

Irish Prison Service

Annual Report 2013

"The Handshake"

A sculpture in the Peace Garden at Loughan House Open Centre.





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Director General's Report

**To: The Minister for Justice, Equality and Defence
Mr Alan Shatter, T.D.**



Minister,

I am pleased to transmit to you the Annual Report of the Irish Prison Service for the year 2013.

The year 2013 saw the continued implementation of the Irish Prison Service 3-Year Strategic Plan 2012-2015. The progress report on the Strategic Plan forms part of this Report.

I am pleased to report that significant progress has already been achieved by the Irish Prison Service with regard to the implementation of the Strategy. The Community Return and Incentivised Regimes programmes have been successfully rolled out across all prisons. In addition, dedicated Committals Units have now been established in all committal prisons and appropriate assessment procedures to ensure that prisoners are accommodated according to their security status have been introduced.

Prison Numbers

2013 saw the first significant decrease in prison numbers since 2007. There were 15,735 committals to prison in 2013 which is a decrease of 7.6% on the 2012 total of 17,026. 13,055 persons were sent to prison in 2013 compared to 13,860 in 2012, which represents a decrease of 5.8%. Of those 82.2% were male and 17.8% were female.

The overall daily average number of prisoners in custody in 2013 was 4,158 compared to 4,318 in 2012.

Cost per Available, Staffed Prison Space

The figure for the Cost per Available, Staffed Prison Space was not available at the time of publishing this report as the financial information is not due to be finalised until the end of March 2014. This information will be published on the Irish Prison Service website in Q2 2014.

Inspector of Prisons

The Irish Prison Service continued to work closely with the Inspector of Prisons in 2013. We meet with the Inspector formally on a quarterly basis and informally throughout the year. The Inspector provides a valuable independent and reforming oversight of our prisons and continues to set the highest standards for the Irish Prison Service. We continue to implement as many of his recommendations as practicable. We have worked with the Inspector in relation to the re-alignment of our bed capacities. Of particular note in 2013 was the Inspectors Annual Report for 2012 where he called for the closure of St Patrick's Institution.

Closure of St Patrick's Institution

Significant work has been completed with regard to the closure of St Patrick's Institution. Since May 2012, all 16 year old boys have been detained in the Children Detention Facilities in Oberstown. In December, all sentenced 17 year olds were transferred from St Patrick's Institution to a dedicated unit in Wheatfield on an interim basis pending the opening of the new facilities in Oberstown. To facilitate this transfer, Wheatfield was re-designated as a Place of Detention. The transfer of the 18-21 year old cohort to a separate dedicated unit will be completed in early February 2014.

**Joint Strategy published**

In May, we published a Joint Strategic Plan 2013-2015 with our colleagues in the Probation Service. The Strategy, which complements the Strategic Plans of both Services which were published in 2012, is the realisation of the commitment given in the Programme for Government to ensure better co-ordination with each other to create integrated offender management programmes. I am pleased to report that significant progress has been made in implementing this strategy and a progress update is included in this Report.

Restricted Regimes

In July, we established a high level group to look at measures to reduce the number of prisoners held on restricted regimes with a view to ensuring that all receive, as a minimum standard, out of cell time of 3 hours per day. As a result, the number of prisoners on a restricted regime across the system decreased by 32% from 339 in July to 228 by year end. In addition, the number of prisoners on 22/23 hour lock up decreased by 161 or almost 76% from 211 to 50 during the year.

Red Cross Programme

We have continued the roll out of the Red Cross Volunteer Project across our prisons. The Red Cross project contributes significantly to day to day life in prison as it encourages prisoners to get involved in projects which improve the prison environment. It is expected that the Red Cross Programme will be operational in all prisons in early 2014.

Recidivism Study

In May, in conjunction with the Probation Service and the Central Statistics Office (CSO), we published our first recidivism study which reported on recidivism among offenders released on completion of a sentence in 2007. In December, a follow up study covering offenders released from prison in 2008 was published. We have agreed, with the CSO and Probation Service, a yearly programme of further recidivism studies which will be reviewed and developed on an annual basis.

Modernisation of Prison Estate

Significant action has been taken to modernise the prison estate and to introduce in-cell sanitation in every locked cell. The refurbishment project in Mountjoy Prison has continued with the refurbishment of the A, B and C wings now complete and work on the final wing, the D Wing, is due to commence in 2014. In addition, the contract for the construction of the new Cork Prison was signed in December with construction commencing in January 2014.

The number of prisoners having to sleep out has reduced significantly from in excess of 800 in 2012 to less than 500 by the end of 2013. This will reduce further in early 2014 when the D wing of Mountjoy is closed for refurbishment.

Conclusion

I would like to thank my colleagues in the Irish Prison Service for their continued dedication and professionalism. 2013 was a year of achievement and forward progression for the Irish Prison Service. Thankfully, the trend of increasing committals to prison seems to have abated, moving us away from the constant battle against overcrowding and allowing us to focus on delivering on our Mission of *“providing safe and secure custody, dignity of care and rehabilitation to prisoners for safer communities”*

Michael Donnellan
Director General

Overview of the Irish Prison Service



IRISH PRISON SERVICE



Our Mission

Providing safe and secure custody, dignity of care and rehabilitation to prisoners for safer communities.

Our Vision

A safer community through excellence in a prison service built on respect for human dignity.

Our Values

Service: We serve the public.

Public Safety: As a key element of the criminal justice system we endeavour to make a positive contribution to public safety.

Leadership: We aspire to be positive role models and encourage others to excel.

Integrity: We act lawfully, transparently, honestly, reliably, fairly, and ethically.

Respect: We treat everyone with courtesy and respect and concern for their dignity, equality and human rights.

Principle-led: We provide the opportunity to offenders to engage in appropriate programmes and activities to improve their lives for a safer community. We apply appropriately the principles of normalisation, personal responsibility, individualisation, non-discrimination, progression and reintegration.

Collaboration: We work together, and we form effective partnerships with other agencies so that our performance benefits from a broad range of perspectives, insights and advice.

Accountability: We are responsible to ourselves and others for our actions and decisions.

Family Life & Community: We assist offenders, where appropriate, to maintain family relations and contact with the wider community.

Courage: We do what is right, even when confronted with adversity.

Excellence: We conduct ourselves with distinction.

The Organisation





The Organisation

Political responsibility for the prison system in Ireland is vested in the Minister for Justice and Equality. The Irish Prison Service operates as an executive agency within the Department of Justice and Equality. It is headed by a Director General supported by 7 Directors.

The Irish Prison Service deals with male offenders who are 17 years of age or over and

female offenders who are 18 years of age or over.

The Irish Prison Service is administered centrally with its headquarters located in Longford Town.

