

# **Appropriation Account 2012**

Vote 21

**Prisons** 

### Introduction

As Accounting Officer for Vote 21, I am required each year to prepare the appropriation account for the Vote, and to submit the account to the Comptroller and Auditor General for audit.

In accordance with this requirement, I have prepared the attached account of the amount expended in the year ended 31 December 2012 for the salaries and expenses of the Prison Service, and other expenses in connection with prisons, including places of detention; for probation services and for payment of a grant-in-aid.

The expenditure outturn is compared with the sums granted by Dáil Éireann under the Appropriation Act 2012, including the amount that could be used as appropriations-in-aid of expenditure for the year.

The Statement of Accounting Policies and Principles and notes 1 to 6 form part of the account.

#### **Statement of Accounting Policies and Principles**

The standard accounting policies and principles for the production of appropriation accounts have been applied in the preparation of the account except for the following;

#### Land and Buildings

The Minister for Justice and Equality owns 14 prisons and places of detention, as well as property at Beladd Park and Thornton Hall.

Land was valued at open market value by the OPW valuation section during 2009. Land at Thornton Hall has been valued at purchase price.

The basis for valuing prison buildings – average replacement cost per cell – remains unchanged. Prisons land and buildings will be revalued every 5 years with the assistance of the OPW valuation section – the next planned revaluation is 2014. Buildings are not depreciated in the years between revaluations, on the basis that ongoing annual maintenance expenditure is sufficient to maintain their condition. With the exception of land and buildings, all other capital assets are depreciated on a straight line basis over their estimated useful life starting in the month placed in service.

#### Statement on Internal Financial Control

### Responsibility for System of Internal Financial Control

As Accounting Officer, I acknowledge my responsibility for ensuring that an effective system of internal financial control is maintained and operated by the Irish Prison Service.

This responsibility is exercised in the context of the resources available to me and my other obligations as Secretary General. Also, any system of internal financial control can provide only reasonable and not absolute assurance that assets are safeguarded, transactions authorised and properly recorded, and that material errors or irregularities are either prevented or would be detected in a timely manner. Maintaining the system of internal financial controls is a continuous process and the system and its effectiveness are kept under ongoing review.

#### Financial Control Environment

I confirm that a control environment containing the following elements is in place:

- financial responsibilities have been assigned at management level with corresponding accountability
- reporting arrangements have been established at all levels where responsibility for financial management has been assigned
- formal procedures have been established for reporting significant control failures and ensuring appropriate corrective action
- there is an Audit Committee to advise me in discharging my responsibilities for the internal financial control system.

#### Administrative Controls and Management Reporting

I confirm that a framework of administrative procedures and regular management reporting is in place including segregation of duties and a system of delegation and accountability and, in particular, that

- there is an appropriate budgeting system with an annual budget which is kept under review by senior management
- there are regular reviews by senior management of periodic and annual financial reports which indicate financial performance against forecasts
- a risk management system operates within the Prison Service
- there are systems aimed at ensuring the security of the ICT systems
- there are appropriate capital investment control guidelines and formal project management disciplines.

The Prisons Service is compliant with all relevant guidelines regarding procurement with the exception of ten contracts to a value of €959,300. These were included on the Circular 40/02 return. Two contracts to a value of €484,562 incurred delays due to the public service moratorium and required sanction from the Department of Public Expenditure and Reform. In the other eight cases, local tender arrangements were in place contrary to national procurement guidelines. The Prisons Service has already put contracted arrangements in place for a number of these supplies and is proactively taking steps to put tenders in place in 2013 for the remainder.

#### Internal Audit and Audit Committee

I confirm that the Department has an internal audit function with appropriately trained personnel, which operates in accordance with an approved written charter. Its work is informed by an analysis of the financial and management risks to which the Department is exposed. The annual internal audit plans are approved by the Audit Committee and take account of this analysis. These plans aim to cover the key controls on a rolling basis over a reasonable period. The internal audit function is reviewed periodically by the Audit Committee. I am satisfied that there are procedures in place to ensure that the reports of the internal audit function are followed up.

