Youth Justice
Indicators Summary Report
December 2021
Disclaimer

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The infographics provided in this report only include data until 30 June 2021, and do not reflect any changes which have occurred since then. Furthermore, Police data in this report are counted differently from official Police statistics. As a result, the figures produced may not be directly comparable with other similar statistics published elsewhere.

Gaps in the numbering of Youth Justice Indicators are a result of not having the necessary data for those indicators currently incorporated into the Youth Justice National Minimum Dataset.

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Introduction

This is the fourth report published which provides insight into the performance of various aspects of the youth justice system from 2010/11 to 2020/21. The first report covered the period from 2009/10 to 2016/17, the second report was for data from 2010 to 2018 and the previous report covered the period from 2009/10 to 2019/20.

The report’s purpose is to help those involved in youth justice understand system wide trends and issues. We hope it will continue to encourage discussion and action towards important goals: effectively holding children and young people who offend to account in a way that recognises their needs and vulnerability and making a positive difference in their lives.

The youth justice indicators collated here measure volumes and patterns for children and young people across key stages in the youth justice system. This allows us to more comprehensively understand the system from when children and young people who offend first enter it, how they are dealt with as they move through it, and if they reoffend. Unless stated otherwise, children include 10- to 13-year-olds at offence date, and young people include those aged 14 to 16 (14 to 17 from 1 July 2019) at offence date.

From 1 July 2019, 17-year-olds were included in the youth jurisdiction. Therefore, where applicable, data on 17-year-olds have only been included in the data for 2019/20 and 2020/21 for young people. No data is provided on 17-year-olds prior to 1 July 2019.

As a result, the reoffending indicators for YJI 3.1 have changed from the previous report, to measure reoffending over two and three years respectively, rather than 12 months and two years. The inclusion of 17-year-olds in the youth jurisdiction from 1 July 2019 means that measuring reoffending over 12 months, would undercount reoffending for the most recent year compared with earlier years.

For all indicators involving Police data, considerable growth in the extent to which ethnicity is not recorded has necessitated ethnicity being imputed where missing to avoid potentially misleading under-reporting of offending rates/percentages for each ethnic group. For example, for YJI 1.1 (young people), the percent of those with Unknown ethnicity went from 1.5% in 2010/11, to 11.2% in 2018/19 and then to 24% in 2020/21. Redistributing unknown ethnicity in the same proportions as known ethnicities means the adjusted rates/percentages will be closer to the true rates/percentages than the unadjusted rates/percentages.

Information on each indicator is displayed in the form of an infographic. Each infographic contains information only on trends over time by ethnic group, as well as percentages/rates for the latest year by offence division, gender and Police District where applicable. Data covers the period July 2010 to June 2021 unless stated otherwise.

More detailed information on all indicators is available from youth justice agencies. This includes information by age and offence seriousness, as well as data on all dimensions over time – including data for 2009/10.

Both the Report and the Dataset will evolve over time to reflect emerging issues, priorities and availability of useful quality data. Data from the Ministry of Education is to be incorporated into the Dataset, and indicators developed using that data.

Over time, the Dataset will enable sophisticated analysis of young people moving through the youth justice system, contribute to our understanding of what works, and inform our efforts to steer troubled youth away from a lifetime of crime. While the data and key indicators may change, what will not change is the commitment of youth justice agencies and organisations working together to prevent youth crime and help those who offend to turn their lives around.

There are some counting rules and limitations for the indicators, which are provided at the bottom of each page. The full list of rules and limitations can be found on the Ministry of Justice website.¹

Youth Justice Indicators Counting Rules and Limitations December 2021
Key Findings

Long-term term reductions in offending by children and young people have continued
Building on the progress noted in the previous three Youth Justice Indicators reports, the positive longer-term trends have continued for most of the indicators between 2010/11 and 2020/21. These include:

- The offending rates (which measure the proportion who offend relative to the population) for children and young people declined by 65% and 63% respectively (YJI 1.1).
- The number of children and young people whose offending was serious enough to lead to a FGC or court action decreased by 61% and 58% respectively (YJI 1.2).
- The rate of Youth Court appearances reduced by 69% (YJI 2.2).

The first report identified increases in numbers/rates for a number of indicators

- The proportion of young people who offend who appeared in the Youth Court (YJI 2.1) and the Youth Court appearance rate (YJI 2.2) both increased between 2013/14 and 2016/17.
- The proportion of young people remanded in custody (YJI 4.1) rose markedly between 2010/11 and 2014/15.
- The proportion of 16-year-old offenders who appeared in the Youth Court and were proven to have reoffended as an adult (YJI 3.1) peaked in 2015/16.

The positive changes for all these indicators detailed in the previous report have continued in the latest year with improvements for Māori generally greater than for non-Māori

In particular:

- The number of young Māori aged 14 to 16 who offend who appeared in the Youth Court reduced by 51% from 2016/17 to 2020/21 - from 1,383 to 673. In comparison the number for European/Other fell by 45% over the same period - from 432 to 238.
- The Youth Court appearance rate decreased by 54% from 2016/17 to 2020/21 for Māori compared with a 37% reduction for European/Other.
- The number of 12- to 16-year-olds remanded in custody fell by 51% between 2015/16 and 2020/21, from 568 to 279, while the number for Māori decreased by 50% (from 426 to 211).
- The proportion of Māori 16-year-olds who were proven to have offended in the Youth Court, and were proven to have reoffended in an adult court (aged 17 to 19) within two years, dropped from 74% in 2014 to 57% in 2018. In comparison, the proportion of non-Māori 16-year-olds who were proven to have offended, and who reoffended in an adult court within two years, dropped by a similar degree over the same period, from 62% to 46%.

The mix of offending by children and young people has changed since 2010/11

The trends noted above are somewhat related to changes in offender mix from 2010/11 to 2020/21. From 2010/11 to 2016/17, the youth justice system was dealing with an increasing proportion of young people with a more serious (medium-high to high level) offending profile. So while both serious and low to medium level offending fell over that period (YJI 1.1), the latter dropped more, so serious offending made up a much larger proportion of total offending in 2016/17 (38%) compared with 2010/11 (25%).

