

**Implementation of Penal Policy Review Group Recommendations**

**Seventh Report of the Implementation Oversight Group to the Minister for Justice and Equality**

28/02/2019

In bold = Lead Agency(ies)

Ratings scale under Implementation Status

Rating A to E	Description of range
E	No Progress
D	Discussion/Consultation/Planning Phase
C	Implementation Phase Commenced
B	Implementation Phase Progressing
A	Fully Implemented

Chapter 2 - A New Penal Policy (establishing a rationale for the future)

1	Recommendation	Party(ies) responsible	Measure of progress	Timeline and milestones		Implementation Status
	The Review Group considers that any punishment within criminal sanctions should as far as reasonably feasible but subject to the principle of proportionality, also assist an offender's rehabilitation and reintegration. The Review Group therefore recommends that all of the key players involved in the administration of criminal justice and penal policy should take into account the aim of rehabilitation and	Criminal Law Reform (CLR), Irish Prison Service (IPS), Probation Service (PS), Chief Information Office (CIO),	<ol style="list-style-type: none"> <li>Government Memorandum.</li> <li>Letter to all agencies.</li> <li>Strategy statements and annual report of IPS.</li> <li>Strategy statements and annual report of PS.</li> <li>Statement of principles contained in sentencing legislation.</li> <li>Monitoring of sentencing trends and outcomes.</li> </ol>	1. Approval of Scheme by Minister July 2015. <b>CLR</b>	✓	<b>C</b>
2. Consultation with Courts Service (CS) Q4 2015. <b>CLR</b>				✓		
3. General Scheme of Criminal Justice (Sentencing and Parole) Bill around broad principles of sentencing to be submitted to Government Q4 2016. <b>CLR</b>				X		
Government agreed to focus on Parole Board Private Members Bill and work in partnership with Deputy O'Callaghan to achieve this objective.						
The Bill will proceed according to the timetable agreed by the Houses of the Oireachtas.						
				4. Establishment of a small group of judges representing the various jurisdictions to consider and return observations on the sentencing heads of the Bill. This group to revert to the DJE Q4 2016. <b>CLR</b>	✓	
				5. Regarding the sentencing heads of the Bill, a response from the Group of Judges asked to consider the matter was received. Q1 2017 <b>CLR</b>	✓	

	Recommendation	Party(ies) responsible	Measure of progress	Timeline and milestones		Implementation Status
	reintegration of the offender when imposing and implementing criminal sanctions.			6. Statement in annual report of IPS July 2016. <b>IPS.</b>	✓	
				7. Statement in annual report of Probation Service July 2017.  The Probation Service will continue to implement its Strategy 'Lasting Change through Offender Rehabilitation' (2018-2020). <b>PS</b>	✓	
				8. Monitoring of sentencing trends and outcomes- <i>to follow.</i> <b>CIO</b>	X	
2	<p>The Review Group recommends that our law and practice in the area of penal policy should be just, proportionate, humane and should aim to reduce</p> <ul style="list-style-type: none"> <li>reoffending behaviour, and</li> <li>reliance on prison as a sanction.</li> </ul> <p>These principles should inform all aspects of penal policy from diversion through to sentencing, serving of sanction, rehabilitation and exit from sanction.</p>	<p>1. <b>PPP</b> 2. An Garda Síochána (AGS) 3. IPS 4. PS 5. CP</p> <p><b>Next Steps-</b> other agencies to be consulted:</p> <ul style="list-style-type: none"> <li>Irish Youth Justice Service (IYJS)</li> <li>Dept. Of Environment, Community &amp; Local Government (D/E,C&amp;LG)</li> <li>Dept. Social Protection</li> <li>Dept of Education</li> <li>Dept of Health/Health Service</li> </ul>	<p>1. Government Memorandum. 2. Letter to all agencies sent. 3. Strategy statement and annual report of IPS contains reference to these principles. 4. Strategy statement and annual report of Probation Service contains reference to these principles. 5. Convening of interdepartmental interagency group re collaborative working. 6. Strategy statement of the Dept Justice &amp; Equality to contain reference to these principles. 7. Progress in implementing Terms of Reference for Interagency Group for a Fairer &amp; Safer Ireland. 8. Reduction in CSO data showing decrease in recidivism. 9. Progress in implementing the strategic objectives of A</p>	<p>1. Memorandum – completed May 2015. <b>PPP</b></p> <p>2. Letter to all agencies drawing attention to this recommendation issues (pending Government approval of recommendation 1). Completed December 2015 <b>PPP</b></p> <p>3. Statement in annual report of IPS July 2016. <b>IPS</b></p> <p>4. Statement in annual report Probation Service July 2017.  The Probation Service will continue to implement its Strategy 'Lasting Change through Offender Rehabilitation' (2018-2020). <b>PS</b></p> <p>5. Action in Dept Justice &amp; Equality Strategy Statement 2016-2019, to ensure a whole of Govt approach to penal policy &amp; addressing offender behaviour to reduce reoffending. <b>DJE</b></p> <p>6. A new Strategy Statement for the IPS is to be developed in Q1 2019 following the appointment of a Director General in December 2018. <b>IPS</b></p>	<p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>X</p>	<b>C</b>

	Recommendation	Party(ies) responsible	Measure of progress	Timeline and milestones		Implementation Status
		Executive (HSE)	<i>New Way Forward</i> Social Enterprise Strategy 2017-2019.	7. Implementing the Terms of Reference & work programme for Interagency Group for a Fairer & Safer Ireland. <b>PPP</b>	X	
				8. Implementation of <i>A New Way Forward</i> Social Enterprise Strategy 2017-2019. <b>IPS/PS/PPP</b>	✓	
				9. Launch of Kick Start Fund, a new jobs initiative to support the development of social enterprises and increase employment for people with criminal convictions. Q 3 2018 <b>IPS/PS</b>	✓	
				10. Implementation of the Year 1 & 2 Implementation Plan for <i>A New Way Forward</i> Social Enterprise Strategy 2017-2019. <b>IPS/PS/PPP</b>	✓	
3	The Review Group recommends that there must be greater emphasis, if necessary through legislation, on promoting inter-agency cooperation in the management and rehabilitation of offenders. In addition to the criminal justice agencies, there is a need to recognise that a whole-of Government approach is required in collaboration with relevant agencies and local authorities in addressing offending behaviour and assisting offenders in	<ol style="list-style-type: none"> <li>1. PPP</li> <li>2. CLR</li> <li>3. AGS</li> <li>4. IPS</li> <li>5. PS</li> <li>6. CP</li> <li>7. DJE</li> </ol> <p><b>Next Steps-</b> other agencies to be consulted:</p> <ul style="list-style-type: none"> <li>• IYJS</li> <li>• D/E,C&amp;LG</li> <li>• D/Social Protection</li> <li>• D/Education</li> <li>• D/Health/HSE</li> <li>• Community organisations</li> </ul>	<ol style="list-style-type: none"> <li>1. IPS and PS express views to PPP on ways to improve interagency cooperation.</li> <li>2. IPS/PS Strategic Steering Group express views on way to improve interagency co-operation.</li> <li>3. Integrated Offender Management Initiative continues to operate.</li> <li>4. SORAM includes representation from Housing Sector, HSE.</li> <li>5. Meeting of interdepartmental/ agency group.</li> <li>6. Strategy statement of the Dept Justice &amp; Equality to contain reference to these principles.</li> </ol>	<ol style="list-style-type: none"> <li>1. On 20 January 2016 Acting Secretary General wrote to the main Departments concerned to invite them to participate in interdepartmental/agency group and to seek their views at the same time on recommendation 41. <b>ASG</b></li> <li>2. Workshop on Interagency and Interdepartmental Co-Operation held on 8 February 2016. <b>PPP</b></li> <li>3. Chairperson appointed in July 2016 and 17 nominations for interdepartmental/agency group received September 2016. Q3 2016 <b>PPP</b></li> <li>4. Interdepartmental inter-agency group established Q3 2016. <b>PPP</b></li> <li>5. Schedule of meetings of inter-agency group laid out Q4 2016. 1<sup>st</sup> meeting took place on 10 October 2016, 2<sup>nd</sup> meeting on 16 November 2016 at which it was agreed that group will meet thereafter on a quarterly basis. <b>PPP</b></li> <li>6. Terms of reference of the group to be agreed May 18<sup>th</sup> 2017 <b>PPP</b></li> </ol>	<p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p>	C

	Recommendation	Party(ies) responsible	Measure of progress	Timeline and milestones	Implementation Status	
	maintaining crime free lives.			<p>7. Report to be issued from Chairperson to Minister with outline of progress to date which includes identifying current practises in Interagency work from year 1 and Programme of work/recommendations to be considered for year 2. <b>PPP</b></p> <p>8. Implementation of year 2 Interagency Group work programme. <b>PPP</b></p> <p>9. Presentation by CSO to Interagency Group on Penal Policy Research opportunities. Q3 2017 <b>PPP</b></p> <p>10. Pilot joint agency response continues to operate - <i>ongoing</i>. <b>IPS, PS, AGS</b></p> <p>11. Joint Agency Response to Crime (JARC) extended to Limerick, Dundalk, Waterford and Youth JARC extended to Blanchardstown and Cork in 2017 &amp; 2018.</p> <p>12. Meetings of SORAM continue - <i>ongoing</i>. <b>IPS, PS, AGS</b></p> <p>13. Evaluation of Community Return (CR) Scheme undertaken November 2013. <b>PS</b></p> <p>14. Plan to jointly deliver dedicated services to sex offenders in the Midlands prison in place delivered Q1 2016. <b>IPS, PS</b></p> <p>15. Action in Dept Justice &amp; Equality Strategy Statement 2016-2019, to ensure a whole of Govt approach to penal policy &amp; addressing offender behaviour to reduce reoffending. <b>DJE</b></p>	<p>✓</p> <p>✗</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p>	
4	The Review Group recommends that a programme similar to the Youth Diversion	<p>1. <b>PPP</b></p> <p>2. <b>IYJS</b></p> <p>3. <b>PS</b></p> <p>4. <b>AGS</b></p>	<p>1. Plan for diverting this age group in place.</p> <p>2. Youth Diversion Programme (YDP) for 18-21 year olds introduced.</p>	<p>1 Letter issued on 5<sup>th</sup> August, 2015 to Department of Children and Youth Affairs (DCYA) with a view to placing responsibility on IYJS. <b>PPP</b></p> <p>2 Letter to Garda Commissioner issued 10 June 2015. <b>PPP</b></p>	<p>✓</p> <p>✓</p>	<b>D</b>

