

Irish Prison Service

Annual Report 2012

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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 2012.

Of great significance in 2012 was the publication in April of a new 3 year Strategic Plan for the Irish Prison Service which sets out what we will aim to achieve over the coming three years.

The Strategy contains a new mission statement and vision for the Irish Prison Service – a mission to “provide safe and secure custody, dignity of care and rehabilitation to prisoners for safer communities” and a vision for the Service of “a safer community through excellence in a prison service built on respect for human dignity”. It also provides us with a roadmap in order to achieve greater efficiencies and even greater outcomes for the prisoners in our care and thus for society as a whole.

The progress report on the Year 1 Implementation Plan forms part of this Annual Report.

Significant progress has been made in relation to a wide range of strategic actions. In particular, the national roll out of a new Incentivised Regimes Policy, which is now in operation in all prisons, and the national roll out of the Community Return Programme – with 299 offenders having completed the programme - have had a very positive impact on the resettlement and reintegration prospects of prisoners.

Prison Numbers

Prison numbers remained relatively static in 2012. The overall daily average number of prisoners in custody in 2012 was 4,318 compared to 4,390 in 2011. There were 17,026 committals to prison in 2012 which is a decrease of 1.7% on the 2011 total of 17,318. 13,860 persons were sent to prison in 2012 compared to 13,952 in 2011, which represents a decrease of 0.7%. Of those 84.5% were male and 15.5% were female.

Cost per Available, Staffed Prison Space

The average cost of an available, staffed prison space during the calendar year 2012 was €65,404, a very small increase on the 2011 cost of €65,359.

Inspector of Prisons

The Irish Prison Service continued to work closely with the Inspector of Prisons in 2012 to implement as many of his recommendations as practicable.

Following the Inspector of Prisons' report in March 2012, regarding the introduction of a new prisoner complaints model for the Irish Prison Service which meets best practice and our international obligations in this regard, a new complaints model is being introduced in the Irish Prison Service on a phased basis.

The model which is being introduced contains four separate categories of complaints and three separate complaints procedures.

The Category A Complaints procedure was introduced with effect from 1 November 2012. Category A Complaints are the most serious level of complaints (assault, serious intimidation of prisoners by staff etc) and the new model provides for the independent investigation of complaints by external investigators on behalf of the Irish Prison Service.

Dignity at Work

The new Strategic Plan is underpinned by the principles of dignity and respect and these principles are at the heart of what the Service has set out to achieve over the period of the Strategy. A Dignity at Work Steering Group was established in 2012, with the aim of improving the quality of working relationships, interactions and behaviours within the Irish Prison Service.

The Steering Group identified the need for Focus Groups to gain an insight into the main issues facing staff on a day to day basis. External facilitators commenced the Focus Groups in November 2012 which will inform the development of an Action Plan in due course.

Public Service Agreement 2010 – 2014

Significant progress has been made in implementing the Public Service Agreement in the Prison Service during 2012. The Task Review process continued during the year with seven reports being completed, agreed and implemented. In these seven locations this has resulted in a net reduction of 67 staff compared to previously agreed staffing levels and a reorganisation of staff grades within the sites generating annual savings of circa €6 million.

Conclusion

I would like to thank the Management and Staff of the Irish Prison Service for their continued dedication and professionalism. The roadmap which has been created through the development of our new strategic plan has set the Irish Prison Service on a challenging but exciting road and I have no doubt that together we can realise our vision.



Michael Donnellan

Director General

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 endeavor 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

Political responsibility for the prison system in Ireland is vested in the Minister for Justice, Equality and Defence. 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.

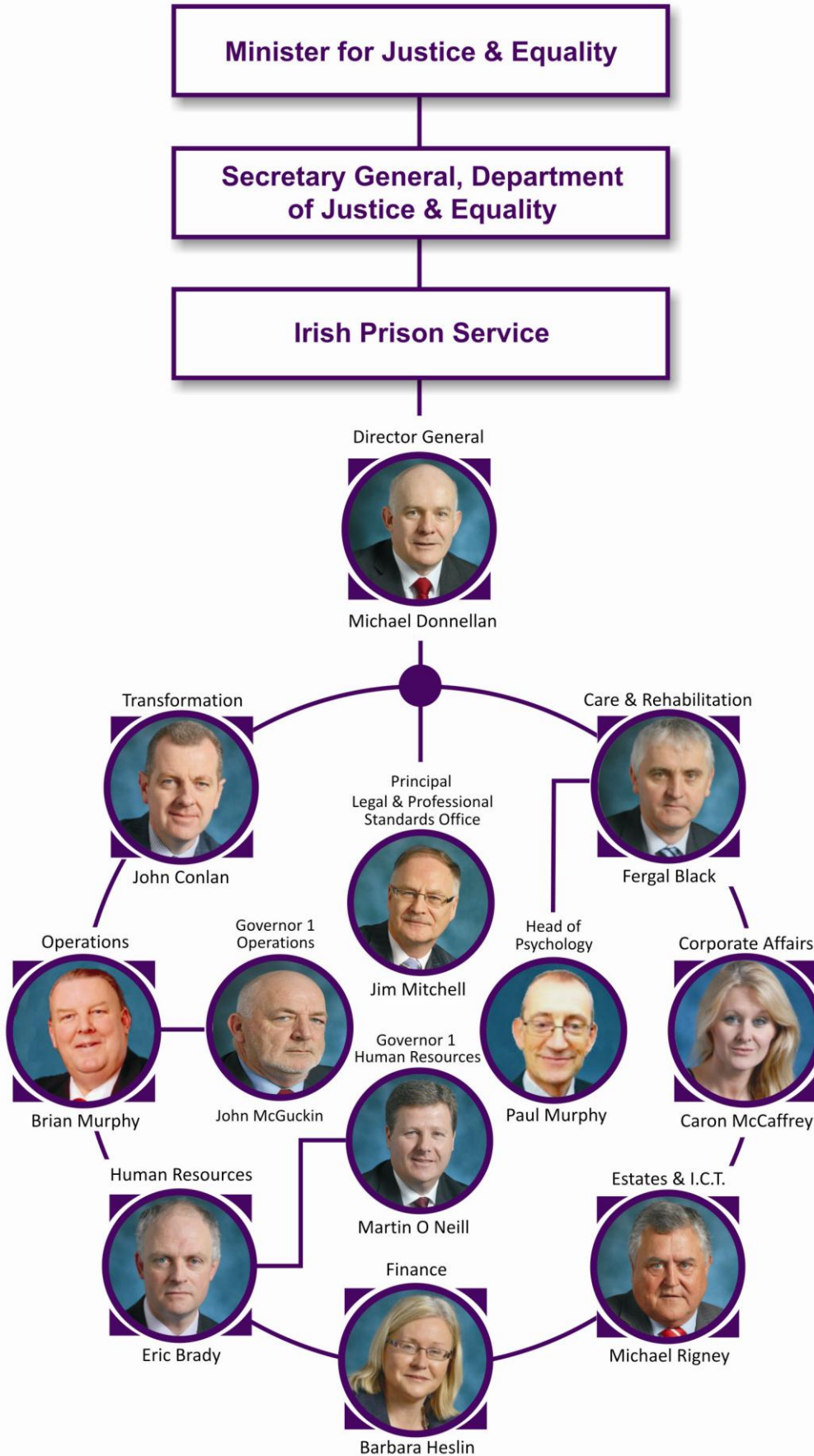
The Irish Prison Service deals with male offenders who are 17 years of age or over and

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 2012 was €336.163 million. Please see Appendix 1 for the Irish Prison Service Financial Report for 2012.

Staff

At end 2012 there were 3,433 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 Rules for the Government of Prisons, 2007; 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.

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.

During 2012, as part of the implementation of the Public Service Agreement, 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, Dochas Centre and the Training Unit).