1 The reoffending indicators for YJI 3.1 have changed from the previous report, to measure reoffending over two and three years respectively, rather than 12 months and two years. The inclusion of 17-year-olds in the youth jurisdiction from 1 July 2019 means that measuring reoffending over 12 months, would undercount reoffending for the most recent year compared with earlier years.
From 2016/17 to 2020/21, however, the reverse occurred, with the proportion of serious offending decreasing to 32%. Analysis of individual percentages of young people proceeded against appearing in the Youth Court, by seriousness of offences, shows that proportions decreased markedly across all levels of offending (YJI 2.1). For example, the percentages of young people proceeded against for medium level and medium-high level offences who appeared in the Youth Court decreased from 34% to 23% and from 53% to 36% respectively between 2016/17 and 2020/21. This suggests that changes in Police charging practice since 2016/17 were responsible for most of the reduction in the proportion of young people offending who appeared in the Youth Court.

In contrast, the proportion of children with more serious offending has increased almost constantly since 2013/14 (from 24% to 36%). However, the proportion of children whose offending was serious enough to lead to an FGC or court action decreased from 9.2% in 2013/14 to 7.7% in 2020/21 (YJI 1.2).  

For most indicators rates for 17-year-olds were higher than those for 16-year-olds

From 1 July 2019, 17-year-olds were included in the youth jurisdiction and have been included in data for both 2019/20 and 2020/21 for young people where possible. Over both these years combined:

- The offending rate per 10,000 population was 331 per 10,000 for 17-year-olds, 18% higher than the rate for 16-year-olds of 280 per 10,000 (YJI 1.1).
- The percentage of 17-year-olds proceeded against who appeared in the Youth Court (25%) was just above that for 16-year-olds of 24% (YJI 2.1).
- The Youth Court appearance rate per 10,000 population for 17-year-olds (153 per 10,000) was 15% higher than the rate for 16-year-olds of 132 per 10,000 (YJI 2.2).

Although the offending rate for 17-year-olds was higher than that for 16-year-olds, the mix of offending by 17-year-olds is less serious than that for 16-year-olds. There were almost 200 fewer 17-year-olds offending for serious offences (982) than there were 16-year-olds (1,178) in 2019/20 and 2020/21 combined. There were 1,861 17-year-olds offending for low-level offences – 45% of total 17-year-olds who offended – compared with 30% of 16-year-olds who offended (1,051).

Children and young people who offend often have complex problems

As noted in the three previous reports, the data highlights that children and young people who offend often have complex problems, which can be among the underlying causes of their offending.

- From 2014/15 to 2020/21, for almost all of the children (96%) and 88% of the young people referred for a youth justice family group conference (FGC), someone had previously expressed concern that they or their family needed help. That is, Oranga Tamariki had recorded a prior report of concern relating to their care and protection (YJI 1.6).

However, research undertaken by Oranga Tamariki shows that being involved in care and protection does not mean a child or young person will become involved with the youth justice system. In fact, the vast majority of those with care and protection statutory involvement are never involved in the Youth Justice system. 

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Large differences still exist between Māori and European/Other children and young people for many measures

Despite the reductions in disparities between Māori and non-Māori for a number of indicators highlighted above, opportunities remain in the youth justice system to further reduce those differences over the coming years. In particular, the disparities in rates over a number of measures between Māori and European/Other children and young people remain very high, particularly in the Youth Court. For example, in 2020/21:

- The offending rates for Māori children and young people were 6.3 and 4 times higher than European/Other children and young people respectively (YJI 1.1).
- The percentage of young Māori proceeded against who appeared in the Youth Court was 1.6 times higher than that for European/Other (YJI 2.1).
- The Youth Court appearance rate for Māori young people was 8.5 times higher than that for European/Other (YJI 2.2).
- The percentage of Māori children and young people remanded in custody was 1.9 times higher than that for European/Other (YJI 4.1).

Impact of Covid-19 in 2019/20

The first COVID-19 lockdown occurred from late March to early June 2020, at varying levels. Analysis of numbers of police proceedings for both children and young people over that period suggest that the first COVID-19 lockdown had very little impact on the total number of proceedings which would have been expected over the period.

However, at a disaggregated level, analysis shows a much lower than expected volume of proceedings for more serious offending during the lockdown. This resulted in fewer first Youth Court appearances over the period so that total first Youth Court appearance numbers for 2019/20 are likely to be between 5% to 7% below what would have occurred if there had not been a COVID-19 lockdown.

During the first COVID-19 lockdown, it was necessary for NZ Police to adapt the approach to detaining young people who offend. Police implemented a wider application of the Remand Option Investigation Tool (ROIT) to assist with decision-making and to take a joint agency approach to explore alternative remand options during the pandemic. The ROIT was completed prehearing for every young person where bail opposition was being considered by Police. ROIT meetings took place via teleconference and Skype. As a result, custodial remands were greatly reduced due to improved interagency cooperation.

Over the first COVID-19 lockdown period there were restrictions on travel and group gatherings, so fewer FGCs were held and timeframes were also impacted. Oranga Tamariki also worked with the Judiciary and the Police to actively manage custody numbers down in residences so that there was spare capacity to isolate young people with COVID-19 like symptoms, and to allow for the possibility of fewer residential staff being available due to COVID-19 related isolation.

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4 The ROIT supports youth justice professionals to gather information about young people appearing before the court to inform remand recommendations to the judge in cases when Police are opposing bail.
The offending rates youth justice indicator helps us understand the proportion of children coming into contact with the youth justice system. It measures the volume of children who Police take proceedings against for allegedly breaking the law, compared to total populations of the same age.

The overall offending rate for children declined almost constantly between 2010/11 and 2020/21, from 197 to 69 per 10,000 children — a reduction of 65% with 2,900 fewer children offending in 2020/21 compared with 2010/11. Māori young people have the highest rates of offending — 5.2 times higher than the corresponding rate for Pasifika and 6.3 times higher than the rate for European/Other in 2020/21.

Offending rates per 10,000 population for children aged 10 to 13

Considerable growth in the extent to which ethnicity is not recorded has necessitated ethnicity being imputed where missing to avoid potentially misleading under-reporting of offending rates for each ethnic group. Redistributing unknown ethnicity in the same proportions as known ethnicities means the adjusted rates will be closer to the true rates than the unadjusted rates.