	Recommendation	Party(ies) responsible	Measure of progress	Timeline and milestones		Implementation Status
	Programme be introduced for young people above the age of 18 with an initial focus on 18-21 year olds. In this respect, the Review Group recommends that the relevant Departments and agencies, including An Garda Síochána should immediately consult in relation to the most appropriate and effective means of targeting this group within the context of current and future resources.		3. Review of 21+ age group commences.	3 Meeting held in September 2016 between AGS and IYJS regarding consideration implications of the change. <b>AGS</b>	✓	
4 AGS to commence scoping exercise on impact of any changes by Q1 2017. <b>AGS</b>				✓		
5 Further discussions with AGS and IYJS to take place on this recommendation following review. <b>IYJS</b>				X		
6 IYJS convene meeting of all groups. <b>IYJS</b>				X		
7 Decision taken on expanding YDP taken. <b>PPP/DCYA</b> Proposal made on whether to introduce legislation to follow <b>PPP/DCYA</b>				X		
8 Programme introduced - to follow. <b>DCYA/AGS</b>				X		
9 Evaluation and monitoring of programme - to follow.				X		
10 Implementation of findings from evaluation and monitoring - to follow.				X		
5	The Review Group recommends that relevant agencies review the offences covered by the adult caution scheme with a view to including a wider range of offences.	1. <b>AGS</b> 2. Crime Division (CD) 3. Director of Public Prosecutions (DPP)	1. AGS to initiate review with a view to extending adult caution scheme 2. AGS report on proposed extension 3. Protocols put in place	1. Three meetings of stakeholders convened. <b>AGS</b>	✓	<b>D</b>
			2. Fourth meeting of criminal justice interagency working group to be held on 9 <sup>th</sup> May 2016 with a view to making recommendations. <b>DJE</b>	✓		
			3. Review carried out and report produced by Working Group on Alternatives to Prosecution Q4 2016 <b>DJE</b>	✓		
			4. Revised policy being drafted and policy to be finalised & issued Q1 2019 <b>AGS</b>	X		
			5. Implementation Phase Commenced.	X		

	Recommendation	Party(ies) responsible	Measure of progress	Timeline and milestones		Implementation Status
6	The Review Group welcomes and supports proposals to pilot a community court and emphasises the need to ensure that such courts are re adequately resourced.	<p><b>1. CP</b></p> <p><b>Next Steps-</b> other agencies to be consulted:</p> <ul style="list-style-type: none"> <li>• D/E,C &amp;LG</li> <li>• D/Health</li> <li>• D/Education</li> <li>• HSE</li> <li>• Courts</li> <li>• DCYA</li> <li>• TUSLA</li> </ul>	<ol style="list-style-type: none"> <li>1. CP to convene meeting of stakeholders.</li> <li>2. Pilot commences.</li> <li>3. Pilot evaluated.</li> <li>4. Results of evaluation implemented.</li> <li>5. Pilot agreed.</li> </ol>	<ol style="list-style-type: none"> <li>1. Preliminary meeting of Justice Agency representatives and Department held to scope out implementation steps May 2015. <b>CP</b></li> <li>2. Follow up meeting of Justice Agency representatives and Departments held October 2015. <b>CP</b></li> <li>3. CP to send outline strategy to Minister for Justice and Equality for assessment – <i>to follow</i>. <b>CP</b></li> <li>4. DJE to review changes made following consideration of recommendations 4 &amp; 5 and their impact on recommendation 6 before making any final determination. <b>CP</b></li> <li>5. Meeting of relevant groups to consider alternatives under recommendations 4 and 5, specifically conditional cautioning <b>CP</b></li> <li>6. Community Court unlikely to progress, alternative options including conditional cautioning under considered. <b>CP</b></li> </ol>	<p>✓</p> <p>✓</p> <p>✓</p> <p>X</p> <p>X</p> <p>X</p>	<b>E</b>

Chapter 3 – VICTIMS OF CRIME

	Recommendation	Party(ies) responsible	Measure of progress	Timeline and milestones		Implementation Status
7	The Review Group recommends that the role of the victim in the criminal justice system be fully acknowledged and looks forward to the full implementation of the EU Directive (2012/29/EU) establishing minimum standards on the rights, supports and protection of victims of crime, and replacing Council Framework Decision 2001/220/JHA on the standing of victims in criminal proceedings.	<u>Transposition</u> <b>CLR</b>  <u>Implementation</u> <b>All criminal justice agencies</b>	1. Directive implemented.	1. Views of COSC sought. <b>CLR</b>	✓	<b>B</b>
				2. Consultation with groups supporting victims completed. <b>CLR</b>	✓	
				3. Agencies undertake technical work. <b>CLR</b>	✓	
				4. General Scheme drafted and submitted to Government and approved July 2015. <b>CLR</b>	✓	
				5. Ministerial approval to go to Government to publish Scheme. <b>CLR</b>	✓	
				6. Pre-legislative scrutiny currently underway. <b>CLR</b>	✓	
				7. Government approval to publish Bill in Q4 2016. <b>CLR</b>	✓	
				8. Publication of Bill in Q4 2016. <b>CLR</b>	✓	
				9. Enactment of Bill - <i>to follow</i> . Q3 2017. <b>CLR</b>	✓	
				10. Commencement of Bill 27 Nov 2017 <b>CLR</b> The remaining sections of the Act were commenced on 30 May 2018. Act now fully in force.	✓	
				11. Memorandum of Understanding prepared between AGS & IPS Q4 2017 <b>IPS/AGS</b> , Memorandum finalised <b>Q1 2019</b>	✗	
				12. Memorandum of Understanding prepared between IPS & Parole board Q4 2018 <b>IPS/PPP</b>	✗	
				13. Protocol governing co-operative working arrangements prepared between IPS & PS. Q4 2017	✓	
				14. Plan to establish four additional Divisional Protective Service units Q4 2018. <b>AGS</b>	✗	
				15. Established Restorative Justice National Victim Services Team from 1 Oct 2018. <b>PS</b>	✓	



**Chapter 4 – ALTERNATIVES TO CUSTODY**

	<b>Recommendation</b>	<b>Party(ies) responsible</b>	<b>Measure of progress</b>	<b>Timeline and milestones</b>		<b>Implementation Status</b>
8	The Review Group recommends the adoption of a strategy to reduce prisoner numbers to a safe level subject to the need to ensure proper protection of the public. This requires a focus on alternative approaches to the treatment of offenders. However, to achieve a reduction of prisoners in custody requires a level of collaboration and cooperation between all relevant Departments and agencies, including the IPS, Probation Service, An Garda Síochána, Irish Youth Justice Service, Department of Health and local authorities.	<b>Diversion</b> 1. PPP 2. AGS 3. PS 4. IPS 5. CP  <b>Reduction in numbers currently in prison</b>  1. IPS 2. PS 3. PPP 4. IYJS	1. CR scheme continues/is expanded. 2. Alternatives to custody developed/increase in use as compared to custodial sanctions. 3. Reduction in numbers entering prison. 4. Reduction in numbers in prison to safe custody levels.	1. A draft paper/strategy to be circulated to the Group for further discussion Q1 2019 <b>PPP</b>	X	<b>B</b>
				2. Draft Strategy to be finalised for submission to Management Board. <b>PPP</b> Q2 2019	X	
				3. Prison population records falls. <b>IPS/PS/PPP</b>	✓	
				4. First meeting with CIO and researchers held 24 November 2016. <b>CIO</b>	✓	
				5. Meetings of DJE Working Group on Data & Interoperability held. <b>CIO</b>	✓	
				6. Monitoring of prison numbers by the IPS & ongoing discussion at management board of the Dept Justice & Equality. <b>IPS/CIO</b>	✓	
				7. Examination of sentencing trends annually <i>to follow</i> . <b>CIO</b>	X	
9	The Review Group recommends the development and expansion of the use of community sanctions in particular those that address the underlying causes of offending.	1. <b>PS</b> 2. <b>CLR</b> 3. CP	1. Expansion of the use of alternatives to imprisonment and accompanying reduction in use of imprisonment. 2. Criminal Justice (Community Sanctions) Bill drafted by the OPC. 3. Legislation enacted.	<b>PS</b> 1. PS to examine feasibility of introducing integrated community service by Q4 2015.	✓	<b>Pilot Project</b> <b>B</b>
				2. Scoping project commenced Q4 2015.	✓	
				3. Pilot introduced July 2016. Q3 2016 PS	✓	
				4. Completion of pilot Q2 2017.	✓	
				5. Results of evaluation Q4 2017.	✓	

	Recommendation	Party(ies) responsible	Measure of progress	Timeline and milestones	Implementation Status	
				6. Implementation of findings Q4 2017.	✓	<b>Bill D</b>
				7. Commenced on regional basis Q1 2018 <b>PS</b>	✓	
				8. National Roll-out Q4 2018 <b>PS</b>	✓	
				<b>CLR</b> 9. Not currently possible to indicate date of publication due to competing priorities.	X	
				10. Publication of Bill - <i>to follow</i> .	X	
				11. Enactment of Bill - <i>to follow</i> .	X	
10	The Review Group supports the Fines (Payment and Recovery) Act 2014 and welcomes the positive impact that such legislation will have on fine defaulters and prison administration. The Review Group recommends the early and full implementation of this legislation.	1. <b>CP</b> 2. <b>CS</b>	1. Fines Act fully implemented. 2. Monitoring of impact of implementation indicates reduction in numbers entering prison for fine default.	1. Preparations for the implementation of the Act completed Q1 2016. <b>CP</b>	✓	<b>B</b>
				2. Debt recovery process finalised Q1 2016. <b>CP</b>	✓	
				3. System in operation January 2016. <b>CP</b>	✓	
				4. Review of impact of legislation and implement findings of review. Q4 2017. <b>CP/CIO</b>	✓	
				5. Meeting relevant parties including AGS, PS, CS, IPS to discuss implications of legislation. Q4 2017 <b>CP</b>	✓	
				6. Discuss communications strategy with Courts Service. Q1 2017. <b>CP</b>	✓	
				7. Implementation of findings from monitoring - <i>to follow</i> . <b>CP</b>	✓	
				8. Senior Task Force to be convened to propose solutions to issues and problems arising from implementation of the Act. Q1 2019 <b>CP</b>	X	
11	The Review Group supports the increased focus on and promotion	1. <b>PS</b> 2. <b>CLR</b> 3. <b>PPP</b>	1. Completion of pilot study.	<b>PS</b> 1. PS examined feasibility of introducing 'integrated community service' Q4 2015.	✓	

