

# IRISH PRISON SERVICE

## Annual Report 2008



### **Mission Statement**

The mission of the Irish Prison Service is to provide safe, secure and humane custody for people who are sent to prison. The service is committed to manage custodial sentences in a way which encourages and supports prisoners in their endeavouring to live law abiding and purposeful lives as valued members of society.

## CONTENTS

Chairman's Report	2
Director General's Report	4
Overview – 2008 statistics at a glance	7
Chapter 1 – The Organisation	9
Chapter 2 – Custody of Prisoners	13
Chapter 3 – Safe and Secure Custody	25
Chapter 4 - Care and Rehabilitation of Prisoners	29
Chapter 5 – Healthcare Services for Prisoners	35
Chapter 6 – The Prison Estate	41
Chapter 7 – Finance	44
Chapter 8 – Human Resource Management	50





## Chairman's Report

The Prison Authority Interim Board met on six occasions during 2008. The Board continued to focus significant time on progressing the essential programmes and infrastructural changes already underway and to prioritise objectives to ensure that Irish Prison Service delivers custody and care to the highest standards according to best practice and sound financial management.

On behalf of all Board members I would like to pay tribute to Ms Anne Counihan, who left the Board during the year, for her dedication and valuable service to the Prisons Authority Interim Board since its inception. Ms Margaret Richardson was appointed to the Board and I look forward to working with Margaret.

### Capital Projects

There has been a consistent increase in the total prisoner population during 2008, where we have seen dramatic increases in the number of sentenced prisoners, those being committed on remand and a trend towards longer sentences. The snapshot of the prison population on 5 December 2008 shows that the number of persons in custody has increased by almost 11% on the 2007 figure. It is vital that the current capital programme continues if the Irish Prison Service is to meet accommodation requirements. Most recently over 30 extra spaces have been made available at the open centre at Shelton Abbey and a further 40 extra spaces have been made available at the open centre at Loughan House.

Other projects in Castlerea, Wheatfield and Portlaoise have been significantly progressed during 2008 to provide 400 additional spaces which will become available during 2009.

### Thornton

The Irish Prison Service continues to advance the ambitious extensive capital building programme to replace outdated and unacceptable accommodation and provide significant improvements in the areas of work training, education and medical services.

The need to provide new prison accommodation to replace existing sub standard prison accommodation at Mountjoy Prison and to manage an increasing prisoner population still remains. Building new prison facilities at Thornton Hall on a green field site offers the best opportunities for the development of structured regime activities that support rehabilitation and resettlement of prisoners in a way that is not currently possible in the Mountjoy complex. The design concept for Thornton Hall delivers a modern, operationally efficient and cost effective facility which will provide appropriate living conditions for prisoners and support programmes including the provision of modern facilities for prison staff. The Board will continue to focus its attention on this pivotal project.

A significant milestone in the project was achieved during the year with the publication of the Environmental Impact Assessment and the grant of development consent for the project by the Oireachtas in accordance with the Prison Development (Confirmation of Resolutions) Act, 2008.

### Irish Prison Service Headquarters Longford

A key objective for the Irish Prison Service over recent years has been the decentralisation of its office headquarters from Clondalkin to Longford. The Board was very pleased at how successfully this transition was effected.

Despite a staff turnover of over 80% as a result of the move, business and services to stakeholders was largely unaffected. This was a significant achievement and one that reflects great credit on the Management and Staff, old and new, who worked together to make the transition a success.

On 7 March 2008 the then Minister for Justice, Equality and Law Reform, Brian Lenihan, T.D., accompanied by the then Minister of State at the Department of Finance with special responsibility for the Office of Public Works, Noel Ahern, T.D., officially opened the new headquarters building.

### **Inspector of Prisons**

Following his appointment by the Minister for Justice, Equality and Law Reform, Judge Michael Reilly took up his duties as the Inspector of Prisons on 1 January 2008. The Board would like to wish Judge Reilly well in his new role over the coming years.

### **Mentally Ill Prisoners**

In previous years the Board has expressed its concern at the delays experienced in accessing care for prisoners in the Central Mental Hospital.

In December 2008 following ongoing discussions with the Central Mental Hospital, the HSE made provision for 10 additional beds at the Central Mental Hospital. This has been of considerable assistance to prison management and staff in addressing the waiting list for prisoners requiring admission. The CMH currently provides 21 consultant led in-reach sessions in the east of the country every week. The Board welcomes these improvements in the provision of mental health services for prisoners and will continue to devote its full attention to this issue.

Brian McCarthy  
Chairman  
Prisons Authority Interim Board



## Director General's Report

**To: The Minister for Justice, Equality and Law Reform, Mr Dermot Ahern T.D.**

**Minister,**

I am pleased to transmit to you the Annual Report of the Irish Prison Service for 2008.

The safety and security of prisons, the management of prisoner numbers and the provision of appropriate accommodation and services to prisoners were constant priority activities during 2008. To this end, two areas for particular focus during the year were the enhancement of security measures in place in our prisons and the prison building programme.

### Prisoner Numbers

During 2008 there were a total of 13,557 committals to prison. This was a significant increase on the 2007 total of 11,934 and represents a 13.6% increase. A total of 10,928 persons accounted for these committals. As in 2007, almost one third of persons committed in 2008 were non-Irish nationals.

In total there were 8,043 committals under sentence during the year, which was an increase of almost 25% on the 2007 figure. There was a considerable increase in the numbers committed for non-payment of a court ordered fine during 2008. This category increased by 88.7% on the previous year's figure – from 1,335 in 2007 to 2520 in 2008.

2008 again saw an increase in the number of prisoners committed serving sentences of 10 years or more. This category increased by 38.3%, from 47 offenders in 2007 to 65 in 2008, and follows a 114% increase in this category in 2007. The increase was mainly related to drug offences which showed an increase from 22 offenders in this category of sentence length in 2007 to 36 in 2008.

The daily average number of prisoners in custody in 2008 was 3,544 - an increase of 223 on the 2007 figure of 3,321. The average number of female offenders in custody was 124, an increase of 13 on the 2007 level. Most prisons operated at or very near full capacity in 2008.

### Cost of Providing Prison Places

The methodology used to calculate the cost of keeping an offender in custody was reviewed during the year and has changed from previous years. The new methodology is of greater benefit in the financial management of the Service than the one previously used as it facilitates the strategic measuring and comparing of costs across the prison estate.

Based on this revised methodology the average cost of providing a prison space in 2008 was €92,717. This was an increase of €7,355 or 8.6% on the 2007 cost and this is mainly due to National Pay Agreement increases.

## Enhanced Security Measures

One of the major challenges in prisons worldwide lies in preventing access to contraband items, primarily mobile phones and drugs, which for obvious reasons are viewed as highly valuable commodities which could assist in illegal activity. In June 2007 the Government approved the resources necessary to introduce a package of security measures which target the routes whereby contraband such as drugs, weapons and mobile phones are trafficked into our prisons. The roll-out of the various elements commenced in May 2008 with the establishment of the Operational Support Group, comprising the Operational Support Unit, the Security Screening Unit and the Canine Unit and these have already proved very successful.

Screening is now fully in operation for all staff and visitors entering our closed prisons (excluding Training Unit and Arbour Hill) and airport style walk through detectors are installed in each closed prison and every visitor and member of staff is required to pass through the detector before being granted access to the prison. In addition, x-ray scanners are also provided to each closed prison and all hand bags, briefcases, packages, coats, etc. are subject to screening.

A Drug Detection Dog Unit (comprising 31 staff) has been established on a national basis. The first 16 such teams completed their training with the Northern Ireland Prison Service in 2008 and are in operation in our prisons. It is expected that this Unit will reach full strength in 2009.

The installation of a pilot scheme of technology to prevent the use of mobile phones in prisons was completed in Midlands Prison in November 2008. Evaluation of the inhibition system is proving very positive and it is intended to roll out the system to other closed prisons on a phased basis subject to resources.

## Prison Building Programme

Significant progress was made during 2008 on the implementation of the prison building programme which will, when complete, replace approximately 40% of the prison estate in accordance with commitments in the Programme for Government. The most ambitious project in this programme is, of course, the replacement of the four prisons on the Mountjoy Campus with a new prison at Thornton Hall in North County Dublin.

During the year, over 30 extra spaces were introduced at the open centre at Shelton Abbey and a further 40 spaces were introduced at the open centre at Loughan House.

Work also continued on major projects at Portlaoise, Wheatfield and Castlereagh Prisons and these projects will provide an extra 400 prison spaces during 2009.



### **Conclusion**

I would like to thank the Minister for Justice, Equality and Law Reform, the Secretary General of the Department and all his staff, in particular in the Prisons and Probation Policy Division, for their assistance and support.

Finally, I would like to thank the Chairman and Members of the Prisons Authority Interim Board and the Management and Staff of the Irish Prison Service for their continued dedication and professionalism.

Brian Purcell  
**Director General**

## Overview – 2008 Statistics at a Glance

**There were 13,557 committals to prison in 2008 which is an increase of 13.6% on the 2007 total of 11,934.**

**10,928 persons were sent to prison in 2008 compared to 9,711 in 2007. 88.8% of committals were male and 11.2% female.**

### Committals during 2008

- There was an almost 25% increase in the numbers committed to prison under sentence in 2008 (8,043) over 2007 (6,455).
- The number of prisoners committed serving 10 years or more increased by 38.3% from 47 offenders in 2007 to 65 in 2008. This follows a 114% increase in this category 2007, i.e., from 22 in 2006 to 47 in 2007. The 2008 increase was mainly related to drug offences which showed an increase from 22 offenders in 2007 to 36 in 2008.
- Committals under sentence of less than 3 months increased by 1,233 or 54% over the 2007 figure (2,293 to 3,526).
- The number of committals to prison in 2008 for road traffic offences increased by 44% on the 2007 figure, i.e., from 1,564 in 2007 to 2,254 in 2008). 61% of sentences in this category were for less than 3 months.
- There was a considerable increase in the numbers committed for non-payment of a court ordered fine during 2008. This category increased by 88.7% on the 2007 figure - from 1,335 in 2007 to 2520 in 2008.

**In 2008 there were 1,034 committals in respect of immigration issues involving 961 detainees. This represents a decrease of 16% on the 1,145 persons detained in 2007.**

- 759 of those committals, or 73%, were for less than 8 days.
- The average daily number of persons in custody in this category was 17.

### Snapshot of prison population on 5 December 2008

- The snapshot showed an increase of almost 11% in the number of persons in custody (3,695) on the 2007 figure (3,334).
- Almost 72% of the sentenced prisoners in custody on 5 December 2008 were serving sentences of 2 years or more.
- There were 275 persons serving sentences for sexual offences, a 16% increase on the 2007 figure of 237.





- The number of persons serving sentences for drug offences (567) was 20% higher than in 2007 (472).
- 50 offenders were serving sentences of less than 3 months representing 1.3% of the prison population.
- There were 32 persons in prison for non-payment of debt or fines which represents 0.86% of the prison population.

**The average cost of providing a prison space in 2008 was €92,717. This was an increase of €7,355 or 8.6% on the 2007 cost and this is mainly due to National Pay Agreement increases.**

## Chapter 1

### Mission Statement

The mission of the Irish Prison Service is to provide safe, secure and humane custody for people who are sent to prison. The Service is committed to managing custodial sentences in a way which encourages and supports prisoners in their endeavouring to live law abiding and purposeful lives as valued members of society.

### The Organisation

Political responsibility for the prison system in Ireland is vested in the Minister for Justice, Equality and Law Reform. The Irish Prison Service operates as an executive agency within the Department of Justice, Equality and Law Reform. It is headed by a Director General supported by 7 Directors. A non-executive Prisons Authority Interim Board provides advice and guidance in the management of the prison system.

The Irish Prison Service deals with male offenders who are 16 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.

### Budget and Staffing

The annual budget for the Irish Prison Service for 2008 was €406m.

At end 2008 there were 3640 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 most recent 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 and
- the Rules for the Government of Prisons, 2007

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 the UN and European Conventions on Human Rights, UN Standard Minimum Rules for the Treatment of Prisoners, the UN Convention against Torture and other Cruel, Inhuman or Degrading Treatment or Punishment, the UN Covenant on Civil and Political Rights, the European Convention for the Prevention of Torture and Inhuman or Degrading Treatment or Punishment.

## Core Values

The Prison Service:

- Recognises its obligation to serve the community with full respect for the human dignity and rights of every person, both in custody and in the wider community
- Recognises that it is obliged to help every offender live as a law abiding person and that the Service can contribute to their realising their potential
- Believes in making available to each person in custody conditions and services appropriate to their well-being and personal development
- Commits itself to minimising the detrimental effects of imprisonment
- Endeavours to help prisoners, where possible and appropriate, to maintain relationships with their families
- Values the resources available to it, especially all staff working in the prison system who are the most important asset in fulfilling the Service's mission
- Commits itself to being courteous and fair in all its dealings
- Accepts that it is accountable for its actions and endeavours to demonstrate this accountability in public.

