This report presents information about trends in the offender population managed by the Department from 1982 - 2013, to assist with our goal to reduce re-offending.

Public safety is our bottom line.
Contents

Introduction ................................................................................................................................. 1

Remand offenders | throughput.................................................................................................. 2
Overall trend ............................................................................................................................... 2
Gender ......................................................................................................................................... 2
Ethnicity ......................................................................................................................................... 2
Age (at start of remand) ............................................................................................................... 2
Offence group (as charged) ......................................................................................................... 3
Length of remand period (at completion) .................................................................................... 3
Remand starts by territorial authority ....................................................................................... 3

Sentenced prisoners | throughput.................................................................................................. 4
Overall trend ............................................................................................................................... 4
Gender ......................................................................................................................................... 4
Ethnicity ......................................................................................................................................... 4
Age (at start of sentence) ............................................................................................................... 4
Offence group ............................................................................................................................ 5
Length of sentence imposed ....................................................................................................... 5
Sentence starts by territorial authority ...................................................................................... 6

Release Orders | throughput......................................................................................................... 7
Release Order type ..................................................................................................................... 7
Overall trend .................................................................................................................................. 7
Gender ......................................................................................................................................... 7
Ethnicity ......................................................................................................................................... 7
Age (at start of order) ................................................................................................................... 7
Offence group ............................................................................................................................ 8
Length of release order .............................................................................................................. 8
Release order starts by territorial authority ............................................................................. 9

Community sentences | throughput................................................................................................ 10
Community sentences by type ................................................................................................... 10
Overall trend .................................................................................................................................. 10
Gender ......................................................................................................................................... 11
Ethnicity ......................................................................................................................................... 11
Age (at start of sentence) ............................................................................................................... 11
Offence group (as charged) ......................................................................................................... 11
Length of sentence imposed ....................................................................................................... 12
New Community sentences by territorial authority .................................................................... 12

Remand offenders | snapshots...................................................................................................... 13
Overall trend .................................................................................................................................. 13
Gender ......................................................................................................................................... 13
Ethnicity ......................................................................................................................................... 13
Age ................................................................................................................................................ 13
Length of remand period served (to date) .................................................................................... 14

Sentenced prisoners | snapshots..................................................................................................... 15
Overall trend .................................................................................................................................. 15
Gender ......................................................................................................................................... 15
Ethnicity ......................................................................................................................................... 15
Age ................................................................................................................................................ 16
Offence group ............................................................................................................................ 16
Length of sentence imposed ....................................................................................................... 16

Release orders | snapshots............................................................................................................ 18
Release order type ..................................................................................................................... 18
Overall trend .................................................................................................................................. 18
Ethnicity ......................................................................................................................................... 18
Age ................................................................................................................................................ 19
Offence group ............................................................................................................................ 19
Length of release order imposed ............................................................................................... 19
Appendix 2: Snapshot table for December 2013

Appendix 1: Throughput (new starts) table for 2013

End note

Other facts and figures | snapshots
Total prison population (sentenced and remand)...
Percentage who are Māori...
Percentage who are youth (under 20)...
Percentage who are women...
Gang status...
Prisoners eligible for parole...
Iwi status...
Iwi location...
Prisoners sharing cells...
Prisoners on segregation...
Risk of re-offending amongst prisoners...
Prisoner offending history...

Appendices
Appendix 1: Throughput (new starts) table for 2013
Appendix 2: Snapshot table for December 2013
This report presents key trends in the offender population managed by the New Zealand Department of Corrections.

It is our Vision to create lasting change by breaking the cycle of re-offending. Our goal is to reduce re-offending by 25 percent by 2017. Public safety is our bottom line.

This report presents key facts about offenders both on remand or sentenced to prison, and offenders serving community sentences and orders.

This report utilises an offender centric approach, mainly counting individual offenders rather than sentences. This means that in cases where offenders are serving multiple sentences, sentences are “trumped” and only the highest form of sentence management, based on higher cost and/or the more restrictive nature of the sentence, is counted.

