

For discussion
on 7 December 2000

Legislative Council Panel on Security

PRISON DEVELOPMENT PLAN

PURPOSE

As part of the process of formulating a long-term prison development plan, we are considering the concept of co-location of penal institutions. This paper seeks Members' views on this concept.

BACKGROUND

2. The policy objectives of our correctional services are to take offenders into custody in a manner which is secure to the public, safe for the inmates and compatible with human dignity, and to provide the best possible opportunity for all inmates to rehabilitate for reintegration into society. To achieve these objectives, we require the provision of adequate penal places and suitable support facilities.

3. The Correctional Services Department (CSD) currently operates a total of 24 penal institutions with a designed capacity of some 11,000. They are located at various parts of the territory – seven on Hong Kong Island; two in urban Kowloon; and 15 in the New Territories (NT), including six on Lantau and three on Hei Ling Chau. The institutions occupy a total of 135 hectares of land. The details are given at **Appendix 1**.

PROBLEMS

Archaic Institutions

4. Of the 24 penal institutions, 18 are over 20 years old and eight were converted from buildings previously used for other purposes. The outdated or non-purpose built design of some of the existing institutions has been the source of complaints particularly about the poor environment and sub-standard facilities, and has caused operational and security problems to the CSD. For example, the provision of new rehabilitation services for offenders has been severely hindered by physical limitations at some old institutions. Furthermore, renewal and upgrading of penal facilities are only possible on a localized and piecemeal basis.

Prison Overcrowding

5. As a more pressing issue, CSD has been suffering from a serious problem of prison overcrowding over the past decade. The penal population reached a record high of some 14,200 in November 1996 with an overall occupancy rate of 140%. The overcrowding situation not only creates difficulties to prison management in maintaining good order and discipline within the prisons, but also creates tension among inmates, making it difficult for prison staff to administer rehabilitation programmes effectively to prepare inmates for reintegration into society.

6. To provide additional penal places, we have been taking action to redevelop existing facilities and to build new ones. In parallel, relief is provided by way of reshuffling of the penal population to optimise the utilisation of available penal accommodation. The details are set out in **Appendix 2**.

7. In mid November, the penal population stands at around 12,000, representing an occupancy rate of about 111%. Overcrowding is most serious in the maximum security prisons, remand facilities and female prisons, which were operating at an average occupancy rate of 125%, 125% and 134% respectively in the first ten months of 2000. Urgent actions are required to provide relief. For example, we are

planning to provide 400 new places in the Lai Chi Kok Reception Centre in 2003/4, which is the only adult male remand centre and has been operating at an average occupancy rate of more than 130% in the last decade.

Forecast Growth in Penal Population

8. The penal population is expected to continue to grow and may reach 15,000 by 2024, representing an increase of about 30% from now (see **Appendix 3**). This forecast has taken into account regular updating of the number of arrests and prosecutions projected by the Police and the Immigration Department as well as factors such as crime rate, crime detection rate, conviction rate, sentencing pattern and the general population growth.

PRISON DEVELOPMENT PLAN

Alternative Approaches

9. To address the current problems of archaic facilities and inadequate penal places, and to meet the forecast growth in penal population, we need to develop a long-term prison development plan. This is one of the initiatives in the Security Bureau's Policy Objectives of the Chief Executive's 2000 Policy Address.

10. If we follow the traditional approach, we estimate that five new prisons would be required to provide a total of 3,800 additional penal places by 2024 (including the Lai Chi Kok Centre expansion project referred to in paragraph 7 above). The estimated cost is about \$5 billion and some 1,600 additional CSD staff would be required to man the new facilities. Costs aside, it has become increasingly difficult to identify suitable sites for prison development. Separately, on-going redevelopment projects would have to be pursued to upgrade the archaic and outdated facilities.

11. As an alternative, we have been giving thought to a new approach revolving round the concept of co-location of penal institutions.

This refers to the wholesale relocation of existing institutions and addition of new ones at a single location, while each institution will retain its independent operations, as provided for under the different ordinances. Under the local law and relevant international conventions, we cannot house inmates of different categories (e.g. males, females, remands, adults, youths, who are subject to different programmes) under one roof. According to this concept, a large prison complex comprising a number of co-located but stand-alone penal institutions, and providing a total of about 15,000 places, would be developed in about 20 years' time to meet the forecast growth in penal population.

12. As a reference, the Singapore Prison Service (SPS) has recently adopted this concept of co-locating or grouping penal institutions at one place, and is now implementing the new Changi Prison Complex project to accommodate all its existing penal institutions and other supporting facilities scattered in the territory. Upon its scheduled completion in 2008, the Changi Prison Complex will house 20 new institutions and provide 21,500 penal places. According to SPS, the co-location project will have benefits in terms of optimisation of manpower, cost-effective operations, greater efficiency of rehabilitation activities, greater operational leverage and alleviation of prison overcrowding.