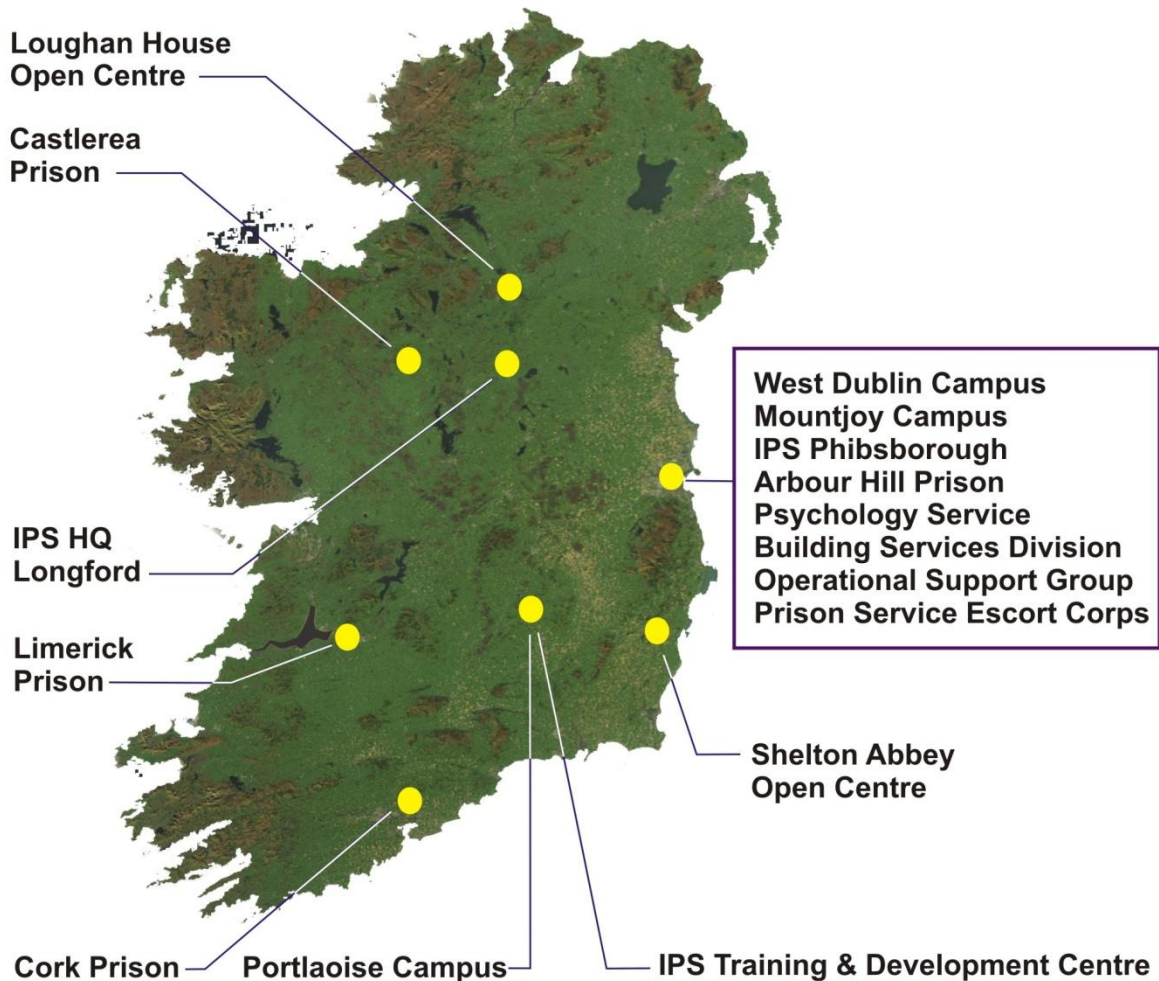
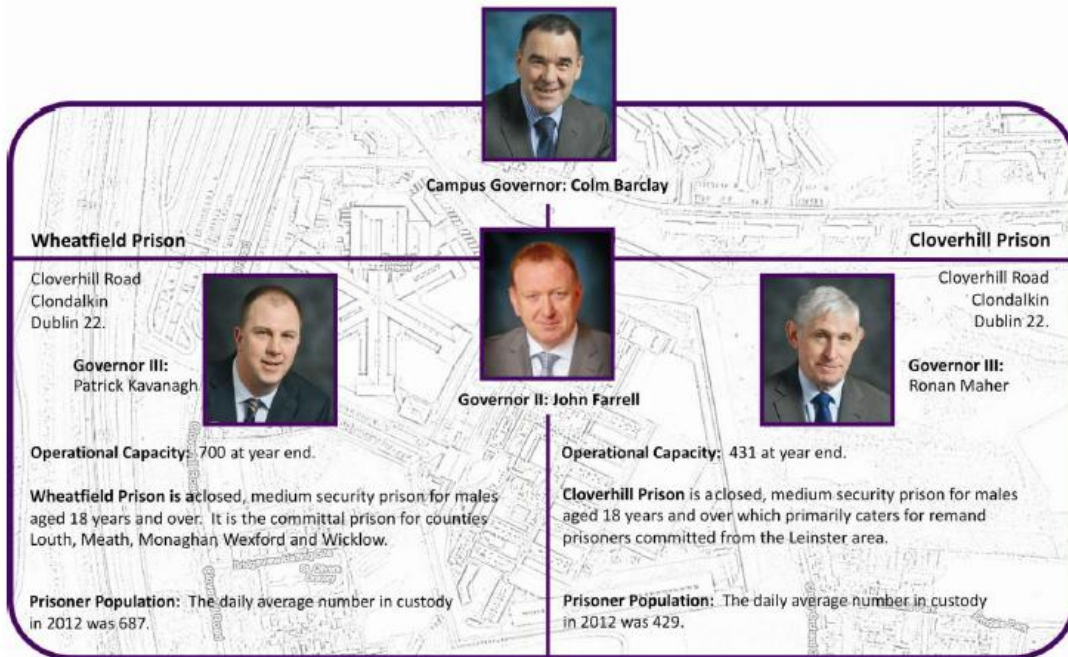
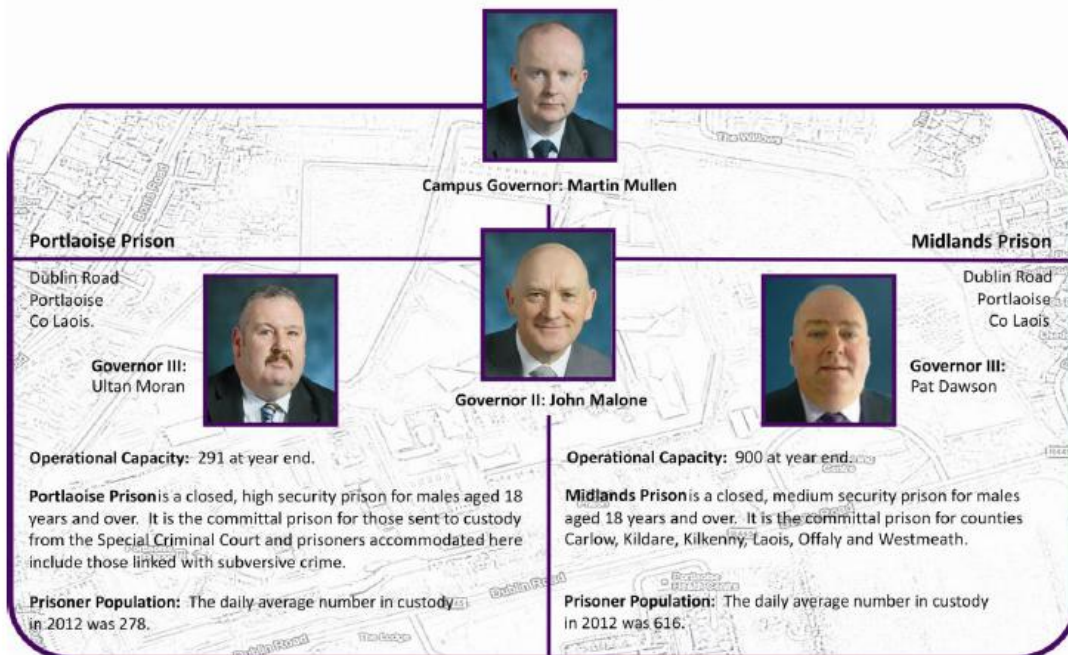


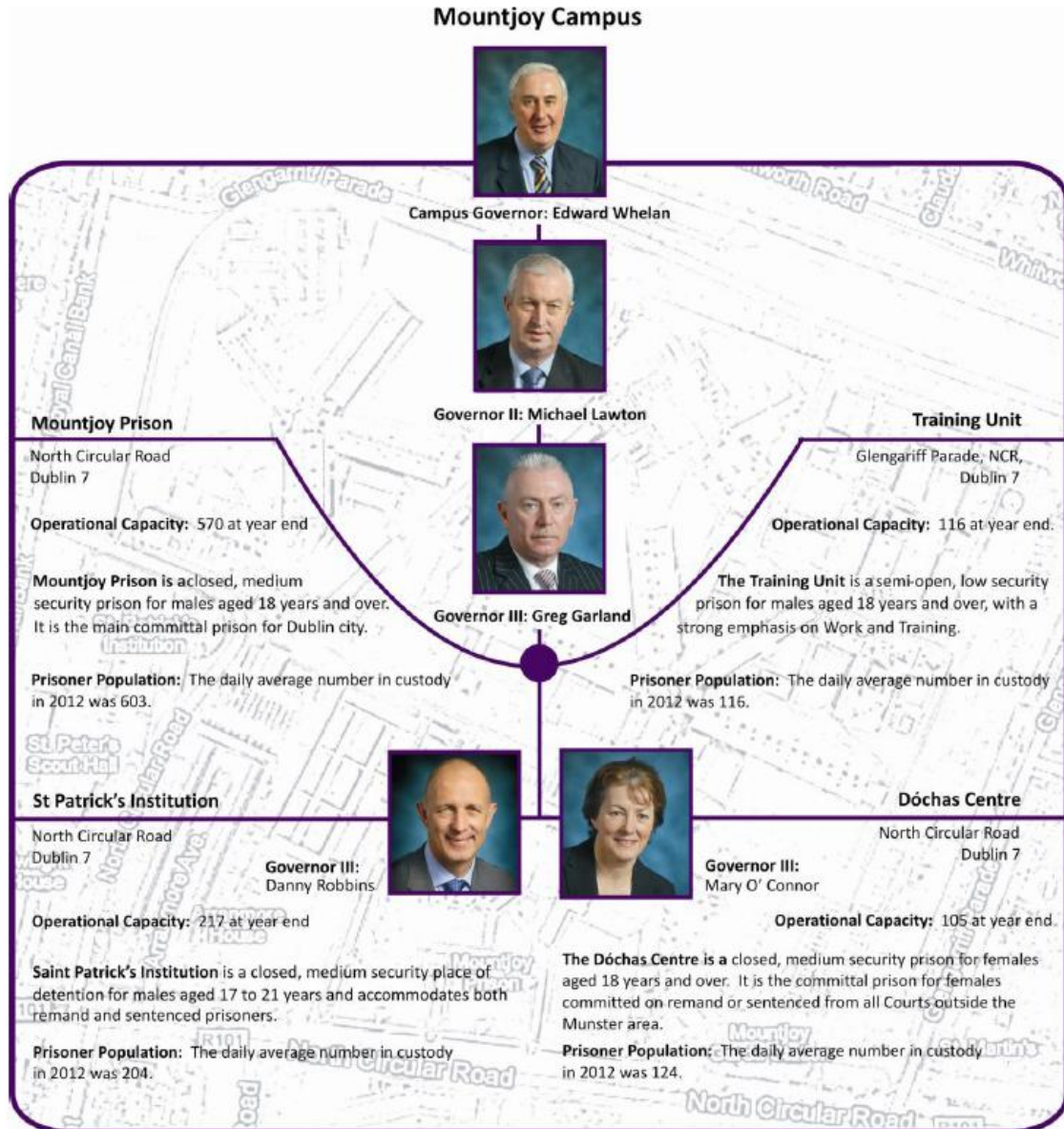
Fig 2. The Irish Prison Service Estate

West Dublin Prison Campus



Portlaoise Prison Campus





IPS Support Units

Building Services Division



Governor:
George Victory

IPS Training & Development Centre



Governor:
John McGuckin

Operational Support Group



Governor:
John Kavanagh

Prison Service Escort Corps



Governor:
Conor Flynn

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 2012 was 146.

Castlerea Prison

Harristown
Castlerea
Co Roscommon



Governor:
Martin Reilly

Operational Capacity: 351 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 2012 was 361.

Cork Prison

Rathmore Road
Cork City



Governor:
James Collins

Operational Capacity: 250 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 2012 was 259.

Limerick Prison

Mulgrave Street
Limerick



Governor:
Eamonn Mullane

Operational Capacity: 260 (males) and
34 (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 2012 was 261 males and 28 females.

