Director General’s Report

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

Minister,

I am pleased to transmit to you the Annual Report of the Irish Prison Service for the year 2011.

The safety and security of prisons, the management of prisoner numbers and the provision of appropriate accommodation and services to prisoners remained constant priority activities during 2011.

The intention of replacing Mountjoy and Cork prisons through the construction of new prison facilities at Thornton Hall and Kilworth is now not possible in the short to medium term due to economic constraints. However, the Irish Prison Service remains committed to the objective of providing in cell sanitation in all prisons and upgrading outdated prison facilities. These objectives will form a core element of our new 3 Year Strategic Plan which will cover the period April 2012 to April 2015.

The Irish Prison Service 3 Year Strategic Plan will, I believe, set the course for the delivery of a truly modern Prison Service that can provide improved rehabilitation opportunities for prisoners and tangible benefits to the community.

Prison Numbers
Rising prisoner numbers in recent years have placed enormous strain on the prison system across the board from accommodation to the provision of services to prisoners including work training/education, healthcare and drug treatment services. There does appear, however, to be a stabilising or levelling off in the increase in prisoner numbers being committed annually with 2011 recording only a 0.8% increase on the previous year. This compares to increases of 13.6%, 13.8% and 11.4% respectively year on year for 2008, 2009 and 2010.
Cost per Available, Staffed Prison Space
The average cost of an available, staffed prison space during the calendar year 2011 was €65,359 (€70,513 in 2010), a decrease on the 2010 cost of €5,154 or 7.3%. This decrease in average cost results from reduced expenditure and an increase in the provision of bed capacity.

Inspector of Prisons
The Irish Prison Service continued to work closely with the Inspector of Prisons in 2011 to implement as many of his recommendations as practicable.

Public Service Agreement 2010 – 2014
Significant progress has been made in implementing the Public Service Agreement in the Prison Service during 2011. This was affirmed in the first report of the Public Service Agreement Implementation Body. The continuing support of the Sectoral Chair, Mr Michael McLoone, and the Department of Public Expenditure & Reform has contributed significantly to the progress achieved to date.

The focus of the Transformation going into 2012 will be on the full implementation of the findings of the Task Review process within the agreed timeframe.

Conclusion
I would like to thank the Management and Staff of the Irish Prison Service for their continued dedication and professionalism.

I would also like to thank you, as Minister, the Secretary General and all the staff of the Department, in particular in the Prisons and Probation Policy Division, for your assistance and support.

Finally, I would like to thank the Chairman and Members of the Prisons Authority Interim Board, which was disbanded in July 2011, for the support, commitment and expertise which they brought to the Prison Service during a period of immense change.

Michael Donnellan
Director General
Overview of the Irish Prison Service

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

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

Our Values

Service: We serve the public.

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

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

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

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

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

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

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

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

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

Excellence: We conduct ourselves with distinction.
The Organisation

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

The Irish Prison Service deals with male offenders who are 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.

Fig 1. The Irish Criminal Justice System
Budget

The annual budget for the Irish Prison Service for 2011 was €347.583 million. In addition, the Irish Prison Service had access, under Subhead B (Buildings and Equipment), to a further €2 million from a deferred surrender (from 2010) under Section 91 of the Finance Act 2004 giving a total gross budget of €349.583 million.

Staff

At end 2011 there were 3,488 staff in the Irish Prison Service including civilian grades and headquarters staff.

Statutory Framework

The Prison Service operates within a statutory framework comprising:

- the Prisons Acts, including the Prisons Act, 2007;
- relevant provisions in other statutes such as the Prisons (Visiting Committees) Act, 1925, the Criminal Justice Act, 1960, the Criminal Justice (Miscellaneous Provisions) Act, 1997, the Criminal Justice Act, 2007, other criminal justice acts and the Transfer of Sentenced Persons Acts, 1995 and 1997;
- the Rules for the Government of Prisons, 2007; and.

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

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

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

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

**Implementation of Programme for Government**

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

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

There are 14 institutions in the Irish prison system consisting of 11 traditional "closed" institutions, two open centres, which operate with minimal internal and perimeter security, and one “semi-open” facility with traditional perimeter security but minimal internal security (the Training Unit). The majority of female prisoners are accommodated in the Dóchas Centre with the remainder accommodated in Limerick Prison.
Fig 2. The Irish Prison Service Estate

Arbour Hill Prison
Arbour Hill
Dublin 7.

Operational Capacity: 148 at year end.

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 2011 was 131.

Governor: Liam Dowling

Castlerea Prison
Harristown
Castlerea
Co Roscommon

Operational Capacity: 351 at year end.

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 commitments from counties Cavan, Donegal and Longford.

Prisoner Population: The daily average number in custody in 2011 was 364.

Governor: Martin Reilly

Cloverhill Prison
Cloverhill Road
Clondalkin
Dublin 22.

Operational Capacity: 481 at year end.

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 2011 was 433.

Governor: Sean Quigley
Cork Prison
Rathmore Road
Cork City

Operational Capacity: 272 at year end

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

Prisoner Population: The daily average number in custody in 2011 was 295.

Dóchas Centre
North Circular Road
Dublin 7

Operational Capacity: 105 at year end

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 2011 was 129.

