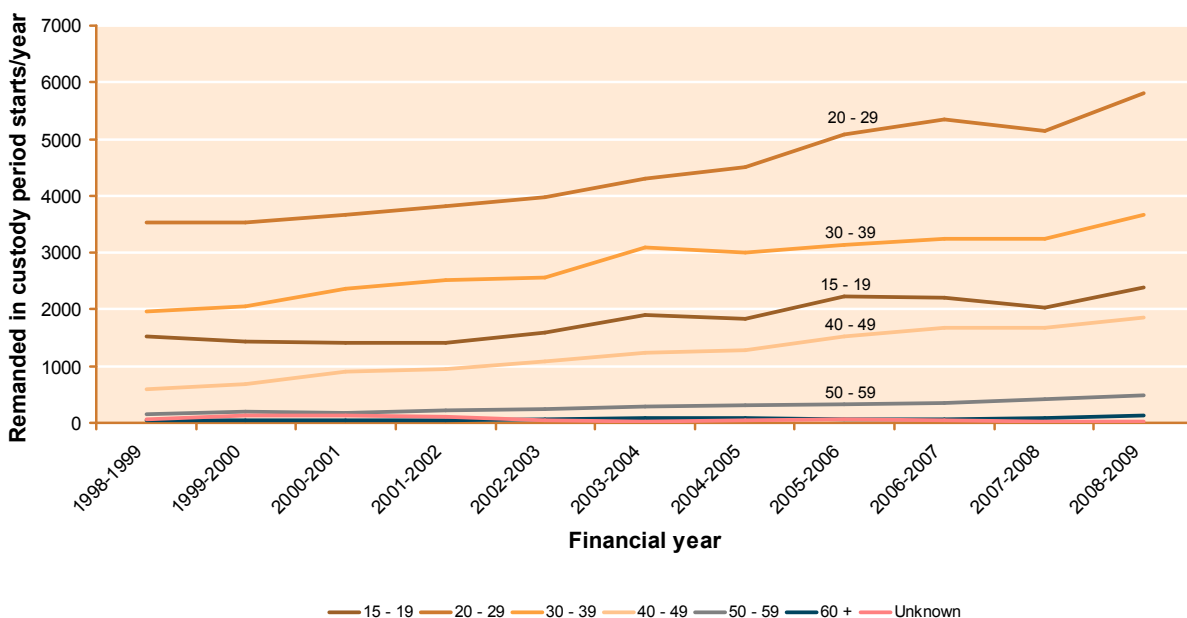
5 Remanded in custody throughput

5.1 Overview

The data on remand throughput analysed here represents periods of custody where an offender has maintained a remand status, even where charges have changed during the period. Individual offenders may, in the course of a single year have multiple remand periods, relating either to a single charge (or set of charges) or to successive charges.

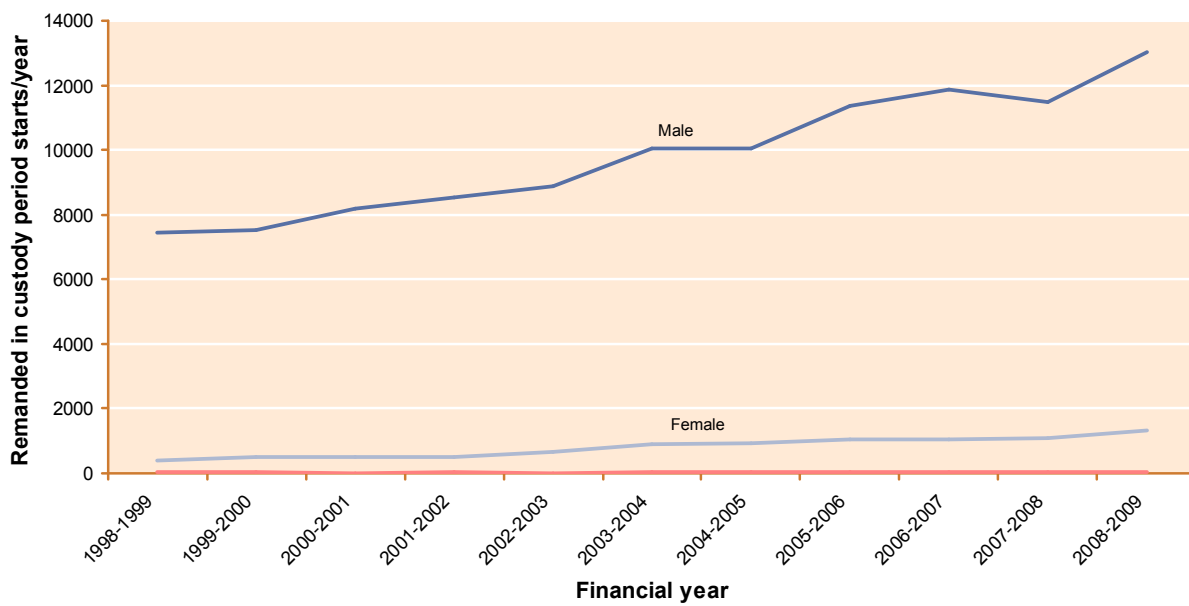
“Remanded in custody” starts occur in greater numbers than do sentenced receptions to prison. Around 42% of all remand periods ending in the 2008/2009 year were followed by periods of prison-sentenced status. A further 28% of remands lead either to a new community sentence, or the resumption of an existing community sentence or order.

5.2 Remand period starts per year trend by age group



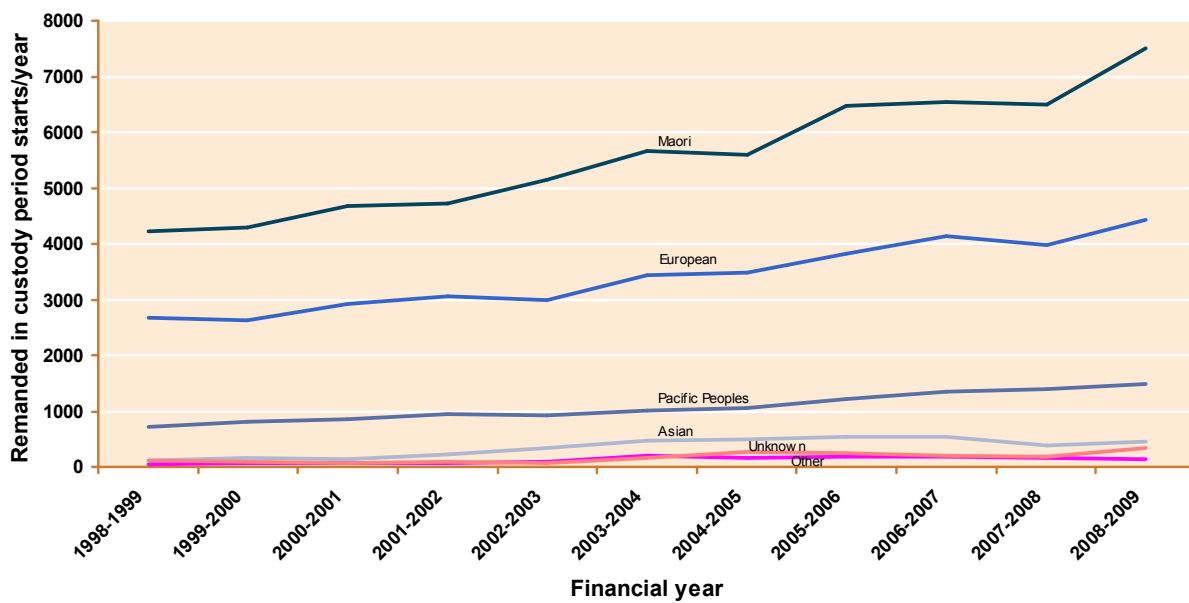
For more details see: [data source and enrichment methodology](#); [data spreadsheet](#).

5.3 Remand period starts per year trend by gender



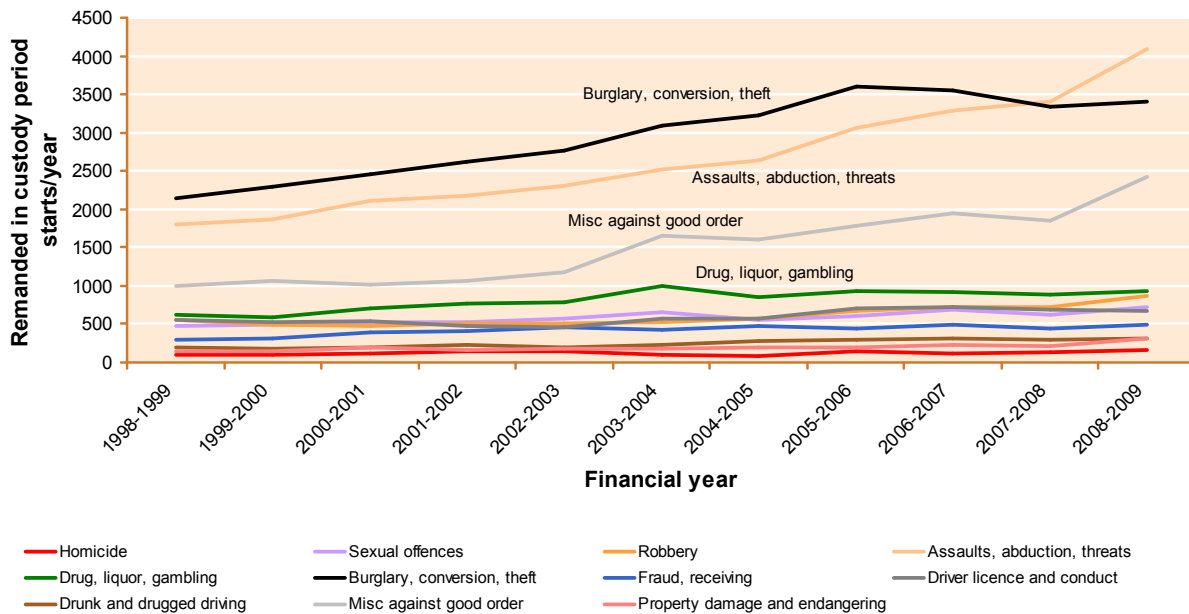
For more details see: [data source and enrichment methodology](#); [data spreadsheet](#).

5.4 Remand period starts per year trend by preferred ethnicity



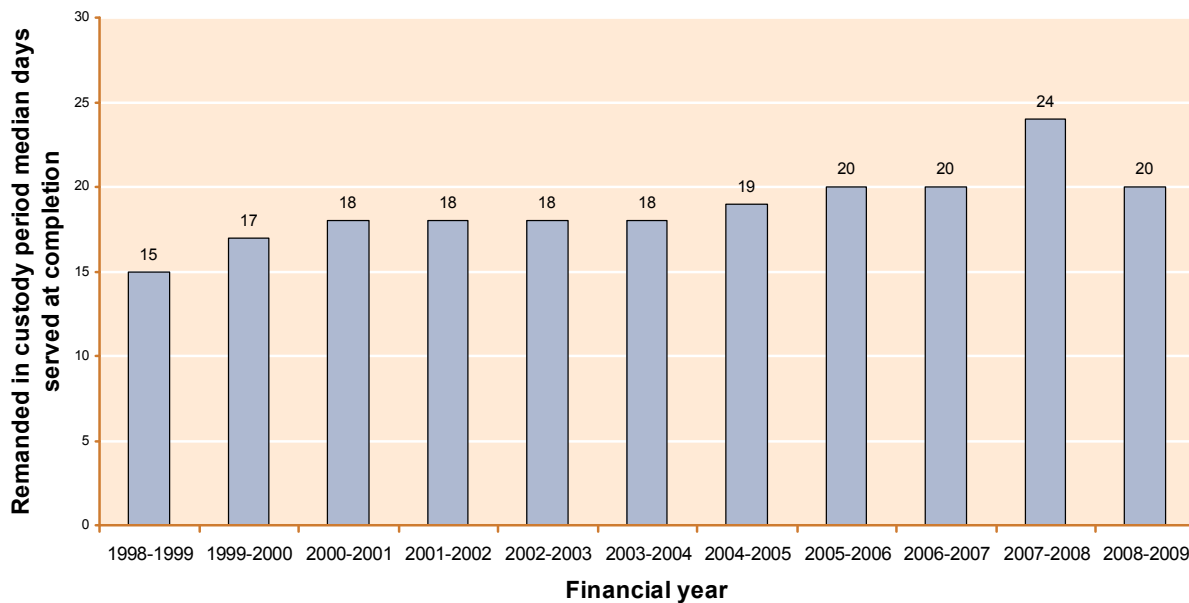
For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [preferred ethnicity](#).

5.5 Remand period starts per year trend by charge category



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [offence category](#).

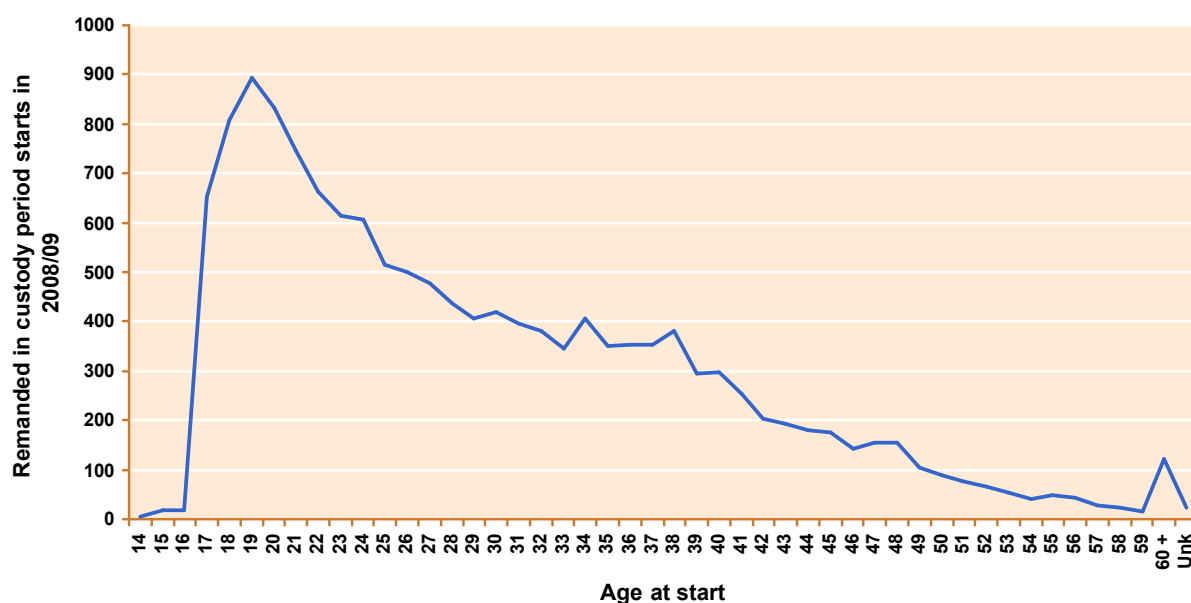
5.6 Remand period median duration at completion trend



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#).

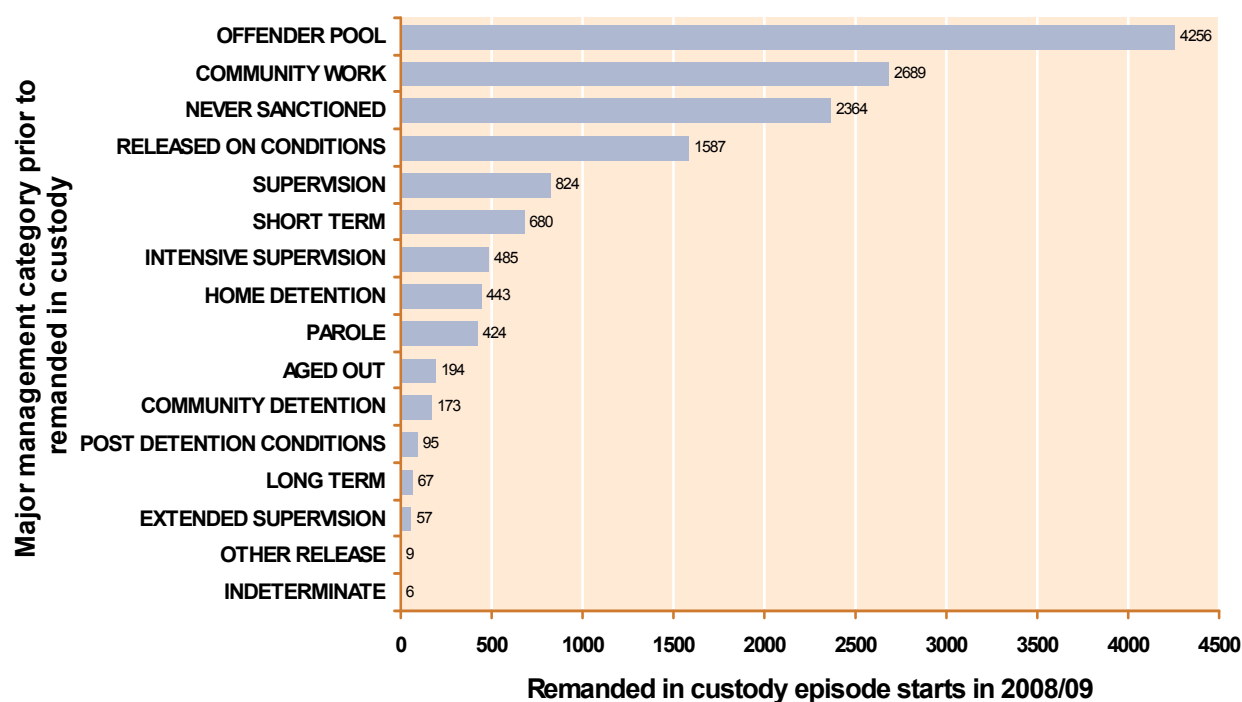
The graph above indicates a big jump in 2007-2008 in the median stay of remand durations as measured at the end of the period. This may be a result of the project conducted by Ministry of Justice in the 2007/2008 financial year to clear a backlog of cases from the Auckland courts. The defendants in these cases are likely to have served periods on remand longer than 25 days, thus increasing the median duration. Figure 4.7, [Remanded snapshot trend in median stay](#), also shows that the median stay of those currently remanded exceeds the median stay of those exiting from remand by a large margin and has done for some time. In this situation, one can expect that a successful move to clear a backlog of the longer term remandees will again result in the median duration measured at exit going up.

5.7 Remand period starts in 2008/09 year by age



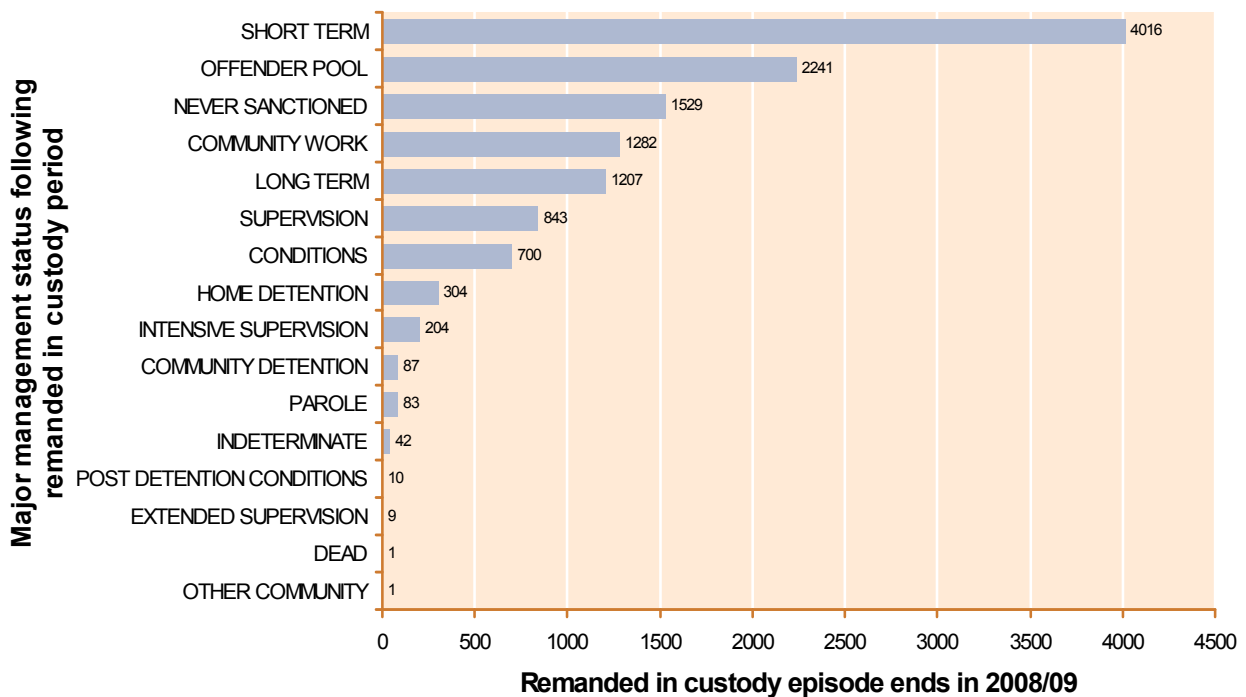
For more details see: [data source and enrichment methodology](#); [data spreadsheet](#).