Loughan House

Blacklion
Co Cavan



Governor:
Ethel Gavin

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 2012 was 104.

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 2012 was 102.

Overview – 2012 statistics at a glance

There were 17,026 committals to prison in 2012 which is a decrease of 1.7% on the 2011 total of 17,318.

13,860 persons were sent to prison in 2012 compared to 13,952 in 2011, which represents a decrease of 0.7%. Of those, 84.5% were male and 15.5% were female.

Committals during 2012

- There was an increase of 536 or 4% in the numbers committed to prison under sentence in 2012 (13,526) over 2011 (12,990).
- The number of prisoners committed serving sentences in the 1 to 2 years category decreased by 27.5% on the 2011 figure (636 in 2011 to 461 in 2012).
- The number of prisoners committed serving sentences in the 2 to 3 years category increased by 17.6% on the 2011 figure (380 in 2011 to 447 in 2012).
- Committals under sentence of less than 3 months increased by almost 10% on the 2011 figure, i.e., from 8,070 to 8,837. This category includes those committed as a consequence of the non-payment of a court ordered fine, which during 2012 increased by 10.5% on the 2011 figure, i.e., from 7,514 in 2011 to 8,304 in 2012.

Persons detained under Immigration Laws

In 2012 there were 400 committals in respect of immigration issues involving 385 detainees. This represents a slight decrease on the previous year (423 committals involving 395 detainees). The average daily number of persons in custody under this category was 8.

Snapshot of prison population on 30th November 2012

- The total for the number of persons in custody has remained relatively unchanged with the 2012 figure (4,298) representing a decrease of just 0.3% on the comparable 2011 figure (4,313).
- Some 305 prisoners (8.2%) were serving life sentences and another 290 (7.8%) were serving determinate sentences of 10 years or more.
- 40 offenders were serving sentences of less than 3 months representing 1.1% of the total number of prisoners in custody. There were 18 persons in prison for non-payment of fines which represents 0.5% of the total number of prisoners in custody.

Cost per available, staffed prison space

The average cost of an available, staffed prison space during the calendar year 2012 was €65,404, a very small increase on the 2011 cost of €65,359.

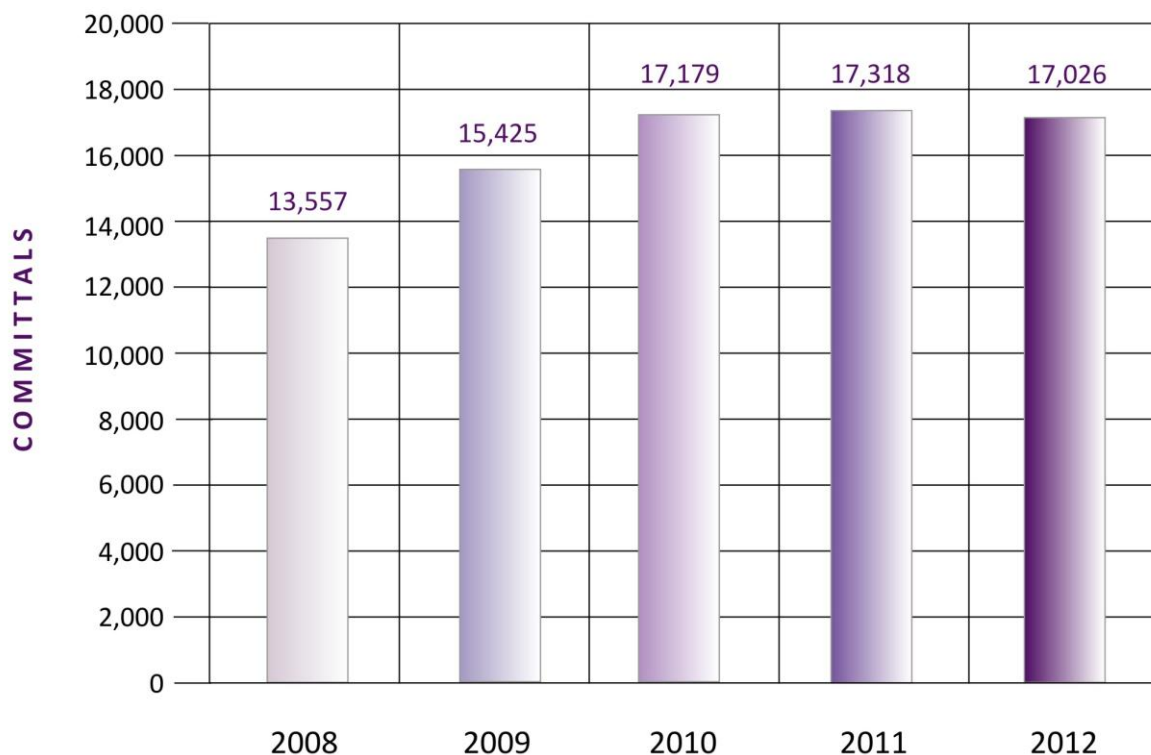


Fig 3. Trends in committals 2008 - 2012

Daily average number of prisoners in custody

The overall daily average number of prisoners in custody in 2012 was 4,318 compared to 4,390 in 2011.

The average number of female offenders in custody was 152, a 5% drop on the 2011 average of 160.

Snapshot of prison population on 30th November 2012

On 30 November 2012, the number of persons in custody totalled 4,298 and included:

- 567 Remand/trial prisoners
- 21 Immigration Detainees
- 60 Subversives Prisoners
- 18 Fines Prisoners
- 889 Protection Prisoners

