

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).

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.