The historical trend data is reported from 1983 for offenders serving prison and community sentences, and 1998 for offenders on remand (remand data prior to 1998 is affected by quality issues).

The figure below shows that, on December 31, 2013, there were 38,997 individuals under Corrections’ management. Collectively, these individuals were serving 44,817 sentences and orders.
The number of offenders starting a period in custody remand each year has decreased since 2009.

When considering the trend starting in 1998 the total number of people starting remand has increased by 124 percent. However, since 2009 the number has decreased.

As occurs in the prisoner population generally, the overwhelming majority of prisoners commencing remand periods are male. During 2013, 10,157 men and 1,029 women started remand. However, the proportion of women in the entire remand population who started remand in a given year has increased from five percent to nine percent.

During 2013, 6,250 Māori, 3,282 European, 1,154 Pacific and 230 Asian persons started remand (270 started remand with ethnicity not recorded). The proportion of Māori starting remand each year, relative to the entire remand population has only increased two percentage points since 1998 (now at 56 percent), despite the increase in numbers.

For each age group, the number of people starting remand each year has increased. The largest relative proportion increase has been observed in the 50+ age group, and the largest actual increase has been in the 20-29 age group.

During 2013, five percent of all those who started remand were over the age of 50. This is an increase from 1998, when only two percent of all new remandees were over the age of 50.
Since 1998, the remand population has included relatively equal proportions of each of the three offence groups (offence as charged). However, recently, the proportion of those on remand for offences against property has slightly decreased.

Since 1998, the number of people starting remand and charged with intended injury offences has increased by 172 percent.

Charges for burglary and theft offences predominate amongst those who have been remanded in custody for property-related offences.

Since 1998, people starting remand with charges relating to offences against justice have increased significantly in number, to become the largest sub-group of those charged with public order offences.

During 1988, 89 percent of all completed remand periods had been of 3 months or less duration. By 2013 this had decreased to 84 percent, reflecting a steady increase in the number of remand periods that were between 3 and 6 months duration.

Over a third of all new remand periods are started in the Auckland region.
The number of offenders beginning a prison sentence each year has decreased since 2006. The Department’s successful ‘Reducing Re-offending’ programme of work, in conjunction with other Justice Sector initiatives, is expected to accelerate this decline in volumes.

The number of offenders starting prison sentences each year, increased until 2006. Since then it has decreased overall.

The number of women starting a prison sentence doubled between 1997 and 2007, but has since that time flattened off and begun to fall. During 2013, 6,967 men and 687 women started a prison sentence.

The proportion of offenders who started a prison sentence each year and are women increased from 6 percent to 9 percent of the total, between 1983 and 2013.

The number of Māori starting a prison sentence has almost doubled, from 2,879 during 1983 to 4,311 during 2013. During the same period, the number of Europeans starting a prison sentence decreased marginally, from 2,419 to 2,409 during 2013.

Proportionally, prisoners starting a prison sentence who are Māori increased from 47 percent to 56 percent between 1983 and 2013.

Since 1983, the proportion of offenders starting a prison sentence who are under 20 years old has significantly reduced. Conversely there have been increases in numbers of older offenders, including amongst those aged 50 and over.
The majority of prisoners start a prison sentence for offences against public order (36 percent; this includes drugs and traffic offences, and offences against justice). Prisoners starting a prison sentence for property offences are decreasing as a proportion of prison sentenced starts, while offences against the person are increasing proportionally.

Offenders who start a prison sentence for intended injury offences make up the largest sub-group of those convicted for offences against the person.

The number of offenders who start prison sentences for homicide and sexual offences are relatively low. However, these prisoners form a larger proportion of the muster at any given point in time because their sentences are longer, and they remain in prison for longer periods.

Three quarters of all offenders who start a prison sentence are on a short-term sentence (2 years or less). Proportionally, offenders starting a long-term (greater than 2 years) prison sentence have risen over the last three decades.

There has been a reduction in the number of offenders who start a prison sentence of 6 months or less. Similarly, since 2000 there has been a reduction in the number of prisoners starting a prison sentence between one and two years in length.