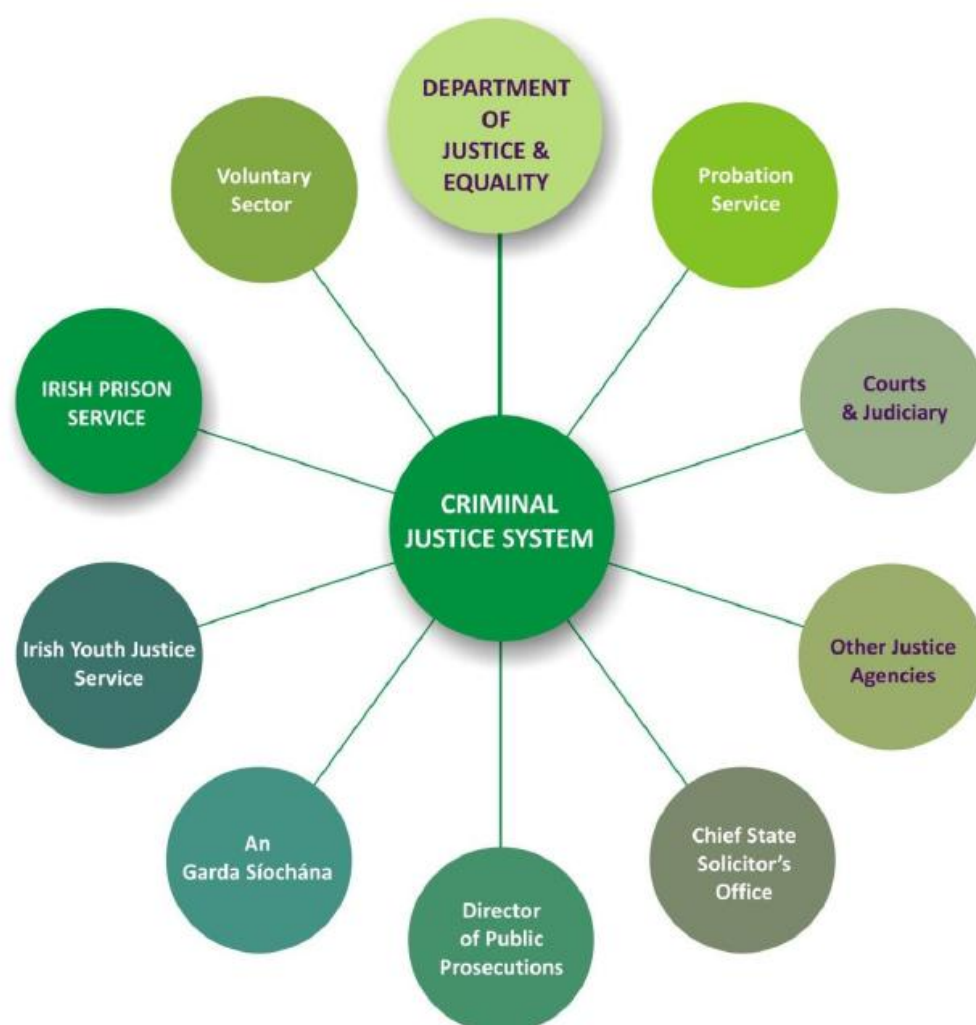
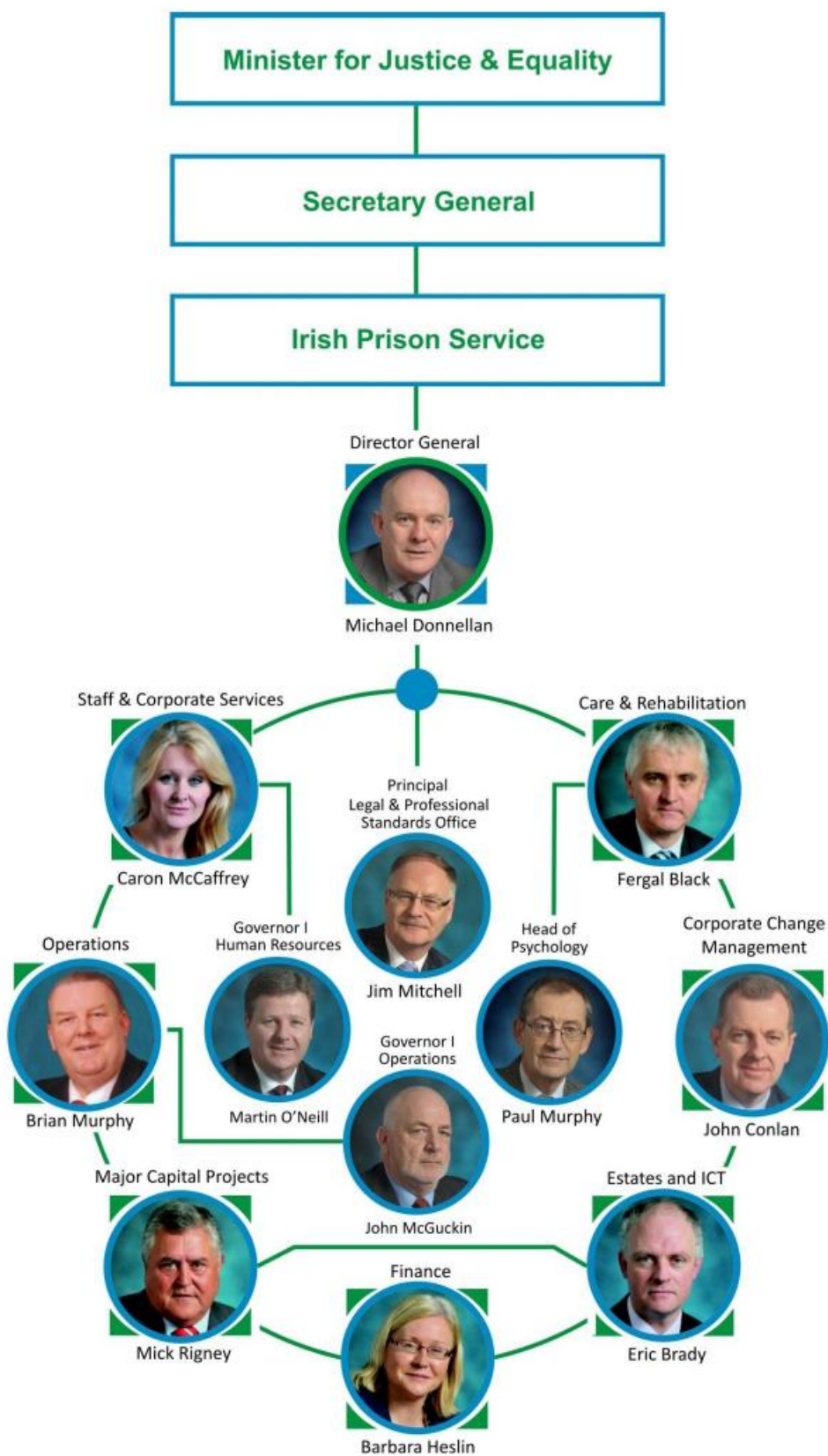


Fig 1. The Irish Criminal Justice System



Irish Prison Service, Headquarters and Directorates



Budget

The annual budget for the Irish Prison Service for 2013 was €328.538 million.

Staff

At end 2013 there were 3,432 staff in the Irish Prison Service including civilian grades and headquarters staff.

Statutory Framework

The Prison Service operates within a statutory framework comprising:

- the Prisons Acts, including the Prisons Act, 2007;
- relevant provisions in other statutes such as the Prisons (Visiting Committees) Act, 1925, the Criminal Justice Act, 1960, the Criminal Justice (Miscellaneous Provisions) Act, 1997, the Criminal Justice Act, 2007, other criminal justice acts and the Transfer of Sentenced Persons Acts, 1995 and 1997;
- the Prison Rules, 2007, including the Prison Rules Amendment (2013); and
- the European Convention on Human Rights Act 2003.

For persons held on immigration related matters the main legislative provisions are the Immigration Acts 1999, 2003 and 2004, their associated regulations, the Illegal Immigrants Trafficking Act 2000 and the Refugee Act 1996.

The Prison Service also takes due account of various international human rights treaties, declarations, standards and recommendations, including:

- the Universal Declaration of Human Rights;
- the European Convention on Human Rights;
- the United Nations Standard Minimum Rules for the Treatment of Prisoners;
- the European Prison Rules 2006;
- the United Nations Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment;
- the United Nations Covenant on Civil and Political Rights; and
- the European Convention for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment.

The Prison Service also takes due account of the Reports of the Inspector of Prisons and endeavours to implement the Inspector's recommendations.



Implementation of Programme for Government

As an executive agency of the Department of Justice and Equality, the Irish Prison Service supports the Department in the implementation of the relevant provisions of the Government's Programme for National Recovery, 2011 – 2016 including commitments:

- to enhance safety in our communities;
- to balance the needs of the community and those of victims of crime and the rights of those accused;
- to deliver services in an economically viable manner/within budget;
- to drive cross organisational co-operation and goal sharing between all justice and equality organisations with other Departments and agencies;
- to contribute to effective cross-functional and joint agency collaboration, for example, in relation to social policy, children, substance misuse and other cross-Government issues;
- to contribute to the Government's "Open Government" reform initiative;
- to contribute to improved organisational efficiency and effectiveness, knowledge management and service delivery;
- to continuously update criminal and civil law.

The Prison Estate





Ireland's Prisons

There are 14 institutions in the Irish prison system consisting of 11 traditional "closed" institutions, two open centres, which operate with minimal internal and perimeter security, and one "semi-open" facility with traditional perimeter security but minimal internal security (the Training Unit).

The majority of female prisoners are accommodated in the Dóchas Centre with the remainder accommodated in Limerick Prison.

Campus based governance has been introduced in three locations - West Dublin Campus (Wheatfield and Cloverhill Prisons), Portlaoise Campus (Portlaoise and Midlands Prisons) and Mountjoy Campus (Mountjoy Prison, St Patrick's Institution, Dóchas Centre and the Training Unit).