	Recommendation	Party(ies) responsible	Measure of progress	Timeline and milestones		Implementation Status
	of community service as an alternative to imprisonment. The Review Group therefore recommends that the Probation Service examine the feasibility of introducing, on a pilot basis, an integrated community service where community service would be imposed with conditions, such as a mandatory restriction on movement order or addiction treatment, where appropriate.	<p>4. CP</p> <p><b>Next Steps-</b> other agencies to be consulted:</p> <ul style="list-style-type: none"> <li>• HSE</li> <li>• D/Health</li> </ul>	<p>2. Evaluation of pilot study.</p> <p>3. Engagement and information sharing with the judiciary and other agencies: HSE, housing agencies, and others PS deems appropriate.</p>	<p>2. Scoping project commenced Q4 2015.</p> <p>3. Pilot introduced July 2016.</p> <p>4. Completion of pilot Q2 2017.</p> <p>5. Results of evaluation Q2 2017.</p> <p>6. Review of findings from monitoring ongoing.</p> <p>7. Implementation of findings Q3 2017.</p> <p>8. Engagement and information sharing with judiciary <i>ongoing</i>.</p> <p><b>CIO</b></p> <p>9. Monitoring of impact of changes on sentencing trends annually.</p> <p><b>PPP</b></p> <p>10. Review of findings from monitoring <i>ongoing</i>.</p>	<p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>X</p> <p>X</p>	<b>B</b>
12	The Review Group recommends the introduction, on a statutory basis, of a provision for community service in lieu of part of a sentence of imprisonment in excess of one year.	<p>1. <b>PPP</b></p> <p>2. <b>CLR</b></p> <p>3. PS</p>	<p>1. PPP complete examination of the issues and develop proposals.</p> <p>2. Subject to 1, initiation and passing of legislation.</p> <p>3. Monitoring of impact on sentencing trends and prison population.</p> <p>4. Implementation of findings.</p> <p>5. Publication of Bill.</p>	<p>1. Review of need for new alternatives to imprisonment completed. <b>PPP</b></p> <p>2. Decision on whether to introduce this sanction made July 2015. (Decision not to proceed at this stage) <b>PPP</b></p>	<p>✓</p> <p>✓</p>	<b>E</b>

	Recommendation	Party(ies) responsible	Measure of progress	Timeline and milestones	Implementation Status	
13	The Review Group recommends that the use of open prisons for weekend sentencing be considered.	1. IPS 2. PPP 3. CLR	1. IPS completes assessment. 2. Findings implemented.	1. IPS position considered and stated to PPP on 13 October 2015. Weekend sentencing option is not considered a priority at this time for IPS. <b>IPS</b>	✓	<b>A</b>
14	Recognising the positive impact which restorative justice can have for appropriate victims and offenders, the Review Group recommends the extension of the restorative justice programmes.	1. PS 2. CP	1. New Implementation Plan in place. 2. Restorative Justice available nationally. 3. Increased referrals to Restorative Justice programmes.	1. Implement restorative interventions including restorative conferences, victim empathy programmes and participation in victim impact panels <i>ongoing</i> . <b>PS</b> 2. Introduce Communication Strategy with judiciary Q3 2016. <b>PS</b> 3. Pilot Victim Offender Mediation Programme Q4 2015. <b>PS</b> 4. Evaluation of Circuit Court Restorative Justice Pilot Q4 2015. <b>PS</b> 5. Agree implementation plan with RJS. Q2 2017 6. Referral rates recorded annually. <b>PS</b>	✓ ✓ ✓ ✓ ✓	<b>B</b>
				7. Probation have established Restorative Justice National Victim Services Units from 1 Oct 2018. <b>PS</b>	✓	

#### Chapter 5 – Custodial Accommodation and Regimes

	Recommendation	Party(ies) responsible	Measure of progress	Timeline and milestones	Implementation Status	
15	The Review Group welcomes the steps taken to improve the standard of accommodation in Mountjoy and Cork prisons and recommends that similar steps need to be taken (as a matter of urgency) in relation	1. IPS 2. PPP	1. Refurbishment of D Wing, Mountjoy completed and 2 landings opened. 2. Refurbishment of workshops in D block completed. 3. New Cork prison completed. 4. Scoping exercise for Portlaoise commenced.	1. Plan of action for improvement with timelines agreed in Strategy Statement 2012-2015. <b>IPS</b> 2. New Cork prison completed by October 2015. <b>IPS</b> 3. New Build of Mountjoy D Wing completed 2016. <b>IPS</b> 4. New build of Mountjoy workshops in D Block completed September 2016. <b>IPS</b> 5. Masterplan for Mountjoy completed Q3 2017	✓ ✓ ✓ ✓ ✓	<b>Cork A</b> <b>Mountjoy B</b>

	Recommendation	Party(ies) responsible	Measure of progress	Timeline and milestones	Implementation Status	
	to Limerick prison, in particular the female accommodation in that prison, and Portlaoise prison.		5. Report of Inspector of Prisons.	6. New development for Limerick Prison (wing & female unit) to go to tender Q2 2017 <b>IPS</b>	✓	<b>Limerick B</b>
				7. Construction on Limerick to commence Q1 2019. <b>IPS</b>	X	
				8. Upgrade works for Portlaoise prison to go to tender Q2 2017. <b>IPS</b>	✓	
				9. Construction on the Military Compound in Portlaoise commenced and upgrading works ongoing. Q1 2019 <b>IPS</b>	X	
				10. Report of Inspector of Prisons at the appropriate times decided by the Inspector <i>to follow</i> .	X	
16	The Review Group recommends that an inter-agency approach is adopted in relation to those offenders who as a result of inter-gang rivalry or other disputes require protection while in prison. Such co-operation must also support the efforts, already underway, to reduce the numbers of prisoners on protection.	1. <b>IPS</b> 2. AGS  <b>Next Steps-</b> other agencies to be consulted:  1. Community Groups 2. PS	1. Joint strategy on reduction in use of protection and post-release issues completed and published.  2. Reduction in numbers of people on protection.	<b>Inter gang rivalry</b> 1. Analysis of gang activity in prisons completed and submitted to the Department Q1 2016. <b>IPS</b>  2. Submission to Minister Q2 2016. <b>IPS, PPP</b>  3. Inter-agency sharing of information ongoing. <b>AGS/IPS</b>  <b>Protection</b> 4. Analysis of Protection Prisoners to be completed Q2 2017 <b>IPS</b> 5. Recommendations considered by IPS Q3 2017.  6. Implementation of recommendations to commence Q1 2018. <b>IPS</b>  7. Monitoring and implementation of findings quarterly which commenced in Q1 2018 is ongoing. <b>IPS</b>	✓  ✓ ✓ ✓ ✓ ✓	<b>Inter gang rivalry</b>         <b>Protection</b>     <b>C</b>
17	The Review Group recommends that prisoners should only be on restricted regimes for the shortest period consistent with their safety and have access to adequate training, education and recreational facilities.	1. <b>IPS</b> 2. <b>PPP</b>	1. Publication of strategy for reduction in use of restricted regimes. 2. Strategy for supporting access to training, education and recreational facilities. 3. Evaluation of strategy and monitoring.	1. New policy on restricted regimes introduced May 2015. <b>IPS</b>  2. Monitoring of implementation <i>quarterly</i> . <b>IPS</b>  3. Statement in IPS Strategy statement that" we will review and put forward proposals to amend the Prison Rules 2007 for consideration to take into account international best practice with particular	✓  ✓ ✓	<b>B</b>

	Recommendation	Party(ies) responsible	Measure of progress	Timeline and milestones		Implementation Status
			4. Reduction in use of restricted regimes. 5. All prisoners getting minimum of 3 hours out of cell time. 6. All prisoners having access to training, education and recreational facilities. 7. Review the target for out of cell time.	reference to the United Nations Standard Minimum Rules for the protection of Prisoners (Mandela Rules)." 4. Regarding milestone no 3, Amending Statutory Instrument (S.I.) to be completed Q2 2017. PPP 5. Following Statutory Instrument, IPS to launch policy regarding restricted regimes and solitary confinement. Q2 2017 IPS 6. Invitation to Inspector of Prisons, to report on the use of restricted regimes Q4 2019 - <i>to follow</i> . PPP to arrange invitation.	   ✓ ✓ ✗	
18	The Review Group recommends the increased use of such open prisons. The Review Group is concerned at the lack of an open prison for female offenders and recommends that such an appropriate open facility be introduced. Emphasising the need to provide accommodation appropriate to the security requirements of prisoners, the Review Group recommends that, subject to funding, an additional open prison be considered for the Dublin area.	1. <b>IPS</b> 2. <b>PPP</b>	1. Plan with timelines for open centre for women finalised. 2. Review of possibility for open prison for Dublin. 3. Plan for diversion of prisoners to new facility(ies). 4. Opening of facility(ies.)	<b>Additional open prison for Dublin</b> 1. IPS review complete and brought to PPP October 2015. <b>IPS</b> 2. Submission to Minister Q4 2015. Decision taken not to proceed at this point. <b>PPP</b> 3. The question of additional open prison capacity in Dublin will be reopened for consideration, in the context of the consultation, planning and implementation of the Mountjoy Campus long term development plan. <b>IPS</b> <b>Open centre for women</b> 4. Decision made to proceed with step down facilities for women. Q2 2018. <b>IPS/PS</b> 5. Tender to issue Q3 2018. <b>IPS/PS</b> 6. To be opened Q1 2019. <b>IPS/PS</b>	 ✓  ✓ ✗ ✓ ✓ ✗	<b>Additional open prison for Dublin</b>  <b>D</b>  <b>Open centre for women</b>  <b>A</b>  <b>B</b>
19	The Review Group recommends greater involvement of	Post-release coordination: 1. <b>IPS</b>	1.Implementation of joint IPS-PS strategic objective on continuum of sentence	1. IPS/PS Joint Strategy Statement published 18 May 2015. <b>IPS</b>	✓	<b>B</b>

	Recommendation	Party(ies) responsible	Measure of progress	Timeline and milestones		Implementation Status
	<p>prisoners in the management of their sentences. The Review Group welcomes the joint IPS and Probation Service commitment to enhancing sentence management from pre to post imprisonment. The Review Group recognises that Integrated Sentence Management (ISM) is the appropriate tool for the management of sentences of more than 12 months and should be extended to all eligible prisoners.</p>	<p><b>2. PS</b> ISM <b>1. IPS</b> <b>2. PPP</b></p>	<p>management. 2.Extension of ISM to all eligible prisoners. 3.Every eligible prisoner has access to ISM.</p>	2. Monitor on bi-monthly basis in conjunction with PS. <b>IPS, PS</b>	✓	
				3. Porporino Report submitted to Department for approval Q4 2015. <b>IPS</b>	✓	
				4. IPS to submit Business Plan based on recommendations in the Porporino Report Q1 2016. <b>IPS</b>	✓	
				5. Working Group established to drive recommendations Q1 2016. <b>IPS</b>	✓	
				6. Approval to recruit 6 Assistant Psychologists, 1 Senior Psychologist for Dóchas and a Head of Psychology in support of the Porporino Report implementation. <b>IPS</b>	✓	
				7. Protocols and ICT developments to follow Q4 2016. <b>IPS</b>	✓	
				8. Pilot to focus on 18-24 year olds serving sentences of > 12 months Q1 2017 (In progress since Jan 2017). <b>IPS</b>	✓	
				9. Protocol to be in place to ensure engagement with 18-24 year olds serving sentences of > 12 months. Q4 2018 <b>PS/IPS</b>	✓	
				10. Monitor, assess and analysis implementation of protocol on ongoing basis. Q1 2019 <b>PS/IPS</b>	✓	
				11. Pilot to be reviewed by the Porporino Working Group Q4 2018 <b>IPS/PS</b>	X	
				12. All prisoners > 12 months eligible for ISM. <b>IPS</b>	✓	
				13. Completion of report on sentence management for life sentence prisoners. Q2 2017. <b>IPS</b>	✓	
20				The Review Group is of the view that engagement in	<b>1. IPS</b>	

