OFFENDER VOLUMES REPORT

2011

DEPARTMENT OF CORRECTIONS
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Department of Corrections

Offender Volumes Report 2011

With trend statistics based on longitudinal offender management histories

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Department of Corrections

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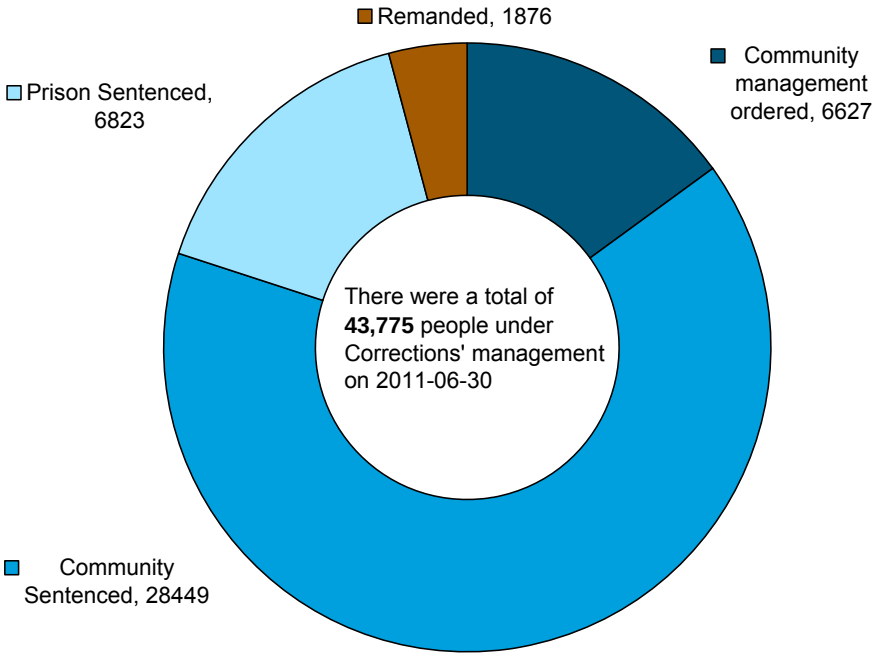
1 Introduction

The New Zealand Offender Volumes Report provides a unique offender centric perspective on offending in New Zealand.



This report presents information about volume patterns of New Zealand offenders managed by the Department of Corrections. The methodology takes care not to count distinct individuals multiple times despite many being managed under multiple concurrent categories.

Over the most recent reporting year, there were typically 44,000 distinct individuals under Corrections' management, on any one day. The degree of churn is such that around 130,000 transitions per year, between significantly different forms of management, were required to handle the directives and orders issued to the Department.

The report provides a perspective on the trends in the use of different Corrections' management categories, and the associated population demographics. Impacts of changing Justice Policies can be observed in these trends.

The report helps the Department to understand, plan and develop robust policies for managing offenders.

The Offender Volumes Report will be posted on the Department's website: http://www.corrections.govt.nz.

2 Guide to using this report

2.1 Snapshot and throughput perspectives

Information is presented both as a snapshot (moment in time) view, and annual throughput. The snapshot shows the offender sub-populations at 30 June in any given year, with comparable monthly figures providing longitudinal context.

The throughput shows offenders as they transition on to new sentences and orders managed by the Department of Corrections in the context of historical trends.

The information is disaggregated by age, gender, ethnicity, the types of offences, sentence length, and other variables of interest.

2.2 Data set and methodology

The data set behind the report uses the most significant, or prevailing, directive issued by the Courts or by the New Zealand Parole Board to the Department of Corrections, in relation to individual offenders. For example, if a 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 day[1]. Note that the data set does not include fines, conviction with discharge, or other sentences not requiring management by the Department.

Although the original source data is substantially the same as that for other published reports, it provides counts of transitions between different states of correctional management rather than simple counts of new sentence starts (see chapter 12 Data definitions and groupings for details).

It should be noted, when comparing this report and the 2009 report, some discontinuities emerge, largely because of improvements to the quality of the data in the latest report.

2.3 Glossary of terms

Where applicable, hyperlinks to the definitions and the glossary of terms (chapter 12 Data definitions and groupings) are provided below the figures.

[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, missing data etc.

2.4 Graphical reporting supported by hyperlinked data spreadsheets

The figures show the trends in the volumes of offenders managed over time. Hyperlinks to spreadsheets containing the underlying data are provided below the figures.

2.5 Inventory approach

An inventory approach simplifies the presentation: each offender is counted only in a single management category, on any one day. The data summary in Chapter 10 Offender Inventory is provided in a form analogous to financial accounting. Offender flows and balances in the various management categories are detailed.

2.6 Target audience

The report is aimed at people with an interest in trends in the volumes of offenders in New Zealand.

3 Prison sentenced snapshots

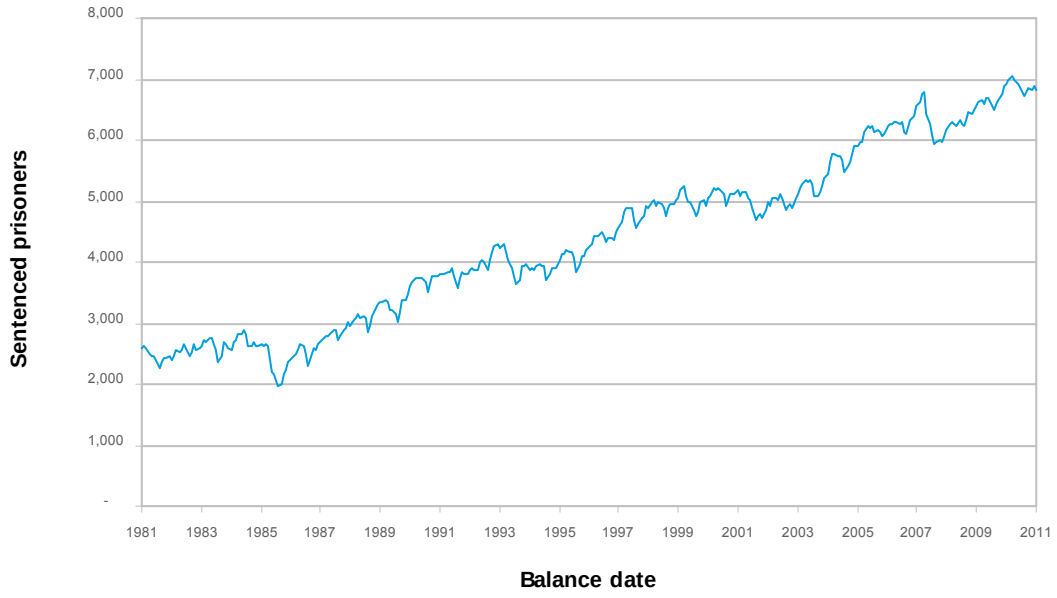
3.1 Overview

This section is based on the number of offenders with prison sentenced status at given snapshot dates.

The first part of this section provides trend information based on a series of monthly snapshot dates. This is followed by a more detailed snapshot (at 30 June 2011).

In this report, when a prisoner is sentenced, time spent on remand is deducted from the sentence time remaining to serve.

3.2 Overall trend



For more details see: Data Spreadsheet

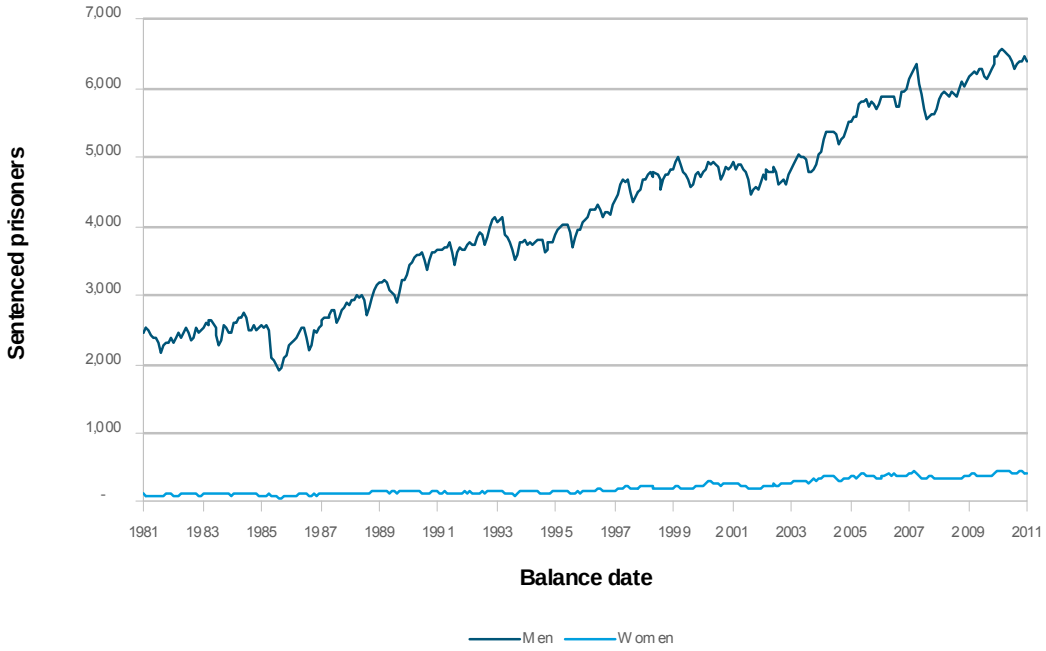
The sentenced prisoner population reflects two independent factors: new sentenced receptions to prison, and the length of time that prisoners remain in prison. Over the last decade, the number of people sentenced to imprisonment has increased, and the average period served has also increased. The latter is due primarily to prisoners subject to parole decisions being required to serve a greater proportion of the imposed sentence. Average imposed sentence length has also increased.

The drop in sentenced prisoner numbers in 2007 was associated with the introduction of the new community sentences (amendment to the Sentencing Act 2002 and the Parole Act 2002).

Sentenced prisoner numbers fall towards the end of each year as a result of the prisoner Christmas-release policy[2], and annual cycles of activity involving Police and the Courts.

Note that the trend above relates to sentenced prisoners only. To establish the total prison population, the remand snapshot figures must be added.

3.3 Gender

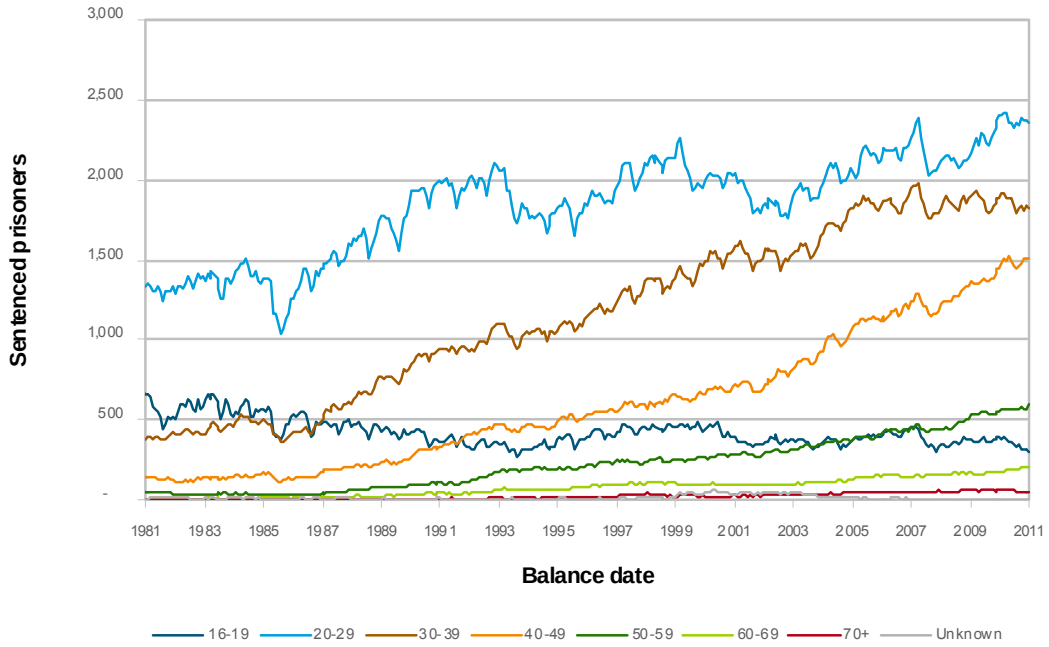


For more details see: Data Spreadsheet

Between June 1986 and June 2011, the numbers of prison-sentenced men increased from 2317 to 6385 and prison-sentenced women numbers increased by 355 percent from 94 to 428. The proportion of prison-sentenced women has increased from 3.9 percent to 6.3 percent of all sentenced prisoners between June 1986 and June 2011.

[2] Prisoners whose release date falls between mid-December and early January the following year are eligible to be released early in December.

3.4 Age

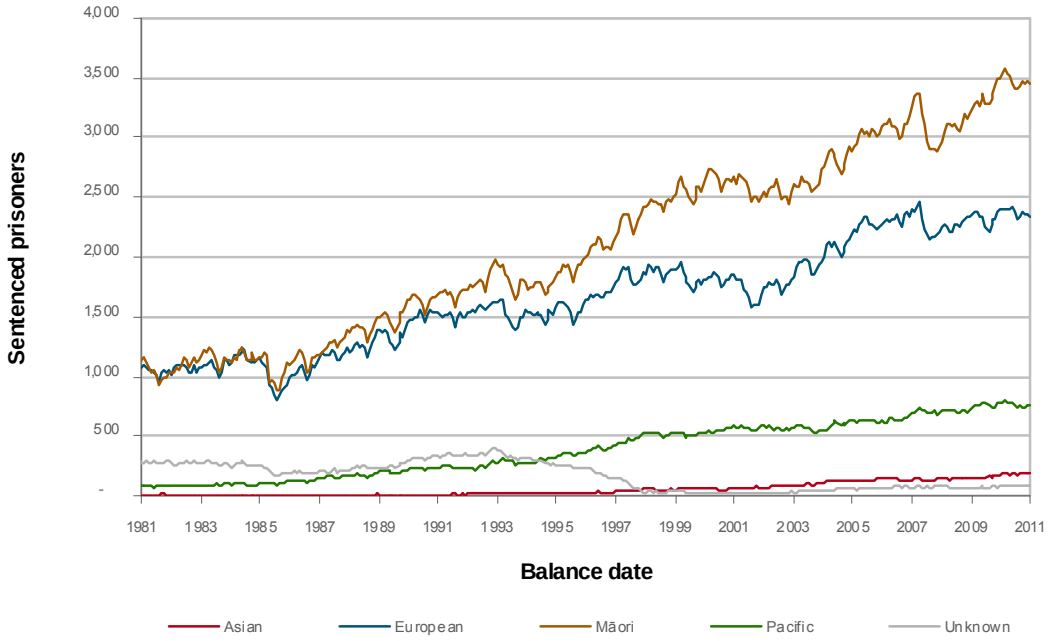


For more details see: Data Spreadsheet

The composition of the sentenced prisoner population has changed significantly over the last 30 years. There has been a steady, long-term reduction in the numbers of sentenced prisoners in the 16-19 year old age group. However, the numbers of sentenced prisoners in other age groups increased (this is particularly evident in the 40-49 year old age group).

In 1980, prisoners aged 30 years and over made up 20 percent of the sentenced population; they now comprise over 61 percent of the total. The increase in the average age of prisoners is likely to be due to the longer times being served in prison, and a change in the types of offences committed. Also, recidivist offenders appear to be coming to prison more often, and staying longer.

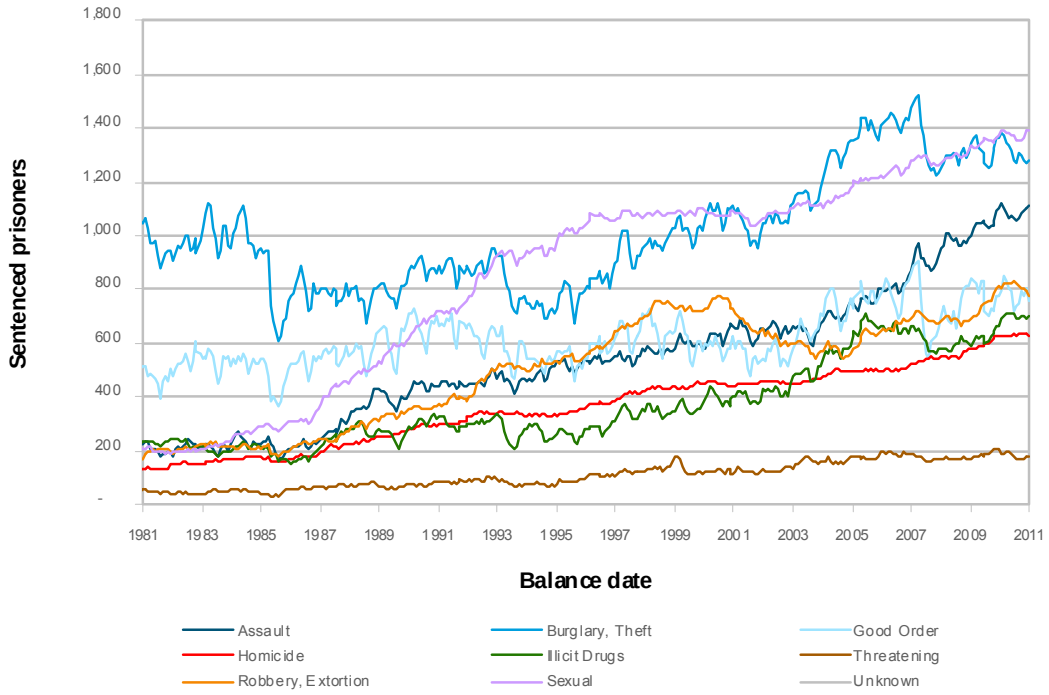
3.5 Ethnicity



For more details see: Data Spreadsheet, Ethnicity

Māori are significantly over-represented in the prison-sentenced population. There has been a large increase in the number of prison-sentenced Māori and Pacific compared to other ethnicities. In 1981, 41 percent of all sentenced prisoners were Māori and three percent were Pacific; this has increased to 50 percent and 11 percent respectively in 2011.

3.6 Offence group

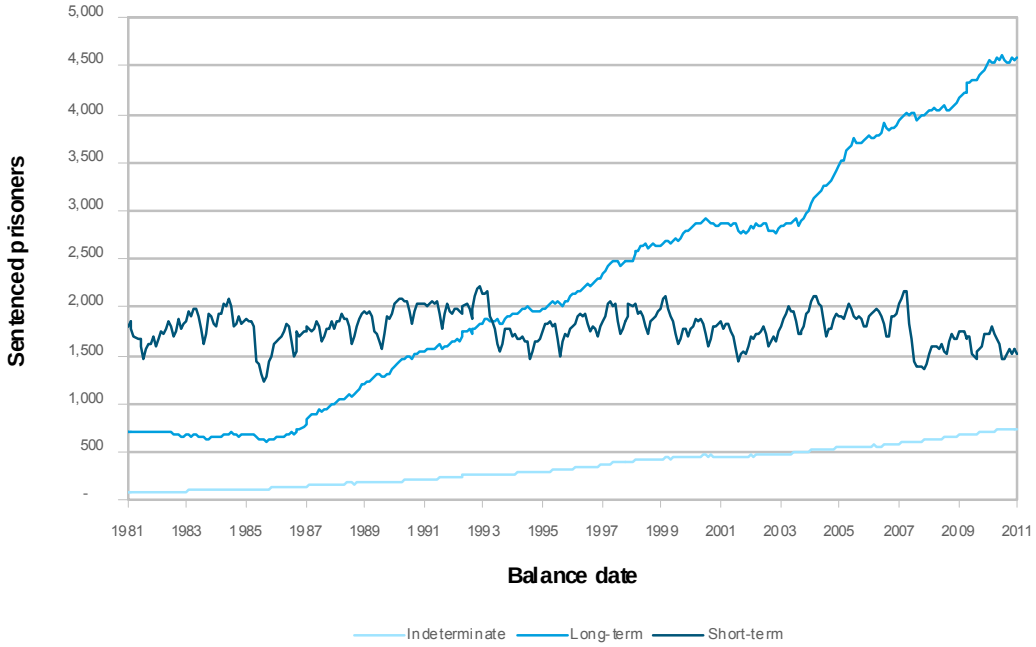


For more details see: Data Spreadsheet, Offence grouping

There has been a marked change in the numbers of prisoners when grouped by offence category, in the last 30 years. The assault and intended harm grouping has risen sharply (from 201 sentenced prisoners to 1111). The number of prisoners convicted of sexual offences has also increased, from 184 to 1395.

The relative proportions in each offence group is partly a reflection of longer sentences being served for more serious offences compared to less serious offences.

3.7 Prison sentence term



For more details see: Data Spreadsheet, Major management category

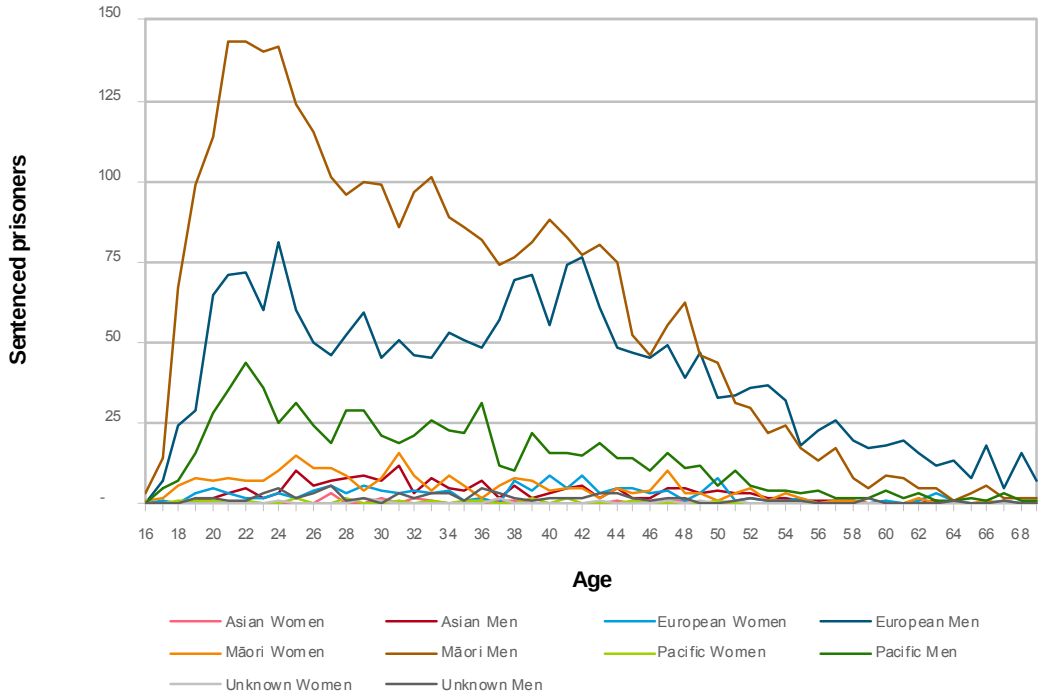
Sentenced prisoners serving long-term sentences (greater than 2 years) account for the majority of the increase in the sentenced prison population over the last two decades. The growth reflects the increase in numbers starting long-term sentences. The growth also reflects the increase in the average proportion served of the imposed sentence (currently, the average proportion of sentence served is around 70%)[3].

The total number of sentenced prisoners who are in prison on any one day, with a short term of imprisonment (less than, or equal to 2 years), has remained relatively stable over the last three decades. However, the introduction of new community sentences in October 2007 had a moderate impact in reducing short-term prisoner numbers.

The number of prisoners with indeterminate sentences has increased slowly, but steadily. Although typically fewer than 50 prisoners start indeterminate sentences each year, they remain in prison for long periods, and are becoming an increasingly significant subset of the prisoner population.

[3] If sentenced to imprisonment, any time on remand in custody is counted as time served on the sentence.

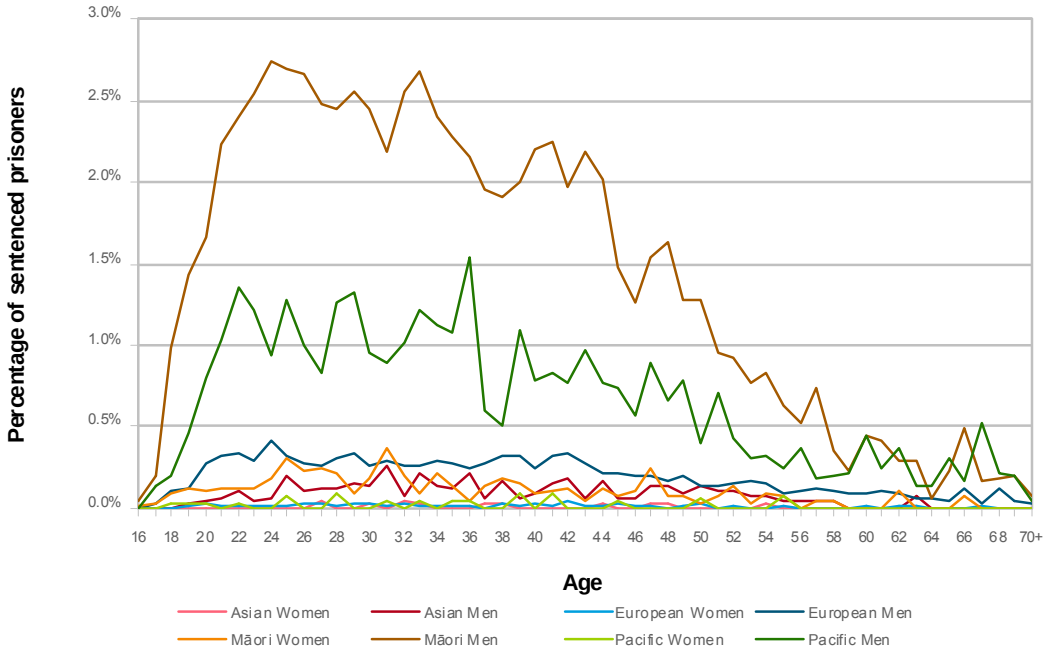
3.8 Gender, ethnicity and age on 30 June 2011



For more details see: Data Spreadsheet, Multiple ethnicity

The over-representation of Māori is evident amongst both men and women. For example, there were almost twice as many Māori 23-year-old men in prison than there were New Zealand European men of the same age. There are similar numbers of New Zealand European men and Māori men at older age groups. Both features contrast with the New Zealand ethnic and age demographic make up.

