

# **CHAPTER 8**

## **Correctional Services Department**

**Rehabilitation services  
provided by the  
Correctional Services Department**

**Audit Commission  
Hong Kong  
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*This audit review was carried out under a set of guidelines tabled in the Provisional Legislative Council by the Chairman of the Public Accounts Committee on 11 February 1998. The guidelines were agreed between the Public Accounts Committee and the Director of Audit and accepted by the Government of the Hong Kong Special Administrative Region.*

Report No. 64 of the Director of Audit contains 8 Chapters which are available on our website at <http://www.aud.gov.hk>

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# REHABILITATION SERVICES PROVIDED BY THE CORRECTIONAL SERVICES DEPARTMENT

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# **REHABILITATION SERVICES PROVIDED BY THE CORRECTIONAL SERVICES DEPARTMENT**

## **Executive Summary**

1. The mission of the Correctional Services Department (CSD) is to protect the public and reduce crime by providing a secure, safe and humane environment for persons in custody (PICs) and opportunities for their rehabilitation. Under its re-integration programme, the CSD's Rehabilitation Division with an estimated expenditure of \$907 million in 2014-15 provides rehabilitation services to persons detained in 25 correctional institutions (including counselling, vocational training, and aftercare and support services). According to the CSD's research, an average of 10% reduction in re-offending can be expected from proper implementation of rehabilitative programmes. The Audit Commission (Audit) has recently conducted a review of the provision of rehabilitation services with a view to identifying room for improvement.

### **Counselling and psychological services**

2. *Provision of matching rehabilitative programmes.* Since October 2006, the CSD has implemented the Risks and Needs Assessment and Management Protocol for Offenders (the Protocol) to assess re-offending risks and rehabilitative needs of eligible PICs and provide rehabilitative programmes to serve their needs (matching programmes). Rehabilitative needs of eligible PICs are categorised under seven areas that cover Family/Marital, Employment, Community Functioning, Associates, Personal/Emotional, Criminal Attitude and Drug Abuse need-domains. Enrolment into the matching programmes is voluntary. Resources are prioritised for PICs with higher re-offending risks and greater rehabilitative needs under the Protocol with a view to delivering the rehabilitative programmes in a more targeted and effective manner. In 2014, of some 11,300 persons admitted to correctional institutions, the CSD carried out assessments for some 3,300 PICs but not for the remaining 8,000 PICs (who were not targeted by the CSD, being either non-locals or admitted for less than the specified durations). According to the CSD, it aimed

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to serve at least one of the identified needs for PICs and cover 80% of the target PICs every year. Audit analysis of PICs' rehabilitative needs served by the CSD has revealed that there is scope to serve more identified needs:

- (a) regarding matching programmes provided by the Rehabilitation Section during the period January 2013 to September 2014, 38% of 6,223 needs identified for 1,939 PICs in the four non-drug related need-domains (i.e. Family/Marital, Employment, Community Functioning and Associates need-domains) were served. On average, 1.2 of the 3.2 needs identified per PIC were served while 2 needs identified per PIC remained unserved. In the Drug Abuse need-domain, 44% of 1,488 PICs' needs were served (based on a social work approach);
- (b) regarding matching programmes provided by the Psychological Services Sections in the remaining three need-domains (i.e. Personal/Emotional, Criminal Attitude and Drug Abuse need-domains):
  - (i) for young PICs (aged 14 to less than 21 or 25 for the Detention Centre) detained in correctional institutions other than the Drug Addiction Treatment Centres, 52% of their needs in the Personal/Emotional and Criminal Attitude domains and 57% of the needs in the Drug Abuse domain were served (based on a therapeutic approach) in 2014; and
  - (ii) for adult PICs (aged 21 or above) detained in Prisons and the Psychiatric Centre, apart from serving most of the needs of three types of PICs (violent, sex and female PICs having emotional and interpersonal problems), no matching programmes were provided to 346 eligible PICs with needs in the Personal/Emotional domain and 377 eligible PICs with needs in the Criminal Attitude domain during the period January 2013 to September 2014; and
- (c) the CSD operates three Drug Addiction Treatment Centres for the rehabilitation of drug inmates. In 2014, 1,041 persons were admitted to and 1,100 inmates were discharged from these three Centres. Audit noted that no matching programmes in the Personal/Emotional and Criminal Attitude need-domains were provided for 960 drug inmates during the period January 2013 to September 2014. A Psychological Services Section provides three levels of matching programmes (responsivity enhancement, abstinence maintenance, and intensive treatment) in the Drug Abuse need-domain in the three Centres to motivate behavioural



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changes. Audit noted that although 851 inmates were provided with the first of the three-level matching programmes in 2014, only 124 (15%) were further provided with intensive level programmes for their identified needs in the Drug Abuse need-domain (paras. 2.2 to 2.5 and 2.7 to 2.10).

3. The CSD's evaluation of the matching programmes in 2011 revealed that re-offending was less common among participants of matching programmes. To better serve PICs' rehabilitative needs, the CSD needs to review the provision of the matching programmes under the Protocol. Audit also noted that similar evaluation of the matching programmes had not been carried out since 2011 due to insufficient number of non-participating PICs to form a control group for carrying out comparative analysis with the participants. The CSD needs to explore other ways to evaluate the effectiveness of the matching programmes (paras. 2.11, 2.13 and 2.14).

### Vocational training and industries

4. *Provision of vocational training.* The CSD provides compulsory vocational training to young PICs and voluntary vocational training to adult PICs. In 2014-15, some 100 training courses (costing \$13 million) were provided. Audit found that there was room for improvement in documenting the planning of training courses and the assignment of courses to young PICs (paras. 3.3, 3.6 and 3.7).

5. *Management of industries.* To fulfil the statutory requirement of engaging PICs in useful work and as part of rehabilitation, the CSD's Industries Units operate 13 trades to supply goods and services to the public sector. In an audit review conducted in 1998, Audit found that most of the trades operated by the then Correctional Services Industries persistently showed negative net contributions (i.e. production cost exceeding commercial value). Audit made recommendations to address the issues. However, the current audit review revealed that the negative net contribution problem found in the 1998 Audit Review persisted. The Operating Statements prepared by the CSD for these trades showed overall negative net contributions in the past three years, increasing from \$5.8 million in 2011-12 to \$15.8 million in 2013-14. According to the CSD, the decrease in penal population and the engagement of more PICs in vocational training had affected the financial performance. In Audit's view, the CSD needs to conduct a strategic review on the trade mix to explore the feasibility of introducing new trades that can replace the less cost-effective ones (paras. 3.16, 3.20 to 3.24).

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### Post-release supervision and community support

6. *Need to enhance counselling services for supervisees.* The CSD provides statutory supervision to persons discharged from the Drug Addiction Treatment Centres for one year after discharge. According to CSD records, many supervisees recalled to the Centres during the supervision period were due to their relapse to drug abuse. There is a need for the CSD to consider the feasibility of further enhancing the provision of counselling services to its supervisees (paras. 4.2, 4.7 and 4.8).

7. *Need to enhance pre-release employment support services.* The CSD provides pre-release employment services for PICs before their discharge from correctional institutions. Job vacancy information from potential employers is regularly disseminated to PICs (e.g. through notice boards and during courses). Audit noted that, for some 12,000 persons discharged in 2014, 284 job applications were received through such services. However, for the one-day video-conferencing job fair held in September 2014, 599 job applications were received. The CSD should enhance promotional efforts for the pre-release employment services and consider organising more job fairs regularly (paras. 4.15 and 4.17).

### Way forward

8. The CSD compiles success rates (measured by the percentages of the supervisees who have completed their statutory supervision periods without reconviction, and also without relapse to drug abuse in case of persons discharged from the Drug Addiction Treatment Centres) to monitor the effectiveness of its re-integration programme. Besides, it compiles recidivism rates (measured by percentages of re-admission of all local persons who have been under the CSD custody to correctional institutions within two years after discharge) to provide feedback for programme monitoring and evaluation. Audit noted that persons discharged from the Drug Addiction Treatment Centres had lower success rates and higher recidivism rates than those of discharged persons from other types of correctional institutions. The CSD needs to conduct a review of its rehabilitation services for persons detained in the Centres (paras. 1.11 and 5.3 to 5.5).

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9. While the CSD regularly reported the success rates in its Controlling Officer's Reports, it only disclosed the recidivism rates upon request. As the reported success rates cover discharged persons subject to supervision (i.e. only accounting for 18% of all discharged persons in 2014), the CSD needs to consider proactive disclosure of the recidivism rates which have a wider coverage (i.e. all discharged persons except non-locals) (paras. 5.3, 5.6 and 5.7).

### **Audit recommendations**

10. **Audit recommendations are made in the respective sections of this Audit Report. Only the key ones are highlighted in this Executive Summary. Audit has *recommended* that the Commissioner of Correctional Services should:**

#### *Counselling and psychological services*

- (a) **review the provision of the matching programmes under the Protocol and explore ways to evaluate the effectiveness of the Protocol regularly (para. 2.19(a) and (b));**

#### *Vocational training and industries*

- (b) **improve the documentation of the planning of the vocational training courses and the assignment of such courses to young PICs (para. 3.14(a));**
- (c) **conduct a strategic review on the trade mix of the Industries Units (para. 3.29(a));**

#### *Post-release supervision and community support*

- (d) **consider the feasibility of further enhancing the provision of counselling services for CSD supervisees (para. 4.18(a));**
- (e) **enhance promotional efforts for the pre-release employment services and consider organising more job fairs regularly (para. 4.18(c) and (d));**

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### *Way forward*

- (f) **conduct a review of rehabilitation services provided to drug inmates, taking into account the audit findings in this Audit Report (para. 5.8(a)); and**
- (g) **consider proactive disclosure of the recidivism rates (para. 5.8(b)).**

### **Response from the Government**

11. The Secretary for Security welcomes and the Commissioner of Correctional Services agrees in principle with the audit recommendations.

## **PART 1: INTRODUCTION**

1.1 This PART describes the background to the audit and outlines the audit objectives and scope.

### ***Background***

1.2 The mission of the Correctional Services Department (CSD) is to protect the public and reduce crime by providing a secure, safe and humane environment for persons in custody (PICs) and opportunities for their rehabilitation. Over the years, the CSD has developed a correctional system which places increasing emphasis on correction and rehabilitation of PICs. According to its Controlling Officer's Report (COR), the CSD operates two programmes, namely prison management and re-integration. Of the estimated expenditure of \$3,367 million in 2014-15 under the General Revenue Account, \$2,460 million (73%) was allocated to the prison management programme and \$907 million (27%) to the re-integration programme.

1.3 As at 31 December 2014, the CSD managed 30 correctional facilities, comprising 25 correctional institutions for various types of PICs (see Appendix A), three half-way houses (Note 1) and two custodial wards (Note 2). The average occupancy rate of correctional institutions was 77%. Generally speaking, the penal population in correctional institutions has been declining in the past five years. In 2014, the total number of admission to correctional institutions was 11,301 and that of discharge was 11,844. Figure 1 shows the CSD's staff establishment as stated in the CORs, the average daily number of PICs and the number of supervisees under CSD's supervision (Note 3) for the period 2010 to 2014.

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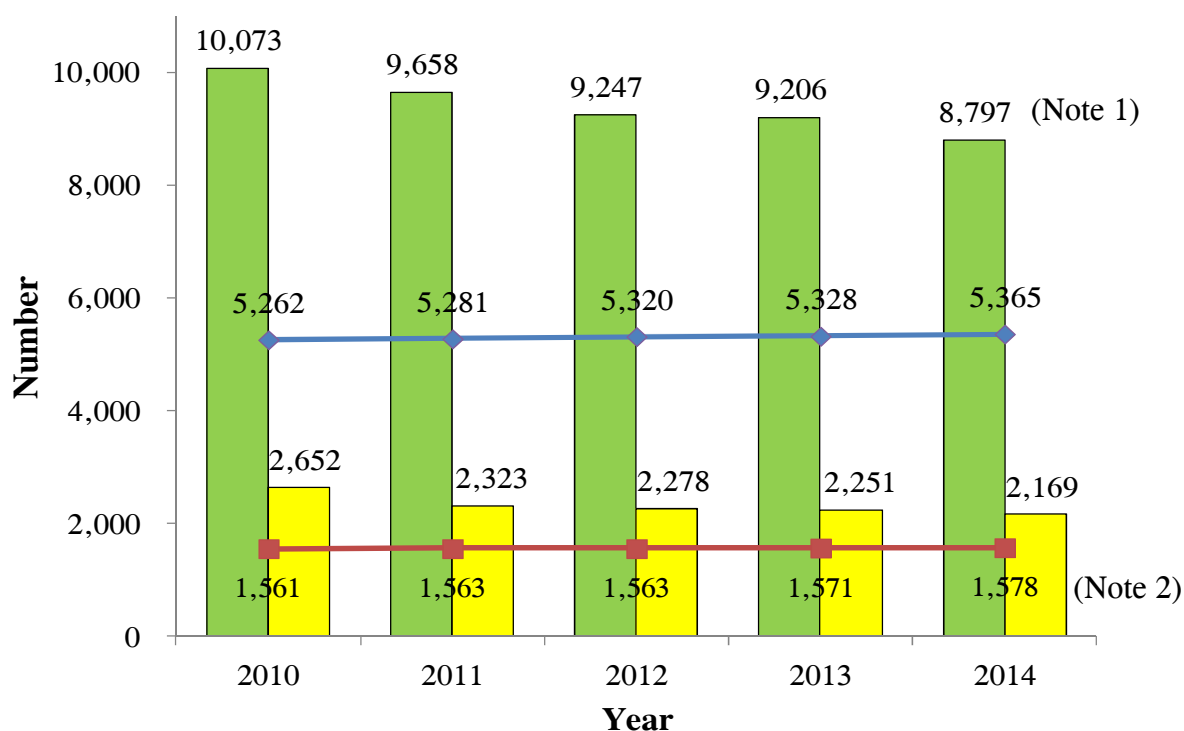
**Note 1:** *A person who is under supervision after discharge from a correctional institution may reside in a half-way house. Group counselling services are provided to residents to assist their re-integration into society.*

**Note 2:** *They are located at public hospitals for PICs who are suffering from illness and referred by Medical Officers of various correctional institutions.*

**Note 3:** *The CSD provides statutory supervision to persons discharged under various Ordinances (see para. 1.6).*

Figure 1

CSD's staff establishment,  
average daily number of PICs and number of supervisees  
(2010 to 2014)



- Legend:
- ◆ Staff establishment (for prison management programme)
  - Staff establishment (for re-integration programme)
  - Average daily number of PICs
  - Number of supervisees as at 31 December of the relevant years

Source: CSD records

Note 1: Of these PICs, about 90% were adults aged 21 and over, and 10% were young persons aged 14 to less than 21.