In 2020/21:

**Percent by offence division**

- Theft: 27%
- Causing injury: 14%
- Unlawful entry, burglary: 15%
- Property damage: 14%
- Public disorder: 8%
- Abductions, threats: 6%
- Other: 5%

**Offending rates per 10,000 population by Police District**

**Percent by gender**

- Male 70%
- Female 30%

Includes any 10-13 year olds proceeded against during the report period for offending, regardless of the outcome. Relevant age is age at time of the alleged offence. Each 10-13 year old is counted only once in each 12-month period.
The offending rates youth justice indicator helps us understand the proportion of young people coming into contact with the youth justice system. It measures the volume of young people who Police take proceedings against for allegedly breaking the law, compared to total populations of the same age.

The overall offending rate for young people decreased by 63% between 2010/11 and 2020/21, from 702 to 263 per 10,000 young people, though the decrease has slowed markedly since 2016/17 with only a 15% decrease over that period. Māori young people have the highest rates of offending — 3.6 times higher than the corresponding rate for Pasifika and 4.0 times higher than the rate for European/Other in 2020/21.

Includes any young person proceeded against during the report period for offending, regardless of the outcome. Relevant age is age at time of the alleged offence. Each young person is counted only once in each 12-month period.
This indicator provides a guide to the number of children most at-risk of future offending. Studies show serious or persistent offending at an early age is a strong predictor of whether someone will keep offending as they get older.

It measures the percentage of 10 to 13 year olds proceeded against by Police whose offending was serious enough to warrant referral to an intention-to-charge FGC, an appearance in the Youth Court or referral by Police for Oranga Tamariki to consider pursuing an application for care and protection in the Family Court that a child is in need of care and protection as defined in section 14(1)(e).

In 2020/21, the proportion of children whose offending was serious enough to lead to an FGC or court action was 7.7%, the same as in 2020/21, after peaking at 10.5% in 2015/16. However, the number whose offending was serious enough to lead to an FGC or court action had fallen by 61% since 2010/11, from 367 to 144.

In 2020/21:

**Percent by offence division**

- Theft
- Causing injury
- Unlawful entry, burglary
- Property damage
- Public disorder
- Abductions, threats
- Other

Of males who offend are serious enough to lead to an FGC or court action

9%

Of females who offend are serious enough to lead to an FGC or court action

5%

Includes any 10-13 year olds proceeded against by Police in a 12 month period against one or more of the following initial proceeding codes: 190 (Court action necessary), 197 (Family Court Order), 191 (Prosecution), 198 (Court Action necessary), 192 (Prosecution Youth Court and Application for Declaration), 231 (FGC Youth Justice), 193 (FGC - Court ordered), 232 (FGC - s247(b) Police referred), 194 (FGC - s247(d) Youth Court referred), 233 (FGC - 14 (1)(e) Child offending, 196 (Family Court - s 14(1)(e)).

Relevant age is age at time of the alleged offence. Each 10-13 year old is counted only once in each 12-month period.

From 1 July 2019, an application for a declaration that a child or young person is in need of care or protection has been replaced by an application for a care and protection order.
This indicator provides a guide to the number of young people most at-risk of future offending. Studies show serious or persistent offending at an early age is a strong predictor of whether someone will keep offending as they get older.

It measures the percentage of young people proceeded against by Police whose offending was serious enough to warrant referral to an intention-to-charge FGC or an appearance in the Youth Court.

The proportion of young people whose offending was serious enough to lead to an FGC or court action decreased from 39% in 2016/17 to 28% in 2020/21, after increasing from 33% in 2013/14. The proportion of young Māori whose offending was serious enough to lead to an FGC or court action (32%) was much higher than that for Pasifika (27%) and European/Other (21%) in 2020/21.

In 2020/21:

**Percent by offence division**

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<tbody>
<tr>
<td>Theft</td>
<td>10</td>
<td>15</td>
<td>18</td>
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<td>26</td>
<td>27</td>
<td>28</td>
<td>29</td>
<td>30</td>
</tr>
</tbody>
</table>

**Percent by Police District**

- **31%** Of males who offend are serious enough to lead to an FGC or court action
- **20%** Of females who offend are serious enough to lead to an FGC or court action

Considerable growth in the extent to which ethnicity is not recorded has necessitated ethnicity being imputed where missing to avoid potentially misleading under-reporting of percentages for each ethnic group. Redistributing unknown ethnicity in the same proportions as known ethnicities means the adjusted percentages will be closer to the true percentages than the unadjusted percentages.

Includes any young person proceeded against by Police in a 12 month period against one or more of the following initial proceeding codes: 190 (Court action necessary), 197 (Family Court Orders), 191 (Prosecution), 198 (Court Action necessary), 192 (Prosecution Youth Court and Application for Declaration) 231 (FGC Youth Justice), 193 (FGC - Court ordered), 232 (FGC - s247(b) Police referred), 194 (FGC - s247(d) Youth Court referred), 233 (FGC - s 14 (1)(e) Child offending, 196 (Family Court - s 14(1)(e)). Relevant age is age at time of the alleged offence. Each young person is counted only once in each 12 month period.
This indicator compares the rate of offending of young people aged 14 to 16 (14 to 17 from 1 July 2019) to 18 to 19 year olds.

This indicator helps us to understand the changes in the offending rate of young people relative to changes in the offending rates of young adults.

Offending rates are much lower for young people than for young adults aged 18 to 19 years. In 2020/21, the overall offending rate for young people was 263 per 10,000 population, 46% lower than the corresponding rate for young adults (485 per 10,000), though the difference in offending rates has narrowed since 2016/17. In 2020/21, the offending rate for Māori young people was only 33% lower than that for Māori young adults compared with a 57% difference for non-Māori.

Considerable growth in the extent to which ethnicity is not recorded has necessitated ethnicity being imputed where missing in order to avoid potentially misleading under-reporting of offending rates for each ethnic group. Redistributing unknown ethnicity in the same proportions as known ethnicities means the adjusted rates will be closer to the true rates than the unadjusted rates.

In 2020/21:

Percent by offence division

- Theft
- Causing injury
- Unlawful entry, burglary
- Dangerous acts
- Public disorder
- Property damage
- Road traffic
- Other

![Graph showing the ratio of offending rates for young people (ages 14-17) to young adults (18-19) by Police District.]