The numbers of offenders starting prison sentences for theft or fraud offences have decreased since 2006.
Steady increases have been observed in the annual numbers of offenders starting sentences of between two years and over five years since 1983.

Typically fewer than 50 offenders start indeterminate sentences each year, but such offenders remain in prison for very long periods (usually more than ten years), as a result of which they are becoming an increasingly significant subset of the prisoner population.

The above graph shows the number of aggregate prison sentence starts in the 12 months ended December 31, 2013, and the Territorial Authority that each prisoner was sentenced in.

An offender can start more than one prison sentence in a year (after being released), but can of course serve only one aggregate (prison) sentence at a time.

The size of each bubble represents the number of starts in each Territorial Authority.
The number of offenders starting a prison release order each year has decreased since 20007.

**Release Order type**
There are currently three release orders, Parole, Released on Conditions, and Extended Supervision.

Prior to 2003, release orders were restricted to Parole and Home Detention, but with the introduction of the Sentencing Act 2002, Release on Conditions became available as a post-prison sentence option. Releases to Home Detention were phased out in 2007.

During 2013, percent of release orders started were the Release on Conditions order.

The number of men and women starting release orders has increased over time although the number of women starting a release order has increased at a much lower rate. During 2013, 5,445 men and 481 women started release orders.

**Ethnicity**
During 2013, 3,267 Māori, 1,936 European, 545 Pacific, and 110 Asian offenders started a release order (there were 68 offenders with an unknown ethnicity). The number of Māori offenders starting release orders each year has increased 9 percent since 2003.

While the number of offenders starting a prison release order increased by 2 percent since 2003, there has been a decrease of 25 percent from the peak in 2007.

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The number of offenders starting a prison release order has decreased since 2007.
During 2013, 5,926 offenders started a release order.
Age (at start of order)
Since 2007, the number of offenders starting release orders each year has decreased within each age group except offenders aged 50 and over. This reflects trends in offenders of older ages in prison.

Offence group
The number of offenders starting release orders each year for public order offences has decreased by 12 percent since 2003. The proportion of offenders starting a release order each year for offences against a person has increased 24 percent since 2003.

Of offenders starting release orders each year for offences against the person, intended injury offences have increased most significantly over time (66 percent increase between 2003 and 2013).

Length of release order
The length of new release orders has increased marginally since 2003. In 2003, less than one percent of new release orders were for longer than two years. In 2013 that number had increased to five percent.
The number of offenders starting release orders for 6 months or less in length has decreased markedly, from 60 percent to just 18 percent currently.

The number of offenders starting release orders between two and three years in length has increased significantly over the last 11 years.

One quarter of release orders are started in Auckland. This is lower than remand starts, where almost one third of new remand periods are started in the Auckland region.
The number of offenders starting a community sentence each year has decreased markedly since 2010. Between December 2011 and December 2013, re-offending has reduced, equating to 11.7 percent progress towards the target of reduced re-offending by 25 percent by 2017.

Community sentences by type

The number of offenders starting a community sentence during 1983 was 14,407. This increased by 219 percent, to 48,379, in 2010.

The number of offenders starting a community sentence has decreased since 2010. During 2013, 41,027 offenders started a community sentence.

Since 2010, there has been a significant decrease in the number of offenders starting a community sentence.
During 1983 the proportion of women offenders starting a community sentence was 13 percent. During the following decades, this proportion has grown steadily to the point where currently 21 percent of all offenders starting a community sentence are women.

Proportionally, Māori are over-represented in the numbers who start a community sentence, but the degree of over-representation is not as pronounced as with annual counts of prison-sentenced offenders.

The majority of offenders starting a community sentence each year are 20-29 years of age.

The majority of offenders start community sentences for public order offences (59 percent of new community sentences) with traffic offences predominating.

Amongst sentences imposed for offences against the person, offenders starting community sentences for intended injury offences have increased in number significantly since 1983.