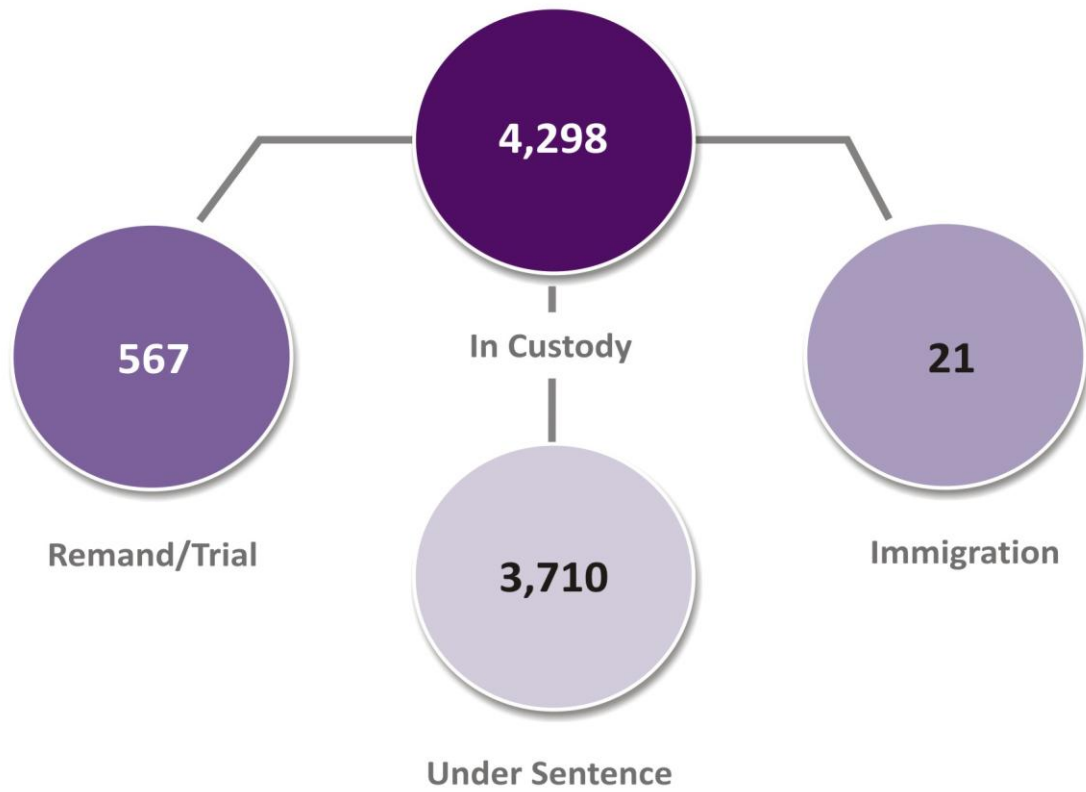


Fig 4. Prisoner population overview snapshot 30 November 2012

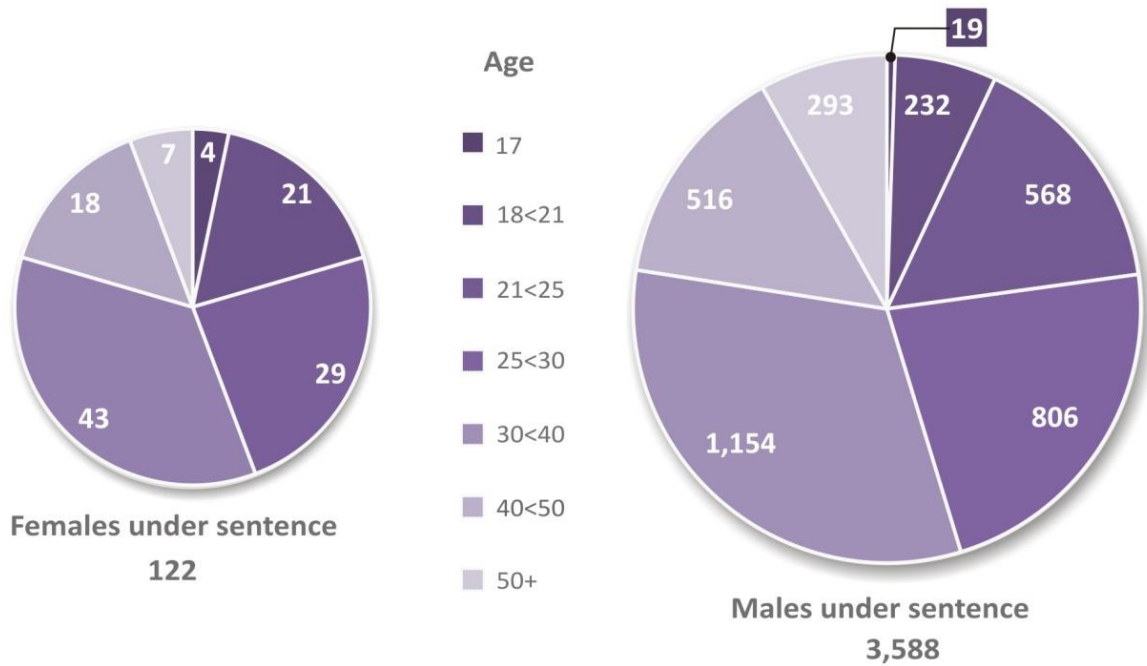


Fig 5. Prisoner population under sentence snapshot 30 November 2012

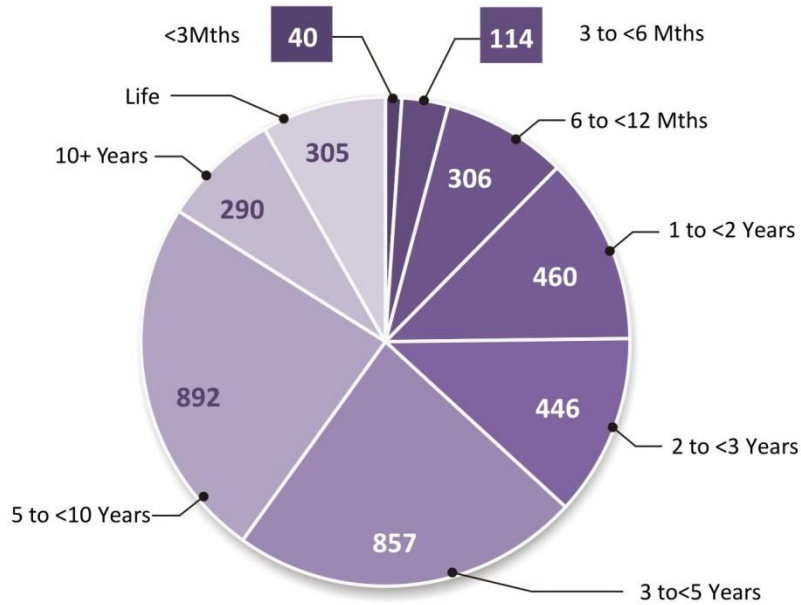


Fig 6. Prisoner population sentence length snapshot 30 November 2012

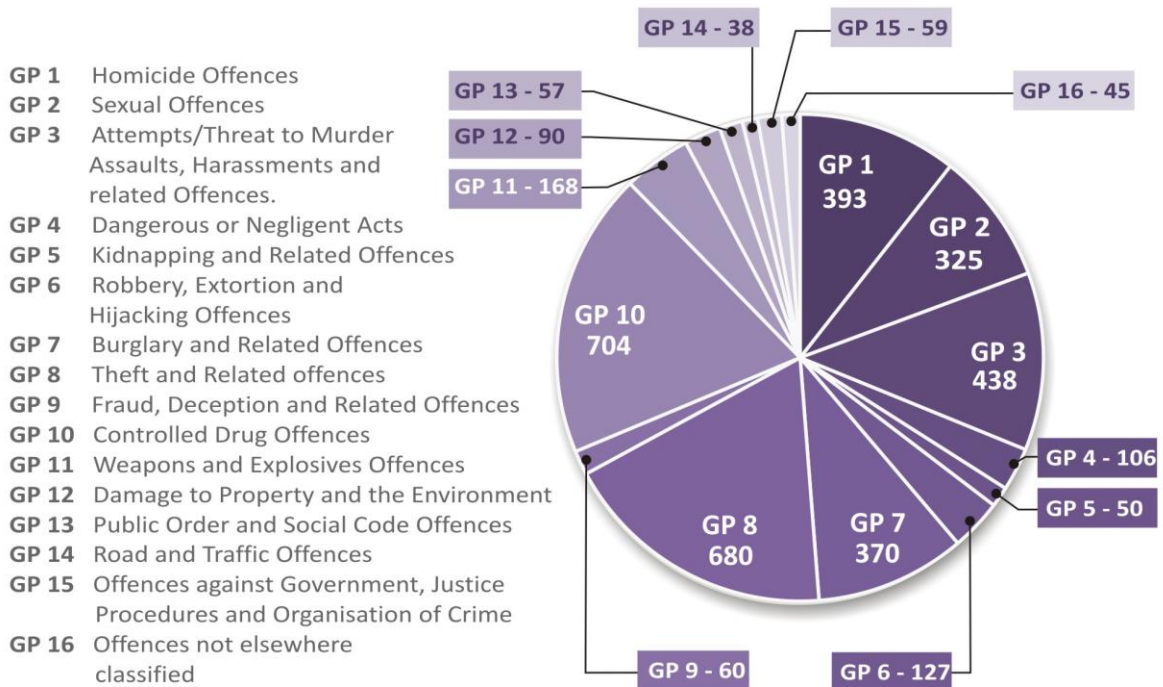


Fig 7. Prisoner population offence category snapshot 30 November 2012

Number of persons committed to prison in 2012

A total of 13,860 persons accounted for the 17,026 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 0.7% on the 2011 total of 13,952 persons.

The total of 17,026 committals to prison compared to 17,318 in 2011 represents a decrease of 1.7%.

The total of 17,026 committals comprised of:

- 12,991 under sentence,
- 3,632 on remand,
- 400 under immigration law and
- 3 for contempt of court.

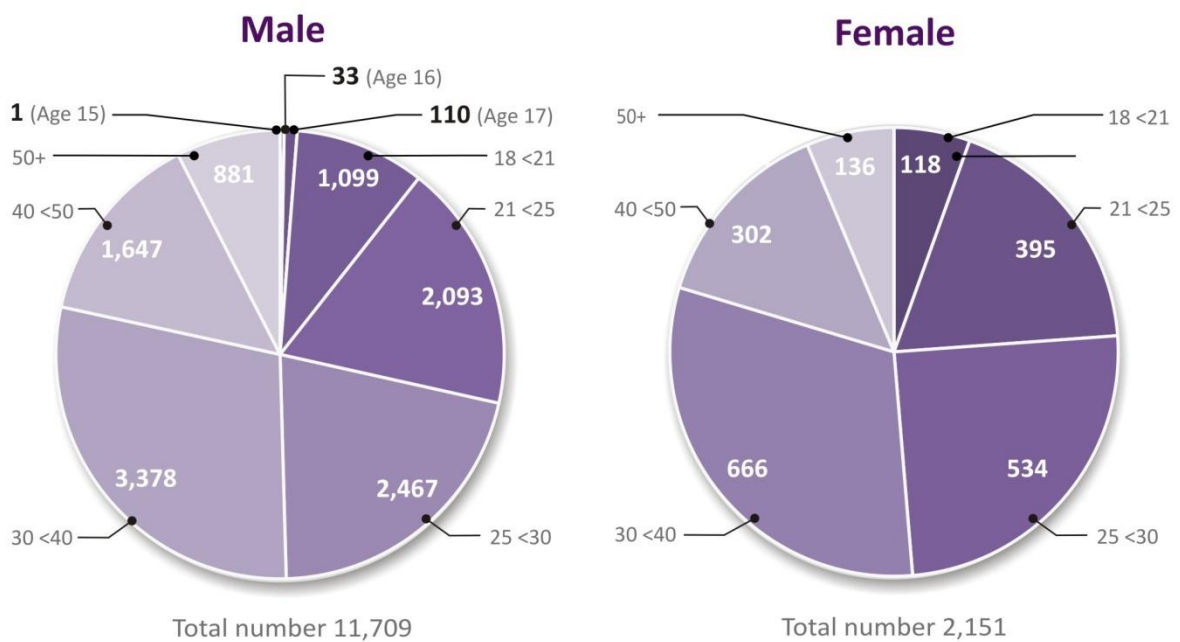


Fig 8. Age and gender of persons committed to prison in 2012

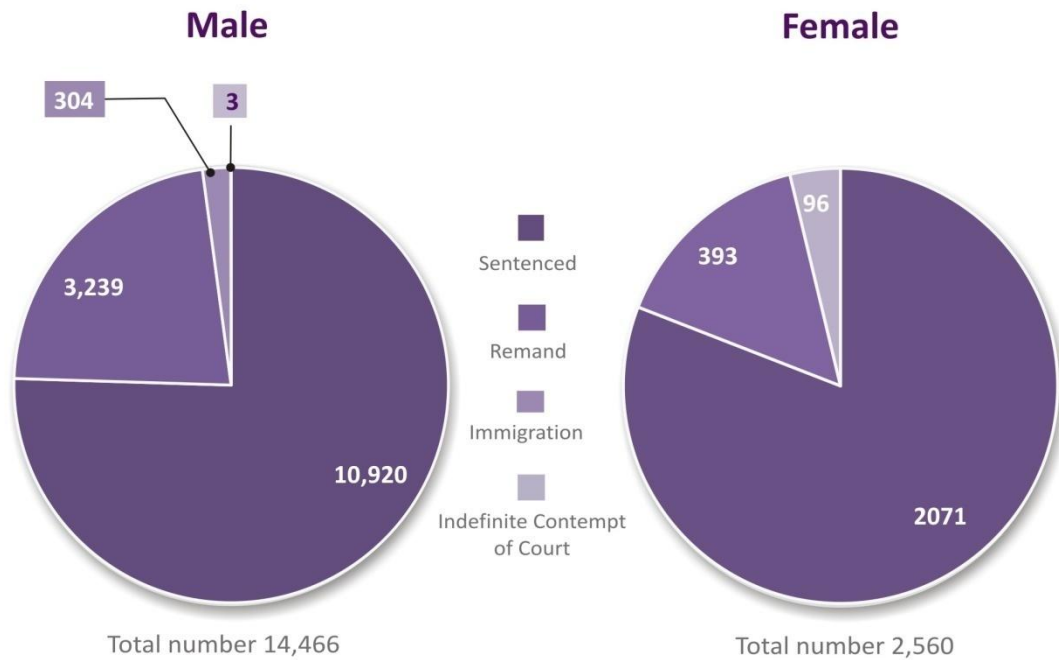


Fig 9. Committals during 2012 classified by type of committal and gender

County and Country of origin of persons committed to prison

Almost a third (31.5%) of all persons committed declared Dublin as their county of residence. Cork with 13.4%, Limerick with 6.4% and Tipperary with 3.6% were the next largest counties of residence indicated.

Of the 13,860 persons committed, 11,335 were Irish Nationals (81.8%), which is an increase of 72 or 0.6% on the corresponding 2011 figure of 11,263.