	Recommendation	Party(ies) responsible	Measure of progress	Timeline and milestones		Implementation Status
	<p>education, training and treatment services is crucial to the rehabilitation and reintegration of an offender. In this respect, the Group welcomes the Incentivised Regime Policy (IRP) and its role in encouraging both good behaviour and engagement by offenders. The Group stresses the need for a transparent and open application of the policy which would ensure that all prisoners are kept informed of the various programmes available to them.</p>		<p>2. Policy on providing prisoners with information on reasons for decisions. 3. Monitoring and implementation of policies.</p>	2. Instigation of independent review of management of incentivised regimes policy Q2 2018. <b>IPS</b>	✓	
				3. Piloting commences of independent review of management of incentivised regimes policy. Q4 2018 <b>IPS</b>	X	
				4. Review of independent review of management of incentivised regimes policy finalised. Q2 2019 <b>IPS</b>	X	
				5. Instigation of assessment of prisoner needs in the area of Education. Q4 2016 <b>IPS</b>	✓	
				<p>6. Projects proposed: –          -Assessment of literacy/language competence (IPS - DCU PhD fellowship approved) – to commence Q3 2018 ✓          -Assessment of digital competence (IPS - DCU PhD fellowship approved) – to commence Q3 2018          -Assessment of numeracy competence (in conjunction with existing DIT maths assessment PhD research) – to commence Q3 2018 ✓          -Assessment of civic/social, cultural, entrepreneurial and learning competences – (NUI Maynooth) proposal under review</p>	X	
				7. Review of Education Programmes Q2 2017. <b>IPS</b>	✓	
				8. Education Directory produced for the 2016/2017 academic year Q1 2017. <b>IPS</b>	✓	
				9. Industrial Manager (IM), Work Training Officers (WTOs), and ISM Coordinator tasked with highlighting the availability of programmes to prisoners (ongoing).	✓	
				10. All IM, WTO and ISM positions to be filled Q2 2017. <b>IPS</b> (All IM positions filled Q1 2017, WTO & ISM competition commenced)	✓	



	Recommendation	Party(ies) responsible	Measure of progress	Timeline and milestones		Implementation Status
				11. IM, WTO and ISM Coordinators' role clarified Q1 2017. <b>IPS</b>	✓	
				12. Development of new protocol on the open and transparent application of IRP Q3 2019. <b>IPS</b>	X	
				13. Annual reporting on monitoring and implementation of new protocol <i>to follow</i> . <b>IPS</b>	X	
				14. Invitation to Inspector of Prisons on services to report <i>to follow</i> . <b>PPP</b> to manage invitation. Q4 2019	X	

	Recommendation	Party(ies) responsible	Measure of progress	Timeline and milestones		Implementation Status
21	To ensure that gender appropriate strategies are adopted to the management of female offending and female offenders, the Review Group recommends that further research into and evaluation of the particular needs and circumstances of female offenders be conducted by the criminal justice agencies. This work should support the processes identified in the Joint IPS/Probation Service Strategy relating to women offenders.	1. <b>IPS</b> 2. <b>PS</b>	1. Research areas identified. 2. Research commissioned/ instigated. 3. Engagement and information sharing with the judiciary, criminal justice and non-justice agencies.	1. Research already underway/recently identified – review completed June 2015. <b>IPS, PS</b>	✓	<b>C</b>
				2. Position formulated by IPS and PS jointly (September 2015). <b>IPS, PS</b>	✓	
				3. Size of budget for research required identified end 2015. <b>IPS, PS</b>	✓	
				4. Allocation for research in 2016 budget Q2 2016. <b>IPS, PS</b>	✓	
				5. Research Projects instigated. Project on alcohol completed. <b>IPS, PS</b>	✓	
				6. University of Huddersfield Research project 'An In-Depth Examination into Irish Prison Committals 2010-2016' underway and to be completed Q1 2019 <b>IPS</b>	X	

	Recommendation	Party(ies) responsible	Measure of progress	Timeline and milestones		Implementation Status
22	<p>The Review Group recommends that a review of remand of female offenders be conducted in order to determine the reasons for the high level of female offenders subjected to committal remand.</p> <p>The Review Group further recommends that research be undertaken into the reasons behind the growth in the use of imprisonment for women and development of further appropriate non-custodial alternatives to imprisonment.</p>	<p>1. <b>IPS</b> 2. <b>PS</b> 3. <b>PPP</b> 4. CP</p>	<p>1. Research into committal remands commenced. 2. Research into levels of women subjected to committal remand completed. 3. Research completed on the reasons for the growth in imprisonment for women.</p>	1. Review of research completed June 2015. <b>IPS, PS</b>	✓	C
				2. Position formulated by IPS and PS jointly (September 2015). <b>IPS, PS</b>	✓	
				3. Budget for research required identified Q2 2016. <b>IPS, PS</b>	✓	
				4. Allocation for research in 2016 & 2017 budget Q2 2016. <b>IPS, PS</b>	✓	
				5. University of Huddersfield Research project 'An In-Depth Examination into Irish Prison Committals 2010-2016' underway and to be completed Q1 2019. <b>IPS</b>	X	
				6. Inclusion in call for research proposals on the committal of women on remand into custody to be included under the Department of Justice & Equality Data & Research Strategy 2018-2021. Q4 2018 <b>CIO</b>	✓	
23	<p>The Review Group, noting that, in light of the nature of their offending, female offenders often require less stringent security conditions, recommends a greater focus on step down facilities, supported accommodation, and the use of more community based open conditions for female offenders</p>	<p>1. <b>IPS</b> 2. <b>PS</b> 3. PPP 4. CP 5. CIO</p>	<p>1. Diversion of women from prisons to community sanctions. 2. Increased provision/use of supported accommodation on release. 3. Establishment of Finglas Women's Centre. 4. Engagement and information sharing with the judiciary. 5. Engagement and information sharing</p>	1. IPS review brought to PPP Oct 2015. <b>IPS, PS</b>	✓	C
				2. Matter for discussion – IPS and PPP in December 2015.	✓	
				3. Submission to Minister Q4 2015. <b>PPP</b>	✓	
				4. Identify site options by October 2015. <b>IPS, PS</b>	✓	
				5. Expressions of interest prepared. Tender issued. Q2 2017. <b>IPS, PS</b>	✓	
				6. Operation of facility supported in conjunction with other agencies Q1 2019. <b>IPS, PS</b>	X	

	Recommendation	Party(ies) responsible	Measure of progress	Timeline and milestones	Implementation Status	
			with non-criminal justice agencies. 6. Analysis of sentencing trends indicates increase in non-custodial sanctions and decrease in custodial sanctions. <b>CIO</b>	7. Abigail Centre, Finglas, opened since December 2014. <b>IPS, PS</b> 8. Assessment of trends concerning women <i>to follow</i> . <b>CIO</b>	✓ X	
24	The Review Group recommends that gender appropriate community sanctions and programmes should continue to be developed.	1. <b>PS</b> 2. <b>PPP</b>	1. More gender appropriate community sanctions and programmes implemented. 2. Increased use of community sanctions for women and decreasing use of prison. 3. Evaluation and monitoring.	1. Joint PS-IPS Women's Strategy 2014-2016 finalised December 2016. <b>PS, IPS</b> 2. Development of such sanctions and programmes initially in Dublin, Cork, Limerick and Cavan Q2 2016. <b>PS</b> 3. Probation Officers dedicated to this topic in particular regions Q1 2016. <b>PS</b> 4. Funding provided to SAOL for peer educator service user programmes Q4 2016 <b>PS</b> . 5. Evaluation of BREO (Building Recovery Inwards & Outwards) programme completed. PS Q2 2018 6. Development of guidelines and protocols for community service and community return with women nationally Q2 2016. <b>PS</b> 7. Communication Strategy with the judiciary underway since Q3 2016. <b>PS</b> 8. Review and continue to implement gender appropriate working across service. Q2 2019 <b>PS</b> 9. Evaluation and monitoring of use of gender appropriate sanctions annually <i>to follow</i> . <b>CIO</b> 10. Analysis of sentencing trends completed annually - <i>to follow</i> . <b>CIO</b>	✓ ✓ ✓ ✓ ✓ ✓ ✓ X X	<b>B</b>
25	The Review Group recommends that all criminal justice agencies work to promote contact	1. <b>IPS</b> 2. <b>PS</b>	1. Conditions for visits are sensitive to the needs of children. 2. Protocols for denying visits or denying	<b>IPS</b> 1. Visiting areas reviewed early 2015. <b>IPS</b> 2. Removal of counter style visits completed and available. All completed bar 3 outstanding.	✓ ✓	<b>IPS</b> <b>B</b>

	Recommendation	Party(ies) responsible	Measure of progress	Timeline and milestones		Implementation Status
	between offenders and their children and other family members, where such contact is appropriate. In particular, the Irish Prison Service should work to ensure that conditions for visits, as well as decisions regarding the denial of visits, are sensitive to the needs of children.		contact visits require assessment of the needs of children. 3. Support services for parenting are offered to people in prison and under the supervision of the PS.	3. Visits refurbishment for Wheatfield, to tender Q4 2016, to be completed Q3 2017.	✓	<u>PS</u>  C
4. Visits refurbishment for Castlerea, commenced new build Q4 2016, to be completed Q4 2017. IPS	✓					
5. Visits refurbishment for Mountjoy West in place, facilities for main prison, under consideration. IPS	✓					
6. Provision of family friendly visiting arrangements for enhanced prisoners now in place across remainder prison estate. IPS	✓					
7. Protocols for denying visits or contact visits include reference to the needs of children drafted. Circular to issue Q1 2017. <b>IPS</b>	✓					
8. Review of pilot parenting supports offered by IPS completed Q2 2016. <b>IPS</b>	✓					
9. New Parenting Support programmes to start in Midlands, Portlaoise, Castlerea prisons, they are currently at an early stage of commencement. <b>IPS</b>	✓					
10. Policy at prison level in place and Local Implementation Group in place in each Prison - Ongoing 2018.	✓					
11. National Families & Imprisonment Group to provide policy on visiting conditions standards. Q2 2019. <b>IPS</b>	X					
12. Review of the existing protocols. Q3 2018. <b>IPS</b>	✓					
13. Continued provision of IPS National Coordinator on completion of existing contract to enable the continuation of the initiative – Q4 2018 <b>IPS</b>	X					
14. Appropriate independent evaluation by Q4 2017.	X					