3.9 Sentenced imprisonment rates[4] on 30 June 2011 by gender, ethnicity and age

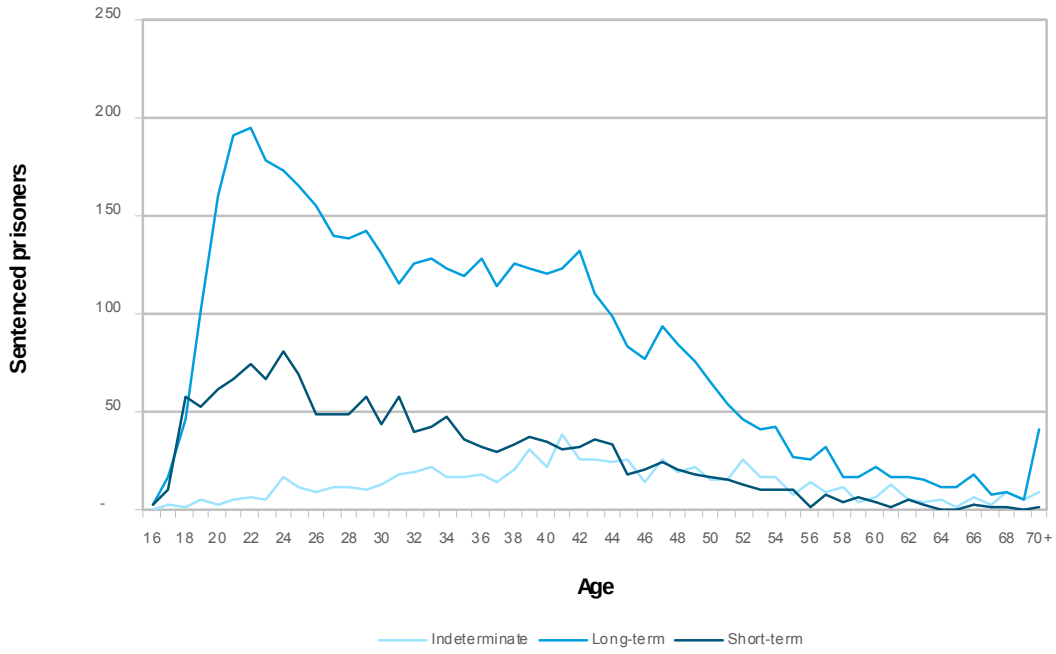


For more details see: Data Spreadsheet, Multiple ethnicity

Approximately three percent of all Māori 24-year-old men in New Zealand were sentenced prisoners on 30 June 2011. This compares with under 0.5 percent of 24 year old New Zealand European men.

[4] The imprisonment rates for each group shown are based on the ratio of prison sentenced offenders at 30/06/2011 relative to the total population as at 30/06/2011 (as given by Statistics New Zealand Projected Ethnic Population of New Zealand, by Age and Sex, 2006 (base) for 2011 using series 6 projection). This method is imperfect due to differences in circumstances of how, when, and where the ethnicity question was asked (in prison versus in the National census). However, the numbers still provide a useful comparison.

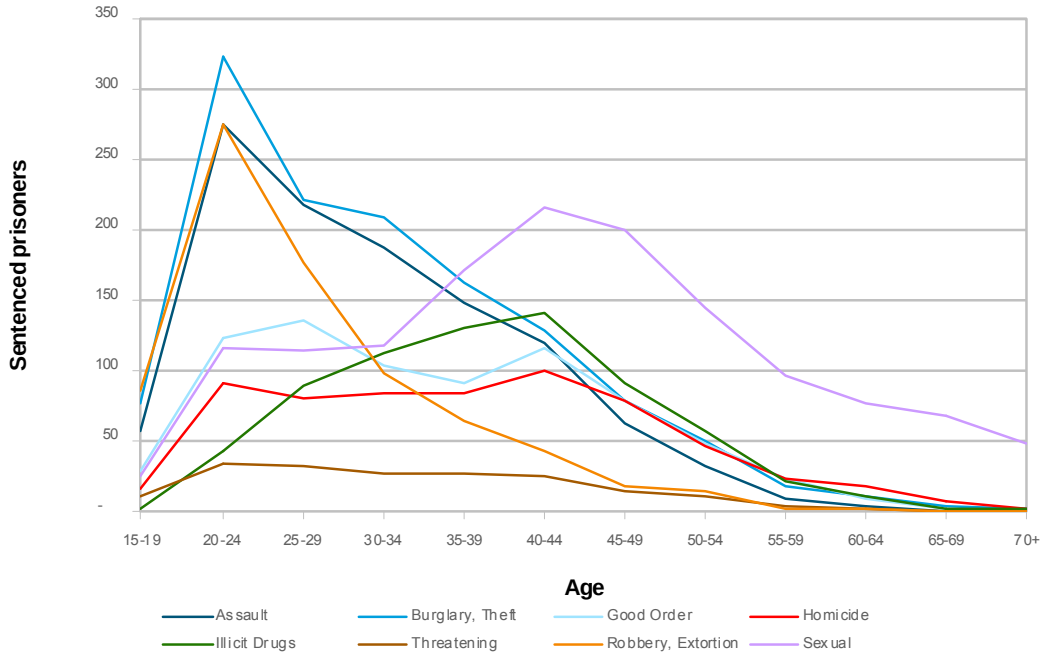
3.10 Prison sentence term and age on 30 June 2011



For more details see: Data Spreadsheet, Major management category

Sentenced prisoners on long-term sentences (greater than 2 years) accounted for the majority of the sentenced prison population at almost all age groups (apart from those between ages 17 to 19).

3.11 Offence group and age on 30 June 2011



For more details see: Data Spreadsheet, Offence grouping

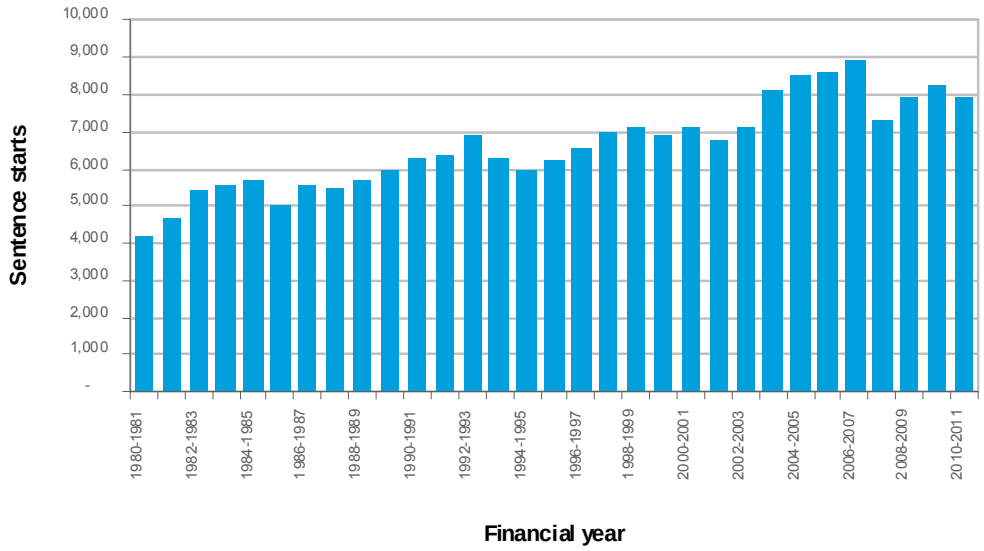
The age profile by offence group reflects the varying levels of involvement of prisoners of different ages in the different groups of offences. For example, younger prisoners were more likely to be serving a sentence for assault, robbery, burglary and theft offences, whereas older prisoners were more likely to be serving sentences for illicit drug, homicide and sexual offences. Note that prisoners who have committed the latter offences usually serve longer sentences.

4 Prison sentenced throughput

4.1 Overview

This section counts the prisoners starting or ending a prison sentence in each 12-month period over the last 30 years. While the prison episode starts and ends counted in this report are similar to the usual counts of receptions and releases, there are some differences. This[5] report is based on electronic records of directives from the courts and the New Zealand Parole Board, not records of actual reception or release. Actual reception or release takes account of complexities, such as time under hospital management, or early Christmas release policies.

4.2 Sentence episode starts — overall trend



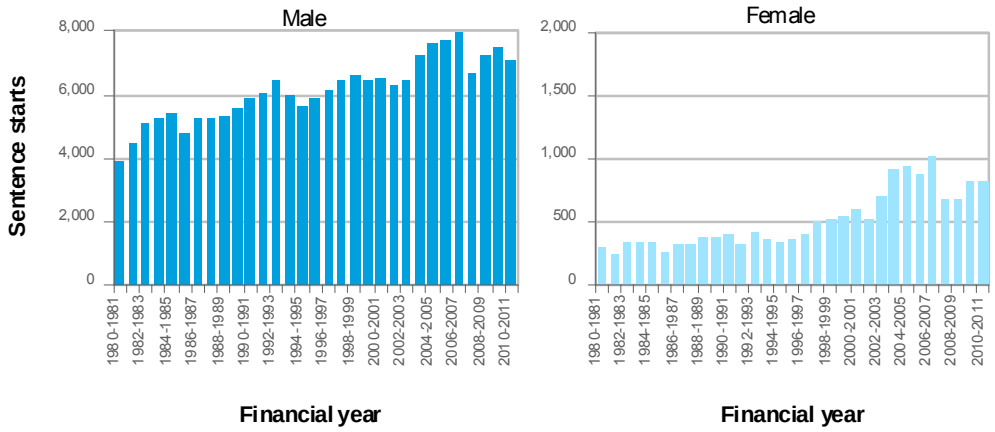
For more details see: Data Spreadsheet, Major management category

The number of prisoners starting a prison sentence episode each year has increased over time. A large proportion of prisoners starting a prison sentence episode served short sentences of less than or equal to two years (see Figure 4.7).

There was a decrease in the number of new prison sentence episodes started in 2007-2008. This drop corresponds with the introduction of new community sentences in October 2007, which targeted lower-risk, lower-seriousness, offenders. The number of prisoners starting a prison sentence episode increased in the following two years, but has dropped again slightly in 2010-2011.

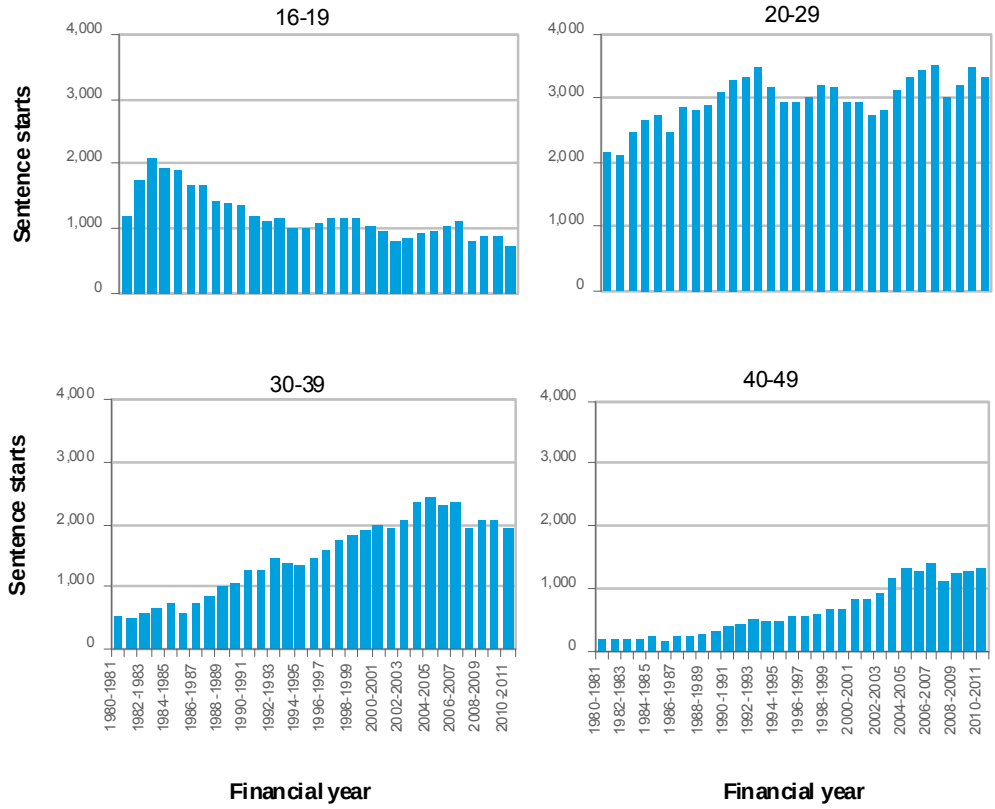
[5] The Offender Volumes Report 2009 included prison sentenced episodes of zero duration. This years report does not include zero duration prison sentences which mostly arose from remand time served exceeding sentenced time to serve with immediate release at time of sentencing.

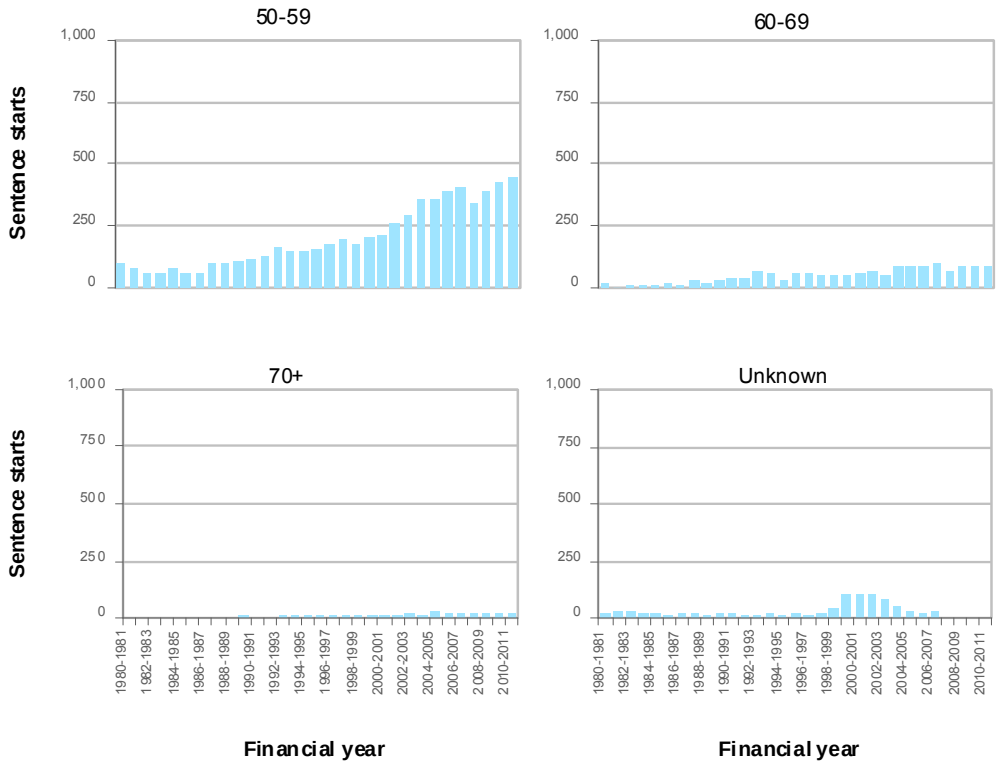
4.3 Sentence episode starts — gender



For more details see: Data Spreadsheet, Gender

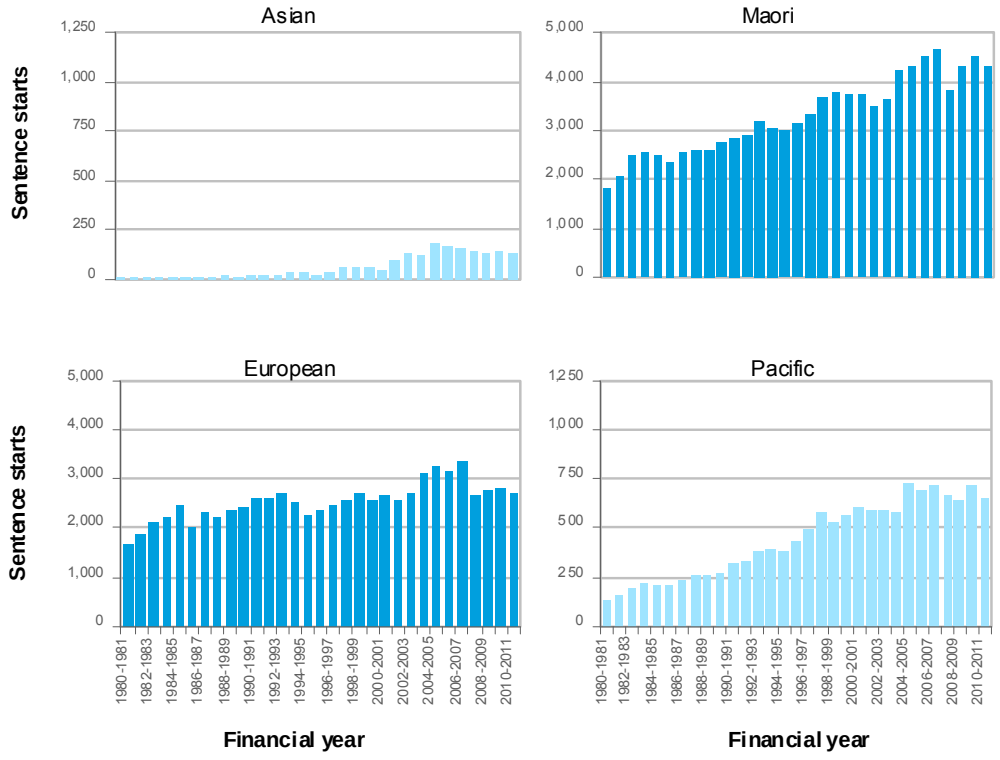
4.4 Sentence episode starts — age





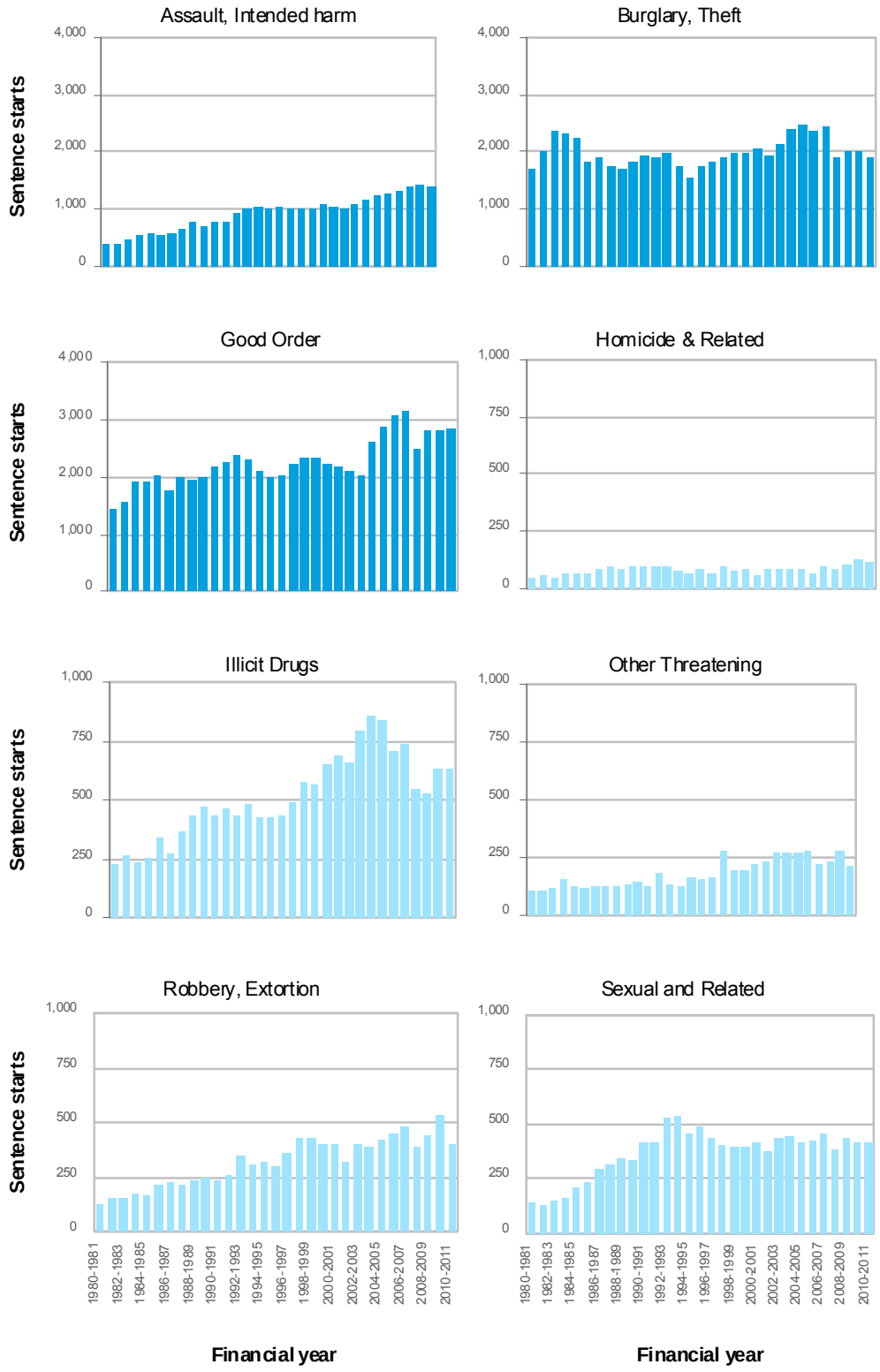
For more details see: Data Spreadsheet, Age

4.5 Sentence episode starts — ethnicity



For more details see: Data Spreadsheet, Ethnicity

4.6 Sentence episode starts — offence group

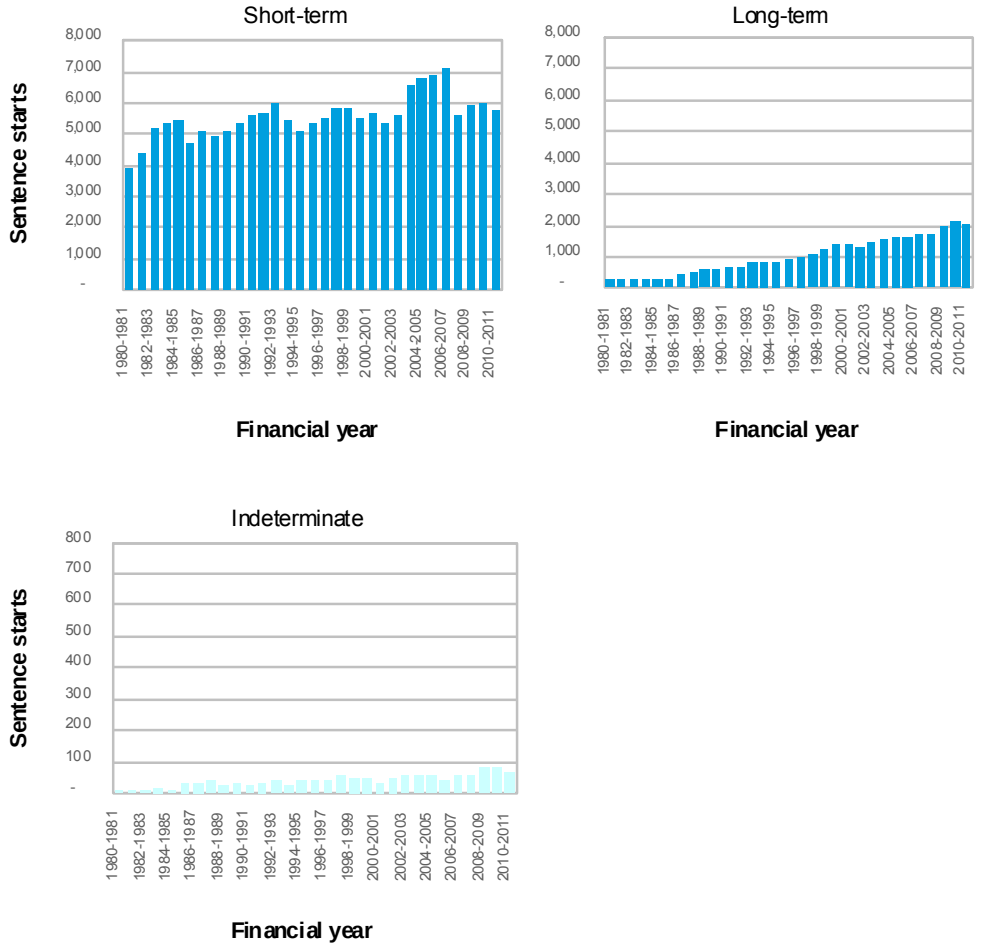


For more details see: Data Spreadsheet, Offence grouping

Good order, burglary, theft, fraud, and assault and harm, have made up a large proportion of new prison sentence episodes started over the last thirty years.

Although the number of new prison sentence episodes started for homicide, and sexual and related offences are relatively low, these prisoners stay in prison for long periods, and thus form a large proportion of the muster at any given point in time.

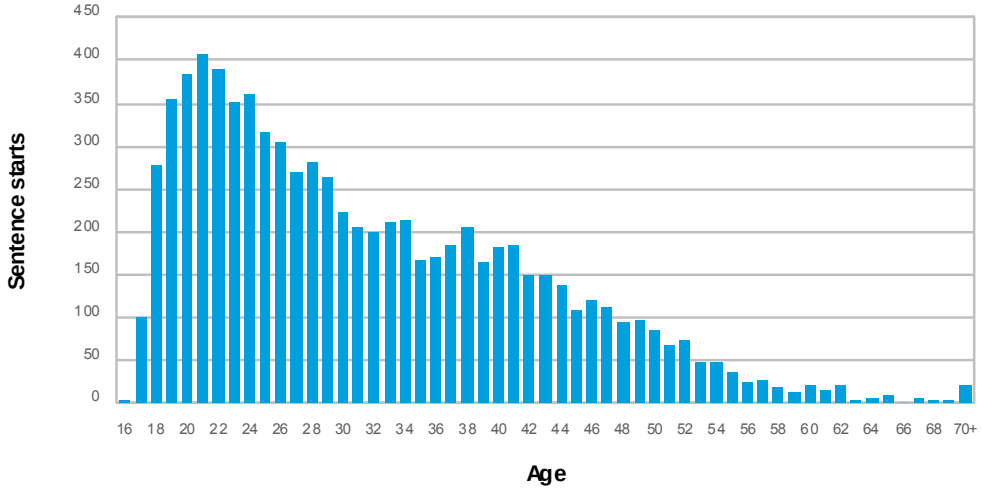
4.7 Sentence episode starts — prison sentence term



For more details see: Data Spreadsheet

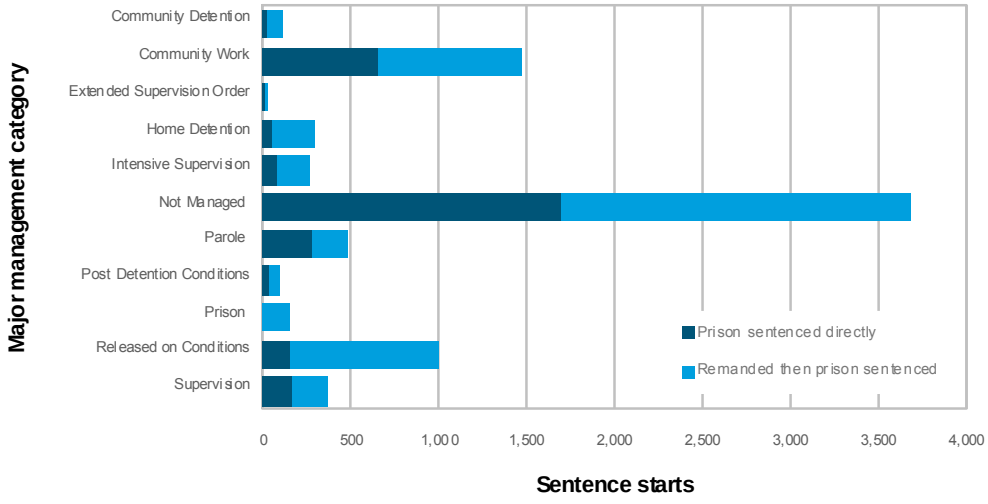
While short-term prison sentences (2 years and below) currently make up almost three-quarters of the number of new prison sentence episodes started, they comprise less than a quarter of the total number of sentenced prisoners (as shown in Figure 3.7).