#### **Brian Purcell**

Accounting Officer
Department of Justice and Equality

# Comptroller and Auditor General Report for presentation to the Houses of the Oireachtas

#### Vote 21 Prisons

I have audited the appropriation account for Vote 21 Prisons for the year ended 31 December 2012 under section 3 of the Comptroller and Auditor General (Amendment) Act 1993. The account has been prepared in the form prescribed by the Minister for Public Expenditure and Reform, in accordance with standard accounting policies and principles for appropriation accounts.

#### Responsibility of the Accounting Officer

In accordance with Section 22 of the Exchequer and Audit Departments Act 1866, the Accounting Officer is required to prepare the appropriation account. By law, the account must be submitted to me by 31 March following the end of the year of account.

The Accounting Officer is also responsible for the safeguarding of public funds and property under his control, for the efficiency and economy of administration in the Prison Service and for the regularity and propriety of all transactions in the appropriation accounts.

#### Responsibility of the Comptroller and Auditor General

I am required under Section 3 of the Comptroller and Auditor General (Amendment) Act 1993 to audit the appropriation accounts of all Votes and to perform such tests as I consider appropriate for the purpose of the audit.

Upon completion of the audit of an appropriation account, I am obliged to provide a certificate stating whether, in my opinion, the account properly presents the receipts and expenditure related to the Vote. I am also required to refer to any material case in which

- a department or office has failed to apply expenditure recorded in the account for the purposes for which the appropriations made by the Oireachtas were intended, or
- transactions recorded in the account do not conform with the authority under which they purport to have been carried out.

Under Section 3 (10) of the Comptroller and Auditor General (Amendment) Act 1993, I am required to prepare a report each year on any matters that arise from the audits of the appropriation accounts or examinations of accounting controls.

# Scope of audit

An audit includes examination, on a test basis, of evidence relevant to the amounts and regularity of financial transactions included in the account and an assessment of whether the accounting provisions of Public Financial Procedures have been complied with.

The audit involves obtaining sufficient evidence to give reasonable assurance that the appropriation account is free from material misstatement, whether caused by fraud or other irregularity or error. I also seek to obtain evidence about the regularity of financial transactions in the course of the audit. In forming the audit opinion, the overall adequacy of the presentation of the information in the appropriation account is evaluated.

### Opinion on the appropriation account

In my opinion, the appropriation account properly presents the receipts and expenditure of Vote 21 Prisons for the year ended 31 December 2012.

I have obtained all the information and explanations I considered necessary for the purposes of my audit. In my opinion, proper books of account have been kept by the Prison Service. The appropriation account is in agreement with the books of account.

# Non-compliance with public procurement rules

The Accounting Officer has disclosed in the Statement on Internal Financial Control that there were material instances of non-compliance with national procurement rules occurred in respect of contracts that operated in the 2012.

# Seamus McCarthy

Comptroller and Auditor General

9 August 2013

**Vote 21 Prisons Appropriation Account 2012** 

			2012	2011
		Estimate provision	Outturn	Outturn
		€000	€000	€000
Pro	gramme Expenditure			
Α	Administration and provision of safe, secure, humane and rehabilitative custody for people who are sent to prison	336,163	334,573	348,415
	Gross expenditure	336,163	334,573	348,415
	Deduct			
В	Appropriations-in-aid	18,348	17,768	18,266
	Net expenditure	317,815	316,805	330,149

### Surplus for surrender

The surplus of the amount provided over the net amount applied is liable for surrender to the Exchequer.