	Recommendation	Party(ies) responsible	Measure of progress	Timeline and milestones		Implementation Status
				<u>PS</u>	✓	
				15. Review of programmes supporting parenting Q1 2016. <b>PS</b>	✓	
				16. Create a project plan arising out of review Q2 2017. <b>PS</b>	✓	
				17. Increase in use of programmes supporting parenting Q3 2017. <b>PS</b>	✓	

**Chapter 7 – Rehabilitation and Reintegration**

	Recommendation	Party(ies) Responsible	Measures of Progress	Timeline/Milestones		Implementation Status
26	<p>The Review Group recommends that all offenders must have the opportunity to avail of any necessary services or programmes to aid their rehabilitation and reintegration. A renewed focus on how best to approach the rehabilitation and reintegration of offenders is required. In particular, the importance of providing appropriate social services such as accommodation, education and training and addiction treatment or counselling must be acknowledged. In this regard, the Review Group recommends an increased focus on the provision of suitable accommodation, including step down facilities to ease the reintegration of offenders.</p>	<p>1. <b>IPS</b> 2. <b>PS</b> 3. <b>PPP</b></p> <p><b>Next Steps-</b> other agencies to be consulted:</p> <ul style="list-style-type: none"> <li>•Housing agencies</li> <li>•D/Health, HSE</li> <li>•D/Education</li> <li>•D/E,C&amp;LG</li> <li>•Community Agencies</li> <li>•D/Social Protection</li> <li>•Local authorities</li> </ul>	<p>1. IPS commission review/audit of service and programme needs. 2. IPS and PS review of alcohol and drug treatment services. 3. Meeting of inter-departmental/interagency group on crime. 4. Increased provision of step down accommodation.</p>	<p><b><u>In-prison services</u></b></p> <p>1. Audit of Work/Training service/programmes for prisoners completed end Q4, 2015 and results submitted to PPP. <b>IPS</b></p> <p>2. Review of Alcohol and Drug Treatment Services by Eustace Patterson Ltd. Completed end Q4 2015. <b>IPS, PS</b></p> <p>3. Implementation Plan of Alcohol and Drug Treatment Services to be implemented. <b>IPS ongoing</b></p> <p><b><u>Post-release</u></b></p> <p>4. Release Planning Policy, Protocols and Standard Operating Procedures completed Q4 2015. <b>IPS</b></p> <p>5. Prisoner database amended to incorporate requirements of Release Planning Policy completed end Q4 2015. <b>IPS</b></p> <p>6. Protocol drafted and piloted in partnership with the Probation Service and a local authority to explore a consistent and joint approach to the needs of prisoners vulnerable to homelessness in 2015. Pilot to include completion of Housing Needs Assessment by local authority 9 months in advance of release. Pilot evaluated Q1 2016. <b>IPS</b></p> <p>7. Increased supported accommodation/step down facilities available for women leaving prison Q1 2019. <b>IPS</b></p> <p>8. Discussions commenced with housing providers on pathways for accommodation for high risk offenders leaving custody Q4 2016. <b>IPS, PS</b></p> <p>9. Develop &amp; agree multi agency protocols to the management of placements in the community, discuss with relevant stakeholders including Dept. of Housing, Planning &amp; Local Government and Tusla. <b>IPS/PS</b> in conjunction with Interagency Group Q2 2018.</p> <p>10. Procurement process for Housing First Service, in conjunction with Dept. of Housing, Planning &amp; Local Govt., for hard to house prisoners &amp; other offenders, to be agreed Q1 2019. <b>IPS, PS</b></p>	<p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>X</p> <p>✓</p> <p>X</p> <p>X</p>	<p><b><u>In-prison services</u></b></p> <p style="text-align: center;"><b>B</b></p> <p><b><u>Post Release</u></b></p> <p style="text-align: center;"><b>D</b></p>

	Recommendation	Party(ies) Responsible	Measures of Progress	Timeline/Milestones	Implementation Status	
				<p>11. Protocol agreed with the Primary Care Reimbursement Service (PCRS) to issue emergency medical cards to eligible prisoners on release agreed in 2015. Pilot of protocol in Cork prison to commence Q1 2016 &amp; Arbour Hill to commence Q2 2017 <b>IPS</b></p> <p><b>Interdepartmental working</b></p> <p>12. On 20 January 2016 Acting Secretary General wrote to the main Departments concerned to invite them to participate in interdepartmental/interagency group and to seek their views on recommendations 3 &amp; 41 <b>PPP</b></p> <p>13. Workshop on Interagency and Interdepartmental Co-Operation held on 8 February 2016. <b>PPP</b></p> <p>14. Chairperson appointed in July 2016 and 17 nominations for interdepartmental/agency group received September 2016. Q3 2016. <b>PPP</b></p> <p>15. Interdepartmental inter-agency group established Q3 2016. <b>PPP</b></p> <p>16. Schedule of meetings of inter-agency group laid out Q4 2016. 1<sup>st</sup> meeting took place on 10 October 2016, 2<sup>nd</sup> meeting on 16 November 2016 at which it was agreed that group will meet thereafter on a quarterly basis. <b>PPP</b></p> <p>17. Terms of reference to be agreed at meeting on May 18<sup>th</sup> 2017. <b>PPP</b></p> <p>18. Report to be issued from Chairperson to Minister with outline of progress to date which includes identifying current practises in Interagency work from year 1 and Programme of work/recommendations to be considered for year 2. Q2 2018 <b>PPP</b></p> <p>19. Presentation by CSO to Interagency Group on Penal Policy Research opportunities. Q3 2017 <b>PPP</b></p>	<p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p> <p>✓</p>	<p><b>Inter-Departmental/Agency Working</b></p> <p><b>C</b></p>
27	The Review Group recommends that there should be a consistent and transparent approach to the use of open prisons prior to release.	<b>1. IPS</b>	1. Protocol/policy on applications for transfer to open prisons/transfers to include guidance on decision making and reasons for decisions.	<p>1. IPS to develop policy on the use of open centres by October 2015. <b>IPS</b></p> <p>2. Submission to PPP Q4 2015. <b>IPS</b></p> <p>3. Review of implementation of policy Q2/3 2017 <b>IPS</b></p>	<p>✓</p> <p>✓</p> <p>✓</p>	<p><b>B</b></p>

	Recommendation	Party(ies) Responsible	Measures of Progress	Timeline/Milestones		Implementation Status
			2. Staff training on application of transfer policy in place.	4. Implementation of findings from Review - <i>to follow</i> . <b>IPS</b>	X	
28	The Review Group recommends the greater use of structured temporary release. The Group recommends that there should be a consistent and transparent application of provisions, based on fair procedures, permitting offenders to earn remission of up to one third of the sentence imposed if such discretionary remission is to be retained.	1. <b>IPS</b> 2. <b>CIO</b>	1. Increase in use of structured temporary release. 2. Application of Statutory Instrument 24 on enhanced remission. 3. Increased use of enhanced remission.	1. IPS review of use of enhanced remission to be completed by end of Q2 2017. <b>IPS</b>	✓	<b>C</b>
				2. IPS to appoint a Research Officer. Q1 2019 <b>IPS</b>	X	
				3. Analysis of numbers of prisoners applying for and receiving/denied enhanced remission by age, gender, offence etc. <b>IPS, CIO, Q2 2017</b> .	✓	
				4. Review of Judicial precedents on enhanced remission completed Q4 2018. <b>IPS</b>	✓	
29	The Review Group recommends a new focus on the management of temporary release with equity and monitoring of the application of temporary release. In particular, the Review Group recommends that the prohibition on temporary release for those offenders who receive the presumptive mandatory sentence for a drugs or firearms offence should be removed.	<b>Monitoring and equity in Temporary Release (TR)</b> 1. <b>IPS</b>  <b>Removal of prohibition</b> 1. <b>CLR</b>	1. Annual monitoring of decision-making around temporary release and compliance with legal requirements, including a diversity assessment. 2. Removal of prohibition on TR.	<b>Monitoring and equity in TR</b> 1. Daily custody statistics monitored and published on IPS website – <i>ongoing</i> . <b>IPS</b>	✓	<b>Monitoring &amp; Equity in TR</b>
				2. Scoping review of TR Q4 2016. Completed & Assessment of Review to be done by Q3 2017 <b>IPS, CIO</b>	✓	<b>C</b>
				3. IPS to appoint a Research Officer. Q1 2019 <b>IPS</b>	X	
				<b>Removal of prohibition on TR</b> 4. Submission from CLR to the Minister Sept 2015. <b>CLR</b>	✓	<b>Removal of prohibition</b>
				5. Decision taken. <b>DJE</b>	✓	<b>D</b>



	Recommendation	Party(ies) Responsible	Measures of Progress	Timeline/Milestones		Implementation Status
				6. Resubmission to Minister <b>Q1 2017. CLR</b>	✓	
				7. This issue will be reconsidered as part of the work relating to the Parole Bill. (See Rec 34) <b>CLR</b>	X	
30	The Review Group recommends the continuation and the expansion of the Community Return Programme (CRS) and Community Support Scheme (CSS).	1. <b>PS</b> 2. <b>IPS</b>	1. Increase in number of placements on CRs in 2015/16. 2. Increase in number of sites. 3. Annual assessment and review of eligibility 4. Review of eligibility criteria	1. Monitor targets <i>ongoing</i> . <b>PS</b> 2. Target of 250 set for CRS for 2018. <b>IPS</b> 3. Target of 550 set for CSS for 2018. <b>IPS</b> 4. Statistics reported on IPS and PS websites every month. <b>PS, IPS</b> 5. Assessment and review of all those potentially eligible Q2 2017. <b>IPS/PS</b> 6. Review of criteria for eligibility to follow. Q2 2018. <b>IPS/PS</b> 7. Extension of sites suitable for community support nationally. (expanded CSS to Castlerea). Q1 2017 <b>IPS/PS</b> 8. Regular Assessment and review of eligibility and take up for Community Support at PS/IPS oversight meetings. <b>IPS/PS</b>	✓ ✓ ✓ ✓ ✓ ✓ ✓ ✓	<b>B</b>
31	The Review Group recommends that a Parole Board should be established on a statutory footing with the power to make decisions.	1. <b>CLR</b> 2. <b>PPP</b>	1. Legislation passed. 2. New Parole Board established.	1. Draft General Scheme on establishment of Parole Board on a statutory basis to be created Q1 2017.  Government agreed to focus on Parole Board Private Members Bill and work in partnership with Deputy O'Callaghan to achieve this objective. <b>CLR</b>	✓	<b>C</b>