73% Of young people who offend were male compared with 77% of 18-19 year olds who offend.

27% Of young people who offend were female compared with 23% of 18-19 year olds who offend.

Includes any 14-20 year olds proceeded against during the report period for offending, regardless of the outcome. Relevant age is age at time of the alleged offence. Each 14-20 year old is counted only once in each 12-month period.
YJI 1.4 (children): Total number of proceedings per 10,000 population for children aged 10 to 13 years

This indicator provides insights into the population-adjusted volume of offending by children including how often children who offend are dealt with by Police. Police action includes warnings, Alternative Action, intention-to-charge FGCs, and prosecution.

The population-adjusted number of proceedings per 10,000 children continues to fall with a 62% reduction between 2010/11 and 2020/21 (from 277 per 10,000 to 106 per 10,000). In 2020/21, the rate of proceedings for Māori children was 4.8 times higher than the corresponding rate for Pasifika and 8.4 times higher than the rate for European/Other.

Considerable growth in the extent to which ethnicity is not recorded has necessitated ethnicity being imputed where missing to avoid potentially misleading under-reporting of offending rates for each ethnic group. Redistributing unknown ethnicity in the same proportions as known ethnicities means the adjusted rates will be closer to the true rates than the unadjusted rates.

In 2020/21:

Percent by offence division

In 2020/21:

Percent by gender

Includes any 10-13 year olds proceeded against during the report period for offending, regardless of the outcome. Relevant age is age at time of the alleged offence.
YJI 1.4 (young people): Total number of proceedings per 10,000 population for young people aged 14 to 16 (14 to 17 from 1 July 2019)

This indicator provides insights into the population-adjusted volume of offending by young people, including how often young people who offend are dealt with by Police. Police action includes warnings, Alternative Action, intention-to-charge FGCs, and prosecution.

The population-adjusted number of proceedings per 10,000 young people declined constantly between 2010/11 and 2020/21, from 1,204 to 437 — a reduction of 64%. Māori young people have the highest rates of proceedings compared with other ethnic groups — 4.2 times higher than the rate for Pasifika and 5.4 times higher than the rate for European/Other in 2020/21.

Considerable growth in the extent to which ethnicity is not recorded has necessitated ethnicity being imputed where missing to avoid potentially misleading under-reporting of offending rates for each ethnic group. Redistributing unknown ethnicity in the same proportions as known ethnicities means the adjusted rates will be closer to the true rates than the unadjusted rates.

In 2020/21:

Percent by offence division

<table>
<thead>
<tr>
<th>Offence Division</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Theft</td>
<td>27%</td>
</tr>
<tr>
<td>Causing injury</td>
<td>26%</td>
</tr>
<tr>
<td>Unlawful entry, burglary</td>
<td>10%</td>
</tr>
<tr>
<td>Public disorder</td>
<td>14%</td>
</tr>
<tr>
<td>Property damage</td>
<td>8%</td>
</tr>
<tr>
<td>Dangerous damage</td>
<td>8%</td>
</tr>
<tr>
<td>Other</td>
<td>7%</td>
</tr>
</tbody>
</table>

Proceedings rates per 10,000 population by Police District

Includes any young person proceeded against during the report period for offending, regardless of the outcome. Relevant age is age at time of the alleged offence.
This indicator provides information on the inflow of children into the youth justice system. It helps us understand how many are first time offenders and how many have already been in trouble.

Since 2011/12, there has been little change in the proportion of children who offend had no prior proceedings in the two years prior, though the proportion in 2020/21 (78%) was the highest over the ten years. In 2020/21, 75% of Māori children who offend had no prior proceedings in the two years prior, lower than the proportions for both Pasifika (81%) and European/Other (86%).

Considerable growth in the extent to which ethnicity is not recorded has necessitated ethnicity being imputed where missing to avoid potentially misleading under-reporting of percentages for each ethnic group. Redistributing unknown ethnicity in the same proportions as known ethnicities means the adjusted percentages will be closer to the true percentages than the unadjusted percentages.

In 2020/21:

- **Percent by offence division**
  - Theft
  - Causing injury
  - Unlawful entry, burglary
  - Property damage
  - Public disorder
  - Abductions, threats
  - Other

- **Per cent by Police District**

The numerator counts only 10-13 year olds proceeded against by the Police with no proceedings in the previous 2 years. The denominator includes any 10-13 year olds proceeded against during the report period for offending, regardless of the outcome. Relevant age is age at time of the alleged offence. Each 10-13 year old is counted only once in each 12-month period.
This indicator provides information on the inflow of young people into the youth justice system. It helps us understand how many are first time offenders and how many have already been in trouble.

From 2016/17 to 2020/21, there has been an increase in the percentage of young people who offend with no proceedings in the two years prior (from 56% to 65%), after little change between 2011/12 and 2016/17. Māori young people who offend (58%) were much less likely to have had no prior proceedings in the two years prior than both Pasifika (71%) and European/Other (75%) in 2020/21.

In 2020/21:

**Percent by Police District**

Considerable growth in the extent to which ethnicity is not recorded has necessitated ethnicity being imputed where missing to avoid potentially misleading under-reporting of percentages for each ethnic group. Redistributing unknown ethnicity in the same proportions as known ethnicities means the adjusted percentages will be closer to the true percentages than the unadjusted percentages.

**Percent by offence division**

63% Of males who offend had no previous proceedings (24 months prior)

71% Of females who offend had no previous proceedings (24 months prior)

The numerator counts only young people proceeded against by the Police with no proceedings in the previous 2 years.

The denominator includes any young person proceeded against during the report period for offending, regardless of the outcome.

Relevant age is age at time of the alleged offence. Each young person is counted only once in each 12-month period.
**YJI 1.6 (children): Proportion of children aged 10 to 13 years referred for an FGC who have previously been the subject of a report of concern to Oranga Tamariki relating to their care and protection**

This indicator provides information on how many children who offended had negative childhood experiences. It measures the proportion of children and young people referred for a youth justice Family Group Conference (FGC) who have previously been the subject of a report of concern to Oranga Tamariki relating to their care and protection.