## 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.

### Mountjoy Prison

North Circular Road, Dublin 7

Tel: 01 8062800

Fax: 01 8062824

**Governor:** Mr John Lonergan

**Operational Capacity:** 540

Mountjoy Prison is a closed, medium security prison for males aged 17 years and over. It is the main committal prison for Dublin city and county and the largest penal institution in the State.

**Prisoner Population:**

The daily average number in custody in 2008 was 588.

### Dóchas Centre

North Circular Road, Dublin 7

Tel: 01 8858987

Fax: 01 8858910

**Governor:** Ms Kathleen McMahon

**Operational Capacity:** 85

The Dóchas Centre is a closed, medium security prison for females aged 18 years and over. It is the committal prison for females committed on remand or sentenced from all Courts outside the Munster area.

**Prisoner Population:**

The daily average number in custody in 2008 was 104.

### St. Patrick's Institution

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

**Governor:** Mr Sean Quigley

**Operational Capacity:** 216

Saint Patrick's Institution is a closed, medium security place of detention for males aged 16 to 21 years and accommodates both remand and sentenced prisoners.

**Prisoner Population:**

The daily average number in custody in 2008 was 207.

### Limerick Prison

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

**Governor:** Mr Tadhg O'Riordan

**Operational Capacity:** 275 (males) and 20 (females)

Limerick Prison is a closed, medium security prison for males and females aged 17 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 2008 was 284 males and 20 females.

### Cloverhill Prison

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

**Governor:** Mr Tom Somers

**Operational Capacity:** 431

Cloverhill Prison is a closed, medium security prison for males aged 17 years and over which primarily caters for remand prisoners committed from the Leinster area.

**Prisoner Population:**

The daily average number in custody in 2008 was 441.

### Cork Prison

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

**Governor:** Mr James Collins

**Operational Capacity:** 272

Cork Prison is a closed, medium security prison for males aged 17 years and over. It is the committal prison for counties Cork, Kerry and Waterford.

**Prisoner Population:**

The daily average number in custody in 2008 was 276.

### Castlerea Prison

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

**Governor:** Mr Daniel J. Scannell

**Operational Capacity:** 228

Castlerea Prison is a closed, medium security prison for males aged 17 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 2008 was 232.

### Wheatfield Prison

Cloverhill Road, Clondalkin, Dublin 22  
Tel: 01 6209400  
Fax: 01 6209430

**Governor:** Mr Sean Lennon

**Operational Capacity:** 390

Wheatfield Prison is a closed, medium security prison for males aged 17 years and over. It is the committal prison for counties Louth, Meath, Monaghan, Wexford and Wicklow.

**Prisoner Population:**

The daily average number in custody in 2008 was 388 (the capacity of Wheatfield Prison increased from 370 to 390 during the year).



#### Portlaoise Prison

Dublin Road, Portlaoise, Co Laois  
Tel: 057 86 21318  
Fax: 057 86 20997

**Governor:** Mr Edward Whelan

**Operational Capacity:** 210

Portlaoise Prison is a closed, high security prison for males aged 17 years and over. It is the committal prison for those sent to custody from the Special Criminal Court and prisoners accommodated here include those linked with subversive crime.

**Prisoner Population:**

The daily average number in custody in 2008 was 107.

#### Training Unit

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

**Governor:** Mr Declan Murphy

**Operational Capacity:** 107

The Training Unit is a semi-open, low security prison for males aged 18 years and over, with a strong emphasis on work and training.

**Prisoner Population:**

The daily average number in custody in 2008 was 97 (the capacity of the Training Unit increased from 96 to 107 during the year).

#### Loughan House

Loughan House Open Centre  
Blacklion, Co Cavan  
Tel: 071 9853059 Fax: 071 9853234

**Governor:** Mr Martin Reilly

**Operational Capacity:** 130

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 2008 was 114 (the capacity of Loughan House increased from 102 to 130 during the year).

#### Arbour Hill Prison

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

**Governor:** Mr Liam Dowling

**Capacity:** 148

Arbour Hill is a closed, medium security prison for males aged 17 years and over. Its prisoner profile is largely made up of long term sentenced prisoners.

**Prisoner Population:**

The daily average number in custody in 2008 was 146 (the capacity of Arbour Hill Prison increased from 138 to 148 during the year).

#### Midlands Prison

Dublin Road, Portlaoise, Co Laois  
Tel: 057 86 72110 / 72100  
Fax: 057 86 72219

**Governor:** Mr Edward Whelan

**Operational Capacity:** 469

The Midlands Prison is a closed, medium security prison for males aged 17 years and over. It is the committal prison for counties Carlow, Kildare, Kilkenny, Laois, Offaly and Westmeath.

**Prisoner Population:**

The daily average number in custody in 2008 was 463.

#### Shelton Abbey

Arklow, Co Wicklow  
Tel: 0402 32140  
Fax: 0402 39924

**Governor:** Mr Hector MacLennan

**Operational Capacity:** 90

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 2008 was 77 (the capacity of Shelton Abbey increased from 60 to 90 during the year).

## Chapter 2

### Custody of Prisoners

#### Snapshot of Prison Population

The profile of the prison population on any one day is perhaps the most reliable indicator of the profile of prisoners we have within the system.

On 5 December 2008, the prison population totalled 3,695, which was comprised of:

- Sentenced 2,944
- Remand/Awaiting Trial/Others 730
- Immigration 21

The total for the number of persons in custody (3,695) is an increase of almost 11% on the comparable 2007 figure (3,334).

This total included 251 offenders serving sentences for murder and 72 for manslaughter. Drug offences accounted for 567 offenders (15%) and road traffic offences 184 (5%).

Some 264 prisoners were serving life sentences and another 241 were serving determinate sentences of ten years or more, and accounted for 9% and 8.2% of the total population respectively.

With regard to prisoners serving shorter sentences, 50 offenders were serving sentences of less than 3 months representing 1.3% of the prison population. There were 32 persons in prison for non-payment of debt or fines which represents 0.86% of the prison population.

As regards nationality, Irish nationals accounted for 89.8% of the total number of persons in custody under sentence on the 5 December 2008.

**Table 2.1 : Sentence Profile of Prisoners in custody under sentence on 5 December 2008**

	Female	Male	Total
<3 Months	2	48	50
3 to < 6 Months	2	122	124
6 to < 12 Months	8	275	283
1 to < 2 Years	12	365	377
2 to < 3 Years	6	323	329
3 to < 5 Years	13	579	592
5 to < 10 Years	12	672	684
10+ Years	3	238	241
Life Sentence	6	258	264
<b>Total</b>	<b>64</b>	<b>2,880</b>	<b>2,944</b>



<b>Table 2.2 : Offence Profile of Prisoners in custody under sentence on 5 December 2008</b>				
	<b>Female</b>	<b>Male</b>	<b>Total</b>	<b>%</b>
<b>Total Group 1 :</b>				
<b>Offences Against the Person</b>	<b>19</b>	<b>1,012</b>	<b>1,031</b>	<b>35</b>
<b>MURDER</b>	<b>6</b>	<b>245</b>	<b>251</b>	
<b>MANSLAUGHTER</b>	<b>5</b>	<b>67</b>	<b>72</b>	
<b>SEXUAL OFFENCES</b>	<b>0</b>	<b>275</b>	<b>275</b>	
<b>OTHER OFFENCES AGAINST THE PERSON</b>	<b>8</b>	<b>425</b>	<b>433</b>	
Assault	0	113	113	
Assault Causing Harm	4	150	154	
Assault on Garda	0	6	6	
Assault OABH	0	20	20	
<i>Other offences in this category</i>	4	136	140	
<b>Total Group 2 :</b>				
<b>Offences Against Property with Violence</b>	<b>0</b>	<b>96</b>	<b>96</b>	<b>3.3</b>
<b>Total Group 3 :</b>				
<b>Offences Against Property without violence</b>	<b>19</b>	<b>730</b>	<b>749</b>	<b>25.4</b>
Theft	6	149	155	
Criminal Damage	3	94	97	
Burglary - Full	2	123	125	
Robbery	4	216	220	
Handling Stolen Property	0	26	26	
Entering Building with intent to Commit Offence	0	10	10	
<i>Other offences in this category</i>	4	112	116	
<b>Total Group 4 :</b>				
<b>Other Offences</b>	<b>26</b>	<b>1,042</b>	<b>1,068</b>	<b>36.3</b>
<b>Drug Offences</b>	<b>17</b>	<b>550</b>	<b>567</b>	<b>19.3</b>
<b>Road Traffic Offences</b>	<b>1</b>	<b>183</b>	<b>184</b>	
No Insurance (Owner/User)	0	36	36	
Drunken Driving (Breath/Blood/Urine/Non Specimen)	0	11	11	
Dangerous Driving (including Death/Bodily Harm)	1	54	55	
Unauthorised Taking of M.P.V.	0	48	48	
Non Display of Disc (Insurance/Road Tax/NCT/Parking)	0	1	1	
No Driving Licence (Owner/Driver)	0	5	5	
Unauthorised Carriage in/on M.P.V.	0	12	12	
<i>Other offences in this category</i>	0	16	16	
<b>Other Offences</b>	<b>8</b>	<b>309</b>	<b>317</b>	<b>10.8</b>
Firearm Offences	0	110	110	
Threatening/Abusive/Insulting Behaviour	1	32	33	
Debtor Offences (including Fail to Pay Maintenance)	2	18	20	
Intoxication in Public	0	4	4	
Failure to comply with Garda Síochána (Obstruction/Resisting arrest)	1	15	16	
Possession of Knives and Other Articles	1	39	40	
Failing to appear (Date originally set/Other remand date)	2	26	28	
Breach of Barring Order (Interim/Protection/Safety)	0	14	14	
Failed to make Income Tax Returns	0	3	3	
<i>Other offences in this category</i>	1	48	49	
<b>Total</b>	<b>64</b>	<b>2,880</b>	<b>2,944</b>	<b>100</b>

**Table 2.3: Persons in Custody under Sentence on 5 December 2008 - Offences classified by sentence length**

	<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	Life	Total
Murder	0	0	0	0	0	0	0	3	248	251
Manslaughter	0	0	0	0	0	4	47	19	2	72
Sexual Offences	0	0	5	23	20	41	111	66	9	275
Other Offences against the person	1	18	38	71	80	123	79	19	4	433
Offences against property with violence	0	1	3	10	10	26	19	27	0	96
Offences against property without violence	4	32	113	150	121	173	145	10	1	749
Drug Offences	4	3	22	33	60	133	220	92	0	567
Road Traffic Offences	6	29	52	42	19	28	8	0	0	184
Other Offences	35	41	50	48	19	64	55	5	0	317
<b>Total</b>	<b>50</b>	<b>124</b>	<b>283</b>	<b>377</b>	<b>329</b>	<b>592</b>	<b>684</b>	<b>241</b>	<b>264</b>	<b>2,944</b>

**Table 2.4: Age Profile of Prisoners in custody under sentence on 5 December 2008**

	Female	Male	Total
16	0	14	14
17	0	24	24
18 - < 21	4	286	290
21 - < 25	12	556	568
25 - < 30	15	634	649
30 - < 40	16	784	800
40 - < 50	12	366	378
50+	5	216	221
<b>Total</b>	<b>64</b>	<b>2,880</b>	<b>2,944</b>

**Table 2.5 : Nationality of persons in custody under sentence on 5 December 2008**

	Female	Male	Total	%
Irish	53	2,590	2,643	89.8
U.K.	4	66	70	2.4
Other E.U.	1	116	117	3.9
Other European	0	20	20	0.7
African	4	56	60	2
Asian	0	23	23	0.8
Central/South American	1	4	5	0.2
North American	0	5	5	0.2
Austral/Asian	1	0	1	0
<b>Total</b>	<b>64</b>	<b>2,880</b>	<b>2,944</b>	<b>100</b>





	Female	Male	Total
Debtor	2	18	20
Fine Sentence	0	12	12
<b>Total</b>	<b>2</b>	<b>30</b>	<b>32</b>

### Daily number of prisoners in custody

Most prisons operated at or near full capacity in 2008. The average number of prisoners in custody on a daily basis was 3,544.