Note 2: The establishment of 1,578 staff for the re-integration programme comprised staff of the Operations Division responsible for maintaining order and control, and providing custodial care of PICs in the Drug Addiction Treatment Centres, the Rehabilitation Centres, the Training Centre and the Detention Centre, and staff of the Rehabilitation Division. Only the staff of the Rehabilitation Division are responsible for implementing the re-integration programme (see para. 1.9). As at December 2014, the Rehabilitation Division had 744 staff (47% of the staff establishment for the re-integration programme).

*Correctional institutions*

1.4 A person may be sentenced to Prison by the Court if he is convicted of an offence punishable by imprisonment. However, if the Court is satisfied that, having regard to his age, character and previous conduct, it is in his and the public interest that he should undergo a period of training or rehabilitation, the Court may, after considering reports prepared by the CSD (Note 4) and the Social Welfare Department (SWD), pass a sentence of detention in a Drug Addiction Treatment Centre, a Rehabilitation Centre, a Training Centre or a Detention Centre under the pertinent Ordinances. For PICs detained in these Centres, the Commissioner of Correctional Services appoints a Board of Review (Note 5) under the relevant Ordinances to review the progress of such persons on a regular basis and make recommendations for his determination of their discharge.

1.5 A brief description of the 25 correctional institutions is as follows:

- (a) ***Prisons.*** The CSD operates 15 Prisons (12 for imprisonment of adult PICs and 3 for young PICs) under the Prisons Ordinance (Cap. 234). As required by the Prison Rules (Cap. 234A), adult prisoners need to engage in useful work six days a week but not more than 10 hours a day. The work programme aims to engage them in meaningful work, and help them build up good working habit and acquire vocational skills. Young persons have to participate in a programme with half-day education and half-day vocational training;
- (b) ***Drug Addiction Treatment Centres.*** A drug addict found guilty of an offence punishable by imprisonment may be sent to one of the three Drug Addiction Treatment Centres (hereinafter referred to as drug inmate) under the Drug Addiction Treatment Centres Ordinance (Cap. 244). Therapeutic programmes including work therapy, individual counselling and group counselling are provided to help him get rid of drug dependence and correct his criminal behaviour. The treatment and rehabilitation programmes last from 2 to 12 months;

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**Note 4:** *The CSD takes into account various factors in compiling the report, such as family composition, previous conviction records, criminal background, and employment, medical and drug addiction history.*

**Note 5:** *The composition of the Board varies among Ordinances. It mainly consists of senior staff of the CSD, officer-in-charge of the Centres and public officers selected by the Commissioner of Correctional Services.*

## Introduction

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- (c) **Rehabilitation Centres.** The CSD operates four Rehabilitation Centres under the Rehabilitation Centres Ordinance (Cap. 567) for young offenders (aged 14 to less than 21). The centre programmes comprise two phases. Phase 1 places an emphasis on disciplinary training where a PIC attends half-day vocational training and half-day educational or counselling programmes. Phase 2 involves a community integration programme, under which an offender resides at a Rehabilitation Centre with a half-way house setting, and he is permitted to go out to work, attend training and educational courses, or perform community services. The detention period ranges from 3 to 9 months;
- (d) **Training Centre.** The CSD operates one Training Centre under the Training Centres Ordinance (Cap. 280) for young offenders (aged 14 to less than 21). Individualised programmes are provided to offenders, taking into consideration their behaviour and progress in providing the necessary correctional interventions. The detention period ranges from 6 to 36 months;
- (e) **Detention Centre.** The CSD operates one Detention Centre under the Detention Centres Ordinance (Cap. 239). The centre programmes emphasise strict discipline, hard work and physical training in order to instill in detainees a respect for the law. Young offenders (aged 14 to less than 21) may be detained for 1 to 6 months and young adults (aged 21 to less than 25) for 3 to 12 months; and
- (f) **Psychiatric Centre.** Persons sentenced under the Mental Health Ordinance (Cap. 136) and PICs requiring psychiatric observation, treatment, assessment or special psychological care are detained in the Centre.

### ***Post-release supervision***

1.6 Under the four relevant Ordinances, persons discharged from the Drug Addiction Treatment Centres, the Rehabilitation Centres and the Detention Centre are required to undergo a supervision period of one year after discharge, while those discharged from the Training Centre are required to undergo a supervision period of three years after discharge (see para. 1.5(b) to (e)). In addition, there are six other Supervision Schemes with different supervision periods and conditions provided under other Ordinances for persons discharged from Prisons (see Appendix B for



details). The CSD is required to provide statutory supervision to persons discharged (i.e. supervisees) from the four types of correctional institutions and those under the six Supervision Schemes (hereinafter referred to as the ten Supervision Schemes):

Ten Supervision Schemes:

- Drug Addiction Treatment Centre
- Rehabilitation Centre
- Training Centre
- Detention Centre
- Post-Release Supervision of Prisoners Scheme
- Young Persons in Custody under Prison Programme
- Pre-release Employment Scheme
- Release Under Supervision Scheme
- Conditional Release Scheme
- Supervision After Release Scheme

1.7 During the supervision period, CSD officers will meet with the supervisees and visit their places of residence or workplaces on a regular basis in order to render them close supervision and counselling services. As at 31 December 2014, 2,169 supervisees were under CSD statutory supervision.

### ***Re-integration programme***

1.8 In view of the growing importance of the correction and rehabilitation of PICs, the CSD established the Rehabilitation Division in 1998 for better coordination of rehabilitation policies and development under the re-integration programme (see para. 1.2), aiming to facilitate re-integration of rehabilitated persons into the community as law-abiding citizens after release. An organisation chart of the Rehabilitation Division is shown at Appendix C. According to the CSD's research, correctional interventions can lead to significant reductions in re-offending, and an average of 10% reduction in re-offending can be expected from proper implementation of rehabilitative programmes.

## **Introduction**

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1.9 According to the CSD's COR, the Rehabilitation Division responsible for the re-integration programme mainly provides:

- (a) welfare, assessment, individual and group counselling services to PICs during their periods of detention or imprisonment;
- (b) counselling services to PICs with emotional and behaviour problems and structured psychological treatment programmes for those in need;
- (c) education and vocational training to young PICs, except those detained in the Detention Centre (Note 6);
- (d) opportunities for adult PICs to engage in useful work and voluntary vocational training;
- (e) aftercare and support services to discharged persons during the supervision period (see paras. 1.6 and 1.7); and
- (f) education, publicity and public involvement services to solicit community support for rehabilitated persons.

In March 2009, the Security Bureau reported to the Legislative Council (LegCo) Panel on Security that the rehabilitation services provided by the CSD under the re-integration programme were contributory to rehabilitated persons' successful re-integration into society and reduced the incidence of recidivism.

### ***Risks and Needs Assessment and Management Protocol for Offenders***

1.10 With the assistance of an overseas Correctional Authority and a local university (Note 7), the CSD has developed the Risks and Needs Assessment and Management Protocol for Offenders, under which re-offending risks and rehabilitative needs of offenders are assessed and classified into various categories. After conducting such assessments, the CSD provides rehabilitative programmes

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**Note 6:** *The Detention Centre does not provide education and vocational training because the centre programmes emphasise strict discipline, hard work and physical training (see para. 1.5(e)).*

**Note 7:** *The CSD engaged a local university at a cost of \$1 million to develop tools to systematically assess the re-offending risks and rehabilitative needs of offenders.*

matching the offenders' rehabilitative needs. The CSD has implemented the Protocol since October 2006.

### *Monitoring of effectiveness of the re-integration programme*

1.11 The CSD compiles success rates of persons discharged from the ten Supervision Schemes (see para. 1.6) to monitor the effectiveness of its re-integration programme. The success rates are measured by the percentages of the supervisees who have completed their statutory supervision periods without reconviction, and also without relapse to drug abuse in case of persons discharged from the Drug Addiction Treatment Centres. The CSD reports these success rates as performance indicators in its CORs and Annual Reviews. Appendix D shows the success rates of discharged persons under the ten Supervision Schemes from 2010 to 2014. Among them, the success rate of persons discharged from the Drug Addiction Treatment Centres was the lowest (51.4% in 2014).

### **Audit review**

1.12 The Audit Commission (Audit) has recently conducted a review of the provision of rehabilitation services by the Rehabilitation Division of the CSD. The review has focused on the following areas:

- (a) counselling and psychological services (PART 2);
- (b) vocational training and industries (PART 3);
- (c) post-release supervision and community support (PART 4); and
- (d) way forward (PART 5).

Audit has found that there are areas where improvements can be made by the CSD in providing its rehabilitation services, and has made a number of recommendations to address the issues.

## **Introduction**

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### **General response from the Government**

1.13 The Secretary for Security welcomes and the Commissioner of Correctional Services agrees in principle with the audit recommendations.

### **Acknowledgement**

1.14 Audit would like to acknowledge with gratitude the cooperation of the staff of the CSD during the course of the audit review.

## **PART 2: COUNSELLING AND PSYCHOLOGICAL SERVICES**

2.1 This PART examines the CSD's provision of counselling and psychological services to PICs under the Risks and Needs Assessment and Management Protocol for Offenders.

### **Risks and Needs Assessment and Management Protocol for Offenders**

2.2 As mentioned in paragraph 1.8, correctional interventions can lead to significant reductions in re-offending, and an average of 10% reduction in re-offending can be expected from proper implementation of rehabilitative programmes. Since October 2006, the CSD has implemented the Risks and Needs Assessment and Management Protocol for Offenders (hereinafter referred to as the Protocol — see para. 1.10). The Protocol comprises two major components:

- (a) assessment of re-offending risks and rehabilitative needs of PICs; and
- (b) provision of rehabilitative programmes matching the identified needs of PICs willing to participate in the programmes.

2.3 According to the CSD, resources would be prioritised for PICs with higher re-offending risks and greater rehabilitative needs under the Protocol, and tailor-made matching rehabilitative programmes (hereinafter referred to as matching programmes) would be provided accordingly, with a view to delivering the programmes in a more targeted and effective manner. In October 2006, the CSD started to assess re-offending risks and rehabilitative needs of PICs. Since January 2007, the CSD has implemented matching programmes to serve the

rehabilitative needs of PICs in 23 of the 25 correctional institutions (Note 8) by phases (Note 9).

### *Assessment of re-offending risk and rehabilitative needs*

2.4 Officers of the Rehabilitation Section assess re-offending risks and rehabilitative needs of selected groups of PICs (Note 10) upon their admission to correctional institutions through conducting interviews with them and reviewing the related case files, as follows:

- (a) ***Re-offending risks.*** The risks are assessed by considering factors including the PICs' age, previous conviction records, histories of drug abuse, and education levels. Based on the assessment results, the PICs will be classified into one of the three risk categories, namely low risk, moderate risk, or high risk; and
- (b) ***Rehabilitative needs.*** PICs' needs are categorised into the following seven need-domains and CSD officers will rate the PICs' rehabilitative needs in each domain by one of the four need-levels, namely considerable needs, some needs, no needs, or assets (Note 11):

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**Note 8:** *The CSD does not provide matching programmes to PICs undergoing Phase 2 programme in two Rehabilitation Centres as they may work or study outside the Centres in daytime.*

**Note 9:** *During the initial phase from 2007 to 2009, matching programmes were provided to PICs in the 3 Drug Addiction Treatment Centres, 2 Rehabilitation Centres, the Detention Centre and the Training Centre and local young PICs in three Prisons only. Such programmes were extended to the other eight Prisons in 2010 and further extended to all the 15 Prisons and the Psychiatric Centre in 2012.*

**Note 10:** *According to the Protocol's User Manual, the target groups are: (a) all the PICs of the Drug Addiction Treatment Centres, the Rehabilitation Centres, the Training Centre, and the Detention Centre; and (b) local young PICs with sentence of 3 months or above and local adult PICs with sentence of 12 months or above in Prisons and Psychiatric Centre. For example, in 2014, of the 11,301 persons admitted to correctional institutions, the CSD carried out assessments for all 3,333 eligible PICs within the target groups but not for the remaining 7,968 PICs (who were either non-locals or admitted to Prisons with sentences of less than the specified durations).*

**Note 11:** *A PIC with a rating of assets in a particular domain reflects his strength in the related aspects.*

- Family/Marital domain
- Employment domain
- Community Functioning domain
- Associates domain
- Personal/Emotional domain
- Criminal Attitude domain
- Drug Abuse domain

After completing the assessment, a treatment plan for providing matching programmes will be prepared for each PIC identified with rehabilitative needs (see para. 2.6 for details). Nevertheless, PICs' participation in such programmes is voluntary.

### *Provision of matching programmes*

2.5 The Rehabilitation Section and the two Psychological Services Sections (see Appendix C) are responsible for providing matching programmes to PICs to serve their identified needs in the seven domains (see Table 1), as follows:

- (a) ***Rehabilitation Section.*** As at December 2014, the Section deployed 47 staff to provide the matching programmes. The programmes involve group counselling sessions and activities (such as experience sharing and role play sessions) which aim at implanting socially acceptable values, evoking the conscience of PICs, and giving support and assurance for effecting positive changes (Note 12). The matching programmes consist of six sessions, each lasting for an hour. In 2014, the Section completed 3,333 assessments and provided 3,408 counselling sessions under the matching programmes; and

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**Note 12:** *The Rehabilitation Section also engaged a service provider to provide matching programmes for the Drug Abuse domain in seven Prisons. The related cost in 2014-15 was \$0.3 million.*

## Counselling and psychological services

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- (b) *Psychological Services Sections.* According to the CSD, as at December 2014, there were no dedicated staff deployed to implement the matching programmes. 48 staff (including 24 Psychologists) were deployed to carry out both core duties (Note 13) and the matching programmes. The matching programmes mainly consist of six sessions, each lasting for two to three hours. In 2014, the Sections provided 5,815 counselling sessions under the matching programmes.