Theft is the most common new community sentence amongst offences involving property, currently accounting for 42 percent of all property offences.
Traffic offences are the most common offence type amongst public order offences, followed by offences against justice. Since the late 1990s, offences against justice have increased to constitute a third of all public order offences.

**Length of sentence imposed**

New community sentences for 1-2 years are uncommon, and have remained at a fairly constant low level since 1983. Sentences of between 6 months and one year are the most frequently imposed community sentence length.
The remand population trebled between 30 December 1998 and 2009, but since 2009 has decreased significantly.

The number of people held in custody on remand has increased steadily over recent years. This is influenced by factors such as the average time served on remand, and the relative proportion of cases where an individual is required to be remanded in custody.

The remand population, as is the case with sentenced prisoners, is overwhelmingly comprised of males. However, the proportion of the total remand population made up by women has increased from 3 percent to 6 percent over the last 15 years.

The number of Māori remandees has increased by 138 percent between 31 December 1998 and 2013. The number of European on remand has increased by 160 percent in the same time period.

However, as a proportion of the total remand population, Māori remandees have decreased from 56 percent to 53 percent. The proportion of Pacific remandees increased from 10 percent to 11 percent.

The age profile of remanded prisoners is not dissimilar to that of sentenced prisoners. The largest group is in the 20-29 age band, followed by those aged between 30 and 39.

The number of people on remand has dropped since 2009. On December 31, 2013 there were 1,713 remandees in Corrections’ care.
Remand offenders | snapshots

Remanded prisoners over the age of 50 are increasing in number. On December 31, 2013, 7 percent of all remandees were over 50 years of age, an increase from 1998, when only 2 percent were over that age.

**Offence group (as charged)**

Most remanded prisoners are held in custody because they are facing charges for offences ‘against the person’ (this includes sexual and violent offences; on 31 December 2013, 50 percent of remand offenders were remanded for such offences). The remaining 50 percent is evenly split between offences involving property, and public order offences. These proportions have not changed significantly since 1998.

In relation to offences involving property, burglary predominates in the charges these remandees are facing. Remanded prisoners facing burglary offence charges have increased, from 53 percent of all property-type offences in 1998, to 64 percent of those currently on remand for property offences.

Of all remanded prisoners facing public order-type offences, drug offences are the majority. Since 1998, the number remanded in custody for drug offences has increased by 182 percent. Remandees with offences for drugs have increased from 43 percent of all public order offences to 47 percent of all public order offences.

**Length of remand period served (to date)**

Most remand periods are relatively short: just over 90% are less than 3 months in duration, and many less than one week. Few prisoners – less than 1% - have been in remand custody for more than a year.
The prison-sentenced population increased by 166 percent from 1983 to 2010. From 2010 there has been a flattening in the sentenced prisoner population.

The number of sentenced prisoners increased over the last thirty years, from 2,551 to a peak of 7,009 in October 2010. This number has reduced slightly to 6,693 as at December 31, 2013.

Gender
The number of men serving prison sentences trebled over the last thirty years, from 2,551 to a peak of 6,372 on December 31 2010.

Most prisoners – 94% – are male. However, the number of women serving a prison sentence on any given date has more than trebled, from 120 on December 31, 1983, to 418 by December 31, 2010. This number has also reduced in the last three years, to 410.

In 1983 women made up 5 percent of the sentenced prisoner population. This has slowly increased to the current proportion of 6 percent.

Māori over-representation has been a feature of the prisoner population for several decades. The proportion of all prison-sentenced offenders who are Māori increased from 44 percent on December 31, 1983 to 50 percent on December 31, 2013.

Disproportionality also applies to prison-sentenced Pacific offenders, where an increase from 4 percent to 12 percent occurred over the same time period occurred.