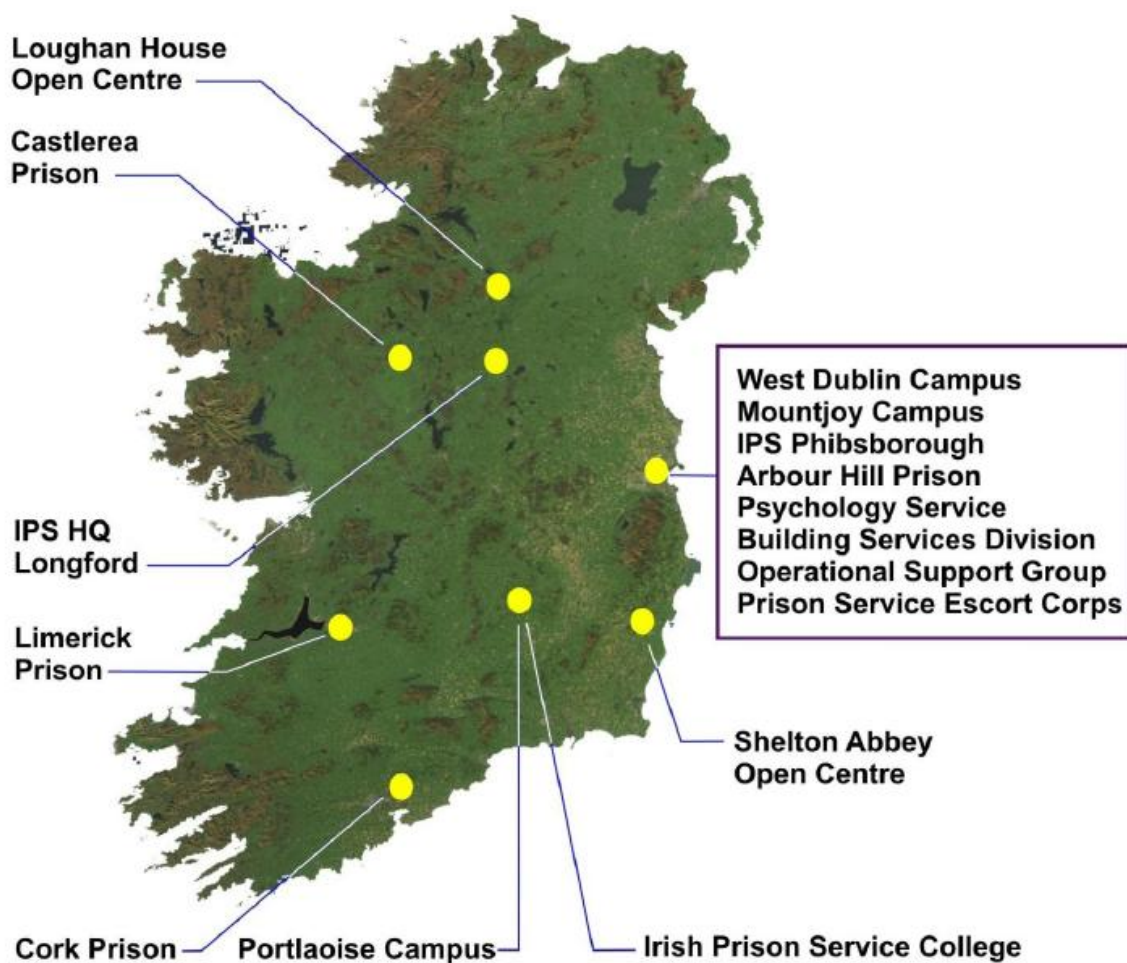


Fig 2. The Irish Prison Service Estate



West Dublin Prison Campus

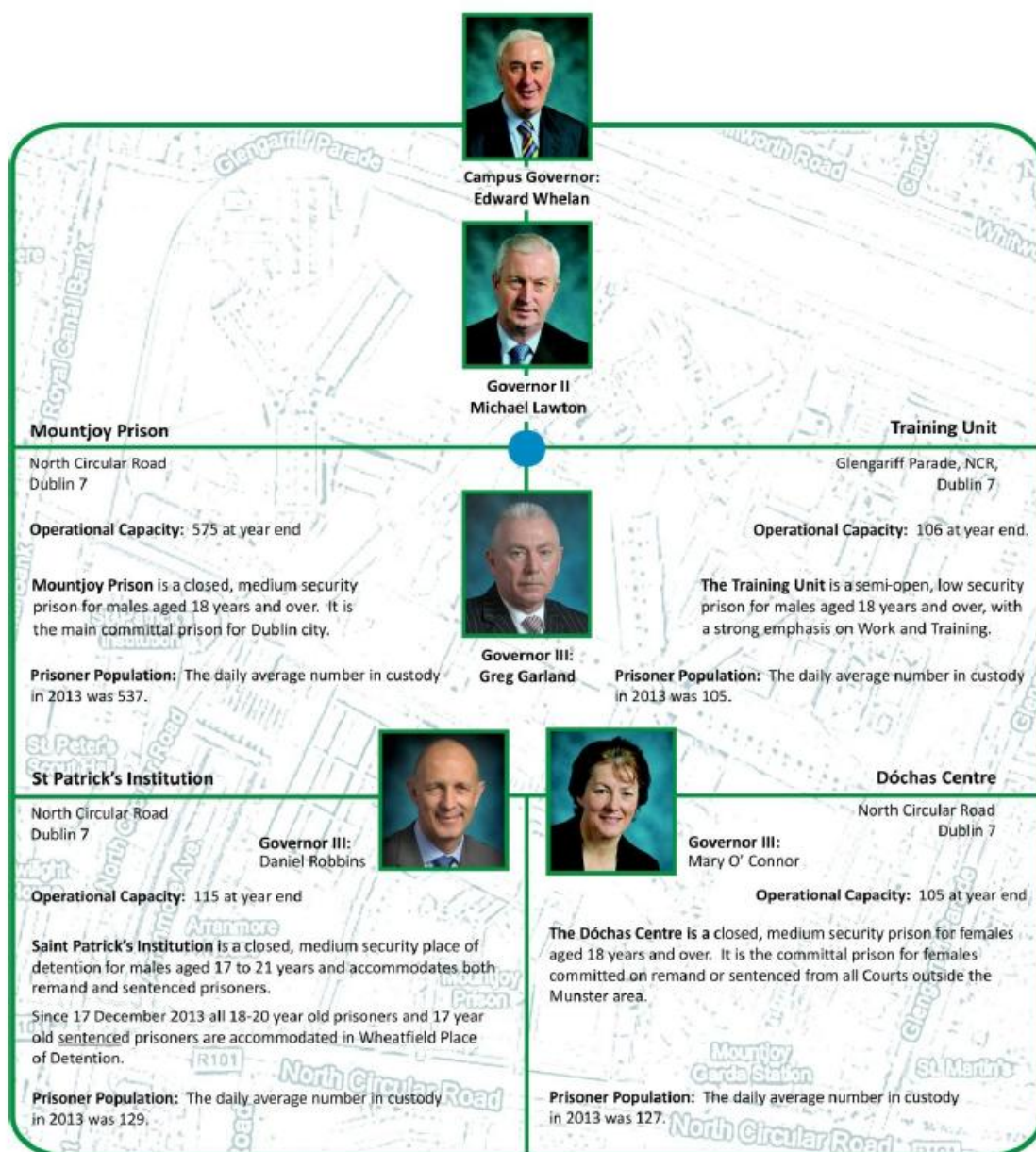


Portlaoise Prison Campus





Mountjoy Prison Campus



IPS Support Units

Building Services Division



Governor:
George Victory

Prison Service College



Governor:
Position Vacant

Operational Support Group



Governor:
John Kavanagh

Prison Service Escort Corps



Governor:
Michael Cosgrove



Arbour Hill Prison

Arbour Hill
Dublin 7.



Governor:
Liam Dowling

Operational Capacity: 142 at year end.

Arbour Hill is a closed, medium security prison for males aged 18 years and over. Its prisoner profile is largely made up of long term sentenced prisoners.

Prisoner Population: The daily average number in custody in 2013 was 141.

Castlerea Prison

Harristown
Castlerea
Co Roscommon



Governor:
Martin Reilly

Operational Capacity: 340 at year end.

Castlerea Prison is a closed, medium security prison for males aged 18 years and over. It is the committal prison for remand and sentenced prisoners in Connaught and also takes committals from counties Cavan, Donegal and Longford.

Prisoner Population: The daily average number in custody in 2013 was 354.

Cork Prison

Rathmore Road
Cork City



Governor:
James Collins

Operational Capacity: 210 at year end

Cork Prison is a closed, medium security prison for males aged 18 years and over. It is the committal prison for counties Cork, Kerry and Waterford.

Prisoner Population: The daily average number in custody in 2013 was 231.



Limerick Prison

Mulgrave Street
Limerick



Governor:
Patrick Dawson

Operational Capacity: 220 (males) and
28 (females) at year end.

Limerick Prison is a closed, medium security prison for males and females aged 18 years and over. It is the committal prison for males for counties Clare, Limerick and Tipperary and for females for all six Munster counties.

Prisoner Population: The daily average number in custody in 2013 was 225 males and 29 females.

Loughan House

Blacklion
Co Cavan



Governor:
Liam Reilly

Operational Capacity: 140 at year end.

Loughan House is an open, low security prison for males aged 18 years and over who are regarded as requiring lower levels of security.

Prisoner Population: The daily average number in custody in 2013 was 124.

Shelton Abbey

Arklow
Co Wicklow



Governor:
Conal Healy

Operational Capacity: 115 at year end.

Shelton Abbey is an open, low security prison for males aged 19 years and over who are regarded as requiring lower levels of security.

Prisoner Population: The daily average number in custody in 2013 was 104.



Statistical Report





Overview – 2013 statistics at a glance

There were 15,735 committals to prison in 2013 which is a decrease of 7.6% on the 2012 total of 17,026.

13,055 persons were sent to prison in 2013 compared to 13,860 in 2012, which represents a decrease of 5.8%. Of those, 82.2% were male and 17.8% were female.

Committals during 2013

- There was a decrease of 1,037 or 7.7% in the numbers committed to prison under sentence in 2013 (12,489) over 2012 (13,526).
- The number of prisoners committed serving sentences in the 1 to 2 years category decreased by 24.5% on the 2012 figure (461 in 2012 to 348 in 2013).
- The number of prisoners committed serving sentences in the 2 to 3 years category decreased by 25.1% on the 2012 figure (447 in 2012 to 335 in 2013).
- **The number of prisoners committed serving sentences of 12 months or less decreased by 5.6% on the 2012 figure (11,844 in 2012 to 11,182 in 2013). This cohort represented 89.5% of all committals to prison under sentence in 2013.**
- Committals under sentence of less than 3 months decreased by 2% on the 2012 figure, i.e., from 8,837 to 8,663. This category includes those committed as a consequence of the non-payment of a court ordered fine, which during 2013 decreased by 2.2% on the 2012 figure, i.e., from 8,304 in 2012 to 8,121 in 2013.

Persons detained under Immigration Laws

In 2013 there were 396 committals in respect of immigration issues involving 374 detainees. This represents a slight decrease on the previous year (400 committals involving 385 detainees). The average daily number of persons in custody under this category was 13.

Snapshot of prison population on 30th November 2013

- The total number of persons in custody on that date decreased by 4.6% (4,289 on 30 November 2012 to 4,099 on 30 November 2013).
- Some 319 prisoners (9.2%) were serving life sentences and another 296 (8.5%) were serving determinate sentences of 10 years or more.
- 36 offenders were serving sentences of less than 3 months representing 1% of the total number of prisoners in custody. There were 8 persons in prison for non-payment of fines which represents 0.2% of the total number of prisoners in custody on that date.
- There were 745 prisoners on temporary release of which 237 were serving less than 3 months for fines, 116 were on the Community Return Programme and 48 were on temporary release to the Community Support Scheme.



Cost per Available, Staffed Prison Space

The figure for the average cost of an available, staffed prison space during the calendar year 2013 was not available at time of publication as the financial information will not be finalised until the end of March 2014. The figure will be published on the Irish Prison Service website (www.irishprisons.ie) in Q2 of 2014.