Advantages of Co-location

13. We have identified the following advantages in a co-location arrangement in the local context -

(a) **Coping with the current penal population and future changes**

The new prison complex can be designed to provide adequate accommodation to alleviate the current overcrowding problem, meet the forecast growth in penal population and provide room for more ready and flexible development in future.

(b) **Better prison management and security**

The new prison complex can be purpose-built to strengthen and streamline penal operations and

remove management inadequacies and difficulties prevalent in some existing institutions. For instance, self-sufficient units will reduce the need for physical movements of prisoners within a prison and enhance the quality of supervision and control, resulting in better use of staffing resources.

(c) **Upgrading of prison facilities**

Some of the installations and systems currently in use (e.g. fire services installations, environmental and security systems) in existing penal institutions are outdated or reaching the end of their serviceable lives. The capacity for further development is limited primarily by site or building constraints. Co-location will provide an opportunity to upgrade these facilities to meet modern standards and introduce advanced technology into prison management. The new prison complex would also cost less in building and facility maintenance than existing institutions.

(d) **Improvement in rehabilitation service**

The new prison complex will be able to provide modern facilities for education and vocational training for inmates. CSD and non-government organizations will find it more efficient and effective to run rehabilitation programmes.

(e) **Contingency arrangements**

Co-location of institutions would allow pooling of staff for on-call and standby duties, thus not only strengthening contingency arrangements but also reducing the number of staff required and the amount of related allowances. Greater flexibility and shorter response time can be achieved in staff mobilization during emergency situations.

(f) **Economy of scale and/or sharing of common facilities**

With the co-location of all institutions at one single site, supporting facilities for security, emergency, escort, transportation, rehabilitation, visitor reception, hospital, kitchen, laundry etc. can be combined and shared between institutions.

(g) **Savings in recurrent costs**

The above benefits can translate into substantial savings in operational and manpower costs on a long-term recurrent basis.

(h) **Benefits to inmates and their families**

Inmates and their families would be provided with improved facilities and services.

(i) **Benefits to the public and local communities**

The public will enjoy enhanced public safety through modern penal management and facilities and more effective rehabilitation programmes. In addition, some local communities may benefit from the removal of existing penal institutions from their neighbourhood.

(j) **Release of land for other developments**

The existing penal sites (about 50 hectares on Hong Kong Island and urban Kowloon, and 85 hectares in the NT – including 60 hectares on outlying islands) can be released for other developments.

Disadvantages of Co-location

14. On the flip side of the coin, the disadvantages or difficulties are -

(a) **Site selection**

It is estimated that about 120 hectares of land would be required to build the required new prison complex. The search for a large enough site, at a location which meets with cost-benefit considerations, is conducive to visits to prisons and penal management and is acceptable to the community, is difficult. During the site selection process, possible issues of land resumption, relocation of burial grounds, environmental protection etc might arise. It may not be easy to resolve these issues to the satisfaction of the community, local or at large.

(b) **Capital investment**

The cost of building a prison complex for co-locating all penal institutions at one single location will be substantial, in terms of not only construction of the prison complex itself, but also land resumption, site formation works and provision of infrastructure and utilities. The extent of works involved will depend on the site selected.

(c) **Lead time for implementation**

Given its scale, the prison complex may take up to ten years to plan, design and build. In the meantime, improvements to some of the existing old institutions may have to be held in abeyance and the overcrowding problem would continue.

(d) **Public reaction**

The communities in the vicinity of the new prison complex would be unlikely to welcome the proposal. The public at large may have reservations on the idea of putting all prisoners in one place out of security or other concerns.

(e) **Risks in emergency**

Mass indiscipline of inmates or disturbance may spread more easily among a co-located penal population, albeit in separate institutions. Besides, the complex might be more susceptible to malicious attack, if so planned. Should there be a major incident such as a huge fire, contingency plans for decanting the inmates would be more difficult to carry out. Special consideration will therefore have to be given to the prison design and emergency organisation to cater for such eventualities.