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**Note 13:** *Core duties include conducting psychological evaluation requested by the Court and Review Boards (see Note 4 to Appendix B), providing psychological services to PICs with suicidal/self-harm risk, adjustment, emotional and other psychological problems referred from the correctional institutions, and providing consultation to institutional management.*



**Table 1**

**Provision of matching programmes in seven need-domains**

Need-domain	Matching programme provider
<p>Four need-domains (23 correctional institutions):</p> <p>(a) Family/Marital; (b) Employment; (c) Community Functioning; and (d) Associates</p>	<ul style="list-style-type: none"> <li>• Rehabilitation Section</li> </ul>
<p>Two need-domains (23 correctional institutions):</p> <p>(e) Personal/Emotional; and (f) Criminal Attitude:</p> <p>(i) 12 Prisons and 1 Psychiatric Centre; and</p> <p>(ii) 3 Prisons, 3 Drug Addiction Treatment Centres, 2 Rehabilitation Centres, 1 Training Centre and 1 Detention Centre</p>	<ul style="list-style-type: none"> <li>• Psychological Services Section 1</li> <li>• Psychological Services Section 2</li> </ul>
<p>(g) Drug Abuse need-domain (23 correctional institutions):</p> <p>(i) 6 correctional institutions (2 Prisons, 2 Drug Addiction Treatment Centres, 1 Rehabilitation Centre and 1 Detention Centre);</p> <p>(ii) 13 correctional institutions (12 Prisons and 1 Psychiatric Centre); and</p> <p>(iii) 4 correctional institutions (1 Prison, 1 Drug Addiction Treatment Centre, 1 Rehabilitation Centre and 1 Training Centre)</p>	<ul style="list-style-type: none"> <li>• Rehabilitation Section and Psychological Services Section 2 (Note)</li> <li>• Rehabilitation Section</li> <li>• Psychological Services Section 2</li> </ul>

*Source: Audit analysis of CSD records*

*Note: Owing to an increase in the number of PICs identified with needs in the Drug Abuse domain, the Rehabilitation Section and the Psychological Services Section 2 are both providing matching programmes for six correctional institutions. The Rehabilitation Section adopts a social work approach while the Psychological Services Section 2 adopts a therapeutic approach.*

2.6 According to the Protocol's User Manual, the CSD's target service groups for providing matching programmes are PICs with high or moderate re-offending risks and considerable or some needs in a particular domain (eligible PICs). For PICs of the Drug Addiction Treatment Centres, the Rehabilitation Centres, the Training Centre and the Detention Centre, matching programmes will be provided normally two to three months after admission. For all local young PICs with sentence of three months or above, and local adult PICs with sentence of 12 months or above in Prisons and the Psychiatric Centre, the CSD will arrange matching programmes for them three to six months and nine months before their expected discharge dates respectively.

### *Need to review provision of matching programmes*

2.7 Under the Protocol, PICs' rehabilitative needs are categorised into seven domains. According to the CSD, the Protocol does not require serving PICs' needs in all domains. It aims to serve "at least one of the seven need-domains" of the PICs and cover 80% of the target PICs every year (Note 14). When providing the matching programmes to PICs under the Protocol, the CSD adopts such standard which is consistent with overseas practice. Based on the CSD's database, Audit conducted an analysis of the rehabilitative needs in the seven domains of 1,955 PICs (Note 15) during the period January 2013 to September 2014. While 99% of the 1,955 PICs had at least one of their needs served, Audit found that there was room for further improvement as detailed in paragraphs 2.8 to 2.10.

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**Note 14:** *According to the CSD, apart from the rehabilitative assistance provided by the matching programmes, other assistance includes vocational training (see PART 3) and family visits. They are related to the Protocol and considered as the backbone of assistance.*

**Note 15:** *Different types of PICs participated in matching programmes at different times (see para. 2.6). Audit analysis covered: (a) PICs of the 3 Drug Addiction Treatment Centres, the 2 Rehabilitation Centres, the Training Centre and the Detention Centre admitted and discharged between 1 January 2013 and 30 September 2014; and (b) PICs of the 15 Prisons and 1 Psychiatric Centre discharged between 1 December 2013 and 30 September 2014 (programme records for these PICs had only been maintained since December 2013). On this basis, there were 1,955 PICs with rehabilitative needs in any one of the seven domains, comprising 1,939 with needs in any one of the four non-drug related domains under the purview of the Rehabilitation Section and 16 with needs in the remaining three domains.*

2.8 *Matching programmes provided by the Rehabilitation Section.* Based on the CSD's database, Audit noted that:

- (a) for the four non-drug related need-domains under the purview of the Rehabilitation Section (see items (a) to (d) in Table 1 in para. 2.5), of the 1,939 PICs (Note 16), 488 (25%) had none of their identified needs served. The other 1,107 (57%) had their identified needs partially served (Note 17) and 344 (18%) PICs had their identified needs fully served;
  
- (b) as shown in Table 2, 2,372 (38%) of the 6,223 identified needs of the 1,939 eligible PICs were served for the period January 2013 to September 2014. On average, 1.2 of the 3.2 needs identified per PIC were served while 2 needs identified per PIC remained unserved; and

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**Note 16:** *Based on CSD records, matching programmes were not provided to 335 eligible PICs in the four domains mainly because of their: (a) refusal to participate in the programme; (b) mental/physical incapacity; and (c) disciplinary problems. These PICs were excluded in the analysis in Table 2.*

**Note 17:** *PICs' rehabilitative needs were considered partially served when matching programmes were only provided to serve some of their identified needs.*

**Table 2**

**Number of needs identified  
and served by Rehabilitation Section in  
four non-drug related need-domains in 23 correctional institutions  
(January 2013 to September 2014)**

<b>Type of institution</b>	<b>Number of PICs (Note)</b>	<b>Number of needs identified (a)</b>	<b>Number of needs served (b)</b>	<b>Percentage of needs served (c) = (b)/(a) × 100%</b>
3 Drug Addiction Treatment Centres	1,065	3,688 (3.5)	779 (0.7)	21% (see para. 2.8(c))
15 Prisons and 1 Psychiatric Centre	656	1,801 (2.7)	879 (1.3)	49%
2 Rehabilitation Centres	90	332 (3.7)	316 (3.5)	95%
1 Training Centre	38	122 (3.2)	119 (3.1)	98%
1 Detention Centre	90	280 (3.1)	279 (3.1)	100%
Overall	1,939	6,223 (3.2)	2,372 (1.2)	38%

*Source: Audit analysis of CSD records*

*Note: The number of PICs' rehabilitative needs identified varied from 1 to 4 each.*

*Remarks: The figures in brackets denote the average number of needs identified/served per PIC.*

- (c) for the Drug Abuse domain served by the Rehabilitation Section in the 19 correctional institutions (including two Drug Addiction Treatment Centres — see items (g)(i) and (ii) in Table 1 of para. 2.5), 662 (44%) of the 1,488 persons identified with needs were served. For the two Drug Addiction Treatment Centres, the needs of 492 (54%) of 910 drug

inmates were served. In particular, the percentages of persons served were on the low side for the Rehabilitation Centre (15%), and the 14 Prisons and the Psychiatric Centre (26%).

**2.9 Matching programmes provided by the Psychological Services Sections.**

The two Sections are responsible for providing matching programmes to PICs in the Personal/Emotional, Criminal Attitude and Drug Abuse need-domains (see items (e) to (g) in Table 1 in para. 2.5). Through activities (e.g. discussion, role plays and games) under various themes (such as motivation enhancement, problem solving, criminal attitude, and preventing drug abuse), PICs may develop attitudes and skills instrumental to rehabilitation. Audit noted that:

(a) in relation to the provision of the matching programmes for the Personal/Emotional and Criminal Attitude need-domains in 23 correctional institutions (see items (e) and (f) in Table 1 in para. 2.5):

(i) **Young PICs.** In response to Audit's enquiry (Note 18), the CSD in January 2015 said that in 2014, 467 needs were identified and 241 (52%) needs were served for young PICs detained in correctional institutions other than the Drug Addiction Treatment Centres (see items (g)(i) and (iii) in Table 1 in para. 2.5). The audit findings for drug inmates are reported in paragraph 2.10(c); and

(ii) **Adult PICs.** The CSD's policy was to provide matching programmes to three types of PICs in Prisons and the Psychiatric Centre, namely violent offenders, sex offenders and female PICs having emotional and interpersonal problems (Note 19). Matching

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**Note 18:** *The breakdown of the number of needs served for individual PICs in different correctional institutions was not readily available from CSD records.*

**Note 19:** *In response to Audit's enquiry on the reasons for only providing matching programmes to the three types of adult PICs, the CSD informed Audit in January 2015 that factors considered in according service priority included public concern, resource implications, gender mainstreaming policy and overseas practice. Furthermore, individual psychological services had been provided to PICs in more than 8,000 referral cases every year for addressing their needs (i.e. serving their needs in the Personal/Emotional domain).*

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programmes were provided to most of them accordingly (Note 20). However, Audit analysis of other PICs revealed that for the period January 2013 to September 2014, no matching programmes were provided to 346 eligible PICs with needs in the Personal/Emotional domain and 377 eligible PICs with needs in the Criminal Attitude domain, despite that they were the target service groups under the Protocol (see para. 2.6); and

- (b) in relation to the provision of matching programmes in the Drug Abuse need-domain provided by the Psychological Services Section 2, for young PICs detained in correctional institutions other than the Drug Addiction Treatment Centres (see items (g)(i) and (iii) in Table 1 in para. 2.5), 57% of their needs in the Drug Abuse domain were served in 2014. The situation for drug inmates is reported in paragraph 2.10(d).

2.10 *Drug Addiction Treatment Centre inmates.* The CSD operates three Drug Addiction Treatment Centres for the rehabilitation of drug inmates. In 2014, 1,041 persons were admitted to and 1,100 inmates were discharged from these three Centres. In view of the comparatively lower success rates for persons discharged from the three Centres (see para. 1.11 and item (a) at Appendix D), Audit examined the matching programmes in the seven need-domains provided for drug inmates and noted that there was room for improvement, as evidenced by the following:

- (a) the Rehabilitation Section provides matching programmes in four non-drug related need-domains (Family/Marital, Employment, Community Functioning and Associates domains) for drug inmates in the three Centres. On average, only 0.7 (21%) of the 3.5 non-drug related needs identified per inmate for the 1,065 inmates in the three Centres were served during the period January 2013 to September 2014 (see Table 2 in para. 2.8(b)). In other words, 2.8 of the non-drug related needs identified per inmate remained unserved;

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**Note 20:** *Between October 2013 and September 2014, matching programmes were provided to 23 (96%) of 24 eligible violent offenders and 207 (83%) of 249 eligible sex offenders. Between March 2011 (commencement of the programme) and December 2014, 58 (91%) of 64 eligible female PICs had participated in the matching programmes.*

- (b) the Rehabilitation Section provides matching programmes in the Drug Abuse need-domain in only two of the three Centres, aiming to reduce drug abusers' relapse to drug abuse. Audit analysis revealed that the needs of 418 (46%) of 910 drug inmates in the two Centres were not served during the period January 2013 to September 2014;
- (c) the Psychological Services Section 2 is responsible for providing matching programmes in three need-domains (Personal/Emotional, Criminal Attitude and Drug Abuse domains) for drug inmates in the three Centres. Matching programmes were only provided in the Drug Abuse need-domain but not the other two need-domains. Audit's further analysis revealed that 880 needs in the Personal/Emotional domain and 931 needs in the Criminal Attitude domain were identified for 960 inmates during the period January 2013 to September 2014 but were not served; and
- (d) the Psychological Services Section 2 provides three levels of matching programmes in the Drug Abuse need-domain in the three Centres, as follows:
  - (i) ***Responsivity enhancement programme.*** It aims at enhancing inmates' treatment responsivity, including their motivation to change, perceived usefulness of treatment, perceived possibility of success and self-efficacy. The programme consists of one session, lasting for one to two hours. Inmates need to complete this programme before they participate in other programmes;
  - (ii) ***Abstinence maintenance programme.*** It aims at improving inmates' efficacy in dealing with problems of drug abuse and reducing relapse through increasing their motivation to change, identifying high risk situations relating to relapse as well as developing basic skills to deal with these situations. The programme consists of six sessions, each lasting for two to three hours; and
  - (iii) ***Intensive treatment programme.*** It consists of intensive treatments which facilitate cognitive and behavioural changes of inmates crucial to maintaining drug abstinence. The programme consists of six sessions, each lasting for two to three hours.

Of the 1,145 eligible drug inmates (i.e. with high or moderate re-offending risks and considerable or some needs in the Drug Abuse domain) in 2014, 851 (74%) were provided with responsivity enhancement programme. However, of these 851 inmates, only 124 (15%) were further provided with abstinence maintenance programme or intensive treatment programme.

2.11 Audit notes the CSD's view that it may deviate from the original design and methodology of the Protocol if the CSD's performance is measured by the standard of "all seven need-domains". However, according to the CSD, correctional interventions can lead to significant reductions in re-offending, and an average of 10% reduction in re-offending can be expected from the proper implementation of rehabilitative programmes. The target service group under the Protocol are PICs with high or moderate re-offending risks. Based on the assessments carried out by the Rehabilitation Section, each eligible PIC had on average 3.2 rehabilitative needs in four non-drug related domains but only 1.2 needs per PIC were served (see Table 2 in para. 2.8(b)). Moreover, the success rate of persons discharged from the Drug Addiction Treatment Centres was the lowest among the ten Supervision Schemes. The CSD needs to review the provision of the matching programmes with a view to better serving PICs' rehabilitative needs, taking into account the audit findings in paragraphs 2.8 to 2.10.

### *Need to explore ways of regularly evaluating effectiveness of matching programmes*

2.12 The Rehabilitation Section conducts questionnaire surveys for adult and young PICs and drug inmates participating in the matching programmes in each need-domain to ascertain whether the programmes are useful in meeting their rehabilitative needs. The respondents of recent surveys generally found the matching programmes useful. Furthermore, the Psychological Services Sections also from time to time use internationally recognised psychological tests to evaluate the effectiveness of their matching programmes. According to the recent test results, the matching programmes had a favourable impact on PICs (Note 21).

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**Note 21:** *Generally, the matching programmes effectively reduced the participants' level of criminal thinking. As for drug abusers and sex offenders, the matching programmes enhanced the former's confidence in coping with high-risk factors relating to their drug abuse problems and enhanced their relapse-prevention skills, and deepened the latter's empathy towards the victims.*



2.13 In March 2012, the Security Bureau reported to LegCo Panel on Security that:

- (a) as the Protocol had been implemented for five years, the CSD conducted a review of the effectiveness of the matching programmes in 2011. The results revealed that for young persons discharged in 2007 (the first year of the implementation of the Protocol), the re-offending rate of those who had participated in the matching programmes was 45.9%, while the re-offending rate of those who had not participated was 60.6%. The findings revealed that re-offending was less common among those who had participated in the matching programmes; and
- (b) the CSD had conducted questionnaire surveys for young PICs after their participation in the matching programmes. According to the result analysis under a score system (from the lowest of 1 to the highest of 5), the respondents generally agreed that they had a positive change in their attitude towards their families (4.11 on average), had enhanced their job-searching confidence and skills (4.01 on average), and had a marked improvement on their attitude on delinquency (4.29 on average) (Note 22).

2.14 However, Audit noted that the 2011 evaluation only covered young offenders and no similar analyses of the impact of matching programmes on re-offending rates had been carried out by the CSD since 2011. According to the CSD, such analysis was not carried out because most respondents had participated in the matching programmes after the full implementation of the Protocol. There was an insufficient number of non-participating PICs to form a control group for carrying out comparative analysis similar to that in paragraph 2.13(a). In Audit's view, as the Protocol has been implemented for eight years, the CSD needs to explore other ways to evaluate its effectiveness covering all participants regularly (e.g. by comparing the rehabilitation needs of individual participants before and after participating in the matching programmes).