Almost all (96%) of the children referred for a youth justice FGC since 2014/15 had previously been the subject of a report of concern to Oranga Tamariki about their care and protection. The proportion has remained very stable since 2014/15 after increasing from 90% in 2010/11.

In **2020/21**:

**Percent by gender**

- **94%** of males referred for a youth justice FGC had previously been subject to a report of concern to Oranga Tamariki about their care and protection.

- **100%** of females referred for a youth justice FGC had previously been subject to a report of concern to Oranga Tamariki about their care and protection.

Youth justice FGCs include: child offender FGCs, intention-to-charge FGCs, and court-ordered FGCs. Relevant age is at the time of the child’s FGC as offence date is not always recorded on Oranga Tamariki data. Section 15 reports of concern are over people’s entire childhoods until the FGC, rather than just in the same 12 month period as the FGCs.
This indicator provides information on how many young people who offended had negative childhood experiences. It measures the proportion of children and young people referred for a youth justice Family Group Conference (FGC) who have previously been the subject of a report of concern to Oranga Tamariki relating to their care and protection.

The proportion of young people who were referred for a youth justice FGC from 2014/15 to 2020/21 who had a previous report of concern to Oranga Tamariki relating to their care and protection, remained relatively unchanged (87% to 89%). The proportion had steadily increased from 74% in 2010/11. This does not necessarily mean that young people who offend are now more likely to have been abused. The change may be because there are fewer lower level offenders in the system, so proportionally more FGCs involve serious/persistent offenders who may be more likely to have welfare concerns.

In 2020/21:

**Percent by gender**

- **88%** of males referred for a youth justice FGC had previously been subject to a report of concern to Oranga Tamariki about their care and protection.
- **91%** of females referred for a youth justice FGC had previously been subject to a report of concern to Oranga Tamariki about their care and protection.

Youth justice FGCs include: child offender FGCs, intention-to-charge FGCs, and court-ordered FGCs. Relevant age is at the time of the young person’s FGC as offence date is not always recorded in Oranga Tamariki data. Section 15 reports of concern are over people’s entire childhoods until the FGC, rather than just in the same 12 month period as the FGCs.
This indicator provides insight about the proportion of young people who offend who are prosecuted in the Youth Court. Generally speaking, only the most serious offenders are dealt with in the Youth Court, and these young people can receive the most intensive services and sentences. The more offences a young person commits and the longer their offending history, the higher the likelihood they will be prosecuted.

In 2020/21, 22% of young people who offended appeared in the Youth Court. This represents a large reduction since 2016/17 when 35% of young people who offended appeared in the Youth Court, after increasing from 27% in 2013/14. The number of Māori young people (excluding 17-year-olds) who offend who appeared in the Youth Court more than halved between 2016/17 and 2020/21 — from 1,383 to 673.

Considerable growth in the extent to which ethnicity is not recorded has necessitated ethnicity being imputed where missing to avoid potentially misleading under-reporting of percentages for each ethnic group. Redistributing unknown ethnicity in the same proportions as known ethnicities means the adjusted percentages will be closer to the true percentages than the unadjusted percentages.

In 2020/21:

- **Percent by offence division**

  - **Theft**
  - **Causing injury**
  - **Unlawful entry, burglary**
  - **Dangerous acts**
  - **Public disorder**
  - **Property damage**
  - **Other**

- **Percent by Police District**

  - **26%** Of males who offend appeared in the Youth Court
  - **13%** Of females who offend appeared in the Youth Court

The numerator includes only those young people at the time of the alleged offence, and whose first court appearance was in a Youth Court. The denominator includes any young person proceeded against for offending, regardless of the outcome. Relevant age is age at time of the alleged offence. Each young person is counted only once in each 12-month period.
This indicator provides information about the proportion of young people in the New Zealand population who are serious offenders. Youth Court appearances are an appropriate proxy measure because generally only the most serious offenders are dealt with in the Youth Court.

The rate of Youth Court appearances more than halved (51% reduction) between 2016/17 and 2020/21, from 228 to 111 per 10,000 population, after a very slight (1%) increase in the rate from 2013/14 to 2016/17. The decline in the Youth Court appearance rate since 2016/17 was principally driven by a reduction in the rate for Māori (54%), as 75% of all Youth Court appearances in 2016/17 were for Māori. The Youth Court appearance rate in 2020/21 was 69% lower than the rate in 2010/11 (357 per 10,000).

In 2020/21:

### Percent by offence division

- Theft: 20%
- Causing injury: 27%
- Unlawful entry, burglary: 5%
- Robbery, extortion: 9%
- Sexual offences: 5%
- Property damage: 18%
- Other: 16%

### Offending rates per 10,000 population by Police District

#### Percent by gender

- Male: 85%
- Female: 15%

Includes only those young people at the time of the alleged offence, and whose first court appearance was in a Youth Court. Relevant age is age at time of the alleged offence. First court appearances are based on day of first appearance in the Youth Court for one charge or a group of charges.
This indicator provides information on the proportion of 16-year-olds appearing in the Youth Court who reoffend in the adult court system at 17 to 19 years of age.

It helps us understand the youth justice system's success in dealing with young offenders at most risk of criminal behaviour as young adults.

Between 2014 and 2018, the proportion of 16-year-olds with a proved Youth Court case who reoffended within two years in an adult court, as a 17 to 19-year-old, declined from 69% to 53%, with most of the reduction since 2016. This followed the period from 2010 to 2014 where the overall reoffending rate had increased slightly from 66%. There was a similar reduction in the reoffending rate for Māori since 2014 (from 74% to 57%) as there was for non-Māori (from 62% to 46%).

**In 2018:**

**Percent reoffending by offence division**

- Theft
- Unlawful entry, burglary
- Robbery, extortion
- Causing injury
- Property damage
- Road traffic
- Other

56% Of male offenders reoffend within 24 months

43% Of female offenders reoffend within 24 months

The numerator includes those individuals aged 16 who were proved in the Youth Court to have offended in a 12 month period, and who were proved in an adult court to have reoffended for a new offence committed within 24 months of the outcome date of the first Youth Court proved case at ages 17 to 19.

The denominator includes the number of 16 year olds who were proved in the Youth Court to have offended within a given 12 month period. Counts only their first proved case during each 12 month period.

Relevant age is age at time of the alleged offence.