Limerick Prison
Mulgrave Street
Limerick

Operational Capacity: 290 (males) and 34 (females) at year end

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 2011 was 301 males and 31 females.
**Loughan House**
Blacklion
Co Cavan

**Operational Capacity:** 360 at year end.

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

**Prisoner Population:** The daily average number in custody in 2011 was 122.

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**Midlands Prison**

Dublin Road
Portlaoise
Co Laois

**Operational Capacity:** 616 at year end.

**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 2011 was 586.

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**Mountjoy Prison**

North Circular Road
Dublin 7

**Operational Capacity:** 590 at year end

**Mountjoy Prison** is a closed, medium security prison for males aged 17 years and over. It is the main committal prison for Dublin city.

**Prisoner Population:** The daily average number in custody in 2011 was 616.
Portlaoise Prison

Dublin Road
Portlaoise
Co. Laois.

Operational Capacity: 359 at year end.

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 2011 was 270.

Shelton Abbey

Arklow
Co. Wicklow

Operational Capacity: 110 at year end.

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

Prisoner Population: The daily average number in custody in 2011 was 102.

St Patrick’s Institution

North Circular Road
Dublin 7

Operational Capacity: 217 at year end.

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 2011 was 204.
Training Unit
Glengariff Parade
North Circular Road
Dublin 7

Operational Capacity: 127 at year end.

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 2011 was 115.

Governor: Edward Whelan

IPS Support Units

Wheatfield Prison
Cloverhill Road
Clondalkin
Dublin 22

Operational Capacity: 670 at year end.

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 and the largest penal institution in the State.

Prisoner Population: The daily average number in custody in 2011 was 671.

Governor: William Connolly

Building Services Division
Governor: George Victory

IPS Training & Development Centre
Governor: John McGuckin

Operational Support Group
Governor: John Kavanagh

Prison Service Escort Corps
Governor: Ronan Maher
Statistical Report

Overview – 2011 statistics at a glance

There were 17,318 committals to prison in 2011 which is an increase of 0.8% on the 2010 total of 17,179.

13,952 persons were sent to prison in 2011 compared to 13,758 in 2010, which represents an increase of 1.4%. Of those 86.4% were male and 13.6% were female.

Committals during 2011

- There was an increase of 503 or 4% in the numbers committed to prison under sentence in 2011 (12,990) over 2010 (12,487).

- The number of prisoners committed serving sentences in the 3 to 5 years category increased by 12.4% on the 2010 figure (420 in 2010 to 472 in 2011).

- Committals under sentence of less than 3 months increased by almost 10% on the 2010 figure, i.e., from 7,356 to 8,070.

Persons detained under Immigration Laws

In 2011 there were 423 committals in respect of immigration issues involving 395 detainees. This represents a decrease of 13.9% on the 459 persons detained in 2010 and follows a decrease of 31.4% in this category the previous year. The average daily number of persons in custody under this category was 10.

Snapshot of prison population on 30th November 2011

- The total for the number of persons in custody has remained relatively unchanged with the 2011 figure (4,313) representing a decrease of just 2.9% on the comparable 2010 figure (4,440).

- Some 291 prisoners (7.9%) were serving life sentences and another 290 (also 7.8%) were serving determinate sentences of 10 years or more.

- 43 offenders were serving sentences of less than 3 months representing 1.2% of the total number of prisoners in custody. There were 20 persons in prison for non-payment of fines which represents 0.5% of the total number of prisoners in custody.

- Irish nationals accounted for 89.6% of the total number of persons in custody under sentence on the 30 November 2011.
Cost per Available, Staffed Prison Space

The average cost of an available, staffed prison space during the calendar year 2011 was €65,359 (€70,513 in 2010), a decrease on the 2010 cost of €5,154 or 7.3%. This decrease in average cost results from reduced expenditure and an increase in the provision of bed capacity.

![Fig 3. Trends in committals 2007 - 2011](chart)

Daily average number of prisoners in custody

The overall daily average number of prisoners in custody in 2011 was 4,390 compared to 4,290 in 2010.

The average number of female offenders in custody was 160, compared to 157 in 2010.
Snapshot of prison population on 30th November 2011

On 30 November 2011, the number of persons in custody totalled 4,313 and included:

- 609 Remand/trial prisoners
- 7 Immigration Detainees
- 61 Subversives Prisoners
- 20 Fines prisoners
- 905 Protection Prisoners

*Fig 4. Prisoner population overview snapshot 30 November 2011*

*Fig 5. Prisoner population under sentence snapshot 30 November 2011*
Fig 6. Prisoner population sentence length snapshot 30 November 2011

Fig 7. Prisoner population offence category snapshot 30 November 2011
**Number of persons committed to prison in 2011**

A total of 13,952 persons accounted for the 17,318 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 1.4% on the 2010 total of 13,758 persons.

The total of 17,318 committals to prison compared to 17,179 in 2010 represents an increase of just 0.8%.

The total of 17,318 committals comprised of:

- 12,342 under sentence,
- 4,546 on remand,
- 423 under immigration law and
- 7 for contempt of court.

![Fig 8. Age and gender of persons committed to prison in 2011](image-url)
Fig 9. Committals during 2011 classified by type of committal and gender

**Persons detained under Immigration laws**

In 2011 there were 423 committals in respect of immigration issues involving 395 detainees.