Institution	Bed Capacity	Average No in Custody	% Bed Capacity	Reviewable TR	Total	Sex Offenders	Immigration Related
Arbour Hill	146	146	100%	0	146	88	0
Castlerea	228	232	102%	13	245	20	0
Cloverhill	431	441	102%	3	444	0	11
Cork	272	276	102%	45	321	6	1
Limerick (f)	20	20	100%	6	26	0	0
Limerick (m)	275	284	103%	25	309	3	1
Loughan	125	114	91%	16	130	0	0
Midlands	467	463	99%	27	490	79	0
Mountjoy (f)	85	104	122%	34	138	0	3
Mountjoy (m)	540	588	109%	69	657	0	0
Portlaoise	210	107	51%	0	107	0	0
Shelton Abbey	82	77	94%	14	91	0	0
St Patrick's	214	207	97%	5	212	5	0
Training Unit	102	97	95%	4	101	0	0
Wheatfield	384	388	101%	12	400	79	1
<b>Total</b>	<b>3,581</b>	<b>3,544</b>	<b>99%</b>	<b>273</b>	<b>3,817</b>	<b>280</b>	<b>17</b>

- The overall daily average number of prisoners in custody in 2008 was 3,544 compared to 3,321 in 2007.
- The average number of female offenders in custody was 124, compared to 111 in 2007.

## COMMITTALS

### Number of committals to prison in 2008

There were 13,557 committals to prison in 2008. The 13,557 committals were in relation to 10,928 persons. A person could be included more than once if committed more than once in the year.

The total of 13,557 committals to prison compared to 11,934 in 2007 represents an increase of 13.6%.

The total of 13,557 comprised:

- 7,461 committals under sentence,
- 5,052 committals on remand,
- 1,034 committals under immigration law and
- 10 indefinite contempt of court.

Year	Total	Change from previous year	Persons	Change from previous year	Male	Female
2001	12,127		9,539		8,616	923
2002	11,860	-2.20%	9,716	1.9	8,673	1,043
2003	11,775	-0.70%	9,814	1	8,669	1,145
2004	10,657	-9.50%	8,820	-10.1	7,914	906
2005	10,658	0.00%	8,686	-1.5	7,780	906
2006	12,157	14.10%	9,700	11.7	8,740	960
2007	11,934	-1.80%	9,711	0.1	8,556	1,155
2008	<b>13,557</b>	<b>13.60%</b>	<b>10,928</b>	<b>12.5</b>	<b>9,703</b>	<b>1,225</b>

### Number of persons committed to prison in 2008

A total of 10,928 persons accounted for the 13,557 committals. This figure relates to persons newly committed to prison (i.e. not already on remand or serving another sentence). This represents an increase of 12.5 percent on the 2007 total of 9,711 persons.

### Age and Gender of persons committed to prison in 2008

The breakdown by gender of persons committed was 88.8% male and 11.2% female compared with 2007 figures which were 88.1% male and 11.9% female.

**Table 2.9 : Age and Gender of persons committed to prison in 2008**

Age (Years)	Female	Male	Total	%
16	0	112	112	1
17	0	129	129	1.2
18 - < 21	145	1,215	1,360	12.4
21 - < 25	231	2,030	2,261	20.7
25 - < 30	287	2,114	2,401	22
30 - < 40	372	2,505	2,877	26.3
40 - < 50	137	1,114	1,251	11.5
50+	53	484	537	4.9
<b>Total</b>	<b>1,225</b>	<b>9,703</b>	<b>10,928</b>	<b>100</b>
<b>%</b>	<b>11.2</b>	<b>88.8</b>	<b>100</b>	



## County and Country of Origin

Over a third (35.6%) of all persons committed declared Dublin as their county of residence. Cork with 10.3%, Limerick with 5.8% and Galway with 3.8% were the next largest counties of residence indicated.

Of those committed 7,681 were Irish Nationals (70.3%) of the total (10,928) which is an increase of 1,234 or 19.1% on the corresponding 2007 figure of 6,447.

Other EU nationals (excluding Irish) accounted for 1,451 (13.3%) of persons committed. Other European nationals accounted for 278 (2.5%), African nationals for 757 (6.9%), Asian nationals for 512 (4.7%) and Central/South American nationals accounted for 184 (1.7%). See Table below for further details.

Nationality	2007		2008		Change	
	number	%	number	%	number	%
Irish*	6,447	66.4	7,681	70.3	1,234	19.1
U.K.	228	2.3	224	2	-4	-1.8
E.U.	1,126	11.6	1,227	11.2	101	9
Other European	311	3.2	278	2.5	-33	-10.6
African	612	6.3	757	6.9	145	23.7
Asian	611	6.3	512	4.7	-99	-16.2
Austral/Asian	4	0	5	0.1	1	25
Central/South American	303	3.1	184	1.7	-119	-39.3
North American	18	0.2	21	0.2	3	16.7
Not Recorded	51	0.5	39	0.4	-12	-23.5
<b>Total</b>	<b>9,711</b>	<b>100</b>	<b>10,928</b>	<b>100</b>	<b>1,217</b>	<b>12.5</b>
Total E.U. (including Irish)	7,801	80.3	9,132	83.6	1,331	17.1
Other E.U. (including UK)	1,354	13.9	1,451	13.3	97	7.2

\* a breakdown by county of residence is available on our website: [www.irishprisons.ie](http://www.irishprisons.ie)

## Committals under sentence

There were 7,461 committals directly under sentence in 2008. When an additional 582 prisoners, who were already in custody at the start of the year on remand/awaiting trial and who were subsequently recommitted on conviction are included, the total number of prisoners received on conviction in 2008 is 8,043.

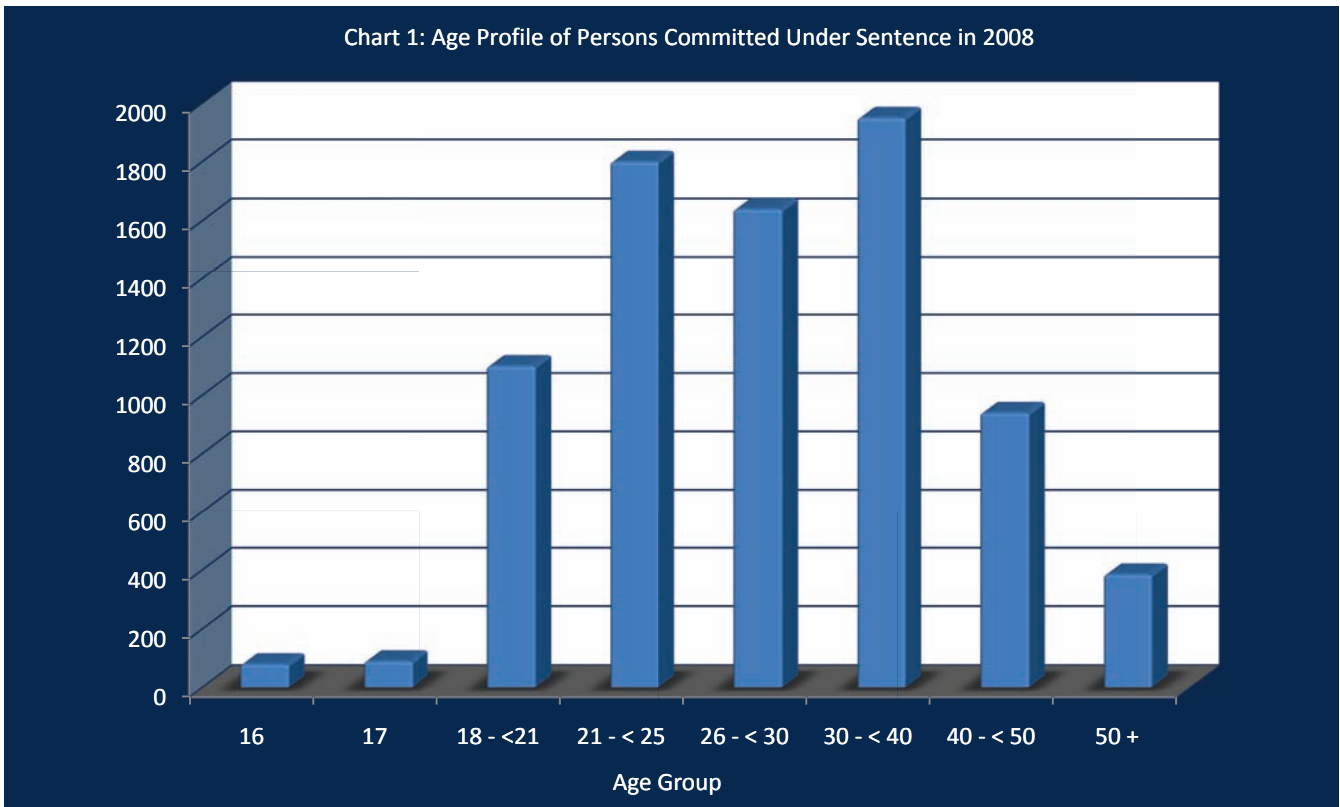
## Sentence length

There was a 24.6% increase in the numbers committed to prison under sentence in 2008 (8,043) over 2007 (6,455). Notable trends include:

- The number of prisoners committed serving 10 years or more increased by 38.3% from 47 offenders in 2007 to 65 in 2008. This follows a 114% increase in this category 2007, i.e., from 22 in 2006 to 47 in 2007. The 2008 increase was mainly related to drug offences which showed an increase from 22 offenders in 2007 to 36 in 2008.
- Committals under sentence of less than 3 months increased by 1,233 or 54% over the 2007 figure (2,293 to 3,526).
- The number of committals to prison in 2008 for road traffic offences increased by 44% on the 2007 figure - from 1,564 in 2007 to 2,254 in 2008). 61% of sentences in this category were for less than 3 months.

**Table 2.11: Committals under sentence by age group in 2008**

AGE (Years)	Total	%
16	70	0.9
17	91	1.1
18 - < 21	1,119	13.9
21 - < 25	1,830	22.8
25 - < 30	1,652	20.5
30 - < 40	1,966	24.4
40 - < 50	912	11.3
50+	403	5
<b>Total</b>	<b>8,043</b>	<b>100</b>



### Committals by offence group

The Irish Prison Service uses four main offence groupings to present information on offence type.

#### Group 1 (Offences against the person)

There were 939 committals under sentence in 2008 in respect of offences against the person, which accounts for 11.7% of the 2008 total.

#### Group 2 (Offences against property without violence) and Group 3 (Offences against property with violence)

There were 2,090 committals under sentence in 2008 for offences against property, which accounts for 26% of the 2008 total.

#### Group 4 (Other offences)

There were 5,014 committals under sentence in 2008 in this group, which relates mainly to drug, road traffic and public disorder offences and accounts for 62.3% of the 2008 total.

A detailed breakdown is contained in the following Tables.

**Table 2.12: Committals under sentence in 2008 breakdown by Offence Description**

			2008		2007	
	Female	Male	Total	% of total	Total	% of total
<b>Total Group 1 :</b>						
<b>Offences Against the Person</b>	<b>48</b>	<b>891</b>	<b>939</b>	<b>11.7</b>	<b>882</b>	<b>13.7</b>
<b>MURDER</b>	<b>0</b>	<b>20</b>	<b>20</b>	<b>0.2</b>	<b>19</b>	<b>0.3</b>
<b>MANSLAUGHTER</b>	<b>1</b>	<b>11</b>	<b>12</b>	<b>0.1</b>	<b>19</b>	<b>0.3</b>
<b>SEXUAL OFFENCES</b>	<b>0</b>	<b>120</b>	<b>120</b>	<b>1.5</b>	<b>116</b>	<b>1.8</b>
<b>OTHER OFFENCES AGAINST THE PERSON</b>	<b>47</b>	<b>740</b>	<b>787</b>	<b>9.8</b>	<b>728</b>	<b>11.3</b>
Other Offences: Assault	32	380	412	5.1	361	5.6
Assault Causing Harm	10	210	220	2.7	206	3.2
Assault on Garda	0	19	19	0.2	27	0.4
Assault Occasioning Actual Bodily Harm	0	13	13	0.2	20	0.3
Other offences in this category	5	118	123	1.6	114	1.8
<b>Total Group 2 :</b>						
<b>Offences Against Property with Violence</b>	<b>0</b>	<b>65</b>	<b>65</b>	<b>0.8</b>	<b>41</b>	<b>0.6</b>
<b>Total Group 3 :</b>						
<b>Offences Against Property without Violence</b>	<b>208</b>	<b>1,817</b>	<b>2,025</b>	<b>25.2</b>	<b>1,744</b>	<b>27</b>
Theft	148	640	788	9.8	687	10.6
Criminal Damage	17	390	407	5.1	330	5.1
Burglary - Full	5	246	251	3.1	190	2.9
Robbery	6	165	171	2.1	166	2.6
Handling Stolen Property	6	110	116	1.4	89	1.4
Entering Building etc With Intent to Commit Offence	10	78	88	1.1	70	1.1
Other offences in this category	16	188	204	2.5	212	3.3
<b>Total Group 4 :</b>						
<b>Other Offences</b>	<b>449</b>	<b>4,565</b>	<b>5,014</b>	<b>62.3</b>	<b>3,788</b>	<b>58.7</b>
<b>DRUG OFFENCES</b>	<b>42</b>	<b>595</b>	<b>637</b>	<b>8</b>	<b>530</b>	<b>8.2</b>
<b>ROAD TRAFFIC OFFENCES</b>	<b>205</b>	<b>2,049</b>	<b>2,254</b>	<b>28</b>	<b>1,564</b>	<b>24.2</b>
No Insurance (User/Owner)	73	855	928	11.5	711	11
Drunken Driving (Blood/Breath/Non/Urine)	17	290	307	3.8	189	2.9
Dangerous Driving (including Careless/Speeding)	9	162	171	2.1	105	1.6
Unauthorised Taking of Mechanically Propelled Vehicle (MPV)	1	95	96	1.2	91	1.4
Non Display of Disc (Insurance/Road Tax/NCT/Parking)	46	270	316	3.9	100	1.5
No Driving Licence (Owner/Driver)	10	60	70	0.9	52	0.8
Unauthorised Carriage in/on M.P.V.	1	30	31	0.4	37	0.6
Other Road Traffic Offences	48	287	335	4.2	279	4.3
<b>OTHER OFFENCES</b>	<b>202</b>	<b>1,921</b>	<b>2,123</b>	<b>26.4</b>	<b>1,694</b>	<b>26.2</b>
Threatening/Abusive/Insulting behaviour in a Public Place	40	529	569	7.1	481	7.5
Debtor Offences (including Fail to Pay Maintenance)	20	235	255	3.2	214	3.3
Intoxication in Public Place	12	180	192	2.4	135	2.1
Failure to Comply with Direction of Garda	5	142	147	1.8	136	2.1
Possession of Knives and Other Articles	1	103	104	1.3	76	1.2
Failing to Appear (Remand Date/Date Originally Set)	24	110	134	1.7	79	1.2
Firearm Offences	1	47	48	0.6	58	0.9
Breach of Barring Order (Interim/Protection/Safety Order)	3	45	48	0.6	59	0.9
Failed to make Income Tax Returns	1	36	37	0.5	24	0.4
Breach of Peace	0	21	21	0.3	30	0.5
Other offences in this category	95	473	568	7	402	6.2
<b>Grand Total</b>	<b>705</b>	<b>7,338</b>	<b>8,043</b>	<b>100</b>	<b>6,455</b>	<b>100</b>