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**Note 22:** *According to other survey-result analyses of the drug inmates and young PICs conducted in 2014, the average scores for attitude towards their families and job-searching confidence and skills were 4.24 and 4.03 respectively.*

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2.15 The Rehabilitation Section has only conducted analyses of the questionnaire survey results for young PICs and drug inmates for management review but not for adult PICs (see Note 22 to para. 2.13(b)). In Audit's view, the CSD should carry out analyses of the survey results of the matching programmes provided for both adult and young PICs for management review.

### ***Need to submit statistics on rehabilitative needs served for management review***

2.16 Audit noted that the Rehabilitation Section and the Psychological Services Sections submitted statistics on the number of counselling sessions provided under the matching programmes for management review but not on the number of rehabilitative needs served for different types of PICs. To help monitor the level of rehabilitation services provided for further improvement, statistics on the number of needs identified and served similar to that shown in Table 2 in paragraph 2.8(b) should also be regularly compiled and submitted for management review.

### ***Need to record reasons for PICs not attending matching programmes***

2.17 Audit noted that there were no guidelines requiring CSD officers to record reasons for PICs not attending matching programmes or only attending matching programmes for some of the need-domains where PICs were identified with considerable or some needs under the Protocol. In this regard, the Rehabilitation Section and the Psychological Services Sections have adopted the following practices:

- (a) ***Rehabilitation Section.*** According to the CSD, as the existing service standard is to provide matching programme in at least one need-domain, officers only record the reasons when PICs did not attend any matching programmes; and
- (b) ***Psychological Services Sections.*** The Sections require their staff to record the reasons for sex offenders not attending such programmes, but not other types of offenders.

2.18 Audit considers that the CSD needs to ascertain whether the unserved needs have been attributable to PICs' refusal to attend the matching programmes. The CSD also needs to require officers to record the reasons for PICs not attending matching programmes and take improvement measures where appropriate.

## **Audit recommendations**

2.19 **Audit has *recommended* that the Commissioner of Correctional Services should:**

- (a) **review the provision of the matching programmes under the Protocol, taking into account the audit findings in paragraphs 2.8 to 2.10;**
- (b) **explore ways to evaluate the effectiveness of the Protocol regularly for all participants of the matching programmes;**
- (c) **carry out analyses of the survey results of the matching programmes provided for both adult and young PICs;**
- (d) **require CSD officers to submit statistics regularly on rehabilitative needs identified and served under the matching programmes for different types of PICs for management review; and**
- (e) **issue guidelines for CSD officers to record reasons for PICs not attending matching programmes and take improvement measures where appropriate.**

## **Response from the Government**

2.20 The Commissioner of Correctional Services agrees in principle with the audit recommendations. He has said that:

- (a) the CSD will keep the provision of the matching programme under review, with a view to facilitating the re-integration and rehabilitation of PICs;

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- (b) the effectiveness of matching programmes has all along been under close and regular monitoring. The CSD will explore other approaches (e.g. quantitative and qualitative tools) to achieve a more thorough evaluation of effectiveness of the Protocol;
- (c) regular reviews on the survey results of the matching programmes provided for adult and young PICs will continue to be conducted;
- (d) the audit recommendation of submitting statistics regularly on rehabilitative needs identified and served under the matching programmes has been implemented in the Rehabilitation Section by requiring relevant data to be entered in the Rehabilitative Programmes Management System. The relevant information is accessible by the management for review; and
- (e) the CSD will continue to adopt its existing practice requiring institutional officers responsible for duties under the Protocol to explain in their monthly returns to the CSD Headquarters if the institution has not provided any matching programmes to PICs with identified needs. This practice is considered proper, effective and consistent with “at least one of the seven need-domains” standard. The CSD will also require officers to record reasons for PICs not attending matching programmes for further improvement in implementing the Protocol.

## **PART 3: VOCATIONAL TRAINING AND INDUSTRIES**

3.1 This PART examines the CSD's efforts in providing vocational training to PICs (see paras. 3.3 to 3.15) and managing industries in the correctional institutions (see paras. 3.16 to 3.30).

### ***Industries and Vocational Training Section***

3.2 According to the CSD, work and vocational training help provide positive regimes for PICs to enhance their employability, which facilitates their re-integration into society upon release. The Industries and Vocational Training Section under the Rehabilitation Division (see Appendix C) is responsible for providing work and vocational training to PICs through the following units:

- (a) the Vocational Training Unit provides vocational training for both young and adult PICs to help them gain accredited skills and recognised qualifications. As at September 2014, the Unit had an establishment of 30 staff; and
- (b) three Industries Units manage the industrial operations in 13 trades. They provide a wide range of goods and services to the public sector that enables PICs to acquire good working habit and contribute to society during their imprisonment. As at September 2014, the Units had an establishment of 361 staff.

### **Provision of vocational training**

3.3 The CSD has provided compulsory half-day vocational training to young PICs in eight institutions (i.e. three Prisons, two Drug Addiction Treatment Centres (Note 23), two Rehabilitation Centres (Note 24) and one Training Centre — see

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**Note 23:** *With effect from February 2015, inmates in one of the Drug Addiction Treatment Centres are relocated to a Prison for young PICs (see Note 2 to Appendix A). As such, vocational training is only provided in seven institutions for young PICs.*

**Note 24:** *The CSD does not provide vocational training to PICs undergoing Phase 2 programme in the other two Rehabilitation Centres as they may work or study outside the Centres in daytime.*

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Appendix A). For adult PICs (aged 21 or above) detained in other institutions, they may apply for vocational training courses on a voluntary basis. The CSD adopts the following criteria for determining the eligibility of an adult PIC for enrolling vocational training courses:

- (a) the applicant is allowed to be employed or work and is not subject to any condition of stay in Hong Kong after discharge;
- (b) the applicant should have a remaining sentence of 3 to 24 months; and
- (c) the remaining sentence of the applicant must be long enough for him to complete the course.

In addition to eligibility, the CSD also considers factors such as the applicants' education background, physical and mental fitness, conduct and work performance when assessing their applications.

3.4 In order to provide market-oriented vocational training to PICs, the CSD mainly engages training organisations, such as the Employees Retraining Board and the Vocational Training Council, to provide full-time and part-time courses to PICs (Note 25).

3.5 In 2013-14, the CSD spent \$13 million (Note 26) for providing vocational training to PICs. The number of adult and young PICs eligible for vocational training and the number of courses provided in 2013-14 and planned for 2014-15 are shown in Appendix E.

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**Note 25:** *For adult PICs, the courses cover areas including construction, business, food and beverages, retailing, tourism, computer applications, health care and logistic support. For young PICs, the courses cover areas including office and business operations, computer applications, food and beverages, personal care and building services.*

**Note 26:** *The expenditure included course fees for recognised training bodies, employment follow-up services, and training equipment and materials.*

*Need to improve documentation of planning process*

3.6 According to the CSD, to keep pace with the changing needs of the community, a review of vocational training is conducted at every year end to work out the action plan for the year ahead, which includes training places, course types, course schedules and other training related matters. In determining training courses, apart from the number of PICs eligible for vocational training, other factors such as availability of instructors, labour market information, availability of training courses in the market, setting of correctional institutions and PICs' feedback on courses held previously will also be considered. Audit noted that the planning of vocational training courses was documented in the files for various meetings, such as the Directorate Weekly Meeting, Quarterly Review Meeting, Industries and Vocational Training Steering Committee Meeting, and Industries and Vocational Training Monthly and Weekly Meetings (Note 27). However, the available records could only partially support the planning process on how some 100 training courses (costing \$13 million) had been determined each year. As a good management practice and to facilitate management review, the CSD needs to improve its documentation of the planning of vocational training courses.

*Need to improve provision of vocational training to young PICs*

3.7 As mentioned in paragraph 3.3, vocational training is compulsory for young PICs. Audit examination of the provision of vocational training to young PICs revealed the following areas for improvement:

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**Note 27:** *According to the CSD, the planning documentation was kept in different files as it involved decisions based on different considerations from the operational, security, resources and policy planning perspectives.*

## Vocational training and industries

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- (a) *Need to improve documentation on assigning courses.* The CSD Headquarters has advised institutions responsible for providing vocational training courses to lay down their own specific criteria for assigning courses to young PICs. However, of the eight institutions detaining young PICs, only three had drawn up such guidelines. In response to Audit's enquiry in December 2014, the other five institutions did so in January and February 2015. Audit's field visits to two institutions in November and December 2014 revealed that the assignment results of the PICs to courses were recorded in minutes of meetings of the Work and Vocational Training Allocation Boards (Note 28), but there was no documentation on the details of the Boards' considerations such as PICs' background and preference. In Audit's view, to ensure that appropriate vocational training courses are provided to young PICs, the CSD needs to improve documentation of assigning courses; and
- (b) *Under-utilisation of training places.* The CSD enters into service contracts with the training organisations for the provision of vocational training to young PICs in eight institutions. The contract periods vary from 6 to 18 months. Most of the contracted training courses (with class sizes of 15 to 20) are provided throughout the year. The number of young PICs attending the courses varies with the number of admission of PICs (determined by the Court) and their detention periods. In recent years, the number of admission of PICs to the institutions had decreased from 1,358 in 2010 to 660 in 2014. Audit examination of the training places provided in two institutions in 2013-14 and the period April to September 2014 revealed that the utilisation of training places was less than 50% in the latter period (see Table 3).

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**Note 28:** *The Work and Vocational Training Allocation Boards are established in all correctional institutions for work and vocational training allocation. The Boards comprise the Deputy Heads and Section Heads of the institutions.*



Table 3

Utilisation of training places  
for young PICs at two correctional institutions  
(April 2013 to September 2014)

	Institution A		Institution B	
	2013-14	April to September 2014	2013-14	April to September 2014
Monthly average number of PICs who attended training courses (a)	42	45	92	56
Monthly average number of training places provided (b)	85	98	120	115
Number of training courses provided by:				
— CSD staff	1	1	2	2
— Training organisations (Note 1)	2 (Note 2)	5 (Note 3)	5 (Note 2)	5 (Note 3)
Monthly average of training places filled (c) = (a)/(b) × 100%	49%	46%	77%	49%

Source: Audit analysis of CSD records

Note 1: The contract sums of the service contracts with training organisations ranged from \$216,330 to \$956,700 in 2013-14 and \$96,000 to \$1,185,888 for the period April to September 2014.

Note 2 All courses were paid on a lump sum basis.

Note 3: Four courses were paid on a lump sum basis and one course had payment terms with a variable element.

## Vocational training and industries

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Upon Audit's enquiry about the under-utilisation of training places, in March 2015, the CSD informed Audit that:

- (i) the CSD had been reviewing the training places in response to the actual intake situation. For instance, the CSD suspended two teen's training programmes in Chi Lan Rehabilitation Centre in November 2012 and Lai Chi Rehabilitation Centre in August 2014 in view of the intake situation; and
- (ii) an abundant number of training places for young PICs should always be made available and ready to meet the statutory requirements as stipulated under the Drug Addiction Treatment Centres Regulation (Cap. 244A), the Training Centres Regulation (Cap. 280A) and the Rehabilitation Centres Regulation (Cap. 567A), and the Standard Minimum Rules for the Treatment of Prisoners adopted by the United Nations. There were genuine difficulties for the CSD to predict the number of intakes of different classes of PICs which was beyond CSD control. The CSD had all along worked with various training bodies for providing courses to young PICs. These training bodies, however, would need to have forward planning of their training places even without a definite forecast of the possible intakes. The CSD had to actively adjust the training places in view of the dynamic situation as far as practicable.

### *Need to improve training-need surveys*

3.8 As mentioned in paragraph 3.3, adult PICs may apply for vocational training courses on a voluntary basis. To better understand their training needs, the CSD conducted an anonymous survey for adult PICs eligible for vocational training (Note 29) and a total of 1,279 responses were received in September 2013. Audit noted that:

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**Note 29:** *The survey covered local adult PICs with earliest discharge dates (see Note 2 to Appendix B) between 1 July 2014 and 31 March 2015 and all local adult drug inmates detained at the Drug Addiction Treatment Centres as at 10 September 2013.*

- (a) 364 respondents indicated that courses on computer software applications (including webpage design and digital film editing) would better meet their needs. However, only two such courses with a total of 13 training places were provided. On the other hand, while only 233 respondents considered that courses on commerce (including word processing and business Putonghua) would better meet their needs, 17 courses on such subjects with a total of 420 training places (Note 30) were provided; and
- (b) 252 respondents suggested that new courses should be organised. The courses proposed by most respondents were gymnastic instructor (42 responses), hairstyling (19 responses) and English (15 responses). However, none of these courses was planned for adult PICs. In this connection, Audit noted that hairstyling was provided to young PICs in the past years.

According to the CSD, apart from considering the diverse views of the PICs expressed in the surveys, other factors such as security, operation, feasibility of the penal environment and market sustainability were considered when it planned for training courses for PICs. The courses mentioned in (b) above were not provided due to concerns such as security and technical considerations.

3.9 Furthermore, Audit noted that the surveys were conducted twice in 2005 and 2013 for adult PICs. According to the CSD, it did not conduct survey for young PICs because CSD staff would:

- (a) regularly observe young PICs since their admission;
- (b) collect feedback from them and understand their training needs through interviews and class work assessments; and
- (c) render professional counselling and advice to them to improve their performance during the course of training.

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**Note 30:** *These included courses on business Putonghua, word processing, basic computer concepts and keyboard operation.*

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In Audit's view, to systematically ascertain the PICs' vocational training needs, the CSD should consider conducting training-need surveys regularly covering both adult and young PICs, and take their views into consideration in planning the training courses. In case that their needs cannot be met by individual institutions in the short term due to various constraints, such issues should be brought up to the senior management for their consideration.

### ***Need to improve course evaluation***

3.10 According to the Manual of the Industries and Vocational Training Section (Section Manual), officers should evaluate the effectiveness of vocational training courses by:

- (a) conducting class inspection during the vocational training courses; and
- (b) collecting feedback from adult PICs upon completion of the courses.

3.11 Audit examination of the CSD's evaluation of all the training courses provided in 2013-14 revealed that:

- (a) five class inspections were conducted for 63 courses provided for adult PICs but nine inspections were conducted for 37 courses provided for young PICs; and
- (b) feedback was collected from adult PICs for 9 of 11 full-time courses but no feedback was collected for all 52 part-time courses.

Audit considers that the CSD needs to provide more guidelines on conducting class inspection and remind officers to comply with the requirements on course evaluation for adult PICs.