ADVICE SOUGHT

15. Members are invited to give their views on the concept of co-location of penal institutions.

Security Bureau
November 2000

CSD's Penal Institutions

Appendix 1

<u>Institution</u>	<u>Abbre.</u>		<u>Land Occupied by Correctional Institutions (hectares*)</u>	<u>Designed Capacity (nos.)</u>	<u>Age (Years) If more than 20</u>	<u>Remarks</u>
HK Island						
1 Victoria Prison	VP	)	0.25	438	159	
2 Stanley Prison	S)				
3 Tung Tau Correctional Institution	TTCI	)	35	1599 (Note 1)	63	
4 Pak Sha Wan Correctional Institution	PSWCI	)		500		
				424		
5 Ma Hang Prison	MHP	)	3.5	220	47	
6 Tai Tam Gap Correctional Institution	TGCI	)	1.5	160	28	
7 Cape Collinson Correctional Institution	CCCI	)	3	222	42	Formerly an army site
	Sub-total=		43.25	3563		
Kowloon						
8 Lai King Training Centre	LKTC	)	5.5	260	21	
9 Lai Chi Kok Reception Centre	LCKRC	)	2.2	960	22	
	Sub-total=		7.7	1220		
New Territories						
10 Pik Uk Prison	PUP	)	4	600	24	
11 Pik Uk Correctional Institution	PUCI	)		385	24	
12 Tai Lam Correctional Institution	TLCI	)	13	590 (Note 2)	42	Formerly staff quarters for building the Tai Lam Chung Reservoir
13 Tai Lam Centre for Women	TLCW	)		278	30	
14 Siu Lam Psychiatric Centre	SLPC	)	3.5	270	27	
15 Lo Wu Correctional Institution (Note 3)	LWCI	)	4.6	182		Formerly a military camp
	Sub-total=		25.1	2305		
Lantau						
16 Shek Pik Prison	SPP	)	18	450	36	Formerly staff quarters for building the Shek Pik Reservoir
17 Sha Tsui Detention Centre	STDC	)		164		
18 Chi Ma Wan Correctional Institution	CMWCI	)	13	364	44	Formerly a convalescence home
19 Chi Ma Wan Drug Addiction Treatment Centre	CTC	)		250	21	Formerly a VM Centre
20 Ma Po Ping Prison	MPP	)	9.75	600	34	
21 Tong Fuk Centre	TFC	)		350	34	
	Sub-total=		40.75	2178		
Hei Ling Chau (HLC) (Note 4)						
22 - HLC Drug Addiction Treatment Centre	HLTC	)	18	784	24	Formerly a leprosanarium
- HLC Drug Addiction Treatment Centre (Annex)	HLTC(A)	)		180		
23 - HLC Correctional Institution	HLCI	)		532		Formerly a VM Centre
24 - Lai Sun Correctional Institution	LSCI	)		326		
	Sub-total=		18	1822		
	Total=		134.8	11088		

* 1 hectare (ha) = 10,000 sq. metres

Note: (1) 151 additional places are under construction and scheduled to be completed in early 2001.

(2) 250 additional places are under construction and scheduled to be completed in end 2001.

(3) Temporary.

(4) Institutions on HLC take up only 18 ha of land, but the island is 260 ha large.

(5) The above institutions have excluded Phoenix House, Bauhinia House, New Life House and Green Island Reception Centre