**Table 2.13: Committals under sentence by Offence and Sentence length in 2008**

	<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	Life	Total
Murder	0	0	0	0	0	0	0	0	20	20
Manslaughter	0	0	0	1	0	3	7	1	0	12
Sexual Offences	0	1	12	25	17	21	29	15	0	120
Other Offences against the person	103	145	181	156	91	74	32	5	0	787
Offences against property with violence	2	3	7	18	9	19	7	0	0	65
Offences against property without violence	428	407	602	262	152	116	51	7	0	2,025
Drug Offences	139	61	133	53	59	77	79	36	0	637
Road Traffic Offences	1,382	543	241	59	15	9	5	0	0	2,254
Other Offences	1,472	334	228	36	16	27	9	1	0	2,123
<b>Total</b>	<b>3,526</b>	<b>1,494</b>	<b>1,404</b>	<b>610</b>	<b>359</b>	<b>346</b>	<b>219</b>	<b>65</b>	<b>20</b>	<b>8,043</b>

\* Further statistical information is available on our website ([www.irishprisons.ie](http://www.irishprisons.ie))

### Committals for fines or debts

The number of committals to prison as a consequence of the non-payment of a court ordered fine during 2008 increased by 88.7% on the 2007 figure, i.e., from 1,335 in 2007 to 2,520 in 2008.

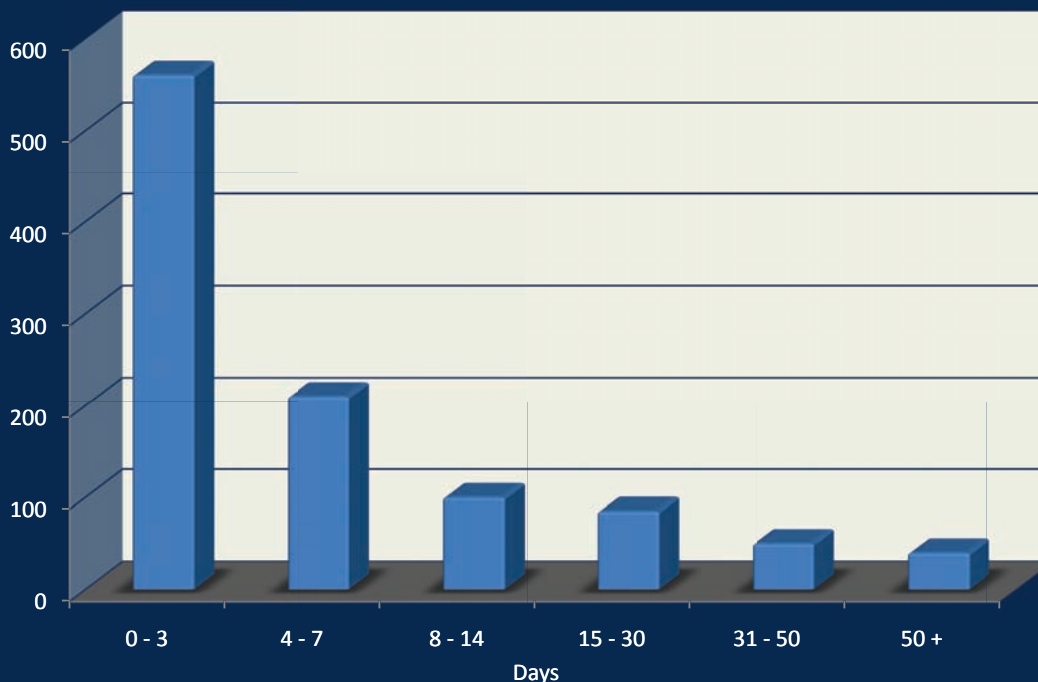
**Table 2.14: Debtor/Fine defaulters committed in 2008**

Type	Female	Male	Total
Debtor	20	235	255
Fine Sentence	339	2,181	2,520
<b>Total</b>	<b>359</b>	<b>2,416</b>	<b>2,775</b>

### Persons detained under Immigration Laws

In 2008 there were 1,034 committals in respect of immigration issues involving 961 detainees. This represents a decrease of 16% on the 1,145 persons detained in 2007. The average daily number of persons in custody under this category was 17.

Chart 2: Time Spent in Custody by Persons Committed Under the Immigration Acts



### Life Sentence Prisoners

In 2008 there were 20 persons committed serving sentences of Life imprisonment.

There were approximately 60 life sentence prisoners under supervision in the community at 31 December, 2008, some of whom were released from custody over 30 years ago.

Persons who have received life sentences continue to serve their life sentence even when provided with extended periods of temporary release into the community. Any person afforded temporary release will be returned to prison if they breach the conditions of their release or if they pose a threat to the public. A total of 7 life sentence prisoners were granted temporary release during the time period 2004 to 31 December, 2008, under the supervision of the Probation Service. The average time spent in custody by these persons was 16½ years. This compares to an average of just over 7½ years for releases between 1975 and 1984, just under 12 years for releases between 1985 and 1994 and just under 14 years for releases between 1995 and 2004.

### Convention on the Transfer of Sentenced Persons

In 2008, 5 prisoners transferred into the Irish prison system from prisons in other jurisdictions:

- 4 from the United Kingdom
- 1 from Northern Ireland

In 2008, 10 prisoners were transferred out of this jurisdiction:

- 7 to the Netherlands
- 3 to the United Kingdom





In total, 139 prisoners have now transferred into the Irish prison system from abroad and 101 prisoners have transferred out since the Transfer of Sentenced Persons Act, 1995 came into operation on 1st November, 1995.

### Parole Board

The Parole Board was established by the Minister for Justice, Equality and Law Reform to review the cases of prisoners with longer term sentences and to provide advice in relation to the administration of those sentences.

The cases of 66 prisoners were referred to the Board during 2008. In addition to dealing with new referrals, 108 cases, at various stages of the review process, were carried over from 2007.

During 2008 the Board made recommendations to the Minister for Justice, Equality and Law Reform in 67 cases. The Minister accepted in full the recommendations of the Board in the majority of the cases.

Outcome of recommendations made by the Parole Board to the Minister for Justice, Equality and Law Reform.

<b>Recommendations made</b>	<b>67</b>
Outcomes:	
Recommendations accepted in full	62
Recommendations accepted in part	0
Recommendations not accepted	2
Ministerial decisions pending	0
Prisoner released on remission prior to decision	3

## Chapter 3

### Safe and Secure Custody

In order to enhance the safety and security of our prisons, in 2008 a number of new security initiatives were introduced to combat the trafficking of contraband into prisons, one of the major challenges facing prisons worldwide.

### Contraband and Security Measures

In June 2007 the Government approved the resources necessary to introduce a package of security measures which targeted the routes whereby contraband such as drugs, weapons and mobile phones were trafficked into our prisons. The roll-out of the various elements commenced in May 2008 with the establishment of the Operational Support Group.

The Operational Support Group is comprised of three elements:		
1. Operational Support Unit	2. Security Screening Unit	3. Canine Unit
<p>Operational Support Units are now in operation in all of our closed prisons (excluding Training Unit and Arbour Hill). These Units act as dedicated search teams, the first responders to any alarm or incident, the designated control and restraint team for cell removals and relocations and the on call fire pickets.</p> <p>These Units also have the additional responsibilities of gathering and collating all intelligence information in the prison, carrying out high profile escorts, assisting the security chief officer in the continuing assessment and improvement of security within the prison.</p>	<p>Airport style walk through detectors are installed in each closed prison and every visitor and member of staff is required to pass through the detector before being granted access to the prison. In addition, x-ray scanners are also provided to each closed prison and all hand bags, briefcases, packages, coats, etc. are subject to screening.</p> <p>This screening is now fully in operation for all staff and visitors entering our closed prisons (excluding the Training Unit and Arbour Hill).</p>	<p>A Drug Detection Dog Unit (comprising 31 staff) has been established on a national basis.</p> <p>The first 16 such teams completed their training with the Northern Ireland Prison Service in 2008 and are in operation in our prisons. This Unit will reach full compliment in 2009.</p>

In addition, a number of other measures have been introduced/progressed during 2008 including:

#### Mobile Phone Inhibition Technology

The installation of a pilot scheme of technology to prevent the use of mobile phones in prisons began in April 2007. The second phase of the Midlands Module commenced in February 2008 with the introduction, on a phased basis, of inhibitors designed to prevent the use of 3G phones. The project was completed in Midlands Prison except for technical adjustments in November 2008.



Evaluation of the inhibition system is proving very positive and the second module of the scheme, the installation of an inhibition system in the new block and Segregation Unit in Portlaoise Prison, has commenced.

Three other test projects are also being undertaken at other prison locations. When all trial systems are fully in place and evaluation is complete it is intended to seek competitive tenders on a prison by prison basis from each of the companies in the trials whose product meets the requirements of the Irish Prison Service in relation to mobile phone inhibition.

It is Irish Prison Service policy to report seizures of mobile phones to the Garda authorities. During 2008, 2,047 mobile phones were seized across the institutions, broken down as follows:

Prison/Place of Detention	2007	2008
Arbour Hill	5	3
Castlerea	101	106
Cloverhill	129	128
Cork	110	64
Dóchas Centre	73	55
Limerick	255	292
Loughan House	87	58
Midlands	154	136
Mountjoy (Male)	718	580
Portlaoise	62	41
Shelton Abbey	25	72
St. Patrick's	150	160
Training Unit	55	120
Wheatfield	193	232
<b>Total</b>	<b>2,117</b>	<b>2,047</b>

### Body Orifice Security Scanner (BOSS) Chair

BOSS Chairs have been introduced to scan prisoners for contraband secreted in their body cavities.

These new measures have been particularly effective and local intelligence indicates that the availability of mobile phones has decreased across the prison system. These new measures have also resulted in a significant reduction in the availability of all types of contraband in our prisons and in the number of violent incidents.

### Violence in Prisons

No level of inter prisoner violence is acceptable. Every effort is made by prison staff and management to limit the scope of acts of violence. However, no regime can completely eliminate the possibility of violent incidents happening in a prison setting where we are holding a large number of dangerous and violent offenders.

When you consider that in 2008 the Irish Prison Service provided almost 1.3 million bed nights to predominantly young males, the number of assaults on prisoners, particularly those using a weapon, was comparatively low.

There were a total of 759 incidents of violence among prisoners during the year and this includes very minor incidents. This amounts to an average of 2 incidents a day among a population of more than 3,500.

Moreover, attacks by prisoners on prisoners are not usually random acts of violence – they are related to matters on the outside – such as drug debts, gang rivalries, etc.

### **Protection Prisoners**

On 5 December, 2008 there were 832 prisoners on protection throughout the prison system. This represents just over 20% of the entire prisoner population on that date.