	2012	2011
	€	€
Surplus to be surrendered	1,009,846	1,062,388

# Analysis of administration expenditure

		2012		2011	
		Estimate provision	Outturn	Outturn	
		€000	€000	€000	
i	Salaries, wages and allowances	239,705	237,807	242,728	
ii	Travel and subsistence	2,016	2,005	2,163	
iii	Training and development and incidental expenses	7,650	3,641	3,962	
iv	Postal and telecommunications services	3,000	2,752	2,814	
V	Office equipment and external IT services	4,980	5,234	4,368	
vi	Consultancy services and value for money and policy reviews	140	_	60	
		257,491	251,439	256,095	

# **Notes to the Appropriation Account**

# 1 Operating Cost Statement 2012

		2012	2011
	€000	€000	€000
Programme cost		83,134	92,320
Pay		237,807	242,728
Non pay		13,632	13,367
Gross expenditure	-	334,573	348,415
Deduct			
Appropriations-in-aid		17,768	18,266
Net expenditure	- -	316,805	330,149
Changes in capital assets			
Purchases cash	(3,977)		
Depreciation	3,921		
Disposals cash	13		
Profit on disposals	(12)	(55)	(389)
Changes in assets under development			
Cash payments		(21,422)	(32,165)
Changes in net current assets			
Decrease in closing accruals	(2,538)		
Decrease in stock	118		
		(2,420)	4,912
Direct expenditure	-	292,908	302,507
Expenditure borne elsewhere			
Net allied services expenditure (note 1.1)		39,560	41,193
Net programme cost	-	332,468	343,700

# 1.1 Net Allied Services Expenditure

The net allied services expenditure amount is made up of the following estimated amounts in relation to Vote 21 borne elsewhere.

	2012 €000	2011 €000
Vote 12 Superannuation and Retired Allowances	38,003	39,740
Vote 13 Office of Public Works	224	94
Vote 24 Justice and Equality - Financial Shared Services Centre	1,333	1,359
	39,560	41,193

# 2 Balance Sheet as at 31 December 2012

		2012		2011
	Note	€000	)	€000
Capital assets	2.3	822,329	)	773,068
Capital assets under development	2.4	2,655	5	30,439
		824,984	ļ	803,507
0				
Current assets	0 =	7.004		0.040
Bank and cash	2.5	7,231		9,616
Stocks	2.6	1,203		1,321
Prepayments		108	3	367
Accrued income		111		130
Other debit balances	2.7	1,006	6	1,490
Net liability from the Exchequer	2.9	61		(62)
Total current assets		9,720	)	12,862
Less current liabilities Accrued expenses		4,960	1	7,776
Other credit balances	2.8			•
	2.0	8,298		11,044
Total current liabilities		13,258	<u> </u>	18,820
Net current liabilities		(3,538)	)	(5,958)
Net assets		821,446		797,549
Represented by:				
State funding account	2.1	821,446	<u> </u>	797,549
2.1 State Funding Account	Note	2012	2011	
		€000	€000	
Balance at 1 January		797,549	769,907	
Funding drawn down	2.2	356,365	371,342	
Net programme cost	1	(332,468)	(343,700)	_
Balance at 31 December		821,446	797,549	=
0.0 5	Nata	2042	2011	
2.2 Funding drawn down	Note	2012	2011	
Disbursements from the Vote		€000	€000	
Estimate provision	Account	317,815	331,211	
Surplus to be surrendered	Account	(1,010)	(1,062)	
,	<del></del>	316,805	330,149	_
Expenditure (cash) borne elsewhere	1.1	39,560	41,193	
Total funding drawn down		356,365	371,342	_
<del>-</del>			•	=