To allow crimes to be detected and processed consistently over time, this indicator only counts offences which are proven in court within 30 months of the outcome date of the first Youth Court proved case.

2018 is the latest year for which reoffending over 24 months is able to be measured.
This indicator provides information on the proportion of 16-year-olds appearing in the Youth Court who reoffend in the adult court system at 17 to 20 years of age.

It helps us understand the youth justice system’s success in dealing with young offenders at most risk of criminal behaviour as young adults.

From 2010 to 2016, the proportion of 16-year-olds with a proved Youth Court case who reoffended within three years in an adult court, as a 17 to 20-year-old, varied between 71% and 77%. From 2016 to 2017, the three-year reoffending rate declined from 74% to 68%, with the reoffending rate for Māori decreasing from 77% to 68%.

In 2017:

Percent reoffending by offence type

<table>
<thead>
<tr>
<th>Offence Type</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Unlawful entry, burglary</td>
<td>64%</td>
</tr>
<tr>
<td>Theft</td>
<td>63%</td>
</tr>
<tr>
<td>Causing injury</td>
<td>65%</td>
</tr>
<tr>
<td>Robbery, extortion</td>
<td>68%</td>
</tr>
<tr>
<td>Road traffic</td>
<td>64%</td>
</tr>
<tr>
<td>Property damage</td>
<td>67%</td>
</tr>
<tr>
<td>Other</td>
<td>73%</td>
</tr>
</tbody>
</table>

In 2017:

- **73%** Of male offenders reoffend within 36 months
- **49%** Of female offenders reoffend within 36 months

The numerator includes those individuals aged 16 who were proved in the Youth Court to have offended in a 12 month period, and who were proved in an adult court to have reoffended for a new offence committed within 36 months of the outcome date of the first Youth Court proved case at ages 17 to 20.

The denominator includes the number of 16 year olds who were proved in the Youth Court to have offended within a given 12 month period. Counts only their first proved case during each 12 month period.

Relevant age is age at time of the alleged offence.

To allow crimes to be detected and processed consistently over time, this indicator only counts offences which are proven in court within 42 months of the outcome date of the first Youth Court proved case.

2017 is the latest year for which reoffending over 36 months is able to be measured.
There was a large reduction in the proportion of young people aged 14 to 16 with a proved Youth Court case who reoffended within 12 months between 2015 and 2019, from 49% to 33%, with a similar relative reduction for Māori over the same period (from 51% to 36%). This followed the period from 2010 to 2015 where the overall youth proved reoffending rate varied between 44% and 49%.

In 2019:

**Percent reoffending by offence division**

- Unlawful entry, burglary: 42%
- Theft: 46%
- Robbery, extortion: 48%
- Causing injury: 50%
- Property damage: 52%
- Abductions, threats: 54%
- Other: 56%

**Percent reoffending by Police District**

- 37% Of male offenders reoffend within 12 months
- 19% Of female offenders reoffend within 12 months

The numerator includes those individuals aged 14-16 who were proved in the Youth Court to have offended in a 12-month period, and who were proved in any court to have reoffended for a new offence committed within 12 months of the outcome date of the first Youth Court proved case.

The denominator includes the number of 14-16 year olds who were proved in the Youth Court to have offended within a given 12 month period. Counts only their first proved case during each 12 month period.

Relevant age is age at time of the alleged offence.

To allow crimes to be detected and processed consistently over time, this indicator only counts offences which are proven in court within 18 months of the outcome date of the first Youth Court proved case.

2019 is the latest year for which reoffending over 12 months is able to be measured.
This indicator provides information on the success of the youth justice system in preventing reoffending.

Specifically, we examine the proportion of young people with a proven offence in a 12-month period who reoffend and have a new proven case for offending committed within 24 months of the outcome date of the first Youth Court proved case.

From 2014 to 2018, the two-year reoffending rate for Māori young people aged 14 to 16 with a proved Youth Court case decreased from 70% to 56%. This is a similar relative reduction to that for non-Māori (from 60% to 47%) over the same period. Between 2010 and 2014, the overall two-year reoffending rate for young people aged 14 to 16 varied between 61% and 66%, but decreased to 52% in 2018.

In 2018:

Percent reoffending by offence division

<table>
<thead>
<tr>
<th>Offence Division</th>
<th>Percent Reoffending</th>
</tr>
</thead>
<tbody>
<tr>
<td>Theft</td>
<td></td>
</tr>
<tr>
<td>Unlawful entry, burglary</td>
<td></td>
</tr>
<tr>
<td>Robbery, extortion</td>
<td></td>
</tr>
<tr>
<td>Causing injury</td>
<td></td>
</tr>
<tr>
<td>Property damage</td>
<td></td>
</tr>
<tr>
<td>Dangerous acts</td>
<td></td>
</tr>
<tr>
<td>Other</td>
<td></td>
</tr>
</tbody>
</table>

Percent reoffending by Police District

55% Of male offenders reoffend within 24 months

40% Of female offenders reoffend within 24 months

The numerator includes those individuals aged 14-16 who were proved in the Youth Court to have offended in a 12 month period, and who were proved in any court to have reoffended for a new offence committed within 24 months of the outcome date of the first Youth Court proved case.

The denominator includes the number of 14-16 year olds who were proved in the Youth Court to have offended within a given 12 month period. Counts only their first proved case during each 12 month period.

Relevant age is age at time of the alleged offence.

To allow crimes to be detected and processed consistently over time, this indicator only counts offences which are proven in court within 30 months of the outcome date of the first Youth Court proved case.

2018 is the latest year for which reoffending over 24 months is able to be measured.
This indicator provides information on the proportion of 10 to 13 year olds who offend with no recent offending history (2 years prior), who are dealt with through either a warning, caution or alternative action, who reoffend within 12 and 24 months of their initial proceeding. It helps us understand the youth justice system’s success in dealing with children who offend with little or no youth justice history.

In 2019/20, 22% of children proceeded against receiving alternative actions/warnings, and who had no proceedings in the 2 years prior, reoffended within 12 months. This is lower than the percentages in all years between 2011/12 and 2018/19 which varied between 25% and 30%. The reoffending rate for Māori (24%) was higher than the rates for both Pasifika (16%) and European/Other (19%) in 2019/20.