The majority of prisoners who seek to go on protection do so not because they fear random acts of violence in prison but rather because of issues which occurred on the outside (gang rivalry, drug debts and perceived cooperation with Gardaí). This is evidenced by the fact that it is at the committal stage that the majority of prisoners who seek protection express their wish.

In relation to the number of prisoners on protection, this is regarded by the Irish Prison Service as an indicator of the steps taken in individual prisons to ensure the safety of prisoners.

It is very rare for protection prisoners to be kept in isolation for more than a short period of time. These persons are generally moved to a communal landing or wing made up of other vulnerable or protection prisoners. In extreme cases, it may be necessary to accommodate a prisoner on a "23 hour lock up" regime. These persons may be under such threat that they can have absolutely no contact with other prisoners. A number of prisons have significant numbers of protection prisoners accommodated on separate landings and these have access to a wide regime of activities including school, workshops, gym facilities, probation service and chaplaincy service.

### **Temporary Release**

The Criminal Justice (Temporary Release) Act, 2003 and the Prisoners (Temporary Release) Rules 2004 provide the legislative basis for the power of the Minister to grant temporary release by setting down the principles which apply to the exercise of this power. The Act also provides a clear and transparent basis, as well as the necessary safeguards required, for the operation of the system of temporary release. The average number of persons serving sentences who were on temporary release during 2008 was 273. This amounts to 7.15% of the average total number of prisoners in the system.

### **Escapes and Absconds from custody**

There were no escapes from within the confines of a closed prison during 2008 or absconds from the custody of prison officers while on escort from a closed institution.

A total of 122 prisoners absconded from custody, either from an open centre or while on accompanied outings (with an officer, a prison chaplain or other support services). Some 92 of those who absconded were back in custody by year-end.



Prison	Escapes	Absconds	Total	Returned to custody (by 31 Dec 08)	Still at Large on 31 Dec 08
Arbour Hill	0	0	0	0	0
Castlerea	0	0	0	0	0
Cloverhill	0	0	0	0	0
Cork	0	0	0	0	0
Limerick	0	0	0	0	0
Loughan House	0	45	45	30	15
Midlands	0	1	1	1	0
Mountjoy (f)	0	0	0	0	0
Mountjoy (m)	0	1	1	1	0
Portlaoise	0	0	0	0	0
Shelton Abbey	0	75	75	60	15
St. Patrick's	0	0	0	0	0
Training Unit	0	0	0	0	0
Wheatfield	0	0	0	0	0
<b>Total</b>	<b>0</b>	<b>122</b>	<b>122</b>	<b>92</b>	<b>30</b>

### Victims of Crime

The Irish Prison Service is extremely conscious of the plight of victims and their families and the harmful, potentially devastating, consequences of offences. The Irish Prison Service Victim Liaison Officer, when requested by a victim or a victim's family, will make every attempt to inform them of significant developments in the management of the perpetrator's sentence as well as any impending release. Such significant developments could include temporary releases, parole board hearings, court appearances, prison transfers or expected release dates. This contact may be made in writing, by telephone, by e-mail or in person. The views of victims and their families are always taken into account when sentence management decisions, such as the consideration of temporary release, are being made.

It is important to note that this is a voluntary service and only those who choose to will receive the relevant information.

Any individual or family who wishes to avail of the Irish Prison Service's Victim Liaison Service can do so by contacting the Victim Liaison Officer.

Victim Liaison Officer  
Irish Prison Service Headquarters  
IDA Business Park  
Ballinalee Road  
Longford

Telephone: 043 33 35100

Email: [vlo@irishprisons.ie](mailto:vlo@irishprisons.ie)

## Chapter 4

### Care and Rehabilitation of Prisoners

#### Introduction

Prisoner care and rehabilitation is a core aim of the Irish Prison Service. In keeping with its mission statement, the Service endeavours to achieve a balanced approach in the effective performance of its care and custody functions. It seeks to manage sentences in a way which encourages and supports prisoners in their efforts to live-law abiding and purposeful lives on release.

Prisoner care and rehabilitation involves significant multi-dimensional input by a diverse range of general and specialist services provided both by the Irish Prison Service and in-reaching statutory and non-statutory services. The Probation Service is a significant partner in this respect.

Among the various services that are provided by the Irish Prison Service are education, work and training, psychology and spiritual services. These services are important in addressing missed educational and vocational opportunities, offending behaviour, drug and alcohol addiction and poor self management so that prisoners can achieve positive personal development in prison and successful re-integration and resettlement in the community. The care function also involves provision of satisfactory living conditions as regards accommodation, catering, laundry, hygiene and daily regime as well as maintenance of links with the community and measures to facilitate re-integration.

The Irish Prison Service has adopted Integrated Sentence Management (ISM) as a strategy to ensure co-ordination of interactions with prisoners based on agreed individual sentence plans.

#### Integrated Sentence Management

Sentence management processes have operated in the Irish prison system for many years to the benefit of prisoners and the community. The ongoing programme of modernisation of the prison estate and the addition of new programmes and services have offered opportunities for further development in recent times. The Irish Prison Service commenced the development of a fully co-ordinated ISM system in 2007 and continued with its development in 2008, initiating a pilot project at Arbour Hill and Wheatfield Prisons.

ISM involves a new orientation in the delivery of services to prisoners and a new emphasis on prisoners taking greater personal responsibility for their own development through active engagement with both specialist and non-specialist services in the prisons.

The end result will be a prisoner-centred, multidisciplinary approach to working with prisoners with provision for initial assessment, goal setting and periodic review to measure progress.

During 2008, multi-disciplinary teams in both of the pilot prisons identified prisoners to take part in the test phase of the new system (20 in Arbour Hill and 45 in Wheatfield). The prisoners selected are representative of a range of sentence lengths and considerable progress was made in developing systems, procedures and capacities, including assessment tools, information systems, role specifications, training and offender programmes.

It is envisaged that the pilot ISM process will be completed in these two prisons during 2009 and rolled out to all prisons on a phased basis in accordance with the availability of staffing and financial resources.

## Education

The aim of the education service is to deliver a high quality, broad, flexible programme of education that helps prisoners cope with their sentence, achieve personal development, prepare for life after release and establish an appetite and capacity for life-long learning. The service seeks to deliver relevant programmes that cater for holistic needs, ensure broad access and high participation, and prioritise those with basic education needs. It promotes the principles of adult and community education and supports a multidisciplinary approach within the prison system.

Education Units which form an integral part of the prisons care and rehabilitative regime are a partnership between the Irish Prison Service and the Department of Education and Science. The employment of teachers, assigned to the Irish Prison Service is managed at a local level by respective Vocational Education Committees, in partnership with the Irish Prison Service. Each Education Unit is staffed by a Head Teacher and a compliment of qualified teachers with varying subject specialities similar to colleges in the community.

Other agencies also contribute significantly to prison education. These include the Open University, the Arts Council and third-level colleges such as the National College of Art and Design and Athlone Institute of Technology.

Each of the education units affords to the prisoner a broad curriculum which is adaptive and reflective of the needs of the clients who are accessing the services. The teaching and learning methodologies used are reflective of best and current practice in the adult education area, placing the educational needs of the learner at the centre of all curriculum planning. To this end, each Education Unit will offer a range of subject options and levels which will afford the learner the opportunity to update existing education levels and where possible to build upon these, thereby facilitating the learner to be equipped with the necessary education and skills base required to function as an effective member of society upon release from prison.

All Education Units guide, plan and encourage those who participate in educational activities to work toward the attainment of educational certification. Course and programmes can be broadly categorised as follows:

- Basic Education, including literacy, numeracy, English as a second language and communications;
- Creative Arts, notably music, sound recording and production, drama, art, craft, stone work, creative writing, film production and photography.
- Technology, including woodwork, woodcarving, metalwork, computer-aided design, information technology and horticulture;
- General Subjects, incorporating history, languages, geography, home economics and English literature;
- Life Skills: personal development, interpersonal skills, anger management, parenting, child care, addiction studies, driver theory, food hygiene, etc.
- Healthy Living, notably physical education, sports, fitness and recreational activities, health education, diet and nutrition.

In order to afford all prisoners the opportunity to participate in education regardless of entry level or prior experience, we offer certification options which are appropriate to the needs of adults. These include FETAC Level 2, 3, 4, and 5, Leaving Certificate and Junior Certificate, ECDL, and Open University.

Education Units work as part of a multi-disciplinary team, within the prison to address the many and varying needs of the prison population. Courses and programmes are run in collaboration with library services, health care specialists, Work and Training Units, Probation Service, etc. Pre-release courses are also an important part of the rehabilitative process within prisons and the education team are centrally involved in devising and delivering such programmes.

During 2008 close to half of all prisoners were involved in some education and more than a quarter were intensively involved. See Table 4.1

Table 4.1: Prisoner Participation in Education, 2008

Prison/ Institution	Population 20/11/08	Participation		Intensive* Participation	
		No. of prisoners	%	No. of prisoners	%
Arbour Hill	147	113	77%	56	38%
Castlereagh	244	116	48%	91	37%
Cloverhill	450	85	19%	70	15%
Cork	281	133	47%	84	30%
Dóchas	109	76	70%	42	38%
Limerick	299	150	50%	96	32%
Loughan House	123	98	80%	81	66%
Midlands	467	236	50%	86	18%
Mountjoy	617	223	36%	118	19%
Portlaoise	108	105	97%	23	21%
Shelton Abbey	87	58	67%	26	30%
St Patrick's	222	111	50%	82	37%
Training Unit	106	59	56%	18	9%
Wheatfield	399	196	49%	120	30%
<b>Total</b>	<b>3,659</b>	<b>1,759</b>	<b>48%</b>	<b>993</b>	<b>27%</b>

*Figures based on enrolment in a sample week in November 2008*

*\*Intensive participation = Involved in structured classes for 10 hours or more per week.*

### Library Services

Library services are provided in partnership with the relevant local authorities.

In 2008, concentrated efforts were made to increase the number of books available in languages other than English so as to serve non-Irish persons in custody. Resources were also deployed to increase the number of audio books and easy reader materials.

### Work and Vocational Training in Prisons

The Irish Prison Service places a strong emphasis on the provision of vocational training activities for prisoners. Training activities are chosen to give as much employment as possible in prison and to give opportunities to acquire skills which will help them secure employment on their release. A wide range of training workshops operate within the institutions, e.g. printing, computers, Braille, woodwork, metalwork, construction, industrial contract cleaning, craft, horticulture and electronics.





In addition, the work and training function includes such essential services as catering and laundry services.

During 2008 over 90 workshops operated across the prisons, capable of catering for in excess of 800 prisoners each day.

External accreditation of certified training is available for a number of courses run within the institutions. The number of prisoners participating in accredited vocational training courses increased to 381 in 2008 from 314 in 2007 – an increase of 21%. Work is ongoing to further expand the range of such programmes available within the institutions.

The roll-out to all prisons of a work training database (WTMS) was completed in 2008. The database facilitates the tracking of prisoners' participation and progress in work and vocational training activities and courses during their time in custody. It also assists in the monitoring and evaluation of the level and effectiveness of work and training services to prisoners.

Partnership arrangements with FÁS, the Probation Service and the Linkage Programme were maintained and strengthened during the year in the interest of improving prisoners' prospects of employability on their return to the community. Towards the end of 2008, the Irish Prison Service agreed a protocol with the three organisations which provide for the referral of suitable prisoners on a day-release basis to FÁS services. Such participation in a community setting will increase the chances of successful re-entry into the community on release.

Working in partnership with Pobal, the Irish Prison Service also secured Dormant Accounts funding for employability support projects. Under this initiative, two Linkage Programme Training and Employment Officers (TEOs) were engaged to provide a training, education and placement service to prisoners in the Mountjoy and Midlands complexes. The two TEOs concerned commenced work during the late summer of 2007. The high level of prisoner referrals required the assignment of a third TEO in March 2008, financed by the Irish Prison Service.

By the end of 2008, a total of 508 referrals had been made. Of the 247 participating prisoners released during that time, 110 placements had been achieved and a further 37 former prisoners were continuing to work with the TEOs with a view to securing placements. A constant emphasis on quality assurance and care standards in work and training services and programmes was reflected again in 2008 with two prisons winning national awards for hygiene for their catering operations. Wheatfield Prison won the Excellence Ireland Quality Association (EIQA) Hygiene Public Service Emerald Award and Arbour Hill was successful in the Sapphire category. In 2008, the Irish Prison Service won a Taoiseach's Public Service Excellence Award for developing and implementing an innovative and comprehensive environmental management system. The Irish Prison Service project was one of three projects selected to represent Ireland at the Fifth Quality Conference for Public Administration in the EU, held in France.

### **Psychology Service**

The primary functions of the Psychology Service are to provide mental health services to prisoners and help offenders address factors that put them at risk of re-offending. The Service totalled 19 psychologists, comprising 9 Counselling Psychologists, 7 Clinical Psychologists, 1 Forensic Psychologist and 2 Psychology Assistants. In addition, the Irish Prison Service sponsored four Psychologists in Clinical Training at Trinity College, two more than in 2007.