This represents a decrease of 13.9% on the 459 persons detained in 2010 and follows a decrease of 31.4% in this category the previous year.

The average daily number of persons in custody under this category was 10.
County and Country of origin of persons committed to prison

Almost a third (32.4%) of all persons committed declared Dublin as their county of residence. Cork with 12.2%, Limerick with 7% and Galway with 3.8% were the next largest counties of residence indicated.

Of those committed 11,263 were Irish Nationals (80.7%), which is an increase of 561 or 5.2% on the corresponding 2010 figure of 10,702.

Other EU nationals (excluding Irish) accounted for 1,716 (12.3%) of persons committed. Other European nationals accounted for 181 (1.3%), African nationals for 382 (2.7%), Asian nationals for 302 (2.2%) and Central/South American nationals accounted for 84 (0.6%).

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

There were 12,342 committals directly under sentence in 2011. When an additional 648 prisoners, who were already in custody at the start of the year on remand/awaiting trial and who were subsequently convicted are included, the total number of prisoners received on conviction in 2011 was 12,990.

Sentence length

There was a 4% increase (503) in the numbers committed to prison under sentence in 2011 (total of 12,990) over 2010 (12,487).

* includes 648 prisoners who were on remand at the start of the year and who were subsequently convicted

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**Fig 10. Committals during 2011 overview**
**Fig 11.** Sentenced committals during 2011 by offence groups

- GP 1: Homicide Offences
- GP 2: Sexual Offences
- GP 3: Attempts/Threat to Murder, Assaults, Harassments and related Offences
- GP 4: Dangerous or Negligent Acts
- GP 5: Kidnapping and Related Offences
- GP 6: Robbery, Extortion and Hijacking Offences
- GP 7: Burglary and Related Offences
- GP 8: Theft and Related offences
- GP 9: Fraud, Deception and Related Offences
- GP 10: Controlled Drug Offences
- GP 11: Weapons and Explosives Offences
- GP 12: Damage to Property and the Environment
- GP 13: Public Order and Social Code Offences
- GP 14: Road and Traffic Offences
- GP 15: Offences against Government, Justice Procedures and Organisation of Crime
- GP 16: Offences not elsewhere classified

**Fig 12.** Sentenced committals during 2011 by sentence length

- <3 Mths
- 3-<6 Mths
- 6 to <12 Mths
- 1 to <2 Years
- 2 to <3 Years
- 3 to <5 Years
- 5 to <10 Years
- 10+ Years
- Life
The number of committals to prison as a consequence of the non-payment of a court ordered fine during 2011 increased by 12.4% on the 2010 figure, i.e., from 6,683 in 2010 to 7,514 in 2011.

Of this, 1,300 were female while 6,214 were male. A total of 35 debtors (1 female, 34 male) were committed during the year.

Further statistical information is available on www.irishprisons.ie
**Strategic Objectives**

The following actions were included in the Irish Prison Service Annual Report 2010 as the High Level Strategic Objectives for the Irish Prison Service for 2011 to 2013.

**Actions:**

- Implementation of the Public Service Agreement 2010-2014 achieving a saving of €21 million in the payroll costs of the Irish Prison Service over the period of the agreement.

- Continuation of the ongoing programme of investment in prisons infrastructure including the installation of in-cell sanitation.

- Continued development and implementation of Integrated Sentence Management (ISM).

- Ongoing implementation of the Irish Prison Service Drugs Strategy – “Keeping Drugs Out of Prisons” – with continued focus on supply elimination and enhancement of currently available treatment options.
Implementation of the Public Service Agreement 2010-2014 achieving a saving of €21 million in the payroll costs of the Irish Prison Service over the period of the agreement.

Significant progress has been made in implementing the Public Service Agreement in the Prison Service during 2011. This was affirmed in the first report of the Public Service Agreement Implementation Body which stated that:

‘The Body notes that some sectors, such as the Prison Service, are being transformed by the co-operation on the ground that the Agreement is delivering. Such sectors show the potential the Agreement provides for achieving a marked improvement in the way business is done. The intentions behind the new working practices that are being introduced in the Prison Service under the Agreement go beyond simple money savings.

The new arrangements are innovative and truly modern in seeking to target resources where and when they are most required, while ensuring that security requirements are being complied with.

The focus of the Transformation going into 2012 will be on the full implementation of the findings of the Task Review process within the agreed timeframe.

Reduction in staffing levels
At year end the Irish Prison Service had reduced staffing levels by 250 and it was anticipated that a further 60 staff would leave service before the end of February 2012. This would deliver the staffing reduction required under the Agreement. This reduction in staffing levels will be offset by the introduction in 2012 of 130 new Prison Administration & Support Grade Officers; significant progress was made in getting agreement on the introduction of these new grades and they will enter service in the middle of 2012.

Task Review Process
The Joint Task Review process was the core focus of the dedicated Transformation Team in 2011. This process involved both staff and management carrying out a root and branch examination of the operation, procedures and policies in all prisons. This was done with a
view to delivering, where possible, enhanced levels of services with a reduced staffing level. A significant number of reviews were carried out in 2011 and implementation of the findings in individual prisons has commenced in many cases. The review process and further implementation will be completed in 2012.