Considerable growth in the extent to which ethnicity is not recorded has necessitated ethnicity being imputed where missing to avoid potentially misleading under-reporting of percentages for each ethnic group. Redistributing unknown ethnicity in the same proportions as known ethnicities means the adjusted percentages will be closer to the true percentages than the unadjusted percentages.

In 2019/20:

Percent reoffending by offence division

The numerator counts only 10-13 year olds proceeded against by the Police and received either an alternative action or a warning, with no proceedings in the 2 years prior, and who were proceeded against for a new offence committed within 12 months of the proceeding date for the initial proceeding.

The denominator counts only 10-13 year olds proceeded against by the Police and received either an alternative action or a warning, with no proceedings in the 2 years prior.

Relevant age is age at time of the alleged offence.

The numerator counts only 10-13 year olds proceeded against by the Police and received either an alternative action or a warning, with no proceedings in the 2 years prior, and who were proceeded against for a new offence committed within 12 months of the proceeding date for the initial proceeding.

The denominator counts only 10-13 year olds proceeded against by the Police and received either an alternative action or a warning, with no proceedings in the 2 years prior.

Relevant age is age at time of the alleged offence.
YJI 3.3 children (2 years): The proportion of children aged 10 to 13 years proceeded against receiving alternative actions/warning, and who had no proceedings in the 2 years prior, who reoffended within 24 months.

This indicator provides information on the proportion of 10 to 13 year olds who offend with no recent offending history (2 years prior), who are dealt with through either a warning, caution or alternative action, who reoffend within 12 and 24 months of their initial proceeding. It helps us understand the youth justice system's success in dealing with children who offend with little or no youth justice history.

Reoffending rates within 24 months for children proceeded against receiving alternative actions/warnings, and who had no proceedings in the 2 years prior, have remained relatively unchanged since 2011/12 (from 39% to 42%). Similar to reoffending rates over 12 months, reoffending rates within 24 months were highest for Māori—for example (44%) in 2018/19 compared with 39% for Pasifika and 34% for European/Other.

Considerable growth in the extent to which ethnicity is not recorded has necessitated ethnicity being imputed where missing to avoid potentially misleading under-reporting of percentages for each ethnic group. Redistributing unknown ethnicity in the same proportions as known ethnicities means the adjusted percentages will be closer to the true percentages than the unadjusted percentages.

In 2018/19:

**Percent reoffending by offence division**

- Theft
- Property damage
- Causing injury
- Public disorder
- Unlawful entry, burglary
- Abductions, threats
- Other

**Percent reoffending by Police District**

- 26%
- 34%

Of male offenders reoffend within 24 months

Of female offenders reoffend within 24 months

The numerator counts only 10-13 year olds proceeded against by the Police and received either an alternative action or a warning, with no proceedings in the 2 years prior, who were proceeded against for a new offence committed within 24 months of the proceeding date for the initial proceeding.

The denominator counts only 10-13 year olds proceeded against by the Police and received either an alternative action or a warning, with no proceedings in the 2 years prior. Relevant age is age at time of the alleged offence.
This indicator provides information on the proportion of young people who offend with no recent offending history (2 years prior), who are dealt with through either a warning, caution or alternative action, who reoffend within 12 and 24 months of their initial proceeding. It helps us understand the youth justice system’s success in dealing with young people who offend with little or no youth justice history.

In 2019/20, 24% of young people proceeded against receiving alternative actions/warnings, and who had no proceedings in the 2 years prior, reoffended within 12 months. This represents a reduction since 2015/16 when 30% reoffended within 12 months. In 2019/20, 27% of Māori proceeded against receiving alternative actions/warnings, and who had no proceedings in the 2 years prior reoffended within 12 months compared with 18% for Pasifika and 22% for European/Other.

Considerable growth in the extent to which ethnicity is not recorded has necessitated ethnicity being imputed where missing to avoid potentially misleading under-reporting of percentages for each ethnic group. Redistributing unknown ethnicity in the same proportions as known ethnicities means the adjusted percentages will be closer to the true percentages than the unadjusted percentages.

In 2019/20:

- **Percent reoffending by offence division**
  - Theft
  - Causing injury
  - Public disorder
  - Dangerous acts
  - Property damage
  - Illicit drugs
  - Other

- **26%** Of male offenders reoffend within 12 months
- **19%** Of female offenders reoffend within 12 months

The numerator counts only young people proceeded against by the Police and received either an alternative action or a warning with no proceedings in the 2 years prior, and who were proceeded against for a new offence committed within 12 months of the proceeding date for the initial proceeding.

The denominator counts only young people proceeded against by the Police and received either an alternative action or a warning with no proceedings in the 2 years prior. Relevant age is age at time of the alleged offence.
YJI 3.3 young people (2 years): The proportion of young people aged 14 to 16 years proceeded against receiving alternative actions/warning, and who had no proceedings in the 2 years prior, who reoffended within 24 months.

This indicator provides information on the proportion of young people who offend with no recent offending history (2 years prior), who are dealt with through either a warning, caution or alternative action, who reoffend within 12 and 24 months of their initial proceeding. It helps us understand the youth justice system’s success in dealing with young people who offend with little or no youth justice history.

In both 2017/18 and 2018/19, 38% of young people proceeded against receiving alternative actions/warnings, and who had no proceedings in the 2 years prior, reoffended within 24 months. This represents a drop from 2011/12 to 2016/17 when rates varied between 41% and 43%. In 2018/19, reoffending rates within 24 months were highest for Pasifika (43%) and Māori (42%) and lowest for European/Other (37%), though Māori rates in previous years were higher than those for Pasifika.

Considerable growth in the extent to which ethnicity is not recorded has necessitated ethnicity being imputed where missing to avoid potentially misleading under-reporting of percentages for each ethnic group. Redistributing unknown ethnicity in the same proportions as known ethnicities means the adjusted percentages will be closer to the true percentages than the unadjusted percentages.