Numerically, sentenced prisoners who are Māori almost trebled between 1983 and 2010, rising from 1,121 to 3,400. This 2010 number has now reduced slightly, to 3,323. The number of sentenced Pacific prisoners has seen the greatest increase over time, increasing from just 99 on December 31, 1983, to 771 on December 31, 2013, an increase of 679 percent. The proportion of European sentenced prisoners has increased by 121 percent, from 1,046 (on December 31, 1983) to 2,309 (on December 31, 2013).
The majority of sentenced prisoners are aged between 20 and 39. However, the last 30 years has seen an interesting shift in volumes of younger and older prisoners. The number of under 20-year-old sentenced prisoners has halved since December 31, 1983. Over the same period the number of sentenced prisoners in older age bands has increased, particularly in the over 50 years age group.

For most of the last two decades, the majority (c. 60%) of the sentenced population are in prison for offences against the person (sex or violence). Between 1983 and 2013 the proportion of sentenced prisoners with a most serious offence involving property has halved, while the proportion of sentenced prisoners with a most serious offence against a person has doubled.

Amongst sentenced prisoners for whom their most serious offence is against the person, sexual offences increased most dramatically, by 605 percent, since 1983.

Of all sentenced prisoners for whom their most serious offence is against property, burglary is the most common offence type. This has also increased most significantly over the last 20 years. Fraud and property damage have seen a minimal change, and prisoners sentenced for theft offences have decreased in number.

Of all sentenced prisoners where the most serious offence is a public order offence, the number of sentenced prisoners where the most serious offence was drug-related has increased the most, by 309 percent.

With respect to imposed sentence length, a somewhat dramatic change in the composition of the prisoner population has occurred over the last three decades. Prisoners serving short-term sentences (2 years or less) are now a much smaller proportion of the population than they once were, decreasing from 70 percent of all sentenced prisoners in 1983, to 17 percent currently.
When the sub-group of short-serving prisoners is examined more closely, also apparent is the decline in numbers of prisoners serving very short sentences (six months or less), which has more than halved, from 641 on December 31, 1983 down to 177 on December 31, 2013.

Although typically fewer than 50 offenders start indeterminate sentences each year, they remain in prison for long periods, and are becoming an increasingly significant subset of the prisoner population. The number of offenders with indeterminate sentences has been increasing steadily since December 31, 1983; this sub-group now makes up over 10 percent of the sentenced population.

The opposite picture emerges when longer sentences are examined. The number of prisoners serving sentences of greater than five years is showing the greatest increase, with smaller increases in the 2–3 years, and 3–5 years bands.
The number of offenders on post-prison release orders has almost doubled since December 31, 2002. However, since December 31, 2011, the trend has been flat.

In 2003, Release on Conditions was introduced for offenders serving sentences of two years and below, and rapidly became the most common type of release order. Release on Conditions currently account for over half of all release orders.

Reflecting the prison population, men predominate in the release order population. On December 31, 2013 there were 5,330 men on release orders, and 460 women.

The number of offenders on release orders has fallen since 2011. On December 31, 2013 there were 5,790 offenders on release orders under Corrections management.

Ethnicity
Fifty percent of offenders serving a release order are Māori compared with 36 percent who are European. The proportion of offenders serving a release order who are Pacific is 10 percent.

The number of offenders serving post-prison release orders increased by 77 percent between December 31, 2003 and 2011, from 3370 to 5972. The decline in numbers in 2008 reflects the introduction of several new community sentences in 2007, which had the effect of reducing the number of short prison sentences, with a corresponding decline in release orders. Since December 31, 2011, there has been a very slight decrease in the number of offenders on release orders.
Age

Thirty-four percent of all offenders on release orders are aged 40, or above. The number of offenders under 20 years of age who are serving release orders has decreased by 28 percent (from 250 on December 31, 2003 to 181 on December 31, 2013). The number of offenders 20-29 years of age who are serving release orders has increased by 76 percent (from 1,195 on December 31, 2003 to 2,105 on December 31, 2013).

Offence group

From the perspective of most serious offence (for which the original prison sentence was imposed) offenders serving a release order offences against a person account for almost half (43 percent). The other two categories (against property, public order) are roughly evenly split.

Length of release order imposed

The majority of offenders serving release orders are serving orders of less than 2 years duration.