5.8 Remand period starts in 2008/09 year by prior management category



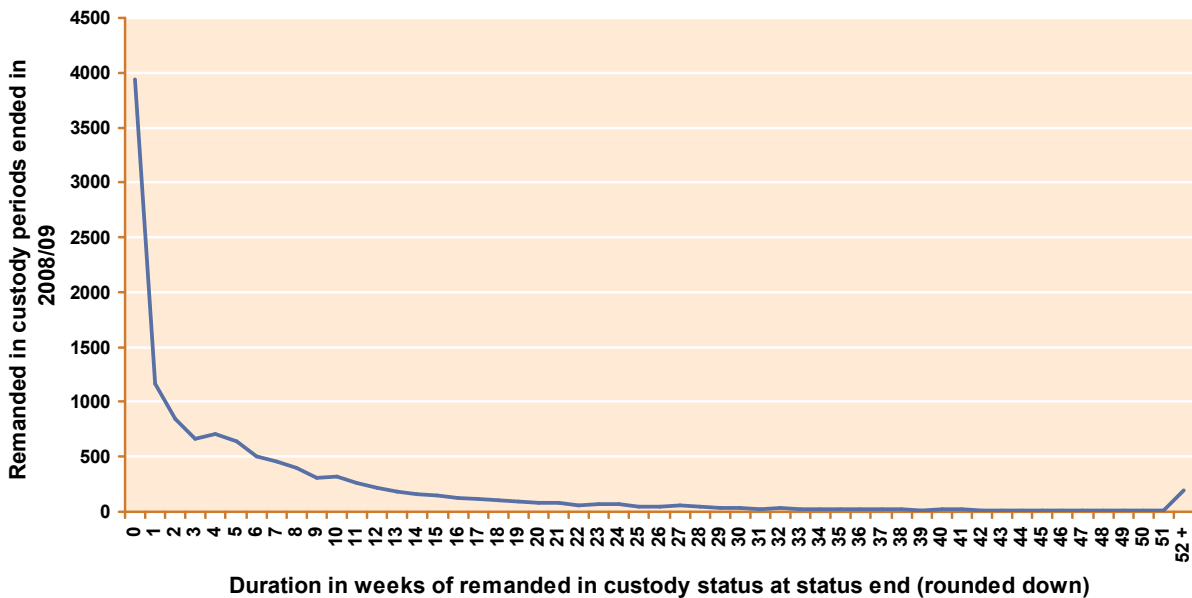
For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [major management category](#).

5.9 Remand period ends in 2008/09 year by following management category



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [major management category](#).

5.10 Remand period ends in 2008/09 year by duration at completion



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#).

6 Prison release-ordered offenders

6.1 Overview

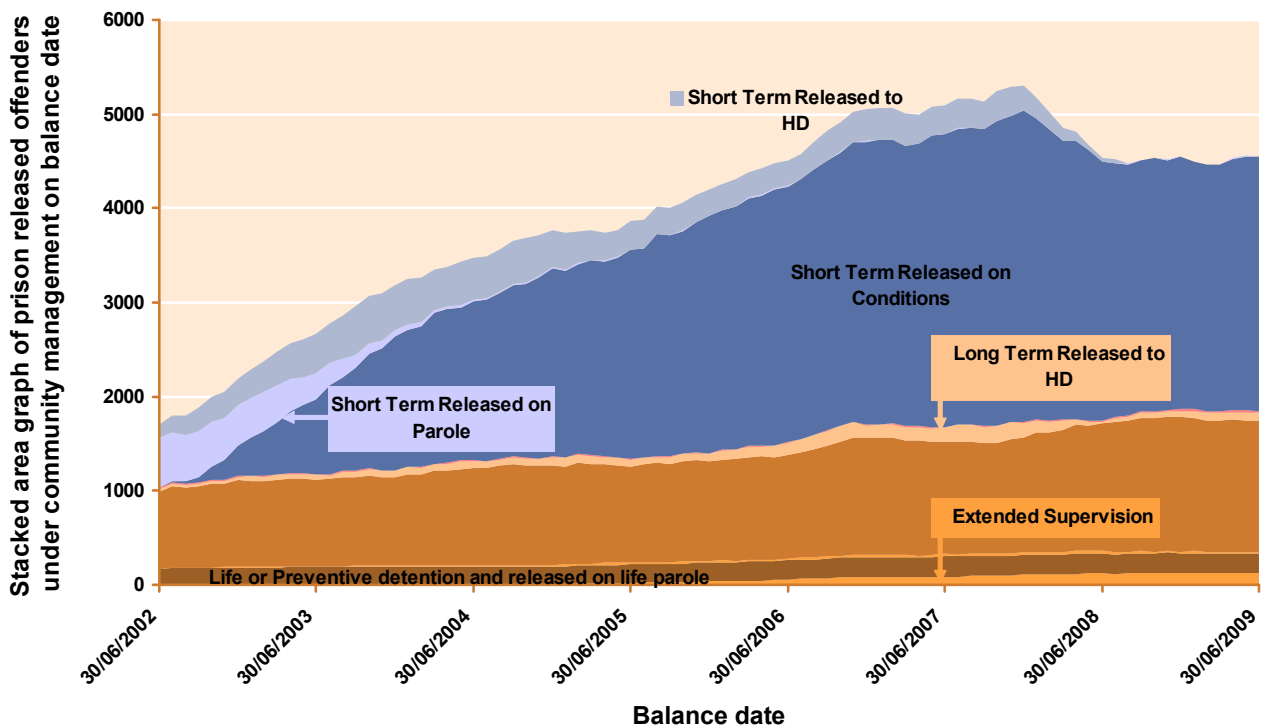
Depending on the nature of the imposed sentence and/or judicial orders at the time of sentencing, prisoners may be released at a pre-determined statutory release date (often with pre-determined court order release conditions) or at the discretion of the New Zealand Parole Board. The current category of offenders, “prison release-ordered offenders”, includes all those who are released under such court or parole board orders. This category includes those released on parole, home detention orders (for the new home detention sentences see the sections on community sentences), post-release conditions and extended supervision. Corrections itself does not decide on such release dates or on the nature of the conditions that apply but, following release, these offenders are managed by Corrections’ Community Probation Service.

Up to 2007, the noticeable growth in offenders managed as “short term released on conditions” reflects the fact that this order was created by legislative changes in mid-2002 (and subsequently modified in 2004), with numbers building to a new steady state by the end of 2006. The recent drop in the number of these offenders relates to the drop in the rate of short term prison sentences issued since the introduction of new types of community sentences in October 2007.

Also since October 2007, the mix of “long term released on parole” prisoners and “long term released to home detention” prisoners has changed, with home detention orders being used less commonly now. In this document the term “home detention order” is used for continuity. However with the introduction of changes to the Parole Act 2002 in October 2007 “home detention orders” are now referred to in other reports as “parole with full residential conditions”. In practice they are the same type of management regime. Before the above changes were introduced it was possible for the New Zealand Parole Board to release a prisoner three months earlier if given a home detention order than if given a parole order. Since October 2007 this is no longer possible and now a prisoner is simply given a parole order with full residential conditions.

An annual throughput perspective is not presented on “prison release-ordered” offenders. Only the snapshot perspective is given here. For information on the throughput numbers see Figure 9.6 [Starts and completions of release-ordered episodes](#). The mix of “prison release-ordered” offenders follows closely the mix of “prison sentenced” offenders.

6.2 Release ordered snapshot trend by major management category



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [major management category](#).

The graph above shows a relatively large growth in counts of “Short term released on conditions” offenders. These are prisoners sentenced to less than or equal to two years imprisonment with release conditions imposed by the court at the time of sentencing. The growth in these offender counts relates to policy changes and progressive uptake of this option by the judiciary. From the introduction of the Sentencing Act 2002 through to 2004, most of the growth in offenders sentenced to “short term released on conditions” related to an increasing proportion of prison sentences of one year or less being given associated release conditions at the time of sentencing. Then from 2004 to 2007, the growth related to the Sentencing Amendment Act 2004, which provided for longer durations of release condition orders. This amendment resulted in the average period of release conditions imposed by the court to climb from an average duration of approximately 150 days to an average of over 250 days.

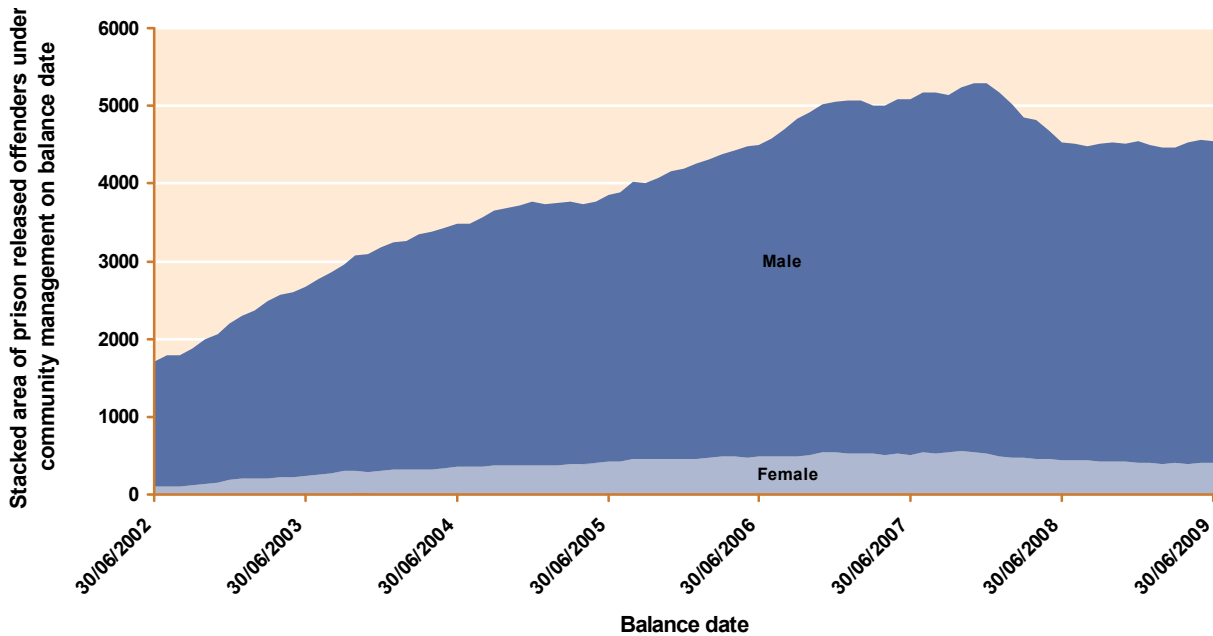
The 2007 downturn in “short term released to home detention” and “short term released on conditions” relate to the introduction of new types of community sentences in October 2007 and the associated elimination of Parole Board ordered releases from short term prison to home detention.

One can also see a 2007 reduction in the numbers of those classified as “long term released to home detention”. This relates to changes introduced by the Criminal Justice Reform Bill 2007 which modified the Parole Act 2002. This changed the timing⁴ of Parole Board ordered “back end” home detention releases from being three months before standard parole to being

⁴ The Criminal Justice Reform Bill also changed “long term sentenced released to home detention” orders from being a distinct and separate order type so that it is now simply the addition of residential conditions to a parole order. However where other documents now refer to “Parole with full residential conditions” this document largely includes these order subtypes under the descriptive heading of “Long term released to home detention” for the sake of continuity.

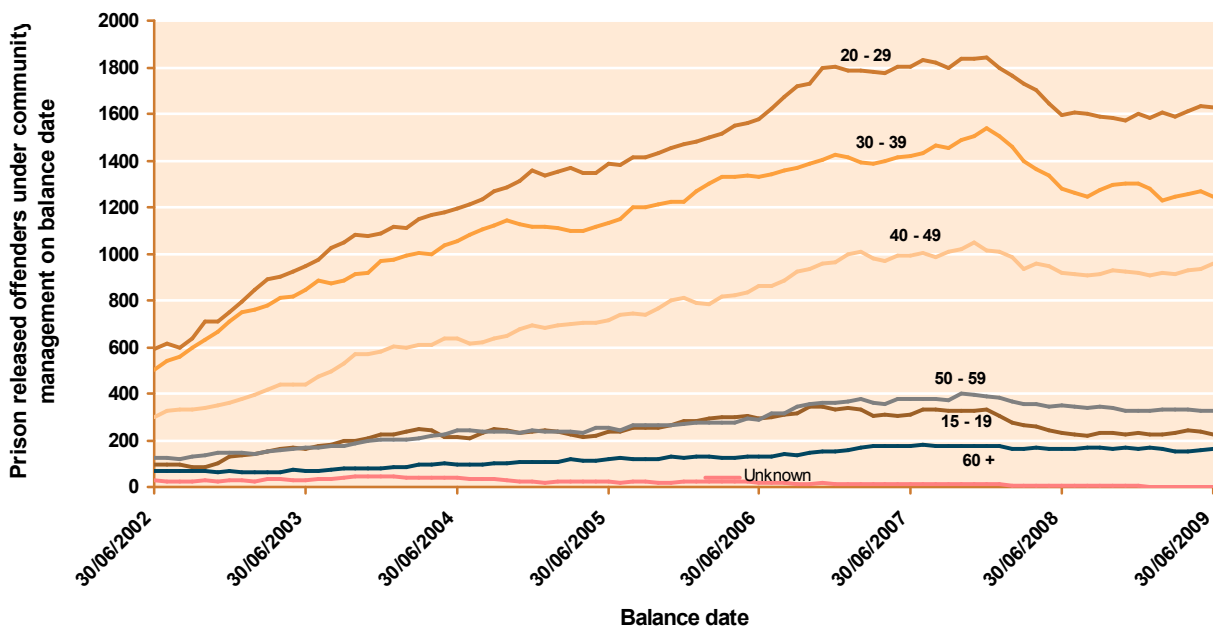
in line with the timing of standard parole. As a result, the Parole Board is issuing fewer orders of “parole with full residential conditions” than its predecessor order of “long term released to home detention”.

6.3 Release ordered snapshot trend by gender



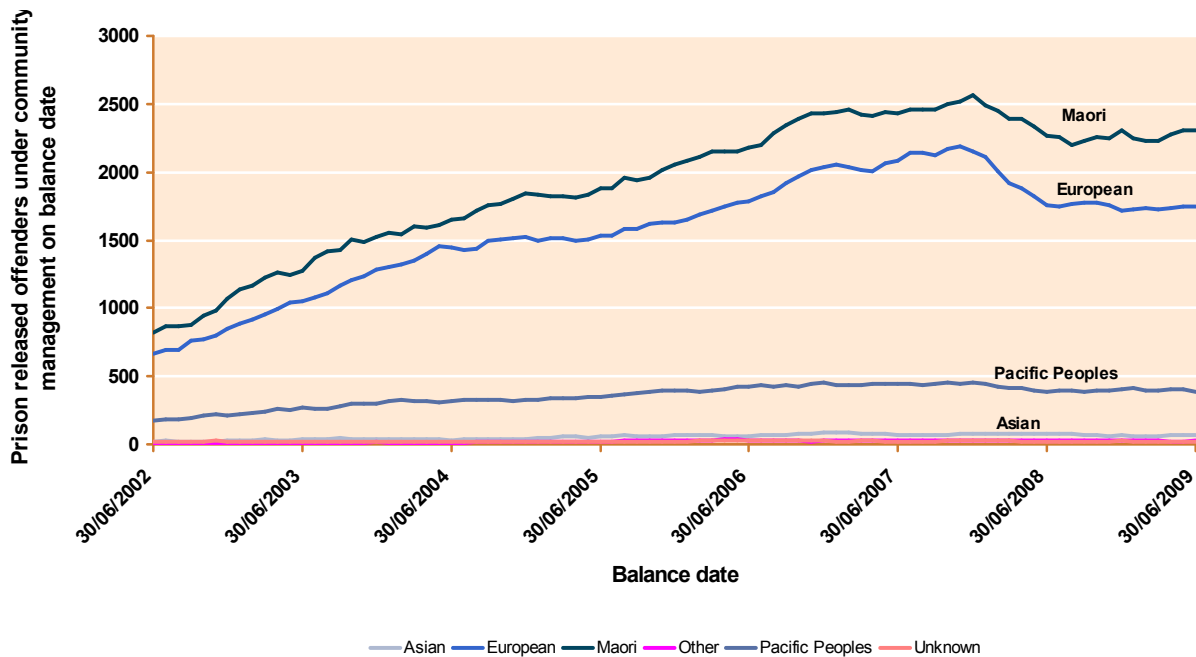
For more details see: [data source and enrichment methodology](#); [data spreadsheet](#)

6.4 Release ordered snapshot trend by age



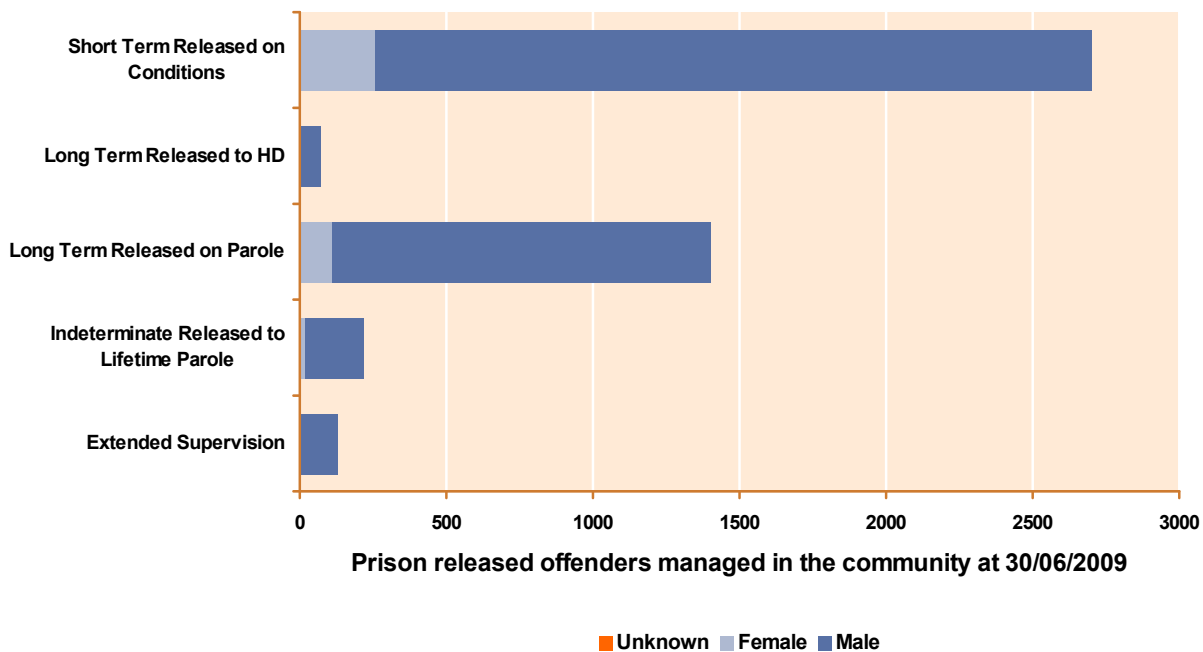
For more details see: [data source and enrichment methodology](#); [data spreadsheet](#)

6.5 Release ordered snapshot trend by preferred ethnicity



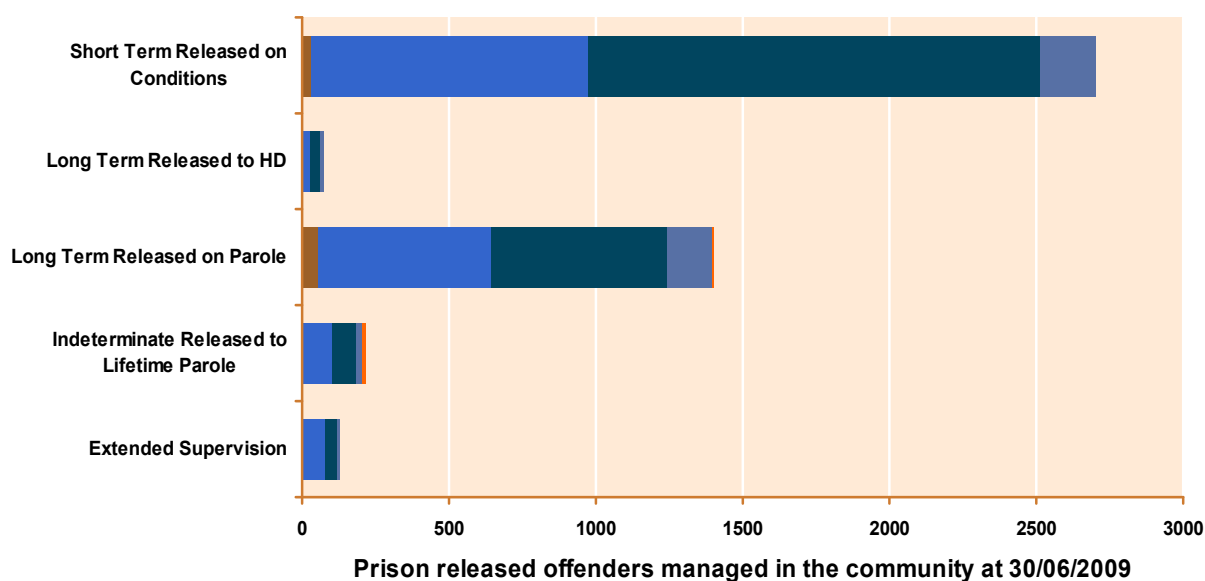
For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [preferred ethnicity](#)