Other EU nationals (excluding Irish) accounted for 1,611 (11.6%) of persons committed. Other European nationals accounted for 128 (0.9%), African nationals for 317 (2.3%), Asian nationals for 342 (2.5%) and Central/South American nationals accounted for 85 (0.6%).

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

Committals under sentence

There were 12,991 committals directly under sentence in 2012. When an additional 535 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 2012 was 13,526.

Sentence length

There was a 4% increase (536) in the numbers committed to prison under sentence in 2012 (total of 13,526) over 2011 (12,990).

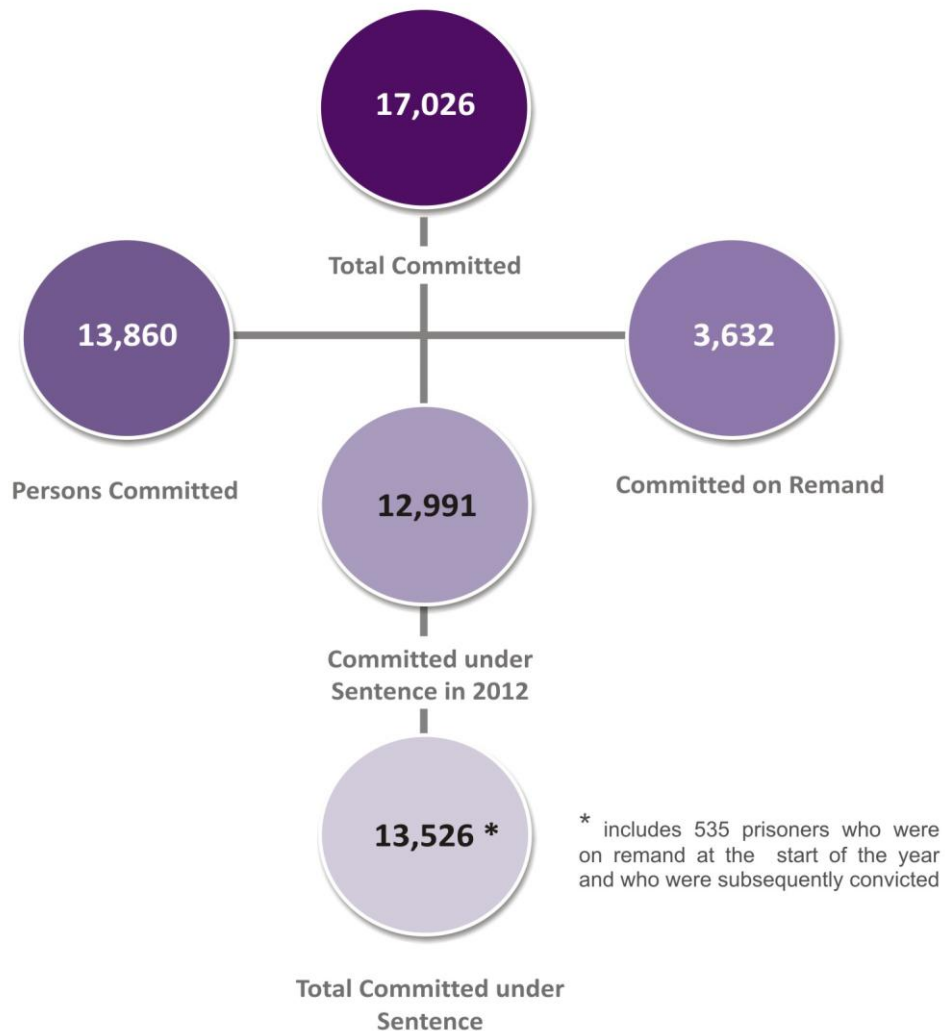


Fig 10. Committals during 2012 overview

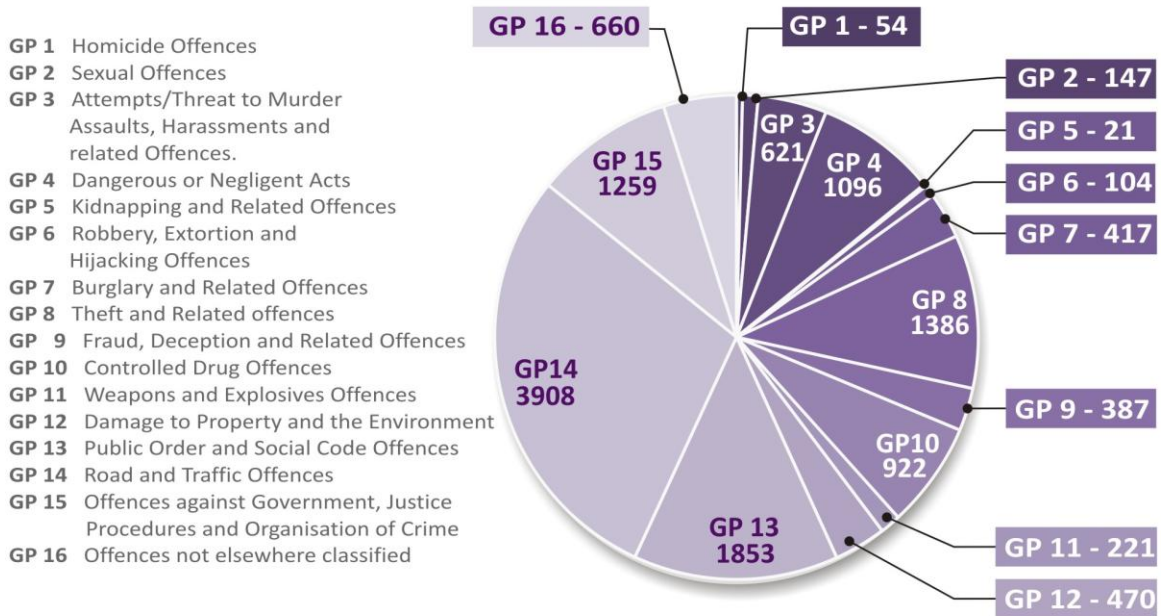


Fig 11. Sentenced committals during 2012 by offence groups

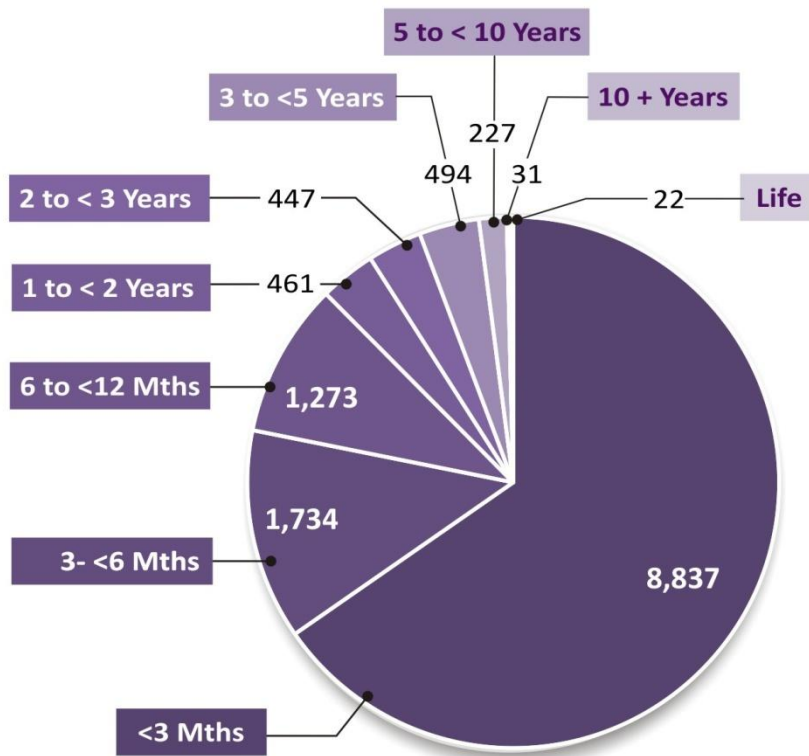


Fig 12. Sentenced committals during 2012 by sentence length

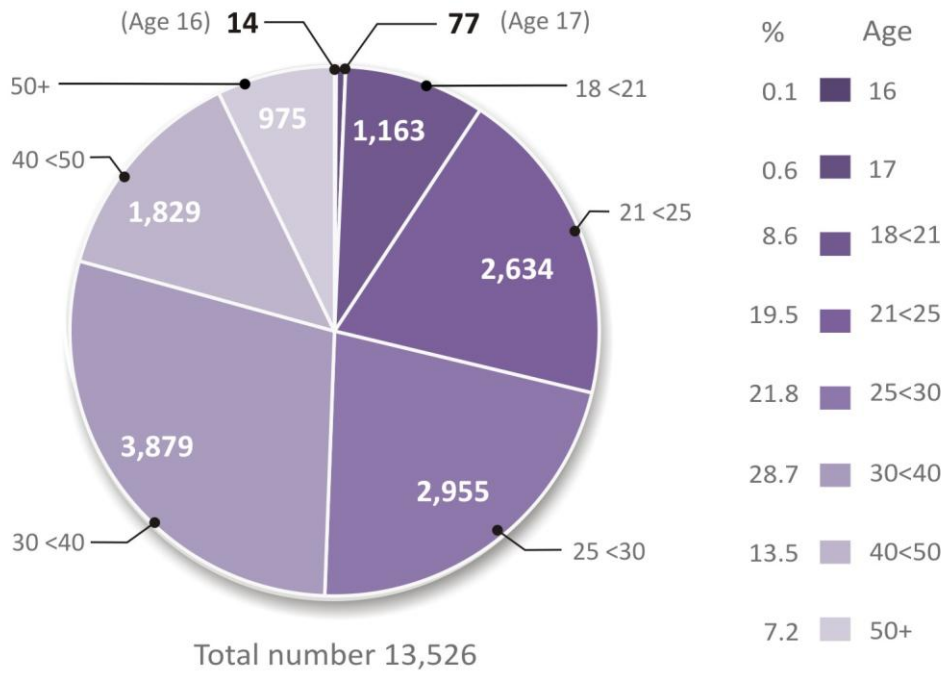


Fig 13. Committals under sentence by age group

The number of committals to prison as a consequence of the non-payment of a court ordered fine during 2012 increased by 10.5% on the 2011 figure, i.e., from 7,514 in 2011 to 8,304 in 2012.