During 2008, 956 prisoners were seen on a one-to-one basis by the Psychology Service.

The duration of therapy ranged from relatively short-term interventions (1-9 sessions) to longer-term work (20+ sessions). Individual work typically focuses on two key areas – mental health issues (coping with imprisonment, depression, anxiety, etc) and offence-related issues (e.g. motivation to change, anger, substance misuse, sexual and violent offending).

Group work has become an increasingly important aspect of the work of the Service. This trend is expected to continue, particularly with the roll-out of new programmes targeting those convicted of violent and sexual offences. Group programmes are run by the Psychology Service, sometimes in partnership with other agencies such as the Probation Service and the Addiction Counselling Service. The groups cover a range of topics, including Managing Distress, Mindfulness Based Emotion Regulation (MBER) and Dialectical Behaviour Therapy. A variety of motivational programmes are also provided covering areas such as Anxiety/Stress Management and Anger Management.

During 2008, the IPS developed a number of initiatives aimed at increasing the range and availability of therapeutic interventions for sex offenders, increasing participation rates and increasing the effectiveness of interventions. Three main forms of direct therapeutic intervention operated in 2008 for sex offenders: an 11-month group programme, individual counselling and one-to-one interventions by visiting psychiatrists. Eight offenders completed the group programme in 2008, bringing to 136 the total who completed the programme since its inception in 1994.

Completion of the programme was followed by an intensive period of research aimed at introducing alternative group interventions with a view to increasing the number of sex offenders treated. A new programme, “Building Better Lives”, was developed for implementation in January 2009. The programme comprises three elements: exploratory open groups (“Exploring Better Lives”), practice open groups (“Practising Better Lives”) and maintenance groups (“Maintaining Better Lives”). The new approach allows for interventions to take greater account of individual risk, needs and capacity. Higher risk offenders, for example, can spend longer on offence-based work, if necessary.

Dormant Accounts funding was secured during the year for motivational enhancement groups provided by the Granada Institute in the Midlands and Wheatfield. Interventions with young sex offenders was provided by the Northside Inter-Agency Project (NIAP) in St Patrick’s Institution.

### **Reintegration - Homelessness**

Appropriate and accessible post-release accommodation is a vital factor in successful rehabilitation. It is crucial to sustaining employment, treatment, family support and finances. The issue of homelessness among ex-prisoners is an ongoing problem. During 2008, the Irish Prison Service continued its representation on the Cross-Departmental Team on Homelessness, the National Homeless Consultative Committee, the Board of the Homeless Agency and a range of other fora to advance the case of prisoners.

During 2008, the Homeless Persons’ Unit of the Health Service Executive continued its in-reach community welfare service to 10 prisons. This service, delivered in partnership with the Probation Service and the Irish Prison Service, ensures that prisoners at risk of homelessness on release have a direct access to accommodation and income support. Figures for 2008 indicate that 894 prisoners accessed this service, an increase of 304 on the previous year.

Focus Ireland’s pilot homeless service in Cloverhill Prison continued to operate in 2008, providing a case management and pre-settlement service for homeless remand prisoners.



The service supports participants in accessing appropriate services and accommodation on the pathway to independent living. The project is supported by Irish Prison Service, the Probation Service and by the HSE. By the end of the year, 68 prisoners had benefited from the service since its establishment in September 2007.

### Prevention of Self-Harm

The Irish Prison Service Steering Group on Prevention of Self-harm and Death in the Prisoner Population continued to meet in 2008. The Group promotes best practice in preventing and, where necessary, responding to self-harm and death in the prisoner population.

The circumstances of every death in custody are also examined by multi-disciplinary groups in each institution and the Steering Group provides a forum for collating their reports and disseminating significant findings throughout the prison system. There are strategies and plans in place in all institutions aimed at preventing self-harm and suicide.

### Deaths in Custody

The table below shows the number of deaths in custody in Irish prisons from 2000 to date:

Year	Total deaths	'Suicides'	'Natural causes'	Other causes (for example, overdoses, unknown)
2000	9	2	4	3
2001	5	1	2	2
2002	8	4	2	2
2003	9	2	3	4
2004	7	4	-	3
2005	8	2	2	4
2006	12	2	4	6
2007	6	1	1	4
2008	11	-	6	5

Note: Inquest verdicts are pending in relation to some of the 2004, 2006, 2007, 2008 and 2009 deaths. The outcome of these inquests may result in deaths being then classed as 'suicide' or 'natural causes'. There are no inquests outstanding in respect of deaths in 2005.

In a number of other instances, attempted suicides were prevented by the vigilance of prison staff.

There were 11 deaths in custody in 2008. At the end of the year, inquests were pending in all of these cases. Verdicts were reached in nine inquests held in 2008 in relation to deaths in previous years. An open verdict was recorded at two inquests and the remaining deaths were attributed to misadventure (three), natural causes, suicide, sudden death in epilepsy and accidental death (one each).

### Chaplains

There are 20 full-time and 9 part-time chaplains from the Roman Catholic, Church of Ireland and Methodist denominations. The chaplains are responsible for the pastoral and spiritual care of the entire prison community, regardless of denomination. Chaplains of other churches can also attend the prisons on a visiting basis. Local Muslim religious leaders meet the needs of Muslim prisoners.

## Chapter 5

### Healthcare Services for Prisoners

The aim of the healthcare service is to provide prisoners with access to the same quality and range of health services as that available to those entitled to General Medical Services in the community and which are appropriate to the prison setting.

The provision of healthcare is a statutory obligation on the Irish Prison Service as defined in the Prison Rules 2007.

Prisoners have been identified, in health strategy documents, as having significant health deficits relative to the “average” health status of the general population and as such should be considered a ‘special needs’ category. Imprisonment can provide an opportunity to address these deficits.

#### General Overview of Service Developments

The key services provided by prison based healthcare services are primary care and chronic disease management, addiction and mental health.

Throughout 2008 there continued to be significant developments in healthcare service provision in prisons including:-

- The implementation of the nursing management structure
- The introduction of professional pharmacy services to all prisons, with the exception of Cork prison (which is due to be introduced in 2009).
- The opening of an additional 10 beds in the Central Mental Hospital for the treatment of acutely mentally ill patients (including prisoners)
- Addiction counselling services rolled out to 13 prisons/places of detention
- Addiction Nursing posts assigned to Mountjoy Prison,
- Contract awarded for the provision of Drug Treatment Pharmacy Services in Mountjoy/Dóchas,
- The publication of a Drug Treatment Clinical Policy to provide guidance to practitioners regarding various clinical issues that may arise in treating addiction in prison.

#### Prisoner Medical Records System (PMRS)

Management of healthcare risk, through effective record keeping has been a focus throughout 2008 and this has been achieved in the main by the implementation of PMRS. This provides all healthcare staff with access to the patient medical record, which facilitates better clinical decision making.

#### Healthcare Structure

The Irish Prison Service Healthcare Standards which were developed in 2004 and represent an outline of practical provision of care at institutional level were externally audited in 2007 and reported on in 2008. The Healthcare Directorate have focused their efforts this year on improving the application of this standard.

### Primary Care

Prison doctors are responsible for the primary medical care of all prisoners including:

- The medical assessment of all new receptions within a specific time frame
- The ongoing general medical care of prisoners
- Prescribing a course of treatment and monitoring that treatment for its duration
- Referral for specialist opinion where appropriate
- Liaison with other professionals involved in the overall therapeutic care and well-being of the prisoners
- Screening prisoners for relevant diseases
- Ensuring the provision of vaccination programmes for prisoners

The Irish Prison Service currently employs 20 doctors on a full and part-time basis while other specialist services are provided using private contract arrangements and service level agreements with the HSE.

### Nursing

Implementation of the nursing management structure was completed in 2008. There are now Nurse Managers in all the closed prisons and complex Nurse Managers in the three main prison complexes; Mountjoy, Cloverhill/Wheatfield and Midlands/Portlaoise respectively. This has significantly impacted on the coordination, organisation and quality of healthcare services in the prison system. It has enabled the development of accountability structures to ensure better healthcare risk management and that the centrally generated healthcare policy is applied at a local level. In addition it has facilitated practice development initiatives such as nurse led vaccination, diabetic, phlebotomy, mental health, men's health, viral screening clinics, etc., to evolve in line with healthcare strategy.

These initiatives will improve access to and provision of a high quality of care for prisoners, who have a well documented need.

Community links to nursing and other services are essential in providing effective throughcare and discharge planning as prisoners will at some stage return to their communities. Having effective links in community settings will ensure safe handover of care and reduce risk to both the prisoner and the community at large.

2008 also saw the development of Addiction Nursing posts, mainly in Mountjoy as that facility had a significant number of prisoners requiring drug treatment.

### Pharmacy Services

Following a tender competition, and the award of contracts, professional pharmacy services have been introduced to all prisons, with the exception of Cork Prison (which is due to be introduced in 2009). The awarding of these contracts ensures that all prisoners in these institutions now have access to professional pharmacy services, on an equivalent basis to that available in the community, taking into consideration the constraints that custody imposes. Both the technical (supply) and professional (pharmaceutical care) elements of pharmacy service provision are now provided as part of these contracts.

While ensuring that all prescriptions are monitored and checked by a pharmacist, and dispensed on an individual patient basis, the introduction of pharmacy services also supports more effective through-care, as each prisoner's dispensed medicines are now sent with him/her on transfer to another prison, thus ensuring continuity of essential treatment.

Similarly, where appropriate, a prisoner's dispensed medicines can be given to him/her on full or temporary release thereby supporting the continuity of necessary treatment until the prisoner can engage with the community healthcare services.

### **Professional In-reach Services**

Cost benefit analysis has demonstrated that specialist tertiary services are best provided using an in-reach model of care. Where practical this is facilitated through Service Level Agreements with the Health Service Executive (HSE) or other relevant provider.

The development of such in-reach services has reduced direct costs incurred in escorting prisoners to external healthcare services. The provision of in-reach services has also been successful in facilitating a more integrated care pathway with community and statutory services.

Specific examples of professional in-reach services in place by the end of 2008 include the following:

- Dublin Dental Hospital (DDH) provides in-reach dental services in the 7 prisons in the Dublin area.
- The Central Mental Hospital, Forensic Mental Health Service provides 21 consultant-led in-reach sessions weekly by arrangement at all Dublin prisons and also in Portlaoise and the Midlands prisons.
- A consultant-led addiction service provides in-reach addiction services to Cloverhill, Wheatfield and the Mountjoy complex.

### **Drug Treatment**

The Irish Prison Service Drugs Policy & Strategy, entitled "Keeping Drugs Out of Prisons", continues to be implemented. Working to fulfil the commitments contained in the Policy and Strategy involves the implementation of stringent measures to prevent drugs from getting into prisons while, at the same time, continuing to invest in services within prisons to reduce the demand for illicit drugs in the prisoner population as well as meeting prisoners' treatment and rehabilitative needs. Particular initiatives include the provision of detoxification, methadone maintenance, education programmes, addiction counselling and drug therapy programmes.

Drug rehabilitation programmes for prisoners involve a significant multidimensional input by a diverse range of general and specialist services provided both by the Irish Prison Service and visiting statutory and non-statutory organisations.

The Irish Prison Service has committed significant investment in recent years to respond to addiction issues in the prison system. The most significant recent development has been the awarding of a contract for the provision of addiction counselling services to Merchants Quay Ireland. During 2008 this contract was rolled out, and addiction counselling services are now available in prisons and places of detention where prisoners require such a service.



The addiction counselling service delivers approximately 1,000 hours per week of prisoner access to addiction counselling.

Dr. Mike Farrell and Dr. John Marsden's report on Prison Drug Treatment Services in Ireland (March 2008), which was jointly commissioned by the Irish Prison Service and the Irish Medical Organisation, identified "system –wide evidence of the active Irish Prison Service investment in responding to drug problems in the prison system". It highlighted the high level of need for addiction services among the prison population and the upward increase in the number of prisoners treated. This clinical evaluation confirmed that the Irish Prison Service drug treatment services are to the forefront internationally, particularly when judged against the numbers receiving methadone maintenance treatment.