6.6 Release ordered snapshot at 30/06/2009 by management category and gender



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [major management category](#)

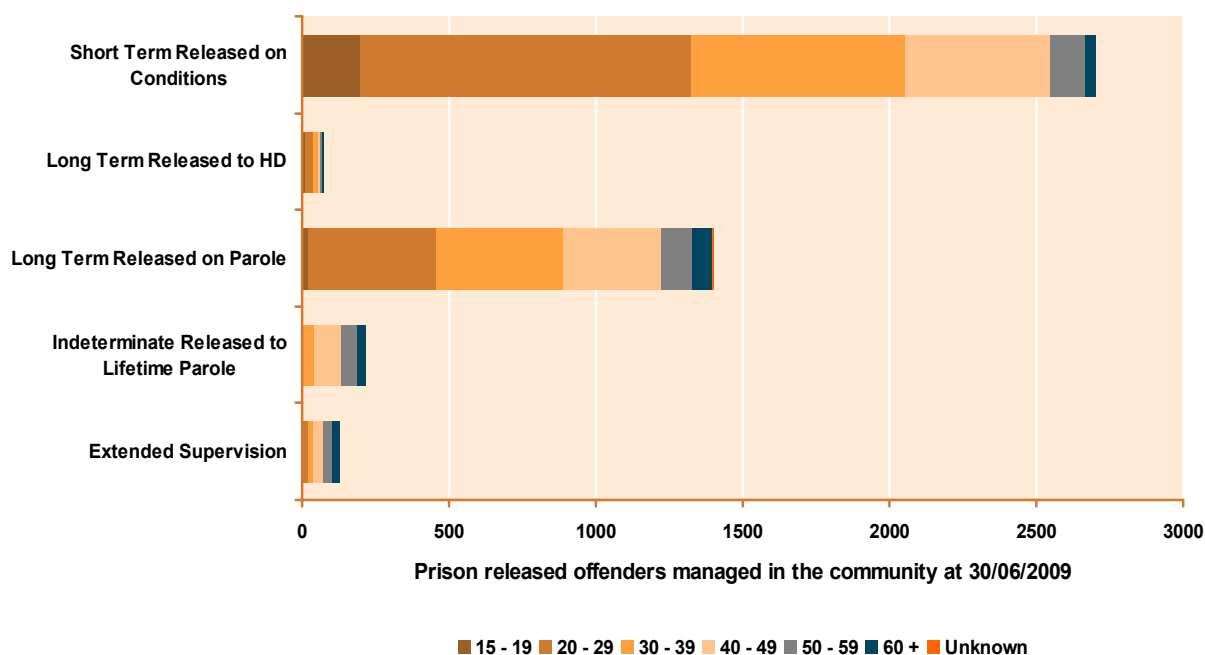
6.7 Release ordered snapshot at 30/06/2009 by ethnicity



Asian and other European Maori Pacific Peoples UNKNOWN

For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [major management category](#)
 Small numbers of "Short term released on parole" and "Long term released on conditions" are filtered from the view above.

6.8 Release ordered snapshot at 30/06/2009 by management and age groups

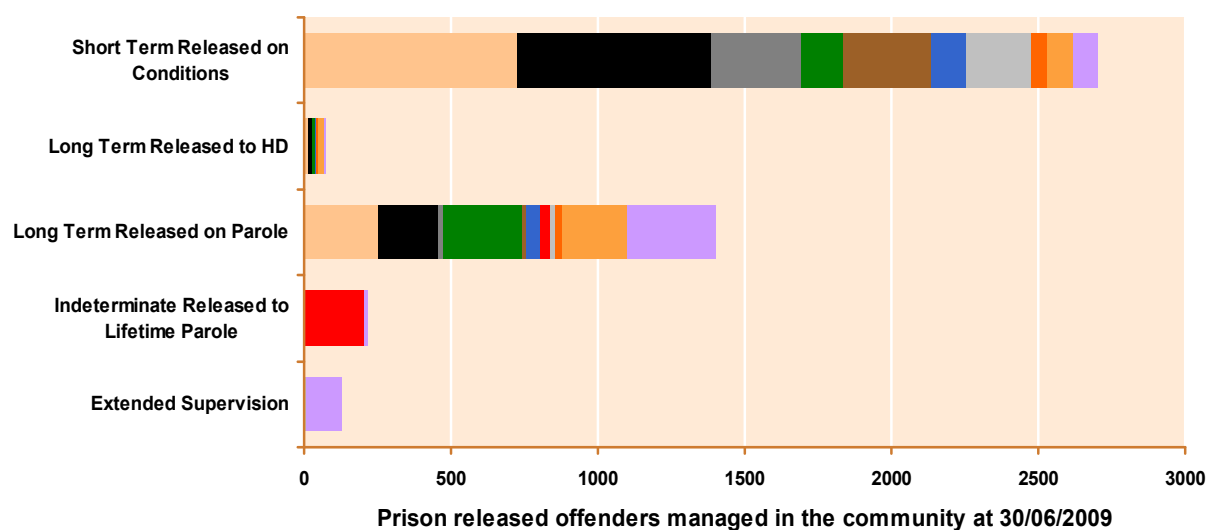


15 - 19 20 - 29 30 - 39 40 - 49 50 - 59 60 + Unknown

details see: [data source and enrichment methodology](#); [data spreadsheet](#); [major management category](#)

For more

6.9 Release ordered snapshot at 30/06/2009 by management and offence categories



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [major management category](#); [offence category](#).

The graph above shows that the mix of offence categories for “prison released” offenders managed in the community varies according to the term of the imposed prison sentence and the nature of the subsequent community supervision ordered.

7 Community sentenced snapshots

7.1 Overview

This section is based on counts of the number of offenders with a “community sentenced” status at given snapshot dates. The earlier part of this section provides trends from 1980 to June 2009, followed by more detailed analysis for 30 June 2009. These offenders represent only part of the workload of the community probation service, who also manages “prison release ordered” offenders.

Management of community sentenced offenders has changed considerably over the past few decades, as several community sentence types have been discontinued and new sentences put in their place. For example, periodic detention and community service were discontinued in 2002, and “community work” was introduced. Further, new community sentence types were introduced from October 1, 2007 when the Criminal Justice Reform Bill 2007 amended the Sentencing Act 2002. This created the following new sentence types:

- Home detention
- Community detention
- Intensive supervision

It is important to note that many community sentenced offenders will be serving more than one type of community sentence at a time. For instance, from the time the impact of the Sentencing Act 2002 stabilised until 2007, typically around 50% of those serving a supervision sentence had been concurrently serving a community work sentence. As this report has a one-day/one-status approach to counting offenders, those with concurrent status are (unless otherwise noted) resolved to a single major status to avoid double counting.

The new Home detention, Community detention and Intensive supervision sentences may be used in combination with other sentences and in section 7.8 “Community sentence snapshot trend by sentence types and combinations”, some secondary analysis of this is included. However generally, offenders are only counted according to their highest ranked status, using the order below:

- Prison management: Sentenced and Remand *
- Home detention
- Prison release management: Extended supervision *
- Community detention
- Prison release management: Parole, Post release conditions etc *
- Home detention released on conditions
- Intensive supervision
- Supervision
- Community Work
- Other Community

* Analysis of prison and prison release management is covered in other sections.

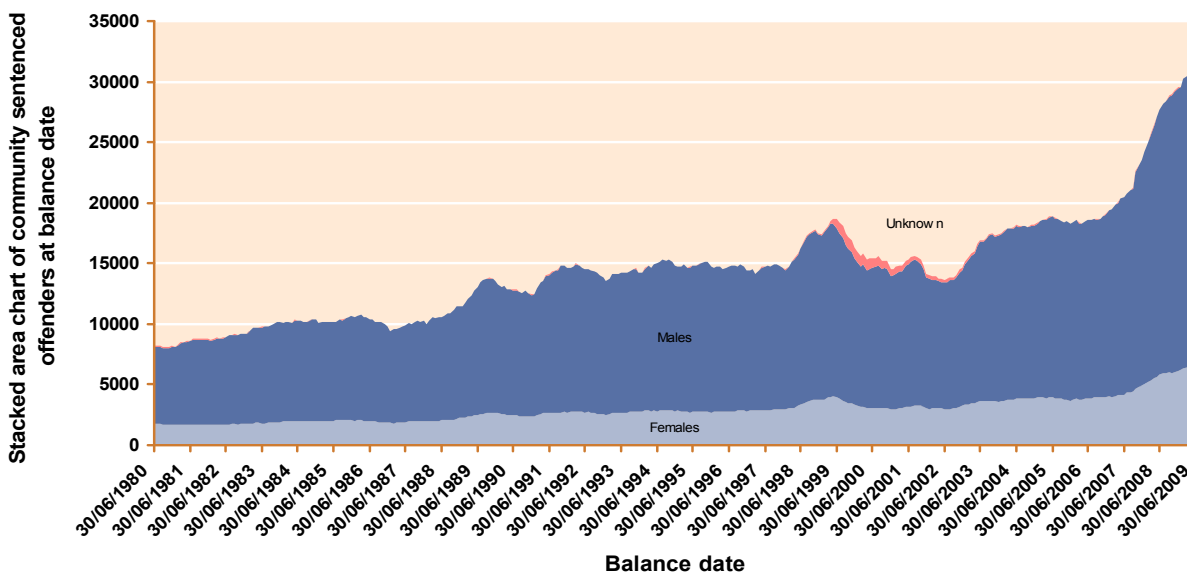
7.2 2007 Counting rule change for offenders on community work

In October 2007 it became possible for the Community Probation Service to exercise some extra discretion over raising breach of sentence charges for offenders finishing up sentences of Community Work. Prior to October 2007 it was not legal for CPS to manage an offender

beyond a single “maximum completion date” for the community work. Since October 2007, the rule became “the offender must serve at least 100 hours in every 6-month period” ... “until the number of hours imposed under the sentence has been served”. This change combined with the discretion to assess if an offender had a reasonable excuse for late performance, has meant that the Community Probation Service can now breach an offender earlier in a community work sentence for non performance, but also that the offender may now be managed beyond what was originally known as the “maximum completion date”.

This change in law has opened up a new conceptual management type; that of Community Work management beyond the expected completion date. It is possible that future reports will describe this group separately. Currently however, such offenders show up as extra growth in the Community Work muster.

7.3 Community sentenced snapshot trend by gender



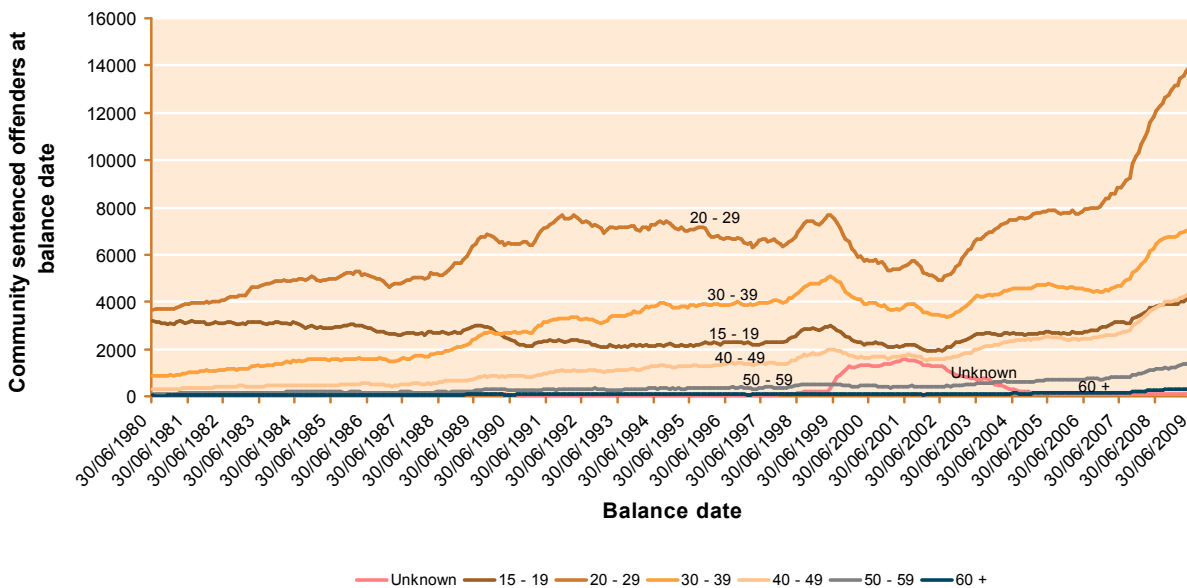
For more details see: [data source and enrichment methodology](#); [data spreadsheet](#).

The graph above shows unprecedented growth in community sentenced musters over the last three years. As noted in the overview, this is partly due to a business rule / counting rule change where Community Work offenders being managed beyond their expected completion dates have grown from zero in 2006 to around 5000 in 2009 and are made up of:

- Community work offenders who have breached their conditions and for whom a warrant to arrest has been issued. For these offenders, there is potentially a future breach hearing to attend before final closure can be made on management of the sentence, but meantime the offender is not really consuming Corrections' resources.
- Community work offenders still to complete final work hours but who have provided a reasonable excuse for late performance.
- Community work offenders with completion data entry still to catch up with reality
- Community work offenders where warrants to arrest for breach of conditions are still to be processed.

The counting rule change explanation given above explains only part of the growth in numbers on current management. The Community Probation Service has had to provide for “community sentenced” muster management growth of around 70% in just 3 years, in addition to increased volumes of concurrent management regimes and increased volumes of “prison release ordered” offenders.

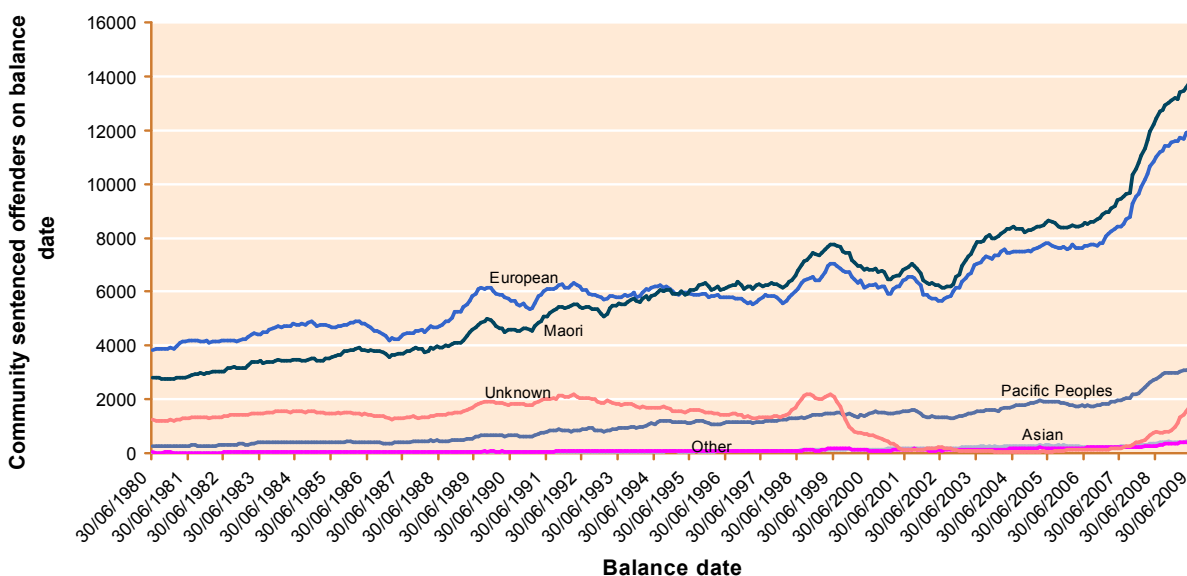
7.4 Community sentenced snapshot trend by age



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#).

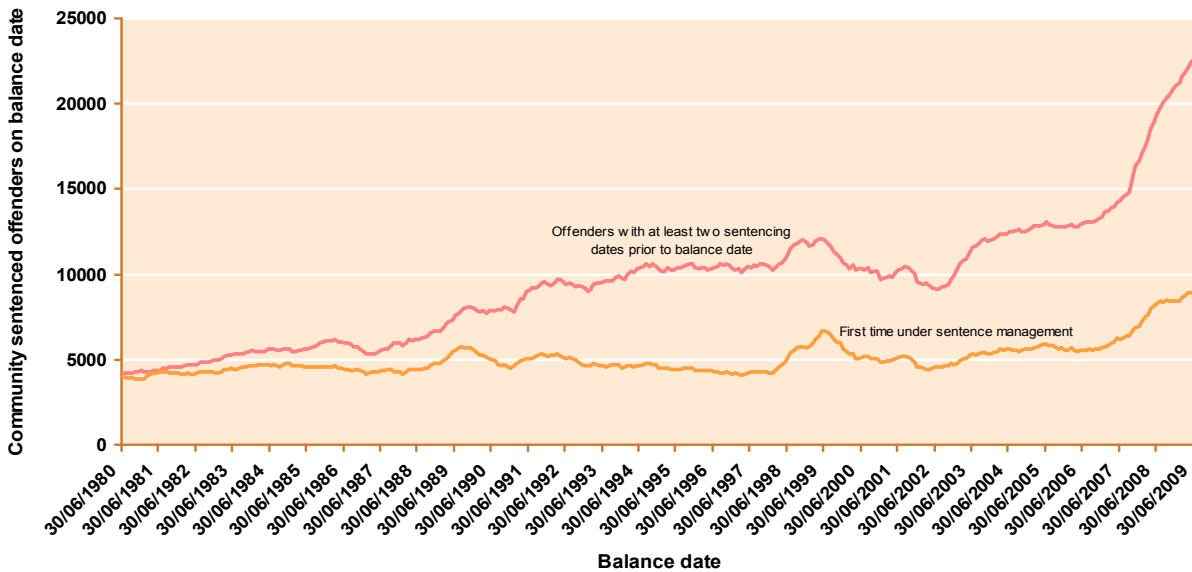
In the graph above, the line labelled “Unknown” is made up almost entirely of offenders for whom Corrections has no date of birth information, along with a few where the data is clearly wrong. The apparent dip in counts of offenders in each of the other age brackets between 1999 and 2004 would be much smaller if these “Unknowns” had been able to be assigned to appropriate age groups.

7.5 Community sentenced snapshot trend by preferred ethnicity



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [preferred ethnicity](#).

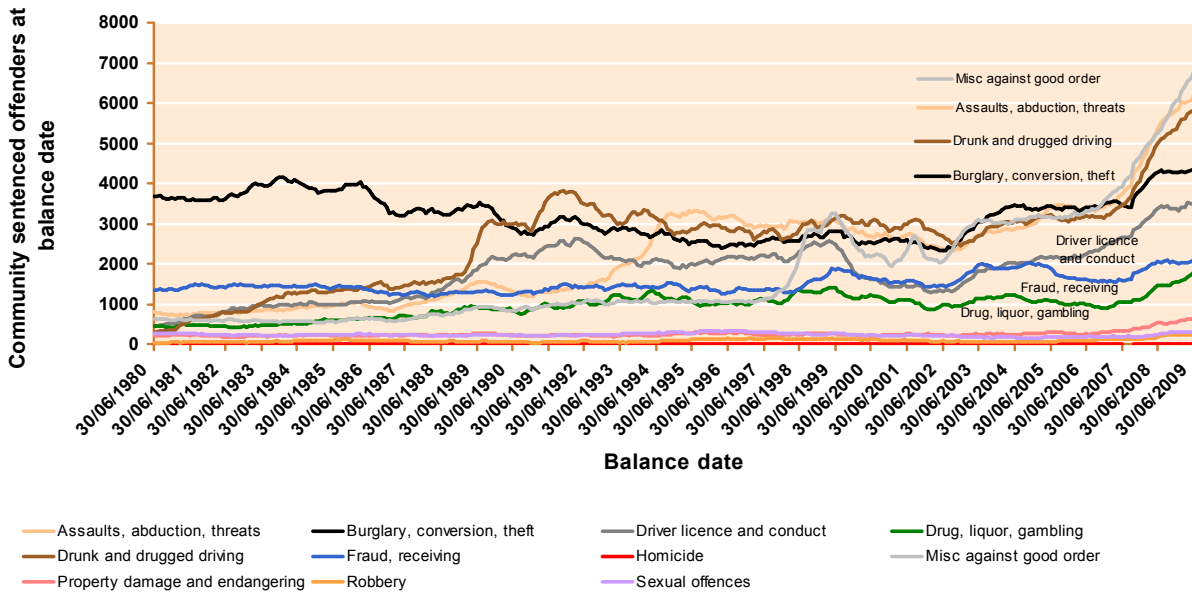
7.6 Community sentenced snapshot trend by first sentence status



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#).