	Recommendation	Party(ies) Responsible	Measures of Progress	Timeline/Milestones	Implementation Status
				2. Private Members' Bill has passed second stage. Parole Board Bill agreed at Committee stage on 24 <sup>th</sup> May 2017. The Bill will proceed according to the timetable agreed by the Houses of the Oireachtas.	✓
				3. Government agreement to draft amendments to Parole Bill. Q2 2018 <b>CLR</b>	✓
				4. Parole Board in place <i>to follow</i> .	X

### Chapter 8 – Sentencing Policy

	Recommendation	Party(ies) responsible	Measure of progress	Timeline and milestones	Implementation Status	
32	In order to use prisons most justly and effectively, we should break with the idea that prison is the only real form of punishment. The Group recommends that imprisonment be regarded <u>as a sanction of last resort</u> and that this principle be incorporated in statute. The Group further recommends that non-custodial sanctions should become the default position in dealing with less serious offenders.	1. <b>CLR</b> 2. <b>PPP</b> 3. <b>CP</b> 4. <b>PS</b> 5. <b>CIO</b>	1. Legislative statement on imprisonment as a last resort in place. 2. Analysis of sentencing trends indicates move to non-custodial sanctions for less serious offenders.	1. Letter from the Minister to Chief Justice issued 11 August 2015 requesting that the Chief Justice consider recommendations which relate to sentencing and the judiciary. <b>CLR</b> 2. Reply from Chief Justice received 1 December 2015 outlining that sentencing is continuously kept under consideration by the Judiciary and is an issue addressed at jurisdictional conferences. 3. Consideration of response from Chief Justice. <b>CP</b> 4. General Scheme of Criminal Justice (Sentencing & Parole) Bill including broad principles of sentencing to be revised & submitted to Government Q4 2016. <b>CLR</b>  Government agreed to focus on Parole Board Private Members Bill and work in partnership with Deputy O'Callaghan to achieve this objective. Private Members' Bill has passed second stage. Parole Board Bill agreed at Committee stage on 24 <sup>th</sup> May 2017. The Bill will proceed according to the timetable agreed by the Houses of the Oireachtas.	✓ ✓ ✓ X	<b>D</b>

	Recommendation	Party(ies) responsible	Measure of progress	Timeline and milestones	Implementation Status
				5. Analysis of sentencing trends completed annually <i>to follow</i> . <b>CIO</b>	X
				6. Findings of analysis shared and implemented <i>to follow</i> . <b>CIO</b>	X
33	The Review Group recommends that, In all cases where a custodial sentence is imposed by a court, the court should set out its reasons in writing for so doing. This requirement should be incorporated in statute.	1. CP 2. CLR 3. CS	1. Legislation passed. 2. Monitoring of implementation.	1. Letter from the Minister to Chief Justice issued 11 August 2015 requesting that the Chief Justice consider recommendations which relate to sentencing and the judiciary. <b>PPP</b>	✓
				2. Reply from Chief Justice received 1 December 2015 outlining that this issue has already been addressed by case law and European law and noting that the Digital Audio Recording system in place in all Irish courts records the proceedings and as such assists in confirming the position in Court. <b>CP</b>	✓
				3. Draft General Scheme of Criminal Justice (Sentencing & Parole ) Bill including broad principles of sentencing, to be revised & submitted to Minister and Government Q3 2016. <b>CLR</b>  Government agreed to focus on Parole Board Private Members Bill and work in partnership with Deputy O'Callaghan to achieve this objective. Private Members' Bill has passed second stage. Parole Board Bill agreed at Committee stage on 24 <sup>th</sup> May 2017. The Bill will proceed according to the timetable agreed by the Houses of the Oireachtas.	X
				4. Ministerial approval to go to Government to publish General Scheme of Criminal Justice (Sentencing ) Bill Scheme <i>to follow</i> . <b>CLR</b>	X
				5. Pre-legislative scrutiny of Scheme <i>to follow</i> . <b>CLR</b>	X
				6. OPC to draft Bill <i>to follow</i> . <b>CLR</b>	X
				7. Government approval to publish Bill <i>to follow</i> . <b>CLR</b>	X

D

	Recommendation	Party(ies) responsible	Measure of progress	Timeline and milestones		Implementation Status
				8. Publication of Bill <i>to follow</i> . <b>CLR</b>	X	
				9. Implementation of Act monitored. <b>CIO</b>	X	
34	The Review Group recommends that no further mandatory sentences or presumptive minimum sentences should be introduced. In addition, the continuation of existing presumptive minimum sentences and the threshold for their application in drugs and other offences should be reviewed in the context of the recent judgments of the Court of Criminal Appeal with a view to determining if this type of sentencing satisfies the need for proportionality in sentencing and fulfils the objective of reducing crime. As an initial step to comply with the principle of proportionality, the Review Group recommends an increase in the value of	<b>1. CLR/PPP</b> <b>2. CP</b>	1. No further mandatory or presumptive sentences introduced. 2. Review of principle behind use of presumptive minimum sentences. 3. Increase in €13,000 threshold. 4. Repeal of prohibition on TR.	1. Instigate review of principle behind use of presumptive minimum sentences Q3 2015. <b>CLR</b>	✓	<u>Review of presumptive minimum sentences</u>  <b>E</b>  <u>Review of threshold</u>  <b>D</b>
				2. Above review to be completed and submitted to Minister Q3 2018. <b>CLR.</b>	X	<u>Repeal of prohibition on TR</u>  <b>D</b>
				3. Review of threshold for the application of presumptive minimum sentences Q1 2017. <b>CLR</b>  The Criminal Law (Sexual Offences) (Amendment) Bill 2018 passed all stages of the Oireachtas on 20 February, 2019 and is awaiting commencement.	✓	

	Recommendation	Party(ies) responsible	Measure of progress	Timeline and milestones	Implementation Status	
	<p>drugs, currently €13,000, possession of which triggers the presumptive minimum sentence of 10 years to a level commensurate with that sentence.</p> <p>The Review Group further recommends that the prohibition on temporary release for persons sentenced to the presumptive minimum sentence should be repealed.</p>			<p>4. Repeal of prohibition on TR to be considered as part of the consideration of Private Member's Parole Board Bill.</p>	X	
35	The Review Group recommends that when a court imposes a custodial sentence that court should where possible incorporate an incentive towards rehabilitation in the sentence.	<p>1. CP 2. CS 3. CLR</p>	<p>1. Assessment of sentencing trends/reasons for custodial decisions shows increase in incentives to rehabilitation.</p>	<p>1. Letter from the Minister to Chief Justice issued 11<sup>th</sup> August, 2015 requesting that the Chief Justice consider recommendations which relate to sentencing and the judiciary. <b>PPP</b></p> <p>2. Consideration of response from Chief Justice <i>to follow</i>. <b>CP</b></p> <p>3. General Scheme of Criminal Justice (Sentencing and Parole) Bill including broad principles of sentencing to be submitted to Government Q4 2016. <b>CLR</b></p> <p>Government agreed to focus on Private Members Bill and work in partnership with Deputy O'Callaghan to achieve this objective.</p> <p>Private Members' Bill has passed second stage. Parole Board Bill agreed at Committee stage on 24<sup>th</sup> May 2017. The Bill will proceed according to the timetable agreed by the Houses of the Oireachtas.</p> <p>4. Analysis of sentencing trends - <i>to follow</i>. <b>CIO</b></p>	<p>✓</p> <p>✓</p> <p>X</p> <p>X</p>	D
36	The Review Group is strongly of the view that	<p>1. CP 2. CS</p>	<p>1. Review sentencing information resource</p>	<p>1. Letter from the Minister to Chief Justice issued 11<sup>th</sup> August, 2015 requesting that the Chief Justice consider</p>	<p>✓</p>	

	Recommendation	Party(ies) responsible	Measure of progress	Timeline and milestones		Implementation Status
	the availability of information on sentencing and precedents needs to be improved. In this regard the Review Group supports the valuable work commenced by the Judiciary through the Irish Sentencing Committee. The Group also recommends that the Central Statistics Office, in consultation with the Courts Service and the Judiciary, be requested to produce information on sentencing outcomes with a view to providing public information and informing policy development.	<p>3. Irish Sentencing Committee steering group</p> <p><b>Next Steps:</b> Agencies to be consulted</p> <ul style="list-style-type: none"> <li>Central Statistics Office (CSO)</li> <li>Irish Sentencing Committee</li> </ul>	<p>with steering group and independent researchers.</p> <p>2. Review nature and structure of data collected and published.</p> <p>3. Information on sentencing outcomes available on a continuing basis.</p>	recommendations which relate to sentencing and the judiciary. <b>PPP</b>		<b>D</b>
				2. Reply from Chief Justice received 1 December 2015 conveying support of the Irish Sentencing Committee in principle for this recommendation. <b>PPP</b>	✓	
				3. Committee on Sentencing Information to go under Committee structure of Judicial Council Bill Q3 2017. <b>CP</b>	✓	
				4. Judicial Council Bill including sentencing information to be published Q2 2017. <b>CP</b>	✓	
				5. Judicial Council Bill enacted according to the timetable of the Houses of the Oireachtas. <b>CP</b>	X	
				6. Instigation of a review of sentencing information Q3 2017. <b>CP</b>	✓	
				7. CP to support scope of existing data holding through request to CS of existing data holdings – <i>to follow</i> . <b>CP</b> CS response: such a request is not in accordance with its statutory mandate.	✓	
				8. Redevelopment of sentencing information - <i>to follow</i> . <b>CP</b>	X	
				9. CIO to work with Data analysts to build an end model of the criminal justice system which will cover data drawn from all systems in the criminal justice group including prisoner data. <b>CIO</b>	X	
37	The Review Group recommends that a more structured approach be taken to sentencing. The Judiciary should take the lead role in this area. The Group welcomes the recent judgments of the Court of Criminal Appeal (DPP v Kieran Ryan)	1. <b>CP</b>	<p>1. Evidence of increased guidance given by the superior courts on sentencing.</p> <p>2. Research and analysis regarding sentencing examines and tracks consistency. Data regarding sentencing to be made readily available.</p>	1. Letter from the Minister to Chief Justice issued 11 <sup>th</sup> August, 2015 requesting that the Chief Justice consider recommendations which relate to sentencing and the judiciary. <b>PPP</b>	✓	
				2. Reply from Chief Justice received 1 December 2015. <b>PPP</b>	✓	