3.12 Audit also notes that the CSD only collects written feedback from adult PICs upon their completion of the courses. According to the CSD, for young PICs, instead of collecting written feedback upon completion of courses, CSD staff could obtain verbal feedback/comments from them during the courses. However, there was no record of the feedback collected in such informal manner. Audit considers

that there is a need to state clearly in the Section Manual the requirement of collecting feedback from young PICs to ensure that a consistent and systematic approach is adopted.

*Need to follow up on post-release employment*

3.13 To assess the effectiveness of vocational training courses, the CSD requires the training organisations (see para. 3.4) to follow up the employment status of adult trainees for a period of six months after their release (Note 31). Audit found that:

- (a) *Need to follow up the employment status for more adult trainees.* Of the total 63 courses provided in 2013-14, follow-up actions on the employment status were not taken for 32 (51%) courses. Audit's further analysis revealed that:
  - (i) 14 courses were procured by the CSD through 20 service contracts. However, the CSD had not specified in the contracts requiring the training organisations to follow up the employment status of their trainees; and
  - (ii) 18 courses were provided by government-funded training organisations to the CSD at no cost. There was no contractual agreement between the CSD and the training organisations and it was the practice of these organisations not to follow up the employment status of some of their trainees in generic skill courses (Note 32).

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**Note 31:** *Apart from discharged persons under statutory supervision, CSD staff are not allowed to communicate with discharged persons in accordance with the Prison Rules. When applying for a vocational training course, a PIC is required to give consent to let training organisations follow up on their employment status.*

**Note 32:** *For example, the Employees Retraining Board did not follow up the employment status of their trainees attending vocational training courses such as word processing and computer application.*

## Vocational training and industries

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According to the CSD, employment follow-up service was included in the service contracts (other than those mentioned in (a)(i)) for some trade-specific courses, such as restaurant service courses arranged by the Employees Retraining Board and provided by the Society for the Rehabilitation and Crime Prevention and the Vocational Training Council, as well as those construction related courses from the Construction Industry Council. Audit considers that the CSD should ensure that the requirement of following up the employment status of the trainees is specified in all service contracts. Besides, it should consider seeking the government-funded training organisations' assistance in following up the employment status of all of their trainees; and

- (b) *Need to make better use of employment information of young trainees.* Unlike adult PICs, training organisations for young PICs were not required to follow up the employment status of their trainees. According to the CSD, as all young PICs were subject to supervision upon release (see para. 1.6), their employment status would be followed up by supervising officers of the Rehabilitation Units (see para. 4.4) and input into the CSD's database. The Vocational Training Unit had made use of such information for evaluation and planning purposes. However, no management information was compiled for senior management's review. The CSD needs to make improvement in this regard.

## Audit recommendations

3.14 **Audit has recommended that the Commissioner of Correctional Services should:**

- (a) **improve the documentation of the planning of the vocational training courses and the assignment of such courses to young PICs at correctional institutions;**
- (b) **consider conducting regular surveys to ascertain the vocational training needs of both adult and young PICs, and take into consideration such survey results in planning vocational training courses as far as practicable;**
- (c) **for the purpose of improving course evaluation:**

- (i) **provide more guidelines on class inspection;**
- (ii) **remind CSD officers to comply with the requirements in evaluating the effectiveness of vocational training courses for adult PICs; and**
- (iii) **consider extending the evaluation requirement to training courses for young PICs;**
- (d) **take measures to ensure that the requirement of following up the employment status of adult trainees is specified in all service contracts and consider seeking government-funded training organisations' assistance to follow up employment status of their trainees; and**
- (e) **make better use of the employment information of young trainees captured in the CSD's database to compile management information for evaluation and planning purposes.**

## **Response from the Government**

3.15 The Commissioner of Correctional Services agrees in principle with the audit recommendations. He has said that:

- (a) the CSD will continue to ensure that clear documentation in relation to the planning and assignment of vocational training courses is in place;
- (b) the CSD will continue its existing practice to conduct surveys to ascertain the vocational training needs for adult PICs;
- (c) since all the courses for adult offenders are conducted in institutions with Industrial and Vocational Training Officers on the institutional establishment, class inspections are conducted by these officers during their daily workshop inspections. Starting from 2015, the relevant guideline has been revised to require the Vocational Training Managers at the Headquarters to conduct at least one class inspection to every course for adult and young offenders. This requirement will be stated in the Section Manual;

## Vocational training and industries

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- (d) starting from 2015, the CSD has included the employment follow-up requirement in all trade-specific training service contracts; and
- (e) the CSD will continue to make reference to the employment information of young trainees when evaluating and planning vocational training courses. The use of the employment information of young trainees captured in the Rehabilitative Programmes Management System database is just one of the many considerations for course planning and endorsement by CSD senior management. Other considerations include feedback from trainees, the employment market needs, security and operational concerns.

## Management of industries

3.16 One of the main objectives of the Industries and Vocational Training Section is to provide PICs with useful work to fulfil the statutory requirement (see para. 1.5(a)). By engaging PICs in meaningful work:

- (a) their idleness and tension will be reduced, which contributes to prison stability; and
- (b) good work habit will be developed, which enhances their employability and facilitates their rehabilitation.

Furthermore, through the supply of various goods and services to government bureaux and departments (B/Ds) and public bodies, the work of the Industries Units would bring an incidental benefit of saving public money.

### *Trades operated by the Industries Units*

3.17 As mentioned in paragraph 3.2(b), the three Industries Units under the Industries and Vocational Training Section are responsible for managing the industrial operations in the provision of a wide range of goods and services. For 2013-14, the total commercial value of goods and services (Note 33) under the

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**Note 33:** *The assessment of commercial value was based on government contract prices wherever available or on market prices estimated by the Industries Units in the absence of government contract prices.*



13 trades managed by the Industries Units amounted to \$381.9 million (see Appendix F). As at 31 December 2014, the Units employed 4,296 PICs (Note 34).

3.18 It is the CSD's policy that the Industries Units serve primarily the public sector including B/Ds, financially autonomous public bodies and other non-profit making or charitable organisations. Financial Circular No. 3/2014 stipulates that B/Ds (but not for other financially autonomous bodies or government subvented organisations) should obtain the goods and services that the Industries Units can provide whenever possible. For 2014, in terms of commercial value, about 58% of business came from B/Ds, 41% from the Hospital Authority and the remaining 1% from other subvented organisations.

3.19 According to the Section Manual, products supplied to B/Ds are charged on the basis of recovering only the direct cost of products (e.g. materials, transportation charges, inspection and installation fees). For financially autonomous public bodies and government subvented organisations, the Industries Units have the discretion to decide on the price based on the following two objectives:

- (a) recovering at least the direct cost of products; and
- (b) regulating the in-take of work to ensure the optimum employment of PICs.

### *Need to conduct a strategic review on trade mix*

3.20 The Industries Units have achieved the major objective of engaging PICs in useful work. In terms of saving public money through the production of goods and services (see para. 3.16), the cost-effectiveness of the trades operated by the Units should be optimised. In determining the cost-effectiveness of a trade, the commercial value of the goods/services and the production cost (Note 35) have to be taken into account. The excess of the commercial value over the production cost is

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**Note 34:** *Apart from those engaged in the industrial operations, some 1,900 PICs were deployed to carry out repairs works at correctional institutions and domestic work such as cleaning, gardening, hair cutting and cooking.*

**Note 35:** *The production cost includes the material cost, staff cost, expenses on fuel, light and power, depreciation charges, payment of PICs earnings, trade running cost and administrative overheads.*

## Vocational training and industries

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the net contribution made by the Industries Units. On the contrary, a negative net contribution (the excess of the production cost over commercial value) represents the net costs incurred in keeping the PICs purposefully employed.

3.21 In the 1998 Audit Review of the then Correctional Services Industries (Note 36), Audit found that most of the 16 trades operated by the Industries persistently showed negative net contributions in five years (1992-93 to 1996-97) and some trades employed fewer PICs. Audit recommended that the CSD should conduct an overall strategic review of the trades with a view to expanding the cost-effective and employment-effective trades (which employed more PICs). The CSD agreed with the recommendation and took measures to improve four of its trades, namely garment, laundry, envelope making and book binding (Note 37).

3.22 The CSD prepares an annual Operating Statement of the Industries Units showing the commercial value, direct and indirect costs (Note 38) and net contribution of 13 trades. Based on the Operating Statements, Audit noted that from 2009-10 to 2013-14 the contribution margin had dropped from 68% to 59%. The net contribution had dropped from \$56.8 million in 2009-10 to a deficit of \$5.8 million in 2011-12 and thereafter the negative net contributions continued to increase to \$15.8 million in 2013-14 (see Table 4).

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**Note 36:** *In 1998, Audit completed an audit review of the operations and management of the Correctional Services Industries and the results were included in Chapter 3 of the Director of Audit's Report No. 30 of June 1998.*

**Note 37:** *The CSD introduced measures such as opening more workshops to enhance the productivity and increase work posts of the relevant trades.*

**Note 38:** *Based on the CSD's Operating Statement of the Industries Units, direct costs included material cost, labour cost and electricity, and indirect costs included staff cost, depreciation, other running costs and administrative overheads.*

## Vocational training and industries

**Table 4**

**Overall financial performance of trades  
(1996-97 and 2009-10 to 2013-14)**

	<b>2009-10 (\$ million)</b>	<b>2010-11 (\$ million)</b>	<b>2011-12 (\$ million)</b>	<b>2012-13 (\$ million)</b>	<b>2013-14 (\$ million)</b>	<b>1996-97 (\$ million) (Note)</b>
Commercial value (a)	425.1	399.5	412.8	385.5	381.9	425.0
Total direct costs (b)	137.5	139.4	186.5	167.4	158.2	139.4
Contribution margin (c) = (a) – (b)	287.6	260.1	226.3	218.1	223.7	285.6
Contribution margin percentage (d) = (c) / (a) × 100%	68%	65%	55%	57%	59%	67%
Total indirect costs (e)	230.8	251.5	232.1	224.8	239.5	242.3
Net contribution (f) = (c) – (e)	56.8	8.6	(5.8)	(6.7)	(15.8)	43.3

*Source: CSD records*

*Note: This was the financial performance reported in the 1998 Audit Review.*

## Vocational training and industries

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3.23 An examination of the net contribution by trade revealed that the negative net contribution problem found in the 1998 Audit Review persisted. Except for laundry, the remaining trades consistently showed negative net contributions during the period (see Appendix G). Among them, the garment trade was the major contributor with a negative net contribution of \$55.2 million in 2013-14. An analysis of the net contribution on a per-PIC basis shows that the precast concrete trade and the printing trade were the two least cost-effective and employment-effective (see Appendix H).

3.24 In view of the financial performance of the Industries Units as reported in paragraphs 3.22 and 3.23, Audit enquired the CSD about its measures to address the issue. In January and March 2015, the CSD informed Audit that:

- (a) the prime objective of the Industries Units was to engage PICs in useful work and most of the trades were labour-intensive. The downward trend of penal population (see Figure 1 in para. 1.3) and engagement of PICs in vocational training activities in recent years inevitably affected the financial performance of the trades;
- (b) the CSD had reservation on the financial performance of trade analysis where the total indirect costs were deducted from the contribution margin to reflect the net contribution of trades. The indirect costs included elements of custodial security, discipline enforcement, rehabilitative function and vocational training, which did not contribute to the production costs of trades; and
- (c) looking for improvement opportunities, the Industries Units would upgrade workshops equipment and introduce more mechanisation in production.

Regarding (b) above, as shown in Table 4 in paragraph 3.22, the deduction of total indirect cost from the contribution margin to arrive at the net contribution of trades was the methodology used by the CSD in preparing the Operating Statement of the Industries Units. As regards (c), apart from measures to improve the efficiency of existing trades, Audit considers that the CSD needs to conduct a strategic review on the trade mix (e.g. exploring the feasibility of introducing new trades that can replace the less cost-effective ones such as those mentioned in para. 3.23).

*Need to manage stock levels of the trades*

3.25 The Industries Units are responsible for the production control of the trades, which includes planning, scheduling, dispatching and storage of finished goods. The general objective of production control is to achieve optimum use of resources such as machinery, equipment, materials and labour. According to the CSD, owing to production lead time and the need to maintain a stable level of workload, the Industries Units maintain stocks of its finished products.

3.26 For stock management purpose, the Industries Units have put in place the following controls:

- (a) conducting physical stocktaking exercise twice a year in March and September and holding management meeting monthly; and
- (b) preparing a stock report on items which have not been issued for use during the year for review by the senior management (i.e. non-moving stock report).

3.27 Audit reviewed the non-moving stock report as at October 2014 and noted that non-moving stocks amounted to about \$0.3 million (comprising raw material of \$108,855 and finished goods of \$231,819) out of the total stock balance of \$50.6 million (valued at cost).

3.28 Audit analysis of the stock records kept in the CSD's database as at 31 October 2014 revealed that the stock levels of 50 types of raw materials (totalling \$0.5 million) and 83 types of finished goods (totalling \$3.1 million) were greater than their annual consumption (Note 39) by one year or more (i.e. slow-moving stock). Audit considers that the CSD needs to prepare slow-moving stock reports for management review and manage the risk of obsolescence of such stocks.

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**Note 39:** *Annual consumption in this context means the amount of raw material that was issued for use in the previous year and the finished goods that were delivered in the previous year.*

### **Audit recommendations**

3.29 **Audit has recommended that the Commissioner of Correctional Services should:**

- (a) **conduct a strategic review on the trade mix (e.g. exploring the feasibility of introducing new trades that can replace the less cost-effective ones) of the Industries Units; and**
- (b) **prepare slow-moving stock reports for management review and manage the risk of obsolescence of such stocks.**

### **Response from the Government**

3.30 The Commissioner of Correctional Services agrees in principle with the audit recommendations. He has said that:

- (a) for some trades such as precast concrete, garment and printing, there are vocational training courses running in parallel with the industrial production, namely the Intermediate Concretor Course, the Overhead Crane Operator Certificate Course and the Forklift Truck Operator Certificate Course in precast concrete workshop, Clothing Marketing Course in various garment workshops as well as the Qualification Framework in the Stanley Prison printing workshop. For enhancing the net contribution of production, digital printing was introduced in 2014 in Stanley Prison and Lo Wu Correctional Institution for higher-end products. One of the vacated precast concrete workshops in Tai Lam Correctional Institution was also converted to co-locate two metal workshops;
- (b) trade selection is not solely based on net contribution and cost-effectiveness but also the needs of the public sector, security and operational concern, and characteristics of the prison labour. An example is handmade envelope for PICs with low literacy, short sentence, poor physique, drug abuse background or task in cell requirement;

- (c) for better inventory management, the CSD enhanced the computer system in late 2014 by developing a contract management module to bar the stock replenishment level. Finished goods are made to stock and corresponding materials are procured according to the demand and forecast from clients. Actual consumption may differ; and
  
- (d) slow-moving stock reports are now available to monitor the obsolescence of stocks. Such reports are also tabled for discussion during management monthly meetings. Moreover, the slow-moving stock situation will be critically reviewed after half-yearly stocktaking exercise and are scrutinised by the senior management at the monthly meetings.