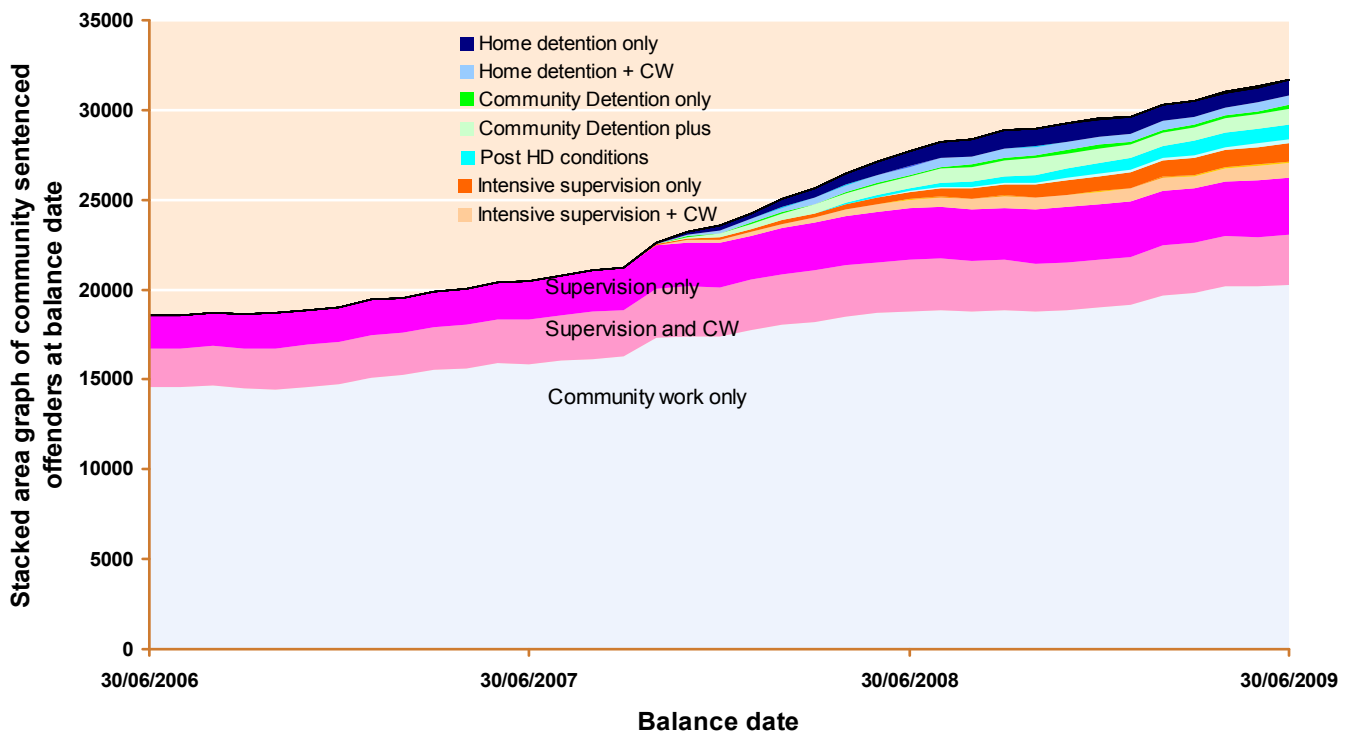
In the graph above, it can be seen that a large part of the recent growth in offenders on “community sentenced” management relates to known recidivist offenders.

7.7 Community sentenced snapshot trend by offence category



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [offence category](#)

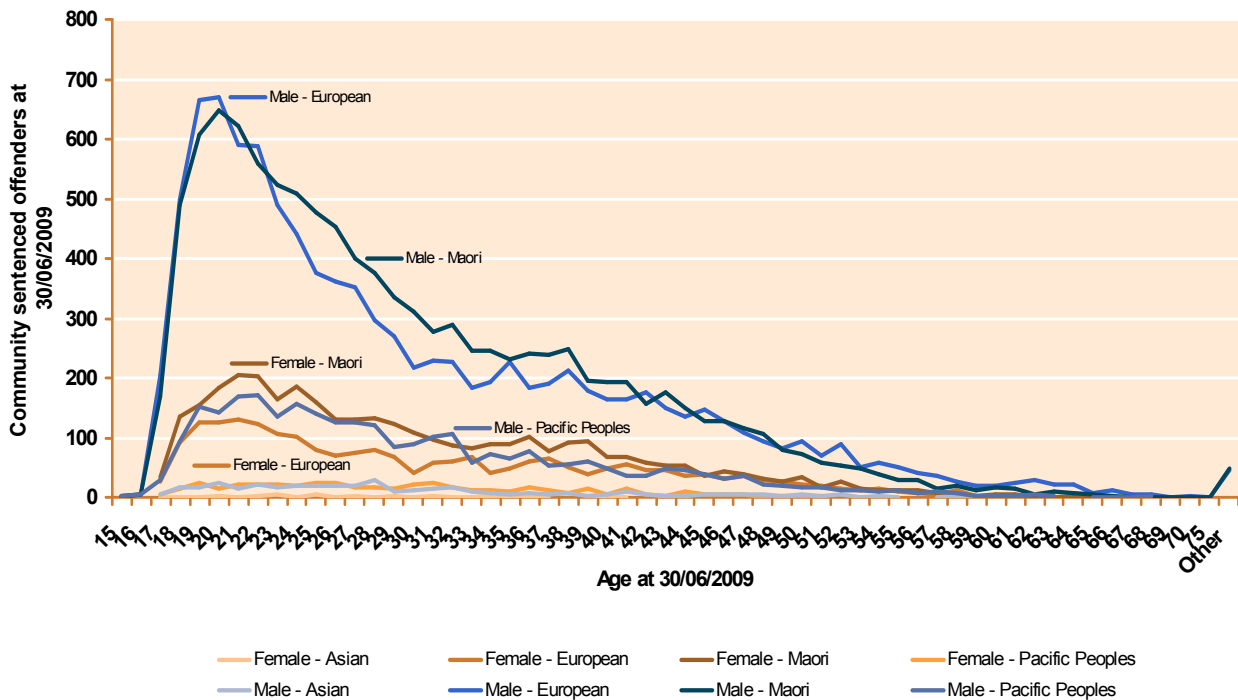
7.8 Community sentence snapshot trend by sentence types and combinations



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#).

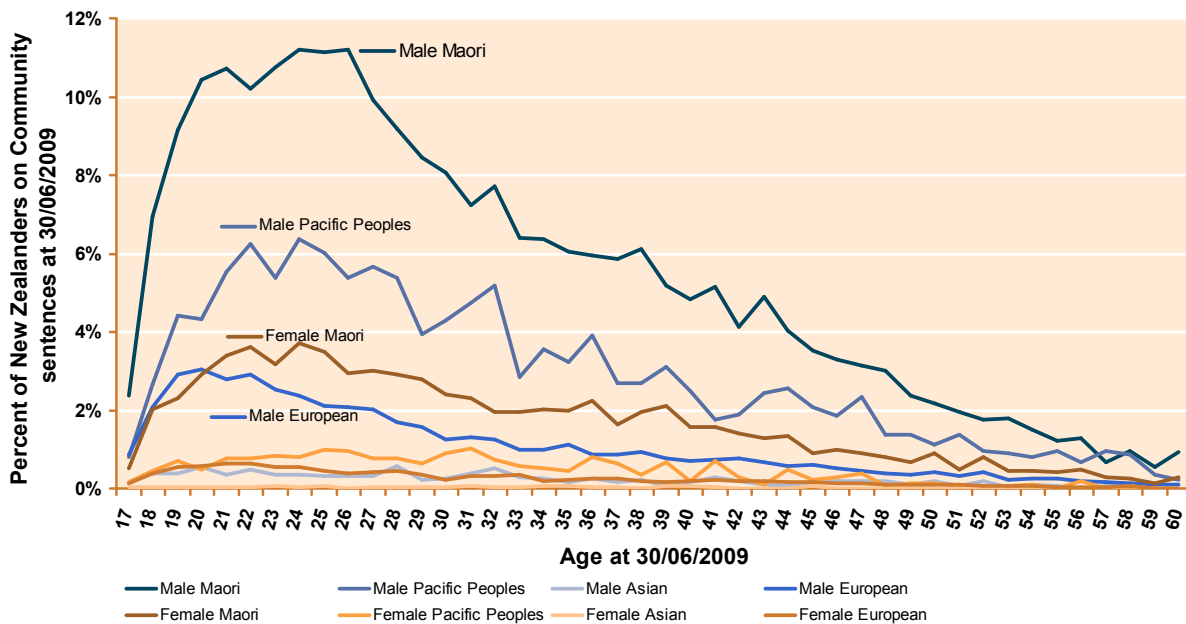
The graph above displays only four years of history whereas most other graphs in this section give 29 years of history. The result is that the unprecedented growth in community sentenced musters over the last four years does not appear as steep as in other graphs. The graph shows a small step change in October 2007 that resulted from a counting rule change at that time followed by the ramp up of various combinations of the new community sentences introduced by the Criminal Justice Reform Bill 2007.

7.9 Community sentenced snapshot at 30/06/2009 by gender-ethnicity-age



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#).

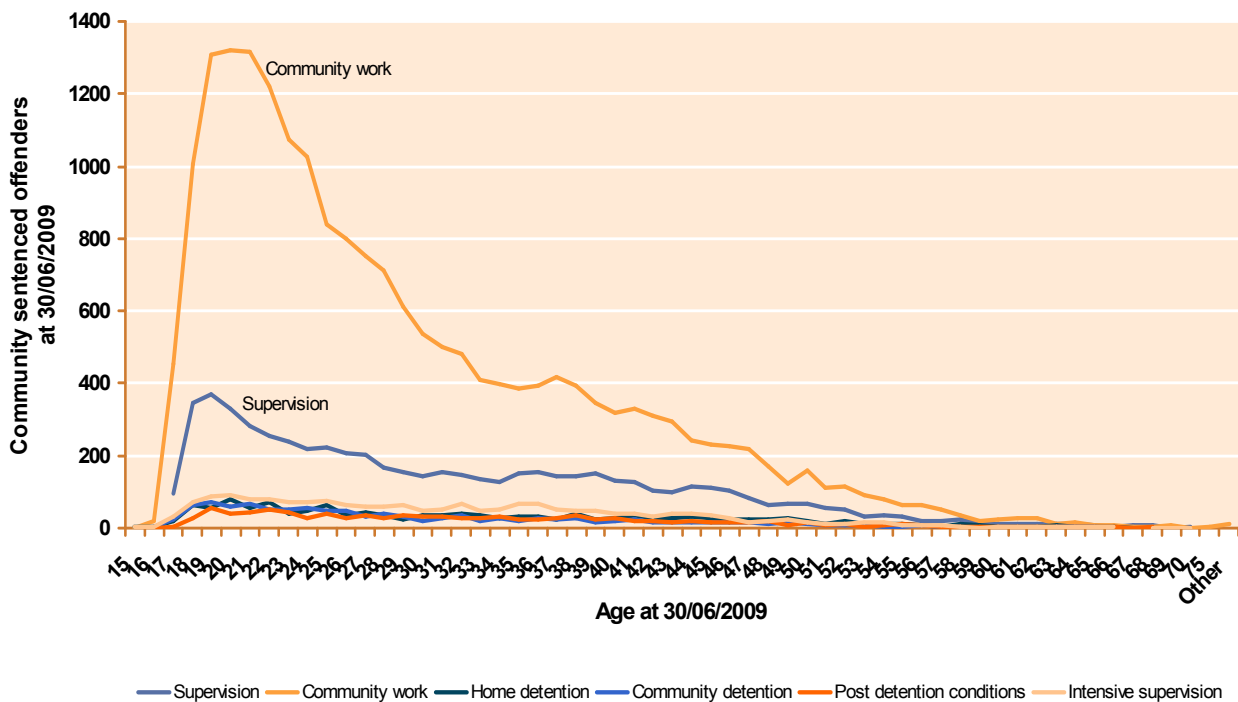
7.10 Community sentenced snapshot at 30/06/2009 by percentage of population



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [multiple ethnicity](#).

The graph above shows that 11% of male Māori 26 year olds were being managed under community sentences on 30/06/2009 and the ratio of female Māori on community sentences in most age groups exceeded that of male Europeans.

7.11 Community sentenced snapshot at 30/06/2009 by management category and age



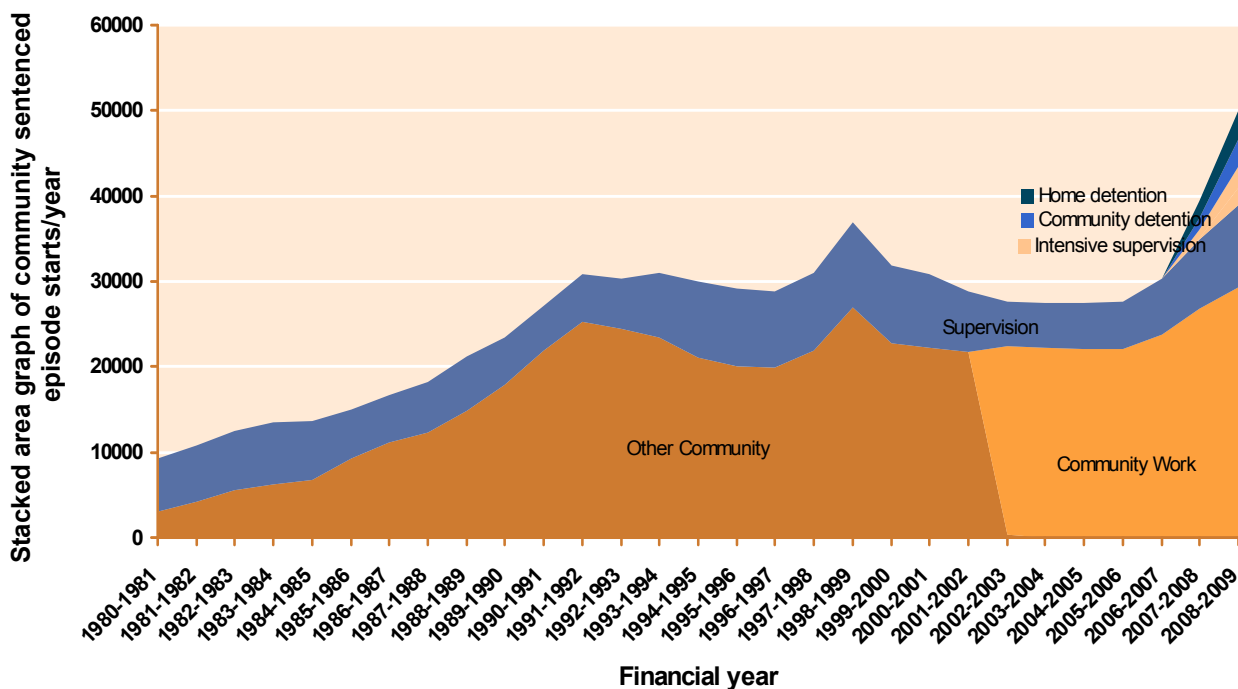
For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [major management category](#).

8 Community sentenced throughput

8.1 Overview

The following section provides data on the number of “starts” of community-sentenced episodes in any given 12-month period from 1980. More detailed data is given for the June 2008 to July 2009 period. As with the snapshot data, the counting rules used here are based on each offender being allocated to a single management group on any one day even when they have concurrent but different sentence types. One major implication of this is that an offender “start” represents a transition from one major management status to another. This transition could be due to a new sentence being issued or the offender reverting to a lower status such as community work when a higher status management period like supervision is completed.

8.2 Community sentenced period starts per year trend by management group



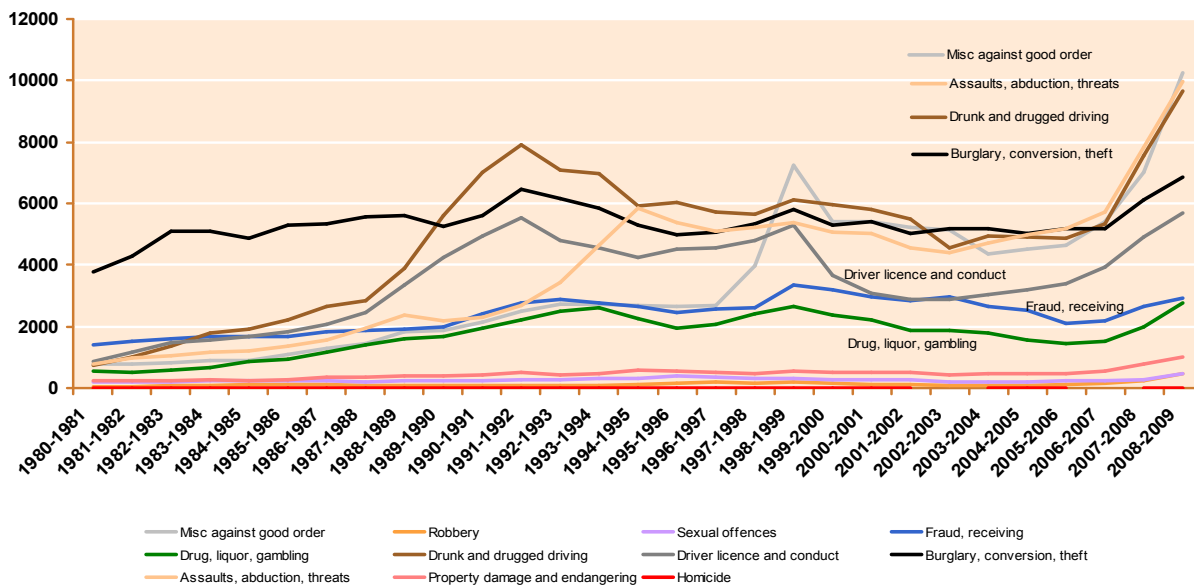
For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [major management category](#).

The graph above shows the number of “starts” of distinct episodes of community sentence management in each year. If an individual has several community sentences that are overlapping then this is treated as a single episode and so only a single episode start is counted. However if an individual has a period of remand in the middle of a single community sentence then the counting rules used here would count two distinct episodes of community sentence management separated by an episode of remand management.

The large spike apparent in community sentenced episode “starts” in 1998/99 resulted from significant numbers of fines defaulters being given community sentences during this period.

The impact of the new types of sentence (Home detention, Community detention, Intensive supervision) introduced in October 2007 can also be seen.

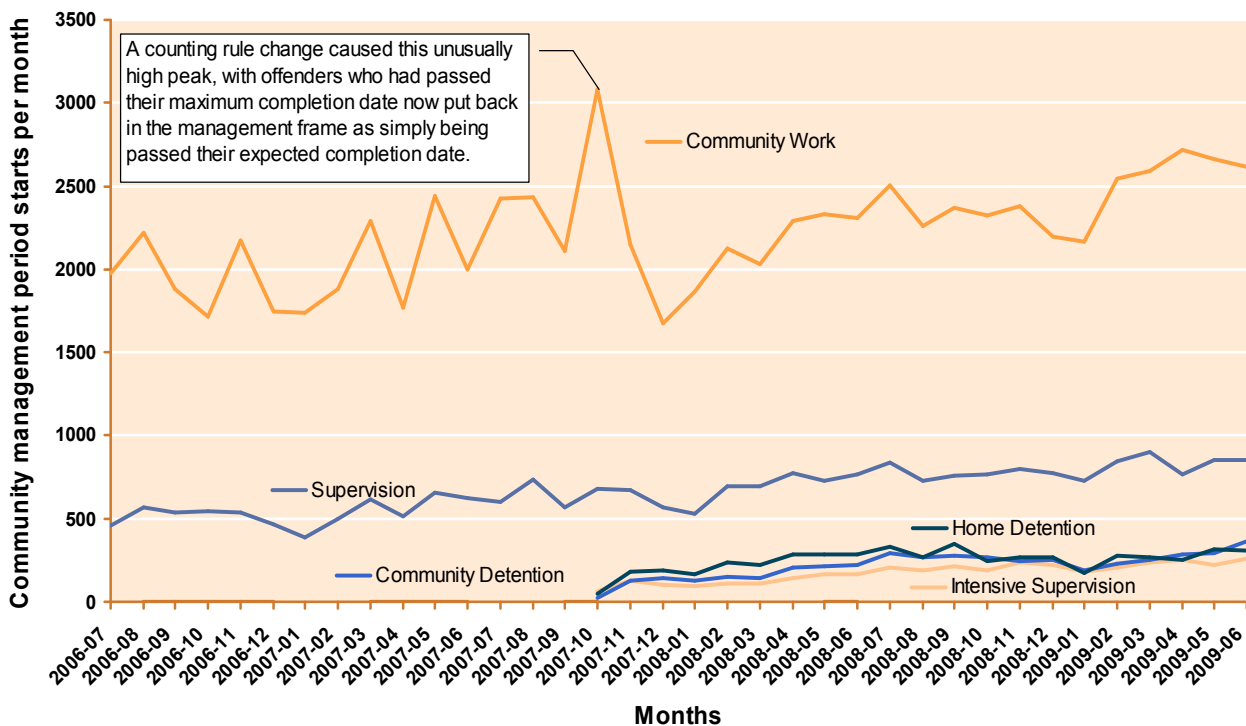
8.3 Community sentenced period starts per year trend by offence group



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [offence category](#).