Daily average number of prisoners in custody

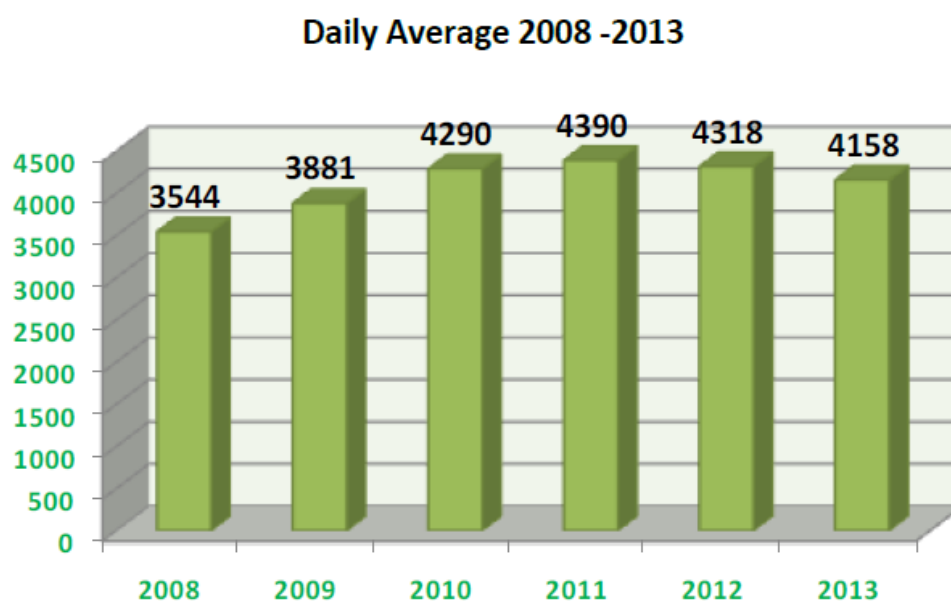


Fig 3. Daily Average 2008 - 2013

The overall daily average number of prisoners in custody in 2013 was 4,158 compared to 4,318 in 2012.

The average number of female offenders in custody was 156, a 2.6% increase on the 2012 average of 152.



Snapshot of prison population on 30th November 2013

On 30th November, the number of persons in custody totalled 4,099 and included:

- 614 Remand/trial prisoners
- 8 Fines prisoners
- 11 Immigration detainees
- 62 Subversives prisoners

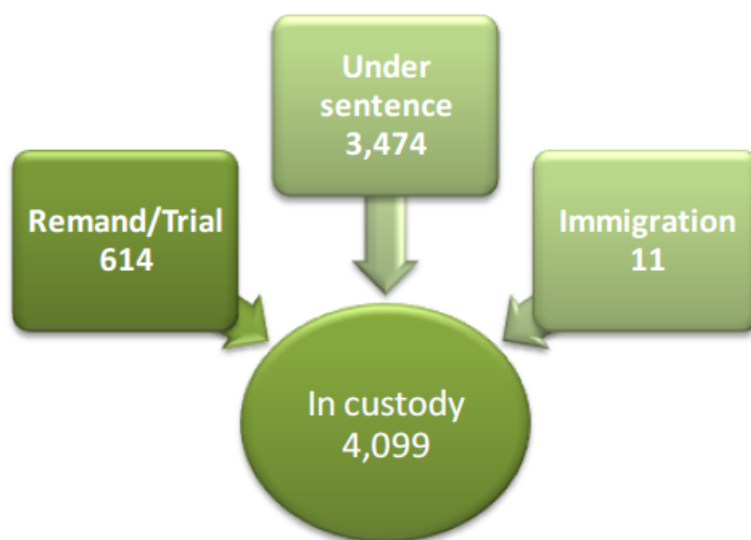
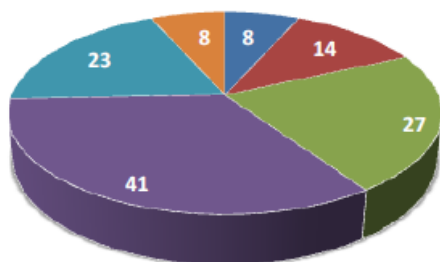


Fig 4. Prisoner population overview snapshot 30 November 2013

Females under sentence



Males under sentence

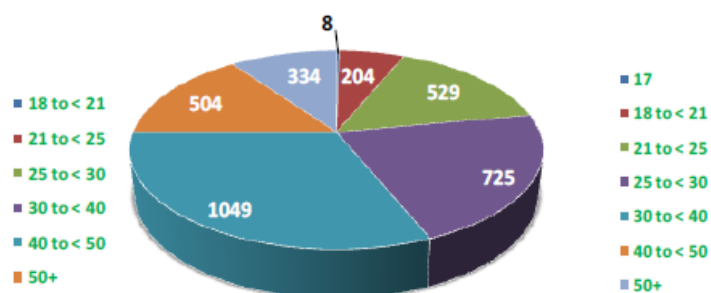


Fig 5. Prisoner population under sentence age profile 30 November 2013



Sentence Length

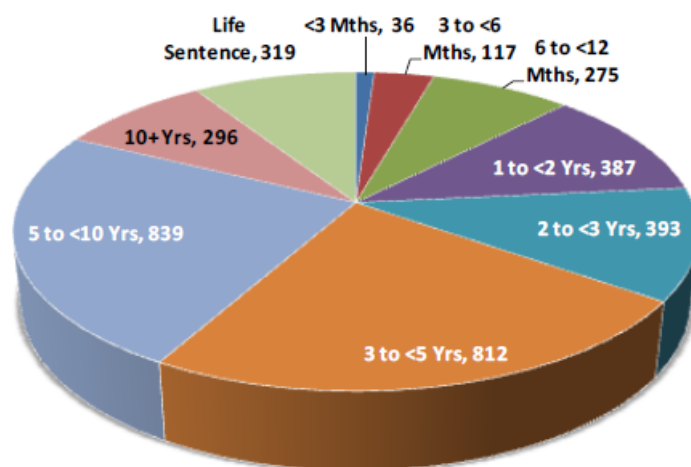


Fig 6. Prisoner population sentence length 30 November 2013

Offence Group classified by sentence

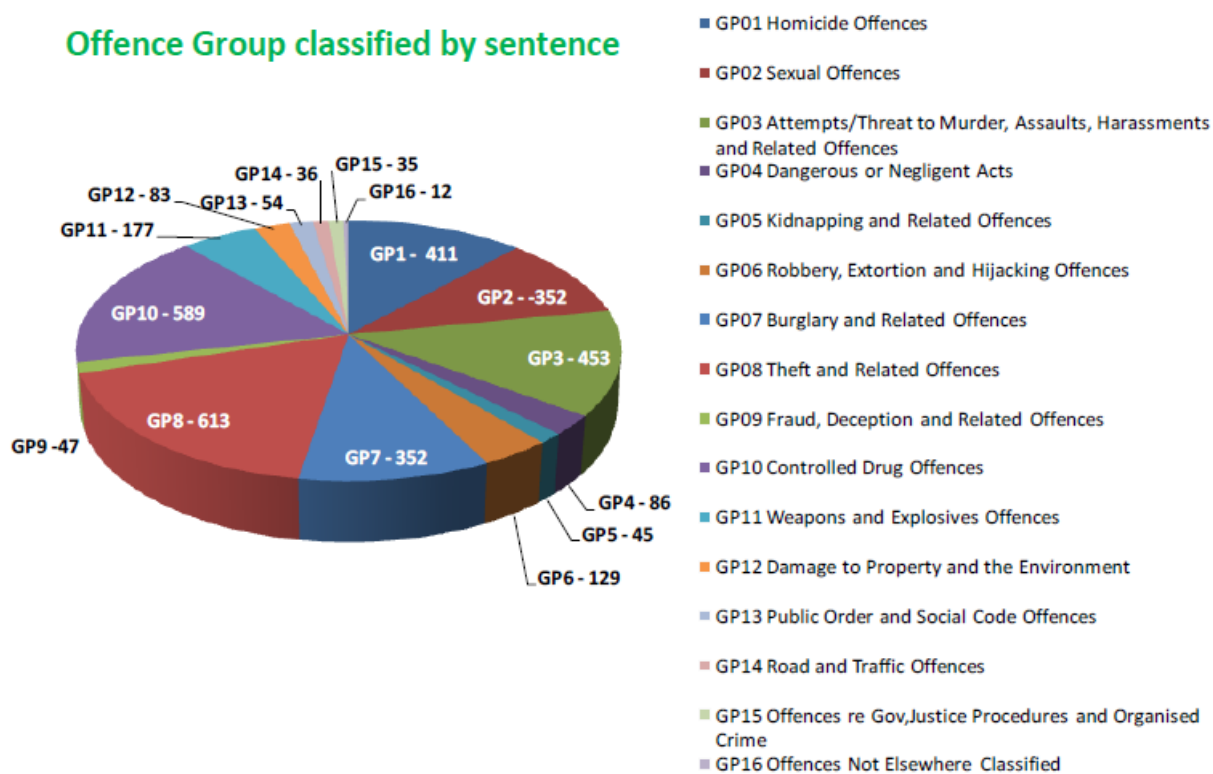


Fig 7. Prisoner population offence category snapshot 30 November 2013



Committals

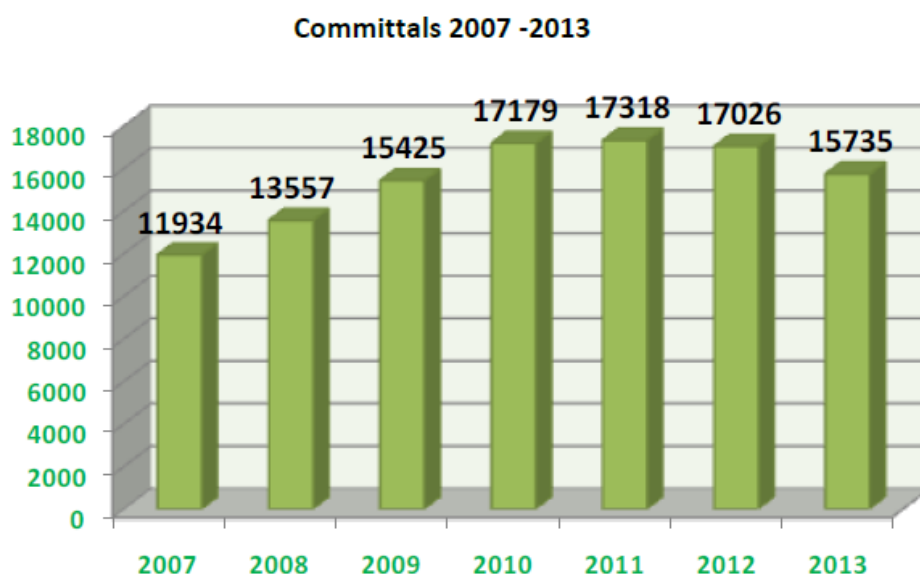


Fig 8. Committals 2007 - 2013

Number of persons committed to prison in 2013

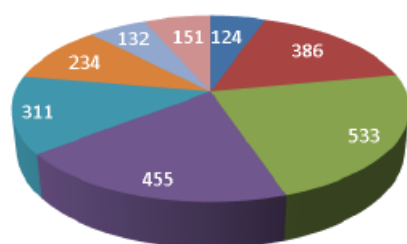
A total of 13,055 persons accounted for the 15,735 committals. This figure relates to persons newly committed to prison (i.e. not already on remand or serving another sentence). This represents a decrease of 5.8% on the 2012 total of 13,860 persons.