Of this, 1,687 were female while 6,617 were male. A total of 22 debtors (all male) were committed during the year.

Further statistical information is available on www.irishprisons.ie

Strategic Objectives

On 30 April 2012 the Minister for Justice, Equality and Defence, Mr Alan Shatter, T.D., launched a new 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, by reducing reoffending and improving prisoner rehabilitation through the development of a multiagency 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 Irish Prison Service plays a very important role in providing 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 the likelihood of 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 six 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

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 2012 on the Year 1 Implementation Plan.

Strategic Actions

1

Prison Numbers

We will seek to align the capacity of our prisons in line with the guidelines laid down by the Inspector of Prisons in so far as this is compatible with public safety and the integrity of the criminal justice system. 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 enhance sentence management from pre to post imprisonment in a way which will facilitate improved prisoner outcomes. 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 Reform 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.

IPS Strategic Plan – Implementation Plan Year 1 April 2012 to December 2012 Update Report

Strategic Action 1: Prisoner Numbers

Action 1.1	Progress to end December 2012
<p style="text-align: center;">Reduction of chronic overcrowding in Mountjoy, Cork, Limerick and the Dóchas Centre.</p>	<p style="text-align: center;">Ongoing</p> <p>Mountjoy – the bed capacity has been aligned with the Inspector of Prisons’ recommended figure. The B and C Divisions have been fully refurbished and are operating as single cell accommodation with in-cell sanitation. A dedicated Committal Unit has also been established.</p> <p>Cork – the bed capacity is being reduced to 210 from 290.</p> <p>Limerick – the bed capacity is being reduced to 220 from 290.</p> <p>Dochas Centre – the bed capacity increased from 85 to 105 with the opening of new accommodation and is aligned with the Inspector of Prisons’ recommended figure.</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 2012
<p style="text-align: center;">National roll out of the Community Return Programme</p>	<p style="text-align: center;">Implemented</p>

Action 1.3	Progress to end December 2012
<p style="text-align: center;">Joint funding and staffing arrangements to maximize the availability of structured programmes in the community</p>	<p style="text-align: center;">Implemented</p>

Strategic Action 2: Prisoner Progression

Action 2.1	Progress to end December 2012
<p>Fundamental review of prison campus structures/individual prisons in terms of their function and internal prisoner progression programmes.</p>	<p style="text-align: center;">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. Some of the operational efficiencies being considered include: one committal unit per campus, one committal unit for Greater Dublin area (both at night and weekends) and agreement with other agencies on times for committals.</p>

Action 2.2	Progress to end December 2012
<p>Introduction of appropriate assessment procedures on committal</p>	<p style="text-align: center;">Ongoing</p> <p>A Committal Policy has been developed and will be introduced in early 2013.</p>

Action 2.3	Progress to end December 2012
<p>Introduction of dedicated committal areas in all committal prisons.</p>	<p style="text-align: center;">Ongoing</p> <p>Committal Units are in place in Mountjoy, Midlands, St. Patrick’s Institution and Cloverhill and in Cork and Limerick on a temporary basis pending the construction of new facilities.</p> <p>Committal Units are to become operational in Castlerea, the Dochas Centre and Wheatfield during 2013.</p>

Strategic Action 3: Prisoner Programmes

Action 3.1	Progress to end December 2012
<p>Enhance sentence planning including Integrated Sentence Management</p>	<p>Ongoing</p> <p>1,100 new prisoners participated in ISM in 2012. ISM Coordinators are now operating in seven out of fourteen institutions.</p>

Action 3.2	Progress to end December 2012
<p>Roll out of national Incentivised Regimes Policy and introduction of individual incentivised regime policies in each prison</p>	<p>Implemented</p>

Development of Specific Strategies:

Action 3.3	Progress to end December 2012
<p>Strategy for Younger prisoners</p>	<p>Ongoing</p> <p>A comprehensive multifaceted and targeted plan is currently being finalised in order to bring about the shift in culture required in St. Patrick's Institution. This includes a number of measures many of which have already been delivered upon including new management structures, enhanced management oversight, new complaints investigation procedures, guidelines for the imposition of disciplinary sanctions, etc.</p> <p>Central to the plan is the delivery of a child care model of detention which will be achieved through the placement of Irish Youth Justice staff in St Patrick's Institution and through enhanced training for all management and staff of the Institution. The plan will be further enhanced through the local roll out of national initiatives such as Children First and the Dignity at Work Initiative.</p>

Action 3.4	Progress to end December 2012
<p>Strategy for Women prisoners</p>	<p>Ongoing</p> <p>A multi-agency meeting was held involving both statutory and voluntary sector. A strategic action plan has been prepared and an operational group established. State property has been assigned to facilitate a structured response to the needs of vulnerable women.</p>

	The Irish Prison Service Training and Development Centre commenced development of 'working with women prisoners' programme for staff working in Dóchas and Limerick.
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Action 3.5	Progress to end December 2012
Strategy for Older prisoners	<p style="text-align: center;">Ongoing</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 2012
Strategy for Sex Offenders	<p style="text-align: center;">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. 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 2012
Strategy for Prisoners requiring protection	<p style="text-align: center;">Ongoing</p> <p>Work in relation to the development of a strategy is ongoing.</p>

Action 3.8	Progress to end December 2012
Social Impact Investment	<p style="text-align: center;">Ongoing</p> <p>The Irish Prison Service is represented on an inter-departmental Steering Group which was established by the Department of Public Expenditure & Reform in September 2012. The joint Irish Prison Service and Probation Service proposal is nearing completion.</p>

Action 3.9	Progress to end December 2012
<p>Pilot restorative justice practices</p>	<p style="text-align: center;">Ongoing</p> <p>Restorative practice opportunities have been identified within each pilot site (Dóchas Centre and Wheatfield Prison). A training strategy has been introduced and implementation managers have been nominated in each pilot site. An Implementation Plan has been agreed for both sites.</p>

Action 3.10	Progress to end December 2012
<p>Continued development and enhancement of drug services including review of the Irish Prison Service Clinical Drug Treatment Policy</p>	<p style="text-align: center;">Ongoing</p> <p>The Irish Prison service Clinical Drug Policy was reviewed and amended during the course of 2012 to reflect best practice guidelines and changes in practice in the community. This work involved consultation with prison and wider community providers of drug treatment services. This collaboration has produced a robust set of policies to guide the provision of drug services in a prison setting and ensure continuity of care in the community upon release.</p>

Action 3.11	Progress to end December 2012
<p>Introduction of Drug Free Units in all closed prisons, continued development of drug treatment services and enhanced supply reduction measures</p>	<p style="text-align: center;">Ongoing</p> <p>Drug Free Units are operating in 4 closed prisons. Plans are in train to expand drug treatment services in the Medical Unit and Training Unit on the Mountjoy Campus in the first half of 2013.</p>

Action 3.12	Progress to end December 2012
<p>Standard audit tools to measure healthcare equivalence</p>	<p style="text-align: center;">Ongoing</p> <p>An Audit Group has been established and an initial project has been identified involving an external agency.</p>

Strategic Action 4: Management and Staffing

Action 4.1	Progress to end December 2012
<p>Implementation of Public Service Agreement:</p> <ul style="list-style-type: none"> • Establishment of Implementation Team • Completion of Joint Task Reviews • Implementation Plans • Enhanced cross-agency cooperation 	<p style="text-align: center;">Ongoing</p> <p>Significant progress has been made during 2012 resulting in savings of circa €6million.</p> <p>A Progress Report on the implementation of the Public Service Agreement in the Irish Prison Service is included at Appendix 2.</p>

Action 4.2	Progress to end December 2012
<p style="text-align: center;">Management and staffing restructuring</p>	<p style="text-align: center;">Ongoing</p> <p>As part of the implementation of the Public Service Agreement 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, Dochas Centre and the Training Unit). This is generating savings of circa €2 million per annum at senior and middle management levels.</p> <p>Agreement has been reached to release 142 fully trained Prison Officers (Clerk 1 and Clerk 2 grades) from administration tasks to front line prison officer duties through their replacement with the new Administration & Support Officer grades. The introduction of this new grade will ultimately deliver savings of €3.5 million.</p>

Action 4.3	Progress to end December 2012
<p>Establishment of Professional Standards and Legal Unit</p>	<p style="text-align: center;">Implemented</p>

Action 4.4	Progress to end December 2012
<p>Dignity at Work Charter and launch of prison wide dignity and respect campaign</p>	<p style="text-align: center;">Ongoing</p> <p>The Director General convened a Dignity at Work Steering Group, in order to introduce a Dignity at Work Charter aimed at ensuring that our work environment is a place where every person is treated with dignity and respect at all times. The Steering Group identified the need for Focus Groups to gain feedback from staff on the key challenges facing the programme and the most effective methods of overcoming them. These Focus Groups commenced in November 2012 and are to be completed by end of February 2013. Ms Jacinta Kitt and Ms Sue Corbett acted as external facilitators for the process.</p> <p>The facilitators are to submit a final report based on their findings and a targeted action plan will be drawn up to address the issues identified. It is hoped that implementation of the action plan will commence in mid 2013.</p>

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

Action 5.1	Progress to end December 2012
<p>Completion of appraisal stage for project to replace Cork Prison</p>	<p style="text-align: center;">Implemented</p> <p>The business case for the provision of a new prison in Cork was approved in July. Subsequently, a suggested design for the new facility was developed and will form part of the tender documentation. In tandem with the design development, a public consultation process was completed and initial steps were taken to secure planning approval from the Oireachtas.</p> <p>It is expected that construction will begin in September/October 2013 and it is expected that the prison will be operational in December 2015.</p>

Action 5.2	Progress to end December 2012
<p>Completion of appraisal stage for project to replace Limerick A and B wings</p>	<p style="text-align: center;">Implemented</p> <p>A feasibility study was conducted in mid 2012 to explore the various long term options for the development of Limerick Prison. Consultants were appointed in July 2012 to refine the feasibility options into an agreed design proposal (following contributions from all stakeholders), prepare tenders and oversee the construction project.</p>

Action 5.3	Progress to end December 2012
<p>Completion of Midlands Cell Block</p>	<p style="text-align: center;">Implemented</p> <p>The cell block, providing in excess of 300 spaces with new kitchen with catering capacity for 1000 persons and extensive work training/education facilities, was completed and became operational in September 2012. The phased occupation of the new block commenced in October 2012 and by year end in excess of 100 prisoners had been relocated to the new facility.</p>

