

CORRECTIONAL SERVICES DEPARTMENT

Introduction

The Correctional Services Department was first established in 1841 in Victoria Gaol under the charge of Captain William Caine, the Chief Magistrate of Hong Kong and Superintendent of Gaol and Police. Over the past one and half centuries, changes in nomenclature have reflected changes in the department itself :-

<u>Year</u>	<u>Changes</u>
1858	Officer in charge of Victoria Gaol changed to Governor of Gaol.
1863	Title changed to Superintendent of Victoria Gaol.
1879	Separated from the Police as an independent authority.
1920	Title changed to Superintendent of Prisons (with the creation of Lai Chi Kok Prison (Female) in 1920).
1938	Title changed to Commissioner of Prisons (with the completion of Stanley Prison in 1937).
1982	Title changed to Commissioner of Correctional Services.

Establishment and strength

2. The overall establishment and strength (disciplined and civilian staff) of the Correctional Services Department at 1 April 1988 was 6,398 and 6,120 respectively. This represents an increase of 2,156 in establishment and 2,102 in strength since 1979. A breakdown of figures of disciplined staff from 1979 to 1988 is at Annex 2.3 - Appendix I. Wastage statistics are at Annex 2.3 - Appendix II.

Budget

3. A summary of expenditure from 1979-80 to 1988-89 is at Annex 2.3 - Appendix III.

Organisation

4. The Correctional Services Department operates the following institutions :-

Prisons

Stanley Prison, Shek Pik Prison, Lai Chi Kok Reception Centre, Ma Po Ping Prison, Victoria Prison, Ma Hang Prison, Pik Uk Prison, Tong Fuk Centre, Tai Lam Correctional Institution, Tung Tau Correctional Institution and Lai Sun Correctional Institution.

Training Centres

Pik Uk Correctional Institution, Lai King Training Centre and Cape Collinson Correctional Institution.

Detention Centre

Sha Tsui Detention Centre

Drug Addiction Treatment Centres

Hei Ling Chau Drug Addiction Treatment Centre and Nei Kwu Chau Drug Addiction Treatment Centre.

Psychiatric Centre

Siu Lam Psychiatric Centre

Female Institutions

Tai Lam Centre for Women and Tai Tam Gap Correctional Institution.

Half-way Houses

Phoenix House, Bauhinia House and New Life House.

Refugee and Illegal Immigrant Centres

Hei Ling Chau Detention Centre, Chimawan Closed Centre, Tuen Mun Closed Centre, Sham Shui Po Closed Centre and Cape Collinson Correctional Institution (Refugee Unit).

5. In addition, the department operates from a Headquarters and runs a Staff Training Institute, an Escort Unit, an Aftercare Unit, and a Dog Unit. An organisation chart of the department is at Annex 2.3 - Appendix IV. The strength of major divisions is at Annex 2.3 - Appendix V.

Rank structure and responsibilities

6. The rank structure of the Correctional Services Department is shown below :-

Commissioner of Correctional Services
Deputy Commissioner of Correctional Services
Assistant Commissioner of Correctional Services
Senior Superintendent of Correctional Services
Superintendent of Correctional Services
Chief Officer
Principal Officer
Officer
Assistant Officer I
Assistant Officer II

A brief description of their responsibilities is as follows :-

- (a) Commissioner of Correctional Services - Has overall responsibility for all the Department's work.
- (b) Deputy Commissioner of Correctional Services - Responsible to the Commissioner for all work in the Department.
- (c) Assistant Commissioner of Correctional Services - Responsible to the Deputy Commissioner for each of the following areas of work :-
 - (i) Personnel matters;
 - (ii) Administration and direction of institutions;
 - (iii) Administration and direction of psychological services and programme developments; and
 - (iv) Security matters, overseeing the Inspectorate, administration and direction of the Department's institutions housing refugees and illegal immigrants.
- (d) Senior Superintendent of Correctional Services - Responsible for the management of all matters pertaining to penal institutions, staff and prisoners under his command and the co-ordination with all other departments and agencies in his area of work. Senior Superintendents also head major institutions.
- (e) Superintendent of Correctional Services - As the

head of the institution, responsible for the security and control of all prisoners, management of staff in his charge, and all programmes and activities in the institution.