In 2018/19:
Percent reoffending by offence division

<table>
<thead>
<tr>
<th>Offence</th>
<th>Percent</th>
</tr>
</thead>
<tbody>
<tr>
<td>Theft</td>
<td>42%</td>
</tr>
<tr>
<td>Causing injury</td>
<td>43%</td>
</tr>
<tr>
<td>Public disorder</td>
<td>38%</td>
</tr>
<tr>
<td>Property damage</td>
<td>37%</td>
</tr>
<tr>
<td>Unlawful entry, burglary</td>
<td>38%</td>
</tr>
<tr>
<td>Illicit drugs</td>
<td>37%</td>
</tr>
<tr>
<td>Other</td>
<td>33%</td>
</tr>
</tbody>
</table>

43% Of male offenders reoffend within 24 months
30% Of female offenders reoffend within 24 months

The numerator counts only young people proceeded against by the Police and received either an alternative action or a warning with no proceedings in the 2 years prior, and who were proceeded against for a new offence committed within 24 months of the proceeding date for the initial proceeding.

The denominator counts only young people proceeded against by the Police and received either an alternative action or a warning, with no proceedings in the 2 years prior.

Relevant age is age at time of the alleged offence.
This indicator provides information on how many children and young people are remanded into custody of the Chief Executive of Oranga Tamariki for the whole or part of the time they are being prosecuted in the Youth Court. Young people will most commonly be held in a youth justice residence in South Auckland, Rotorua, Palmerston North, or Christchurch. Some of the young people will be remanded into the custody of a community-based provider (such as the Youth Horizons Trust in Auckland).

The percentage of children and young people remanded in custody increased from 18% in 2010/11 to 31% in 2014/15. However, while the rate for 12- to 16-year-olds changed little between 2014/15 and 2020/21, the number of 12- to 16-year-olds remanded in custody decreased by 51% since 2015/16, from 568 to 279. Prior to 2018/19, Pasifika children and young people were much more likely to be remanded in custody than Māori and European/Other, however, since 2018/19 remand rates have been similar for both Māori and Pasifika.

In 2020/21:

![Percent by offence division](image)

- **Causing injury**: 0%
- **Unlawful entry, burglary**: 10%
- **Theft**: 20%
- **Robbery, extortion**: 30%
- **Sexual offences**: 30%
- **Road traffic**: 40%
- **Other**: 50%

![Percent by Police District](image)

- **28%** Of males prosecuted in the Youth Court are remanded in custody
- **19%** Of females prosecuted in the Youth Court are remanded in custody

Each child/young person is counted only once in each 12 month period based on their date of their first custodial remand admission. Some of these young people will have turned 18 years (or older) by the time they appear in court.

For the numerator, age is at the time the child/young person was first remanded into custody in each 12 month period.

For the denominator, age is at the time the child/young person first appeared in court in each 12 month period.
# Appendix 1: Most common offences by young people within each ANZSOC offence division

<table>
<thead>
<tr>
<th>ANZSOC Offence Division</th>
<th>Shortened name</th>
<th>Most common offences for young people in court</th>
</tr>
</thead>
<tbody>
<tr>
<td>Homicide and related offences</td>
<td>Homicides</td>
<td>Murder; Manslaughter; Drove dangerously causing death</td>
</tr>
<tr>
<td>Dangerous or negligent acts endangering persons</td>
<td>Acts intended to cause injury</td>
<td>All minor, serious and grievous assaults (with common assault being the most frequent)</td>
</tr>
<tr>
<td>Sexual assault and related offences</td>
<td>Sexual offences</td>
<td>Indecent assault; Unlawful sexual connection; Doing an indecent act; Rape</td>
</tr>
<tr>
<td>Dangerous or negligent acts endangering persons</td>
<td>Dangerous acts</td>
<td>Dangerous, careless or reckless driving; Sustained loss of traction</td>
</tr>
<tr>
<td>Abduction, harassment and other offences against the person</td>
<td>Abductions, threats</td>
<td>Behave or speak threateningly; Threaten to kill or do grievous bodily harm</td>
</tr>
<tr>
<td>Robbery, extortion and related offences</td>
<td>Robbery, extortion</td>
<td>Aggravated assault; Robbery; Assault with intent to rob; Demands to steal</td>
</tr>
<tr>
<td>Unlawful entry with intent/burglary, break and enter</td>
<td>Unlawful entry, burglary</td>
<td>Burglary</td>
</tr>
<tr>
<td>Theft and related offences</td>
<td>Theft</td>
<td>All types of theft (with shoplifting being the most frequent); Unlawful takes or gets into a motor vehicle; Receiving stolen property</td>
</tr>
<tr>
<td>Fraud, deception and related offences</td>
<td>Deceptions</td>
<td>Take, obtain or use a document or credit card for pecuniary advantage; Obtain by deception</td>
</tr>
<tr>
<td>Illicit drug offences</td>
<td>Illicit drugs</td>
<td>Possess cannabis or drug related utensils; Using cannabis</td>
</tr>
<tr>
<td>Prohibited and regulated weapons and explosive offences</td>
<td>Weapon offences</td>
<td>Possess offensive weapon or knife</td>
</tr>
<tr>
<td>Property damage and environmental pollution</td>
<td>Property damage</td>
<td>Wilful damage including graffiti-related offences; Unlawfully interfere with motor vehicles; Intentional damage; Arson</td>
</tr>
<tr>
<td>Public order offences</td>
<td>Public disorder</td>
<td>Wilful trespass; Disorderly behaviour; Unlawfully in an enclosed yard, area or building; Fighting in a public place; Possessing instruments for car conversion; Possessing instruments for graffiti</td>
</tr>
<tr>
<td>Traffic and vehicle regulatory offences</td>
<td>Road traffic</td>
<td>Driving with excess alcohol; Driving while disqualified</td>
</tr>
<tr>
<td>Offences against government procedures, government security and government operations</td>
<td>Against justice</td>
<td>Escaping lawful custody; Resisting police; Breach of bail; Obstruction police; Failing to furnish name and address</td>
</tr>
<tr>
<td>Miscellaneous offences</td>
<td>Miscellaneous</td>
<td>Used a telephone for a fictitious purpose, plus various other offences not included in the categories above</td>
</tr>
</tbody>
</table>

In all Percent by offence division graphs “Other” includes all ANZSOC divisions not otherwise shown in each graph.
Appendix 2: Youth Justice System Roadmap

Main agency involved:
Police
Oranga Tamariki
Ministry of Justice

Note: charges can be withdrawn at any stage of the court process.