Action 5.4	Progress to end December 2012
<p>Completion of Mountjoy B Wing Refurbishment Project</p>	<p style="text-align: center;">Implemented</p> <p>A complete refurbishment of Mountjoy Prison’s “B” Wing was completed on schedule in 2012. Amongst other benefits, the refurbishment resulted in the provision of in-cell sanitation facilities to 95 cells that previously had none. This is a significant step towards our objective of eliminating slopping out in our prisons by the end of 2015.</p>

Action 5.5	Progress to end December 2012
<p>Commencement of Harristown House Development, Castlerea Prison</p>	<p style="text-align: center;">Implemented</p> <p>Refurbishment of Harristown House – a 22 roomed property adjacent to Castlerea Prison commenced in November 2012. When completed in Spring 2013 it will provide a low security pre-release facility for up to 18 prisoners.</p>

Action 5.6	Progress to end December 2012
<p>Commencement of Mountjoy Prison A Wing Refurbishment Project</p>	<p style="text-align: center;">Implemented</p> <p>A complete refurbishment of Mountjoy prisons “A” wing got underway in December.</p> <p>The project will provide a fully modernised wing in which all cells will have full in-cell sanitation.</p>

Action 5.7	Progress to end December 2012
<p>Commencement of Cloverhill/Loughan House Multi-project tender</p>	<p style="text-align: center;">Implemented</p> <p>Both of these projects went to tender in late 2012.</p>

Strategic Action 6: Legislative Consolidation

Action 6.1	Progress to end December 2012
<p>Identify areas that require to be regulated by legislation in light of international developments</p>	<p style="text-align: center;">Ongoing</p> <p>Developments at international level are monitored and Directorates advised of any new legal instruments which may require new legislation.</p>

Action 6.2	Progress to end December 2012
<p>Identify any legislative amendments necessary to give effect to Programme for Government commitments in relation to remission</p>	<p style="text-align: center;">Ongoing</p> <p>This issue is being addressed by the Penal Policy Review which was established in September 2012 and which is due to report in September 2013.</p>

Appendices

Appendix I

Financial Report 2012

Finance Review

The total gross expenditure by the Irish Prison Service in 2012 was €334.573 million with net expenditure of €316.805 million, some €1.0 million within the net budget. Pay accounted for approximately 71% of all spending by the Irish Prison Service in 2012.

Apart from pay, the two most significant areas of expenditure are Capital Spending and the provision of Prison Services.

- Capital investment was significant during 2012, with the provision of improved accommodation and facilities across the prison estate and in particular, the completion of a new accommodation block in the Midlands Prison and the refurbishment of the Mountjoy B Block.
- The cost of providing Prison Services increased by 6% in 2012.

Irish Prison Service 2012 Expenditure and Income Prison Service 2012 Budget Provision and Actual Expenditure

	2011 Actual Expenditure €000	2012 Estimate Provision €000	2012 Actual* Expenditure €000
Administration			
A.1 - Salaries, Wages and Allowances	242,728	239,705	237,807
A.2.(ii) - Travel and Subsistence	2,163	2,016	2,005
A.2.(iii) - Incidental Expenses	3,962	7,650	3,641
A.2.(iv) - Postal and Telecommunications Services	2,814	3,000	2,752
A.2.(v) - Office Machinery & Other Office Supplies	4,368	4,980	5,234
A.2.(vi) - Consultancy Services & VFM Policy Reviews	60	140	0
Other Services			
A.3 - Buildings and Equipment	47,181	33,752	35,371
A.4 - Prison Services, etc.	40,086	39,016	42,504
A.5 - Manufacturing Department & Farm	715	629	697
A.6 - Probation Service – Services to Offenders	0	0	0
A.7 - Educational Services	1,240	1,265	1,234
A.8 - Prison Officers, Medical Aid Society (Grant-in-Aid)	0	0	0
A.9 - Compensation	2,869	3,260	3,270
A.10 - Social Disadvantage Measures (Dormant Accounts)	229	750	58
Total Gross Expenditure	348,415	336,163	334,573
J - Appropriation in Aid (Receipts)	18,266	18,348	17,768
Total Net Expenditure	330,149	317,815	316,805

* These figures are subject to audit by the Comptroller and Auditor General

Financial Management

Cost per Available, Staffed Prison Space

The average cost of an available, staffed prison space during the calendar year 2012 was €65,404, a very small increase on the 2011 cost of €65,359.

Consistent with calculations in previous years, only costs under the direct control of the Irish Prison Service are included. Capital expenditure, including building and equipment assets and small works, is excluded from the calculations in the interest of facilitating comparisons between prison types and year-on-year.

The following tables show the figures for 2012 and the comparative figures for 2011. The following costs are included in the calculations:

- Accommodation – Related Variable Costs – maintenance & repairs; light, heat & power; service contracts; cleaning & waste disposal; water charges; environmental and health & safety costs.
- Prisoner-Related Variable Costs – catering; healthcare; prisoner gratuities; work training (excluding building/equipment assets and small works); clothing, bedding etc.; educational materials; motor vehicles (maintenance & fuel, etc.); recreational facilities; laundry; drug detection and visiting clergy.
- Prisoner-Related Fixed Costs – custodial pay; travel; telecommunications; uniforms and office supplies, etc.
- Non-Custodial Costs (incl. Prisoner Escorts) – non-custodial pay; non-custodial operations and administration costs and compensation payments.

Cost per Available, Staffed Prison Space – All Prisons

EXPENDITURE TYPE	2011 Cost/Space (4,486 Spaces)	2012 Cost/Space (4,461 Spaces)
Accommodation-Related Variable Costs	4,209	4,530
Prisoner-Related Variable Costs	5,799	6,167
Prisoner-Related Fixed Costs	44,037	43,076
Non-Custodial Costs (incl. Prisoner Escorts)	11,315	11,631
TOTAL	65,359	65,404

Cost per Available, Staffed Prison Space – Open Prisons

EXPENDITURE TYPE	2011 Cost/Space (270 Spaces)	2012 Cost/Space (262 Spaces)
Accommodation-Related Variable Costs	3,519	4,188
Prisoner-Related Variable Costs	4,783	4,639
Prisoner-Related Fixed Costs	26,239	25,644
Non-Custodial Costs (incl. Prisoner Escorts)	7,221	7,497
TOTAL	41,763	41,968

Cost per Available, Staffed Prison Space – Closed Prisons

EXPENDITURE TYPE	2011 Cost/Space (3,857 Spaces)	2012 Cost/Space (3,883 Spaces)
Accommodation-Related Variable Costs	4,155	4,459
Prisoner-Related Variable Costs	5,935	6,281
Prisoner-Related Fixed Costs	44,253	42,733
Non-Custodial Costs (incl. Prisoner Escorts)	11,567	11,745
TOTAL	65,910	65,218

Cost per Available, Staffed Prison Space – High Security Prison

EXPENDITURE TYPE	2011 Cost/Space (359 Spaces)	2012 Cost/Space (316 Spaces)
Accommodation-Related Variable Costs	5,302	5,687
Prisoner-Related Variable Costs	5,096	6,037
Prisoner-Related Fixed Costs	55,104	61,739
Non-Custodial Costs (incl. Prisoner Escorts)	11,683	13,645
TOTAL	77,184	87,108

The figures for available, staffed prison spaces are based on the average bed capacity in each institution for 2012.

Implementation of Management Information Framework (MIF) within the Irish Prison Service

The Irish Prison Service continues to enhance reporting under the MIF to bring about improved financial management and control. The intention is to have a more strategically driven organisation that meets the demands of a modern justice system and does so in a cost effective manner. During 2012, the Irish Prison Service continued to produce monthly financial reports for Directors and Prison Governors and provided further training to key staff in the generation and interpretation of financial information.

In support of MIF, budgets have been devolved to senior management in areas of discretionary expenditure to assist decision-making in the allocation and management of resources.

Appendix II

Public Service Agreement - Progress to end December 2012

The Task Review process continued during the year with seven reports being completed, agreed and implemented. In these seven locations this has resulted in a net reduction of 67 staff compared to previously agreed staffing levels and a reorganisation of staff grades within the sites generating annual savings of circa €6 million.

Three reports were completed and agreed with implementation scheduled for early 2013. The field work in the remaining four prison sites has been completed and draft reports will issue in early 2013. Two national service reviews (PSEC, including the CCJ and OSG) have commenced. Three national reviews (Healthcare, Trades/Compliance and Tuck Shop) have commenced and will be completed in Q2 2013.

Implementation monitoring is ongoing in all sites where reports have been agreed. Local implementation teams have been established, meetings held and an implementation action plan developed for each location.

Recourse to third party arbitration on any matters has been avoided during the year with relevant matters being successfully resolved through facilitation by the Prisons Sector Implementation Body Chairman. Despite the significant reductions in staffing levels and the significant increase in workloads, as outlined below, and notwithstanding the difficulties encountered in the introduction of the new Prison Administration & Support grades and the consequent redeployment of clerical grades, industrial relations within the Irish Prison Service have remained good during this challenging period. This has been achieved through a clear focus on communications, facilitated through bilateral engagement and, notably, the Implementation Body Prisons Sector Group.

The reduction in staffing levels continued during the period, which presented significant operational challenges in a context where the prisoner population remained stable but above that in place at the time of the reaching of the Public Service Agreement 2010 – 2014 (Agreement). These staff reductions have been achieved while the Irish Prison Service is carrying vacancies across the Service particularly in nurses (30), prison administration and support officers (90) and in work training areas (currently being reconfigured).

This decrease in staffing allied to the increased prisoner population has occurred ahead of the required changes in the staffing configuration that are provided for in the Agreement. In the absence of full and final agreement on all aspects of the Task Review findings at all sites the substantial costs avoided to date cannot be recognised as fully sustainable until implementation of each report commences.

The quality of prison regimes is a fundamental aspect of the Agreement and much work is required to reconfigure staffing models to address this element of the Agreement including the provision of resources to deliver structured accredited activities across the Service. Significant progress has been

made during the year on this aspect of the Agreement; of particular note has been the introduction of the Incentivised Regimes policy (details outlined below) and the rationalisation of the Work Training structure through the removal of the grades of Assistant Governor Work Training and introduction of the new grade of Work Training Officer to replace the Assistant Industrial Supervisor positions.