**Service Delivery**

While the reduction in staffing required has been progressed, this must be accompanied by changes in the operating practices and policies of prisons to ensure the maintenance or improvement in service levels. This requires in particular the introduction of an Incentivised Regimes programme and the further implementation of Integrated Sentence Management. Progress was made on both these fronts towards the end of 2011 and further delivery will take place in 2012. This approach has gone a long way to addressing concerns in relation to the quality of service delivery.

The delivery of improved service levels within the new, reduced, staffing allocation will ultimately be achieved through the implementation of the findings of the Joint Task Review process provided for in the Agreement.

**Industrial Relations**

Despite the significant reductions in staffing levels, industrial relations within the Irish Prison Service have remained good during this challenging period. This has been achieved through a clear focus on communications, extensive bilateral engagement and, notably, intense and skilful management of any issues by the Sectoral Group established under the Public Service Agreement.
Continuation of the ongoing programme of investment in prisons infrastructure including the installation of in-cell sanitation.

The proposed new Thornton Hall Prison Campus at Killsallaghian, County Dublin was examined by the Government under its capital expenditure review following which the Irish Prison Service was instructed that the project was not to proceed in the short term and that the timeframe for its delivery would be examined again in 2012.


The key achievements during 2011 included:

**Midlands’s prison**

A major extension to Midlands Prison commenced which, when complete, will provide an additional 179 cells with full in-cell sanitation and showering facilities as well as a range of other facilities including new kitchen, significant work-training facilities and enhanced visitor facilities.

**Mountjoy prison refurbishment**

A refurbishment of Mountjoy Prison C Wing was completed in December 2011. As a result, all cells in the C wing now have toilets and wash hand basins installed.

The basement of C wing has been brought back into use having been out of commission for over 40 years. It has been fully modernised and affords prison management the opportunity to have a much needed dedicated committal and assessment area.

Overcrowding in Mountjoy Prison will be eased by the C wing Refurbishment project which, in addition to providing 38 new cells in the basement area has also seen the conversion of offices, stores and plant rooms all across the wing to provide 20 new cell units.

**Cork prison**

Cork is our most challenging location in which to develop our commitment to the modernisation of the prison estate. In December 2011, a feasibility report was commissioned on the options available for the redevelopment or replacement of Cork Prison.

**Video-to-Court facilities**

Prison-to-court video-link facilities were provided in Cork Prison, Mountjoy Prison, the Dóchas Centre and St. Patrick’s Institution.
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.

Newly committed prisoners with a sentence of greater than one year are eligible to take part in ISM. If they agree to participate, a First Contact Assessment interview takes place. This First Contact Assessment identifies the needs of the prisoner in several areas such as accommodation, education and offending behaviour.

Referrals are made on foot of this assessment to services within the prison such as Education or Work & Training and outside agencies providing an in-reach service. These services and agencies carry out their own assessment of the prisoner and feed their recommended actions back to the ISM Co-ordinator.

The various actions recommended are compiled into a Personal Integration Plan (PIP). This is a plan of actions for the prisoner to complete during his/her time in prison. The PIP will be reviewed regularly depending on the length of the sentence.

Approximately 9 months prior to the release of the prisoner, a Community Integration Plan (CIP) will be developed. This sets out a plan for the prisoner to prepare for his/her release. Important issues such as accommodation, employment or education are addressed to help the prisoner resettle into the community on release and reduce the risk of re-offending.

During 2011 ISM was rolled out to the remaining prisons (Limerick, Cloverhill – sentenced prisoners, Loughan House and Shelton Abbey). At the end of December, over 2,000 prisoners were taking part in ISM and nearly 900 had sentence plans in place. Over 3,000 prisoners have been offered participation in ISM since it began in mid-2008.

Central to the success of ISM, is the support of dedicated staff, i.e., ISM Co-ordinators. There are currently four acting full time ISM
Co-ordinators supporting the process in three prisons. It is envisaged that, through the Transformation process, dedicated ISM Co-ordinators will be assigned to all prisons which will enhance the effectiveness of the sentence management system and facilitate the growing numbers of prisoners participating in the process.
Drug treatment and rehabilitation programmes continue to be delivered and enhanced across the prison system with the support of a diverse range of general and specialist services from the prison healthcare team and visiting statutory and non-statutory organisations. Drug treatment services were enhanced in Cork to include substitution therapy in the latter part of 2011.

Merchants Quay Ireland, who are contracted to provide addiction counselling services, had 2,792 referrals in 2011 demonstrating that there is a high number of prisoners requiring drug treatment services. 2,241 prisoners received Methadone Treatment, of which 133 were new to treatment in any setting in 2011. A nurse led Hepatitis C service is available in two Dublin prisons.

As an enhancement of services to prisoners, a Drug Free Programme has been developed to manage prisoner progression pathways in all closed prisons (with the exception of Arbour Hill). This programme will provide prisoners with a drug free environment (non-prescription/methadone), where they will be expected to engage with Integrated Sentence Management, Education, Incentivised Regimes etc. This initiative will support prisoners who are drug free, and/or are stable on methadone, within a drug free environment. It is intended that by the end of 2012 that all closed prisons (with the exception of Arbour Hill) will operate this programme in dedicated Drug Free Areas. Drug treatment services will be expanded to all closed prisons by the end of 2012.