	Recommendation	Party(ies) responsible	Measure of progress	Timeline and milestones		Implementation Status
	which for the first time has given guidance on appropriate sentence ranges. The Group anticipates that this development, combined with the forthcoming introduction of a permanent Court of Appeal, will over time bring about much greater consistency in sentencing.			3. Committee on Sentencing Information to go under Committee structure of Judicial Council Bill Q3 2017. <b>CP</b>	✓	<b>E</b>
				4. Review of precedents issued by the Court of Appeal instigated <b>CP</b>	✓	
				5. Review of precedents not considered a priority when compared with the development of the Judicial Council Bill and its implementation. <b>CP</b>	✓	
38	The Review Group recommends that the main principles and purposes of sentencing as set out in the recommendations 1, 2 and 32 be set out in statute. Some members of the Group were of the view that the development of detailed principles and guidelines in the application of these principles was a matter primarily for the judiciary while others favoured more comprehensive and detailed legislation	1. <b>CLR</b> 2. <b>CP</b>	1. Principles and purposes of sentencing set out in statute. 2. Review 3 years after commencement of legislation.	1. General Scheme of Criminal Justice (Sentencing and Parole) Bill including broad principles of sentencing to be submitted to Government Q4 2016. <b>CLR</b>  Government agreed to focus on Private Members Bill and work in partnership with Deputy O'Callaghan to achieve this objective.  Private Members' Bill has passed second stage. Parole Board Bill agreed at Committee stage on 24 <sup>th</sup> May 2017. The Bill will proceed according to the timetable agreed by the Houses of the Oireachtas.	✓	<b>D</b>
				2. General Scheme to be submitted to Minister and Government Q3 2016. <b>CLR</b>	X	
				3. General Scheme to be submitted to Government to publish, to follow. <b>CLR</b>	X	

	Recommendation	Party(ies) responsible	Measure of progress	Timeline and milestones		Implementation Status
	<p>identifying for example relevant aggravating and mitigating factors to be considered in sentencing. The Group recommends that the approach favoured at this time should be reviewed after a period of three years.</p>			4. Pre-legislative scrutiny of Scheme <i>to follow</i> . <b>CLR</b>	<b>X</b>	
				5. OPC to draft Bill <i>to follow</i> . <b>CLR</b>	<b>X</b>	
				6. Government approval to publish Bill <i>to follow</i> . <b>CLR</b>	<b>X</b>	
				7. Publication of Bill <i>to follow</i> . <b>CLR</b>	<b>X</b>	
				8. Review of Act instigated – enactment plus 3 years <i>to follow</i> . <b>CLR</b>	<b>X</b>	



**Chapter 9 – Achieving Change**

	Recommendation	Party(ies) Responsible	Measure of progress	Timeline and milestones		Implementation Status
39	The Review Group recommends an increased focus on effective data management. The Department of Justice and the criminal justice agencies should develop a shared agreement outlining how data is to be collected, managed and published by all criminal justice agencies and access to this data should be provided to researchers, within appropriate limits.	<ol style="list-style-type: none"> <li>1. <b>PS</b></li> <li>2. <b>CP</b></li> <li>3. <b>IPS</b></li> <li>4. <b>PS</b></li> </ol> <p><b>Next Steps-</b> other agencies to be consulted:</p> <ul style="list-style-type: none"> <li>• CSO</li> <li>• Academic researchers</li> <li>• AGS</li> <li>• CS</li> <li>• IYJS</li> <li>• DPP</li> </ul>	<ol style="list-style-type: none"> <li>1. Inter-agency agreement on data collection, management sharing and publication.</li> <li>2. Consultation with CSO and researchers.</li> </ol>	1. Proposal paper brought to Management Board by V. Geiran on 7 <sup>th</sup> July and agreed. <b>PS</b>	✓	<b>B</b>
2. Meeting of agencies on data issues held October 2015. <b>PS</b>	✓					
3. Meeting with CSO and researchers takes place Q2 2016. <b>PS</b>	✓					
4. Proposals to go to Management Board Q1 2017 from CIO	✓					
5. DJE to meet with CSO regarding strengthening of data capability Q1 2017 <b>CIO</b>	✓					
6. Criminal Justice Strategic Committee established in 2015 to drive enhanced co-operation and reform across the criminal justice system. The Committee has met 5 times to date, most recently in April 2017. The Committee will continue meeting three to four times annually. <b>CD</b>	✓					
7. Agreement in principle completed to share data at 24 April 2017 meeting.	✓					
8. Department of Justice & Equality Data & Research Strategy agreed. <b>CIO</b>	✓					
9. Establishment of Inaugural Research Advisory Group July 2018 DJE	✓					
10. Appointment of Chief Information Officer and call for research proposals issued. Q4 2018 DJE	✓					
11. Implementation Plan year 1 of Depts Data & research Strategy. Q1 2019 CIO	✗					
12. Review of impact of agreement - <i>to follow</i> .	✗					

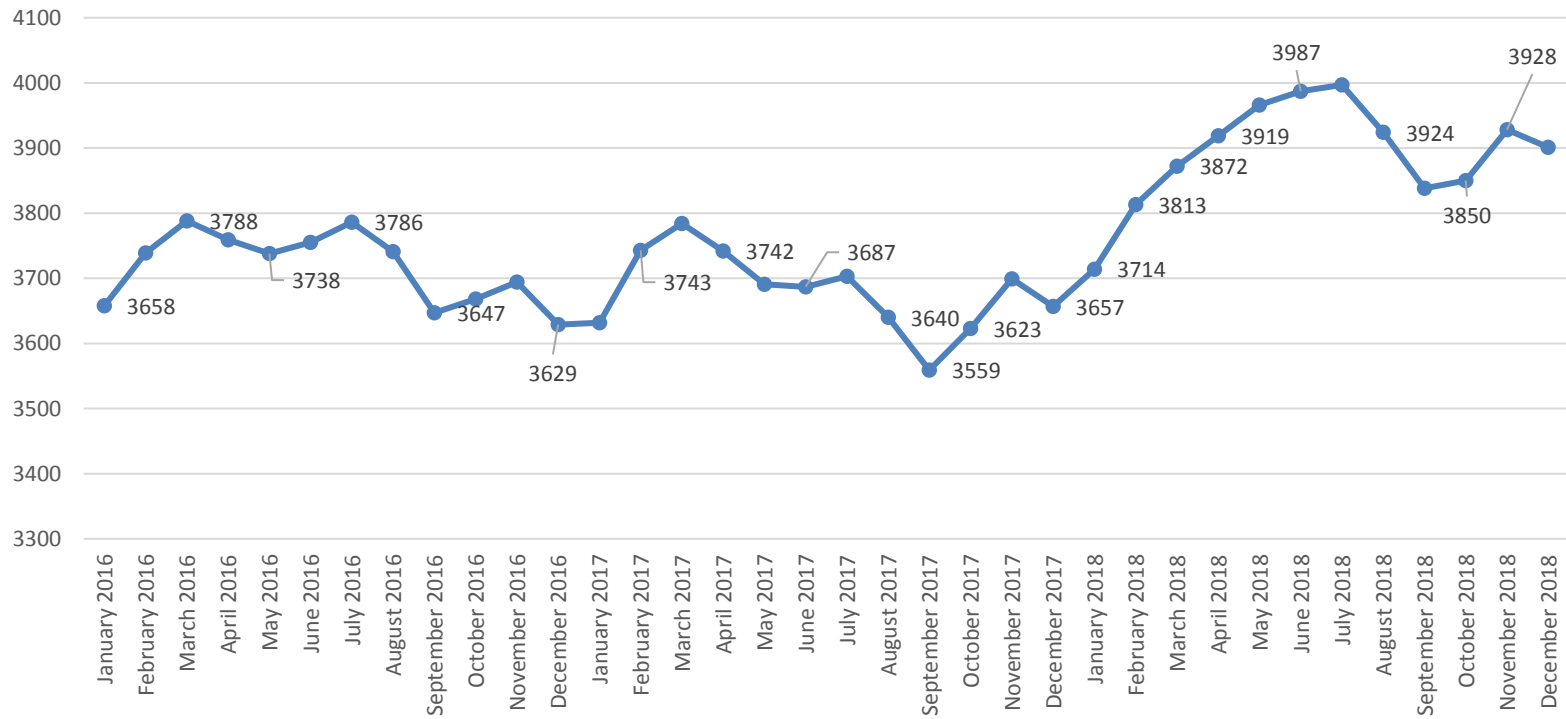


	Recommendation	Party(ies) Responsible	Measure of progress	Timeline and milestones		Implementation Status
				8. Presentation by CSO to Interagency Group on Penal Policy Research opportunities. Q3 2017 <b>PPP</b>	✓	
42	The Review Group recommends that the Minister for Justice and Equality establish a Consultative Council to advise on issues relating to penal policy. This Committee should consult with relevant partners – at Government, local authority and non-governmental level, as appropriate – on issues as they arise or are referred to them.	1. <b>PPP</b>	1. Decision reached on membership of Consultative Council.  2. Consultative Council established.	1. Paper on establishment of Consultative Council brought to Management Board July 2015. <b>PPP</b>	✓	<b>C</b>
				2. Submission subsequently prepared for the Acting Sec General and Minister on 8 <sup>th</sup> July 2015. Meeting held with Minister on 17 <sup>th</sup> July 2015 to discuss membership of the Consultative Council. To be resubmitted to Minister Q2 2017 <b>PPP</b>	✓	
				3. Paper drafted for the Minister regarding chair of the Council, Chair formally accepted appointment 3 Nov 2015. <b>PPP</b>	✓	
				4. Invitations to members to issue. Q2 2017 <b>PPP</b>	✓	
				5. First meeting of Consultative Council Q4 2018 <b>PPP</b>	X	
43	The Review Group recommends the Minister establish a mechanism to ensure the implementation of actions arising from this report which would report to the Minister on a six monthly basis on such implementation. These reports should be published.	1. <b>Implementation and Oversight Group (IOG)</b>	1. IOG underway. 2. Six monthly reports published.	1. First meeting of IOG held on 15 May 2015. <b>IOG</b>	✓	<b>B</b>
				2. Second meeting of IOG held 16 October 2015. <b>IOG</b>	✓	
				3. First report of IOG presented to Minister on 24 November 2015. <b>IOG</b>	✓	
				4. Second report of IOG presented to Minister May 2016. <b>IOG</b>	✓	
				5. First & Second Six monthly reports published. Q4 2016 <b>IOG</b>	✓	
				6. Third report published Q1 2017. <b>PPP</b>	✓	
				7. Publication Fourth report Q3 2017.	✓	