4.8 Sentence episode starts — age at reception in 2010/11



For more details see: Data Spreadsheet

4.9 Sentence episode starts — prior major management category in 2010/11



For more details see: Data Spreadsheet, Major management category

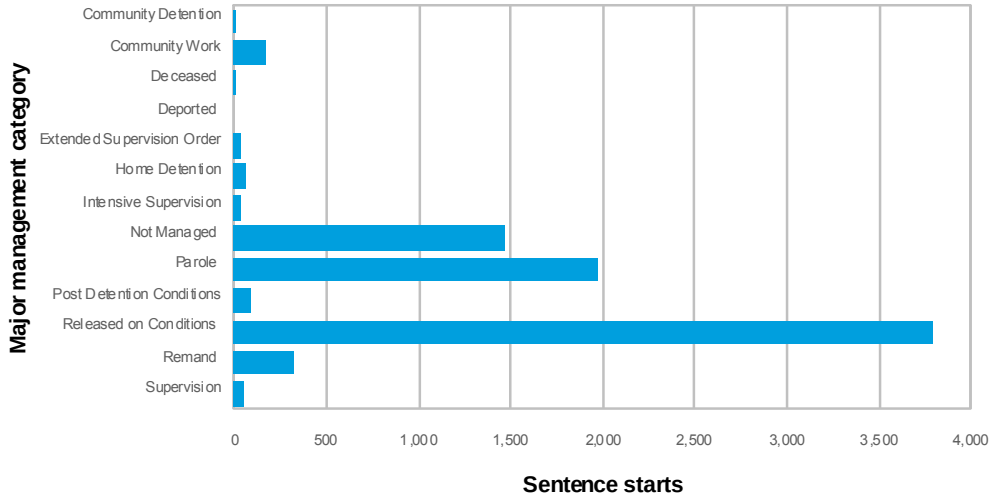
The figure above represents the distribution of the prior major management category at the start of the current prison sentence episode. However, if the prior major management category was remand, the major management category prior to remand is shown.

Sixty percent of newly sentenced prisoners were remanded in custody immediately prior to the commencement of their sentence (light blue).

Around 55 percent of offenders starting a prison sentence were already being managed by the Department of Corrections at the time of their imprisonment.

Some offenders included above are recalled directly to prison from a community order, for example, offenders who breach the conditions of their parole.

4.10 Sentence episode ends — major management category in 2010/11

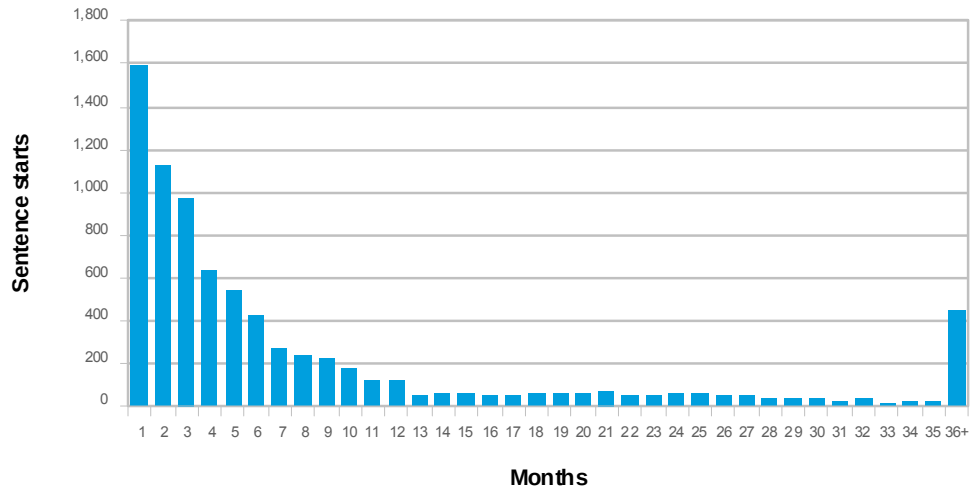


For more details see: Data Spreadsheet, Major management category

The figure above shows that 18 percent of those completing a prison sentence episode did not continue with some form of management by the Department of Corrections immediately afterwards ('not managed').

The majority of prisoners transitioned to parole or release conditions after completing their prison sentence. A small number of prisoners transitioned directly to remand after completion of their prison sentence.

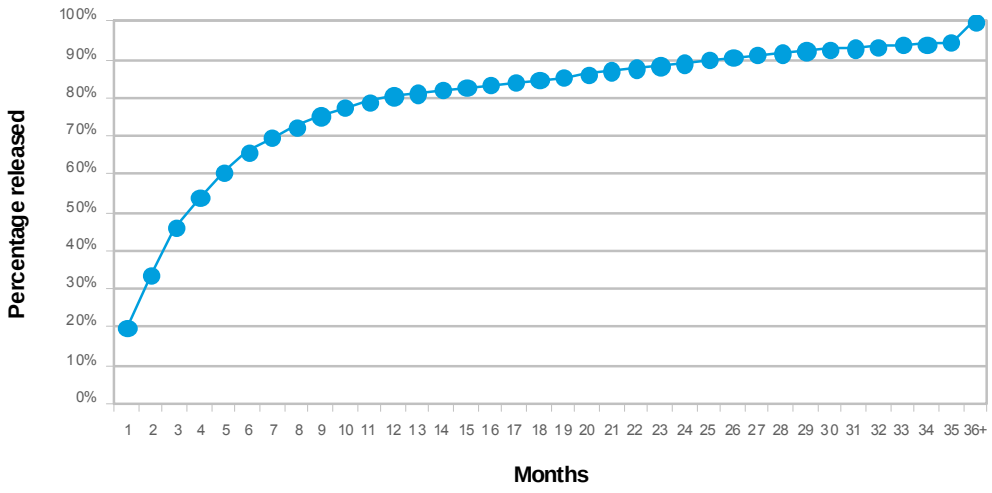
4.11 Sentence episode ends — actual months served in 2010/11



For more details see: Data Spreadsheet

The majority of people who completed a prison sentence episode spent relatively short periods of time (less than six months) in prison as sentenced prisoners. Eighteen percent of prisoners released each year have spent more than one year in prison, while just over five percent of prisoners released each year have spent more than three years in prison.

4.12 Sentence episode ends — cumulative percentage of releases (by month)



For more details see: Data Spreadsheet

Around 20 percent of sentenced prisoners are released within one month. By three months around 50 percent of sentenced prisoners are released. By 12 months the proportion reaches 80 percent, but then levels off markedly. The figure above excludes time spent on remand.

5 Prison remand snapshots

5.1 Overview

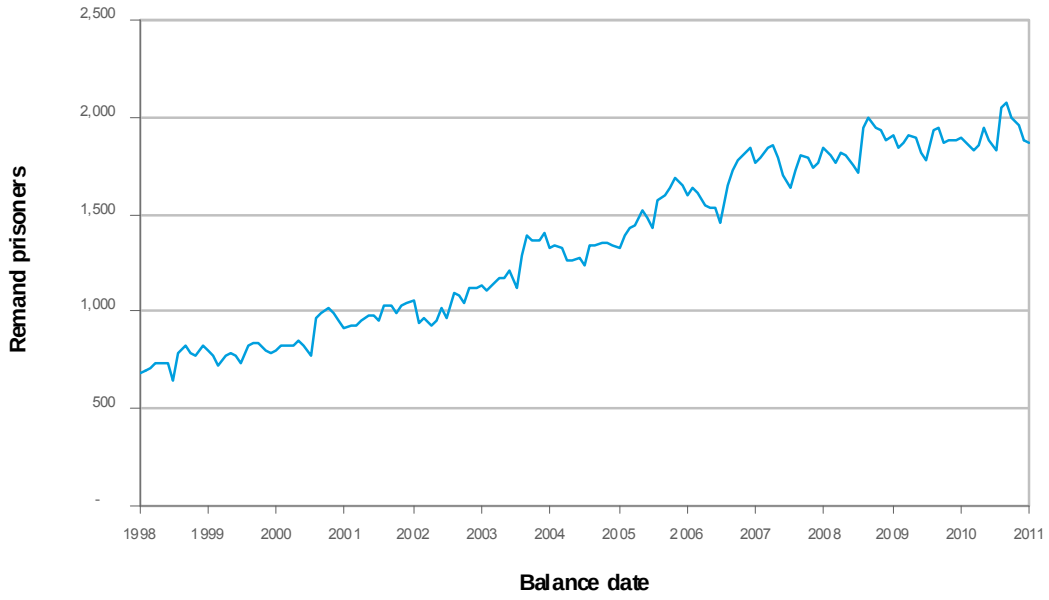
Remand prisoners are held in prison while awaiting a hearing or trial, or prior to sentencing. The remand population is around 20 percent of the prison population.

Episodes of time on remand can be punctuated with multiple moves between Police, Courts, and the Department of Corrections (and, occasionally, psychiatric facilities). When an offender is sentenced to imprisonment, time spent on remand is deducted from the sentence time remaining to serve.

The information reported is based on the applicable status of the prisoner on any given day. A remand status applies irrespective of whether the remand time contributes to discharging the subsequently imposed sentence.

Information on remand prisoners is presented only from 1998 onwards.

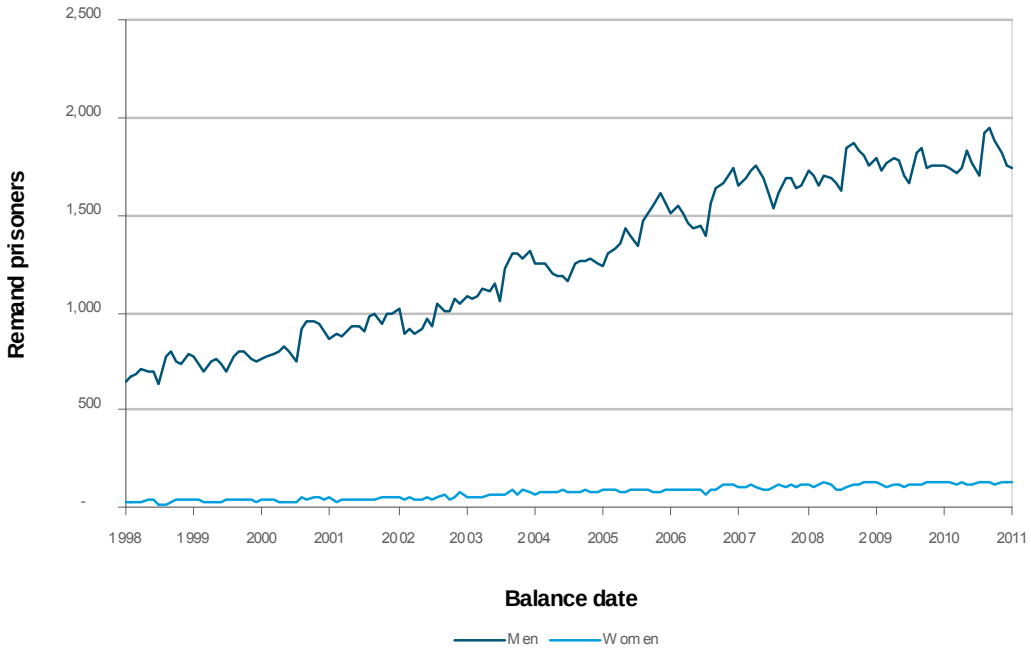
5.2 Overall trend



For more details see: Data Spreadsheet

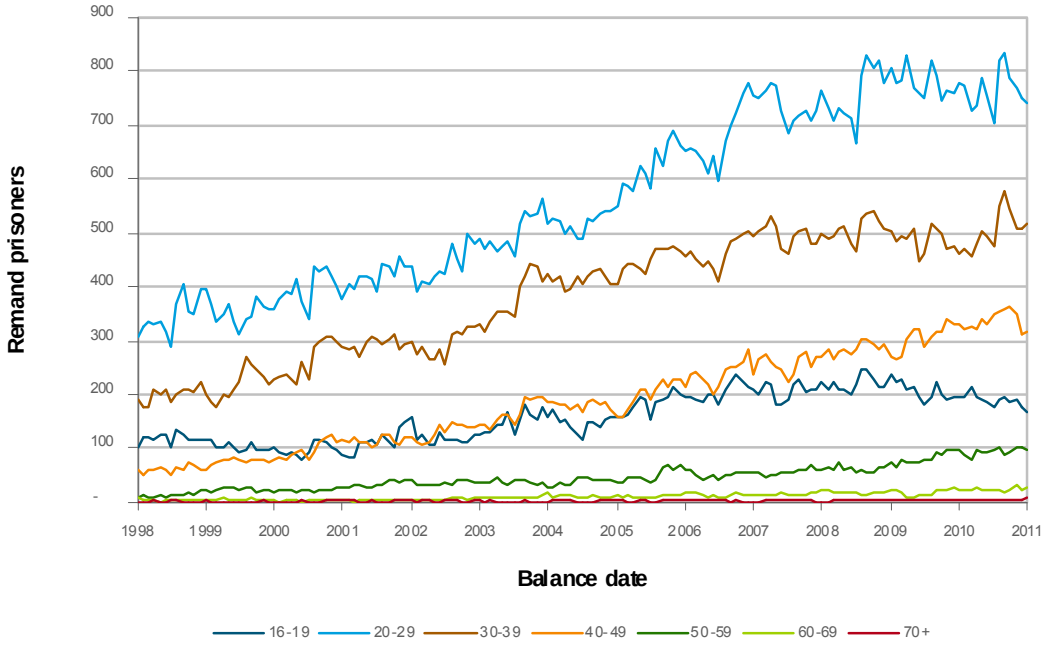
The number of prisoners held in custody on remand has increased over time. This is influenced by many factors, including the proportion of offenders remanded in custody and the average time spent on remand.

5.3 Gender



For more details see: Data Spreadsheet, Gender

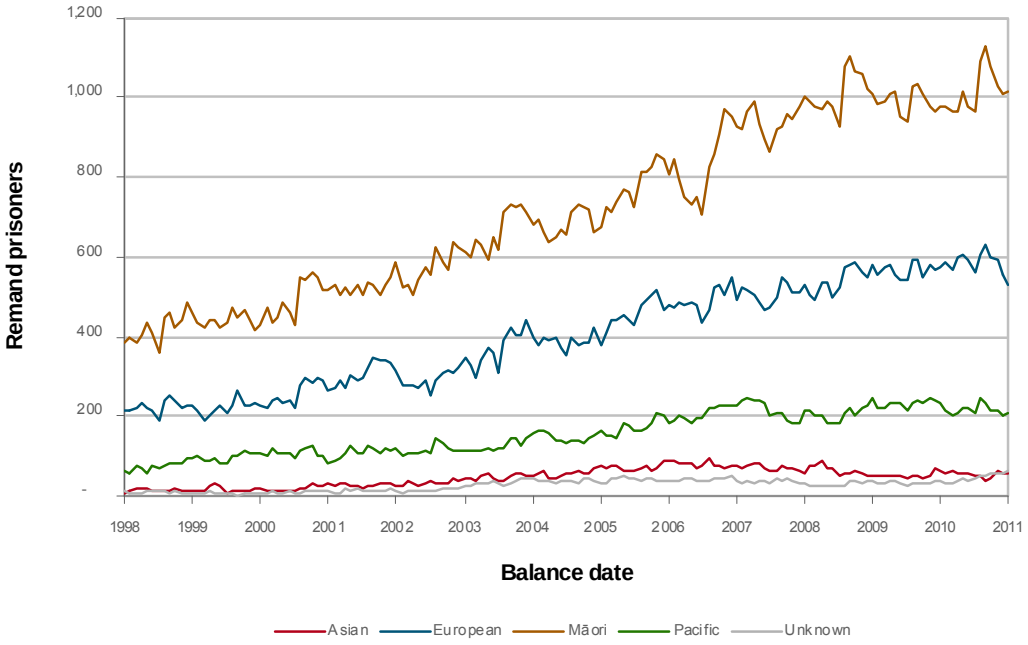
5.4 Age



For more details see: Data Spreadsheet, Age

The number of prisoners on remand has increased over time for all age groups. The largest increases have been observed in the 20-29, 30-39, and 40-49 age groups. The number of 16-19 year old prisoners on remand has decreased over the last few years.

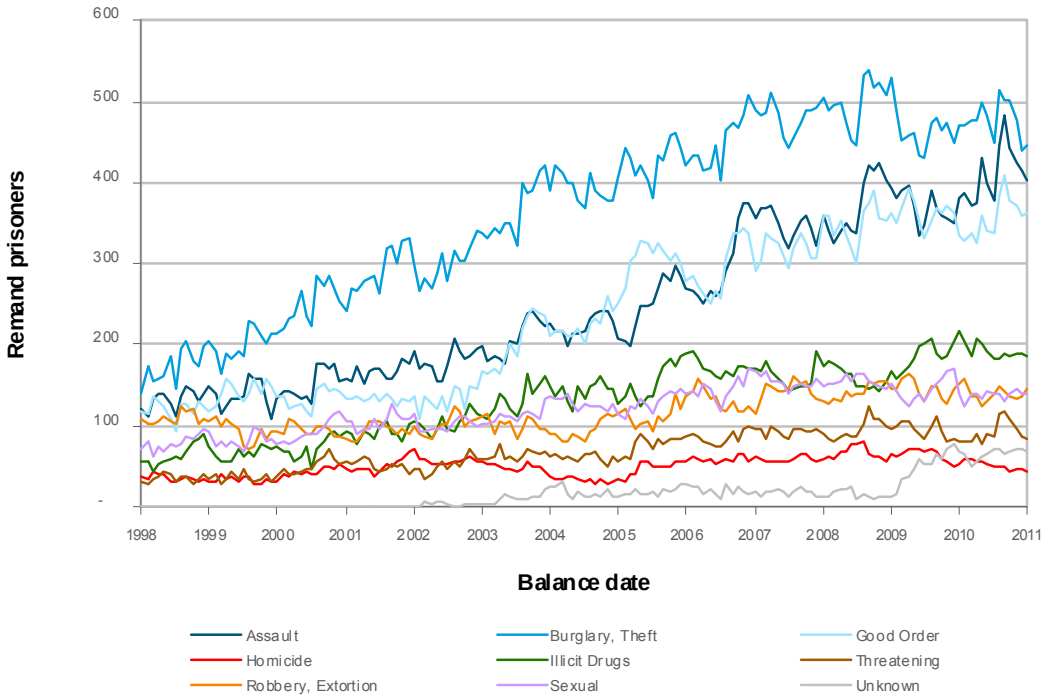
5.5 Ethnicity



For more details see: Data Spreadsheet, Ethnicity

The over-representation of Māori in the remand population appears to be more pronounced than in the sentenced population (see Figure 3.5).

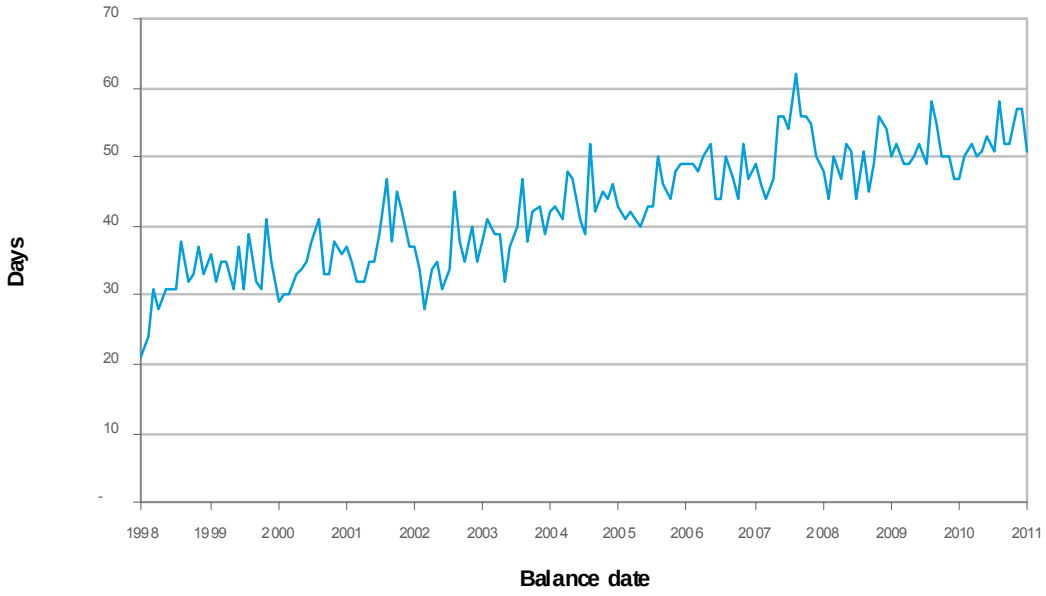
5.6 Offence group (as charged)



For more details see: Data Spreadsheet, Offence grouping

Numbers in remand charged in relation to violent offending, burglary, theft, and fraud, and good order offences have increased, particularly in recent years.

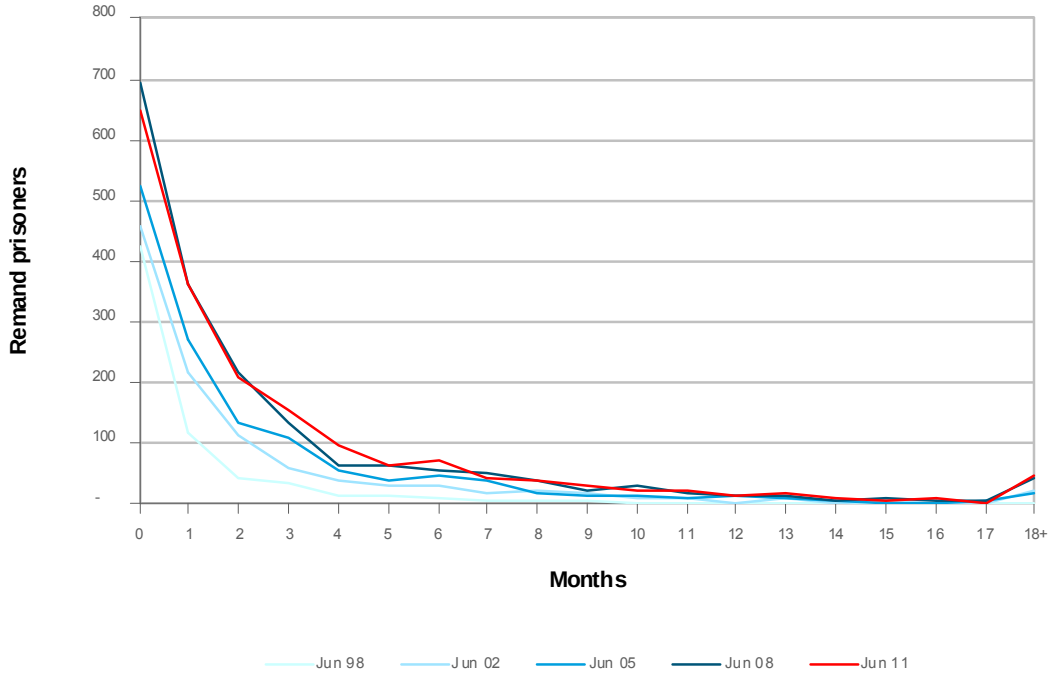
5.7 Median length of stay to date (in days)



For more details see: Data Spreadsheet

The median duration of prisoners' time on remand has increased. This increase can be attributed to a number of factors but, in particular, growth in the number of cases coming before the courts has placed pressures on the system, leading to an increase in time taken to complete cases.