Elimination of supply

In order to enhance the safety and security of our prisons, the Irish Prison Service established the Operational Support Group (OSG) in 2008. The OSG target the routes whereby contraband such as drugs, weapons and mobile phones are trafficked into our prisons, one of the major challenges facing prisons worldwide.

The Operational Support Group is comprised of three elements:

1. **Operational Support Unit**

Operational Support Units are in operation in all closed prisons (excluding open centres and Arbour Hill, although regular searches are carried out in these prisons by OSG staff. 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.

These Units 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.

2. Security Screening Unit

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.

This screening is now fully in operation for all staff and visitors entering our closed prisons (excluding open centres and Arbour Hill).

3. Canine Unit

A Drug Detection Dog Unit (Canine Unit) has been established on a national basis and became operational in all prisons in 2009.

The Canine Unit has 26 dog handlers, with 35 trained dogs, consisting of 10 conflict resolution dogs, 3 active dogs, and 22 passive dogs. Conflict resolution teams are available for deployment to any prison on request from the Governor.

These new measures have been particularly effective and local intelligence indicates that the availability of contraband has significantly decreased across the prison system.
Appendices
Appendix I

Financial Report 2011

Financial Review
The total gross expenditure by the Irish Prison Service in 2011 was €348.4 million, some €1.1 million within budget. Pay accounted for approximately 70% of all spending by the Irish Prison Service in 2011.

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

- Capital investment during 2011 was significant, with the provision of improved accommodation and facilities across the prison estate and in particular, the commencement of a new accommodation block in the Midlands Prison and the refurbishment of the Mountjoy C Block. Particulars of the Irish Prison Service 2011 building programme are given in the chapter on the Prison Estate.
- The cost of providing Prison Services decreased by 3% in 2011 as efficiency savings took effect.

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<td></td>
</tr>
<tr>
<td>B - Buildings and Equipment</td>
<td>30,486</td>
<td>46,052</td>
<td>47,181</td>
</tr>
<tr>
<td>C - Prison Services, etc.</td>
<td>41,336</td>
<td>32,407</td>
<td>40,086</td>
</tr>
<tr>
<td>D - Manufacturing Department &amp; Farm</td>
<td>586</td>
<td>629</td>
<td>715</td>
</tr>
<tr>
<td>E – Probation Service – Services to Offenders</td>
<td>26</td>
<td>53</td>
<td>0</td>
</tr>
<tr>
<td>F - Educational Services</td>
<td>1,457</td>
<td>1,265</td>
<td>1,240</td>
</tr>
<tr>
<td>G - Prison Officers, Medical Aid Society (Grant-in-Aid)</td>
<td>0</td>
<td>121</td>
<td>0</td>
</tr>
<tr>
<td>H - Compensation</td>
<td>2,854</td>
<td>2,873</td>
<td>2,869</td>
</tr>
<tr>
<td>I – Social Disadvantage Measures (Dormant Accounts)</td>
<td>218</td>
<td>750</td>
<td>229</td>
</tr>
<tr>
<td>Total Gross Expenditure</td>
<td>335,204</td>
<td>349,583</td>
<td>348,415</td>
</tr>
<tr>
<td>J - Appropriation in Aid (Receipts)</td>
<td>18,095</td>
<td>18,372</td>
<td>18,266</td>
</tr>
<tr>
<td>Total Net Expenditure</td>
<td>317,109</td>
<td>331,211</td>
<td>330,149</td>
</tr>
</tbody>
</table>

* 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 2011 was €65,359 (€70,513 in 2010), a decrease on the 2010 cost of €5,154 or 7.3%. This decrease in average cost results from reduced expenditure and an increase in the provision of bed capacity. The relevant figures are:

- a decrease in total expenditure over 2010 figures of €3.2 million; and
- an increase in bed capacity of 283 from 4,203 for 2010 to an average bed capacity of 4,486 for 2011.

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

The following tables show the figures for 2011 and the comparative figures for 2010. 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

<table>
<thead>
<tr>
<th>EXPENDITURE TYPE</th>
<th>2010 Cost/Space (4,203 Spaces)</th>
<th>2011 Cost/Space (4,486 Spaces)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accommodation-Related Variable Costs</td>
<td>4,245</td>
<td>4,209</td>
</tr>
<tr>
<td>Prisoner-Related Variable Costs</td>
<td>6,291</td>
<td>5,799</td>
</tr>
<tr>
<td>Prisoner-Related Fixed Costs</td>
<td>47,183</td>
<td>44,037</td>
</tr>
<tr>
<td>Non-Custodial Costs (incl. Prisoner Escorts)</td>
<td>12,795</td>
<td>11,315</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>70,513</td>
<td>65,359</td>
</tr>
</tbody>
</table>