Offenders serving a release order for burglary predominate amongst those whose offence was property-related.

Drugs and traffic offences are the most common type of offence amongst offenders serving a release order for offences against public order. After a peak at December 31, 2007, the numbers serving release orders for traffic offences has declined significantly while drug offences have continued to rise.
Of those offenders serving less than 2 years on orders, the majority are serving between 6 months and 1 year. Only a minority (8 percent) in the 2 years and below duration group are serving periods of 6 months or less.

The number of offenders serving longer orders has increased. Of those offenders serving orders greater than 5 years, almost half are subject to Extended Supervision, which has a duration of up to ten years, with the remainder being subject to Life Parole following release from Life Imprisonment or Preventive Detention. This form of parole order technically continues until the offender’s death.
Legislative changes have meant that the community sentence population is serving a wider range of sentence types since 2007.

Factors known to have been influential in driving up numbers to 2010 include the advent of the new sentence types, Police targeting of offending such as domestic violence and traffic offending, Corrections targeting of breaches of sentences, and Courts practices around remitting unpaid fines and substituting these with community work sentences.

Offenders can serve multiple community sentences

Since the introduction of new community sentences in 2007, the number of offenders serving more than one sentence concurrently has increased markedly, from 2,051 on December 31, 1983 to 5,806 on December 31, 2013. The graph above shows the number of offenders serving more than one community sentence at any given point in time.

Gender

Although the total number of offenders serving community sentences varies significantly between 1983 and 2013, the proportion of women has remained relatively constant: 18 percent on December 31, 1983 to 22 percent on December 31, 2013.

The number of offenders serving community sentences has dropped since 2010. On December 31, 2013, there were 24,801 offenders serving community sentences.

On December 31, 1983, there were 12,544 sentences being served. By December 31, 2013 this number had increased 144 percent to 30,607.

Introduction of new community sentences in 2007 led to a very sharp increase in the community offender population (and a corresponding decline in the prisoner population).

For every offender serving a prison sentence there are approximately four serving a community sentence. The number of offenders serving community sentences peaked on December 31, 2009, at 32,707. Since then, the number of offenders serving community sentences has decreased significantly.

Legislative changes have meant that the community sentence population is serving a wider range of sentence types since 2007.
The proportion of offenders serving community sentences who are Māori has increased from 35 percent on December 31, 1983 to 43 percent on December 31, 2013. The proportion of offenders serving community sentences who are European has decreased from 46 percent on December 31, 1982 to 34 percent on December 31, 2013.

The proportion of offenders serving community sentences who are between 20 and 29 has increased significantly since December 31, 1983. However, since December 31, 2010 this age group has decreased by approximately 4,000 offenders.

Of the offenders serving community sentences for offences against the person, most were convicted of intended injury offences (81 percent).

Of the offenders serving community sentences for property offences, most are serving a sentence for theft offences (40 percent).

The number of offenders serving a community sentence for against justice offences has increased strikingly over the last three decades. However, since December 31, 2010, there has been a marked decrease.

Community offenders are primarily serving sentences for offences against property or public order. Only 21 percent of offenders are serving a community sentence for an offence against the person.
All community sentences are for two years or less.

The proportion of community sentences of less than 1 year increased from 65 percent to 95 percent of all fixed term community sentences.²

² Community work sentences are imposed in hours, not days, and therefore are not included in this graph or calculations.
Women, and offenders under the age of 20, predominantly serve community sentences.

The following figures present summary and comparative perspectives on data in this report.

**Total prison population (sentenced and remand)**

The remand population has become an increasing proportion of the prisoner population over the last 15 years.

**Percentage who are Māori**

Māori over-representation is slightly more pronounced in the custodial remand population.

**Percentage who are youth (under 20)**

Offenders under 20 years old make up a significant proportion of those serving community sentences, but a much smaller proportion of the other sub-groups.

**Percentage who are women**

Offenders serving community sentences have the highest proportion of women, over four times that of sentenced offenders.