# 2.3 Capital Assets

	Land and buildings	Office equipment	Furniture and fittings	Motor vehicles	Total
	€000	€000	€000	€000	€000
Gross assets					
Cost or valuation at 1 January 2012	763,631	68,372	775	8,717	841,495
Additions	51,362	1,518	66	237	53,183
Disposals	_	(442)	(11)	(508)	(961)
Cost or valuation at 31 December 2012	814,993	69,448	830	8,446	893,717
Accumulated depreciation					
Opening balance at 1 January 2012	_	61,331	607	6,489	68,427
Depreciation for the year	_	2,939	32	950	3,921
Depreciation on disposals	_	(441)	(11)	(508)	(960)
Cumulative depreciation at 31 December 2012	_	63,829	628	6,931	71,388
Net assets at 31 December 2012	814,993	5,619	202	1,515	822,329
Net assets at 31 December 2011	763,631	7,041	168	2,228	773,068

# 2.4 Capital Assets under Development

at 31 December	Construction	Contracts
	2012	2011
	€000	€000
Amounts brought forward at 1 January	30,439	15,690
Cash payments for the year	21,422	32,165
Transferred to asset register	(49,206)	(17,416)
Balance at 31 December	2,655	30,439
2.5 Bank and Cash	2012	2011
at 31 December	€000	€000
PMG balances and cash	7,399	10,265
Orders outstanding	(168)	(649)
	7,231	9,616
2.6 Stocks	2012	2011
at 31 December	€000	€000
Uniforms and clothing	1,044	1,058
Furniture and maintenance material	58	141
Food	_	17
Miscellaneous	101	105
	1,203	1,321

2.7 Other Debit Balances	2012	2011
at 31 December	€000	€000
Imprests	728	728
Other debit suspense items	278	762
	1,006	1,490
2.8 Other Credit Balances	2012	2011
at 31 December	€000	€000
Amounts due to the State		
Income Tax	3,979	5,682
Pay Related Social Insurance	1,608	2,276
Retention Tax	188	168
Value Added Tax	581	1,077
Construction Tax	3	1
Tax deducted from pension contribution refunds	1	8
Staff pension contributions	_	865
	6,360	10,077
Payroll deductions held in suspense	1,937	851
Other credit suspense items	1	116
·	8,298	11,044
•	·	
2.9 Net Liability from the	2012	2011
Exchequer		
at 31 December	€000	€000
Surplus to be surrendered	1,010	1,062
Exchequer grant undrawn	(1,071)	(1,000)
Net liability from the Exchequer	(61)	62
Represented by:		
Debtors		
Bank and cash	7,231	9,616
Debit balances: suspense	1,006	1,490
Debit balances, suspense		
Creditors	8,237	11,106
Due to State	(6,360)	(10,077)
Credit balances: suspense	(1,938)	(967)
2.2	(8,298)	(11,044)
	(0,200)	(11,044)
	(61)	62

2.10 Commitments	2012	2011
at 31 December	€000	€000
Total of legally enforceable commitments	4,807	795

# 2.11 Matured Liabilities

The estimate of matured liabilities not discharged at year end amounted to 6,231 (2011 – Nil).

# 3 Programme Expenditure by Subhead

		2012	2011	
	Estimate provision	Outturn	Outturn	
	€000	€000	€000	
Administration and provision of safe, secure custody for people who are sent to prison.	e, humane and reh	abilitative		
Administration – pay	239,705	237,807	242,728	
Administration - non pay	17,786	13,632	13,367	
Buildings and equipment	33,752	35,371	47,181	
Prison services, etc.	39,016	42,504	40,086	
Manufacturing department and farm	629	697	715	
Probation service - services to offenders	_	_	_	
Educational services	1,265	1,234	1,240	
Prison Officers' Medical Aid Society (grant-in-aid)	_	_	_	
Compensation	3,260	3,270	2,869	
Social disadvantage measures (Dormant Accounts fund)	750	58	229	
_	336,163	334,573	348,415	
	custody for people who are sent to prison.  Administration – pay  Administration - non pay  Buildings and equipment  Prison services, etc.  Manufacturing department and farm  Probation service - services to offenders  Educational services  Prison Officers' Medical Aid Society (grantin-aid)  Compensation  Social disadvantage measures (Dormant	Administration and provision of safe, secure, humane and reficustody for people who are sent to prison.  Administration – pay 239,705  Administration – non pay 17,786  Buildings and equipment 33,752  Prison services, etc. 39,016  Manufacturing department and farm 629  Probation service - services to offenders — Educational services 1,265  Prison Officers' Medical Aid Society (grantin-aid)  Compensation 3,260  Social disadvantage measures (Dormant Accounts fund)	Estimate provisionOutturn provision€000€000Administration and provision of safe, secure, humane and rehabilitative custody for people who are sent to prison.Administration – pay239,705237,807Administration - non pay17,78613,632Buildings and equipment33,75235,371Prison services, etc.39,01642,504Manufacturing department and farm629697Probation service - services to offenders——Educational services1,2651,234Prison Officers' Medical Aid Society (grantin-aid)——Compensation3,2603,270Social disadvantage measures (Dormant Accounts fund)75058	