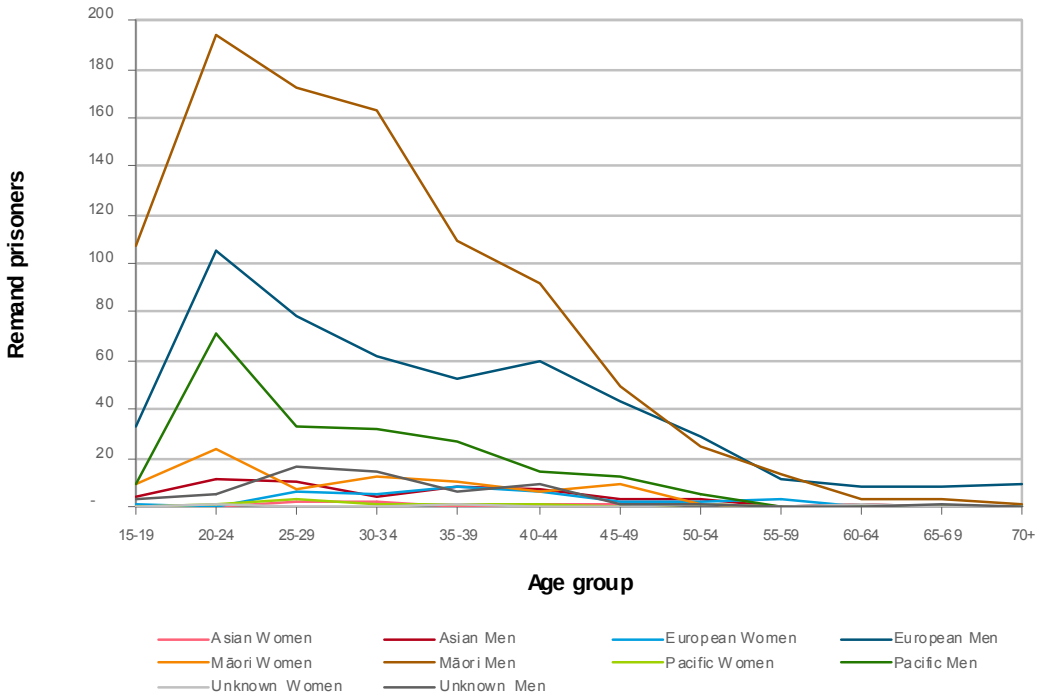
5.8 Length of stay to date (in months)



For more details see: Data Spreadsheet

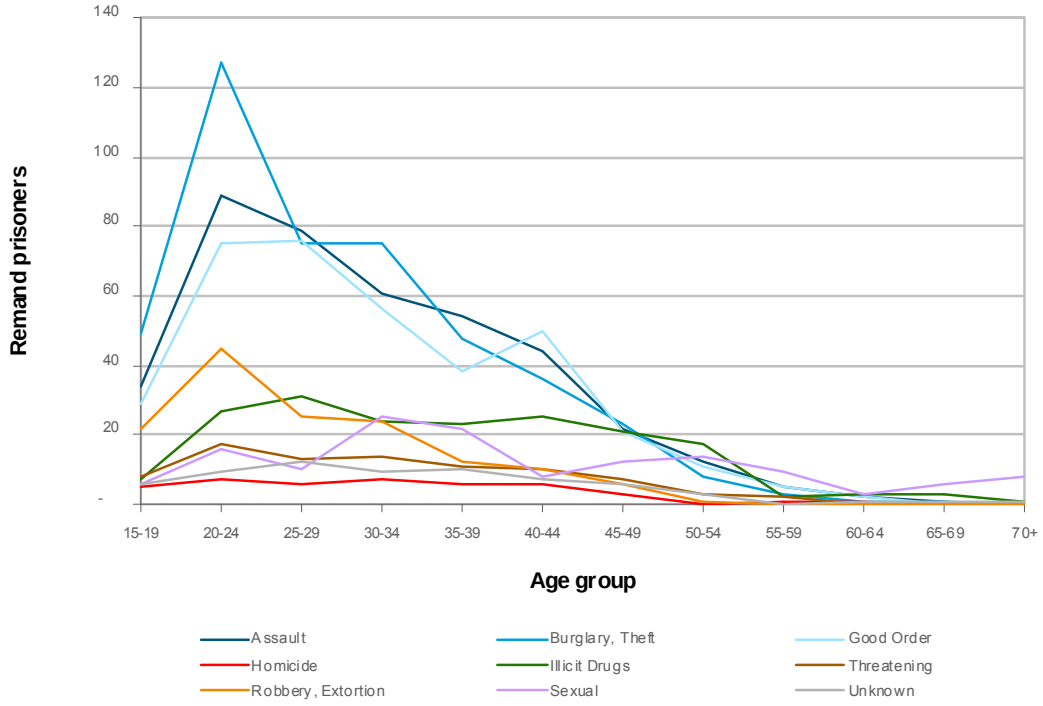
Though difficult to discern from this figure, the overlapping lines indicate that an increasing number of prisoners are being kept in remand for longer periods. At 30 June 2011, over 250 people were in remand that had been there for longer than 6 months. This is four times the number compared with 10 years earlier.

5.9 Gender, ethnicity and age on 30 June 2011



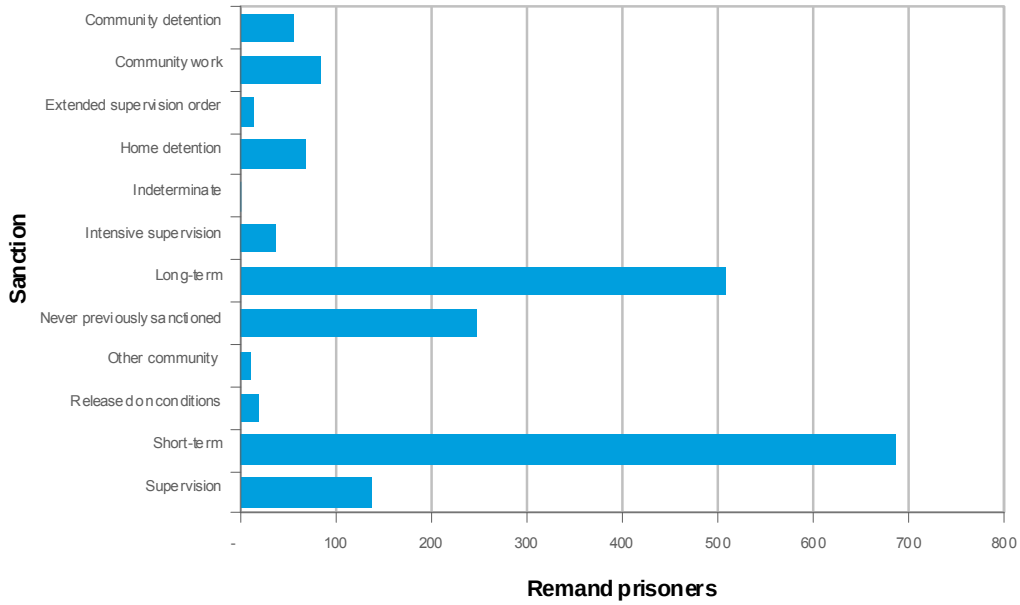
For more details see: Data Spreadsheet, Age

5.10 Offence group (as charged) and age



For more details see: Data Spreadsheet, Age

5.11 Major previous sanction (ever) on 30 June 2011



For more details see: Data Spreadsheet, Major management category

The major previous sanction indicates the major category of management ever imposed on the prisoner (not just immediately prior) before starting the current episode of remand. Relatively few (250) remand prisoners had never been under the Department's sentence management before, and 64 percent of remand prisoners had previously served a prison sentence.

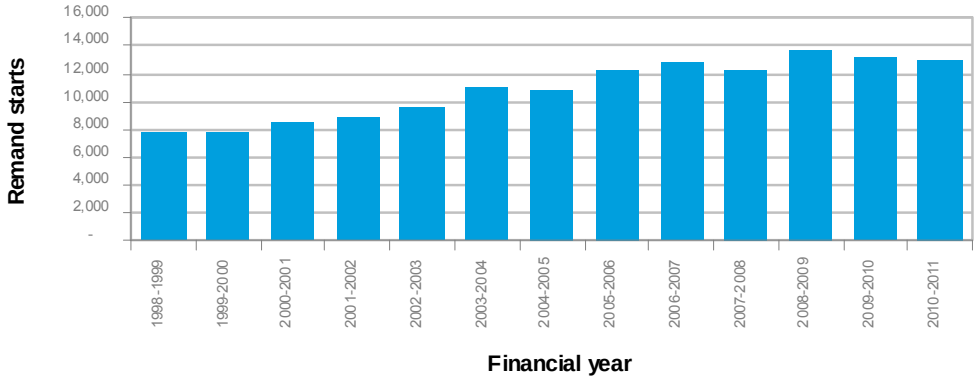
6 Prison remand throughput

6.1 Overview

The information on remand throughput shows the periods of custody where a prisoner has maintained a remand status, even where charges have changed during the period. Individual prisoners may, in the course of a single year, have multiple remand episodes, relating either to a single charge (or set of charges), or to successive charges.

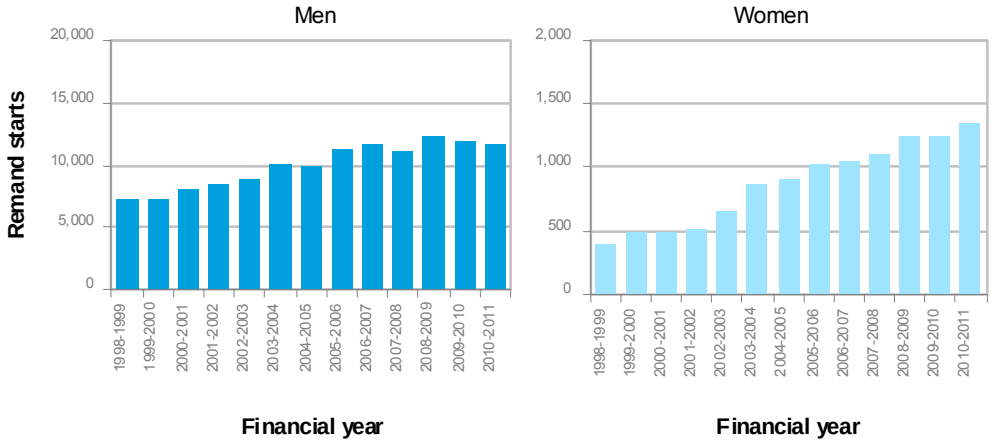
Remanded in custody starts occur in greater numbers than sentenced receptions to prison.

6.2 Remand episode starts — overall trend



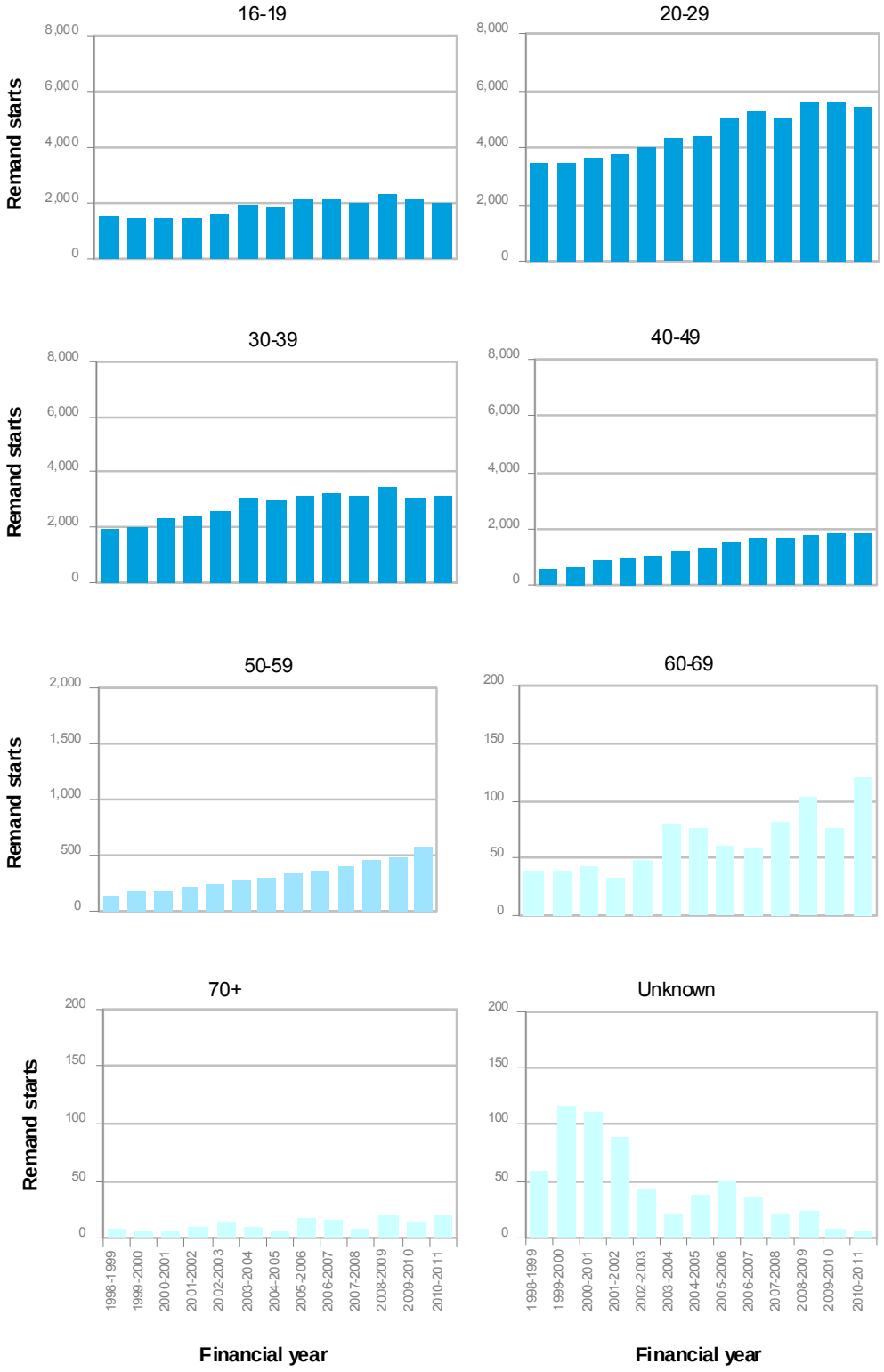
For more details see: Data Spreadsheet

6.3 Remand episode starts — gender



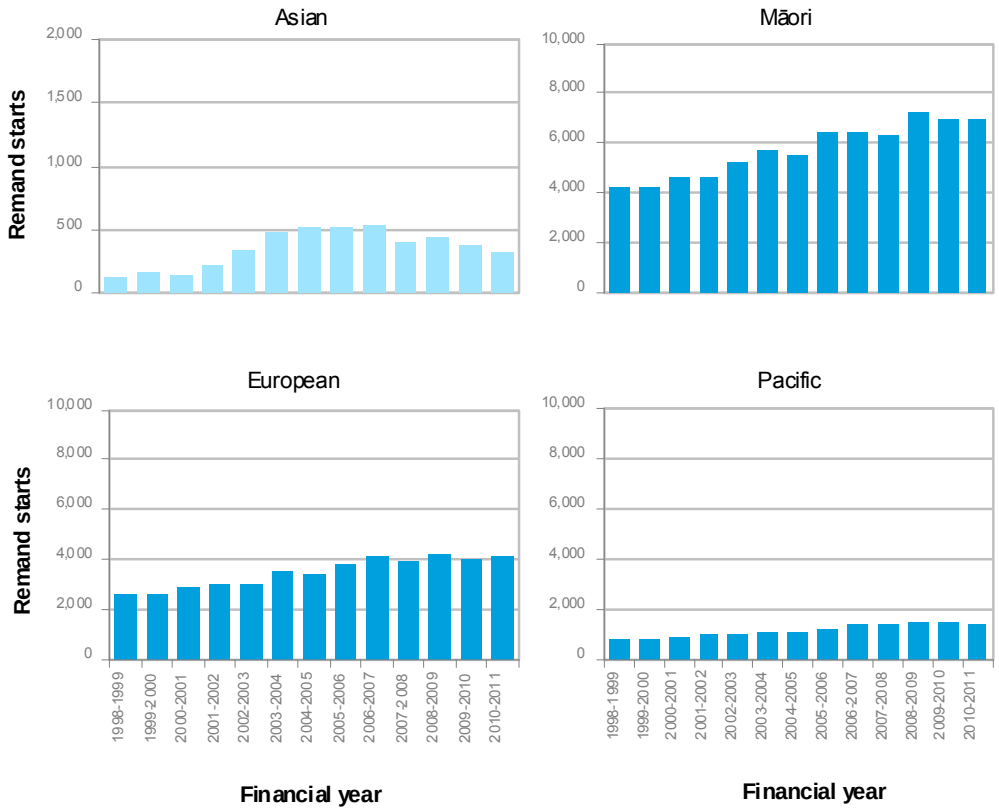
For more details see: Data Spreadsheet, Gender

6.4 Remand episode starts — age



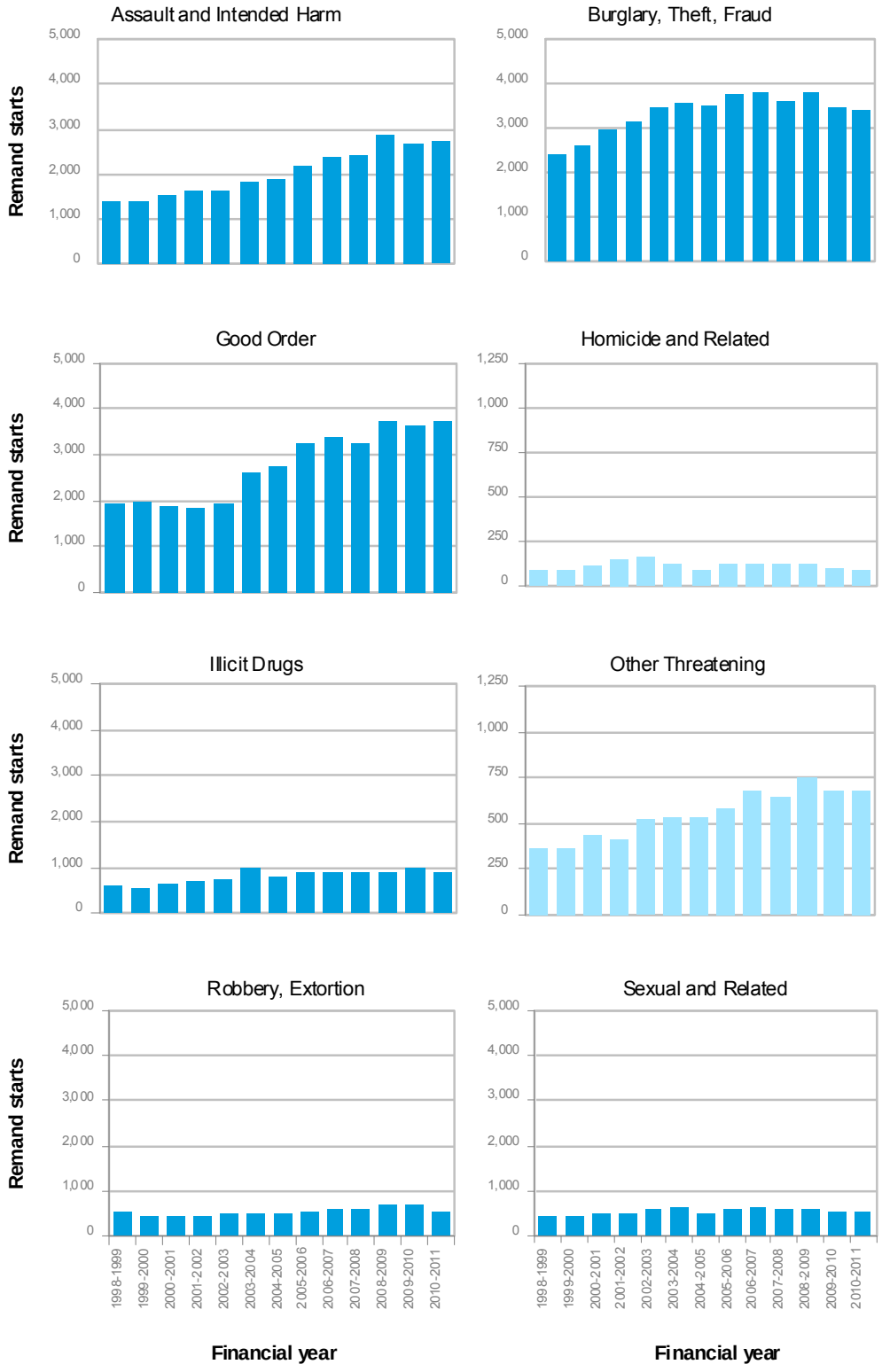
For more details see: Data Spreadsheet, Age

6.5 Remand episode starts — ethnicity



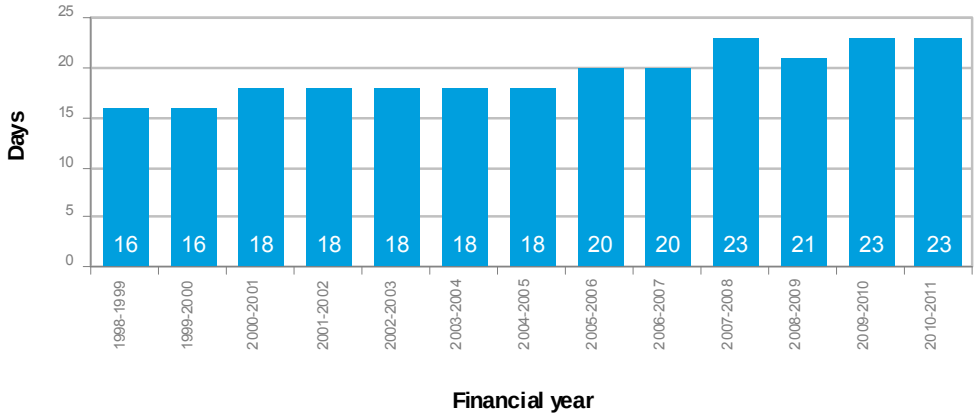
For more details see: Data Spreadsheet, Ethnicity

6.6 Remand episode starts — offence group (as charged)



For more details see: Data Spreadsheet, Offence grouping

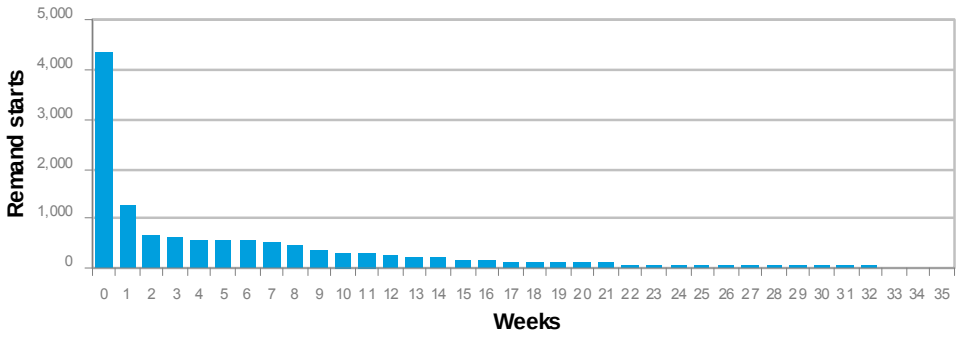
6.7 Median duration at completion (in days)



For more details see: Data Spreadsheet

There has been an increase in the median number of days a prisoner has spent on remand. Note that the median stay of those currently remanded (see figure 5.7 Median length of stay to date (in days)) exceeds the median stay of those exiting from remand shown above. This is because those prisoners who remain on remand are not included in the figure above.

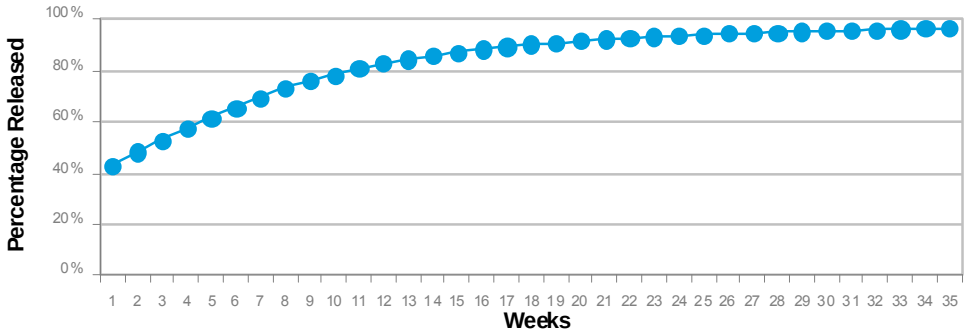
6.8 Remand episode ends — duration at completion in 2010/11 (in weeks)



For more details see: Data Spreadsheet

The figure above shows that around 1,700 remand prisoners ended their remand episode within one week of reception.

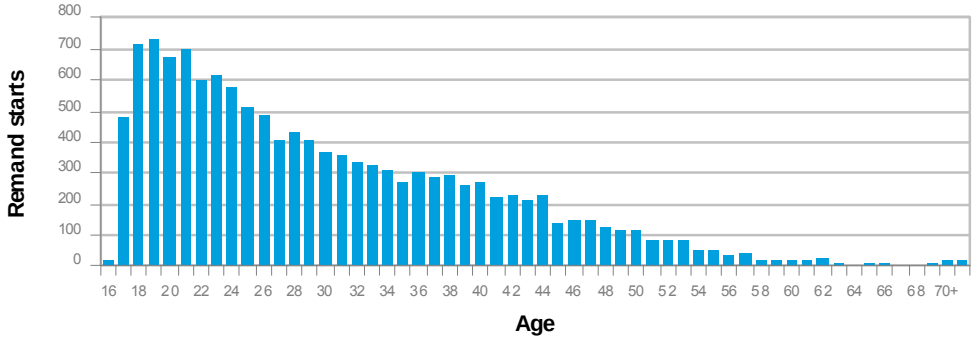
6.9 Remand episode ends — cumulative percentage released in 2010/11 (in weeks)



For more details see: Data Spreadsheet

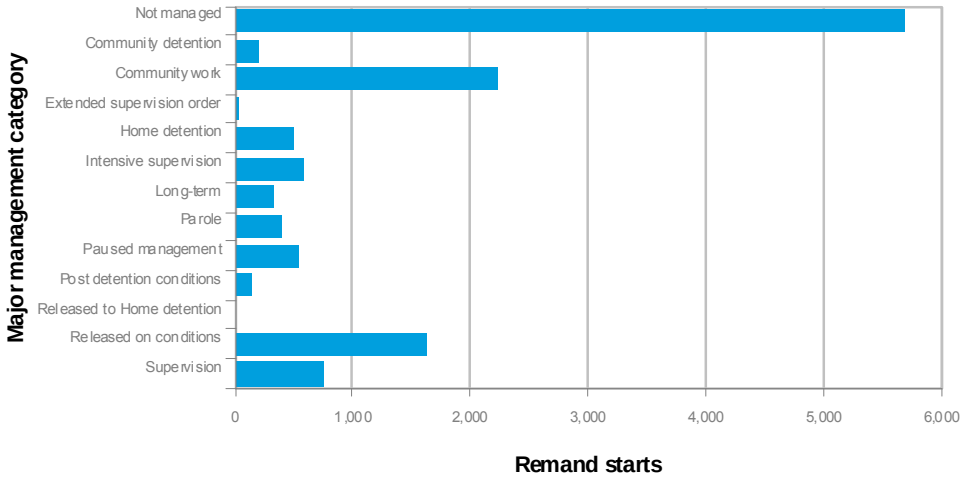
Around 50 percent of remand episodes end within one month. By eight weeks around 77 percent of remand episodes have ended.