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

<table>
<thead>
<tr>
<th>EXPENDITURE TYPE</th>
<th>2010 Cost/Space (260 Spaces)</th>
<th>2011 Cost/Space (270 Spaces)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accommodation-Related Variable Costs</td>
<td>4,335</td>
<td>3,519</td>
</tr>
<tr>
<td>Prisoner-Related Variable Costs</td>
<td>5,431</td>
<td>4,783</td>
</tr>
<tr>
<td>Prisoner-Related Fixed Costs</td>
<td>27,510</td>
<td>26,239</td>
</tr>
<tr>
<td>Non-Custodial Costs (incl. Prisoner Escorts)</td>
<td>8,179</td>
<td>7,221</td>
</tr>
<tr>
<td><strong>TOTAL</strong></td>
<td>45,456</td>
<td>41,763</td>
</tr>
</tbody>
</table>
Cost per Available, Staffed Prison Space – Closed Prisons

<table>
<thead>
<tr>
<th>EXPENDITURE TYPE</th>
<th>2010 Cost/Space (3,573 Spaces)</th>
<th>2011 Cost/Space (3,857 Spaces)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accommodation-Related Variable Costs</td>
<td>4,036</td>
<td>4,155</td>
</tr>
<tr>
<td>Prisoner-Related Variable Costs</td>
<td>6,414</td>
<td>5,935</td>
</tr>
<tr>
<td>Prisoner-Related Fixed Costs</td>
<td>47,745</td>
<td>44,253</td>
</tr>
<tr>
<td>Non-Custodial Costs (incl. Prisoner Escorts)</td>
<td>13,252</td>
<td>11,567</td>
</tr>
<tr>
<td>TOTAL</td>
<td>71,447</td>
<td>65,910</td>
</tr>
</tbody>
</table>

Cost per Available, Staffed Prison Space – High Security Prison

<table>
<thead>
<tr>
<th>EXPENDITURE TYPE</th>
<th>2010 Cost/Space (370 Spaces)</th>
<th>2011 Cost/Space (359 Spaces)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Accommodation-Related Variable Costs</td>
<td>6,197</td>
<td>5,302</td>
</tr>
<tr>
<td>Prisoner-Related Variable Costs</td>
<td>5,701</td>
<td>5,096</td>
</tr>
<tr>
<td>Prisoner-Related Fixed Costs</td>
<td>55,582</td>
<td>55,104</td>
</tr>
<tr>
<td>Non-Custodial Costs (incl. Prisoner Escorts)</td>
<td>11,624</td>
<td>11,683</td>
</tr>
<tr>
<td>TOTAL</td>
<td>79,104</td>
<td>77,184</td>
</tr>
</tbody>
</table>

The figures for available, staffed prison spaces are based on the average bed capacity in each institution for 2011.

Prompt Payment of Accounts Act 1997
The following information is provided in accordance with the Act within the guidelines issued by the Department of Jobs, Enterprise and Innovation. 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 were in operation 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, 2011:

(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

<table>
<thead>
<tr>
<th>Invoice Amount</th>
<th>No. of Invoices</th>
<th>Amount of Interest Paid €</th>
</tr>
</thead>
<tbody>
<tr>
<td>Under €317</td>
<td>3</td>
<td>17.99</td>
</tr>
<tr>
<td>Over €317</td>
<td>97</td>
<td>2,101.01</td>
</tr>
<tr>
<td>Total</td>
<td>92</td>
<td>2,119.00</td>
</tr>
</tbody>
</table>
(c) Overall percentage of late payments to total payments and total interest paid
The overall percentage of the invoice value of late payments to the invoice value of total payments (excluding salaries) was 0.31%. The total amount of interest paid with respect to late payments was €2,119.00.

(d) Irish Prison Service Initiatives to Eliminate Prompt Payment Interest
The Irish Prison Service undertakes a monthly detailed analysis of all instances of prompt payment interest, with the aim of identifying and eliminating the common reasons for payment delays.
## Appendix II

