

*Rehabilitation services provided by the Correctional Services Department*

---

The Audit Commission ("Audit") conducted a review of the provision of rehabilitation services with a view to identifying room for improvement.

2. The mission of 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. According to its Controlling Officer's Report, CSD operates two programmes of prison management and re-integration. Of the estimated expenditure of \$3,519.7 million provided for CSD in 2015-2016, \$2,556.6 million (73%) is allocated to the prison management programme and \$963.1 million (27%) is allocated to the re-integration programme. In 2014, the total number of admission to correctional institutions was 11 301 and that of discharge was 11 844. The average occupancy rate of correctional institutions was 77%.

3. CSD established the Rehabilitation Division in 1998 to provide rehabilitation services to persons detained in 25 correctional institutions to facilitate their re-integration into the community as law-abiding citizens after release. Such services include counselling, vocational training and aftercare and support services. According to CSD's research, an average of 10% reduction in re-offending can be expected from proper implementation of rehabilitative programmes.

4. The Committee noted the following findings from the Director of Audit's Report:

- since 2006, CSD had implemented the Risks and Needs Assessment and Management Protocol for Offenders ("the Protocol") to assess re-offending risks and rehabilitative needs<sup>1</sup> of eligible PICs, and provide matching rehabilitative programmes to serve their needs. Under the Protocol, resources would be prioritized for PICs with higher re-offending risks and greater rehabilitation needs. CSD aimed to serve at least one of the identified needs of PICs and cover 80% of the target PICs every year. From January 2013 to December 2014, of the four non-drug related needs (i.e. family/marital, employment, community functioning and associates), on average, 1.2 of the 3.2 needs identified per PIC were served. For the drug abuse

---

<sup>1</sup> Rehabilitative needs of eligible PICs are categorized under seven areas that cover family/marital, employment, community functioning, associates, personal/emotional, criminal attitude and drug abuse need-domains.

*Rehabilitation services provided by the Correctional Services Department*

---

need-domain, only 44% of 1 488 PICs' needs were served. There was scope for better serving the identified rehabilitate needs of PICs;

- to fulfill the statutory requirement of engaging PICs in useful work and as part of rehabilitation, CSD's Industries Units operated 13 trades to supply goods and services to the public sector. The Operating Statements prepared by CSD for these trades showed overall negative net contributions (i.e. production cost exceeding commercial value) in the past three years, increasing from \$5.8 million in 2011-2012 to \$15.8 million in 2013-2014. In Audit's view, CSD needed to conduct a strategy review on the trade mix to explore the feasibility of introducing new trades that could replace the less cost-effective ones; and
- among different types of correctional institutions, the Drug Addiction Treatment Centres<sup>2</sup> had the lowest success rate in terms of completion of one-year statutory supervision period without relapse to drug abuse by their PICs after discharge<sup>3</sup>. In 2014, 75% of the recall cases of these Centres were due to relapse to drug abuse. Their PICs also had the highest recidivism rates<sup>4</sup> within two years after discharge.

5. The Committee did not hold any public hearing on this subject. Instead, it asked for written responses regarding reasons for refusal in participating the matching rehabilitative programmes by PICs and measures to promote their participation, vocational training offered to PICs, and measures to enhance the programmes of Drug Addiction Treatment Centres in helping supervisees to stay away from drugs and crime during their supervisory period. The replies from the **Commissioner of Correctional Services** are in *Appendix 49*.

6. The Committee wishes to be kept informed of the progress made in implementing the various recommendations made by Audit.

---

2 A drug addict found guilty of an offence punishable by imprisonment may be sent to one of the three Drug Addiction Treatment Centres under the Drug Addiction Treatment Centres Ordinance (Cap. 244). Therapeutic programmes including work therapy, individual counselling and group counselling are provided to help drug addicts to get rid of drug dependence and correct his/her criminal behavior. The treatment and rehabilitation programmes last from 2 to 12 months.

3 CSD provides statutory supervision to persons discharged from the Drug Addiction Treatment Centres for one year after discharge. According to CSD, many supervisees recalled to the Centre during the supervision period were due to their relapse to drug abuse.

4 Recidivism rates are measured by percentages of re-admission of all local persons who have been under CSD custody to correctional institutions within two years after discharge.