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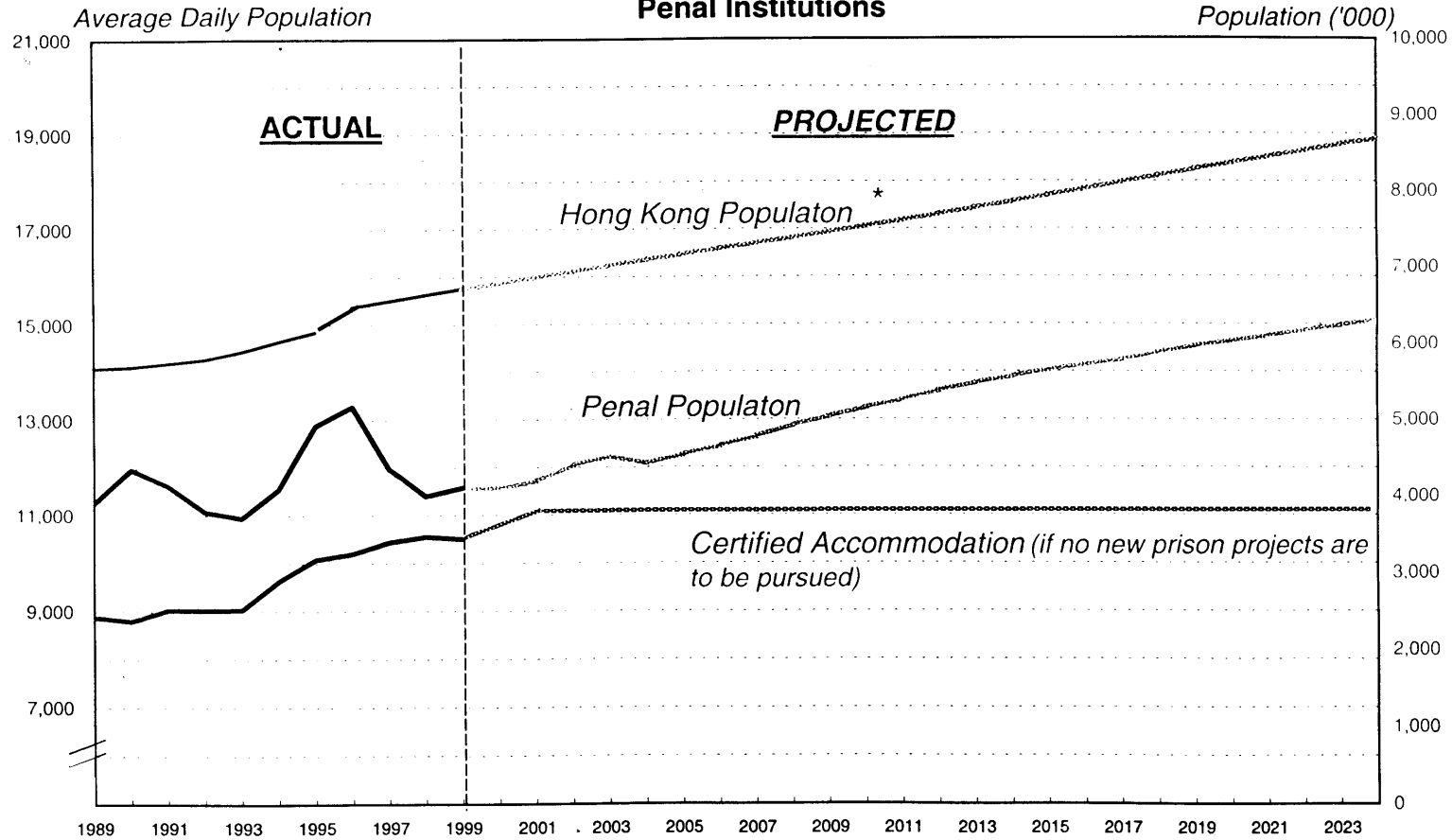
Projects to Relieve Prison Overcrowding
(Since 1994)

A.	Redevelopment Projects	Additional Penal Places	Completion Date/Expected Completion Date
1.	Conversion of Vietnamese Migrants (VM) centre into Hei Ling Chau Addiction Treatment Centre (Annex)	180	April 1994
2.	Conversion of VM centre into Hei Ling Chau Correctional Institution	532	January 1994 (Phase I) October 1994 (Phase II)
3.	Conversion of VM centre into Chimawan Correctional Institution	364	December 1994 (Phase I) October 1995 (Phase II)
4.	Conversion of VM centre into Chimawan Drug Addiction Treatment Centre	250	December 1996
5.	Conversion of ex-military camp into Lo Wu Correctional Institution	208	August 1997
6.	Stanley Prison Area Redevelopment:- (a) New Annex to Tung Tau Correctional Institution (b) Pak Sha Wan Correctional Institution (c) New Category 'A' Unit in Stanley Prison	200 424 151	January 1998 September 1999 Early 2001 (Project under construction)
7.	Redevelopment of Tai Lam Correctional Institution	260	End 2001 (Project under construction)
8.	Conversion of Hei Ling Chau Drug Addiction Treatment Centre (Annex) into a prison for adult offenders	16	mid 2001 (Project order construction)
9.	Expansion of Lai Chi Kok Reception Centre	400	2003/2004 (Project under planning)

B. Reshuffling and Redesignation

1. In January 1998, we redesignated a section of Chimawan Drug Addiction Treatment Centre as a female prison providing 60 places.
2. In June 1998, selected prisoners were transferred from Tai Lam Centre for Women to the Chimawan Correctional Institution and Chimawan Drug Addiction Treatment Centre to relieve the overcrowding in Tai Lam Centre for Women.
3. In July 1998, we reshuffled the prison population at the Tai Lam Correctional Institution following the conversion of the Lai Sun Correctional Institution (Annex) into a male prison.
4. In September 1999, we carried out another round of reshuffling with the commencement of operation of the Pak Sha Wan Correctional Institution.
5. We will continue to identify scope for further reshuffling. For example, we are considering plans to re-designate the Ma Hang Prison (with 220 places) as a female prison when the need arises.

Projection of Hong Kong Population, Penal Population and Certified Accommodation of Penal Institutions



* Since August 2000, the method of compiling the population estimates of Hong Kong has been changed from the "extended de facto" approach to the "resident population" approach. The retrojected series under the new approach is available back to 1996.