The large and sudden trend changes appearing above are likely to relate more to policy and criminal justice resource and process changes rather than to reflect sudden social change. For instance, the upward movement in numbers of assaults starting at the end of the 1980s relates to police process changes and increased reporting and focus on domestic violence. The peak in 1999 for “miscellaneous against good order” offences relates to fines defaulters being given community sentences at this time. The dramatic growth in the last two years results at least in part from an increase in police numbers combined with a new movement of fines defaulters into community sentenced offenders. A small part of this growth can also be attributed to diversion of short term prisoner candidates onto the new community sentences introduced in October 2007.

8.4 Community sentenced period starts per month trend by management group

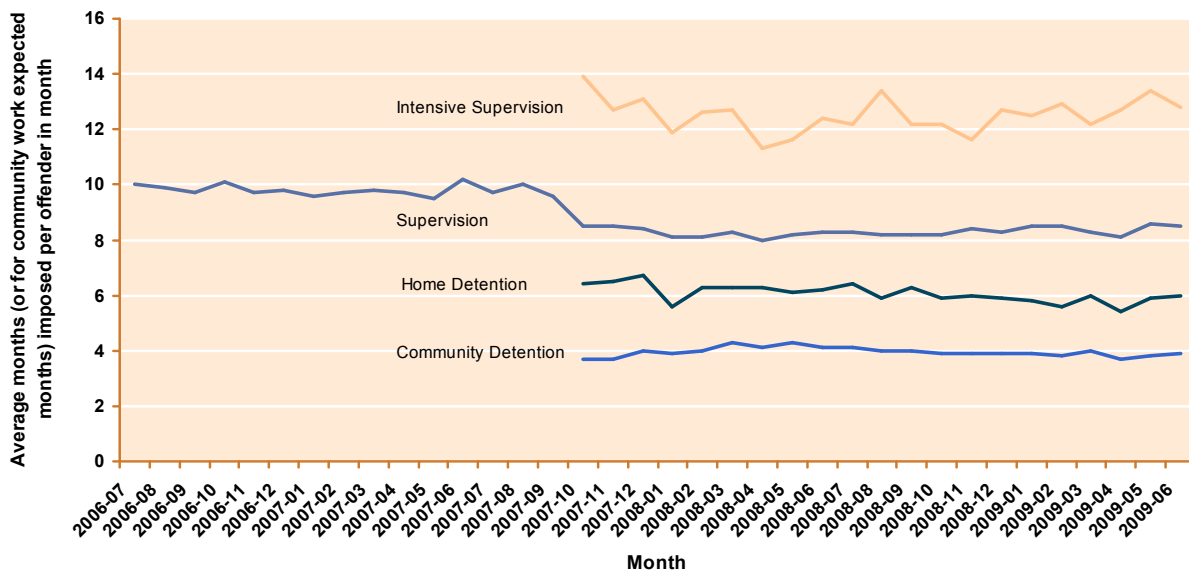


For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [major management category](#).

The graph above gives the recent trends in community sentence “starts” per month showing the introduction of the new community sentences. The numbers represented above are counts of offenders starting new major management periods due to a new sentence(s) being imposed or transitioning to a lower ranked major management period on completion of a sentence. Concurrent “supervision” and “community work” transitioning to just “community work” counts here as a “community work” period start. Reversion to previous or underlying status “restarts” account for typically 20% of all Community Work starts and 10% of all supervision starts.

The spike in community work “starts” in September 2007 results from a counting rule change, where offenders who had previously been considered beyond their “maximum completion date” and off management were re-designated as still under “community work” management (although beyond expected completion date) if an explicit completion record could not be found.

8.5 Community sentenced period starts duration imposed trend



For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [major management category](#).

In the graph above, the trends in average months imposed are compared for the various community sentences. The average provided above is the average of new imposed durations where the sentences have not been issued concurrently with some more major sentence type. Where multiple sentences of similar type are imposed on the same person on the same day, they are treated as a single notional sentence. Where an existing sentence is being served and an extra sentence is added, these extension sentences have effectively been filtered out of the analysis. As a result of these filters the average durations shown above are not interchangeable with average durations calculated by other methods, but they still serve to show the relative durations imposed where the sentence type is the major sentence imposed on the day.

9 Offender Inventory

9.1 Overview

This section provides the offender inventory analysis for the 2008/2009 financial year. The earlier pages give balances, inflow and outflow data for each of the main classes of offenders managed: prison sentenced, remanded in custody, release ordered, community sentenced. The later pages give the overall balance sheet and summary of inflow and outflow transitions followed by analysis of the overall offender pool growth and circulation of offenders.

To enable this form of analysis, each offender's history has been simplified to a single timeline made up of the major management periods experienced, with enforcement of a one-day/one-status approach. In this system, and in order that analysis of transitions from one status to another can be usefully made, offenders subject to overlapping or concurrent forms of management are counted only once on any given date. As a consequence an individual offender described as transitioning from "Remand" status to "Community Work" status could result from either the remanded person being sentenced to start a new period of community work, or it might be that an individual already on community work was remanded in custody and then reverted to the original community work sentence (identifying the reason for the transition is not part of this report). This offender inventory and consequently the whole Offender Volumes Report describe "episodes" of management, rather than sentences. This means that the numbers in the current report may differ from those reported elsewhere by Corrections.

As noted earlier the offender inventory is analogous to a financial accounting or inventory management report. In financial accounting both cash flow and balance sheets are provided, while inventory management reports provide stock on hand and stock turn over. In the current report, offender flows and balances in the various management pools are detailed, such that the opening balance plus inflows less outflows equals the closing balance. In keeping with this inventory approach, offenders' status at year's commencement is carried forward from the previous year.

The number of transitions from one management group to another group gives an indication of the amount of work relating to the annual throughput. Given the different amounts of work associated with different forms of transition (for example, a new reception into prison vs. a transition from remand status to sentenced status) and knowing the volumes associated with the different transitions is useful management information.

9.2 2009 Restatement of historic balances

The 2007 version of this report brought to light some minor issues with the data extraction methodology. These are being fixed. The long term intention is to roll forward each offender status from day to day with the expectation that if small numbers of errors occur or there is data entry delay, then the status changes required will accrue to the period in which the data was corrected. However during the first few years the historic build of the offender volumes data set will periodically be revised as historical data issues are corrected. This has happened with the 2009 restatement (relative to 2007 version) of some offender histories and therefore any corrected offender status transitions have accrued direct to the historic period to which they relate. The impact of this has been relatively minor, with the balances at any given snapshot date in the 2007 report being slightly different from the current report. It is

expected that future reports will move to an accrual process with only the occasional need to restate history if research demonstrates that the historical data can be substantially improved.

9.3 2007 Counting rule change

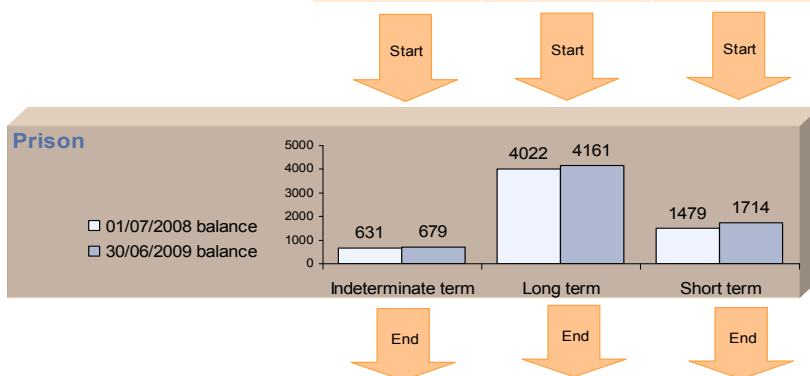
As explained in [7.2 "2007 Counting rule change for offenders on community work"](#) there has been a change in the way Corrections counts offenders as being on Community Work managed muster. This year a major management category of Community Work includes offenders being managed beyond their expected completion date (previously regarded as a maximum completion date) and there has been considerable growth (5000 increase in two years) in the community work muster as a result.

9.4 Starts and completions of prison sentenced episodes

Starts and completions of PRISON SENTENCED episodes in the 2008-2009 financial year			
Status before prison sentenced episode	Start Life or Preventive detention prison episode	Start long term (>2yrs imposed) prison episode	Start short term (<=2yrs imposed) prison episode
Prison sentenced			
Indeterminate term			
Long term	2		34
Short term		55	
Remanded			
Remanded in custody	61	1376	4219
Managed release order			
Home detention order		26	15
Extended supervision		1	3
Parole	14	125	15
Released on conditions		6	146
Other release	2	1	1
Community sentenced			
Home detention sentence		7	118
Community detention			25
Intensive supervision		4	67
Post home detention conditions			47
Supervision	1	5	146
Community work		50	842
Other community			
Not managed by Corrections			
Recently managed offender pool	18	314	1156
Aged out, died or deported	1	15	52
Never previously sanctioned	5	169	257
	104	2154	7143

Interpretation:

This table shows the flow of offenders onto prison sentenced status and the status they came from: e.g. during the 2008/09 year, 125 people with parole transitioned onto long term prison sentenced status. Many of these were recalls to prison.



Interpretation:

This graph shows the balances that were prison sentenced at the start and end of the year: e.g. 6554 offenders were prison sentenced at 30/06/2009, of whom 679 had indeterminate term (life or preventive detention) sentences up from 631 at the beginning of the year.

Status after prison sentenced episode	End Life or Preventive detention prison episode	End long term (>2yrs imposed) prison episode	End short term (<=2yrs imposed) prison episode
Prison sentenced			
Indeterminate term		2	
Long term			55
Short term		34	
Remanded			
Remanded in custody	6	67	680
Managed release order			
Home detention order		192	6
Extended supervision		11	29
Parole	45	1563	44
Released on conditions		17	3760
Other release		4	1
Community sentenced			
Home detention sentence		5	99
Community detention			9
Intensive supervision		1	57
Post home detention conditions			46
Supervision			96
Community work			480
Other community			
Not managed by Corrections			
Recently managed offender pool	1	84	1540
Aged out, died or deported	4	35	6
Never previously sanctioned			
	56	2015	6908
Increase over year	48	139	235
Total increase in sentenced prisoners	422		

Interpretation:

This table shows the flow of offenders away from prison sentenced status to the status they went to next: e.g. 680 went from short term prison sentenced straight back onto remand.

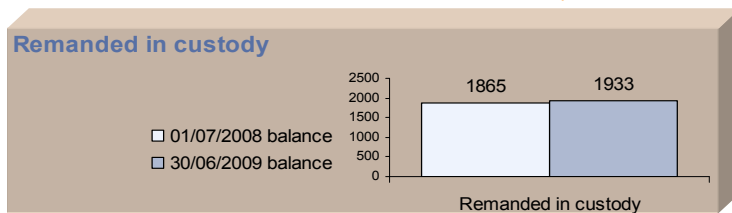
*Notes: Transitions may be due to offenders having new directives and orders or reverting to a lower management status at termination or expiry of the previous status. In a small number of cases the data is erroneous. However all transitions are included for completeness. For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [major management category](#).

9.5 Starts and completions of remanded in custody episodes

Starts and completions of REMANDED IN CUSTODY episodes in the 2008-2009 financial year

Status before remanded in custody episode	Start remanded in custody episode
Prison sentenced	
Indeterminate term	6
Long term	67
Short term	680
Remanded	
Remanded in custody	
Managed release order	
Home detention order	17
Extended supervision	57
Parole	424
Released on conditions	1587
Other release	9
Community sentenced	
Home detention sentence	426
Community detention	173
Intensive supervision	485
Post home detention conditions	95
Supervision	824
Community work	2689
Other community	
Not managed by Corrections	
Recently managed offender pool	4256
Aged out, died or deported	194
Never previously sanctioned	2364
	14353

Start



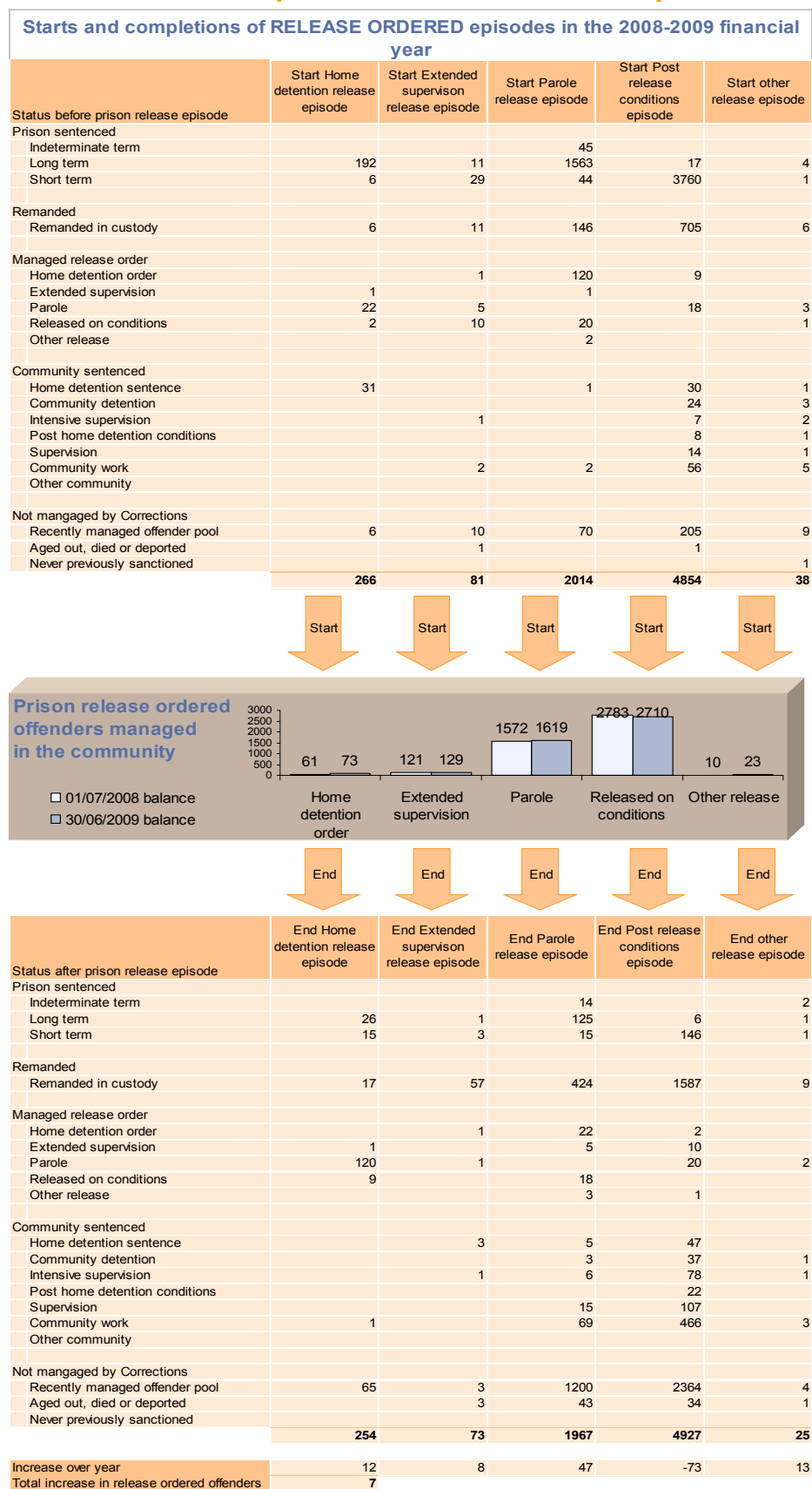
End

Status after remanded in custody episode	End remanded in custody episode
Prison sentenced	
Indeterminate term	61
Long term	1376
Short term	4219
Remanded	
Remanded in custody	
Managed release order	
Home detention order	6
Extended supervision	11
Parole	146
Released on conditions	705
Other release	6
Community sentenced	
Home detention sentence	522
Community detention	175
Intensive supervision	493
Post home detention conditions	60
Supervision	704
Community work	1633
Other community	
Not managed by Corrections	
Recently managed offender pool	2479
Aged out, died or deported	8
Never previously sanctioned	1681
	14285

Total increase in custodial remands over year **68**

*Notes: Transitions may be due to offenders having new directives and orders or reverting to a lower management status at termination or expiry of the previous status. In a small number of cases the data is erroneous. However all transitions are included for completeness. For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [major management category](#).

9.6 Starts and completions of release ordered episodes



*Notes: Transitions may be due to offenders having new directives and orders or reverting to a lower management status at termination or expiry of the previous status. In a small number of cases the data is erroneous. However all transitions are included for completeness. For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [major management category](#).

9.7 Starts and completions of community sentenced episodes

Starts and completions of COMMUNITY SENTENCED episodes in the 2008-2009 financial year							
Status before community sentenced episode	Start Home detention period	Start Community detention period	Start Intensive supervision period	Start Post HD conditions	Start Supervision episode	Start Community work episode	Start Other community managed episode
Prison sentenced							
Indeterminate term							
Long term	5		1				
Short term	99	9	57	46	96	480	
Remanded							
Remanded in custody	522	175	493	60	704	1633	
Managed release order							
Home detention order							1
Extended supervision	3		1				
Parole	5	3	6		15	69	
Released on conditions	47	37	78	22	107	466	
Other release		1	1			3	
Community sentenced							
Home detention sentence		14	19	602	18	484	
Community detention	9		397	5	971	670	
Intensive supervision	36	70		5	28	324	
Post home detention conditions	10	6	16		19	159	
Supervision	91	173	137	10		2628	
Community work	475	911	294	259	1207		
Other community							
Not managed by Corrections							
Recently managed offender pool	1170	1206	762	921	3201	11283	
Aged out, died or deported	106	95	59	1	459	1187	
Never previously sanctioned	750	528	301	1	2783	9944	
	3328	3228	2622	1932	9608	29331	0
	Start	Start	Start	Start	Start	Start	Start

Community sentenced offenders

Category	01/07/2008 balance	30/06/2009 balance
Home detention sentence	1316	1398
Community detention	772	1122
Intensive supervision	919	1907
Post home detention conditions	176	1021
Supervision	5690	5985
Community work	1876	20233
Other community	54	0

Status after community sentence episode	End Home detention period	End Community detention period	End Intensive supervision	End Post HD conditions	End Supervision episode	End Community work episode	End Other community sentence/or der episode
Prison sentenced							
Indeterminate term						1	
Long term	7		4		5	50	
Short term	118	25	67	47	146	842	
Remanded							
Remanded in custody	426	173	485	95	824	2689	
Managed release order							
Home detention order	31						
Extended supervision			1			2	
Parole	1					2	
Released on conditions	30	24	7	8	14	56	
Other release	1	3	2	1	1	5	
Community sentenced							
Home detention sentence		9	36	10	91	475	
Community detention	14		70	6	173	911	
Intensive supervision	19	397		16	137	294	
Post home detention conditions	602	5	5		10	259	
Supervision	18	971	28	19		1207	
Community work	484	670	324	159	2628		
Other community							
Not managed by Corrections							
Recently managed offender pool	1468	578	589	712	5223	20768	54
Aged out, died or deported	27	23	16	14	60	299	
Never previously sanctioned							
	3246	2878	1634	1087	9313	27859	54
	End	End	End	End	End	End	End

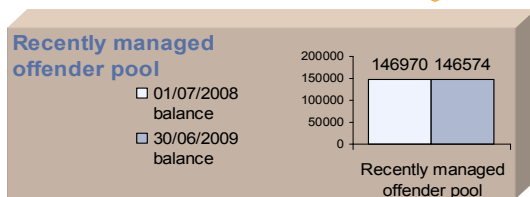
Increase over year	82	350	988	845	295	1472	-54
Total increase in community sentenced offenders	3978						

*Notes: Transitions may be due to offenders having new directives and orders or reverting to a lower management status at termination or expiry of the previous status. In a small number of cases the data is erroneous. However all transitions are included for completeness. For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [major management category](#).