# Significant variations

Overall, the gross expenditure in relation to the Programme was €1,590,000 lower than provided. The significant variations were as follows:

Description	Less/ (more than provide €000	•
Prison services, etc.	(3,488)	The additional requirement is in respect of the increased prison running costs, including utilities such as heating, electricity and water charges and waste disposal costs: the cost of prisoner meals, prisoner healthcare costs, prisons cleaning and laundry services. €2.3 million of the additional requirement relates directly to prisoner health care costs, which is mainly attributable to increased agency costs because of the delay in the recruitment of medical personnel due to the moratorium on recruitment. Other external factors such as international gas prices and exchange rates impact directly on the additional cost of utilities (€0.7million).
Social disadvantage measures (Dormant Accounts fund)	692	Disbursements under the Dormant Accounts Fund are administered by Pobal. The timing of expenditure is difficult to anticipate as it is dependent on the rate of progress in funded projects.

# 4 Receipts

4.1	Appropriations-in-aid		2012	2011
		Estimated	Realised	Realised
		€000	€000	€000
1.	Receipts from manufacturing department and farm (including produce used in prisons)	905	1,093	1,028
2.	European Social Fund	5	_	_
3.	Proceeds from the sale of prison property	_	_	_
4.	Miscellaneous	519	381	405
5.	Dormant account receipts	750	58	229
6.	Receipts from pension - related deduction on public service remuneration	16,169	16,236	16,604
	Total	18,348	17,768	18,266
	·			

# **Explanation of significant variations**

An explanation is provided below in the case of each heading where the outturn varied from the amount estimated by more than €100,000, and by more than 5%

Description	Less/(more) than provided €000	Explanation
Receipts from manufacturing department and farm (including produce used in prisons)	(188)	Receipts from prison manufacturing activities are difficult to quantify in advance.
Miscellaneous	138	By its nature, it is difficult to predict what level of receipts will be received under this category.
Dormant account receipts	692	Receipts from the Dormant Accounts Fund are linked to expenditure under Subhead A.10. Because projects did not proceed as planned, higher receipts could not be drawn.

# **5 Employee Numbers and Pay**

2012	2011
3,433	3,489
2012	2011
€000	€000
139,644	142,364
722	653
48,822	49,680
33,436	35,415
15,183	14,616
237,807	242,728
	3,433  2012 €000  139,644  722  48,822  33,436  15,183

### 5.1 Allowances and Overtime Payments

	Number of recipients	Recipients of €10,000 or more	Maximum individual payment 2012 €	Maximum individual payment 2011 €
Higher, special or additional duties	163	14	16,229	12,565
Extra attendance and overtime	3,267	1,815	26,230	29,870
Shift and roster allowances	3,039	500	17,329	26,205
Miscellaneous	3,395	457	15,915	17,279

Certain individuals received extra remuneration in more than one category.

# **5.2 Other Remuneration Arrangements**

A total of €16,465 was paid to 13 retired civil servants in receipt of civil service pensions, ranging from €151 to €5,776, who were re-employed on various duties during 2012. A total of €5,400 was paid to 9 retired members of An Garda Síochána, who were re-employed on specific duties during 2012.