The total of 15,735 committals to prison compared to 17,026 in 2012 represents a decrease of 7.6%.

The total of 15,735 committals comprised of:

- 12,011 under sentence,
- 3,234 on remand,
- 86 for European Arrest Warrant extradition,
- 396 under immigration law and
- 8 for contempt of court.

Age of persons committed -Female



Age of persons committed -Male

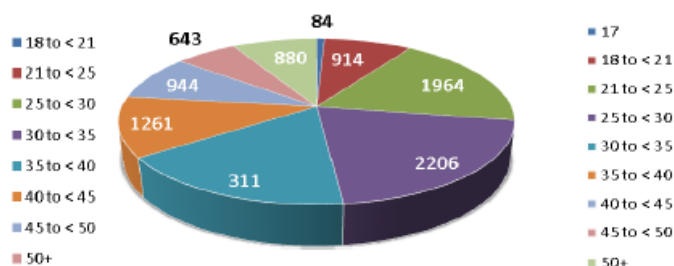
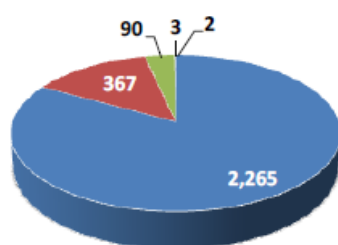


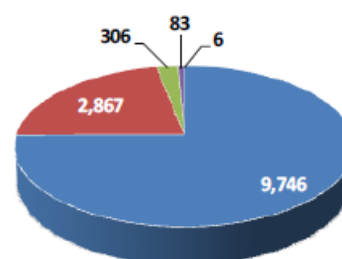
Fig 9. Age and gender of persons committed to prison in 2013

Female



Total number 2,727

Male



Total number 13,008

Fig 10. Committals during 2013 classified by type of committal and gender

County and Country of origin of persons committed to prison

Over a quarter (27.6%) of all persons committed declared Dublin as their county of residence. Cork with 15.3%, Limerick with 7.9% and Galway with 4.8% were the next largest counties of residence indicated.

Of the 13,055 persons committed, 10,719 were Irish Nationals (82.1%), which is a decrease of 616 or 5.4% on the corresponding 2012 figure of 11,335.

Other EU nationals (excluding Irish) accounted for 1,577 (12.1%) of persons committed. Other European nationals accounted for 131 (1%), African nationals for 293 (2.2%), Asian nationals for 224 (1.7%) and Central/South American nationals accounted for 61 (0.5%).

A full breakdown by county of residence and country of origin is available on our website: www.irishprisons.ie



Committals under sentence

There were 12,011 committals directly under sentence in 2013. When an additional 478 prisoners, who were already in custody at the start of the year on remand/awaiting trial and who were subsequently convicted are included, the total number of prisoners received on conviction in 2013 was 12,489.

Sentence length

There was a 7.7% decrease (1,037) in the numbers committed to prison under sentence in 2013 (total of 12,489) over 2012 (13,526).



Fig 11. Committals during 2013 overview



Offence Group

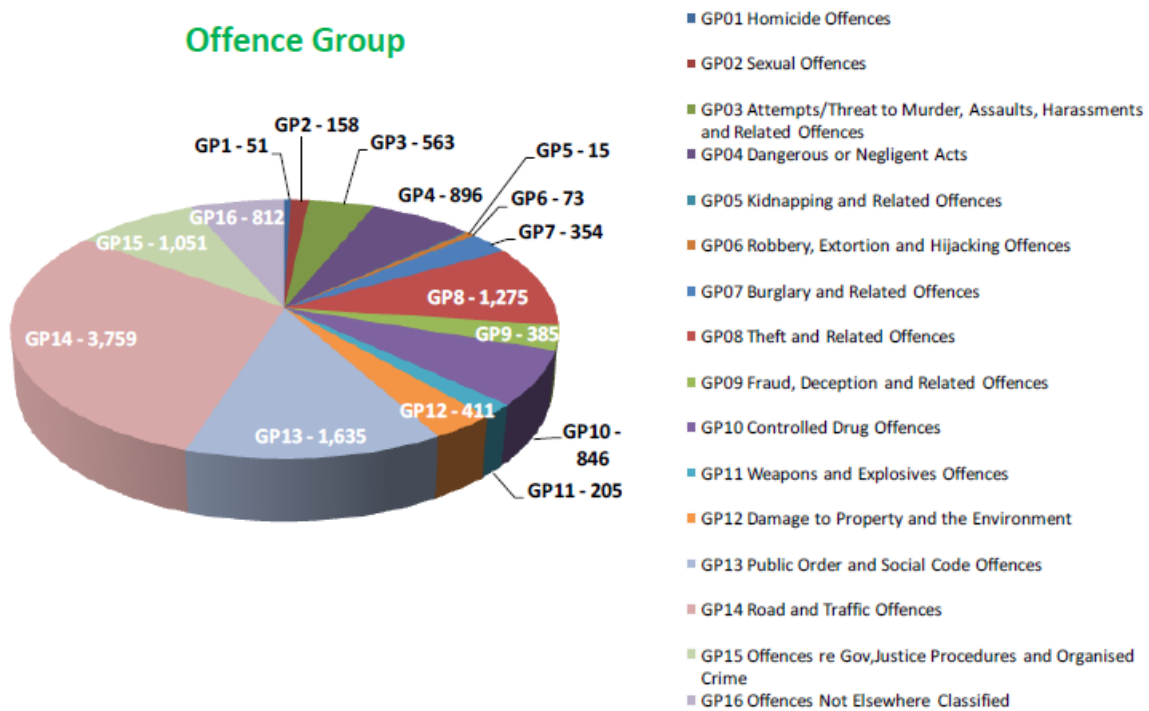


Fig 12. Sentenced committals during 2013 by offence groups

Sentence Length

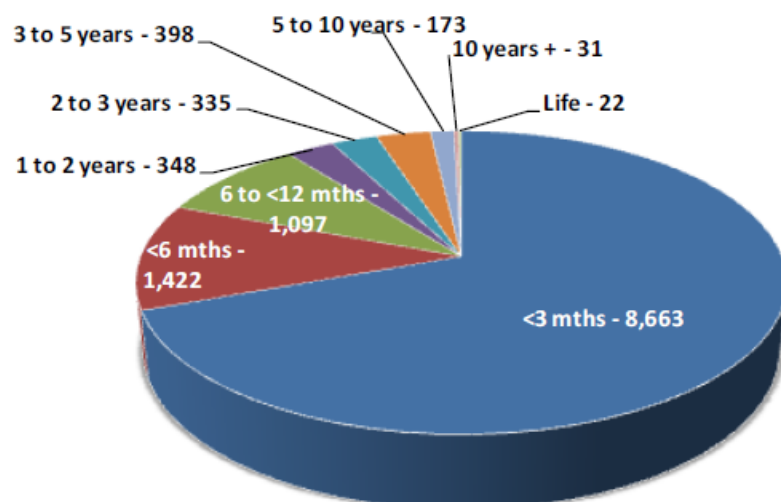


Fig 13. Sentenced committals during 2013 by sentence length

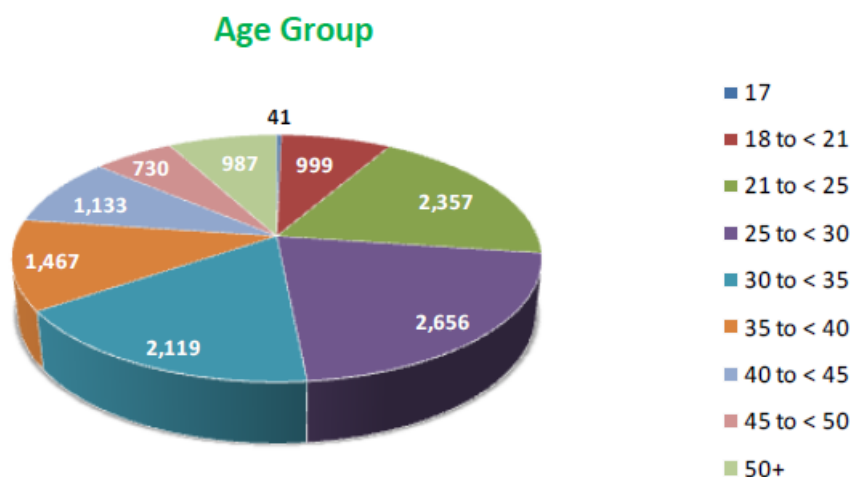


Fig 14. Committals under sentence during 2013 by age group

Committals for Fines or Debt

The number of committals to prison as a consequence of the non-payment of a court ordered fine during 2013 decreased by 2.2% on the 2012 figure, i.e., from 8,304 in 2012 to 8,121 in 2013.

Of this, 1,894 were female while 6,227 were male. A total of 22 debtors (21 male, 1 female) were committed during the year.