6.10 Remand episode starts — age in 2010/11



For more details see: Data Spreadsheet, Age

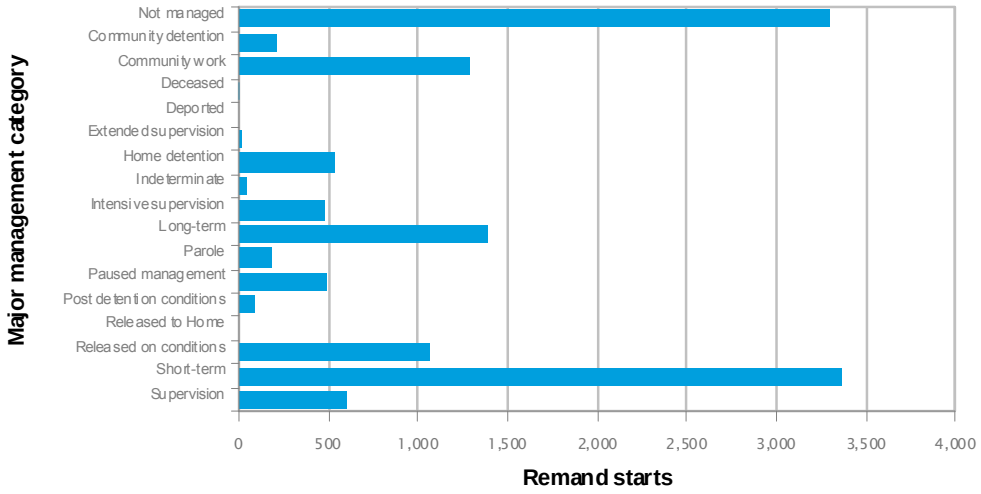
6.11 Remand episode starts — immediate prior management category in 2010/11



For more details see: Data Spreadsheet, Major management category

The figure above shows the management category immediately prior to starting a remand episode. A large percentage of prisoners (44%) were not being managed by the Department immediately prior to being placed in remand.

6.12 Remand episode ends — following management category in 2010/11



For more details see: Data Spreadsheet, Major management category

Thirty-seven percent of all remand episodes were followed by episodes of prison sentences. Additionally, but not shown here, approximately 1000 remand episodes in the year were terminated with a prison sentence, but no actual prison-sentenced episode occurred as the remand time credits exceeded the imposed sentence time to be served.

A further 34 percent led either to a new community sentence, or the resumption of an existing community sentence or order.

7 Community sentenced snapshots

7.1 Overview

For every person serving a prison sentence in New Zealand there are approximately five serving a community sentence or order.

Many offenders serving community sentences may be serving more than one type of community sentence concurrently. As this report has a one-day/one-status approach to counting offenders, offenders serving concurrent sentences are (unless otherwise noted) restricted to their single major status to avoid double counting.

Offenders managed in the community are counted according to their highest ranked status (where not overtaken by prison or prison release orders), using the order below:

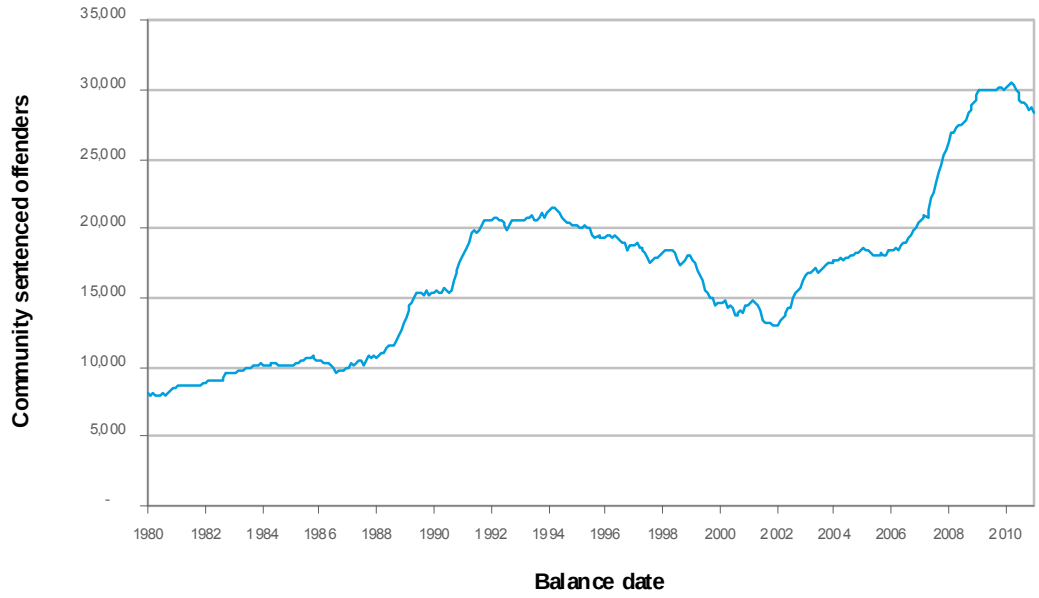
- Prison
- Extended Supervision
- Home Detention
- Community Detention
- Parole
- Released on Conditions
- Intensive Supervision
- Supervision
- Community Work
- Other Community.

7.2 2007 counting rule change for offenders on community work

Since 2007 an offender on community work may be managed beyond what was originally known as the maximum completion date.

This change 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 population.

7.3 Overall trend

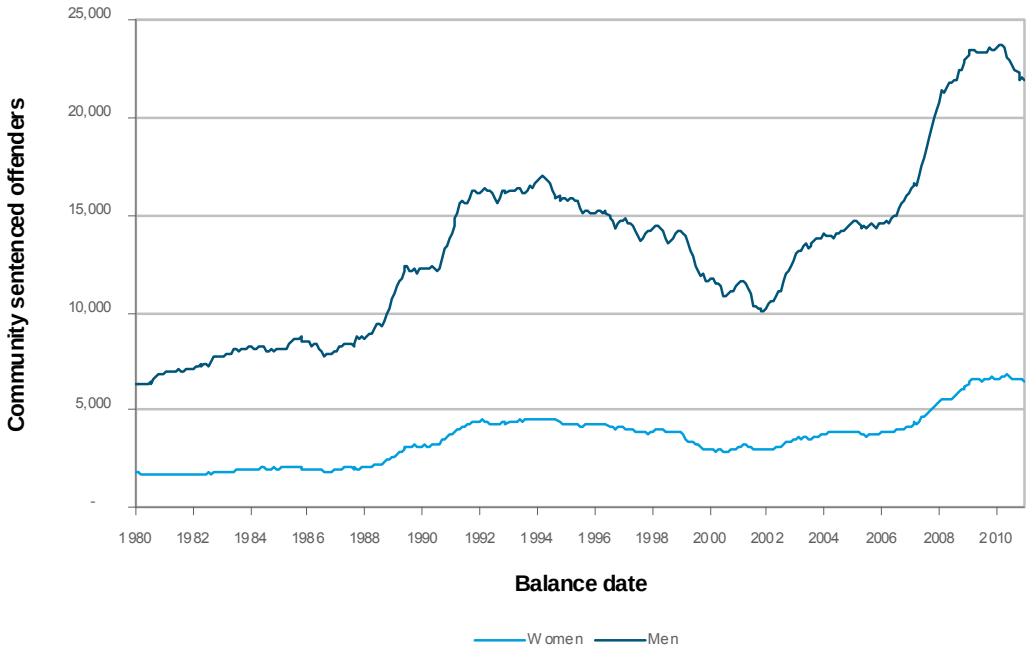


For more details see: Data Spreadsheet

The increase in the number of offenders on community sentences, shown in the figure above, is due to many factors, including:

- Merging traffic policing with general policing.
- Collections service periodically clearing backlogs of fines defaulters by escalation to Corrections' sentences.
- Introduction of alcohol breath testing equipment.
- Introduction of blood alcohol measurement.
- Social change and changes to offending volumes.
- Changes to reporting rates (e.g. anti family violence advertising).
- Changes to prosecution volumes.
- Changes to crime resolution rates.
- Changes to prioritisation and deployment of police.
- Introduction of new sentences (recently in 2002 and 2007).
- Decline in Court use of monetary penalties.
- Introduction of new offences.
- Promotion of diversion from prison sentences.

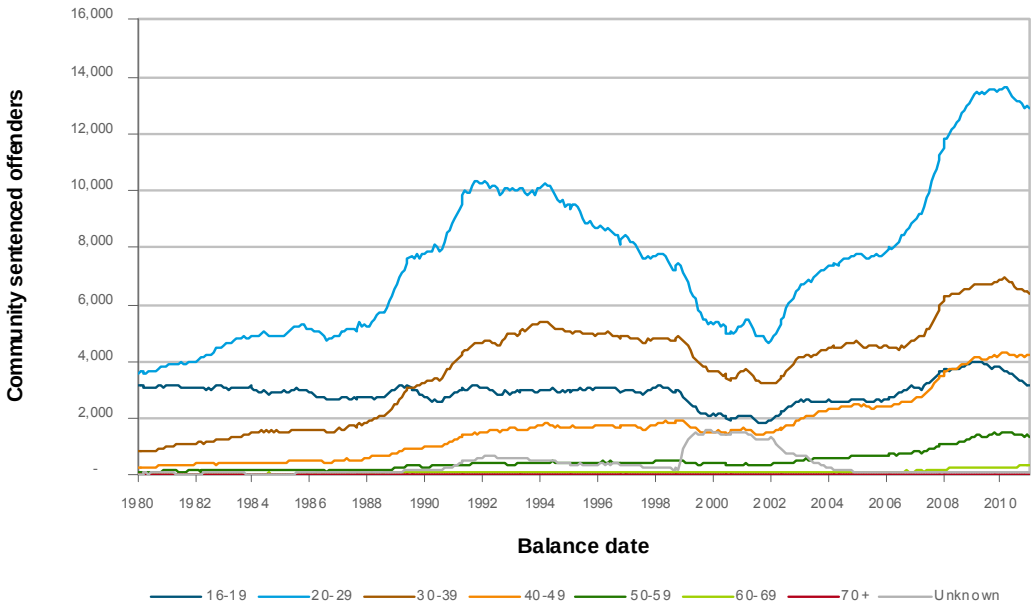
7.4 Gender



For more details see: Data Spreadsheet, Gender

Although the total numbers managed on community sentences has changed significantly between 1980 and now, the proportion of women has remained remarkably constant, up from 22% in 1980 to 23% in 2011.

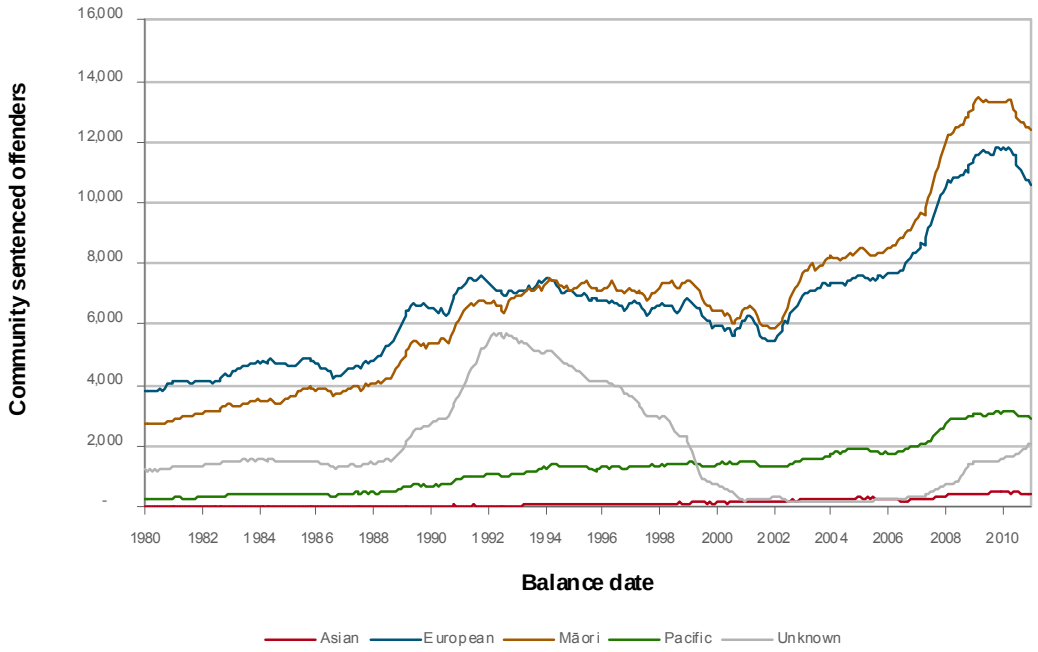
7.5 Age



For more details see: Data Spreadsheet, Gender, Age

Note that in the figure above, and subsequent graphs, “Unknown” comprises offenders for whom the Department of Corrections’ databases contain no date of birth or ethnicity information.

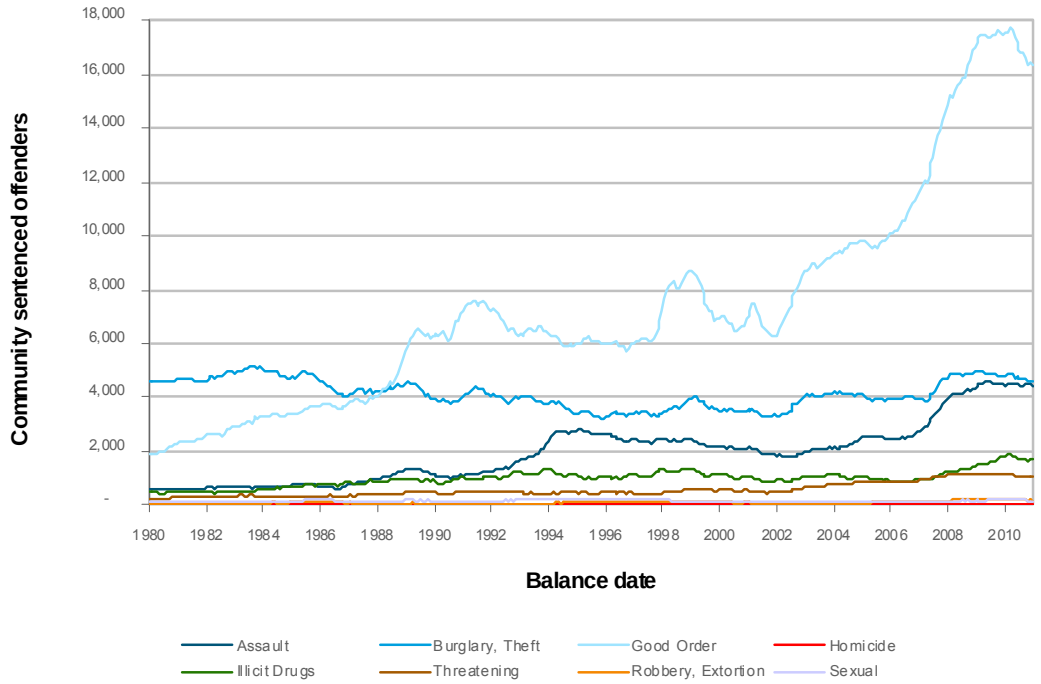
7.6 Ethnicity



For more details see: Data Spreadsheet, Ethnicity

The number of Māori community sentenced offenders has increased at a greater rate than European community sentenced offenders, but the most significant percentage growth has been in the numbers of Pacific offenders.

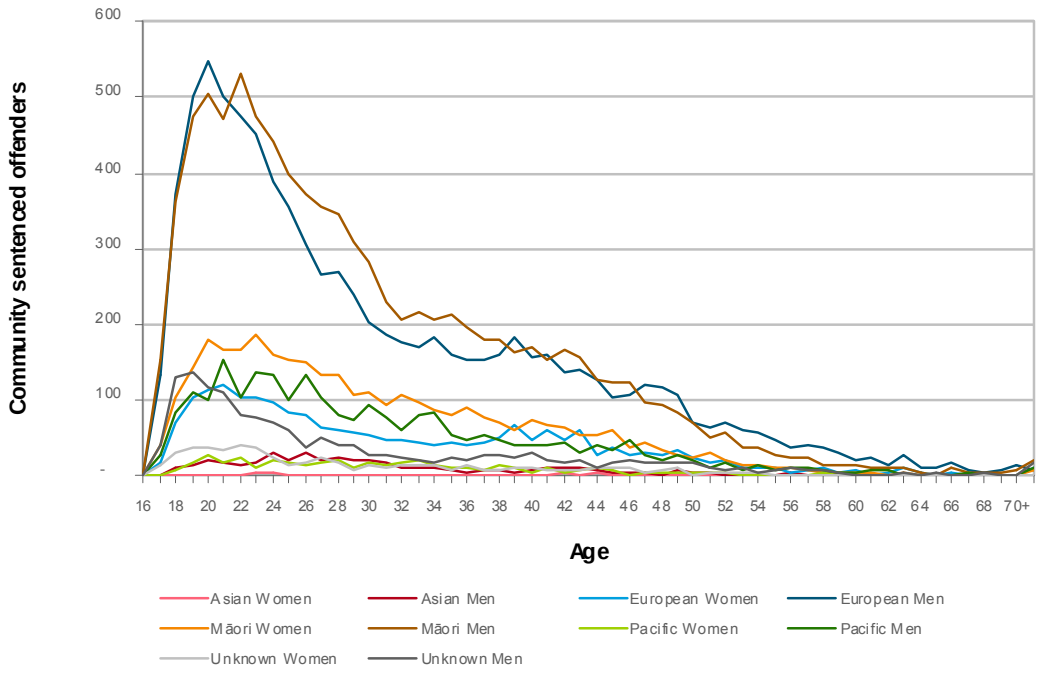
7.7 Offence group



For more details see: Data Spreadsheet, Offence grouping

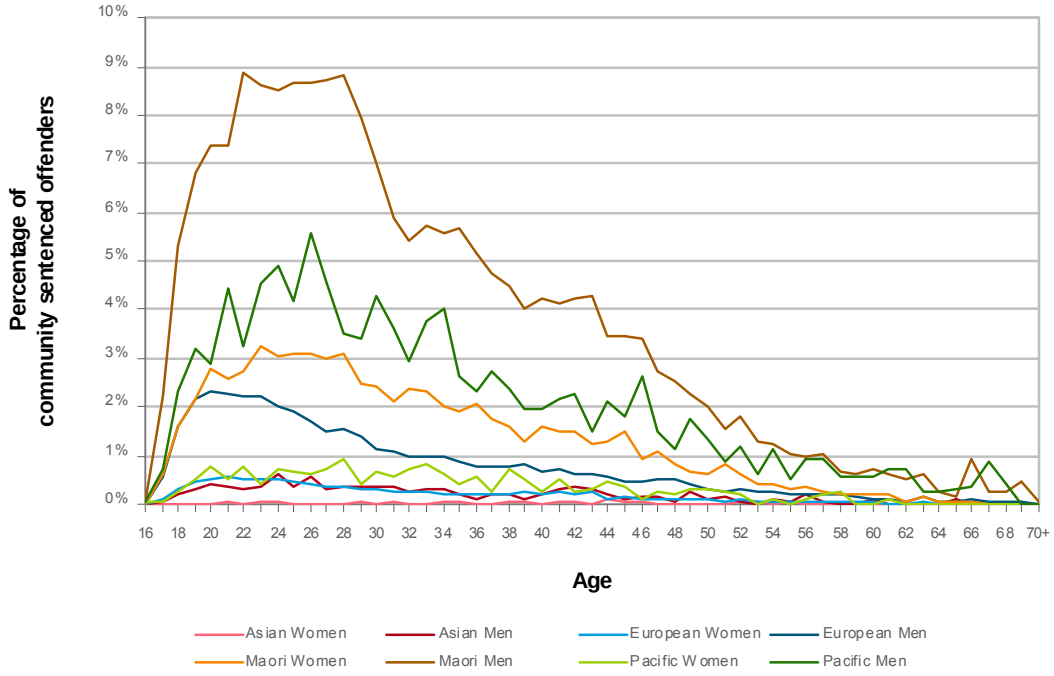
The number of offenders serving a community sentence for a good order offence has increased strikingly over the last three decades. The rise is mostly due to increases in traffic and vehicle regulatory prosecutions, transferral of fines defaulters from Court collections service and enforcement of breaches of prison release orders and community sentences. . Offenders for whom the offence group is unknown (between 1989 and 2000) have not been included in this figure (but see figure 13.5 in Chapter 13 Data quality).

7.8 Gender, ethnicity and age on 30 June 2011



For more details see: Data Spreadsheet

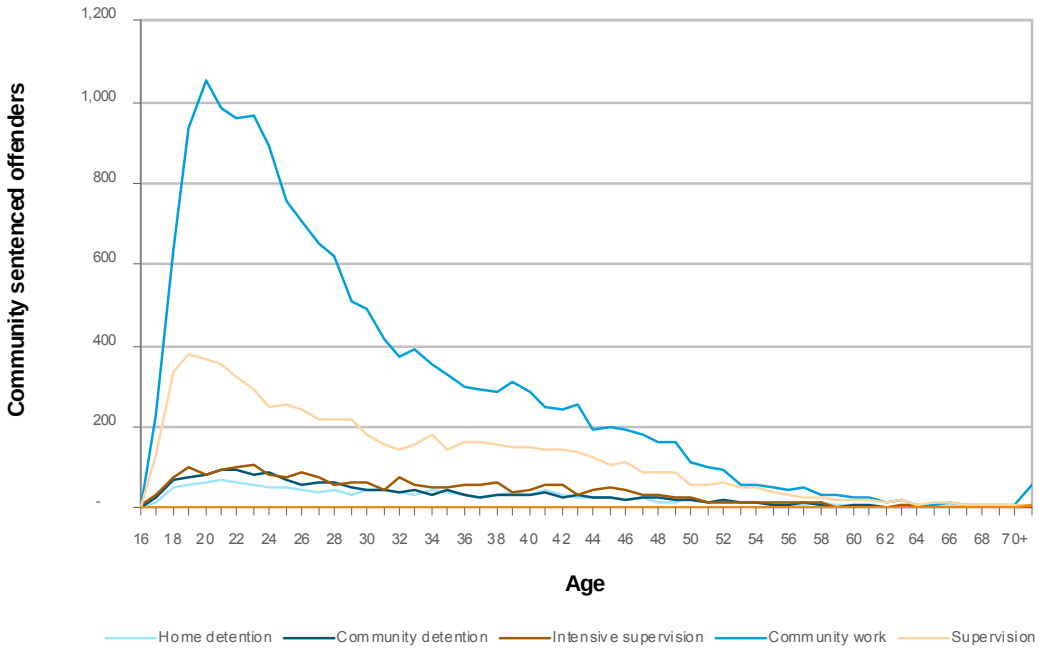
7.9 Percentage of NZ population who are on a community sentence



For more details see: Data Spreadsheet, Multiple ethnicity

The figure [6]above shows approximately 9 percent of Māori 26 year old men were being managed on community sentences on 30/06/2011. The percentage of Māori women on community sentences in most age groups exceeded that of European men.

7.10 Sentence type and age on 30 June 2011



For more details see: Data Spreadsheet, Major management category

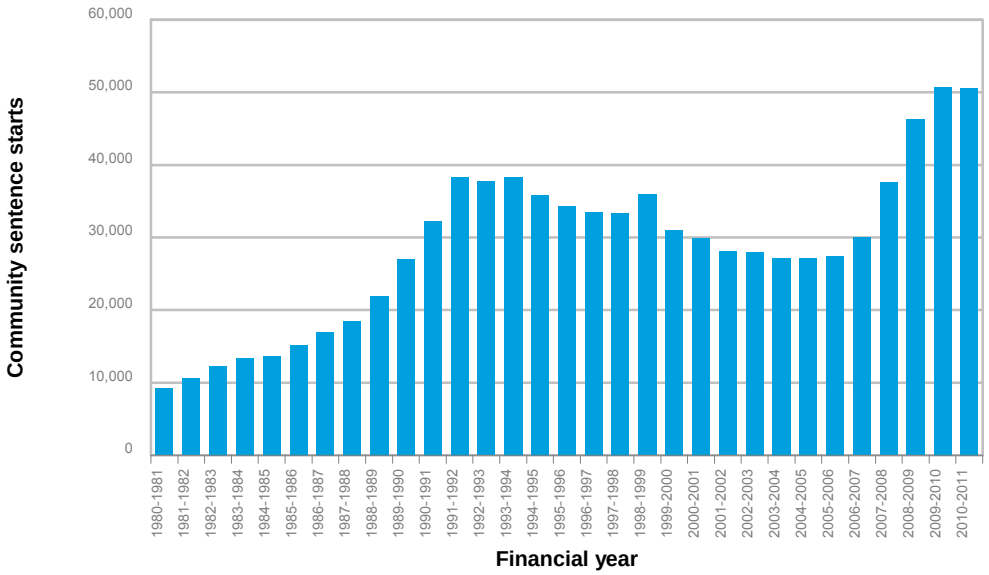
[6] The per population rates for each group shown are based on the ratio of community sentenced offenders at 30/06/2011 relative to the total population as at 30/06/2011 (as given by Statistics New Zealand Projected Ethnic Population of New Zealand, by Age and Sex, 2006 (base) for 2011 using series 6 projection). This method is imperfect due to differences in circumstances of how, when and where the ethnicity question was asked. However, the numbers still provide a useful comparison.

8 Community sentenced throughput

8.1 Overview

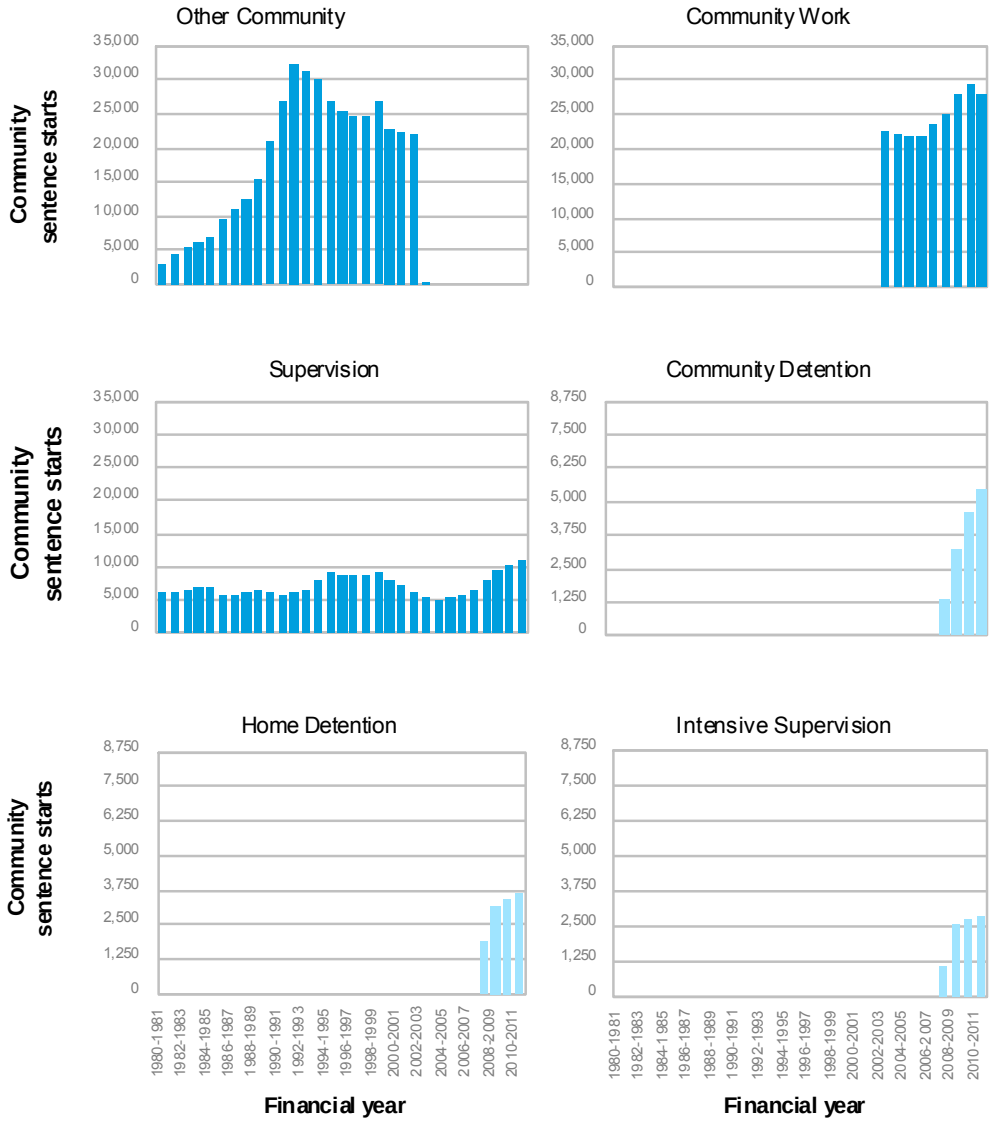
Information is provided here on the number of episode starts on community sentences. Offenders have been allocated to a single management category, on any one day, even when they have concurrent but different sentence types. This means that an offender start represents a transition from one major management status to another. If an individual has several different community sentences that completely overlap in time-frames, this is treated as a single episode and only a single episode start is counted. However, if an individual has a period of remand in the middle of a single community sentence, there are two distinct episodes of community sentence management, separated by an episode of remand management.