### Persons in custody under sentence on 30 November 2011 –

**Offence group classified by sentence length**

<table>
<thead>
<tr>
<th>Offence Group</th>
<th>&lt; 3</th>
<th>3 to &lt; 6</th>
<th>6 to &lt; 12</th>
<th>1 to &lt; 2</th>
<th>2 to &lt; 3</th>
<th>3 to &lt; 5</th>
<th>5 to &lt; 10</th>
<th>10+</th>
<th>Life</th>
<th>Total</th>
<th>%</th>
</tr>
</thead>
<tbody>
<tr>
<td>GP1 Homicide Offences</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>4</td>
<td>5</td>
<td>11</td>
<td>63</td>
<td>23</td>
<td>277</td>
<td>383</td>
<td>10.4</td>
</tr>
<tr>
<td>GP2 Sexual Offences</td>
<td>-</td>
<td>2</td>
<td>4</td>
<td>14</td>
<td>28</td>
<td>53</td>
<td>116</td>
<td>85</td>
<td>11</td>
<td>313</td>
<td>8.5</td>
</tr>
<tr>
<td>GP3 Attempts/Threat to Murder, Assaults, Harassments and Related Offences</td>
<td>1</td>
<td>20</td>
<td>35</td>
<td>73</td>
<td>78</td>
<td>127</td>
<td>89</td>
<td>16</td>
<td>3</td>
<td>442</td>
<td>12.0</td>
</tr>
<tr>
<td>GP4 Dangerous or Negligent Acts</td>
<td>-</td>
<td>8</td>
<td>16</td>
<td>21</td>
<td>10</td>
<td>21</td>
<td>9</td>
<td>-</td>
<td>-</td>
<td>85</td>
<td>2.3</td>
</tr>
<tr>
<td>GP5 Kidnapping and Related Offences</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>1</td>
<td>2</td>
<td>6</td>
<td>16</td>
<td>12</td>
<td>-</td>
<td>37</td>
<td>1.0</td>
</tr>
<tr>
<td>GP6 Robbery, Extortion and Hijacking Offences</td>
<td>-</td>
<td>2</td>
<td>5</td>
<td>16</td>
<td>9</td>
<td>28</td>
<td>28</td>
<td>9</td>
<td>-</td>
<td>97</td>
<td>2.6</td>
</tr>
<tr>
<td>GP7 Burglary and Related Offences</td>
<td>1</td>
<td>7</td>
<td>55</td>
<td>81</td>
<td>46</td>
<td>90</td>
<td>50</td>
<td>10</td>
<td>-</td>
<td>340</td>
<td>9.2</td>
</tr>
<tr>
<td>GP8 Theft and Related Offences</td>
<td>6</td>
<td>23</td>
<td>98</td>
<td>147</td>
<td>87</td>
<td>173</td>
<td>127</td>
<td>5</td>
<td>-</td>
<td>666</td>
<td>18.0</td>
</tr>
<tr>
<td>GP9 Fraud, Deception and Related Offences</td>
<td>1</td>
<td>5</td>
<td>9</td>
<td>12</td>
<td>5</td>
<td>4</td>
<td>4</td>
<td>1</td>
<td>-</td>
<td>41</td>
<td>1.1</td>
</tr>
<tr>
<td>GP10 Controlled Drug Offences</td>
<td>4</td>
<td>7</td>
<td>32</td>
<td>33</td>
<td>64</td>
<td>203</td>
<td>338</td>
<td>109</td>
<td>-</td>
<td>790</td>
<td>21.4</td>
</tr>
<tr>
<td>GP11 Weapons and Explosives Offences</td>
<td>-</td>
<td>6</td>
<td>13</td>
<td>21</td>
<td>15</td>
<td>48</td>
<td>78</td>
<td>19</td>
<td>-</td>
<td>200</td>
<td>5.4</td>
</tr>
<tr>
<td>GP12 Damage to Property and the Environment</td>
<td>1</td>
<td>13</td>
<td>32</td>
<td>26</td>
<td>11</td>
<td>16</td>
<td>11</td>
<td>-</td>
<td>-</td>
<td>110</td>
<td>3.0</td>
</tr>
<tr>
<td>GP13 Public Order and Social Code Offences</td>
<td>15</td>
<td>19</td>
<td>8</td>
<td>7</td>
<td>2</td>
<td>4</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>55</td>
<td>1.5</td>
</tr>
<tr>
<td>GP14 Road and Traffic Offences</td>
<td>6</td>
<td>22</td>
<td>16</td>
<td>9</td>
<td>2</td>
<td>2</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>57</td>
<td>1.5</td>
</tr>
<tr>
<td>GP15 Offences against Government, Justice Procedures and Organisation of Crime</td>
<td>7</td>
<td>6</td>
<td>16</td>
<td>3</td>
<td>2</td>
<td>11</td>
<td>8</td>
<td>1</td>
<td>-</td>
<td>54</td>
<td>1.5</td>
</tr>
<tr>
<td>GP16 Offences Not Elsewhere Classified</td>
<td>1</td>
<td>2</td>
<td>2</td>
<td>7</td>
<td>8</td>
<td>5</td>
<td>2</td>
<td>-</td>
<td>-</td>
<td>27</td>
<td>0.7</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>43</strong></td>
<td><strong>142</strong></td>
<td><strong>341</strong></td>
<td><strong>475</strong></td>
<td><strong>374</strong></td>
<td><strong>802</strong></td>
<td><strong>939</strong></td>
<td><strong>290</strong></td>
<td><strong>291</strong></td>
<td><strong>3,697</strong></td>
<td><strong>100</strong></td>
</tr>
</tbody>
</table>