Further statistical information is available on www.irishprisons.ie

Strategic Objectives





Strategic Objectives

In April 2012 the Minister for Justice, Equality and Defence, Mr Alan Shatter, T.D., launched a Three Year Strategic Plan for the Irish Prison Service.

The Strategy Statement was developed in consultation with our staff at headquarters, those based in prisons and elsewhere. A wide ranging consultation process was also undertaken with all relevant stakeholders in the criminal justice system and beyond.

The overarching high level objectives which underpin our strategic actions are:

- Increasing public safety by maintaining safe and secure custody for all those committed by the Courts and by reducing reoffending and improving prisoner rehabilitation through the development of a multi-agency approach to offending.
- Ensuring Ireland's compliance with domestic and international human rights obligations and best practice.
- Delivering reform and implementing change in accordance with the Public Service Agreement and the Integrated Reform Plan for the Justice and Equality Sector.

The role of the Irish Prison Service is to provide safe care and secure custody of all of those committed to it by the courts. The role of the Service is also to engage with convicted prisoners in a realistic and meaningful way in order to reduce their reoffending and enhance their reintegration back into society, thus contributing to public safety and a reduction in recidivism while at the same time ensuring that convicted persons properly serve sentences imposed on them and that decisions made relating to prisoners in its care do not result in any unnecessary danger/risk to the wider community.

The 6 strategic actions contained in the Strategy are centred on:

- Prison numbers
- Prisoner progression
- Prisoner programmes
- Management and staffing
- the Prison Estate, and
- Consolidation of Prison legislation

and their implementation seeks to ensure that the Service delivers on its fundamental responsibilities as a key element of the criminal justice system.

On a practical level, these objectives will be achieved by the Service taking a number of specific actions which are published in yearly implementation plans. **This section of the Annual Report gives details of the progress to the end of 2013 on the Three-Year Strategic Plan.**



Strategic Actions

1**Prison Numbers**

We will align the capacity of our prisons in line with the guidelines laid down by the Inspector of Prisons. We will ensure that prisoners released early from custody are placed on appropriate, structured programmes of temporary release.

2**Prisoner Progression**

We will re-engineer our prison system to give effect to the principles of normalisation, progression and reintegration. In conjunction with the Department of Children and Youth Affairs and other relevant stakeholders, we will end the detention of children in St. Patrick's Institution.

3**Prisoner Programmes**

Through engaging with other statutory agencies, including the Probation Service, and the community and voluntary sector we will work to develop a system of joined up care from pre to post imprisonment in order to improve outcomes for prisoners. We will devise specific strategies for younger prisoners, women, older prisoners, sex offenders, protection prisoners, violent offenders and those suffering from mental illness. We will build on and enhance current programmes and services, including accredited education and vocational training.

4**Management and Staffing**

We will implement the provisions of the Public Service Agreement 2010 - 2014 and the Integrated Plan for the Justice and Equality Sector in order to sustain the delivery of excellent public services while delivering the necessary cost reductions and efficiencies. We will review our management and staffing structures to ensure greater efficiency and strengthen accountability and communication across the Service.

5**Prison Estate**

We will implement a 40 month capital plan to provide in cell sanitation in all cells and radically improve prison conditions in the older parts of the prison estate.

6**Consolidation of Prison Legislation**

We will work with the Department of Justice and Equality in relation to the consolidation of prison law and its restatement in clear accessible modern terms.



Progress Report

Strategic Action 1: Prisoner Numbers

Action 1.1	Progress to end December 2013
Reduction of chronic overcrowding in Mountjoy, Cork, Limerick and the Dóchas Centre	<p>Ongoing</p> <p>The bed capacities of 6 prisons have been aligned with the Inspector of Prisons' recommended figures. These prisons are:</p> <p>Mountjoy Male, Dóchas, St Patrick's, Portlaoise, Loughan House and Shelton Abbey.</p> <p>In addition, in Cork Prison the bed capacity has been reduced from 290 to 210. In Limerick Prison the male bed capacity has been reduced from 290 to 220.</p> <p>Midlands – the new block which became operational in October 2012 is assisting in keeping Limerick and Cork prisons operating at or below their respective bed capacity levels.</p>
Action 1.2	Progress to end December 2013
National roll out of the Community Return Programme	Implemented
Action 1.3	Progress to end December 2013
Joint funding and staffing arrangements to maximize the availability of structured programmes in the community	Implemented
Action 1.4	Progress to end December 2013
Increased number of long term prisoners engaging in the Parole Board process	<p>Ongoing</p> <p>A number of initiatives have been introduced in conjunction with the Parole Board to promote engagement in the Parole Board process</p> <p>Information leaflets on the Parole Board process have been developed and circulated to eligible prisoners</p> <p>Information meetings with the Parole Board have been facilitated with lifers groups in a number of prisons.</p>



Strategic Action 2: Prisoner Progression

Action 2.1	Progress to end December 2013
Designate the security level and regime status of our 14 prisons and ensure that prisoners sentences are managed to ensure appropriate progression through the system with a view to enhancing normalisation, progression and reintegration	<p>Ongoing</p> <p>National Flow Plan for sentence management and prisoner progression being progressed.</p>
Action 2.2	Progress to end December 2013
Fundamental review of prison campus structures/individual prisons in terms of their function and internal prisoner progression programmes	<p>Ongoing</p> <p>New campus management structures have been introduced in Mountjoy, West Dublin and Portlaoise. Discussions are ongoing with the Attorney General's Office, other Justice agencies and the Department concerning the legislative changes required to ensure operational efficiencies across the Campuses.</p>
Action 2.3	Progress to end December 2013
Review of the committal status of prisons	<p>Ongoing</p> <p>A number of milestones have been achieved – Wheatfield Prison has been designated a Place of Detention and will no longer be a committal prison.</p> <p>The formal review process is to commence in January 2014.</p>
Action 2.4	Progress to end December 2013
Introduction of appropriate assessment procedures on committal	Implemented
Action 2.5	Progress to end December 2013
Introduction of dedicated committal areas in all committal prisons	Implemented



Strategic Action 3: Prisoner Programmes

Action 3.1	Progress to end December 2013
Enhance sentence planning including Integrated Sentence Management	<p>Ongoing</p> <p>Integrated Sentence Management (ISM) – over 2,000 active cases at end 2013.</p> <p>Currently filling ISM vacancies which will allow full roll out in Q2 2014.</p> <p>Work and Training Officer (WTO) vacancies currently being filled which will facilitate enhanced work training and resettlement.</p> <p>Revised Library Service to commence roll out in Q1 2014.</p>

Action 3.2	Progress to end December 2013
Roll out of national Incentivised Regimes Policy and introduction of individual incentivised regime policies in each prison	Implemented

Development of Specific Strategies:

Action 3.3	Progress to end December 2013
Strategy for Younger prisoners	<p>Ongoing</p> <p>The development of this strategy is one of the 7 Strategic Actions contained in the joint IPS/Probation Service Strategy which was published in May 2013. The Strategy sets out an interagency plan for how the two organisations will continue to develop and co-ordinate our joint working, in conjunction with our statutory and community and voluntary sector partners, to further improve outcomes for prisoners including, inter alia, young offenders and to help create a safer and fairer Ireland.</p>

Action 3.4	Progress to end December 2013
Strategy for Women prisoners	<p>Ongoing</p> <p>The Strategy is being drafted in the context of a multi-agency initiative and will be published in Q1 2014.</p>



Action 3.5	Progress to end December 2013
Strategy for Older prisoners	<p>Ongoing</p> <p>A working group was established and a specific action plan has been drafted and will be finalised in Q1 2014.</p> <p>Having cognisance of the particular needs of older people in custody a nursing care plan template was agreed and implemented. All prisoners over 60 years of age have an active nursing care plan, in which their specific needs have been identified. This care planning process assists healthcare staff in identifying patient specific issues and arranging effective throughcare on release.</p>
Action 3.6	Progress to end December 2013
Strategy for Sex Offenders	<p>Ongoing</p> <p>The Irish Prison Service are continuing to ensure that all appropriate efforts are made to work with sex offenders to ensure the risk of re-offending after release is reduced to the greatest extent possible and that they are supported in reintegrating into the community. A Joint Irish Prison Service/Probation Service working group has been established to review sex offenders' risk and offence related issues.</p> <p>The critical need to provide an effective, managed response to men imprisoned for sex offences, particularly those who pose a higher level of risk for reoffending, has been widely recognised and the group will seek to identify measures to engage sex offenders in offence focussed therapy.</p>
Action 3.7	Progress to end December 2013
Strategy for Prisoners requiring protection	<p>Ongoing</p> <p>High level group established in July 2013 to look at measures to reduce the number of prisoners held on restricted regime.</p> <p>The number of prisoners on a restricted regime across the system has decreased by 32% from 339 in July 2013 to 228 by year end.</p> <p>In addition, in 2013, the number of prisoners on 22/23 hour lock up decreased by 161 or almost 76% from 211 to 50.</p>



Action 3.8	Progress to end December 2013
Strategy for violent offenders	Implemented
Action 3.9	Progress to end December 2013
Strategy for prisoners suffering from mental illness	<p>Ongoing</p> <p>Significant progress made in 2013. Resources identified by HSE for the establishment of a third High Support Unit in the Midlands Prison in Q2 2014.</p>
Action 3.10	Progress to end December 2013
Pilot restorative justice practices	<p>Ongoing</p> <p>Pilot programmes in place in Wheatfield and Dóchas. To be further developed in 2014.</p>
Action 3.11	Progress to end December 2013
Social Impact Investment	<p>Ongoing</p> <p>SII has been explored and has now been set aside.</p> <p>Alternative pilot support programmes have been put in place for short term sentenced prisoners – UCAS Cork and CAP Dublin.</p> <p>Further initiatives in lieu of social investment to be developed in 2014 in Limerick, Midlands, Castlerea and Wheatfield.</p>
Action 3.12	Progress to end December 2013
Interagency case management plans for all prisoners subject to post custody supervision	<p>Ongoing</p> <p>The Minister published the joint IPS/Probation Service Strategy in May 2013.</p>