8.2 Overall trend



For more details see: Data Spreadsheet

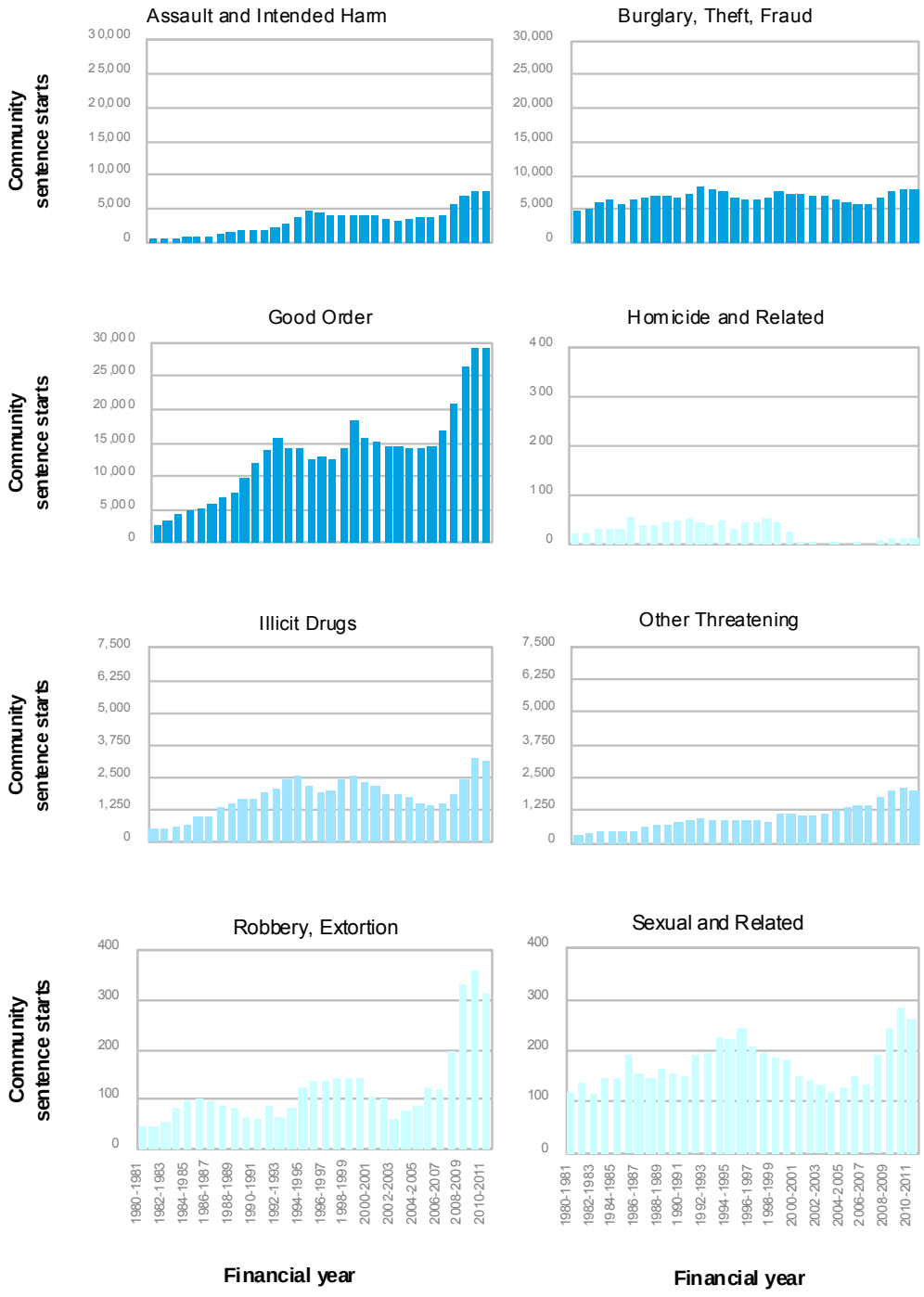
8.3 Community sentence episode starts — management category



For more details see: Data Spreadsheet, Major management category

The graphs above make evident the introduction of community work sentences in 2002. These replaced all prior community sentence types, other than supervision. Also, the start up of the new community sentences of home detention, community detention and intensive supervision in 2007 can be seen.

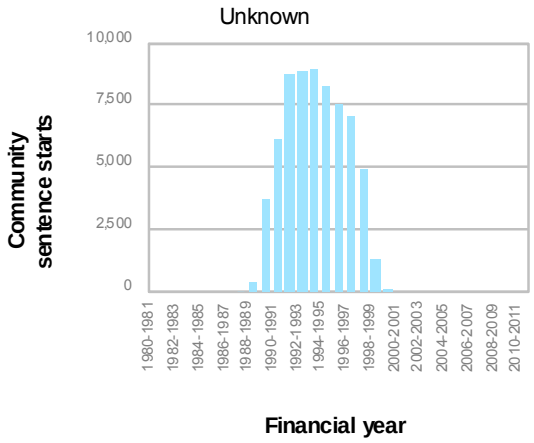
8.4 Community sentence episode starts — offence group



For more details see: Data Spreadsheet, Offence grouping

The majority of offenders on community sentences have committed good order offences, burglary, theft and fraud offences, and assault and intended harm.

A small component of the observed growth may also be attributed to diversion of short-term prisoner candidates onto the new community sentences.



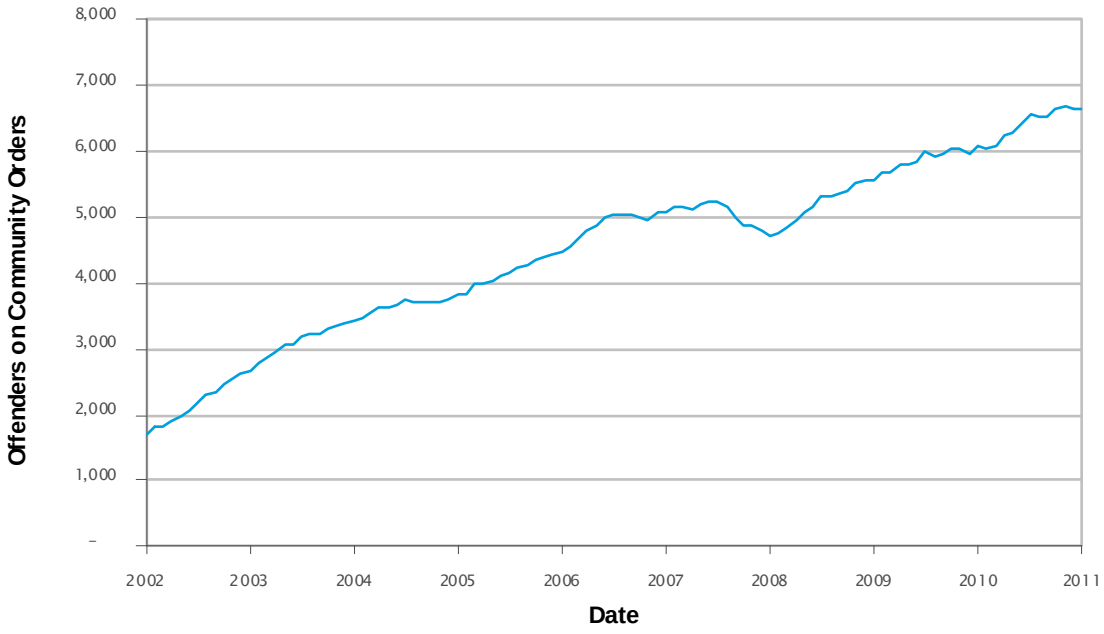
Note that between 1989 and 1999 there were approximately 10,000 records where the offence group imported / recorded in Corrections' database was "Unknown".

9 Community order snapshots

9.1 Overview[7]

Offenders on community orders are made up of offenders recently released from prison or home detention sentences. Prisoners on prison sentences of two years or less are automatically released after serving half of their imposed sentence length (often with pre-determined court order release conditions). Prisoners on sentences of more than two years are released at the discretion of the New Zealand Parole Board between their parole eligibility date and no later than their sentence end date. Parole eligibility date is a minimum of one third of the imposed sentence, but the court may impose a longer minimum non-parole period. The New Zealand Parole Board must impose standard conditions when releasing a prisoner and may also impose special conditions. Since 2004, courts have been able to impose an Extended Supervision Order of up to 10 years on a person who has completed a prison sentence for a sexual offence against a child.

9.2 Overall trend



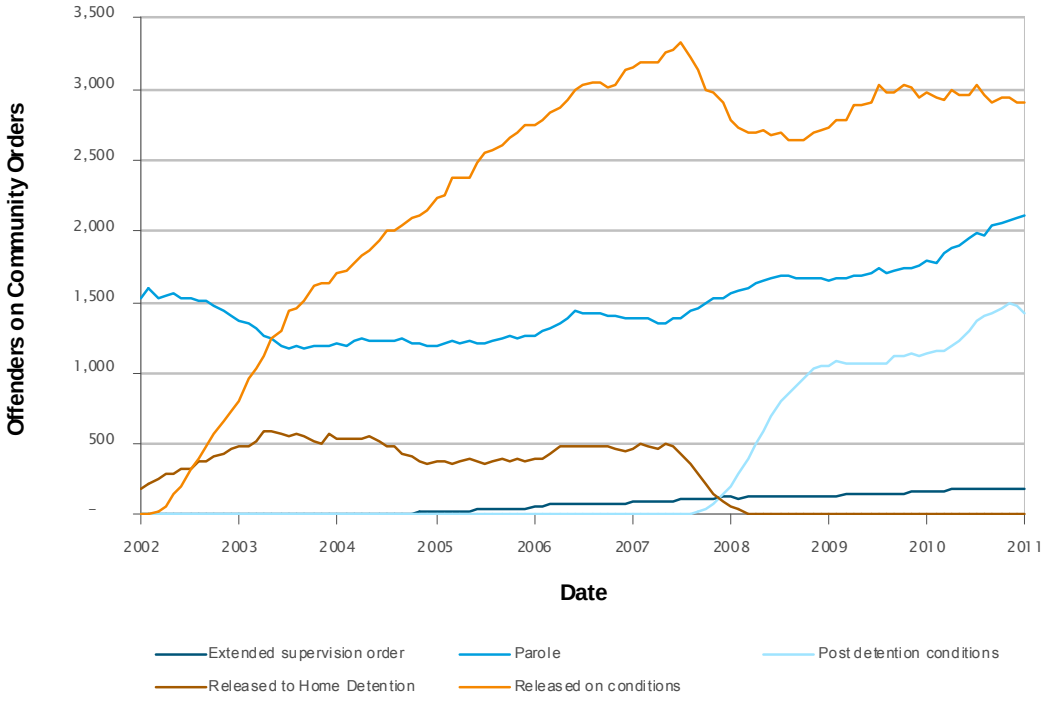
For more details see: Data Spreadsheet

The statistics in the figure above start at 2002, the date of a major reform of parole with the introduction of the Sentencing Act 2002. This included the introduction of the 'Release on Conditions' order.

[7] The Offender Volumes Report 2009 described a management grouping of 'Prison release ordered' offenders. This section of the current report combines the old 'Prison release orders' with post Home detention release conditions and calls them 'Community orders'.

The Sentencing Amendment Act 2004 later provided for longer durations of community orders. The amendment resulted in an increase in the average period of community orders from approximately 150 days to 250 days, and a corresponding fall in short-term prison sentences.

9.3 Order type

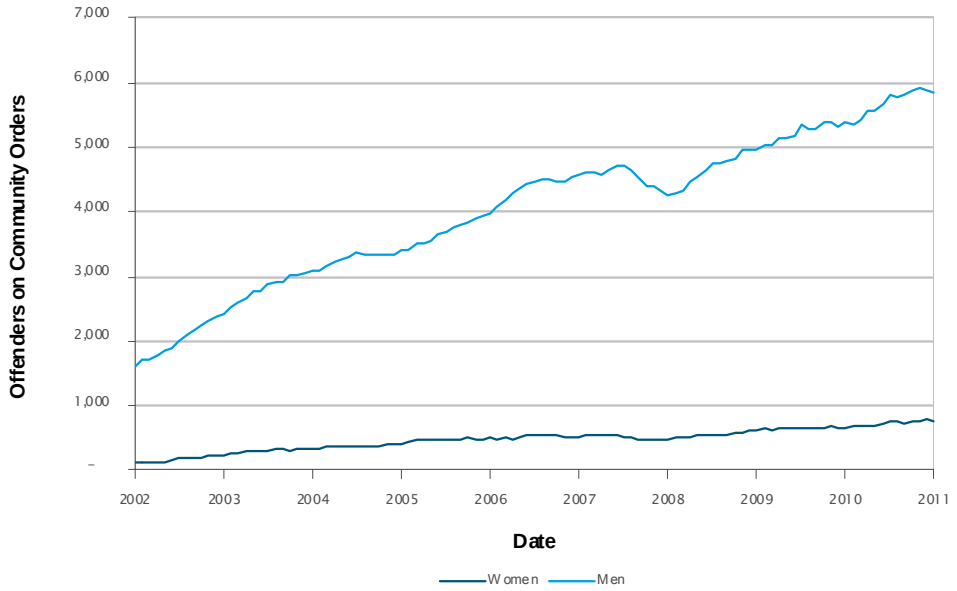


For more details see: Data Spreadsheet, Major management category

The information above reflects legislative changes. For example

- Release to Home Detention was removed as a parole board order type in 2007.
- Parole with full residential restrictions was introduced in 2007.
- Release on Conditions was introduced in 2002 for short term sentences.
- In 2004 Release on Conditions was extended to provide for management up to six months beyond the prison sentence expiry date.
- In 2007 Home Detention sentences were introduced diverting some short-termers from prison and subsequent release on conditions orders.
- After 2007 as people exited the new Home Detention sentences there has been a build up of Post (HD) Detention conditions.

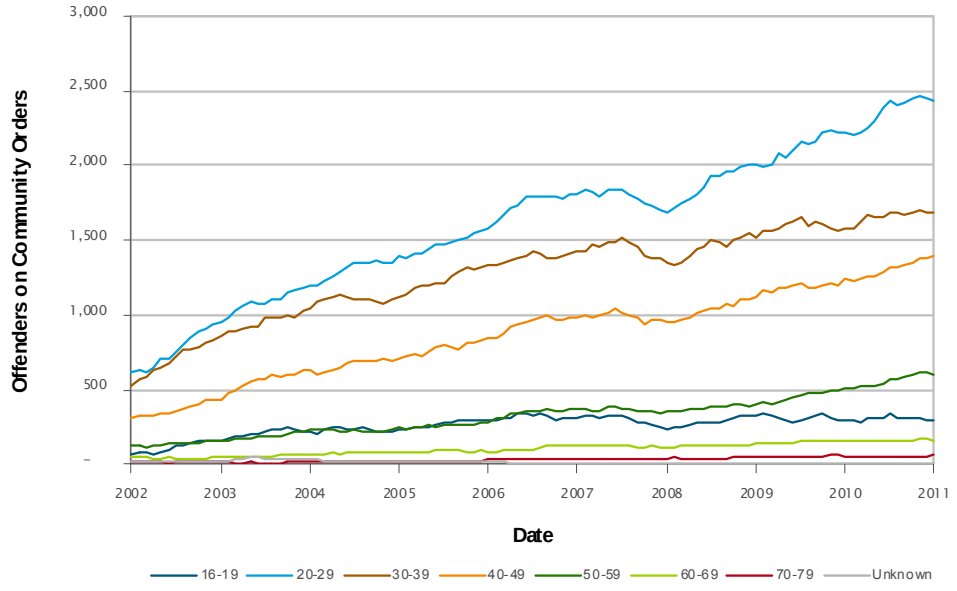
9.4 Gender



For more details see: Data Spreadsheet, Gender

The numbers of both men and women with orders imposed have increased markedly over time.

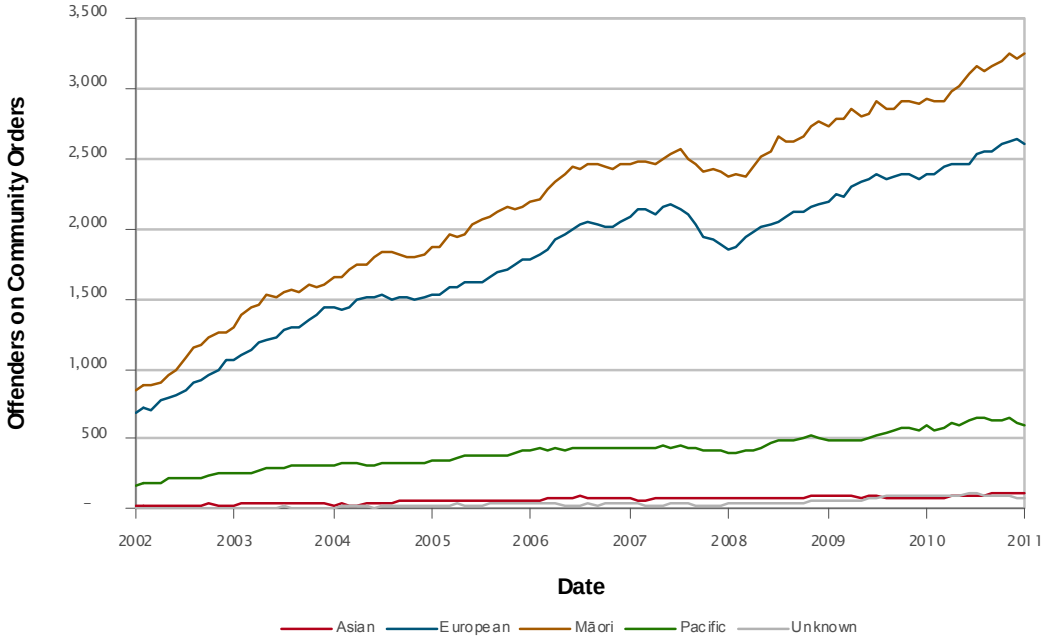
9.5 Age



For more details see: Data Spreadsheet, Age

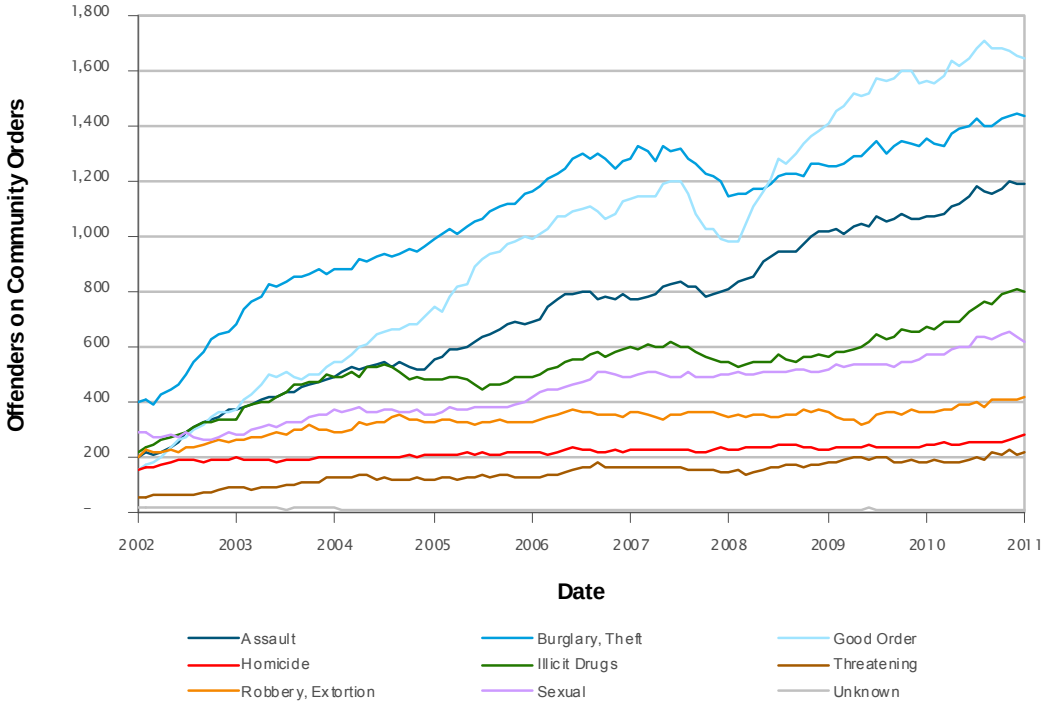
The number of offenders aged between 20 and 59 who have had an order imposed has increased noticeably since 2002. The number of younger offenders (aged 16-19) who have had an order imposed has been variable over this time period.

9.6 Ethnicity



For more details see: Data Spreadsheet, Ethnicity

9.7 Offence group

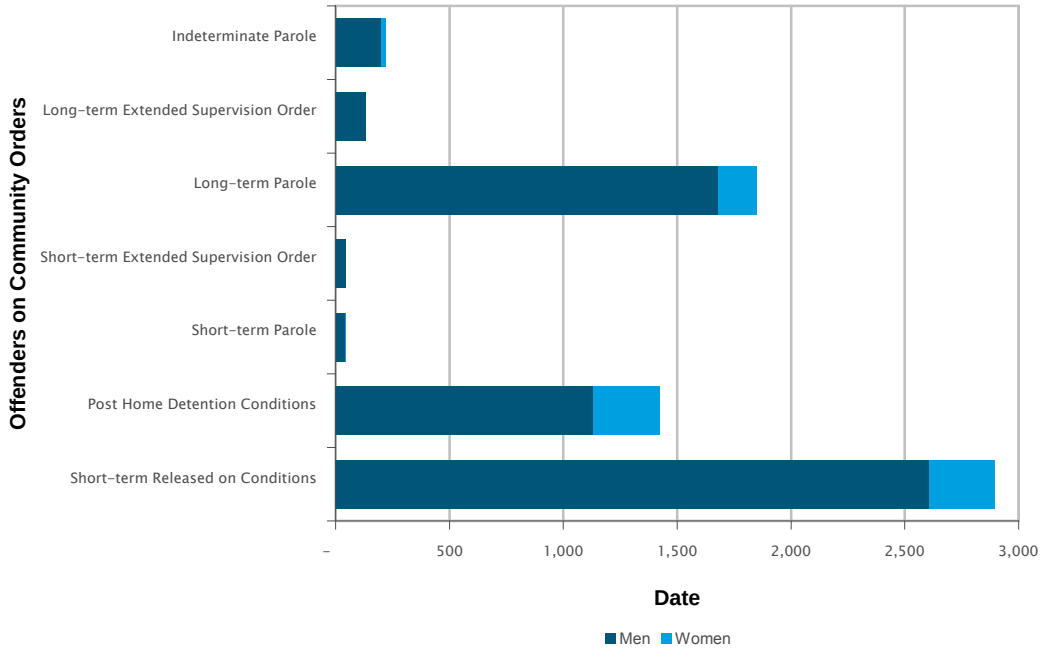


For more details see: Data Spreadsheet, Offence grouping

There has been a marked change in the makeup of offences committed by offenders who have had an order imposed. For example, good order

offences have increased at a higher rate over the last decade. The number of offenders with assault, burglary, theft, sexual and drug offences has also increased.