*Fig 14. Persons in custody under sentence 30 November 2011*
# Appendix III

## Daily average number of prisoners per Institution 2011

<table>
<thead>
<tr>
<th>Institution</th>
<th>Bed Capacity</th>
<th>In Custody</th>
<th>On Temporary Release</th>
<th>On Remand/Trial</th>
</tr>
</thead>
<tbody>
<tr>
<td>Arbour Hill</td>
<td>148</td>
<td>151</td>
<td>0</td>
<td>0</td>
</tr>
<tr>
<td>Castlerea</td>
<td>351</td>
<td>364</td>
<td>43</td>
<td>64</td>
</tr>
<tr>
<td>Cloverhill</td>
<td>431</td>
<td>433</td>
<td>12</td>
<td>344</td>
</tr>
<tr>
<td>Cork</td>
<td>272</td>
<td>295</td>
<td>148</td>
<td>42</td>
</tr>
<tr>
<td>Limerick (f)</td>
<td>34</td>
<td>31</td>
<td>29</td>
<td>3</td>
</tr>
<tr>
<td>Limerick (m)</td>
<td>290</td>
<td>301</td>
<td>71</td>
<td>41</td>
</tr>
<tr>
<td>Loughan</td>
<td>160</td>
<td>122</td>
<td>26</td>
<td>0</td>
</tr>
<tr>
<td>Midlands</td>
<td>603</td>
<td>586</td>
<td>80</td>
<td>18</td>
</tr>
<tr>
<td>Mountjoy (f)</td>
<td>105</td>
<td>129</td>
<td>69</td>
<td>29</td>
</tr>
<tr>
<td>Mountjoy (m)</td>
<td>602</td>
<td>616</td>
<td>163</td>
<td>5</td>
</tr>
<tr>
<td>Portlaoise</td>
<td>359</td>
<td>270</td>
<td>5</td>
<td>9</td>
</tr>
<tr>
<td>Shelton Abbey</td>
<td>110</td>
<td>102</td>
<td>15</td>
<td>0</td>
</tr>
<tr>
<td>St. Patricks</td>
<td>217</td>
<td>204</td>
<td>15</td>
<td>39</td>
</tr>
<tr>
<td>Training Unit</td>
<td>122</td>
<td>115</td>
<td>20</td>
<td>0</td>
</tr>
<tr>
<td>Wheatfield</td>
<td>682</td>
<td>671</td>
<td>89</td>
<td>30</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>4,486</strong></td>
<td><strong>4,390</strong></td>
<td><strong>785</strong></td>
<td><strong>624</strong></td>
</tr>
</tbody>
</table>

*Fig 15. Daily average number of prisoners per Institution 2011*
Appendix IV

Committals to prison 2001 to 2011

<table>
<thead>
<tr>
<th>Year</th>
<th>Total</th>
<th>Change from previous year - %</th>
<th>Persons</th>
<th>Change from previous year - %</th>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>2001</td>
<td>12,127</td>
<td>-8.8</td>
<td>9,539</td>
<td>8.6</td>
<td>8,616</td>
<td>923</td>
</tr>
<tr>
<td>2002</td>
<td>11,860</td>
<td>2.2</td>
<td>9,716</td>
<td>1.9</td>
<td>8,673</td>
<td>1,043</td>
</tr>
<tr>
<td>2003</td>
<td>11,775</td>
<td>0.7</td>
<td>9,814</td>
<td>1.0</td>
<td>8,669</td>
<td>1,145</td>
</tr>
<tr>
<td>2004</td>
<td>10,657</td>
<td>-9.5</td>
<td>8,820</td>
<td>-10.0</td>
<td>7,914</td>
<td>906</td>
</tr>
<tr>
<td>2005</td>
<td>10,658</td>
<td>0.0</td>
<td>8,686</td>
<td>-1.5</td>
<td>7,780</td>
<td>906</td>
</tr>
<tr>
<td>2006</td>
<td>12,157</td>
<td>14.1</td>
<td>9,700</td>
<td>11.7</td>
<td>8,740</td>
<td>960</td>
</tr>
<tr>
<td>2007</td>
<td>11,934</td>
<td>-1.8</td>
<td>9,711</td>
<td>0.1</td>
<td>8,556</td>
<td>1,155</td>
</tr>
<tr>
<td>2008</td>
<td>13,557</td>
<td>13.6</td>
<td>10,928</td>
<td>12.5</td>
<td>9,703</td>
<td>1,225</td>
</tr>
<tr>
<td>2009</td>
<td>15,425</td>
<td>13.8</td>
<td>12,339</td>
<td>12.9</td>
<td>10,880</td>
<td>1,459</td>
</tr>
<tr>
<td>2010</td>
<td>17,179</td>
<td>11.4</td>
<td>13,758</td>
<td>11.5</td>
<td>12,057</td>
<td>1,701</td>
</tr>
<tr>
<td>2011</td>
<td>17,318</td>
<td>0.8</td>
<td>13,952</td>
<td>1.4</td>
<td>12,050</td>
<td>1,902</td>
</tr>
</tbody>
</table>

Fig 16. Committals to prison 2001-2011

Appendix V

Daily average number of prisoners in custody 2007-2011

Fig 17. Daily average number of prisoners in custody 2007-2011
## Appendix VI

### Committals under sentence 2011

**Classified by Offence group and sentence length**

<table>
<thead>
<tr>
<th>Offence Group</th>
<th>Months</th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
<th></th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>&lt; 3</td>
<td>3 to &lt; 6</td>
<td>6 to &lt; 12</td>
<td>1 to &lt; 2</td>
<td>2 to &lt; 3</td>
<td>3 to &lt; 5</td>
<td>5 to &lt; 10</td>
<td>10+</td>
<td>Life</td>
<td>Total</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>01 Homicide Offences</td>
<td>-</td>
<td>-</td>
<td>-</td>
<td>2</td>
<td>4</td>
<td>6</td>
<td>16</td>
<td>4</td>
<td>21</td>
<td>53</td>
<td></td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>02 Sexual Offences</td>
<td>1</td>
<td>8</td>
<td>18</td>
<td>15</td>
<td>21</td>
<td>24</td>
<td>23</td>
<td>11</td>
<td>1</td>
<td>122</td>
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*Fig 18. Committals under sentence by offence group and sentence length in 2011*