Action 3.13	Progress to end December 2013
<p>Develop prison based offender programmes and through-care arrangements</p>	<p>Ongoing</p> <p>The Minister published the joint IPS/Probation Service Strategy in May 2013.</p>
Action 3.14	Progress to end December 2013
<p>Continued development and enhancement of drug services including review of the Irish Prison Service Clinical Drug Treatment Policy</p>	<p>Ongoing</p> <p>Opiate Substitution Treatment extended to Training Unit in 2013. To be extended to Castlerea in Jan 2014.</p> <p>Drug Treatment Services expanded in Mountjoy Campus.</p>
Action 3.15	Progress to end December 2013
<p>Introduction of Drug Free Units in all closed prisons, continued development of drug treatment services and enhanced supply reduction measures</p>	<p>Ongoing</p> <p>Drug Free Units are operating in all closed prisons with exception of Portlaoise Campus and Castlerea. Priority for Q1 2014.</p>
Action 3.16	Progress to end December 2013
<p>Standard audit tools to measure healthcare equivalence</p>	<p>Ongoing</p> <p>Audits have commenced and are to be completed in 2014.</p>
Action 3.17	Progress to end December 2013
<p>Strengthen family supports</p>	<p>Ongoing</p> <p>Families and Imprisonment Working Group Established who have now completed their work. Report and implementation plan to be launched in Q1 2014.</p>



Strategic Action 4: Management and Staffing

Action 4.1	Progress to end December 2013
Implementation of Public Service Agreement	<p>Ongoing</p> <p>14 out of 18 joint task reviews have been completed and the remainder are under way</p> <p>Prison Administration Support Officer (PASO) -107 of 139 in place.</p> <p>Open recruitment introduced.</p> <p>New attendance management policy to be implemented early 2014.</p>
Action 4.2	Progress to end December 2013
Management and staffing restructuring	<p>Ongoing</p> <p>Campus based governance has been introduced in three locations - West Dublin Campus (Wheatfield Place of Detention and Cloverhill Prison), Portlaoise Campus (Portlaoise and Midlands Prisons) and Mountjoy Campus (Mountjoy Prison, St Patrick's Institution, Dóchas Centre and the Training Unit).</p>
Action 4.3	Progress to end December 2013
Establishment of Professional Standards and Legal Unit	Implemented
Action 4.4	Progress to end December 2013
Obtain and maintain accreditation to the IPS Occupational Health & Safety Management System.	<p>Ongoing</p> <p>Compliance group chaired by the Director General established in January 2013 (meets bi-monthly). H&S manual for staff updated, published and launched in the Portlaoise campus. All remaining campuses and prisons to launch their revised manuals in Q1 2014.</p> <p>Significant progress has been made with regard to fire safety in Cork and Limerick prisons.</p>



Action 4.5	Progress to end December 2013
Review of training structures	<p>Ongoing</p> <p>Significant achievements made in relation to child protection, mental health awareness and human rights training.</p>

Action 4.6	Progress to end December 2013
Dignity at Work Charter and launch of prison wide dignity and respect campaign	<p>Ongoing</p> <p>Steering Group and Sub Groups to develop programme established and significant progress made.</p>



**Strategic Action 5 : Prison Estate
Capital Expenditure Plan 2012-2016**

Action 5.1	Progress to end December 2013
<p>Provide in-cell sanitation in all remaining areas of the prison estate</p>	<p align="center">Ongoing</p> <p>Significant reductions in the number of prisoners slopping out in Mountjoy and Limerick achieved. (A total of 800 in 2012 reducing to less than 500 by the end of 2013).</p> <p>Further reductions to be achieved in Q1 2014 with closure of D Wing, Mountjoy</p> <p>With closure of D Division Mountjoy over 92% of prisoners will have in cell sanitation.</p>
Action 5.2	Progress to end December 2013
<p>Undertake capital projects in order to replace outdated accommodation and facilities in:</p> <ul style="list-style-type: none"> • Cork prison; • Limerick prison (replacement of A & B wings); • Mountjoy prison (A, B & D wings); • Portlaoise E Block. 	<p align="center">Ongoing</p> <p>Cork - Contract for new prison signed in December 2013. Work to commence in January 2014.</p> <p>Limerick - Planning process under way and decision on progress is capital dependent.</p> <p>Mountjoy – A, B & C Wings completed. D wing contract to be awarded Q1 2014.</p> <p>Portlaoise – project is capital dependent.</p>



Strategic Action 6: Legislative Consolidation

Action 6.1	Progress to end December 2013
<p>In conjunction with the Criminal Law Reform Division we will:</p> <ul style="list-style-type: none"> • Review prison law to identify areas of law for repeal, reform or restatement in modern terms; • Identify areas that require to be regulated by legislation in the light of international developments; • Assess how amendments to existing law could better facilitate the more efficient day to day operation of the Service; • Recommend new statutory provisions to reflect the most appropriate corporate governance structure for the organisation; • Identify any legislative amendments necessary to give effect to Programme for Government commitments in relation to remission. 	<p>Ongoing</p> <p>Statutory Instruments prepared and enacted to give effect to changes in St. Patrick's Institution and Wheatfield Prison.</p> <p>New regulations enacted for Wheatfield Place of Detention.</p> <p>Advisory Counsel seconded from the Attorney General's Office to the Legal and Professional Standards Office.</p> <p>Consolidated Committal Order revised and operational.</p>
Action 6.2	Progress to end December 2013
<p>Provide expertise and advice to Criminal Law Reform Division to assist in the drawing up of a draft General Scheme of a Prison Bill</p>	<p>Ongoing</p> <p>Preliminary research work has commenced.</p>
Action 6.3	Progress to end December 2013
<p>Provide support and advice to Criminal Law Reform Division to assist in the publication and passage of the Bill through the Oireachtas and to enactment</p>	<p>Ongoing</p>



Appendices

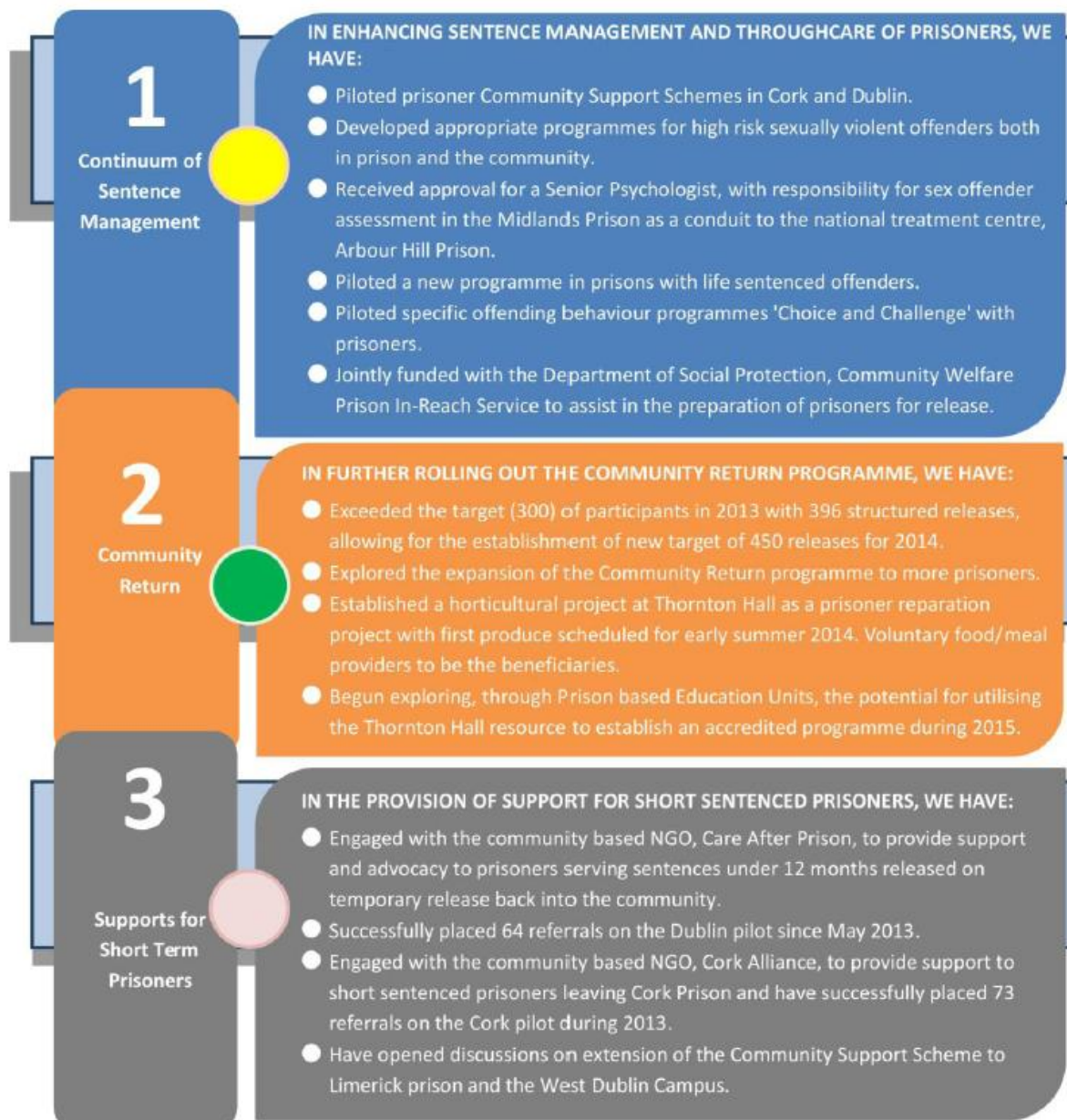


Séirbhís Phríosúin na hÉireann
IRISH PRISON SERVICE



Appendix I

Update on Joint IPS/Probation Service Strategy





4

Cork and
Limerick
Initiatives**IN DEVELOPING RESPONSES TO LIMERICK AND CORK PRISONS, WE HAVE:**

- Commenced development of an advocacy worker project.
- Begun piloting Community Support Schemes for short sentence prisoners in Dublin and Cork, with further roll out planned to Limerick Prison in 2014.
- Extended the Community Return Programme to both institutions.
- Integrated released prisoners on the community return programme into community reparation programmes such as the 'Graffiti Removal Project'.