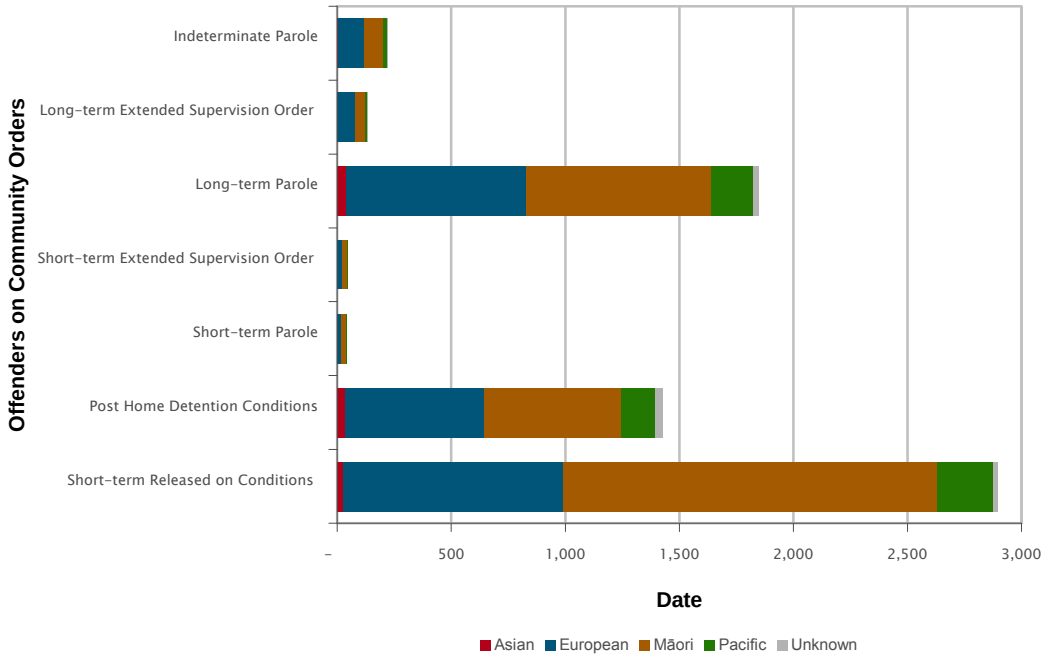
9.8 Order type and gender on 30 June 2011



For more details see: Data Spreadsheet, Gender, Major management category

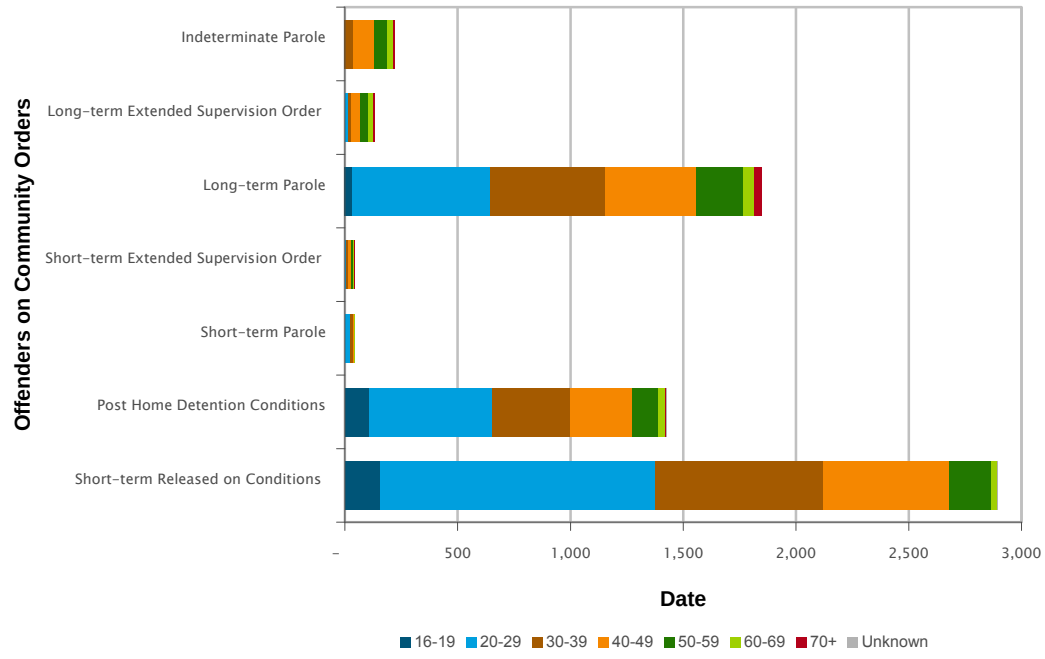
The figure above shows the order type imposed by gender, as well as the length of the imposed order.

9.9 Order type and ethnicity on 30 June 2011



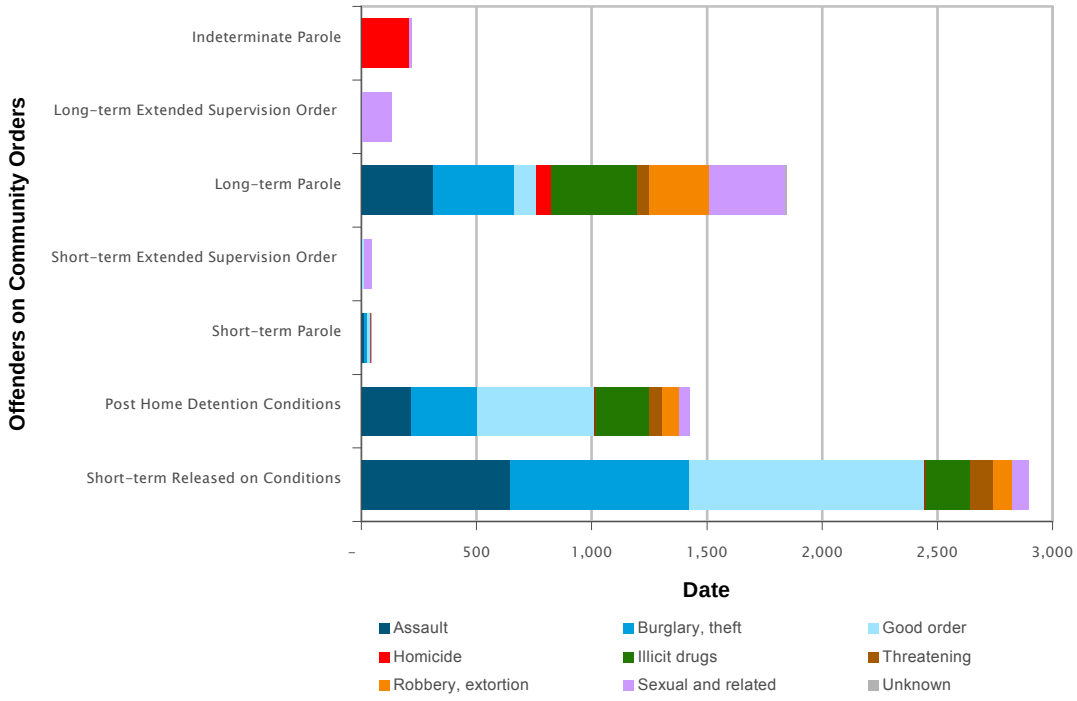
For more details see: Data Spreadsheet, Ethnicity, Major management category

9.10 Order type and age on 30 June 2011



For more details see: Data Spreadsheet, Age, Major management category

9.11 Order type and offence group on 30/06/2011



For more details see: Data Spreadsheet, Offence grouping, Major management category

The mix of offence groups for community order varies according to the term of the imposed prison sentence.

10 Offender Inventory

10.1 Overview

This section provides the offender inventory analysis for the 2010/2011 financial year in the form of an overall balance sheet and summary of inflow and outflow transitions.

To enable this form of analysis, each offender's history has been simplified to a single timeline comprising his/her major management periods experienced, with enforcement of a one-day/one-status approach. So 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:

- a remand prisoner being sentenced to start a new period of community work
- an offender on community work being remanded in custody, and then reverting to the original community work sentence.

The reason for the transition is not part of this report. The offender inventory, and consequently the whole Offender Volumes Report, describes episodes of management rather than sentences.

Note that this implies that the numbers in the current report may differ from those reported elsewhere by the Department of Corrections.

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. The different amounts of work associated with different forms of transition (for example, a new reception into prison versus a transition from remand status to sentenced status) and knowing the volumes associated with the different transitions is useful management information.

10.2 2011 Restatement of historic balances

The build of the Offender Volumes Report data set will periodically be revised as historical data issues are identified and corrected.

This occurred in the 2011 restatement (relative to the 2007 and 2009 versions) of all offender histories, as the methodology for constructing

offender timelines has changed. The impact of this has been relatively minor, with the balances at any given snapshot date in the 2007 and 2009 reports 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.

10.3 Balance sheet

Major management category on balance date		30/06/2010	30/06/2011	Change
Prison Sentenced	Prison Sentenced	6923	6823	-100
Prison Sentenced Total		6923	6823	-100
Prison Remand	Remanded in Custody	1892	1876	-16
Prison Remand Total		1892	1876	-16
Community Sentenced	Community Detention	1678	1657	-21
	Community Work	18216	16374	-1842
	Intensive Supervision	2159	2144	-15
	Other Community	9	9	0
	Supervision	6581	6873	292
	Home Detention	1638	1392	-246
Community Sentenced Total		30281	28449	-1832
Community Order	Extended Supervision Order	161	178	17
	Post Detention Conditions	1137	1426	289
	Parole	1785	2112	327
	Released to Home Detention	1	4	3
	Released on Conditions	2979	2907	-72
Community Order Total		6063	6627	564
Grand Total		45159	43775	-1384

Individuals are only counted once. Where individuals could be categorised with more than one status they are grouped by their highest status in the above list. Status is based on records of directives and not manual muster records. In a small number of cases the data contains known errors. However, all individuals are included for completeness.

10.4 All major management transitions between categories of management

	Previous status																
	Prison		Community sentence						Community order					Not managed by Corrections				Total
	Prison Sentenced	Prison Remand	Community Detention	Community Work	Home Detention	Intensive Supervision	Paused Management	Supervision	Extended Supervision order	Parole	Post Detention Conditions	Released on Conditions	Released to Home Detention	Alive	Deceased	Deported	Unknown	
Prison sentenced		4786	26	657	43	78	114	158	6	282	30	155		1586				7921
Prison Sentenced		4786	26	657	43	78	114	158	6	282	30	155		1586				7921
Prison remand	327		206	2219	498	592	541	752	34	400	144	1634	1	5689			2	13039
Prison Remand	327		206	2219	498	592	541	752	34	400	144	1634	1	5689			2	13039
Community sentence	1788	3615	3549	3312	268	678	501	2845	12	824	399	2307		35219	1	1	45	55364
Community Detention	8	207		1353	13	122	24	252		8	23	51		3347			6	5414
Community Work	172	1289	959		206	444	341	2315		58	251	434		21296	1	1	35	27802
Home Detention	62	532	18	454		55	54	112		11	14	47		2288				3647
Intensive Supervision	32	484	670	267	9		29	118		5	19	79		1091				2803
Paused Management	1466	495	4	261	25	14		48	11	733	55	1588		38				4738
Supervision	48	608	1898	977	15	43	53		1	9	37	108		7159			4	10960
Community order	5885	1357	37	70	2349	7	29	3	1	21	49	20		172		2		10002
Extended Supervision Order	32	22				1	7			8		5		1				76
Parole	1973	184	6	1	4		5							2		2		2177
Post Detention Conditions	88	86	14	58	2324	3	5					15		154				2747
Released on Conditions	3789	1064	17	11	21	3	12	3	1	13	49			15				4998
Released to Home Detention	3	1																4
Not managed by Corrections	21	3297	1617	23386	735	1463	3612	6910	6	323	1836	954		189	1	2		44352
Alive	5	3288	1612	23354	730	1455	3554	6888	6	288	1829	939			1	2		43951
Deceased	15	7	4	27	2	7	13	15		6	4	6		52				158
Deported	1	2	1	5	3	1	44	7		29	3	9		23				128
Desisted 10 years							1							114				115
Grand Total	8021	13055	5435	29644	3893	2818	4797	10668	59	1850	2458	5070	1	42855	2	5	47	130678

Transitions may be due to individuals 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 contains known errors. However all transitions are included for completeness.

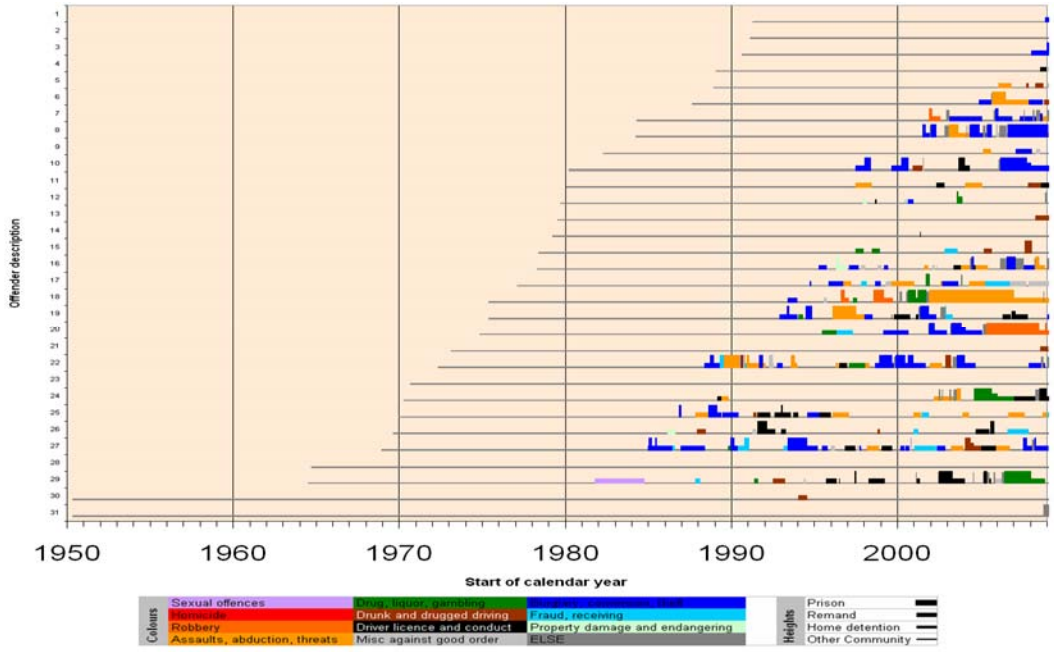
Reading across the page gives the number of individuals transitioning to the status listed on the left hand side, with the columns indicating the status that individuals have come from. For example the Prison Remand row shows 13039 episodes of remand were started and the Prison Remand column shows 13055 episodes of remand were completed for a net decrease of 16 remand prisoners overall.

11 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 individual. A graphical representation of a timeline can be created. Using this graphical representation it is now possible to visualise the life-course patterns of individuals that the Department of Corrections manages on a daily basis, in terms of the directives made for them.

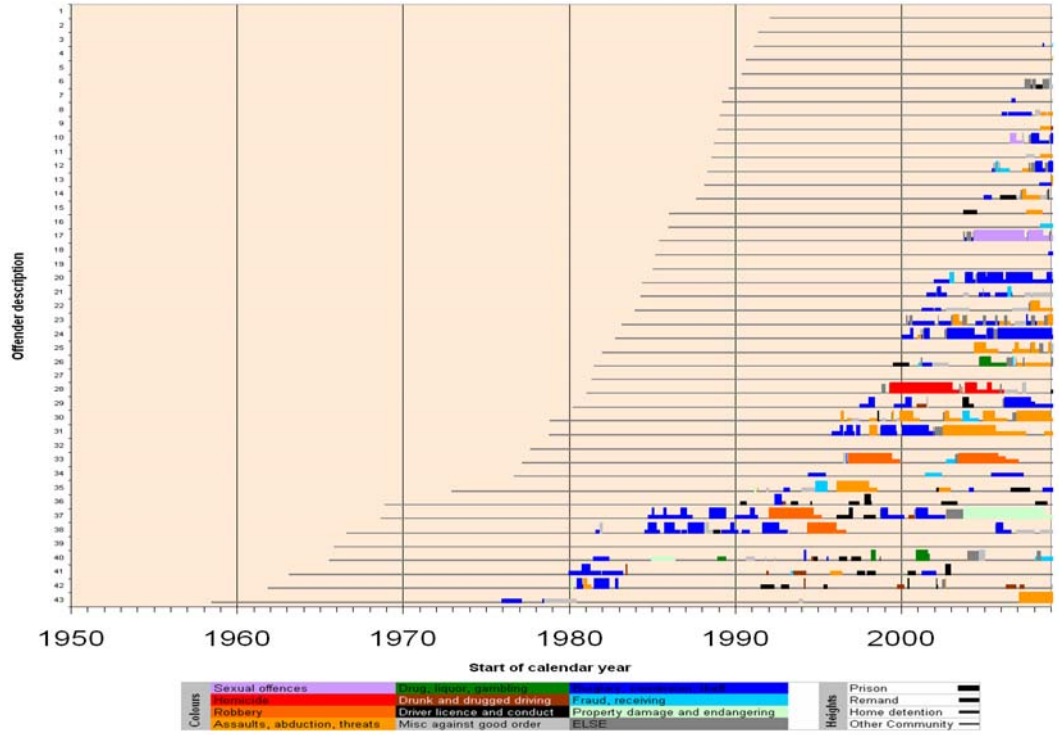
The timelines below represent individual prisoners starting (or completing) episodes of Corrections' management on a typical day (one line per prisoner). The timelines show offenders from birth until recently from a Department of Corrections' perspective, ordered from youngest to oldest. Each horizontal line on the chart represents a single offender. Each of the vertical lines represents the start of a new decade.

11.1 Prison sentenced episode starts workload for an example day in 2009



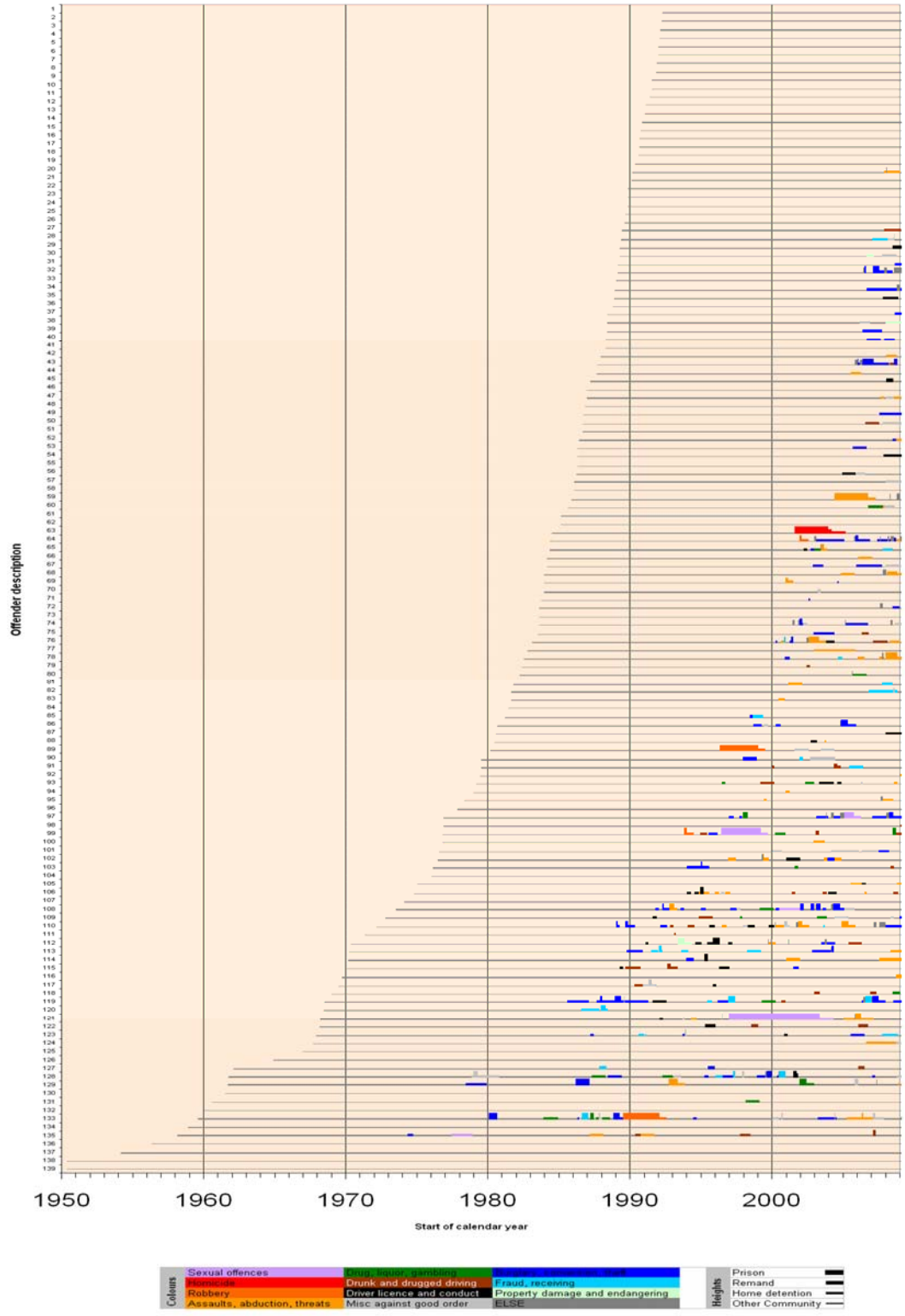
The collection of timelines above is a cohort of newly sentenced prisoners from a single typical day in the Department of Corrections' workload.

11.2 Remand episode starts workload for an example day in 2009



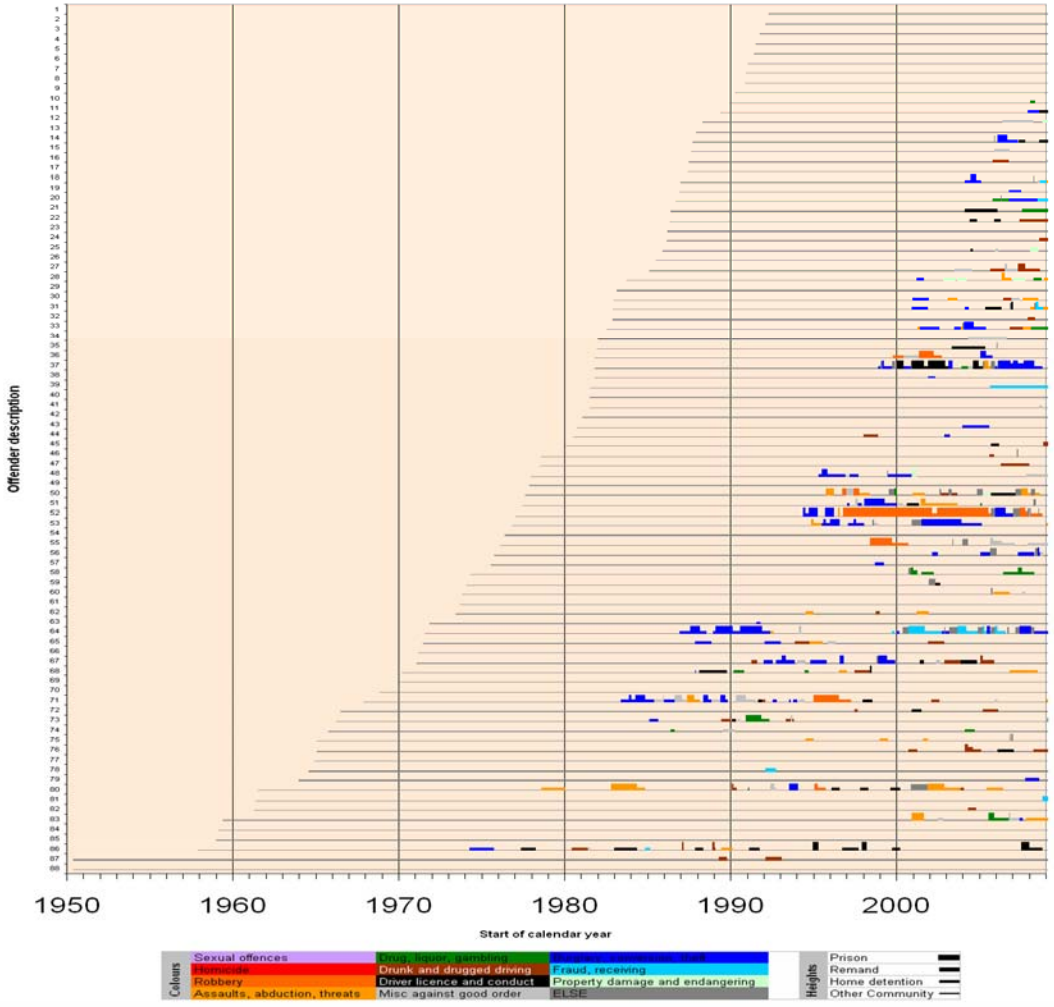
The collection of timelines above is a cohort of new remand prisoners from a single typical day in the Department of Corrections' workload.

11.3 Community work episode starts workload for an example day in 2009



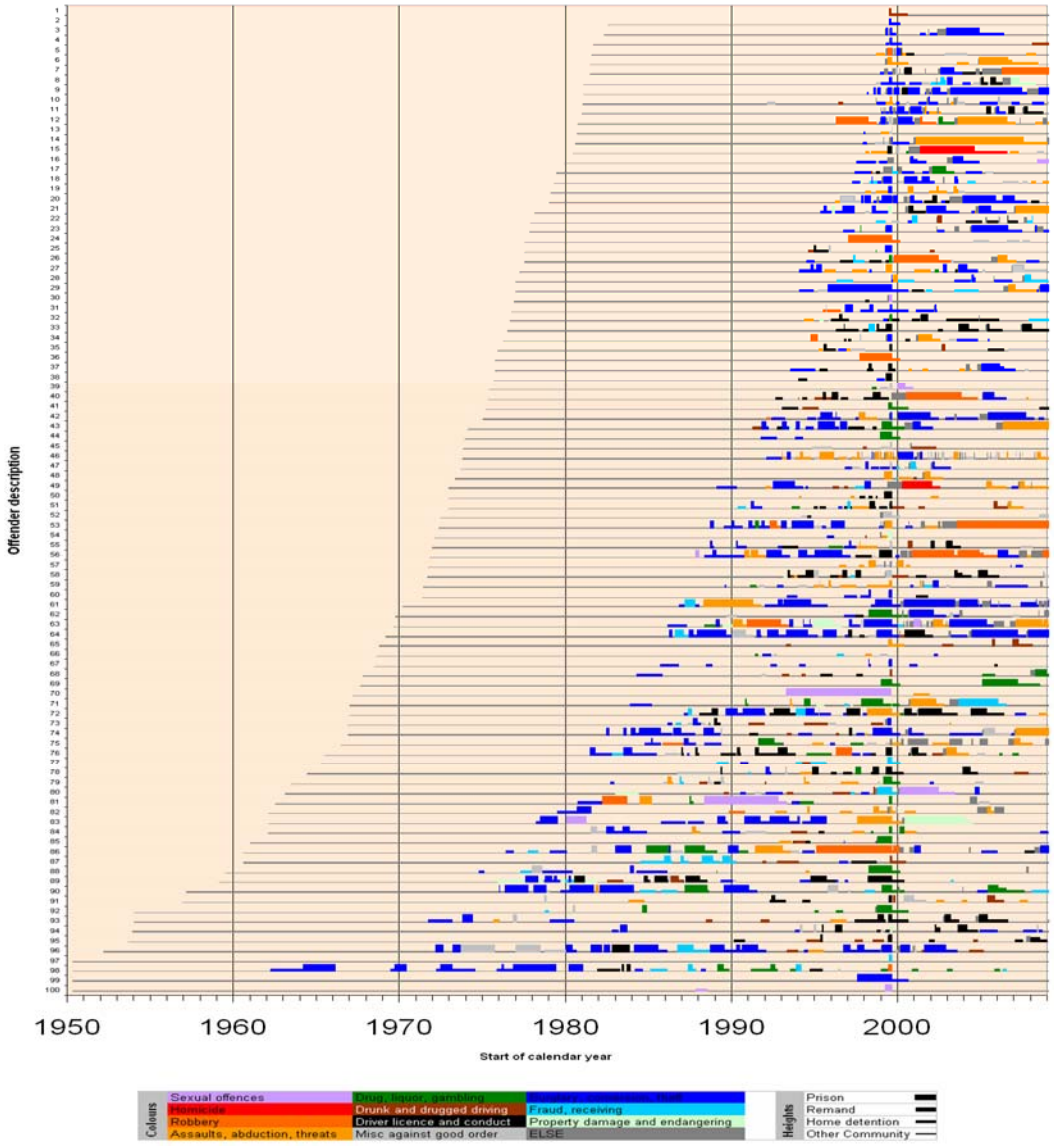
The collection of timelines above is a cohort of offenders with a new community work sentence from a single typical day in the Department of Corrections' workload.