## **PART 4: POST-RELEASE SUPERVISION AND COMMUNITY SUPPORT**

4.1 This PART examines the CSD's efforts in providing post-release supervision for discharged persons (see paras. 4.2 to 4.13) and in soliciting community support for them (see paras. 4.14 to 4.17).

### **Post-release supervision**

4.2 Under the various Ordinances governing correctional institutions, the CSD is responsible for supervision and rehabilitation of discharged persons during the supervision periods (see para. 1.6). The CSD issues a Supervision Order to a person to be discharged (who becomes a supervisee) specifying:

- (a) the supervision period which is either specified in the relevant Ordinance or determined by the relevant Supervision Board/Review Board under the Ordinance; and
- (b) supervision conditions which should be complied with by the supervisee during the supervision period. The number of supervision conditions varies among discharged persons under different Supervision Schemes.

The supervision conditions mainly require a supervisee to:

- meet with the supervising officer as instructed and at least once a month;
- reside at a place approved by the supervising officer;
- undertake an employment approved by the supervising officer;
- inform the supervising officer at once of any changes in his home or office address and any employment particulars including dismissals;
- inform the supervising officer or obtain prior permission from officer of his intention to leave Hong Kong or reside abroad;
- unless with reasonable excuse, engage in gainful employment in accordance with the instructions of the supervising officer;
- be of good behaviour; and
- not to commit any criminal offence.



## **Post-release supervision and community support**

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4.3 A supervisee needs to comply with the specified supervision conditions during the supervision period. Any breach of such conditions may result in a recall of the supervisee to detention in the institution or other penalties according to the relevant Ordinance (such as liable upon conviction to a fine of \$5,000 and 12 months' imprisonment).

### ***Post-release supervision work***

4.4 The objectives of post-release supervision are to ensure supervisees' compliance with the supervision conditions and help them re-integrate into society through regular contacts, close supervision and timely intervention by supervising officers. In each of the two Rehabilitation Units in the Rehabilitation Division (see Appendix C), a Superintendent, who is assisted by a Chief Officer and Principal Officers, oversees supervising teams to carry out the supervision duties:

<b>Particulars</b>	<b>Rehabilitation Unit 1 (RU1)</b>	<b>Rehabilitation Unit 2 (RU2)</b>
Type of supervisees	Young female PICs discharged from Prisons, and PICs discharged from Drug Addiction Treatment Centres, Rehabilitation Centres, Training Centre and Detention Centre	Adult PICs and young male PICs discharged from Prisons
Number of supervising teams	50	14
Number of CSD officers (supervising officers)	100 (2 in each team)	28 (2 in each team)
Number of supervision cases as at 31 December 2014	1,523	646

## **Post-release supervision and community support**

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In addition to 28 CSD officers, the RU2 is assisted by 8 Assistant Social Work Officers seconded from the SWD (headed by 1 Social Work Officer) to provide guidance and counselling services for its supervisees under the Post-Release Supervision of Prisoners Scheme (see item (a) at Appendix B) and refer them to welfare services if necessary (Note 40).

4.5 According to CSD Standing Orders, a supervising officer should:

- (a) ensure that the supervisee is leading a law-abiding and industrious life, and is in every respect in compliance with the supervision requirements; and
- (b) initiate timely and appropriate actions including recall to prevent the supervisee from any deterioration in performance.

4.6 In the event of a breach of a supervision condition, the supervising officers should make a report, via the Officer-in-charge of the Rehabilitation Unit, to the CSD's Supervision Case Review Committee or the relevant Supervision Board/Review Board (see para. 4.2(a)) within two working days for its consideration and recommendation of a recall action. A proposal for recall action should either be approved by the Commissioner of Correctional Services, the Chief Executive of the Hong Kong Special Administrative Region or the relevant Statutory Board as determined by the relevant Ordinances. Upon approval, the Commissioner will issue a Recall Order to require the supervisee to return to the correctional institution. As at the end of 2014, 2,169 discharged persons were under CSD supervision while 436 persons were yet to be recalled under the Recall Orders, including 100 Orders outstanding for more than one year (of whom 46 for more than two years) (Note 41).

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**Note 40:** *Since the establishment of the Scheme in 1996, the CSD and SWD have jointly provided guidance and counselling to help discharged persons re-integrate into society.*

**Note 41:** *The names of persons yet to be recalled were placed on the Hong Kong Police Force's Wanted Person List and the Immigration Department's Departmental Watch List for locating them.*

***Need to consider enhancing counselling services for supervisees***

4.7 Audit noted that about 86% of Recall Orders were issued to persons discharged from the Drug Addiction Treatment Centres in 2013 and 2014 (see Appendix I). In terms of completion of the statutory supervision period, the success rate for these supervisees in 2014 was 51.4% (or a failure rate of 48.6%). Based on CSD records, supervisees of the Centres were recalled mainly because of their relapse to drug abuse during the supervision period. Of the 1,004 Recall Orders issued to recall supervisees to the Drug Addiction Treatment Centres in 2014, 748 (75%) of the recalls were due to relapse to drug abuse.

4.8 In Audit's view, the high percentages of recall cases of the Drug Addiction Treatment Centres due to relapse to drug abuse is a cause for concern. There is a need for the CSD to consider the feasibility of further enhancing its counselling services for supervisees.

***Urine specimen tests for supervisees***

4.9 According to CSD Standing Procedures, supervising officers should collect urine specimens from supervisees discharged from the Drug Addiction Treatment Centres at least once a month for chemical testing to ensure that they do not relapse to drug abuse during the supervision period. Supervisees are required to attend and supply specimens at the CSD Urine Specimen Collection Centre in Lai Chi Kok. The specimens are then delivered to the Government Laboratory and the test results are sent to the responsible supervising officers for review. According to the CSD, in case that the test results indicate a breach of the supervision condition of relapse to drug abuse, application for recall would be made by supervising officers after having sought explanation from the supervisee or attempts were made to locate the supervisee and a Recall Order may be issued (see para. 4.6).

4.10 Therefore, timely completion of a urine specimen test and initiation of recall action by the CSD within one month is important in that:

- (a) it enables the early detection of relapse of drug abuse by its supervisees as reported to LegCo in 2013 (see para. 5.4); and

## Post-release supervision and community support

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- (b) for a confirmed relapse of drug abuse, the next round of urine specimen test may be obviated.

4.11 Audit examination of 30 cases of recall to the Drug Addiction Treatment Centres in 2013 and 2014 because of relapse to drug abuse revealed that 39 to 59 days had been taken to issue a Recall Order (from the date of urine specimen submission to the Government Laboratory to the date of issuing a Recall Order). Audit noted that:

- (a) the Government Laboratory took 22 to 30 days to issue the test reports (Note 42);
- (b) the CSD took 12 to 31 days after the issue of the test reports to follow up the cases and issue Recall Orders. In particular, in 10 of the 30 cases examined, the CSD took 20 days or more (from the date of the issue of drug confirmatory reports by the Government Laboratory) to issue Recall Orders; and
- (c) because supervising officers are required to collect urine specimens from supervisees at least once a month (see para. 4.9), by the time the Recall Orders were issued, specimens for the next test had already been submitted to the Government Laboratory.

4.12 In March 2015, the CSD informed Audit that:

- (a) a number of procedures were involved in the workflow: (i) from the completion of tests by a Chemist of the Government Laboratory to the confirmation of test result by a Senior Chemist; (ii) the time required for the CSD staff to physically collect (Monday and Thursday) and deliver the results to institutional General Offices; (iii) the time required for the

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**Note 42:** *In March 2015, the Government Laboratory informed Audit that urine samples submitted by the CSD fell within the category of judicial-confirmation (routine) drug urinalysis. The target time of completing the tests was 22 working days. In 2013 and 2014, 98% and 100% respectively of the urine specimen tests for the CSD were completed within 22 working days (i.e. 31 calendar days). In addition, the Government Laboratory provided urgent urinalysis service for the CSD if necessary.*

## **Post-release supervision and community support**

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Offices to distribute the test results to Rehabilitation Unit officers; and (iv) the time required for the Rehabilitation Unit officers to input the test results into the computer before the reports reached their supervising officers for follow-up action;

- (b) the target time set for each step upon receipt of the urine specimen test result to the submission of an application for the recall action had been laid down in CSD Guidelines, which also had been under review by external bodies from time to time;
- (c) the CSD considered that the period to be examined should be that between receipt of reports and submission of application for the recall action by supervising officers, but not counting from the Government Laboratory's test report date;
- (d) all these cases were handled in compliance with the stipulated guidelines with an average of 9 calendar days taken (which included 7 calendar days to locate the supervisee to seek justification and 2 more working days for submission of application for recall action) between the receipt of test reports from the Government Laboratory and the application for recall action, ranging from the shortest of 4 calendar days to the longest of 13 calendar days; and
- (e) while every effort should be made to expedite the process, reasonable time should be allowed for the Supervision Case Review Committee/Commissioner of Correctional Services to make their judgment and to exercise their power in an independent and discreet manner. The CSD had attempted to shorten the workflow by communicating with the Government Laboratory to consider using confidential email or facsimile in the delivery and receipt of the test results, but the reply was negative in view of the forensic requirements. There might be inevitable delay as a result of Government Laboratory's operational requirements for hand-delivery of the reports.

4.13 In Audit's view, the CSD needs to liaise with the Government Laboratory with a view to expediting the urine specimen tests to enable early detection of drug-taking by supervisees.

### **Community support**

4.14 Community acceptance and support is essential to the rehabilitation of persons and their re-integration into the community. The CSD also advocates equal employment opportunities for rehabilitated persons and has referred them to employers. As CSD staff are not generally allowed to communicate with rehabilitated persons (see Note 31 to para. 3.13), post-release/post-supervision support services are provided by other government departments (such as the SWD) and non-governmental organisations (NGOs). The CSD has collaborated with over 80 religious bodies and non-government social services agencies to offer assistance to rehabilitated persons.

### ***Employment support***

4.15 To enhance the employability of rehabilitated persons after release, the CSD provides pre-release employment services with an aim to provide an interactive job-matching platform for potential employers and rehabilitated persons. Job vacancies of various trades from the potential employers are regularly referred to PICs through notice boards in correctional institutions. Such information is also conveyed to PICs during the Induction Programme and Pre-release Re-integration Orientation Course. Interested persons due for discharge within three months may approach CSD staff for application. The CSD will arrange job interviews in person, video-conference or tele-conference at the request of potential employers.

### ***Need to enhance employment support services***

4.16 In addition to the regular pre-release employment services, the CSD held a video-conferencing job fair on 26 September 2014 jointly with a non-profit making organisation and an NGO. The event provided opportunities for PICs due for discharge in four months to have real-time interviews with employers through video-conferencing technology. Audit analysis of the statistics on the provision of the pre-release employment services and the video-conferencing job fair is shown in Table 5.

**Table 5**

**Employment support services provided by the CSD  
(2013 and 2014)**

Type of services	Year/Date	No. of employers	No. of job types	No. of vacancies	No. of applications	No. of jobs offered
Pre-release employment services (Note)	2013	127	238	1,201	179	154
	2014	186	383	2,118	284	107
Video-conferencing job fair	26 Sep 2014	74	157	728	599	235

*Source: Audit analysis of CSD records*

*Note: The CSD has only kept data on the number of vacancies provided by employers and the number of applications since August 2012. From 2004 (when the services were first provided) to January 2012, a total of 249 employers had offered 898 jobs to rehabilitated persons.*

4.17 Audit noted that:

- (a) ***Pre-release employment services.*** Some 13,000 and 12,000 PICs were discharged from correctional institutions in 2013 and 2014 respectively. However, only 179 and 284 applications were received and 154 and 107 jobs were offered respectively during the same period. There is a need for the CSD to enhance its promotional efforts in the institutions with a view to improving the utilisation of the services; and
- (b) ***Video-conferencing job fair.*** In the one-day job fair on 26 September 2014, 599 applications were received against 728 vacancies and 235 jobs were offered. However, the job fair was held on an ad hoc basis (Note 43). The CSD should consider organising more job fairs regularly with a view to providing more employment opportunities to PICs due for discharge.

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**Note 43:** *The previous job fair was held in August 2011 for PICs in two correctional institutions due for discharge in three months.*

### **Audit recommendations**

4.18 **Audit has *recommended* that the Commissioner of Correctional Services should:**

- (a) **consider the feasibility of further enhancing the counselling services for CSD supervisees;**
- (b) **liaise with the Government Laboratory with a view to expediting the urine specimen tests to enable the early detection of relapse to drug abuse by CSD supervisees;**
- (c) **enhance promotional efforts for the pre-release employment services in the correctional institutions; and**
- (d) **consider organising more job fairs regularly to enhance employment support to PICs due for discharge.**

### **Response from the Government**

4.19 The Commissioner of Correctional Services agrees in principle with the audit recommendations. He has said that:

- (a) it is the CSD's duty to regularly consider the feasibility of further enhancing rehabilitation assistance for all PICs. Intensive counselling is given to supervisees all along. There is an upward trend of success rate for persons discharged from the Drug Addiction Treatment Centres in the recent three years;
- (b) efforts have been made to step up the process and a number of meetings have been held with the Government Laboratory from time to time for the possibility of expediting urine specimen tests. The CSD will continue to liaise with the Government Laboratory to see if the latter can do anything further to expedite the process;



## **Post-release supervision and community support**

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- (c) the CSD will continue to step up its promotional efforts on the pre-release employment services with a view to facilitating rehabilitated persons' re-integration to society. The CSD has all along strived to engage employers' support for offenders' rehabilitation. Efforts have been continuously made to help rehabilitated persons to secure gainful employment, including enhancement of pre-release employment services. The ratio of job applications over job types for the pre-release employment services was fairly high; and
  
- (d) the CSD will continue to engage employers with a view to attracting their support for offender rehabilitation. Liaison has been continuously made with interested co-organising parties for job fairs. Job fairs are only one of the various sustainable initiatives of employment support which include employment symposiums, arrangement of employers to visit institutions, employment promotion talks delivered by CSD senior officers and operations under the Caring Employers Scheme. Furthermore, job fairs are supplementary to the regular pre-release employment services, with a view to arousing public attention. The co-organised events need the joint efforts and cooperation from employers and merchant associations at times.