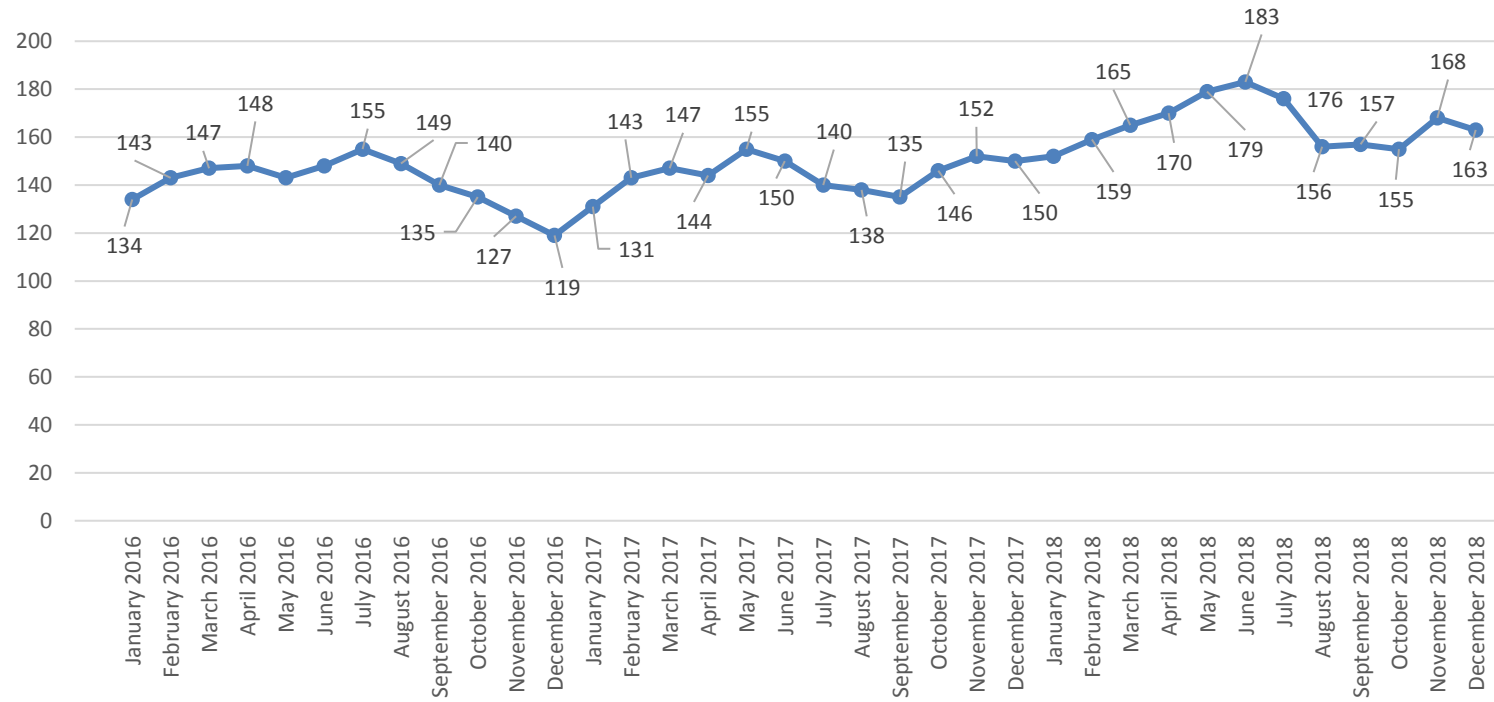
	Recommendation	Party(ies) Responsible	Measure of progress	Timeline and milestones		Implementation Status
				8. Publication Fifth report Q1 2018. <b>PPP</b>	✓	
				9. Publication Sixth report Q3 2018. <b>PPP</b>	X	
				10. Publication Seventh report Q1 2019 <b>PPP</b>	X	

## Appendix A - Irish Prison Service Statistics

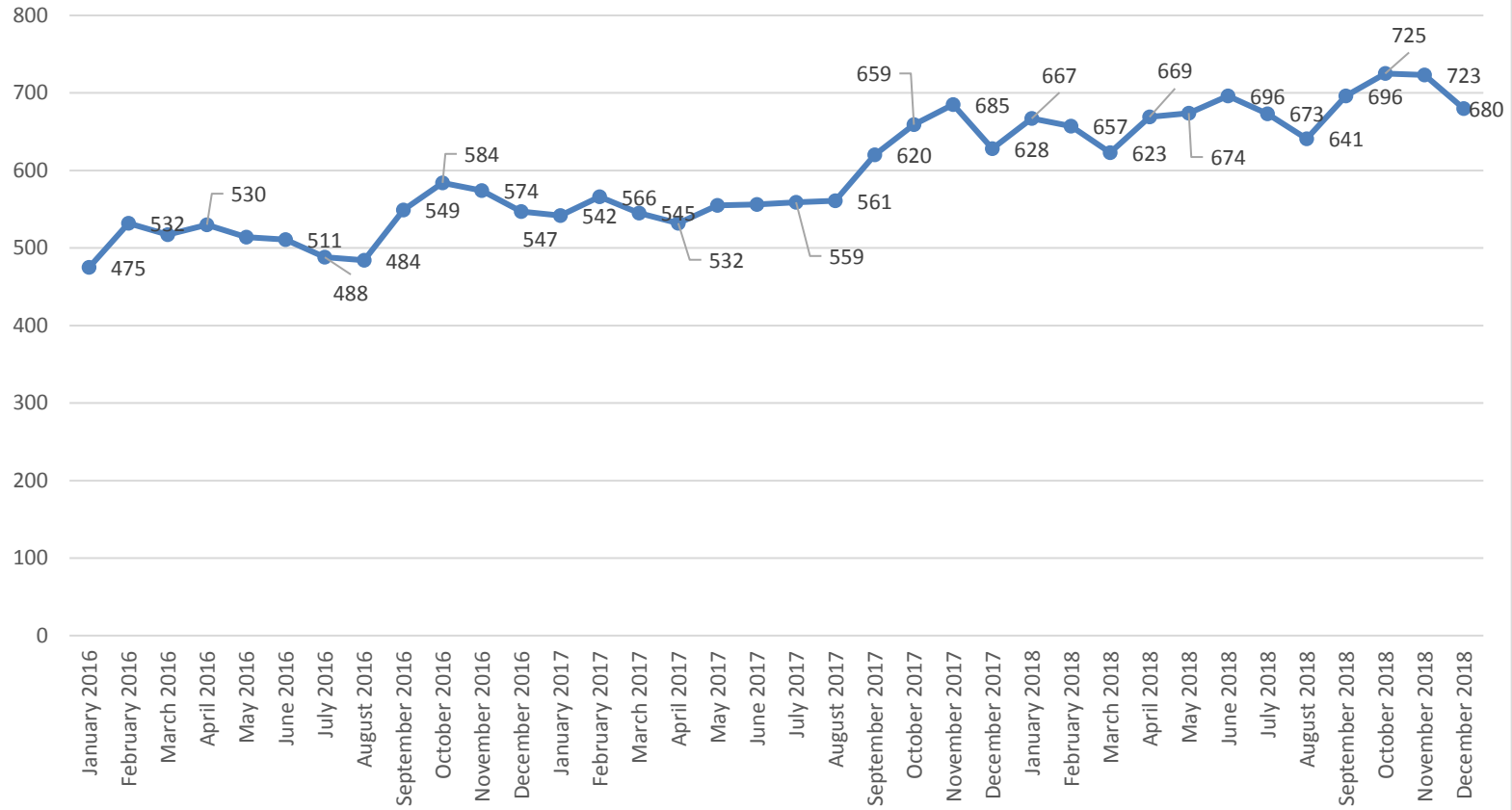
### Daily Average Numbers in custody Years 2016 to 2018



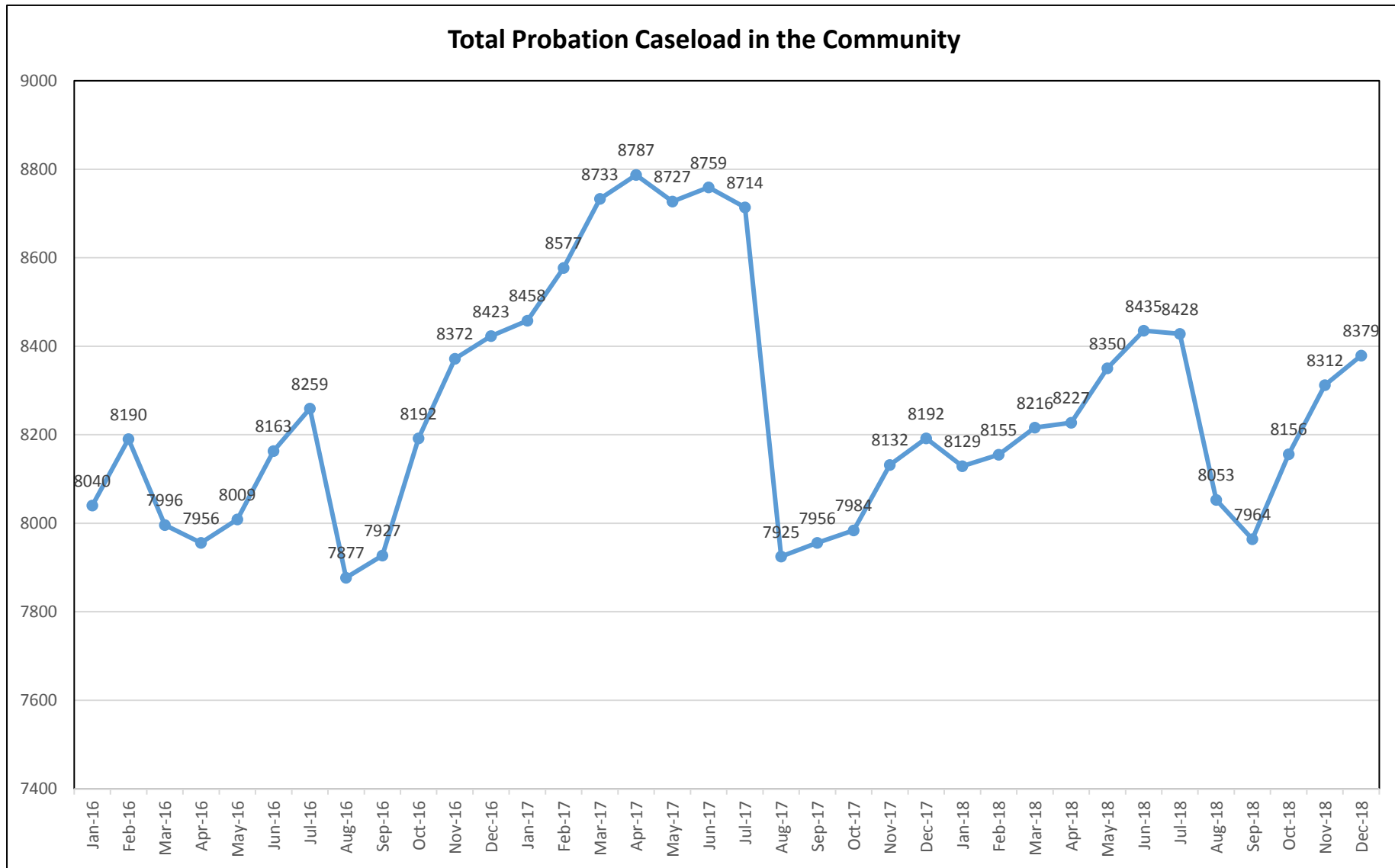
# Monthly Average of Females in custody Years 2016 to 2018



# Monthly Average on Trial and Remand only, 2016 to 2018



## Appendix B - Probation Service Statistics





### Females on Probation Caseload in the Community