**Gang status**

Over a quarter of all offenders in prison are affiliated to a gang (29 percent), while only 9 percent of community offenders are recorded as being affiliated to a gang. Black Power and Mongrel Mob predominate as the most common gangs to which offenders are recorded as being affiliated.

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2 Due to issues affecting data collection, gang numbers for community sentences are likely to be under-reported.
On December 31, 2013, 17 percent of all sentenced prisoners were on sentences shorter than or equal to two years (‘short-term’ – these prisoners are not eligible for early release on parole).

Of the remaining offenders (those who had sentences longer than 2 years) a further 35 percent had yet to reach their parole eligibility date, whilst 44 percent had already passed their parole eligibility date. This generally signifies that the prisoner has not yet demonstrated to the NZ Parole Board (who decides on parole releases) that he/she can be released without posing undue risks to public safety.

**Iwi status**

Approximately half of Māori in prison identify with a particular iwi.

**Iwi location**

On December 31, 2013, offenders who identified with an iwi were mainly from the North Island, and the Auckland region in particular.

### Prisoners sharing cells

<table>
<thead>
<tr>
<th>Remand offenders</th>
<th>Sentenced prisoners</th>
<th>All offenders in prison</th>
</tr>
</thead>
<tbody>
<tr>
<td>Sharing</td>
<td>Not sharing</td>
<td></td>
</tr>
<tr>
<td>50%</td>
<td>25%</td>
<td>30%</td>
</tr>
</tbody>
</table>

Sharing cells by prisoners has been a feature of New Zealand prisons for many years. Since 2009 the proportion of sentenced prisoners who share cells has increased.

The proportion of remandees who share cells has decreased marginally over time.

### Prisoners on segregation

Prisoners can request protective segregation if they are concerned about personal safety. One in five sentenced prisoners is currently in segregation, compared with one in thirty remand offenders. Segregation rates have fallen since 2010.

### Risk of re-offending amongst prisoners

The Department uses an actuarial risk measure known as RoC*RoI (Risk of Reconviction/Risk of Imprisonment) to assess the probability that an offender will be reconvicted and/or imprisoned for future offences (within five years). This computer-based statistical model uses offenders’ criminal history and demographic details to determine this individual probability.
Other facts and figures | snapshots

The figure above indicates that the average risk of prisoners has remained static over the last seven years.

Remand prisoners have on average a slightly higher risk profile than do sentenced prisoners.

Of all the sentenced prisoners in prison on December 31, 2013, over 70 percent have previously been sentenced for a violent offence. Drug offences are found in the criminal histories of over 40 percent. Sex offences are somewhat less common.

Prisoner offending history

![Graph showing percentages of different types of offenses]
End note

This report will be updated biennially (i.e. every two years) and published on the Department of Corrections website. The underlying data however will be updated every six months and made available on NZ.Stat (managed by Statistics NZ).

NZ.Stat is a free web tool, accessible to the general public, that allows users to:

- find a dataset by browsing through themes or searching
- create tables from large datasets
- customise the table by selecting the variables the user wants and changing the table layout
- view metadata alongside the table
- download a table in Excel (up to 100,000 cells) or ‘comma separated values’ (CSV) format (up to a million cells).

The provision of Corrections’ offender population data will usefully complement New Zealand Police and Ministry of Justice crime and offender-centric datasets, which these agencies are currently providing annually to Statistics New Zealand for publication.
## Appendix 1: Throughput (new starts) table for 2013

### OFFENDER VOLUMES THROUGHPUT TABLE FOR 2013

<table>
<thead>
<tr>
<th>Category</th>
<th>Group</th>
<th>Remand</th>
<th>Sentenced</th>
<th>Community</th>
<th>Released</th>
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<td>7,654</td>
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<td></td>
<td>Men</td>
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<td>6,967</td>
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<td><strong>Ethnicity</strong></td>
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### Appendix 2: Snapshot table for December 2013

**OFFENDER VOLUMES SNAPSHOT TABLE FOR DECEMBER 2013**

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<th>Community</th>
<th>Released</th>
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