## **PART 5: WAY FORWARD**

5.1 This PART explores the way forward for the CSD's provision of the rehabilitation services.

### **Re-integration programme**

5.2 As mentioned in paragraph 1.11, the CSD compiles success rates which cover persons discharged under the ten Supervision Schemes to monitor the effectiveness of its re-integration programme. The success rates are published in the CSD's CORs and Annual Reviews.

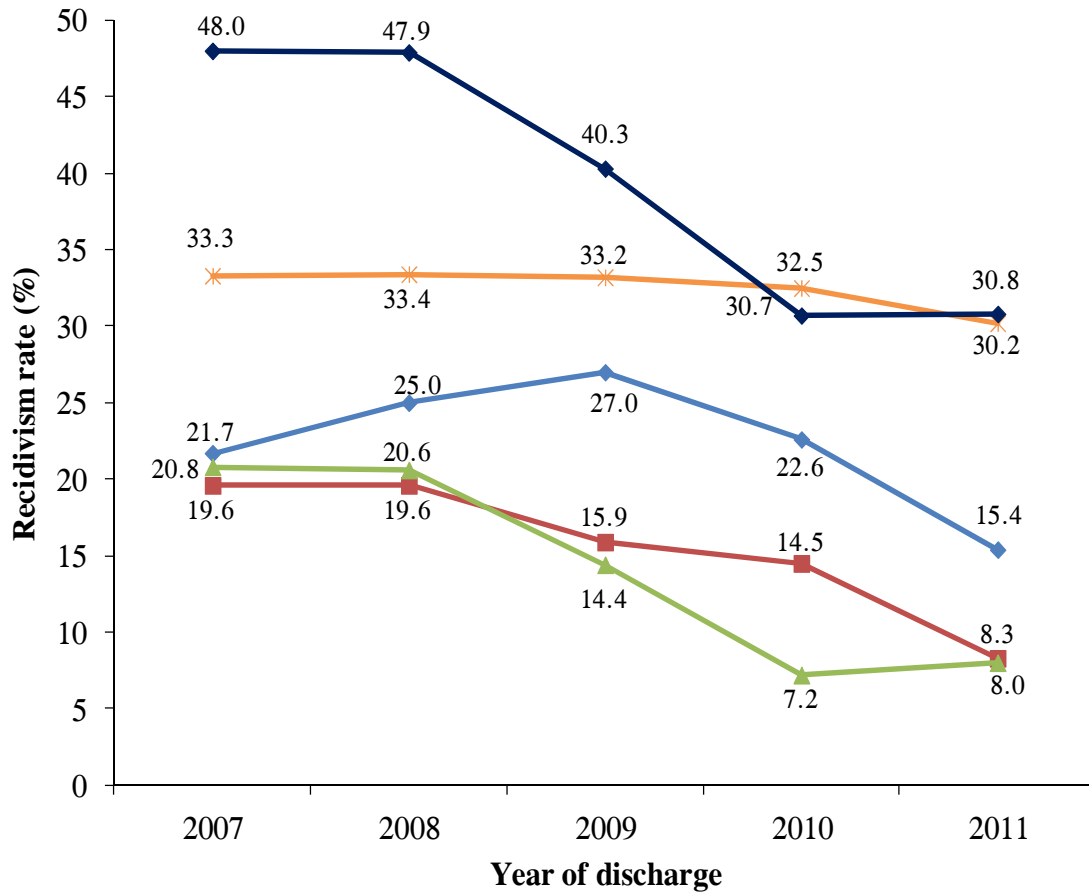
5.3 The CSD also compiles recidivism rates of all discharged local persons to facilitate studies on re-offending behaviour and to provide timely feedback for programme monitoring and evaluation. The recidivism rates are percentages of re-admission of all local persons who have been under the CSD custody (irrespective of whether they are subject to supervision) to correctional institutions (due to conviction of a new offence) within two years after discharge. The recidivism rates are not published in the CORs and Annual Reviews, but available upon request. The recidivism rates for all local persons discharged from 2007 to 2011 (Note 44) are shown in Figure 2.

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**Note 44:** *As of December 2014, only recidivism rates up to 2011 were available because the CSD needed to ascertain whether a discharged local person had been convicted of a new offence within two years after his discharge.*

Figure 2

**Recidivism rates of all discharged local persons from different correctional institutions (Year of discharge: 2007 to 2011)**



- Legend:
- ◆ Drug Addiction Treatment Centres
  - \* Prisons
  - ◇ Training Centre
  - Detention Centre
  - ▲ Rehabilitation Centres

Source: CSD records

### *Need for a review to enhance rehabilitation services for drug inmates*

5.4 According to its 2013-14 COR, the CSD's targets were to ensure that its re-integration programme achieved the highest possible success rates in assisting rehabilitated persons to re-integrate into society, and to enhance community acceptance of and support for them. As shown in item (a) at Appendix D, although the success rate for persons discharged from the Drug Addiction Treatment Centres was rising, it was still the lowest among the ten Supervision Schemes. As shown in Figure 2, the recidivism rate of local persons discharged from the Drug Addiction Treatment Centres had declined since 2007 but was the highest (30.8%) among the persons discharged from five types of correctional institutions in 2011. In this connection, Audit noted that LegCo Members had expressed concerns over the low success rates of supervisees from the Drug Addiction Treatment Centres. In response, the CSD informed LegCo in 2013 and 2014 that:

- (a) the success rate of supervisees from the Drug Addiction Treatment Centres was affected by a number of personal and social factors, which included the criminal conviction and drug abuse history of the supervisees, the motivation and determination of supervisees to stay away from drugs, the support of the community and their family members, as well as the prevalence of drug problem in the community; and
- (b) the CSD had enhanced the counselling services for drug inmates so as to strengthen their determination to stay away from drugs and the monitoring of their relapse problem by expediting the confirmatory tests to enable the early detection of drug-taking by supervisees.

5.5 In light of the lower success rates and the higher recidivism rates for local persons discharged from the Drug Addiction Treatment Centres, the CSD needs to conduct a review of the rehabilitation services provided to these inmates with a view to further improving its rehabilitative programmes. In the review, the CSD should take into account the following audit findings in this Audit Report:

- (a) in PART 2, Audit has identified areas for improvement in providing matching programmes by the Rehabilitation Section and the Psychological Services Sections, including those for inmates of the Drug Addiction Treatment Centres (see paras. 2.7 to 2.18);

- (b) in PART 3, Audit has identified areas for improving the planning, implementation and evaluation of the vocational training courses provided to PICs during their detention in the correctional institutions (see paras. 3.6 to 3.13); and
- (c) in PART 4, Audit has found that as many recall cases of drug inmates were attributable to their relapse to drug abuse, the CSD should consider the feasibility of further enhancing its counselling services (see paras. 4.7 and 4.8).

***Need to disclose recidivism rates***

5.6 At present, the CSD only reports the success rates for discharged persons under supervision in its COR but not the recidivism rates for all discharged local persons. Audit noted that the reported success rates did not fully reflect the effectiveness of the CSD's rehabilitation services because:

- (a) many discharged persons were not subject to supervision. For example, of some 12,000 PICs discharged in 2014, only 2,169 (18%) under supervision by the CSD (see para. 1.7) were covered in compiling the success rates. The effectiveness of the rehabilitation services for the remaining 82% of discharged persons was not measured; and
- (b) except for the Training Centre, the supervision period of young PICs in other institutions was one year (see para. 1.6). Considering the time required for the judicial process before conviction (Note 45), the success rate could only take into account re-conviction cases that occurred within the short supervision period.

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**Note 45:** *According to the Hong Kong Judiciary Annual Report 2014, the average waiting time for criminal cases in the Court of Appeal of the High Court (counting from the date of setting down a case to hearing) in 2013 was 50 days while that in the District Court (counting from the date of first appearance of defendants to hearing) was 60 days.*

## Way forward

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5.7 Audit's research revealed that different recidivism rates covering all discharged persons (see para. 5.3) had been disclosed by the correctional authorities in Australia, Singapore and the United States of America (see Appendix J). In response to Audit's enquiry, the CSD has said that the recidivism rate cannot be used as an indicator to directly reflect the effectiveness of any programme as the rate is also affected by various personal and social factors, such as ex-offenders' motivation to change, personal and family background and community support. Nevertheless, Audit notes that a mission of the CSD is to protect the public and reduce crime. In Audit's view, the CSD needs to consider proactive disclosure of the recidivism rates on suitable platforms for public information.

## Audit recommendations

5.8 **Audit has recommended that the Commissioner of Correctional Services should:**

- (a) **conduct a review of rehabilitation services provided to drug inmates with a view to improving the services, taking into account the audit findings in this Audit Report; and**
- (b) **consider proactive disclosure of the recidivism rates on suitable platforms.**

## Response from the Government

5.9 The Commissioner of Correctional Services agrees in principle with the audit recommendations. He has said that:

- (a) it is an on-going practice for the CSD to conduct reviews on all correctional programmes and due regard has been paid to the Drug Addiction Treatment Centre programmes which cater for the relatively more hard-core offenders with drug addiction history. Apart from regular reviews, thematic studies of the Drug Addiction Treatment Centre programmes are conducted from time to time, both internally and by external bodies such as academic bodies; and

- (b) the CSD considers it not appropriate to use the recidivism rate as a performance indicator because:
  - (i) recidivism is defined differently by different jurisdiction. In CSD context, there are four critical success factors to achieve its mission of, among others, reducing crime as to build a safer and more inclusive society. Two (i.e. quality custodial services and comprehensive rehabilitative programmes) are under the CSD’s direct control and responsibility, whereas offenders’ responsivity and determination to turn over a new leaf as well as community support are at best under the CSD’s influence; and
  - (ii) according to the “Introductory Handbook on the Prevention of Recidivism and the Social Re-integration of Offenders” published by the United Nations Office on Drugs and Crime in 2012, “people commit crime for many reasons and also stop committing crime for many reasons. The criminal justice intervention is not necessarily the most significant factor influencing desistance from crime”.

**25 correctional institutions and persons in custody  
(31 December 2014)**

Correctional institution		Number of institutions	Age of PICs	Number of PICs
Prison	12 for adults (Note 1)	15	21 and over	6,746
	3 for young persons (Note 2)		14 to <21	459
Drug Addiction Treatment Centre	1 for adult males	3	21 and over	426
	1 for young males		14 to <21	49
	1 for adults and young females (Note 2)		Adults: 21 and over Young offenders: 14 to <21	133
Rehabilitation Centre		4 (Note 3)	14 to <21	47
Training Centre		1	14 to <21	134
Detention Centre		1	Young offenders: 14 to <21 Young adults: 21 to <25	61
Psychiatric Centre		1	14 and over	242
Total		25	—	8,297

Source: CSD records

Note 1: A Prison ceased operation in January 2015.

Note 2: With effect from February 2015, the Prison for young females also provides drug addiction treatment programme for young female drug inmates. As a result, the Drug Addiction Treatment Centre for females detains adult drug inmates only.

Note 3: Two Rehabilitation Centres offer Phase 1 programme and the other two offer Phase 2 programme (see para. 1.5(c)).



**Six Supervision Schemes for persons discharged from Prisons**

<b>Type of programmes/ schemes</b>	<b>Ordinance</b>	<b>Discharge persons under supervision</b>	<b>Supervision period</b>
(a) Post-Release Supervision of Prisoners Scheme	Post-Release Supervision of Prisoners Ordinance (Cap. 475)	PICs who are serving a sentence of imprisonment of (a) 6 years or more; and (b) 2 years or more but less than 6 years for sexual, triad-related or violent crime if considered necessary by the Supervision Board (Note 1)	Decided by the Supervision Board (Note 1), but not longer than remitted part of sentence
(b) Young Persons in Custody under Prison Programme	Criminal Procedure Ordinance (Cap. 221)	Young PICs who begin serving a prison sentence of 3 months or more before attaining the age of 21 and have not reached the age of 25 at the time of release	1 year
(c) Pre-release Employment Scheme	Prisoners (Release under Supervision) Ordinance (Cap. 325)	PICs serving sentence of 2 years or more and are within 6 months of the expiry of their imprisonment who are released as recommended by the Supervision Board (Note 1)	Up to the earliest discharge date (Note 2)
(d) Release Under Supervision Scheme	Prisoners (Release under Supervision) Ordinance (Cap. 325)	PICs who have served not less than half or 20 months of a sentence of 3 years or more whose applications for early release have been approved as recommended by the Supervision Board (Note 1)	Up to the latest discharge date (Note 3)

**Appendix B**  
(Cont'd)  
(paras. 1.6, 2.5(b), 3.8  
and 4.4 refer)

<b>Type of programmes/ schemes</b>	<b>Ordinance</b>	<b>Discharge persons under supervision</b>	<b>Supervision period</b>
(e) Conditional Release Scheme	Long-term Prison Sentences Review Ordinance (Cap. 524)	PICs serving indeterminate sentence may be conditionally released by the Chief Executive of the Hong Kong Special Administrative Region upon the recommendation of the Review Board (Note 4) and are placed under supervision. Upon satisfactory completion of the supervision period, the board may recommend commuting the indeterminate sentence to a determinate one	Decided by the Review Board (Note 4), but not more than 2 years
(f) Supervision After Release Scheme	Long-term Prison Sentences Review Ordinance (Cap. 524)	PICs who are given a determinate sentence after completing the Conditional Release Scheme are subject to supervision	Decided by the Review Board (Note 4), but not longer than remitted part of sentence