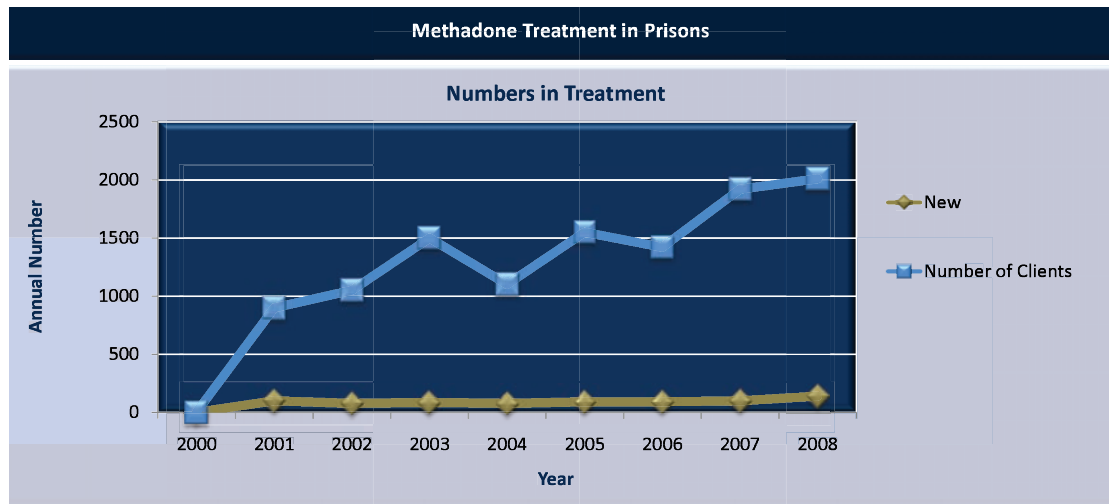
The report also identifies the need to match the growth in drug treatment service provision with a commensurate development in pharmacy service provision. Since the report professional pharmacy drug treatment services have commenced in Mountjoy Prison and the Dóchas Centre.

The report attests that prison settings are a very important component of the overall response to drug problems in Irish society and that there is often a lack of recognition from other services in the community of the scale of activity and commitment of all prison staff in tackling such problems.

At present, any person entering prison giving a history of opiate use and testing positive for opioids is offered a medically assisted symptomatic detoxification if clinically indicated. Patients can, as part of the assessment process, discuss with healthcare staff other treatment options. These may include stabilization on methadone maintenance for persons who wish to continue on maintenance while in prison and when they return to the community on release. Prisoners who on committal are engaged in a methadone substitution programme in the community will in the main have their methadone substitution treatment continued while in custody.

Methadone substitution treatment is available in 8 of the 14 prisons (accommodating over 80% of the prison population). The graph below provides the number of prisoners who received opiate substitution treatment with methadone (detox, stabilisation or maintenance).

## Methadone Treatment in Prisons



Drug users present with multiple and complex problems. The evidence would indicate that a multidisciplinary approach is needed to effectively care for this group and that maintenance of a personalised therapeutic relationship yields the best outcomes. With this in mind, specialist addiction nursing posts were developed in the Irish Prison Service with a view to streamlining care and through-care back into the community.

In 2008, a contract was awarded for the provision of Drug Treatment Pharmacy Services in Mountjoy/Dochas. Pharmacists are responsible for all aspects of drug treatment (mainly methadone) dispensing, administration, recording, ordering, storage, etc., thus ensuring that drug treatment is provided on an equivalent basis to that available in the community while meeting all legal and professional requirements. On average the pharmacists dispense and administer methadone to 220 patients each day, as well as participating in local clinical healthcare teams. The Medical Unit in Mountjoy Prison has 9 places specifically allocated for the therapeutic drug free programme. This programme is 6 weeks in duration; the model used is a collaborative one using prison based staff and the community/ voluntary sector. Its aim is to assist prisoners in achieving a drug free status.

The Irish Prison Service has become the largest single provider of drug treatment in the State, treating on average 650 patients per month, and an annual total of 2,014 in 2008; of that figure 241 were newly diagnosed and had never been seen in a treatment facility in the community. Mountjoy has developed a coordinated approach to the management of addiction and has established a clinical addiction team, comprising a consultant psychiatrist in addiction, a GP expert in addiction, addiction nurses, drug treatment pharmacy services, and addiction counsellors. This has resulted in a more streamlined service, better assessment and through-care outcomes.

### Mental Health

The prevalence of severe mental illness is significantly higher among prisoners compared to the general population. A study of psychiatric morbidity among Irish prisoners, Kennedy et al (2004), found rates of psychosis to be 7.6% among male remand prisoners, while sentenced prisoners exhibited levels of psychosis at 2.7%.

In view of the limitations of the prison environment, it is desirable that prisoners with a severe and enduring mental illness are afforded care in the most appropriate settings.





To properly discharge our responsibilities to prisoners with a mental health illness it is essential that we continue to integrate and further develop services, with statutory and voluntary partners. The provision of mental health service in prisons must form part of the overall community response.

A recurring difficulty, which has impeded progress on providing appropriate treatment to acutely mentally ill prisoners, has been the lack of capacity at the Central Mental Hospital (CMH) for prisoners. The waiting list for the CMH is reviewed weekly on the basis of reports following assessments and the relevant priority is attached to each likely admission. During the second half of 2008, the number of prisoners on the waiting list seeking admission to the CMH averaged 15 weekly. The Irish Prison Service and the CMH had numerous discussions seeking to resolve this matter. Subsequently the HSE agreed to open an additional 10 beds in the CMH in November 2008. The availability of the additional beds has been of considerable assistance to prison management and healthcare staff in tackling the waiting list for prisoners who require admission to the CMH. The number of prisoners on the waiting list for CMH reduced significantly following the opening of the new beds.

Current arrangements with the CMH provide 21 consultant-led in-reach forensic mental health sessions weekly. The prisons attended by the CMH are Arbour Hill, Cloverhill, Wheatfield, Mountjoy, Dochas, Training Unit, St. Patrick's Institution, Portlaoise and the Midlands. In-reach consultant led psychiatric services are also in place in Cork, Limerick and Castlerea Prison. Clinicians in other prisons (outside of CMH catchment area) arrange transfers to CMH services (mainly via Cloverhill) where a prisoner requires a forensic assessment or access to an admission bed in the CMH.

A Prison In-reach and Court Liaison Service (PICLS) was established in 2006 in Cloverhill Prison by the forensic mental health services in response to the high rates of psychiatric illness amongst remand prisoners. This has proved successful in detection, early treatment and more appropriate disposition of prisoners with mental illness. It provides full-time psychiatric care five days per week, with a team composed of psychiatrists and psychiatric nurses employed by the HSE. In 2008, ninety-one patients were diverted to more appropriate community settings (67 community mental health facility, 24 general psychiatric hospitals).

## Chapter 6

### The Prison Estate

Significant progress was made during 2008 on the implementation of the prison building programme which will, when complete, replace approximately 40% of the prison estate in accordance with commitments in the Programme for Government. The most ambitious project in this programme is, of course, the replacement of the four prisons on the Mountjoy Campus with a new prison at Thornton Hall in North County Dublin.

An overview of major developments in respect of the capital programme is detailed below.



### Thornton Hall Prison Public Private Partnership (PPP) Project

The Thornton Hall project is a key element in the Irish Prison Service programme to replace approximately 40% of the prison estate.

The new prison will accommodate 1,400 prisoners based on single cell occupancy over a range of facilities. The design has the capacity, for operational flexibility reasons, to accommodate up to 2,200 prisoners in multiple occupancy arrangements.

A significant milestone in the project was achieved during the year with the publication of the Environmental Impact Assessment and the granting of development consent for the project by the Oireachtas in the Prison Development (Confirmation of Resolutions) Act, 2008.

During 2008, the negotiation phase of the project continued with the preferred bidder across financial, technical and legal aspects of the project. Substantial progress was made in these negotiations leading to agreement in principle on the various technical schedules of the project agreement. Negotiations on the design development are expected to continue into 2009. Construction of the new prison facilities will take place immediately after contract award and should take no more than three years to complete.

### Munster Region Prison Development (Kilworth)

This project involves the replacement of Cork Prison with a modern prison complex on a green field site at Kilworth, County Cork. The site for the new prison was assigned by the Department of Defence to the Irish Prison Service. A number of site surveys have been undertaken including, topography, archaeology, flora and fauna, etc. These surveys indicate that there are no significant constraints to the development of the site.

A preliminary submission has been made to the Department of Justice, Equality and Law Reform for sanction to proceed to the next stage of the process, i.e., the preparation of a detailed business case.



### **Additional spaces and facilities**

During 2008, 30 extra spaces were completed at the open centre at Shelton Abbey and a further 40 extra spaces were completed at the open centre at Loughan House. Major works continued at Portlaoise, Castlerea and Wheatfield which will provide over 400 additional spaces during 2009.

#### **Castlerea**

Major progress was achieved at Castlerea on a number of projects which, when completed, will provide a comprehensive package of accommodation (over 100 extra spaces), services and security-related measures.

#### **Portlaoise - C Block**

The build phase of the new C Block was completed late in 2008 and the project has moved to the fit-out phase. The block will provide over 150 extra spaces and also includes a new prisoner reception, medical centre, dentistry and education and related facilities.

#### **Wheatfield - New Wing**

The build phase on the new accommodation wing was 90% complete by year end. The wing will provide over 150 extra spaces. The project also includes provision of a new medical centre to service the entire prison as well as a segregation unit, prisoners' reception and facilities for administration and prisoner activities. As with Castlerea and Portlaoise the cells are of a larger design with full in-cell sanitation and shower units.

#### **Limerick Prison - New Services Block**

This project was completed in 2008 and was officially opened by the Minister on 27 March 2008. This four storey building is located to the rear of the prison. The new block provides a wide range of activities and important services for prisoners. These include: a new medical centre, dentistry, gymnasium, sports hall, an education, library and work training facility, including a large home economics training kitchen. There are also administration units for staff including the Probation and Welfare Service, Psychology Services etc.

### **Environmental Programme**

The roll out of the Irish Prison Service Environmental Programme continued to gain momentum during 2008. One of the objectives achieved during the year was the external certification of the Environmental Management System at Midlands and Portlaoise prison complex to ISO 14001. It is intended that the Environmental Management Programme will be developed further and introduced into other prisons over the coming years.

Initiatives included:

- The first bi-annual presentation of Environmental Awards to staff who, through their work, made a positive contribution to environmental protection.
- A service wide energy awareness programme and poster campaign was launched in conjunction with a pilot energy audit in Arbour Hill prison.
- Environmental Health and Safety Coordinators received their certificates for completing an environmental management course with Sligo Institute of Technology.
- A course accredited by Cré (National Compost Association) was delivered to 10 staff members who received certification. Castlerea prison has successfully implemented the project with certified training given to 10 prisoners.
- The Environmental Strategy received national and international recognition by winning the Taoiseach's Public Service Excellence Award and also by representing the Public Service at the 5th Quality Conference for Public Administration in Paris in October 2008.

### Information Technology

Significant progress was achieved in 2008 in the following areas:

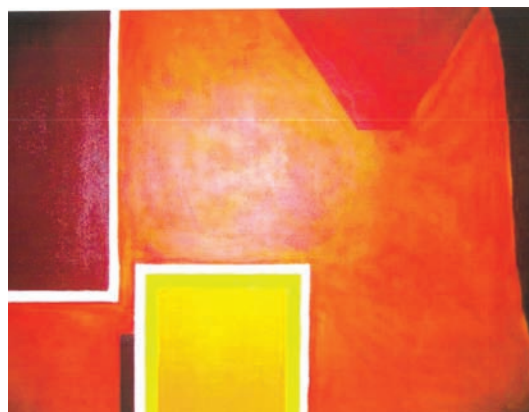
- Work continued on the specification of a Video Conferencing solution to link prisons and the Courts Service - it is expected that this will be up and running in early 2009;
- The use of Video Conferencing to provide booked legal visits was introduced;
- Work commenced on the set-up of a modern Disaster Recovery solution;
- Work also commenced on the consolidation and centralisation of the servers and services.

## Chapter 7

### Finance

The Finance Directorate has responsibility for the following areas:

- Financial reporting and control, including the production of annual financial statements in respect of the Service;
- Developing and implementing financial controls and procedures that comply with best accounting practice, EU regulations and national legislation and guidelines;
- Administering, operating and maintaining the financial management information system;
- Financial management and planning, including the provision and interpretation of financial management information;
- Introducing devolved budgetary control and delegation of financial authority to local management;
- Procurement;
- Compensation claims initiated against the Irish Prison Service.



Dáil Éireann voted a gross total of €394.346 million for the Irish Prison Service in the Prisons Vote 2008 (Vote 21). A Supplementary Estimate of €12 million was voted by Dáil Éireann bringing the total gross expenditure provision for 2008 to €406.346 million.

### Finance Review

The total gross expenditure by the Irish Prison Service in 2008 was €404.375 million some €1.971 million within budget. Pay accounted for approximately 67% of all spending by the Irish Prison Service in 2008. Particulars of the 2008 Provisions and Expenditure are set out in Table 7.1.

Apart from pay, the most significant area of expenditure is capital spending. Capital investment has been significant in providing improved accommodation and facilities at prisons and places of detention and enhanced officer training facilities. Particulars of the Prison Service 2008 building programme are given in the chapter on Estate Management.