9.8 Starts and completions of recently managed offender pool episodes

Starts and completions of RECENTLY MANAGED OFFENDER POOL episodes in the 2008-2009 financial year	
Status before Recent Offender Pool episode	Start Recent Offender Pool episode
Prison sentenced	
Indeterminate term	1
Long term	84
Short term	1540
Remanded	
Remanded in custody	2479
Managed release order	
Home detention order	65
Extended supervision	3
Parole	1200
Released on conditions	2364
Other release	4
Community sentenced	
Home detention sentence	1468
Community detention	578
Intensive supervision	589
Post home detention conditions	712
Supervision	5223
Community work	20768
Other community	54
Not managed by Corrections	
Recently managed offender pool	
Aged out, died or deported	
Never previously sanctioned	
	37132

Start



End

Status after Recent Offender Pool episode	End Recent Offender Pool episode
Prison sentenced	
Indeterminate term	18
Long term	314
Short term	1156
Remanded	
Remanded in custody	4256
Managed release order	
Home detention order	6
Extended supervision	10
Parole	70
Released on conditions	205
Other release	9
Community sentenced	
Home detention sentence	1170
Community detention	1206
Intensive supervision	762
Post home detention conditions	921
Supervision	3201
Community work	11283
Other community	0
Not managed by Corrections	
Recently managed offender pool	
Aged out, died or deported	12941
Never previously sanctioned	
	37528
Increase in Recently Managed Offender Pool over year	-396

In order to provide for analysis of offender desistence and analysis of the prevalence of categories of such offenders in society, the concept of the “recently managed offender pool” has been developed.

When an offender ceases to be managed by Corrections they are described in this analysis as released into the “recently managed offender pool” where they remain until they reoffend or age out.

The term “recently managed offender pool” includes offenders that:

- are not currently managed by Corrections
- have been under a Corrections managed sanction within the last 10 years (remand is not included as a sanction)
- are not recorded as deported or deceased.

Examining the transitions into the offender pool provides information on Corrections final management regime before complete discharge.

Examining the offender pool allows for one to ask for example: “how many recently active burglars are in the country and how does this compare with those currently under Corrections’ management?”.

Examining the transitions from the offender pool to “aged out” status gives us an idea of offender desistence.

*Notes: Transitions may be due to offenders having new directives and orders or reverting to a lower management status at termination or expiry of the previous status. In a small number of cases the data is erroneous. However all transitions are included for completeness. For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [major management category](#).

9.9 Balance sheet

Major management category on balance date	30/06/2008	30/06/2009	Change
Prison sentenced			
Indeterminate term	631	679	48
Long term	4022	4161	139
Short term	1479	1714	235
Prison sentenced Total	6132	6554	422
Remanded	1865	1933	68
Community sentenced			
Community detention	772	1122	350
Community work	18761	20233	1472
Home detention sentence	1316	1398	82
Intensive supervision	919	1907	988
Other community	54		-54
Post home detention conditions	176	1021	845
Supervision	5690	5985	295
Community sentenced Total	27688	31666	3978
Managed release order			
Extended supervision	121	129	8
Home detention order	61	73	12
Other release	10	23	13
Parole	1572	1619	47
Released on conditions	2783	2710	-73
Managed release order Total	4547	4554	7
Grand Total	40232	44707	4475

*Notes: Individuals are only counted once. Where an individual could be categorised with more than one status they are grouped with their status highest up the order in the above list. Status is based on records of directives and not manual muster records. In a small number of cases the data is erroneous however all available individuals are included for completeness.

For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [major management category](#).

9.10 All major management transitions between categories of management

[illegible]

*Notes: Transitions may be due to offenders having new directives and orders or reverting to a lower management status at termination or expiry of the previous status. In a small number of cases the data is erroneous. However all transitions are included for completeness. For more details see: [data source and enrichment methodology](#); [data spreadsheet](#); [major management category](#).

Reading across the page gives the number of people transitioning to the status listed on the left hand side, with the columns indicating the status people have come from. For example the

"Remand" row shows 14353 episodes of remand were started and the "Remand" column shows 14285 episodes of remand were completed for a net increase of 68 remanded individuals overall.

9.11 Overall offender pool growth and circulation in 2008-2009 financial year

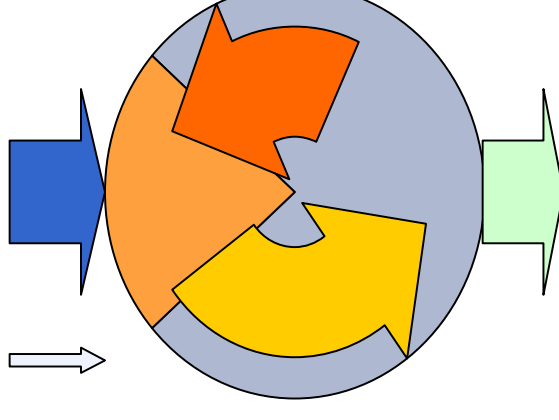
The table below and scale diagram provide the relative numbers of the recently active vs. currently managed offenders. Overall, new offenders and desisting offenders are reasonably closely matched meaning that total offenders have not changed much this year. Most of Corrections' new intake in the last year is drawn from the pool of known offenders seen within the previous ten years.

Offender pool balances	30-Jun-2008	30-Jun-2009	Increase
Corrections managed offenders (excludes remandees with no proven offending history in last 10 years)	39366	43817	4451
Recently managed offenders pool (managed within last 10 years)	147585	147178	-407
Overall offender pool	186951	190995	4044

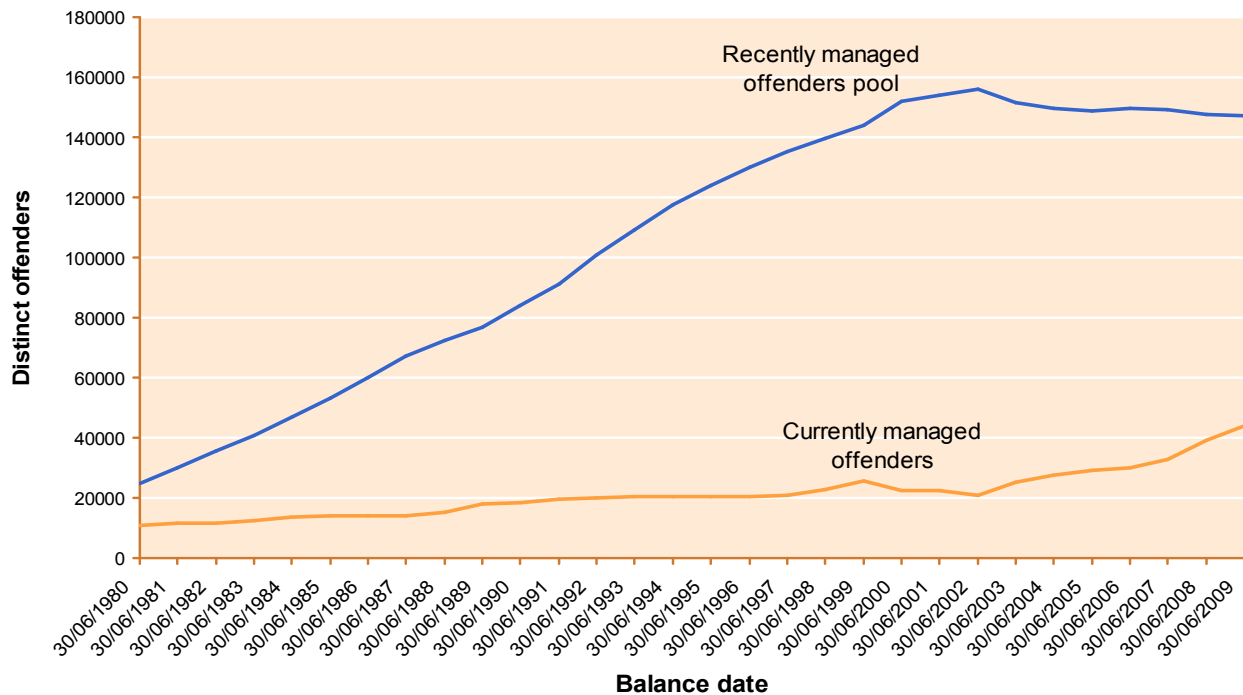
Flows to / from Corrections management during 2008-2009 financial year	In flow	Out flow	Increase
Offenders starting their first ever Corrections sanction (Newbies)	15386		
Relapsed desistors transitioning from aged out status to managed status	2034		
Recidivists transitioning from recently managed offenders to managed status	22480		
Offenders completing Corrections management episodes and entering the recently managed offenders pool		34879	
Offenders going from Corrections management episodes directly to the Aged out category due to death, deportation or extradition. (not visible in diagram)		570	
Net Corrections Sanction Management Inflows (excludes remand)			4451

Flows to / from Recent Offenders Pool during 2008-2009 financial year	In flow	Out flow	Increase
Offenders completing a period of Corrections management	34879		
Recent offender recidivists starting a period of Corrections sanction management		22480	
Offenders automatically "aged out" from the recently managed offenders pool after ten years without further sanction		12944	
Aged out recidivists going directly back into the offender pool (not visible in the diagram, resulted from a coding error that reclassified remand and release candidates into the offender pool instead of returning them to age out status)		138	
Net Recent Offender Pool Inflows			-407

The diagram above depicts the pool of all offenders either under current management or recently managed. The relative size of the arrows overlaid on the chart show the proportionate throughputs of offenders from one category to another. It should be noted that the totals used here differ slightly from other pages in this report as the above totals include offenders in remand but reassigned appropriately as Corrections managed offenders or recently managed offenders on the basis their status immediately before the remand. For example someone on community work and then remanded would still be regarded as a Corrections managed offender, but someone remanded with no previous history would not be included in the above numbers.



9.12 Overall offender pool growth since 1980



In the graph above, the “recently managed offenders pool” refers to the pool of offenders that on the balance date were not under Corrections sentence management but had been within the 10 years prior to that balance date. This provides a method for benchmarking active offenders, estimating the number of known new or recidivist offenders that are in circulation in the country at any one time. If offenders are known (by Corrections) to have died or have been deported they are removed from this pool. The historical data comes originally from the national “Law Enforcement System” that comprehensively recorded all sentences starting in 1976. In addition recidivist histories were back entered for some years after 1976 as the recidivists came to attention again. As there is no certainty around the back entry of data then the “recently managed offender pool” may under estimate numbers prior to 1986. The quality of the “recently managed offender pool” concept depends on the quality of the justice sector’s offender identity management over the time span. The indications are that this underpinning identity management functionality has been consistently good. So the concept of the “recently managed offender pool” is robust.

Interestingly it appears that the “recently managed offender pool” has stopped growing and that current growth is only in the numbers under Corrections’ management.

Interpretation of the “recently managed offender pool” trend is difficult because a large number of those included at any one time will be offenders that are one time minor offenders from up to ten years ago mixed in with recidivists that have desisted and recidivists that are active.

Some possible explanations for the dramatic changes appearing above and requiring further investigation are listed below:

- Corrections are being directed to manage offenders for longer periods before they move to the recently managed offender pool.

- Recidivists are being rounded up more and more quickly so that a greater proportion of their time is spent under Corrections management.
- Social policies or conditions have been gaining traction and the rate at which new recidivist offenders are created has dropped off.
- We have had several decades of becoming more punitive but have reached a new steady state.
- We have become punitive enough that deterrence is quite suddenly working.

10 Data definitions and groupings

10.1 Major management category

The offender inventory system enforces a one-day-one-status requirement on each offender so that each offender's timeline is partitioned into discrete and non overlapping episodes of management. Major Management Categories are defined with a "trumping order". The order of precedence in the hierarchy of management is; sentenced prison > remand > home detention > community detention > intensive supervision > supervision > community work, allowing the most expensive or significant management category to be determined on any day. Further, the rule also allows examination of the balances and transitions from one category to another category in a way that assists in analysing Corrections' business, and offenders' careers.

One of the features of the resulting timeline data set is that it provides for analysis of offender flows and balances such that opening balances always equal closing balances and there is certainty that no change to an offender's status has been inconsistently treated. Should an offender status change be overlooked then the offender will soon become obvious as being inappropriately classified. One of the consequences of this is that the numbers do not necessarily provide all the detail covered in other reports.

The full table with rank order for "major management categories" can be found [here](#). An overview of the descriptions used is given below. It should be noted that the definitions are necessarily loose to accommodate a span of history with changing terminology and legislation.

Glossary of major management category terms

Term used	Meaning an episode of management where:
Indeterminate	The offender is sentenced to a "life" or "preventive detention" custodial episode with no set release date; any release requires an order of the Parole Board.
Long term	The offender is sentenced to a custodial episode of fixed length, with the longest sentence chain (after taking into account cumulative and concurrent directives) being greater than two years. Currently the law requires these longer-term sentenced offenders to serve at least one third of the imposed term, though they can be held until the end of the imposed term, at the Parole Board's discretion
Short term	The offender is sentenced to a custodial episode of fixed length, with the longest sentence chain (after taking into account cumulative and concurrent directives) being less than or equal to two years. Currently the law requires shorter-term sentenced prisoners to be released after serving exactly half of the imposed sentence length.
Other custody	Is a catch-all category designed to ensure that any anomalous data indicating a custodial sentence is not lost.
Remand	An individual may be remanded in custody by the court and held in police cells, court cells, psychiatric facilities or corrections facilities. The remand period is normally short and specific or until a specified Court day for trial or for

	sentencing. It is very common for remanded individuals to have multiple charges on each remand warrant, with new and successive remand warrants issued during the course of a single episode on remand. Remand warrant data is available for analysis only from mid-1998 onwards.
Home detention orders (before October 2007)	Home detention is an electronically monitored and supervised restriction to live and stay at a specified address. Home detention is managed by the Community Probation Service. Up until October 2007 home detention was ordered by the Parole Board and there were two conceptually different types of such orders. "Back-end home detention" was ordered to manage an offender's return to the community after a long-term prison sentence. "Front end home detention" was ordered as a means of serving a short term prison sentence, if the sentencing judge had granted leave for an application to be made to the Parole Board.
Home detention sentences (from October 2007)	From October 2007 the new sentence of Home Detention became a reality. In implementation home detention sentences are almost identical to the home detention orders (described above) but are sentences of the Court rather than orders of the Parole Board.
Parole with full residential conditions (from October 2007)	Also from October 2007 the Parole Board became able to order "Parole with full residential conditions". In this document "Back-end home detention orders" and "Parole with full residential conditions" are treated as the same regime and described as "Long term prison released to home detention".
Community detention (from October 2007)	From October 2007 the new sentence of Community Detention became a reality. This is conceptually an electronically monitored curfew.
Extended supervision	Offenders may be subject to an order, imposed by the court and with conditions set by the New Zealand Parole Board, by which they are managed by the Community Probation Service. The order can apply for up to 10 years following a finite term of imprisonment. High and long-term risks posed by some sex offenders in the community are the primary target of this order.
Parole	Prison-sentenced offenders may be ordered to be released to parole management by the New Zealand Parole Board. Parole requires that the offender meets regularly, and works closely with a Corrections probation officer, who ensures that special conditions imposed by the Board are fulfilled.
Post release conditions	Prison sentenced offenders may have post release conditions imposed by the judiciary at the time of sentencing. Such conditions are overseen by a probation officer.
Intensive supervision (from October 2007)	From October 2007 the new sentence of Intensive supervision became a reality. This sentence is similar to

	supervision described below but involves a higher level of restriction and supervision and more complex special conditions and management requirements.
Supervision	Offenders sentenced to supervision report regularly to a probation officer and, if ordered by the court, fulfil special conditions designed to address their risk of further offending. Supervision may include in-depth, focused interventions such as rehabilitative programmes, reintegration services, or counselling that addresses their offending. In October 2007, the maximum duration of supervision was cut from 24 to 12 months.
Community work	Offenders sentenced to community work complete a prescribed number of hours of work within the community. Community Work sentences came into effect with the Sentencing Act 2002, and provide for a degree of reparation to the community.
Other Community	Refers to all community sentences other than supervision or community work. This covers all predecessors of community work including community service and periodic detention sentences.
Discretionary release-eligible	<p>Refers to offenders who are prison sentenced at the time being considered, but for whom a Parole Board (New Zealand Parole Board or its predecessors) had discretionary power to order release from the imprisoned episode, but had not yet done so. At 30/06/2009 the New Zealand Parole Board had the following discretionary powers:</p> <ul style="list-style-type: none"> • to grant parole (possibly with full residential conditions among other ordered conditions) to long-term prison sentenced offenders who had served at least 1/3rd of their imposed term or any specified minimum term (whichever is the greater) • to grant (lifetime) parole to life sentenced offenders who had served at least ten years or any specified minimum term (whichever is the greater) • to grant parole to preventive detention sentenced offenders who had served at least five years or any judicially specified minimum term (whichever is the greater)
Never sanctioned	These individuals have never previously been managed by Corrections; they may however have convictions which were sanctioned with fines or other lower-level penalties, or they may have previously been held in custody remand but later released without conviction. Approximately 35% of new management episodes each year involve individuals who have no previous correctional history.
Offender pool	Has had at least one previous episode of management under Corrections within the last ten years. The majority of new starts under correctional management each year are individuals from the Offender Pool.

Aged out	Has had at least one previous episode of management under Corrections, but none within the last ten years. Only a small number of such individuals return to correctional management each year (less than 5% of all new starts), so most in this category can be considered to have desisted.
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10.2 Gender

Corrections' databases record four gender types: Male; Female; Unknown and Indeterminate. In some cases the "Unknown" and "Indeterminate" gender groups have been amalgamated or dropped from display when numbers are insignificant.

10.3 Age

Age data in this collection is generally calculated from the recorded date of birth until the date of interest. Where this calculation has resulted in anomalous results, such as negative numbers, or less than fifteen years old, then the offender is grouped with those of an "Unknown" age.

10.4 Preferred ethnicity

In determining "preferred ethnicity", individuals are associated only with their most recent self-identified "preferred ethnicity" as recorded in Corrections' database and grouped according to Statistics New Zealand ethnicity groupings (see ethnicity groupings [here](#)).

Where no ethnicity is available from Corrections' data, the data is then supplemented with historical data from the Ministry of Justice (MoJ) data warehouse. The MoJ data warehouse in turn inherited this ethnicity data from the Law Enforcement System (LES) running since mid-1970s. The LES supplementary data was apparently based on Police officers' assessment of the offender's ethnicity. The bulk of the data (and all of it since 1998) comes from Corrections' database. Even with the inclusion of the supplementary data, there are significant numbers of individuals with unknown ethnicity prior to 1998. As far as the author is aware the missing ethnicity data is an artefact of the data collection and import processes of the time, and all ethnicities would have been equally impacted.

The "preferred ethnicity" approach used here partly follows [Statistical Standard for Ethnicity 2005](#), and differs from the standard in the following ways:

- It does not multiple-count individuals who have identified with multiple ethnic groups and instead places them only in their "preferred" ethnic group
- It has not collected the ethnicity data in the way prescribed in the 2005 standard. Instead, the ethnicity data results from an amalgam of historical methods relating to the time the data was collected, the agency doing the collecting and the standard of the day.

10.5 Multiple ethnicity

Corrections ask for ethnicity information at each reception and offenders are associated with all their most recent self-identified ethnicities. This information is recorded in Corrections' database and grouped according to a Statistics New Zealand ethnicity mapping. This means that it is possible for an individual to be counted in multiple ethnic groups at one time. Note that this differs from the "preferred ethnicity" approach described above where individuals are only associated with a single ethnic group.

The “multiple ethnicity” approach is only used in this report for graphs showing snapshots of age, gender and ethnicity groupings when being compared against national population data. This provides a best match in methods for comparing the two data sets. However, an exact match with the methods prescribed in the [Statistical Standard for Ethnicity 2005](#) has not been possible as Corrections’ ethnicity data results from an amalgam of historical methods relating to the time the data was collected, the agency doing the collecting and the standard of the day.

10.6 Offence category; Charge category

The method used in this report for categorising an offender management episode by offence category is similar to a method commonly used by the Ministry of Justice. For each episode of management only offences relating to that episode are considered. Thus, for recalled offenders this includes the offences they are recalled upon as well as any new offences. The most serious offence is selected according to the Ministry of Justice seriousness score. The most serious offence is then [mapped](#) to a descriptive offence category.

The Ministry of Justice offence seriousness score is described below:

“A seriousness of offence scale was originally developed by the Policy and Research Division of the Department of Justice in 1991, and has been updated about every five years since then. The most recent update of the scale occurred in February 2005 by the Ministry of Justice. The updated scale gives imprisonable offences a score according to how serious judges have deemed each offence in terms of the use of custodial sentences over a specific time period.

The updated scale is based on court sentencing data for the period 2000 to 2004. The seriousness score assigned to each offence is the average number of days of imprisonment imposed on every offender convicted of that offence between 2000 and 2004, where the average is taken over both imprisoned and non-imprisoned offenders. Suppose, for example, that between 2000 and 2004 there were 100 cases of offenders convicted of a particular offence. Of these cases, 50 resulted in a custodial sentence, and the average length of the custodial sentences imposed on these offenders was 30 days. The seriousness score for this offence is $(30 \times 50/100)$, or 15.