*Source: CSD records*

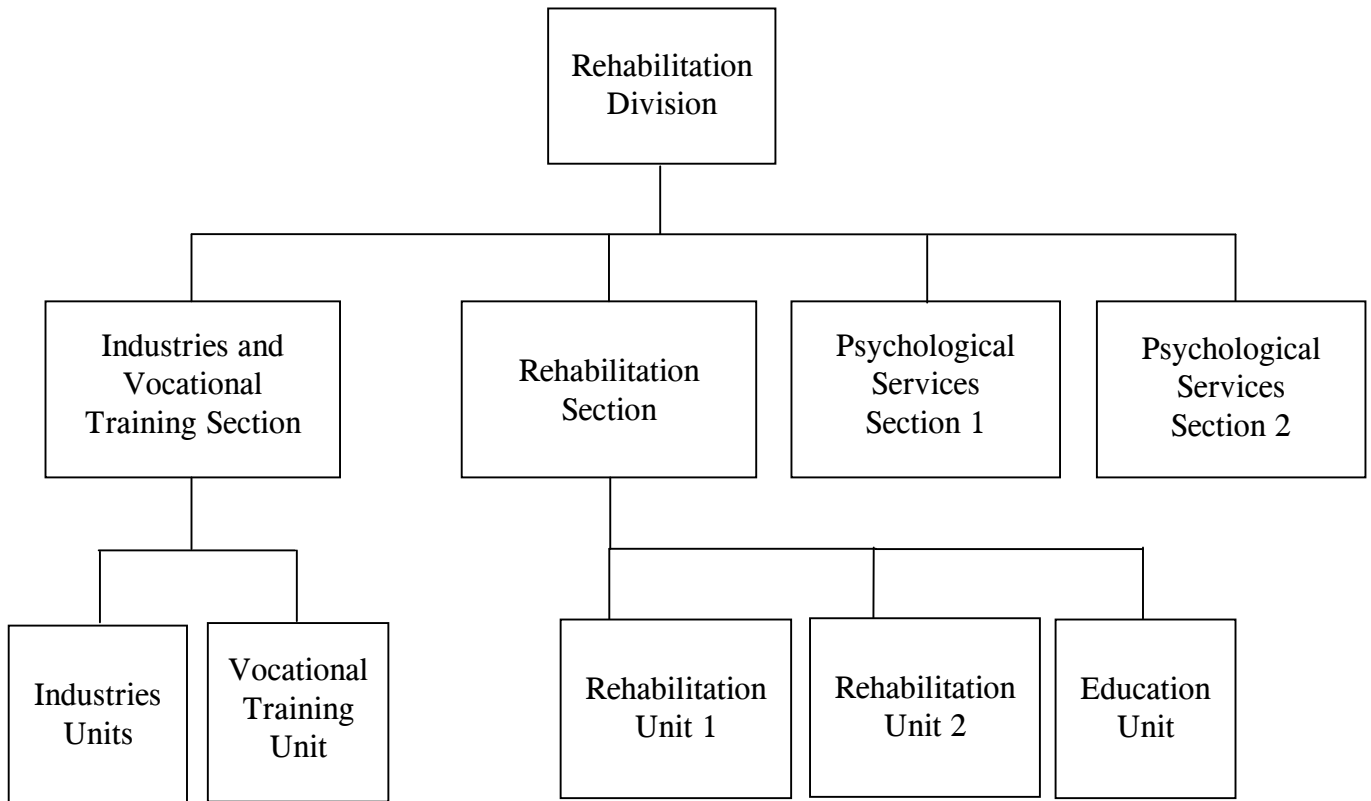
*Note 1: A Supervision Board with members appointed by the Chief Executive of the Hong Kong Special Administrative Region is established under the respective Ordinance. It is responsible for, among others, considering whether any PIC to whom the Ordinance applies should be granted early release under supervision and if so, to order his release.*

*Note 2: Earliest discharge date is the discharge date after taking into account remission earned.*

*Note 3: Latest discharge date is the discharge date determined by the original sentence without any remission.*

*Note 4: A Review Board with members appointed by the Chief Executive of the Hong Kong Special Administrative Region is established under the Ordinance. It is responsible for, among others, conducting reviews of indeterminate and long-term sentence of PICs.*

**Rehabilitation Division of the CSD**  
**Organisation chart**  
**(31 December 2014)**



*Source: CSD records*

**Appendix D**  
(paras. 1.11, 2.10  
and 5.4 refer)

**Success rates of discharged persons under ten Supervision Schemes  
(2010 to 2014)**

Supervision Scheme	2010 %	2011 %	2012 %	2013 %	2014 %
(a) Drug Addiction Treatment Centres (non-conviction and free from drugs in one year after discharge)	49.7 (1,413)	42.2 (1,376)	43.6 (1,121)	46.8 (1,182)	51.4 (1,180)
(b) Training Centre (non-conviction in three years after discharge)	68.6 (140)	63.4 (172)	62.1 (153)	61.8 (123)	67.3 (113)
(c) Rehabilitation Centres (non-conviction in one year after discharge)	92.6 (363)	97.3 (226)	95.5 (179)	94.4 (124)	95.2 (145)
(d) Detention Centre (non-conviction in one year after discharge)	94.4 (234)	94.6 (168)	97.8 (138)	96.5 (115)	94.9 (98)
(e) Post-Release Supervision of Prisoners Scheme (non-conviction during the supervision period, the supervision period was determined by the Supervision Board but not longer than the remitted part of sentence)	86.6 (367)	87.3 (315)	87.6 (322)	89.6 (288)	90.5 (262)
(f) Young Persons in Custody under Prison Programme (non-conviction in one year after discharge)	80.4 (92)	84.8 (125)	91.3 (160)	93.3 (164)	91.0 (178)
(g) Pre-release Employment Scheme (non-conviction between the release date and the earliest date of discharge)	100.0 (59)	100.0 (53)	100.0 (53)	100.0 (42)	100.0 (33)
(h) Release Under Supervision Scheme (non-conviction between the release date and the latest date of discharge)	100.0 (6)	100.0 (18)	100.0 (15)	100.0 (24)	100.0 (21)
(i) Supervision After Release Scheme (non-conviction during the supervision period, which was determined by the Review Board but not longer than the remitted part of sentence)	100.0 (5)	100.0 (10)	100.0 (5)	100.0 (4)	100.0 (2)
(j) Conditional Release Scheme (non-conviction during the supervision period which was determined by the Review Board — Note)	—	—	—	—	100.0 (1)

Source: CSD records

Note: For the Conditional Release Scheme, there was no case from 2010 to 2013.

Remarks: The numbers in brackets denote the numbers of supervisees who had completed the supervision period in the relevant years.

**Vocational training courses  
and training places provided/planned  
(2013-14 and 2014-15)**

	2013-14		2014-15	
	Adult	Young	Adult	Young
PICs (as at September — Note 1)	9,194	689	8,742	564
Eligible PICs (as at September — Note 1)	2,436	689	2,259	564
Percentage of eligible PICs	26%	100%	26%	100%
Number of courses provided/planned	63	37	61 (Note 2)	36
Number of training places provided/planned	1,347	Not available (Note 3)	1,389 (Note 2)	Not available (Note 3)
Expenditure	\$13 million		\$13 million (Estimate)	

*Source: Audit analysis of CSD records*

*Note 1: The CSD only collects information on the number of PICs eligible to apply for vocational training courses in September each year for course planning purposes. The corresponding numbers of PICs as at September 2013 and September 2014 are therefore used to show the proportion of eligible PICs.*

*Note 2: The figures for 2014-15 are the number of courses planned to be provided and the related training places. From April to September 2014, 18 courses with 328 training places were completed.*

*Note 3: According to the CSD, such statistics are not kept because vocational training is compulsory for young PICs whose admission is determined by the Court, which varies from time to time.*

**Commercial value of 13 trades under the Industries Units  
(2013-14)**

Trade	Commercial value	
	(\$ million)	(Percentage)
Laundry	207.5	54.3%
Garment	84.9	22.2%
Carpentry	21.1	5.5%
Leather products	19.6	5.1%
Fibreglass	10.8	2.8%
Book binding	8.7	2.3%
Metal	6.8	1.8%
Sign making	6.0	1.6%
Printing	5.5	1.4%
Simple manual work	4.8	1.3%
Envelope making	3.0	0.8%
Precast concrete	1.7	0.5%
Knitting	1.5	0.4%
Total	381.9	100.0%

*Source: CSD records*

**Net contribution by trade  
(1996-97 and 2009-10 to 2013-14)**

<b>Trade</b>	<b>2009-10</b> (\$ million)	<b>2010-11</b> (\$ million)	<b>2011-12</b> (\$ million)	<b>2012-13</b> (\$ million)	<b>2013-14</b> (\$ million)	<b>1996-97</b> (Note 1) (\$ million)
<i>Trade with positive net contribution</i>						
Laundry (Note 2)	105.8	82.3	87.3	87.4	118.9	95.8
<i>Trades with negative net contribution</i>						
Garment	(18.8)	(26.8)	(33.0)	(27.0)	(55.2)	(9.9)
Carpentry	(11.2)	(17.9)	(8.5)	(13.9)	(22.9)	(9.8)
Book binding	(5.4)	(6.5)	(11.1)	(11.2)	(9.3)	(5.1)
Sign making	(4.6)	(5.3)	(3.8)	(2.7)	(8.3)	(2.1)
Metal	(6.9)	(5.8)	(8.0)	(6.7)	(7.9)	(10.5)
Fibreglass	(5.5)	(4.2)	(4.7)	(4.7)	(6.5)	(3.0)
Leather products (Note 3)	(8.5)	(8.5)	(8.8)	(12.5)	(6.5)	(2.3)
Shoe making (Note 3)	—	—	—	—	—	(2.7)
Precast concrete	(4.5)	(5.3)	(4.6)	(5.8)	(5.3)	(8.8)
Simple manual work	5.9	(0.3)	(1.4)	(2.2)	(3.8)	(2.1)
Printing	(5.3)	(4.8)	(4.0)	(3.9)	(3.7)	(6.5)
Envelope making	(0.4)	(1.1)	(0.2)	(2.2)	(3.3)	(1.6)
Knitting	(1.2)	(2.3)	(1.1)	(1.3)	(2.0)	(2.9)
Ground maintenance and labour (Note 4)	17.4	15.1	(3.9)	—	—	14.8
<b>Total</b>	<b>56.8</b>	<b>8.6</b>	<b>(5.8)</b>	<b>(6.7)</b>	<b>(15.8)</b>	<b>43.3</b>

Source: CSD records

Note 1: This was the net contribution of trades reported in the 1998 Audit Review.

Note 2: It comprised domestic and commercial laundry and their net contributions were separately reported in the 1998 Audit Review.

Note 3: In 1999-2000, the CSD combined the shoe making and leather products into one trade.

Note 4: Starting from 2012-13, the CSD excluded the ground maintenance and labour trade (general maintenance and repair works, gardening and general labour services).

**Average number of PICs employed and  
net contribution per PIC by trade  
(2009-10 to 2013-14)**

Trade	2009-10	2010-11	2011-12	2012-13	2013-14
<i>Trade with positive net contribution</i>					
Laundry	1,276 (+\$82,896)	1,248 (+\$65,961)	1,154 (+\$75,684)	1,020 (+\$85,680)	947 (+\$125,521)
<i>Trades with negative net contribution</i>					
Garment	1,803 (-\$10,448)	1,632 (-\$16,425)	1,595 (-\$20,683)	1,664 (-\$16,241)	1,694 (-\$32,610)
Book binding	438 (-\$12,238)	580 (-\$11,156)	549 (-\$20,146)	518 (-\$21,578)	478 (-\$19,537)
Carpentry	295 (-\$38,121)	360 (-\$49,851)	343 (-\$24,721)	333 (-\$41,790)	319 (-\$71,674)
Leather products	198 (-\$43,017)	243 (-\$34,807)	257 (-\$34,294)	264 (-\$47,521)	237 (-\$27,551)
Envelope making	319 (-\$1,110)	333 (-\$3,321)	330 (-\$592)	250 (-\$8,730)	200 (-\$16,653)
Simple manual work	461 (+\$12,859)	303 (-\$1,006)	229 (-\$6,295)	184 (-\$11,708)	241 (-\$15,682)
Fibreglass	191 (-\$28,890)	155 (-\$26,995)	131 (-\$35,905)	142 (-\$33,157)	137 (-\$47,311)
Sign making	133 (-\$34,230)	144 (-\$36,972)	145 (-\$26,574)	136 (-\$20,052)	135 (-\$61,770)
Metal	111 (-\$62,345)	122 (-\$47,084)	108 (-\$73,894)	92 (-\$73,499)	93 (-\$85,066)
Knitting	32 (-\$37,928)	81 (-\$28,022)	75 (-\$15,160)	61 (-\$21,213)	54 (-\$35,857)
Precast concrete	40 (-\$111,299)	42 (-\$127,133)	40 (-\$114,969)	49 (-\$117,845)	39 (-\$135,253)
Printing	35 (-\$152,246)	31 (-\$155,518)	32 (-\$125,790)	33 (-\$118,651)	34 (-\$108,496)
Total number of PICs employed	5,332	5,274	4,988	4,746	4,608

Source: Audit analysis of CSD records

Remarks: The numbers in brackets denote the net contribution per PIC for the relevant trade.



**Supervision Orders and Recall Orders issued  
(2013 and 2014)**

	2013		2014	
	No.	%	No.	%
<b>Supervision Orders issued (Note)</b>				
Drug Addiction Treatment Centres	1,202	57%	1,074	56%
Rehabilitation Centres	149	7%	118	6%
Training Centre	116	5%	137	7%
Detention Centre	100	5%	105	5%
Other six Supervision Schemes	557	26%	493	26%
Total	2,124	100%	1,927	100%
<b>Recall Orders issued (Note)</b>				
Drug Addiction Treatment Centres	1,022	87%	1,004	86%
Rehabilitation Centres	53	4%	47	4%
Training Centre	57	5%	60	5%
Detention Centre	18	2%	24	2%
Other six Supervision Schemes	26	2%	32	3%
Total	1,176	100%	1,167	100%

*Source: CSD records*

*Note: While only one Supervision Order is issued to a supervisee, more than one Recall Order may be issued for breach of supervision condition on more than one occasion during the supervision period.*

## **Overseas recidivism rates**

- **Australia:**

Northern Territory Department of Correctional Services (Annual Statistics 2012-13):

  - Two-year recidivism rates in 2011-12:
    - (a) Prisoners returning to prison: 52.4%
    - (b) Offenders returning to a Community Corrections program: 8.6%

New South Wales Department of Attorney General and Justice (Annual Report 2012-13):

  - Two-year recidivism rates in 2011-12:
    - (a) Prisoners returning to prison: 42.5%
    - (b) Offenders returning to community corrections: 11.8%
  
- **Singapore Prison Service (Annual Report 2013):**
  - Two-year recidivism rates in 2010:
    - (a) Penal: 23.3%
    - (b) Drug Rehabilitation Centre: 27.5%
    - (c) Overall: 23.6%
  - Two-year recidivism rates in 2011:
    - (a) Penal: 27%
    - (b) Drug Rehabilitation Centre: 31.1%
    - (c) Overall: 27.4%
  
- **California Department of Corrections and Rehabilitation, the United States of America (2013 Outcome Evaluation Report):**
  - One-year recidivism rates in 2010-11:
    - (a) Arrest: 56.4%
    - (b) Return to Prison: 37.4%
    - (c) Conviction: 20.7%
  - Two-year recidivism rates in 2009-10:
    - (a) Arrest: 69.1%
    - (b) Return to Prison: 53%
    - (c) Conviction: 37.7%
  - Three-year recidivism rates in 2008-09:
    - (a) Arrest: 75.3%
    - (b) Return to Prison: 61%
    - (c) Conviction: 49.1%

*Source: Audit research*

**Acronyms and abbreviations**

Audit	Audit Commission
B/Ds	Bureaux and departments
COR	Controlling Officer's Report
CSD	Correctional Services Department
LegCo	Legislative Council
NGOs	Non-governmental organisations
PICs	Persons in custody
RU1	Rehabilitation Unit 1
RU2	Rehabilitation Unit 2
SWD	Social Welfare Department