5

Women
Offenders**IN ADDRESSING THE NEEDS OF WOMEN OFFENDERS, WE HAVE:**

- Developed a Joint Women's Strategy.
- Begun development of a one-stop-shop project in Dublin.
- Initiated and delivered several programmes tailored for women with a history of offending and piloted a dedicated approach to working with women offenders in some areas.
- Begun work on placing women on 'female-friendly' Community Service and Community Return sites.

6

Young
Offenders**IN ADDRESSING THE NEEDS OF YOUNG OFFENDERS, WE HAVE:**

- Transferred all sentenced 17 year old prisoners to a specialised unit in Wheatfield Place of Detention from St. Patrick's Institution.
- Commenced the transfer of prisoners under the age of 21 years to Wheatfield Place of Detention.
- Designed education and training specific community return options for young offenders under the age of 21.
- Agreed and implemented a new approach to structured probation supervision of released young offenders with young persons' probation.

7

Joint
Development of
Statistical Data**IN WORKING TO ENSURE OUR PRACTICE IS INFORMED BY ACCURATE DATA, WE HAVE:**

- In conjunction with the Central Statistics Office, followed up on the 2012 recidivism study with an updated study covering offenders released from prison as well as offenders undertaking supervised community sanction in 2008.
- With the Central Statistics Office, agreed a yearly programme of further recidivism studies which will be reviewed and developed on an annual basis.
- Commenced research evaluation of the community return programme.



Appendix II

Persons in custody under sentence on 30 November 2013 – Offence group classified by sentence length

	Months			Years					Life	Total	%
	<3	3 to <6	6 to <12	1 to <2	2 to <3	3 to <5	5 to <10	10+			
GP1 Homicide Offences	-		1	2	2	16	61	24	305	411	12%
GP2 Sexual Offences	-	1	5	26	27	57	134	91	11	352	10%
GP3 Attempts/Threat to Murder, Assaults, Harassments and Related Offences	3	9	34	70	86	130	96	22	3	453	13%
GP4 Dangerous or Negligent Acts	1	7	13	25	6	17	17	-	-	86	2%
GP5 Kidnapping and Related Offences	-	-	-	-	2	15	19	9	-	45	1%
GP6 Robbery, Extortion and Hijacking Offences	-	-	2	7	26	48	38	8	-	129	4%
GP7 Burglary and Related Offences	1	7	48	86	53	87	59	11	-	352	10%
GP8 Theft and Related Offences	6	33	86	94	91	191	106	6	-	613	18%
GP9 Fraud, Deception and Related Offences	1	2	14	10	5	11	4	-	-	47	1%
GP10 Controlled Drug Offences	-	6	13	26	64	172	207	101	-	589	17%
GP11 Weapons and Explosives Offences	-	7	10	17	10	40	70	23	-	177	5%
GP12 Damage to Property and the Environment	2	8	22	13	9	18	11	-	-	83	2%
GP13 Public Order and Social Code Offences	15	20	9	3	5	2		-	-	54	2%
GP14 Road and Traffic Offences	2	15	11	6	2			-	-	36	1%
GP15 Offences against Government, Justice Procedures and Organisation of Crime	4	2	7	-	3	4	14	1	-	35	1%
GP16 Offences Not Elsewhere Classified	1	-	-	2	2	4	3	-	-	12	0%
Total	36	117	275	387	393	812	839	296	319	3,474	



Appendix III

Daily average number of prisoners per Institution 2013

Institution	Bed Capacity	In Custody	On Temporary Release	On Remand/Trial
Arbour Hill	142	141	0	1
Castlerea	344	354	45	64
Cloverhill	431	402	15	287
Cork	210	231	126	36
Limerick (f)	29	29	34	7
Limerick (m)	220	225	56	43
Loughan	140	124	13	0
Midlands	874	762	53	24
Mountjoy (f)	105	127	75	25
Mountjoy (m)	541	537	136	4
Portlaoise	291	262	4	17
Shelton Abbey	115	104	12	0
St. Patricks	192	129	15	19
Training Unit	113	105	27	0
Wheatfield	679	626	88	23
Total	4,426	4,158	699	550



Appendix IV

Committals to prison 2001 to 2013

Year	Total	Change from previous year - %	Persons	Change from previous year - %	Male	Female
2001	12,127		9,539		8,616	923
2002	11,860	-2.2	9,716	1.90	8,673	1,043
2003	11,775	-0.7	9,814	1.00	8,669	1,145
2004	10,657	-9.5	8,820	-10.10	7,914	906
2005	10,658	0.0	8,686	-1.50	7,780	906
2006	12,157	14.1	9,700	11.70	8,740	960
2007	11,934	-1.8	9,711	0.10	8,556	1,155
2008	13,557	13.6	10,928	12.50	9,703	1,225
2009	15,425	13.8	12,339	12.90	10,880	1,459
2010	17,179	11.4	13,758	11.50	12,057	1,701
2011	17,318	0.8	13,952	1.41	12,050	1,902
2012	17,026	-1.7	13,860	-0.7	11,709	2,151
2013	15,735	-7.6	13,055	-5.8	10,729	2,326



Appendix V

Committals under sentence 2013 Classified by Offence group and sentence length

Offence Group	Months			Years					Life	Total
	<3 Mths	3 to <6 Mths	6 to <12 Mths	1 to <2 Yrs	2 to <3 Yrs	3 to <5 Yrs	5 to <10 Yrs	10+ Yrs		
GP01 Homicide Offences	-	-	1	2	2	13	10	2	21	51
GP02 Sexual Offences	2	11	13	30	28	22	40	12	-	158
GP03 Attempts/Threat to Murder, Assaults, Harassments and Related Offences	104	118	97	81	81	65	13	3	1	563
GP04 Dangerous or Negligent Acts	711	117	34	19	3	8	4	-	-	896
GP05 Kidnapping and Related Offences	-	-	-	1	4	7	3	-	-	15
GP06 Robbery, Extortion and Hijacking Offences	-	1	14	12	20	19	7	-	-	73
GP07 Burglary and Related Offences	34	53	142	41	31	40	13	-	-	354
GP08 Theft and Related Offences	416	245	352	81	80	82	18	1	-	1,275
GP09 Fraud, Deception and Related Offences	259	62	50	7	3	3	1	-	-	385
GP10 Controlled Drug Offences	429	84	87	36	59	98	41	12	-	846
GP11 Weapons and Explosives Offences	48	46	52	12	10	20	16	1	-	205
GP12 Damage to Property and the Environment	180	87	100	19	11	11	3	-	-	411
GP13 Public Order and Social Code Offences	1,426	164	42	3	-	-	-	-	-	1,635
GP14 Road and Traffic Offences	3,379	330	49	-	1	-	-	-	-	3,759
GP15 Offences against Government, Justice Procedures and Organised Crime	933	64	46	2	-	3	3	-	-	1,051
GP16 Offences Not Elsewhere Classified	742	40	18	2	2	7	1	-	-	812
Total	8,663	1,422	1,097	348	335	398	173	31	22	12,489
2012	8,837	1,734	1,273	461	447	494	227	31	22	
Difference	-174	-312	-176	-113	-112	-96	-54	0	0	
%	-2.0	-18.0	-13.8	-24.5	-25.1	-19.4	-23.8	0.0	0.0	



IPS Contact information

Arbour Hill Prison

Arbour Hill,
Dublin 7.
Tel: 01 6719333 Fax: 01 6799518

Castlerea Prison

Harristown,
Castlerea,
Co. Roscommon.
Tel: 094 96 25213 Fax: 094 96 26226

Cloverhill Prison

Cloverhill Road,
Clondalkin,
Dublin 22.
Tel: 01 6304530 / 01 6304531 Fax: 01 6304580

Cork Prison

Rathmore Road,
Cork City,
Cork.
Tel: 021 4518800 Fax: 021 4518860

Dóchas Centre

North Circular Road,
Dublin 7.
Tel: 01 8858987 Fax: 01 8858910

Limerick Prison

Mulgrave Street,
Limerick.
Tel: 061 204700 Fax: 061 415116

Loughan House Open Centre

Blacklion,
Co. Cavan.
Tel: 071 9853059 Fax: 071 9853234

Midlands Prison

Dublin Road,
Portlaoise,
Co. Laois.
Tel: 05786 72110 / 72100 Fax: 05786 72219

Mountjoy Prison

North Circular Road,
Dublin 7.
Tel: 01 8062800 Fax: 01 8062824

Portlaoise Prison

Dublin Road,
Portlaoise,
Co. Laois.
Tel: 05786 21318 Fax: 05786 20997

Shelton Abbey Open Centre

Arklow,
Co. Wicklow.
Tel: 0402 42300 Fax: 0402 42350

St. Patrick's Institution

North Circular Road,
Dublin 7.
Tel: 01 8062896 Fax: 01 8307705

Training Unit

Glengarriff Parade,
North Circular Road,
Dublin 7.
Tel: 01 8062890 Fax: 01 8307460

Wheatfield Place of Detention

Cloverhill Road,
Clondalkin, Dublin 22.
Tel: 01 7789400 Fax: 01 7789430

Irish Prison Service Headquarters, IDA Business Park, Ballinalee Road, Longford.

Tel: 043 333 5100 Fax: 043 333 5371 E-mail: info@irishprisons.ie Web: www.irishprisons.ie

Irish Prison Service Phibsborough Office, 397e North Circular Road, Dublin 7.