# 6 Miscellaneous

### 6.1 Prison Population

The estimated daily average number of prisoners in 2012 was 4,320 (4,390 in 2011).

### 6.2 Compensation and Legal Costs

Legal costs paid during the year are as follows	2012 €000	2011 €000
Legal fees	_	_
Compensation costs	3,267	2,862
	3,267	2,862

The account includes expenditure in relation to compensation and legal costs made to prisoners, staff and members of the public. The table below shows a breakdown of these costs.

				2012	2011
_	Number of cases	Compensation awarded	Legal costs awarded	Total	Total
		€000	€000	€000	€000
Claims by prison staff					
Civil claims by prison staff for injuries received while on duty and other issues involving prison staff	145	275	501	776	818
Claims through the Criminal Injuries Compensation Tribunal arising out of injuries received by prison staff	74	1,687	_	1,687	999
Claims by prisoners					
Claims taken by prisoners arising out of injuries and other actions involving prisoners	253	271	452	723	818
Claims by members of the public					
Claims taken by civilians	31	32	49	81	227
	_	2,265	1,002	3,267	2,862

At 31 December 2012, the State Claims Agency recorded 565 claims as outstanding. There were also seven cases outstanding, where awards were made and accepted, in relation to the Criminal Injuries Compensation Tribunal.

# 6.3 Prisoner Funeral Expenses

### 6.4 Prisoner Assist Programme Fund

In the course of carrying out its statutory function, the Prison Service and its agents operate certain bank accounts. These accounts are accounted for separately and do not form part of this Account as they do not relate to voted funds.

#### 6.5 Settlement with Revenue Commissioners

A payment totalling €353,678 in respect of a legacy liability covering taxes applicable to plain clothes allowances and expense payments for temporary transfers made to prison service staff was made to the Revenue Commissioners in 2012. The payment included interest of €42,670 and penalties of €14,498.

#### 6.6 Write-offs

As part of a reconciliation of suspense accounts, a number of legacy balances amounting to €105,094 were written off as unrecoverable in 2012. Two of the balances exceeded €10,000 and in total amounted to €21,640. Both cases related to Income Tax and PRSI transactions with the Revenue Commissioners and the Department of Social Protection respectively, which could not be recovered due to the time period which elapsed since they arose.

# **Appendix**

# Abstract Statement of the Manufacturing Accounts of the Prisons for the year ended 31 December 2012

	Agriculture	Other industries	Total 31 December 2012	Total 31 December 2011
	€000	€000	€000	€000
Stock on hand at 1 January 2012	7	258	265	245
Purchases	70	634	704	726
Profit	2	434	436	318
	79	1,326	1,405	1,289
Sales	72	1,020	1,092	1,024
Stock on hand at 31 December 2012 <sup>1</sup>	7	306	313	265
	79	1,326	1,405	1,289

<sup>&</sup>lt;sup>1</sup> The stock on hand at 31 December 2012 comprises materials and manufactured goods totalling €165,984 and tools and manufacturing equipment totalling €147,534.

### **Reconciliation with Appropriation Account**

	2012 €000	2011 €000
		200
Amount due in respect of purchases as at 1 January	12	1
Purchases during year ended 31 December	704	726
	716	727
Amount due in respect of purchases as at 31 December	(19)	(12)
Expenditure from subhead A.5 as per Appropriation Account	697	715
	2012	2011
	€000	€000
Amount due in respect of sales as at 1 January	4	8
Sales during year ended 31 December	1,092	1,024
	1,096	1,032
Amount due in respect of sales as at 31 December	(3)	(4)
Receipts under subhead Note 4.1 (1) as per Appropriation	1,093	1,028

# **Brian Purcell**

Accounting Officer
Department of Justice and Equality
28 March 2013