## Irish Prison Service 2008 Expenditure and Income

**Table 7.1: Prison Service 2008 Budget Provision and Actual Expenditure**

	2007 Actual Expenditure Actual Expenditure* €000	2008 Provision Actual Expenditure* €000	2008 Provision €000
<b>Administration</b>			
A.1 - Salaries, Wages and Allowances	249,040	271,967	271,932
A.2 - Travel and Subsistence	2,721	3,361	3,471
A.3 – Incidental Expenses	11,910	17,367	17,045
A.4 - Postal and Telecommunications Services	3,164	3,936	3,775
A.5 - Office Machinery & Other Office Supplies	1,158	1,031	997
A.6 - Consultancy Services	244	215	215
A.7 – Value for Money & Policy Reviews	13	0	0
<b>Other Services</b>			
B - Buildings and Equipment	94,359	69,530	69,644
C - Prison Services, etc.	28,262	33,236	32,557
D - Manufacturing Department & Farm	583	571	529
E – Probation Service – Services to Offenders	44	30	30
F - Educational Services	1,794	1,604	1,694
G - Prison Officers, Medical Aid Society (Grant-in-Aid)	0	0	0
H - Compensation	1,830	2,973	2,213
I – Social Disadvantage Measures (Dormant Accounts Funded)	179	525	273
<b>Total Gross Expenditure</b>	<b>395,301</b>	<b>406,346</b>	<b>404,375</b>
J - Appropriation in Aid (Receipts)	22,246	2,179	2,057
<b>Total Net Expenditure</b>	<b>373,055</b>	<b>404,167</b>	<b>402,318</b>

\* 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 2008 was €92,717 (€85,362 in 2007). The increase on the 2007 cost was €7,355 or 8.6% and this is mainly due to National Pay Agreement increases of 2%, 2.5% and 2.5% with effect from 1 June 2007, 1 March 2008 and 1 September 2008 respectively.

The methodology for measuring costs across the prison estate was reviewed during the year. The previous approach (Cost of Keeping an Offender) did not give consideration to the factors that drive costs:

- Are costs fixed or variable?
- Are costs related to accommodation provision or prisoner needs?
- How does the prison regime affect costs – open, closed or high security prisons?



The revised methodology is of greater benefit in the financial management of the Service than the one previously used as it facilitates the strategic measuring and comparing of costs across the prison estate.

Costs which are not under the direct control of the Irish Prison Service have been excluded. Therefore, the Teachers' salary costs are now excluded from this exercise as these costs are not provided for under the Prisons Budget allocation.

As in previous years, capital expenditure is excluded from the calculations in the interest of facilitating comparison between prison types. Building / equipment assets and small works which were included in the calculations in previous years have now also been excluded for the same purpose.

The following tables show the figures for 2008 (and 2007 restated) using this new methodology.

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	2007	2008
	Cost/Space	Cost/Space
	(3,523 Spaces)	(3,611 Spaces)
Accommodation-Related Variable Costs	5,272	4,981
Prisoner-Related Variable Costs	5,790	6,364
Prisoner-Related Fixed Costs	63,071	66,756
Non-Custodial Costs (incl. Prisoner Escorts)	11,229	14,616
<b>TOTAL</b>	<b>85,362</b>	<b>92,717</b>

### Cost per Available, Staffed Prison Space - Open Prisons

EXPENDITURE TYPE	2007	2008
	Cost/Space	Cost/Space
	(170 Spaces)	(220 Spaces)
Accommodation-Related Variable Costs	7,175	5,747
Prisoner-Related Variable Costs	6,047	5,847
Prisoner-Related Fixed Costs	42,609	38,790
Non-Custodial Costs (incl. Prisoner Escorts)	8,286	9,766
<b>TOTAL</b>	<b>64,117</b>	<b>60,150</b>

### Cost per Available, Staffed Prison Space - Closed Prisons

EXPENDITURE TYPE	2007	2008
	Cost/Space	Cost/Space
	(3,143 Spaces)	(3,181 Spaces)
Accommodation-Related Variable Costs	4,782	4,448
Prisoner-Related Variable Costs	5,842	6,466
Prisoner-Related Fixed Costs	60,842	65,173
Non-Custodial Costs (incl. Prisoner Escorts)	11,196	14,750
<b>TOTAL</b>	<b>82,662</b>	<b>90,837</b>

### Cost per Available, Staffed Prison Space - High Security Prison

EXPENDITURE TYPE	2007	2008
	Cost/Space	Cost/Space
	(210 Spaces)	(210 Spaces)
Accommodation-Related Variable Costs	11,056	12,256
Prisoner-Related Variable Costs	4,808	5,356
Prisoner-Related Fixed Costs	112,999	120,029
Non-Custodial Costs (incl. Prisoner Escorts)	14,103	17,665
<b>TOTAL</b>	<b>142,966</b>	<b>155,306</b>

The figures for available, staffed prison spaces are based on the bed capacity in each institution as at 31st December.





## **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 2008, the Irish Prison Service developed and introduced monthly financial reports for Directors and Prison Governors and delivered a programme of training to key staff in the generation and interpretation of financial information.

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

## **Central Procurement Unit (CPU)**

The CPU is responsible for procurement matters and ensuring that reporting practices outlined in Department of Finance guidelines are implemented. The Irish Prison Service published its Procurement Policy in September 2008; this policy outlines how the organisation will purchase its supplies and services and is available on the website [www.irishprisons.ie](http://www.irishprisons.ie).

The CPU provides a central resource to consolidate the purchasing of commonly used goods and services and achieve best value. This procurement approach resulted in the following services being tendered and contracts placed during 2008:

- Generator Service, Maintenance and Repair
- Supply, Maintenance and Repair of Security Netting
- Electrical Services
- Maintenance of IT Network Equipment
- Maintenance and Repair of CCTV and related equipment.
- Waste management services

The Irish Prison Service supports the Government Policy on centralised procurement by availing of centralised contracts wherever feasible and the CPU continuously monitors the range of goods on offer to ensure this approach is adopted where possible. The CPU works in tandem with the Government Supplies Agency in drawing up the specifications and the evaluating of these contracts.

## **Prompt Payment of Accounts Act 1997**

The following information is provided in accordance with the Act within the guidelines issued by the Department of Enterprise, Trade and Employment. The Irish Prisons Service has procedures in place to ensure that all invoices are paid within the statutory time limit. While the procedures have been designed to ensure compliance with the Act, they only provide reasonable and not absolute assurance against material non-compliance with the Act. These procedures operate in the financial period under review and, in the case of late payments, the relevant suppliers were notified and the interest due was paid to them.

In accordance with the Prompt Payment of Account Act 1997, the following information is provided in respect of the financial period ending December 31st, 2008:

### **(a) Payment Practices**

The Irish Prison Service makes payment to suppliers in accordance with the terms specified in the respective invoices or conditions specified in individual contracts, if appropriate. Since 2002 the standard terms are 30 days.

**(b) Late Payments**

<b>Invoice Amount</b>	<b>No. of Invoices</b>	<b>Amount of Interest Paid</b> €
Under €317	24	222.62
Over €317	569	18,865.21
<b>Total</b>	<b>593</b>	<b>19,087.83</b>

**(c) Overall percentage of late payments to total payments and total interest paid.**

The overall percentage of the value of late payments to the value of total payments was 0.8%.  
The total amount of interest paid with respect to late payments was €19,087.83..

**(d) Irish Prison Service Initiatives to Reduce Prompt Payment Interest**

Since July 2008, the Irish Prison Service has undertaken a monthly detailed analysis of all instances of prompt payment interest, with the aim of identifying and eliminating the common reasons for payment delays. This initiative has already had a significant impact on the levels of prompt payment interest being incurred by the Irish Prison Service. The monthly average number of prompt payment penalties incurred reduced from 60 during the first half of 2008 to 32 during the second half of the year. Over the same period, the monthly average level of prompt payment interest paid reduced from €1,721 to €1,250. In fact, during the last quarter of 2008, the monthly average number of penalties reduced to 13 and the monthly average level of interest paid reduced to €410.

**Supplier Payments by Electronic Funds Transfer (EFT)**

During 2008, the Irish Prison Service commenced a major initiative in support of the Government's policy to increase the use of electronic payments by Government Departments and in the public sector generally. All existing suppliers were requested to provide bank details to facilitate payment by EFT and they were informed that all Irish Prison Service payments to suppliers would issue by EFT from 1 January 2009 onwards.



## Chapter 8

### Human Resource Management

In addition to the provision of day-to-day Human Resource services (pensions, allowances, absence management, implementation of policies and procedures in line with employment legislation, etc.) for approximately 3,500 staff, significant developments in 2008 included a recruitment drive for Recruit Prison Officers and the completion of the resourcing of the new Operational Support Group, established to prevent contraband entering our prisons.

#### Recruitment

218 new Recruit Prison Officers (RPOs) were appointed and entered service during 2008, to add to the 265 appointed in 2007. In addition, a major recruitment campaign for RPOs took place in autumn 2008. This recruitment campaign involved a three stage competition for which there were over 3,500 applications received. This process was completed and a panel of successful candidates formed.

The Human Resources Directorate was also involved during 2008 in a major collaboration with the Irish Prison Service Training and Development Centre and the Public Appointments Service. The purpose was to carry out a root-and-branch review of the selection and testing process for new recruits to the Irish Prison Service. This very successful project delivered techniques and procedures for testing candidates in accordance with best practice internationally.

#### Training and Development

The 218 RPOs embarked upon year 1 of the Higher Certificate in Custodial Care programme (HCCC) which is accredited by HETAC. 255 RPOs successfully completed year 1 and will commence year 2 of the HCCC programme in January 2009.

In addition, a significant amount of training was provided to existing staff by the Irish Prison Service Training and Development Centre, including:

- A 6 module Chief Officer Operational Management Development Course attended by 50 Chief Officers.
- A 5 module Prison Management Development Programme was delivered to 32 Deputy and Assistant Governors.
- Training courses to assist the rollout of the newly established Operational Support Group were designed, developed and delivered.
- Health, Safety and Environmental Coordinators achieved the accredited standard of Higher National Certificate in Environmental Management.
- A Certificate in Health and Safety was also delivered to Health, Safety and Environmental Coordinators and senior managers whose role requires a high level of safety awareness.

#### Organisational Change

The Change Agreement reached with the Prison Officers' Association in August 2005, known as the Proposal for Organisational Change, has been in operation for more than three years now. The core element of the Agreement involved the elimination of overtime working through the introduction of an "additional hours" system based on the concept of "annualised hours".

Under this system, staff are contracted to work a fixed number of hours in the year over and above the standard rostered hours, for which they are paid regardless of whether they are required to work them or not. Structures are in place to provide close monitoring and review of the new working arrangements at both local and national level.

In return for the level of change envisaged, the Agreement provided for the payment of a lump sum of €13,750 to staff in four phases, together with an operational allowance amounting to 8% of basic pay. These payments are dependent on the full cooperation of staff with the operation of the 'additional hours' system provided for by the Agreement. The final instalment of the lump sum was paid in November 2008.

The Agreement provided for a reduction of 1.1 million hours in the number of hours required to run the Prison Service, and all prisons have been operating within budget since rollout.

### Review of the Additional Hours System.

The Proposal for Organisational Change provides for an in-depth joint review of the operation of the additional hours system by management and staff representatives. This review continued throughout 2008. A joint report agreed between the Irish Prison Service and the Prison Officers' Association will be completed in 2009 and will form the basis for discussion on any changes to the Agreement that may need to be required.

### Sick leave

The agreed Proposal for Organisational Change envisaged the achievement of a 33% reduction in sick leave across the Service as a direct consequence of the new working arrangements. While this target was not achieved in 2008 significant progress was made. By end 2008 a reduction in sick leave of 25% had been achieved compared with 2005 with a further improvement anticipated in 2009.

### Absence Management

There were 3,600 less sick leave days availed of (both certified and uncertified) in 2008 with 115 more staff\*. At the end of 2008, the sick days "per capita" has decreased from 21.64 to 19.84 (see table below). This is an improvement of 8.28%. The improvement in attendance has come about through a combination of;

**Table 8.1 Sick Leave Per Capita**

Year	Days	Staff	Per Capita
2004	77,925	3,119	24.98
2005	81,503	3,077	26.49
2006	82,580	3,143	26.27
2007	71,651	3,311	21.64
<b>2008</b>	<b>65,184</b>	<b>3,426</b>	<b>19.84</b>

\* Staff complement as at 31/12/07 was 3,311 as compared to 3,426 at 31/12/08



IRISH PRISON SERVICE  
Irish Prison Service HQ,  
IDA Business Park, Ballinalee Road,  
Longford, County Longford.

T: (043) 333 5100  
F: (043) 333 5371  
E: [info@irishprisons.ie](mailto:info@irishprisons.ie)  
W: [www.irishprisons.ie](http://www.irishprisons.ie)