The Irish Prison Service continues to participate in processes to foster greater inter-agency co-operation in the criminal justice sector and community sector including:

1. Under the auspices of the Justice Agency Liaison Group the Prison Service is to review efficiencies in the Circuit and District Courts.
2. The Irish Prison Service has agreed with the Courts Service a number of changes in the operation of the Criminal Courts of Justice (CCJ). These are resulting in improved operational efficiencies for the Prison Service and have resulted in decreased levels of staffing provided by the Prison Service. In October 2012, the Irish Prison Service and the Courts Service agreed a restructuring of the operation of the 4 District Courts in the CCJ. This immediately reduced the Irish Prison Service staff numbers in the CCJ by 8 Officers. This generates an annualised cost saving of €490,000 while also reducing the daily escort requirements from the Dublin prisons resulting in less disruption to their daily regimes. The Irish Prison Service is continuing to engage with the Courts Service to generate further savings in the operation of the CCJ.
3. In order to create efficiencies in the Criminal Justice system, the Irish Prison Service has agreed with the Director of Public Prosecutions and An Garda Síochána that Prison Governors will examine all requests for the production of a prisoner in court (whether on summons or charge sheet) where the prisoner is serving a sentence of life imprisonment or a prison sentence of five years or more and the offence for which the prisoner's attendance in court is required is a summary offence.
4. The Courts Service and the Irish Prison Service have identified the scope to expand further the use of video conferencing facilities between prisons and various court locations.
5. The staff associations have agreed to accelerate this inter agency work to Quarter 1 2013 (subject to agreement with the Courts Service and An Garda Síochána).
6. Protocols for information sharing between the key agencies in the criminal justice system (Gardaí, the Courts Service, Probation and Irish Prison Service) are being explored, developed and implemented.

New prisoner accommodation at the Dóchas Centre (20 spaces) and at Midlands Prison (300 spaces) opened under new more efficient staffing models in Quarter 4, 2012 addressing issues associated with outdated accommodation, overcrowding, sanitation problems, etc., improving the standard of the prison estate for both prisoners and staff. The opening of these facilities using more efficient staffing model is resulting in cost avoided of circa €3.25 million per annum.

1. **Dóchas Centre:** New accommodation opened in November 2012 following agreement with the Staff Association. This will significantly improve the regime flow plan for the Dóchas Centre by provided an incentivised living and working area within the current facility.
2. **Midlands Prison New Block:** The new 300 space cell block opened in October 2012 following agreement with the Staff Association. Through the application of the Agreement this new facility will be operated by introducing a new staffing model linked to the implementation of the Incentivised Regimes Policy and the delivery of Integrated Sentence Management in this new prison block. This will allow the Irish Prison Service to proceed with its strategic objectives of reducing overcrowding and eliminating slopping out in Cork, Limerick, and Mountjoy Prisons.
3. **Mountjoy Prison:** The refurbishment of C wing (reopened May 2012) and B Wing (reopened December 2012) which includes in cell sanitation have been completed. The C Wing now includes a dedicated committal unit. The reopening of the B Wings has facilitated the closure of the A Wing and the commencement of works to install in cell sanitation and enhance the conditions in that Wing.

Appendix III

Persons in custody under sentence on 30 November 2012 – 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	14	60	25	291	393	10.6
GP2 Sexual Offences	-	2	5	28	21	53	121	83	12	325	8.8
GP3 Attempts/Threat to Murder, Assaults, Harassments and Related Offences	-	17	32	61	85	124	96	21	2	438	11.8
GP4 Dangerous or Negligent Acts	2	7	17	25	16	23	16	-	-	106	2.9
GP5 Kidnapping and Related Offences	-	-	-	2	5	12	20	11	-	50	1.3
GP6 Robbery, Extortion and Hijacking Offences	-	-	2	13	22	53	28	9	-	127	3.4
GP7 Burglary and Related Offences	-	13	40	82	58	115	52	10	-	370	10.0
GP8 Theft and Related Offences	10	21	89	124	119	188	125	4	-	680	18.3
GP9 Fraud, Deception and Related Offences	-	5	8	18	11	10	8	-	-	60	1.6
GP10 Controlled Drug Offences	2	3	13	49	78	186	269	104	-	704	19.0
GP11 Weapons and Explosives Offences	-	5	17	8	9	36	71	22	-	168	4.5
GP12 Damage to Property and the Environment	3	5	28	12	8	25	9	-	-	90	2.4
GP13 Public Order and Social Code Offences	10	14	15	11	2	5	-	-	-	57	1.5
GP14 Road and Traffic Offences	4	11	15	7	1	-	-	-	-	38	1.0
GP15 Offences against Government, Justice Procedures and Organisation of Crime	8	9	13	9	2	6	11	1	-	59	1.6
GP16 Offences Not Elsewhere Classified	1	2	12	10	7	7	6	-	-	45	1.2
Total	40	114	306	460	446	857	892	290	305	3,710	100

Fig 14. Persons in custody under sentence 30 November 2012

Appendix IV

Daily average number of prisoners per Institution 2012

Institution	Bed Capacity	In Custody	On Temporary Release	On Remand/Trial
Arbour Hill	148	146	1	4
Castlerea	351	361	35	55
Cloverhill	431	429	13	312
Cork	252	259	134	35
Limerick (f)	34	28	35	4
Limerick (m)	263	261	68	40
Loughan	149	104	22	0
Midlands	638	616	75	17
Mountjoy (f)	105	124	74	27
Mountjoy (m)	589	603	165	3
Portlaoise	316	278	3	6
Shelton Abbey	113	102	18	0
St. Patricks	217	204	14	27
Training Unit	127	116	26	0
Wheatfield	687	687	94	29
Total	4,420	4,318	777	559

Fig 15. Daily average number of prisoners per Institution 2012

Appendix V

Committals to prison 2001 to 2012

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

Fig 16. Committals to prison 2001-2012

Appendix VI

Daily average number of prisoners in custody 2008 - 2012

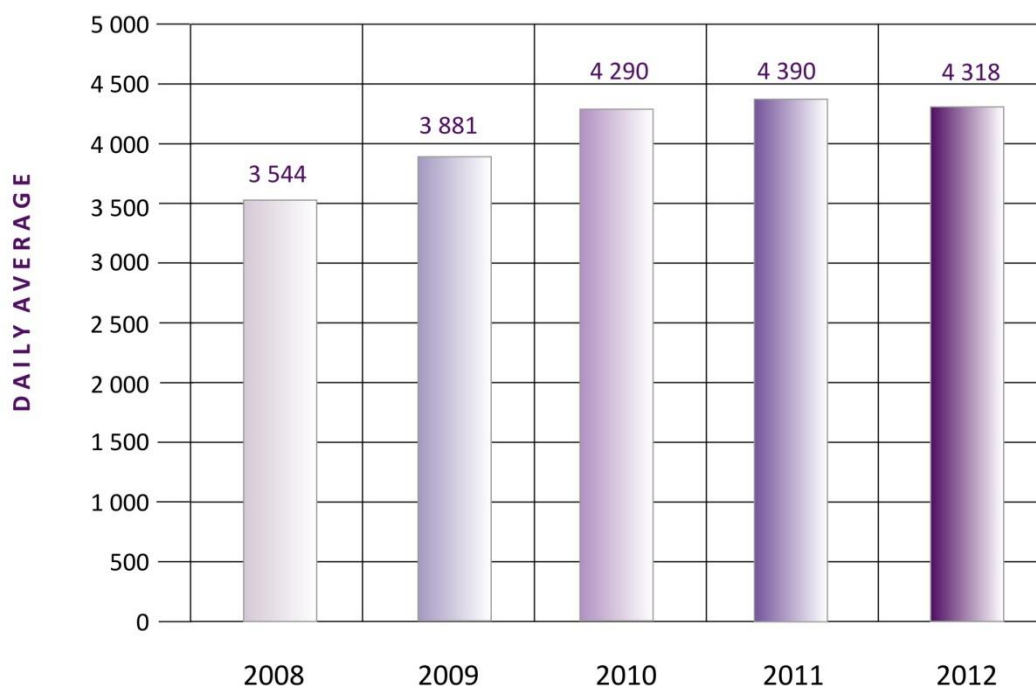


Fig 17. Daily average number of prisoners in custody 2008-2012

Appendix VII

Committals under sentence 2012 Classified by Offence group and sentence length

Offence Group	Months			Years					Life	Total
	< 3	3 to < 6	6 to < 12	1 to < 2	2 to < 3	3 to < 5	5 to < 10	10+		
01 Homicide Offences	-	-	-	1	2	7	16	6	22	54
02 Sexual Offences	2	8	9	35	14	28	44	7	-	147
03 Attempts/Threats to Murder, Assaults, Harassments and Related Offences	103	136	117	78	85	74	25	3	-	621
04 Dangerous or Negligent Acts	819	177	54	15	9	15	7	-	-	1,096
05 Kidnapping and Related Offences	-	-	-	1	6	7	5	2	-	21
06 Robbery, Extortion and Hijacking Offences	1	-	12	20	27	35	8	1	-	104
07 Burglary and Related Offences	27	80	135	55	63	51	6	-	-	417
08 Theft and Related Offences	409	270	350	124	105	105	22	1	-	1,386
09 Fraud, Deception and Related Offences	206	75	64	15	14	11	2	-	-	387
10 Controlled Drug Offences	410	92	96	56	80	111	67	10	-	922
11 Weapons and Explosives Offences	42	36	80	9	14	25	14	1	-	221
12 Damage to Property and to the Environment Offences	206	90	125	17	15	15	2	-	-	470
13 Public Order and Other Social Code Offences	1,571	204	60	13	1	3	1	-	-	1,853
14 Road and Traffic Offences	3,416	414	76	1	1	-	-	-	-	3,908
15 Offences against Government, Justice Procedures and Organised Crime	1,062	106	73	9	3	3	3	-	-	1,259
16 Offences Not Elsewhere Classified	563	46	22	12	8	4	5	-	-	660
Total	8,837	1,734	1,273	461	447	494	227	31	22	13,526
2011	8,070	1,786	1,358	636	380	472	227	39	22	12,990
Difference	767	-52	-85	-175	67	22	0	-8	0	536
%	9.5	-2.9	-6.3	-27.5	11.6	4.7	0.0	-20.5	0.0	4.1

Fig 18. Committals under sentence by offence group and sentence length in 2012