Offences that became obsolete prior to 2000 were given the same score as any new similar offences, or a score was calculated based on sentencing data before 2000. Imprisonable offences for which there were convictions but no custodial sentences over the period 2000 to 2004, were given a seriousness rating slightly lower than the least of the offences already assigned a seriousness score (i.e. a score of 0.2). Non-imprisonable offences were assigned a seriousness score of zero”

Police offence codes and descriptions have been assigned to offence categories and can be inspected in detail [here](#) along with their associated Ministry of Justice seriousness scores. The categories used here are particular to this document but related to the Police offence code groupings. Some extra groupings are used here to assist in illustrating particular trends or relationships. For instance the age profiles for offenders grouped by “Homicides”, “Assaults, abduction, threats” or “Robbery” are distinctly different so they have not all been grouped together as “Violence”.

The table below gives general descriptions of the offence categories used in this report.

Offence group	Description
Assaults, abduction, threats	Grievous assaults; Serious assaults; Minor assaults, Kidnapping and abduction; Intimidation and threats
Burglary, conversion, theft	Burglary; Car conversion; Theft
Driver licence and conduct	Disqualified driving; Manner of driving; Condition of driver; Condition of vehicle; Dangerous driving; Speeding; Vehicle licence and registration ... and basically all traffic and transport law breaches other than Drunk and drugged driving
Drug, liquor, gambling	Drug, liquor and gambling offences (other than drunk and drugged driving)

Drunk and drugged driving	All alcohol and drug affected driving offences
Fraud, receiving	Fraud and receiving including breach of statutes type frauds such as illegal importing or tax evasion or benefit fraud where the offender derives an advantage or financial gain
Homicide	Murder; Attempted murder; Manslaughter; Aiding suicide
Misc against good order	Group assemblies; Harassment; Obstructing; Inciting; Trespass; Breach firearm controls; Breach environment controls; Breach safety controls; Breach border controls; Breach behaviour and good management controls; Breach sentence etc.
Property damage and endangering	Arson; Wilful damage; Endangering; Aircraft high-jacking
Robbery	Aggravated and non-aggravated robbery; Assaults with intent to rob; Compelling the use of a document
Sexual offences	Rape; Attempted rape; Sexual violation; Incest; Indecent Assault; Other indecency; Unlawful sexual connection

11 Data source and enrichment methodology

11.1 Data source and scope

The source data for this report covers every offender with any Corrections management history since 1980 and includes all of those offenders' careers, even the parts of those careers that occurred before 1980. No information in this report is based on surveys or estimates. It is based on historical operational records as stored electronically in Corrections' databases (and supplemented with some historical ethnicity data from the Ministry of Justice).

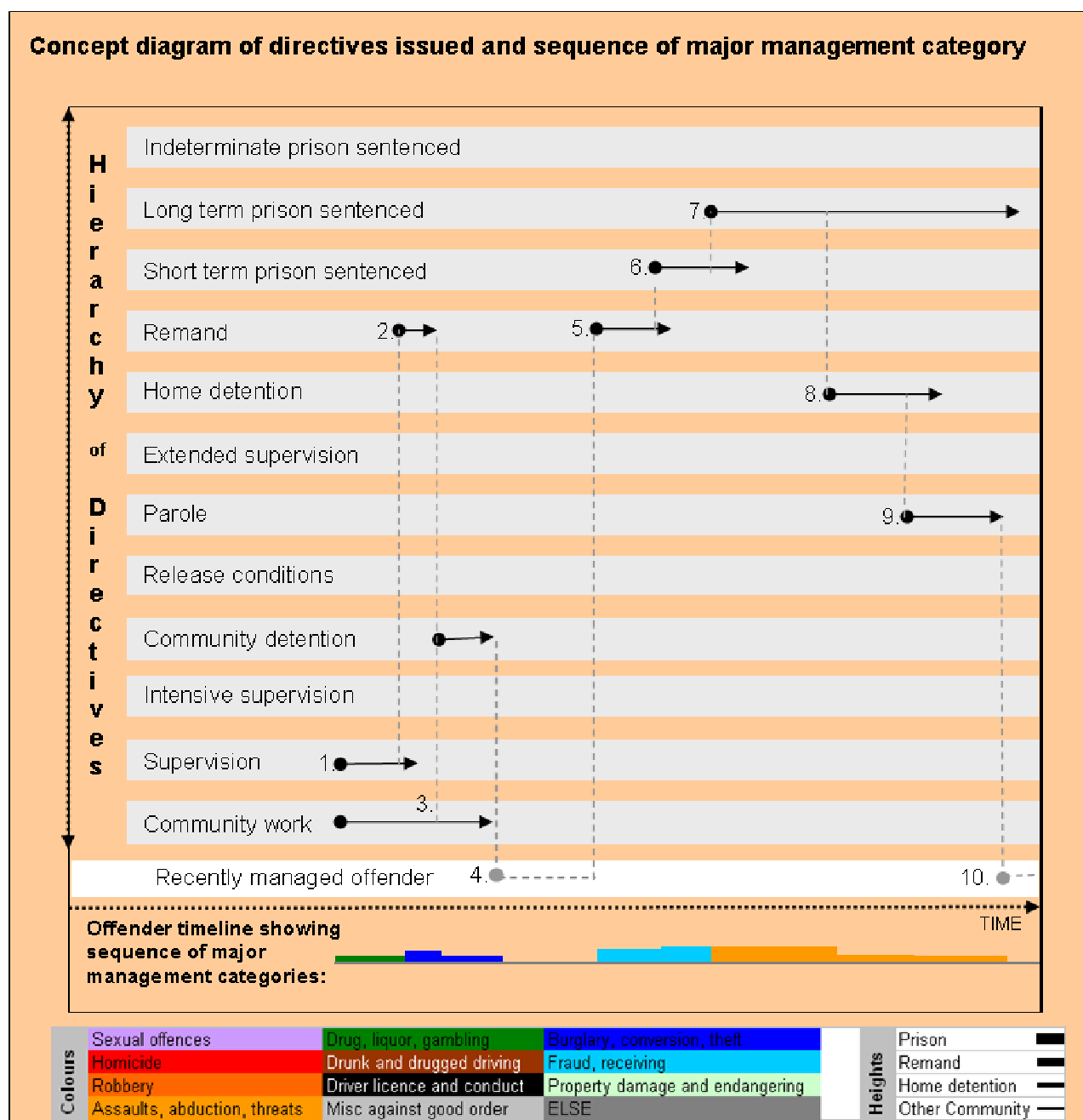
The main source of data has been the Offender-Major-Management-Period tables stored in the CARS (Corrections Analysis and Reporting System) data warehouse. These CARS tables in turn are derived from data stored in Corrections IOMS (Integrated Offender Management System) database, which is Corrections' day-to-day operational database. IOMS has been in use since mid 1998 for prisons and early 1999 for community probation services. At the start up of IOMS, historical data was imported from Corrections' legacy databases and also from the Law Enforcement System (LES). LES was originally known as the Wanganui Computer system. It was a Justice sector-wide system that was used nationally from 1976 until after 2000 and it was eventually decommissioned in 2005. When LES started in 1976 all new offender, offence and sentence details were entered into the system and a back-loading exercise took place to ensure current offenders at the time were entered along with all their previous history. The author understands that for some years after the initial start-up, as recidivists came to the attention of the sector, their new offences were loaded and also an effort made to enter the offenders' earlier offence and sentence history.

11.2 Data enrichment and simplification

The new Offender-Major-Management-Period tables that are used as the basis of this report are the result of considerable enrichment and simplification of the underlying data available in the IOMS database.

The goal has been to provide a single unambiguous timeline for each offender's career, which describes the sequence of major management states to which the offender has been directed. The new data-set enforces a one-day/one-status requirement for each offender. This is a huge simplification compared to the complexity of the data and overlapping directives in the lives of some of the offenders. However it provides the basis for a useful big picture analysis in which the numbers are self consistent and so that data issues can be identified and fixed.

To achieve the one-day/one-status requirement, a trumping process (see the [major management categories in rank order](#)) has been introduced that provides the "major management category" in situations where the data indicates several things are happening simultaneously. It must be recognised that this means that exact alignment with many other Corrections' reports is difficult. For example, under the trumping process a supervision sentence takes precedence over a contemporaneous community work sentence and a remand warrant takes precedence over a community sentence. In the timeline created the unmanaged periods between sentences and orders are also available for analysis, allowing the introduction of the concept of the "recently managed offenders' pool".



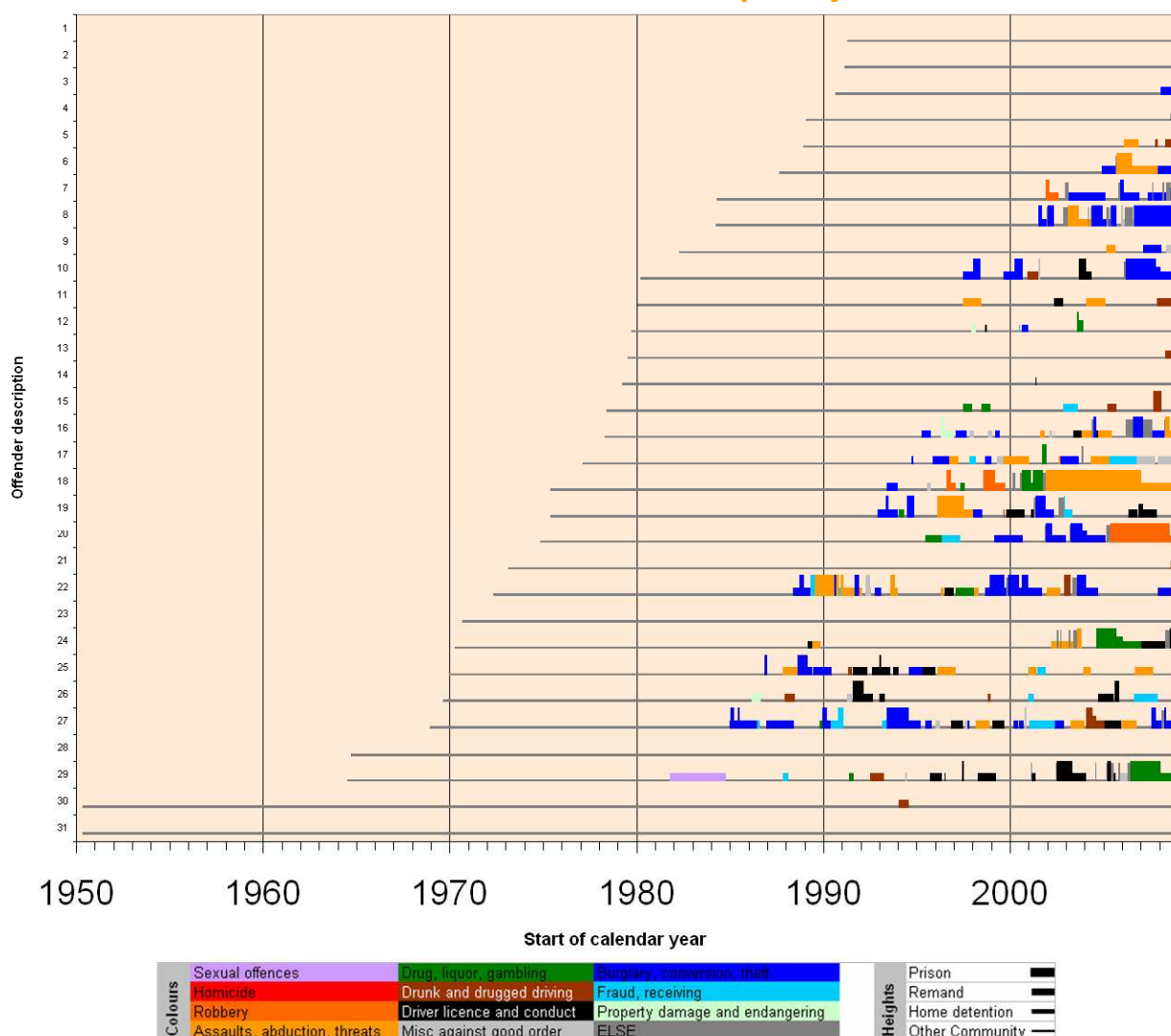
The diagram above represents all the different sentence and order directives recorded for a single offender. This representation demonstrates how these records can overlap in time and shows the hierarchy (on the vertical axis) applied to these records to produce a simplified non overlapping timeline. The “simplified” timeline can be read in conjunction with the key supplied, with colours indicating the nature of the offending and the height of the coloured blocks indicating the cost of the period of management. Thus the offender shown above was managed with a period of supervision for drug offending, followed by remand for burglary with a resulting community detention sentence, but then reverting to community work still to be completed for the drug offending, next the offender was classified with a status of “recently managed offender pool”, but was later remanded for receiving with a subsequent prison sentence. However while still in prison a long term sentence for assault was added, from which the offender was eventually released first to home detention, then parole.

12 Offender timeline examples

The previous section described the reduction of the source data into a single timeline of distinct non overlapping periods of management for each offender. A graphical representation of an example timeline was then given. Using this graphical representation it now becomes possible to describe the complex cross section of offenders that Corrections deal with on a daily basis in terms of the directions made for them.

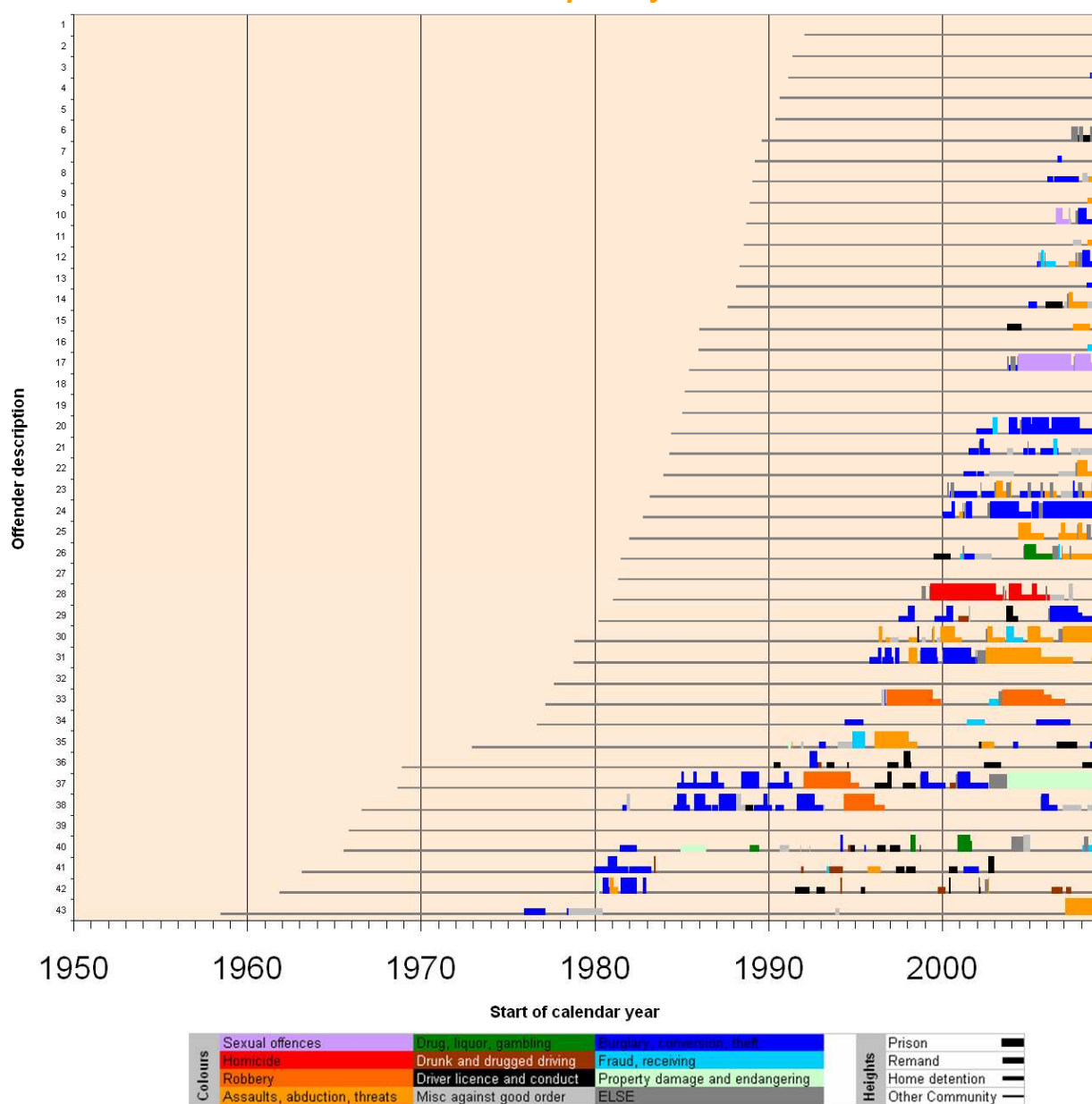
The timelines below describe individual offenders starting (or completing) episodes of Corrections management on a typical day (one line per offender). The timelines show an offender life from birth until recently from a Corrections' perspective, ordered from youngest to oldest.

12.1 Prison sentenced starts workload for an example day in 2009



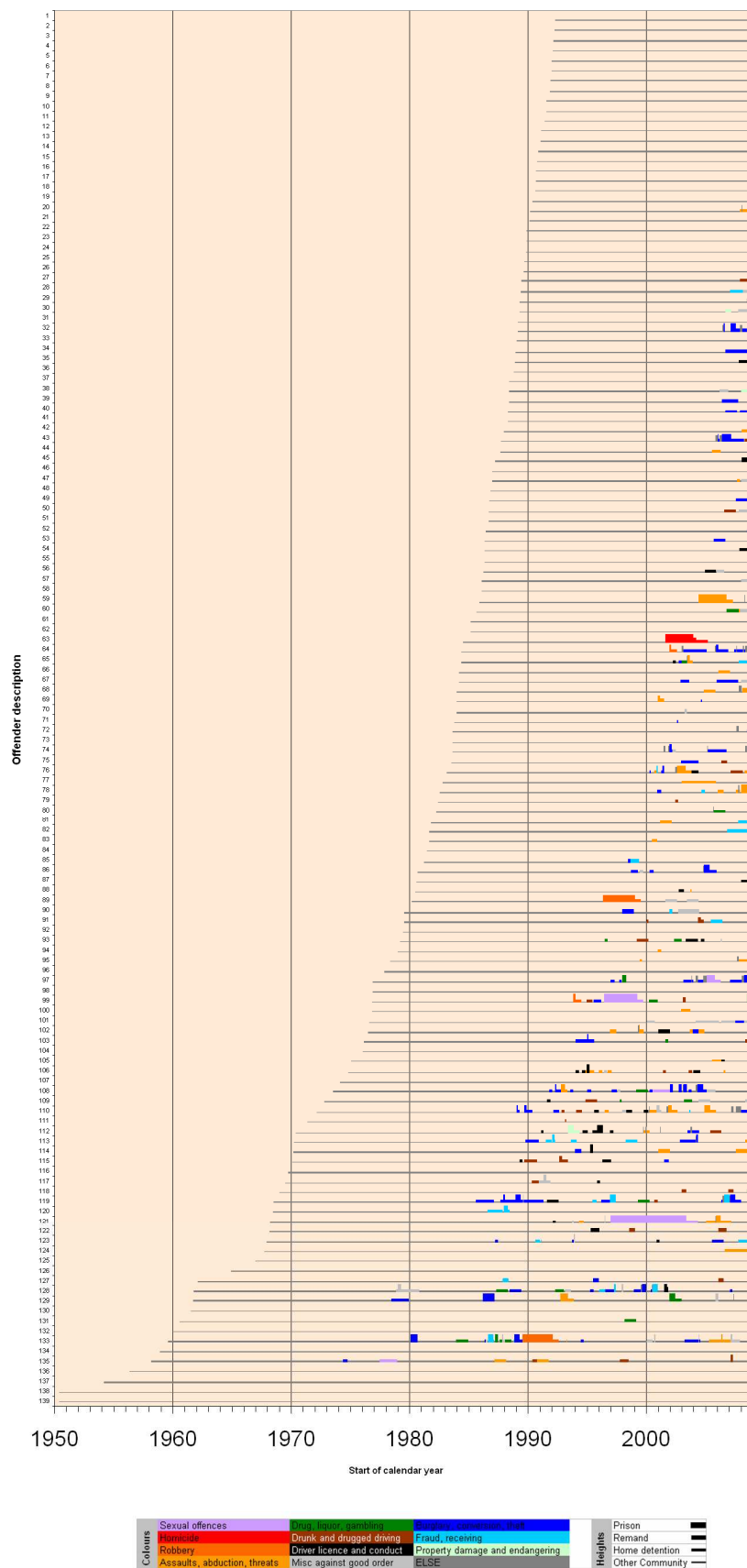
Each horizontal line on the chart represents a single offender from birth until recently and shows the offender's episodes under Corrections' management. The collection of "timelines" above is a cohort of offenders from a single typical days Correction's workload