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



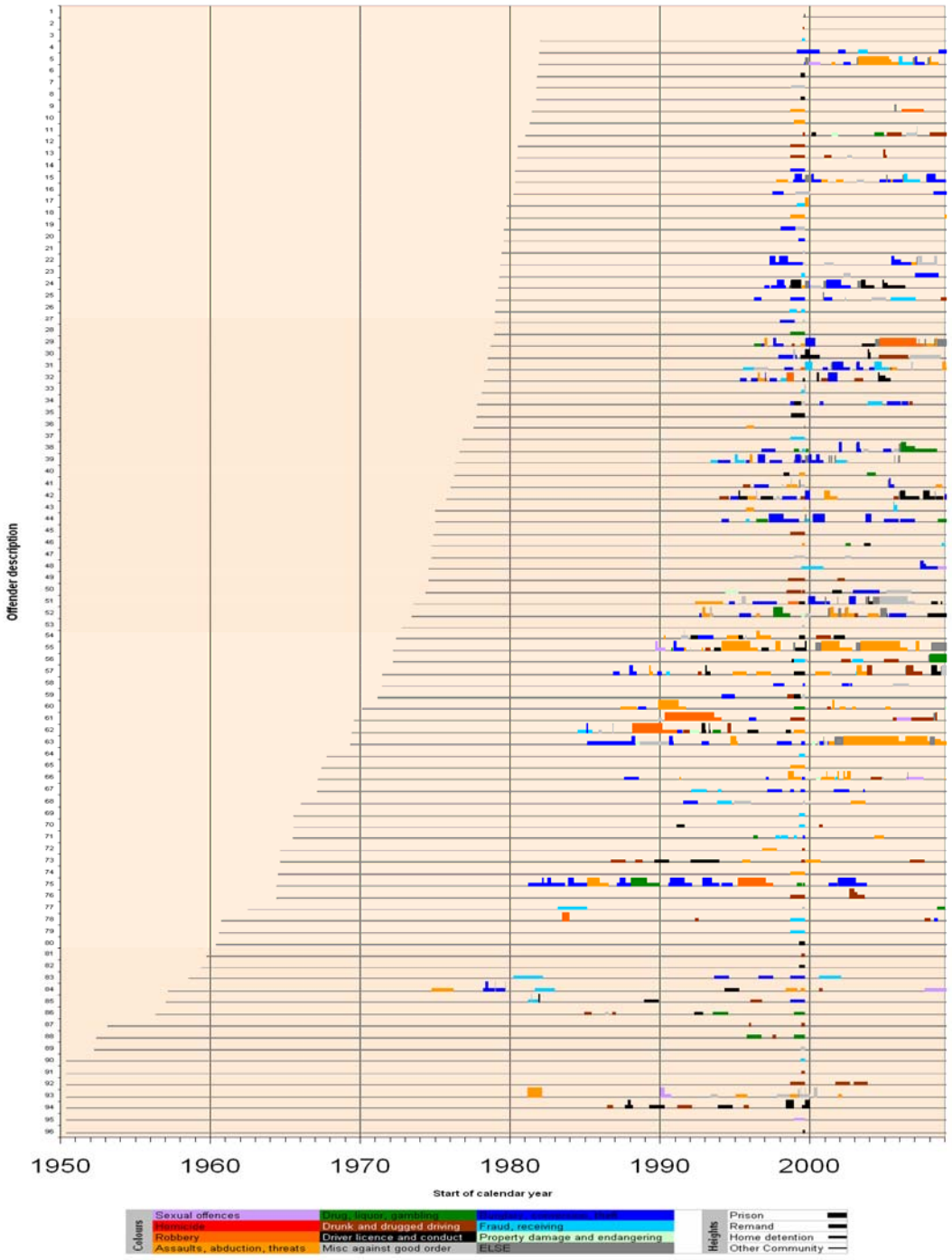
The collection of timelines above is a cohort of offenders with a new community sentence from a single typical day in the Department of Corrections' workload.

11.5 Prison sentence releases workload for an example week in 1999



The figure shows the Department of Corrections' management before 1999 and the 10 years since release for a cohort of offenders released from prison in 1999 during one typical week.

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



The figure shows the Department of Corrections' management before 1999 and the 10 years since community sentence completion for a cohort completing sentences on a typical day in 1999.

12 Data definitions and groupings

12.1 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 or rank order. The order of precedence in the hierarchy of management is the most expensive or significant management category on any day. The rule allows examination of the balances and transitions from one category to another category in a way that assists the analysis of the business of the Department of Corrections and the careers of offenders.

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 it will become obvious that the offender is being inappropriately classified. One of the consequences 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.

12.2 Glossary of major management category terms

Term used	Meaning an episode of management where:	
Prison sentenced	The prisoner is sentenced to a custodial episode. This sentence may be regarded as one of:	
	Indeterminate	The prisoner is sentenced to a life or preventive detention custodial episode with no set release date; any release requires an order from the New Zealand Parole Board.
	Long-term	The prisoner 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

Term used	Meaning an episode of management where:	
		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 New Zealand Board's discretion.
	Short-term	The prisoner 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.
Remanded in custody	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 remand prisoners 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.	
Extended supervision order	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 Services. 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. This was introduced in 2004.	
Released to HD	Home detention is an electronically monitored and supervised restriction to live and stay at a specified address. Home detention is managed by Community Probation Services.	

Term used	Meaning an episode of management where:
	Up until October 2007 home detention was ordered by the New Zealand 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 New Zealand Parole Board. Since 2007 the New Zealand Parole Board has been able to order Parole with full residential conditions.
Home detention sentenced	In October 2007 the new sentence of Home Detention was introduced. 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 New Zealand Parole Board.
Community detention	In October 2007 the new sentence of Community Detention was introduced. This is conceptually an electronically monitored curfew.
Paroled	Prison sentenced prisoners 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 probation officer, who ensures that special conditions imposed by the Board are fulfilled.
Released with conditions	Prison sentenced prisoners may have post release conditions imposed by the court at the time of sentencing. Such conditions are overseen by a probation officer.
Intensive supervision	In October 2007 the new sentence of Intensive Supervision was introduced. This sentence is similar to supervision described below but involves a higher level of restriction and has a longer maximum term (24 months), and special conditions that may include residential programmes.
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 non-residential rehabilitative programmes, reintegration services, or counselling that addresses their offending. In October

Term used	Meaning an episode of management where:
	2007, the maximum duration of supervision was cut from 24 to 12 months.
Post detention conditions	After completion of home detention, offenders may be directed to abide by a set of conditions for a period.
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	This covers all predecessors of community work including community service and periodic detention sentences.
Paused management	Refers to offenders who were under management but are temporarily released for some reason, such as suspended sentence, or bail, or legally recallable but with no parole order.
Deported	These individuals are known to have been deported.
Not managed	These individuals are not currently managed by the Department of Corrections.

12.3 Gender

The Department of Corrections' databases record four gender types: Men, Women, Unknown and Indeterminate. In most of the figures in this report, the Unknown and Indeterminate gender groups have been counted in the Men gender group. This amalgamation is so small that there is minimal effect on the overall numbers.

12.4 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, the offender is grouped with those of an Unknown age.

12.5 Ethnicity

12.5.1. Preferred ethnicity

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

Where no ethnicity is available from the Department's records, historical information is sourced from the Ministry of Justice data warehouse. The data warehouse inherited ethnicity data from the Law Enforcement System (LES), which was based on police officers' assessments of the offender's ethnicity.

The majority of the data (and all of it since 1998) comes from the Department's database. Even with the inclusion of the supplementary data, there are significant numbers of individuals with unknown ethnicity prior to 1998.

The preferred ethnicity approach used follows Statistical Standard for Ethnicity 2005, but differs in a couple of ways:

- it does not multiple-count individuals who have identified with multiple ethnic groups, instead placing them 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 methodologies relating to the agency doing the collecting, and the standard of the day.

12.5.2. Multiple ethnicity

The Department of Corrections asks for ethnicity information at each reception and offenders are associated with all their most recently self-identified ethnicities. This information is recorded in the Department of Corrections' database and grouped according to the 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 figures showing snapshots of age, gender and ethnicity groupings which are 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 the Department's 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.

12.6 Offence prioritisation

Two methodologies for prioritising offences are utilised in this report: most serious offence (as charged) is used for remand periods; and lead offence is used for sentenced periods.

Term used	Meaning an episode of management where:
Most serious offence (as charged)	This is similar to a method commonly used by the Ministry of Justice. For each episode of remand only offences relating to that episode are considered. The most serious charge is selected according to the Ministry of Justice seriousness score, which 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 x 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."
Lead offence	For sentences, the lead offence is the offence that has the longest sentence duration imposed.

12.7 Offence grouping

The table below provides descriptions of the offence groups used in this report. The offence groups are based on the Australia New Zealand Standard Offence Classification (ANZSOC) offence divisions. A full description of the ANZSOC classification methodology may be found at:

http://www.stats.govt.nz/surveys_and_methods/methods/classifications-and-standards/classification-related-stats-standards/offence.aspx

Report offence groups (ANZSOC offence groups)*	**Offence examples**
Homicide (01)*	Murder Attempted murder Manslaughter Driving causing death
Assault (02)*	Common assault Serious assault causing injury Stalking
Sexual assault (03)*	Aggravated/non-aggravated sexual assault Non-assaultive sexual offences against a child Child pornography offences
Robbery, extortion (06)*	Robbery/aggravated robbery Extortion Blackmail
Other acts threatening persons (04,05)*	Endangering others Abduction/kidnapping/false imprisonment Threats/harassment Neglect/ill-treatment of person in care Dangerous driving
Burglary, theft, fraud (07,08,09)*	Unlawful entry with intent/burglary, break and enter Theft Theft of a motor vehicle Receiving or handling proceeds of crime Fraud Obtaining benefit by deception Counterfeiting
Illicit drug offences (10)*	Import illicit drugs Manufacture or cultivate illicit drugs Sell/deal in illicit drugs Possess/use illicit drugs
Good order (11,12,13,14,15,16)*	Trespass Riot Disorderly/offensive behaviour, language, conduct Property damage, arson Weapons offences Inciting hatred, Cruelty to animals Liquor, tobacco, gambling offences Traffic offences: excessive speed, driving while intoxicated, driving while disqualified/without licence Offences against justice: breach of bail/community sentence/parole Subvert course of justice

* The numbers in brackets refer to the Australia New Zealand Standard Offence Code groupings as described at http://www.stats.govt.nz/

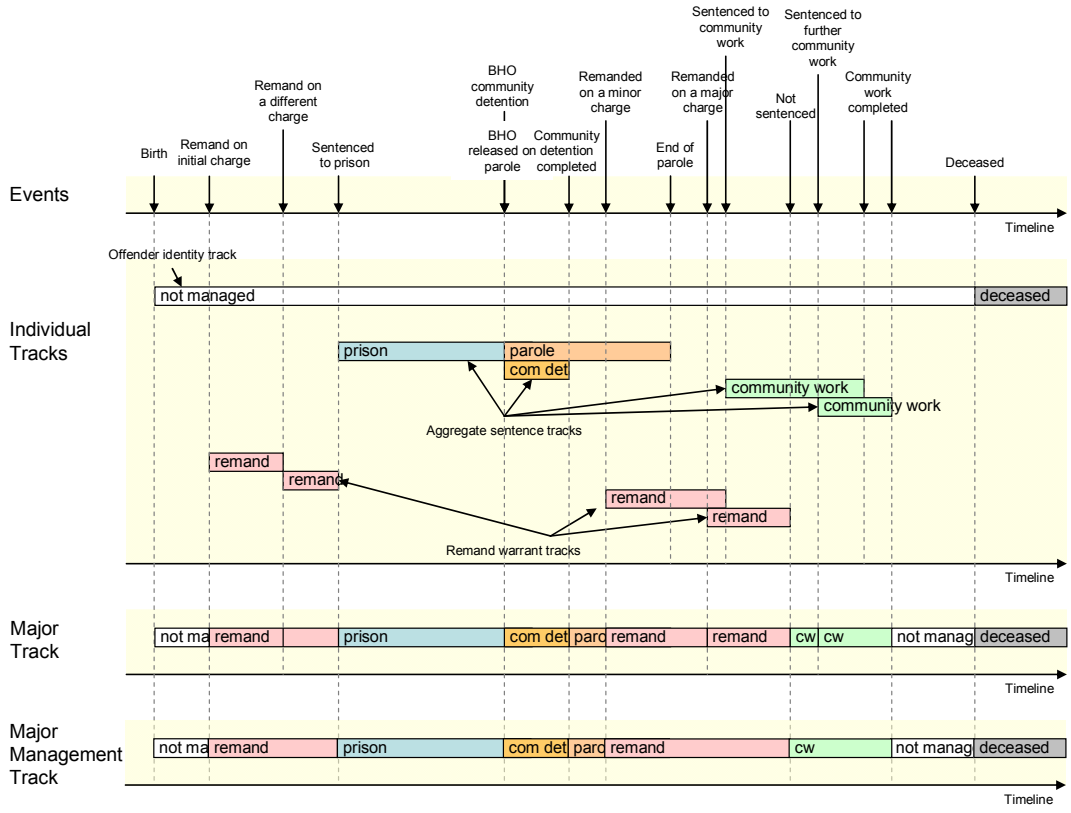
12.8 Data mart

This report is based on the Offender Volumes data mart.

It provides a single unambiguous timeline for each offender's career. 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 useful big picture analysis where the numbers are self-consistent and data issues can be identified.

To achieve the one-day/one-status requirement, a trumping process has been introduced. The process 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 Departmental 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.

12.9 Concept diagram of directives issued



The diagram above represents all the different sentence and order directives recorded for a single offender. This representation demonstrates how a number of records can overlap in time.

The Major Track and Major Management Track combine the sentences and orders into one, using a priority order.

The priority order for each track is as follows:

- Prison sentenced
- Remanded in custody
- Extended Supervision Order
- Home Detention sentenced
- Community Detention
- Paroled
- Post Detention Conditions
- Released on Conditions
- Intensive Supervision
- Supervision
- Community Work
- Other community
- Paused management
- Deceased
- Deported
- Desisted 10 years
- Not managed

13 Data quality

13.1 Quality checks

The data enrichment process has ensured that offenders and offender status are conserved over time. Where it has been possible to find a record from the Court or New Zealand Parole Board directives that justifies a change in status, an offender's status has been updated.

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 New Zealand Parole Board.

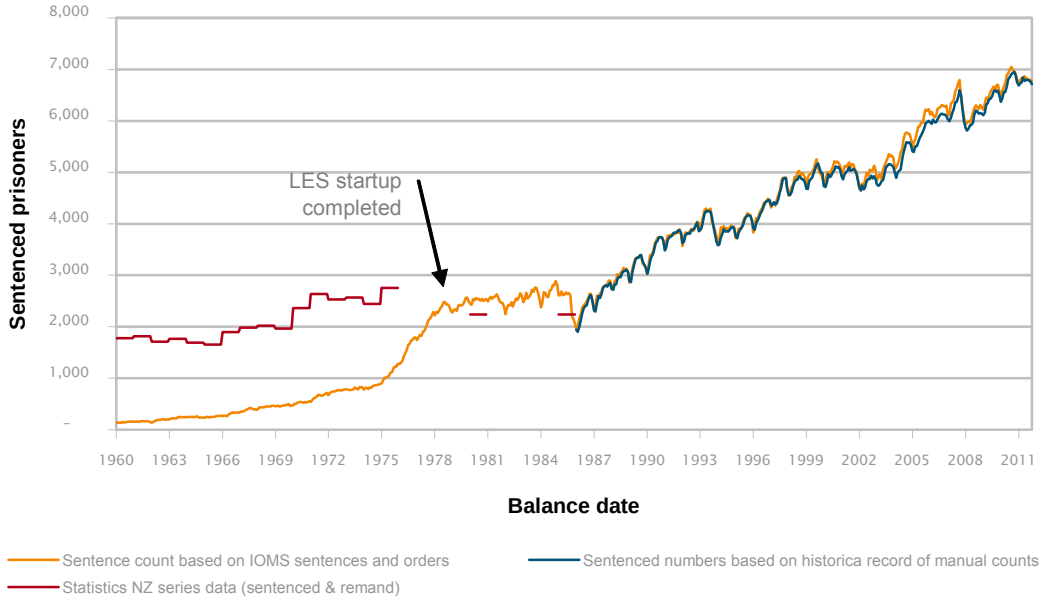
A number of quality checks have been undertaken, including the following:

- Comparison of the offender prison sentenced snapshot trend numbers against the historical record of actual musters trend.
- Comparison of snapshots of remand prisoners with historical lists of muster prisoners on the same days.
- 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 primarily due to avoiding double counting offenders in different categories.
- Comparison against recent standard reports of Community Probation Services activity.

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 that have been identified have been managed or minimised. The data-set used is comprehensive and accurate within the limits of available data.

Because of 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 over 30 years.

13.2 Prison sentenced data compared to prison muster data series

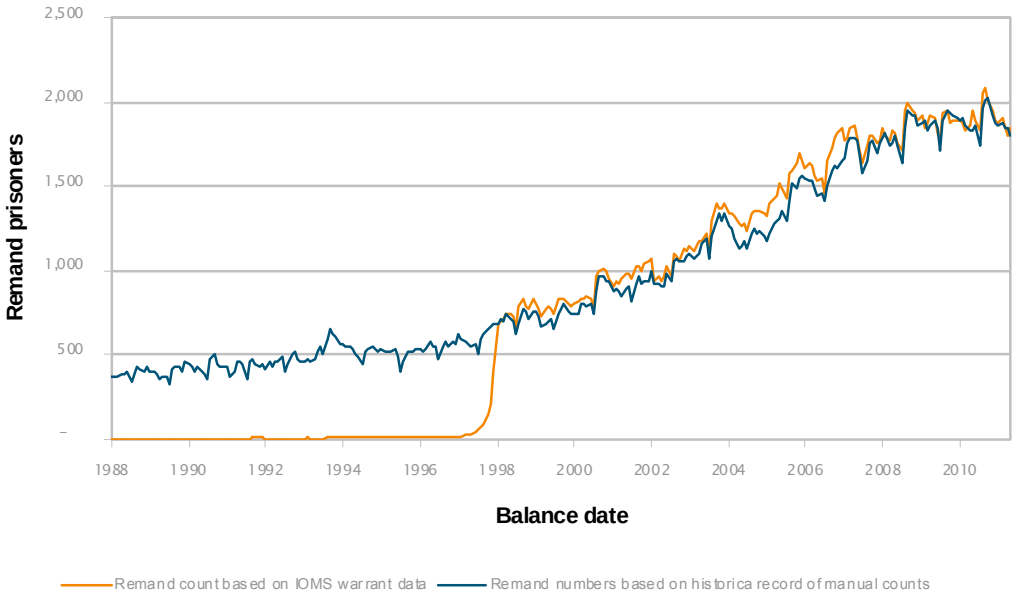


For more details see: Data Spreadsheet

In addition to holding records relating to each prisoner's directed status, the Department of Corrections 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. Both data sets can have data latency issues and errors. Comparing the data-sets, as shown above, provides confidence that each is meaningful.

From the figure above, it can be seen that after the start-up of LES 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.

13.3 Remand directives data compared with remand muster data series

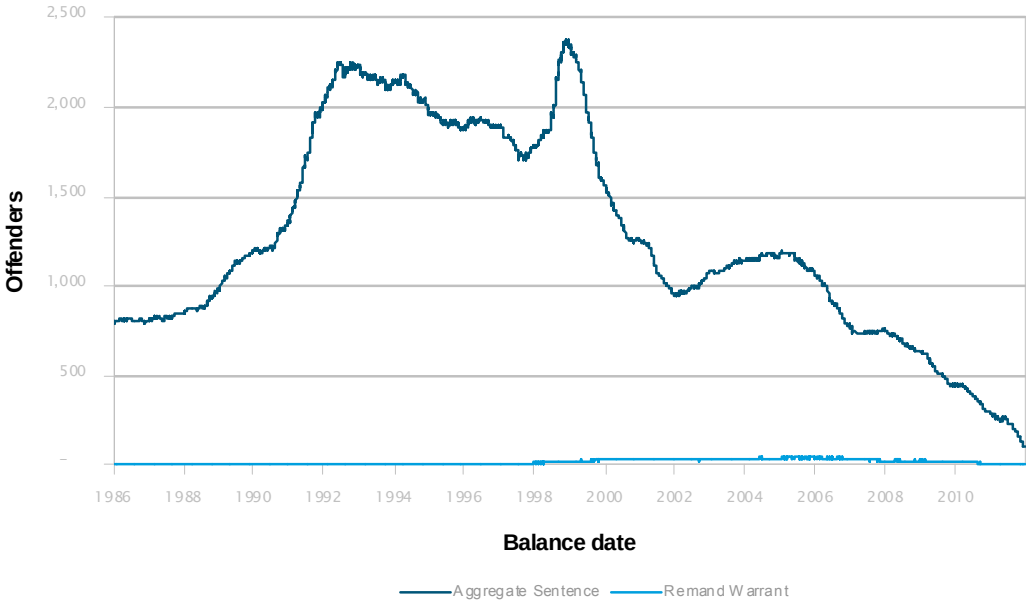


For more details see: Data Spreadsheet

Remand episodes are derived from the Department of Corrections' electronically recorded remand directives. It has been difficult to analyse these since actual management is still done largely on paper-based systems, rather than electronically. One issue has been that the Departmental data does not currently include explicit closure of remanded in custody periods when bail has subsequently been granted. Further, there is a 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. When individuals are remanded in police cells and police haven't requested the use of the Department's facilities for the remand prisoner, then the Department's muster reporting processes exclude the remand prisoner.

Quality checks of the directed remanded in custody counts, compared with 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 is good as shown above.

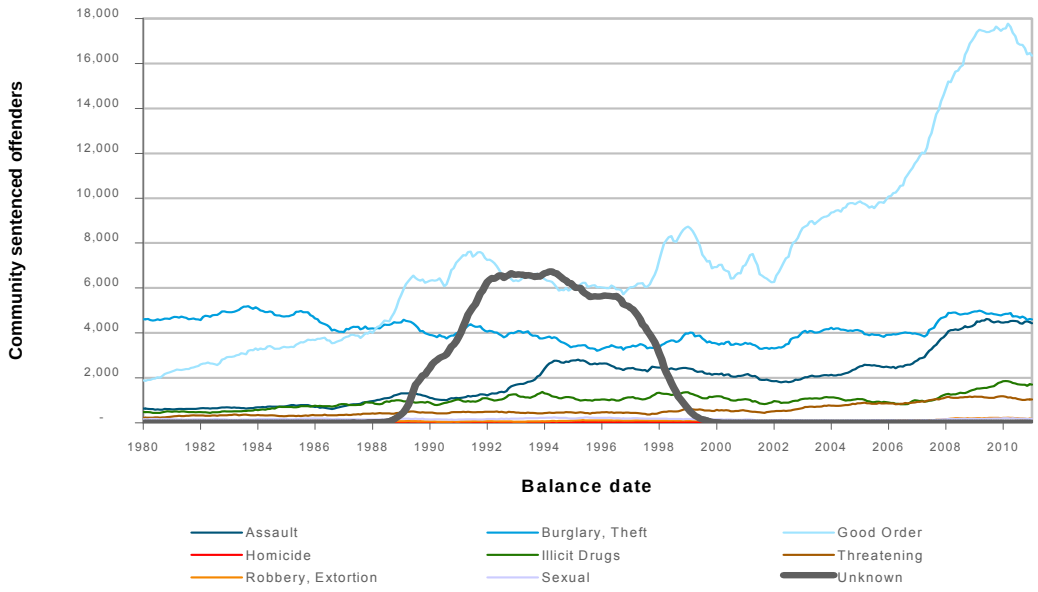
13.4 Multiple identities per offender



For more details see: Data Spreadsheet

This document uses the identities as established in the Department of Corrections' data bases. An analysis of the data indicates that, at various periods of time, the Department has generated multiple identities for some individuals. This means that some counts of offender/prisoner numbers are subject to over-representation. The following figure provides an indication of the maximum potential miscount over all active offenders during any year. The peak in 1998 is associated with the commencement of IOMS.

13.5 Test court, unknown offence and community service in the 1990s

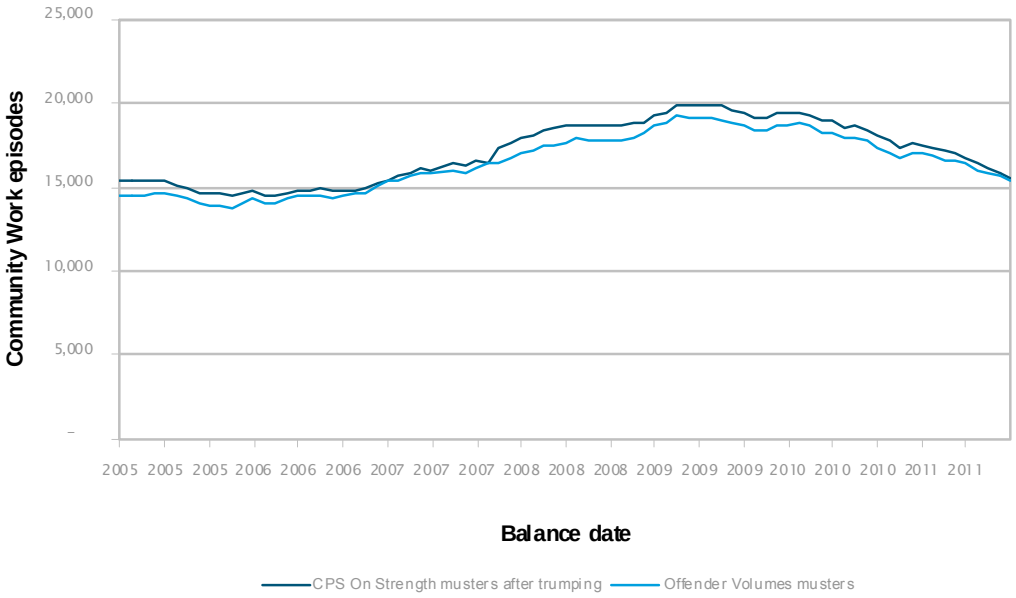


For more details see: Data Spreadsheet

Included in the Department of Correction's records is an unusual bulge of offender management where the data indicates only that some unknown offence was processed through an unknown court and resulted in community service.

This data was previously filtered out of the 2007 and 2009 Offender Volumes Reports but is included this time for completeness pending further investigation.

13.6 Community Work closures



For more details see: Data Spreadsheet

The counting rules used for identifying the completion of management of Community Work episodes used in this report does not align exactly with the counting rules applied for most Community Probation Services reporting. Further investigation of the differences is required, but it is likely that this is because of the timing between formal closure of Community Work management and presumed closure due to completion of required hours of work.