12.2 Remand starts workload for an example day in 2009



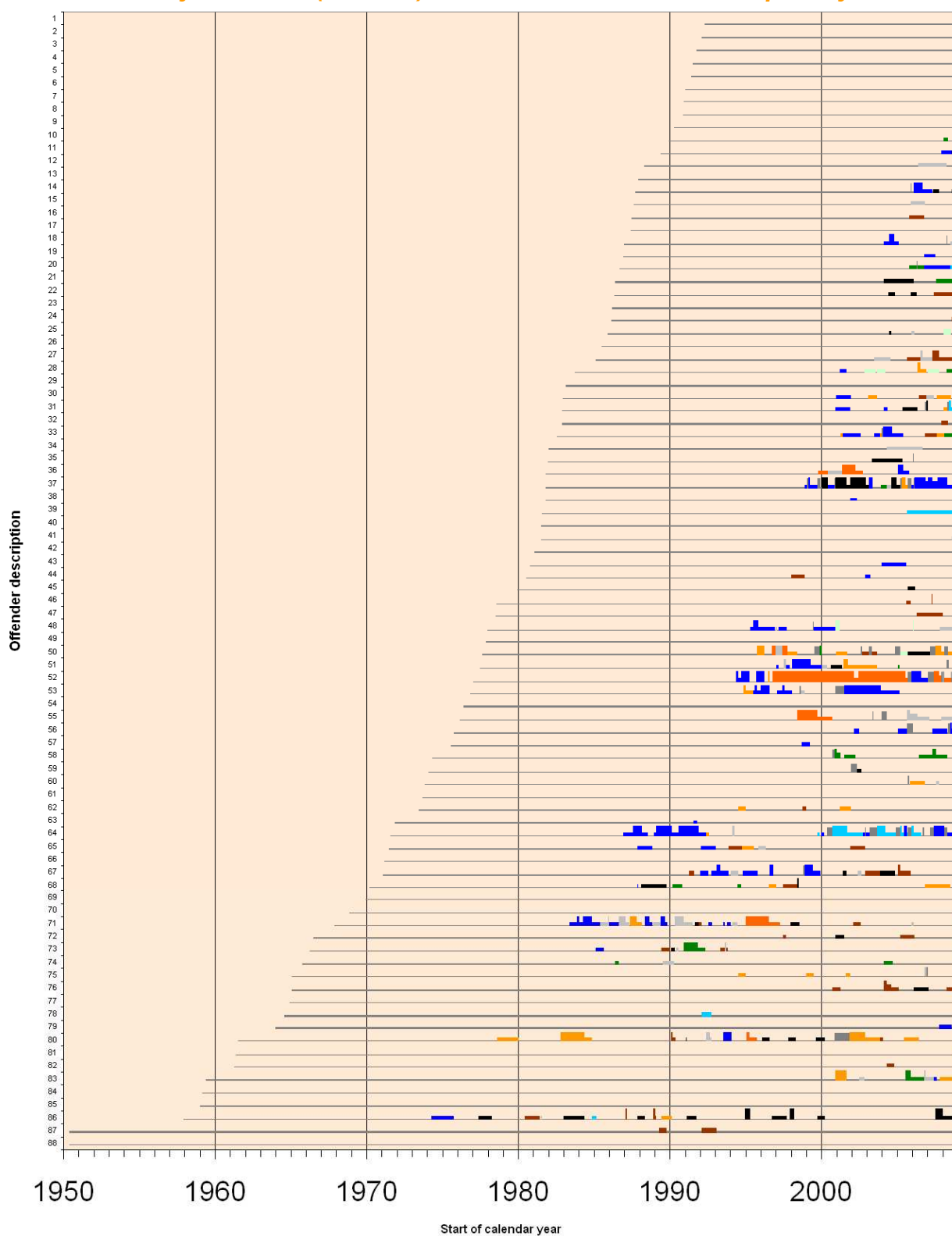
Each horizontal line on the chart represents a single offender from birth until recently and shows the offender's episodes under Corrections' management. The collection of "timelines" above is a cohort of offenders from a single typical days Corrections' workload

12.3 Community work starts workload for an example day in 2009



Each horizontal line on the chart represents a single offender from birth until recently and shows the offender's episodes under Corrections' management. The collection of "timelines" above is a cohort of offenders from a single typical days Corrections' workload

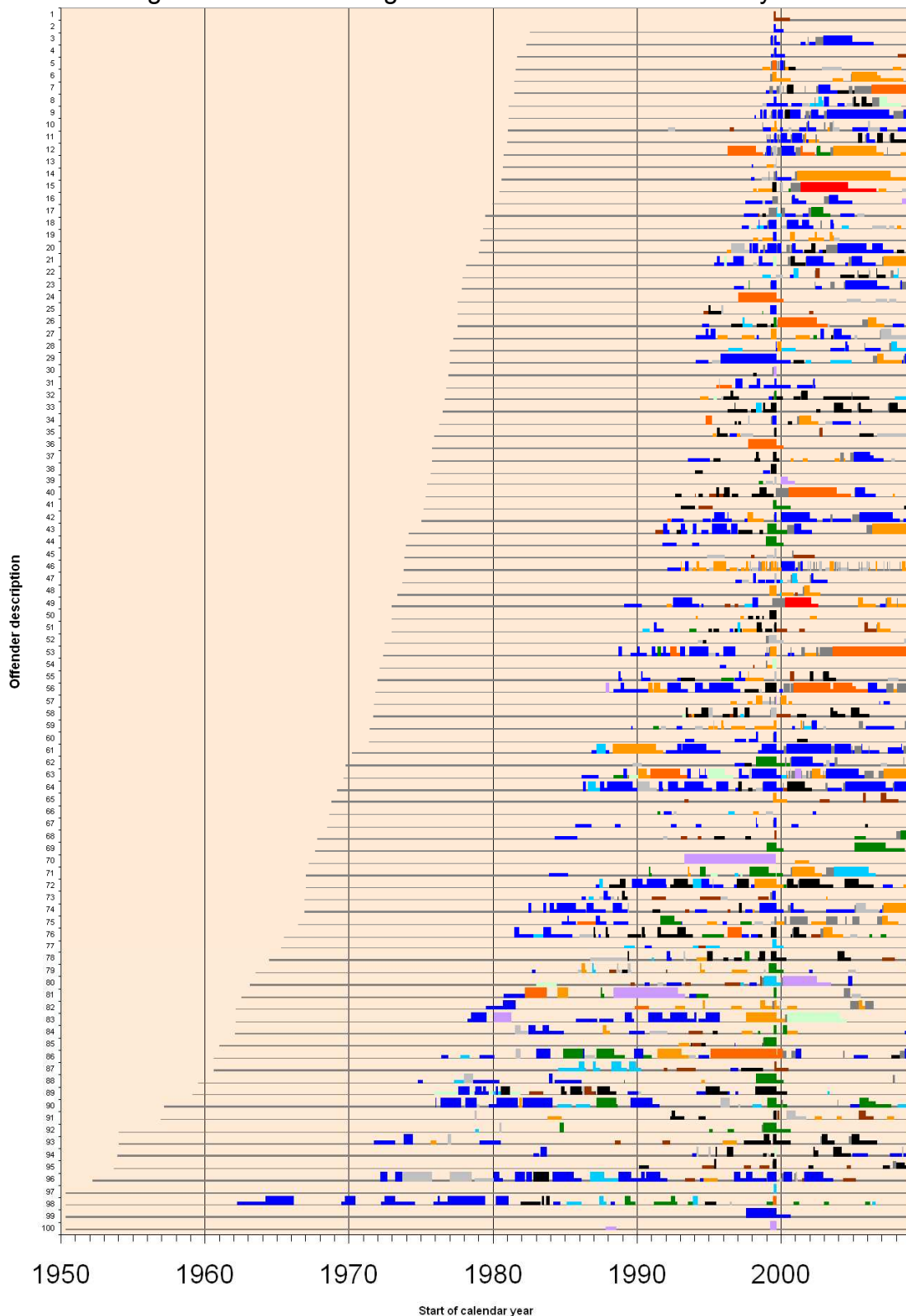
12.4 Community sentence (non CW) starts workload for an example day in 2009



Each horizontal line on the chart represents a single offender from birth until recently and shows the offender's episodes under Corrections' management. The collection of "timelines" above is a cohort of offenders from a single typical days Corrections' workload

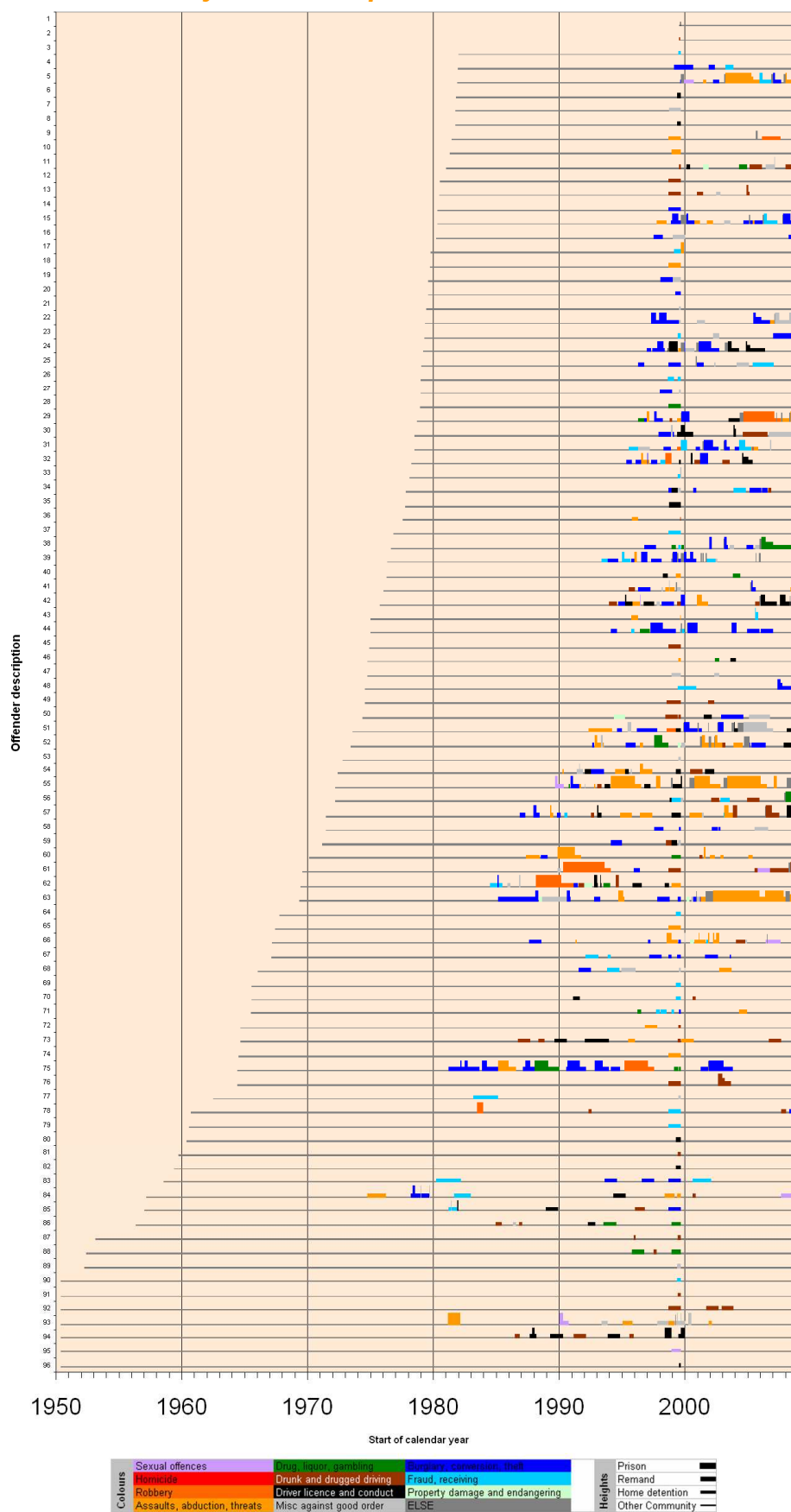
12.5 Prison sentence releases workload for an example week in 1999

Showing Corrections' management before 1999 and the 10 years since release.



Each horizontal line on the chart represents a single offender from birth until recently and shows the offender's episodes under Corrections' management. The collection of "timelines" above is a cohort of offenders from one typical week's workload in 1999

12.6 Community sentence episode ends workload for an example day in 1999



Each horizontal line on the chart represents a single offender from birth until recently and shows the offender's episodes under Corrections' management. The collection of "timelines" above is a cohort of offenders from a single typical days Corrections' workload.

13 Data quality

For reasons of completeness and internal data integrity, the data enrichment process has ensured that offenders and offender status are “conserved” over time. An offender’s status has generally only been updated where it has been possible to find a record of Court or Parole Board directives that justifies the change in status.

Each offender status on each day is auditable to the extent that it can be traced back to an electronic record giving a date and directive mandated by the Courts or the Parole Board. There is one major exception to this rule. Prior to 2002 the available electronic parole and prison release directives were found to be somewhat patchy, and tapering off to zero within Correction’s databases prior to 1990. Thus the prison release directive data prior to 2002 has been supplemented with “proxy parole orders” derived from the gap between actual release dates recorded and running until the custodial sentence expiry dates.

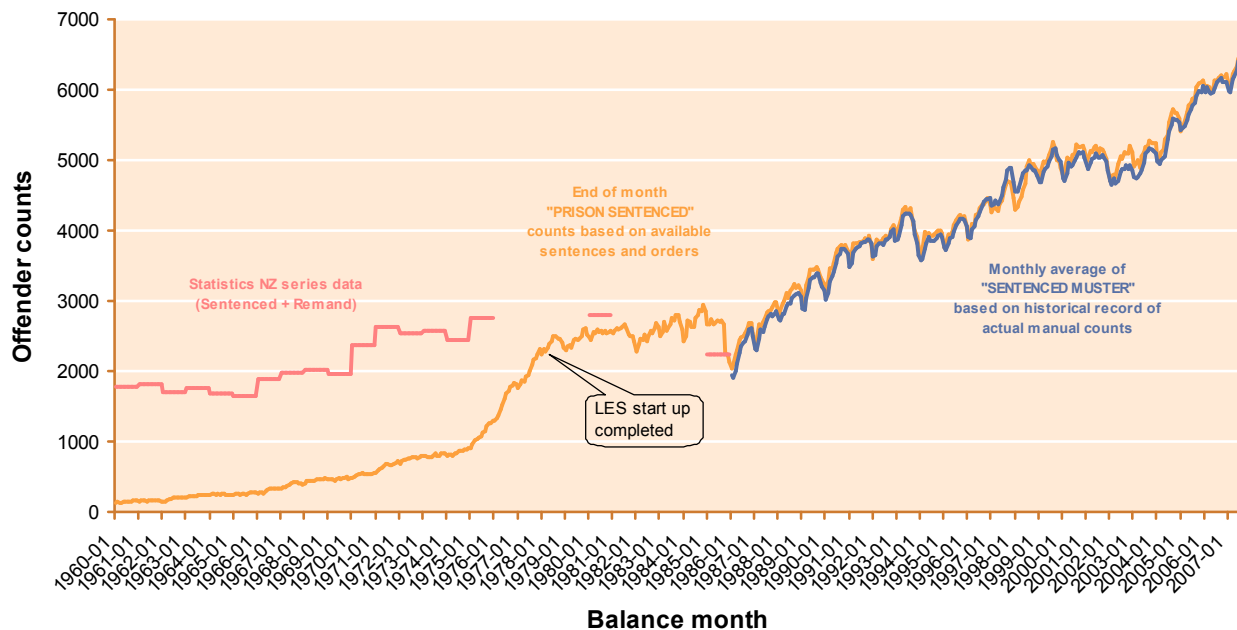
A number of quality checks have been done including the following:

- Comparison of the offender “prison sentenced” snapshot trend numbers against the historical record of average actual musters trend: Excellent match, see below for more detail.
- Comparison of “prison sentenced” snapshot offender lists with historical lists of muster prisoners on the same days: Several days tested and a match obtained to within 98%.
- Comparison of counts from the community sentenced source data with historical reporting: Accurate matching is not possible due to different counting rules but the scale and shape of Ministry of Justice data gives confidence that the differences are mostly due to avoiding double counting offenders in different categories in this report.
- Comparison against recent standard reports of community probation service activity. An excellent match resulted with differences able to be explained by different counting rules.

In summary, a number of data issues have surfaced during the preparation of this report as a result of the rigid requirement that offender status is conserved and carried forward from year to year unless a directive to change the status is located. Most issues identified have been managed or minimised in the meantime and the reader can be confident that the data-set used in this report is comprehensive and accurate within the limits of available data. While there remain some data inaccuracies in the IOMS data (as occur in any such collection), the method used here will draw attention to such inaccuracies in the future by virtue of the fact that the offender record will not conform to rules and norms, thus allowing improvements to be made.

Overall, thanks to the introduction of the Law Enforcement System in the 1970s, it has been possible to build a continuous and reasonably accurate history of all New Zealand offenders spanning nearly 30 years

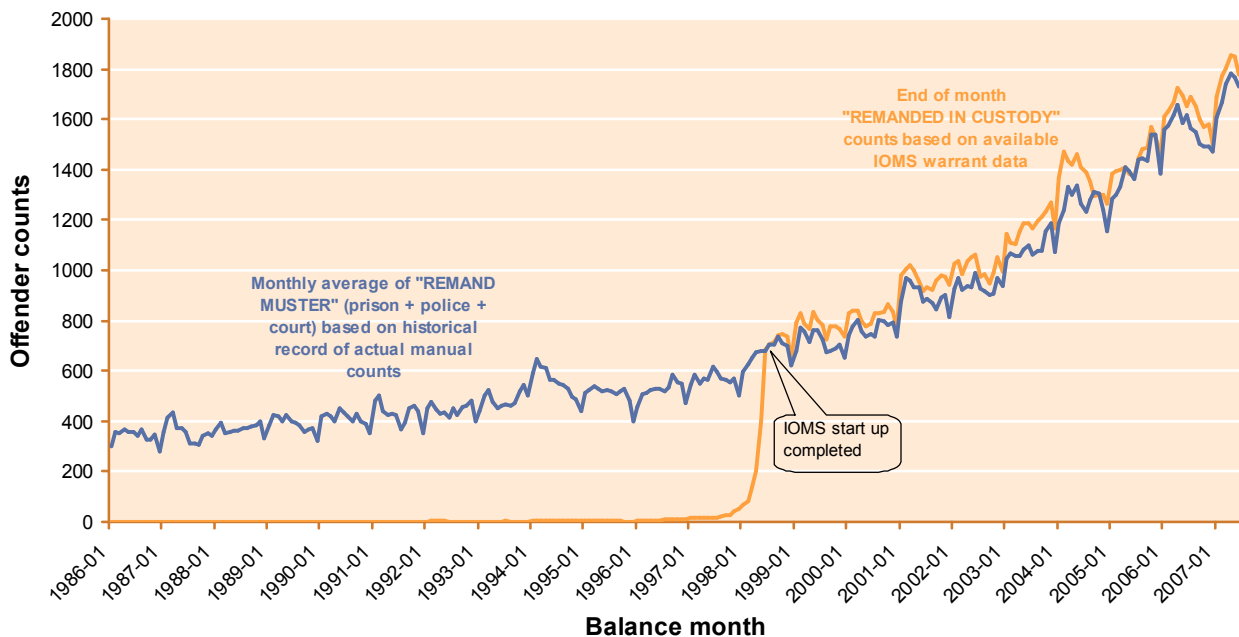
13.1 Prison sentenced data compared to prison muster data series



In addition to holding records relating to each offender's directed status, Corrections also holds complementary data relating to actual manual prison muster records. The data sets closely align but are not identical as the actual offender disposition can be affected by deaths, escapes, movements to psychiatric facilities, hospital visits, court stays, and temporary releases etc. Also, both data sets can have data latency issues and errors. However, comparing the data-sets as shown above provides confidence that each is meaningful.

From the graph above, it can be seen that after the start-up of LES (the Law Enforcement System) in 1976, the overall match between the "prison sentenced" and "sentenced muster" data appears healthy. The effect of back entering only criminal histories for those offenders managed post LES start-up is seen in the way prison sentenced numbers are only a proportion of muster numbers before 1976.

13.2 Remand directives data compared with remand muster data series



Remand episodes in this report are derived from Corrections' electronically recorded remand directives which have proved difficult to analyse since actual management is still done largely on paper-based systems rather than electronic ones. One of the issues has been that Corrections' data does not currently include explicit closure of "remanded in custody" periods when bail has subsequently been granted. Another possible issue is the lack of explicit data on closure of remand directive records when an individual goes to Court and does not return due to being given a non custodial sentence or being acquitted. Also, when individuals are remanded in police cells and police haven't requested the use of Corrections' facilities for the remandee, then the Corrections' muster reporting processes exclude these remandees entirely.

Quality checks of the directed "remanded in custody" counts versus the actual manual muster counts show a gap of up to 100 extra individuals apparently directed to custody on any day relative to actual "remand muster" records. The overall match, pattern and meaningfulness of the directed status information appears however to be good. The graph above indicates the closeness of match between the two data-sets.