- (f) Chief Officer - Responsible to the Superintendent for the effective and efficient management and administration of the institution.
- (g) Principal Officer - Responsible for carrying out the approved daily routine on prison areas, discipline among prisoners and staff in his charge. He is required to perform night duty.
- (h) Officer - Assists the Day Orderly Officer (Principal Officer) in the smooth running of the approved routine in the prison in accordance with relevant ordinances, rules and Standing Orders. Usually directly in charge of a large group of prisoners and staff. He is required to perform night duty.
- (i) Assistant Officer I - Responsible to the Day Orderly Officer (Principal Officer) and area officer for the smooth running of the approved routine in the prison. Usually in charge of a medium size group of prisoners and Assistant Officers II. He is required to perform night duty.
- (j) Assistant Officer II - Responsible to the Day Orderly Officer (Principal Officer) and area Officer for the approved daily prison routine. Assists Officers or Assistant Officers I in supervising large number of prisoners or supervises a small number of prisoners.

*Explanatory Note : Apart from the above, the Department has the following ranks : Assistant Superintendent, Officer Cadet, Officer (Temporary) and Assistant Officer (Temporary).

- (k)* Assistant Superintendent - A training post appointed from Chief Officers to understudy the duties of Superintendent.
- (l)* Officer Cadet - A training post appointed from Assistant Officers to understudy the duties of an Officer.
- (m)* Officer (Temporary) - Responsible for the management of refugees and the carrying out of the approved daily routine in refugee closed centres.

- (n)* Assistant Officer II (Temporary) - Responsible to the Orderly Officer (Officer) for the carrying out of the approved daily routine in refugee closed centres.

7. It should be noted that temporary staff are employed to work in closed centres only and undergo a special 2-week training course designed to teach them in general terms the rules applying to the closed centres and the care of refugees.

8. The Correctional Services Industries has its own stream of staff with the following rank structure :-

General Manager (Correctional Services Industries)
Superintendent of Correctional Services Industries
Chief Industrial Officer (Correctional Services)
Principal Industrial Officer (Correctional Services)
Industrial Officer (Correctional Services)
Technical Instructor
Instructor

9. The General Manager and his staff are responsible to the Commissioner for the production, management, marketing, planning, financial and accounting processes of Correctional Services Industries, and the gainful employment of inmates in institutions.

Responsibilities

10. The Department operates under the following ordinances and orders :-

Prisons Ordinance Cap. 234;
Training Centres Ordinance Cap. 280;
Drug Addiction Treatment Centres Ordinance Cap. 244;
Detention Centres Ordinance Cap. 239;
Mental Health Ordinance Cap. 136;
Criminal Procedure Ordinance Cap. 221;
Immigration (Places of Detention) Order Cap. 115;
Immigration (Vietnamese Refugee Centres) (Closed Centre) Rules;
Prisoners (Release under Supervision) Ordinance Cap. 325; and
Standing Orders and Headquarters Circular Instructions.

11. The primary responsibilities of the Correctional Services Department are :-

- (a) to give effect to court sentences and orders which involve custody by :-
- providing custodial facilities for the secure, safe and humane containment of those persons who are committed to custody under

court orders or sentences;

- ensuring that all prisoners and inmates are able to exercise their rights; and
 - providing rehabilitation programmes in penal institutions to assist and encourage prisoners and inmates to lead law-abiding and industrious lives after discharge.
- (b) to facilitate the re-integration of prisoners and inmates into the community by :-
- assessing the suitability of persons on remand for a particular type of treatment;
 - providing guidance and support to enable prisoners to derive maximum benefit from correctional programmes;
 - providing employment guidance and job-placement counselling; and
 - providing statutory follow-up care and supervision to released prisoners and inmates, including the operation of hostels.
- (c) to reduce the likelihood of unrest among prisoners by keeping them purposefully employed and to assist their re-integration into the community by :-
- providing work for prisoners who are medically fit to work; and
 - inculcating a habit of doing useful work through achievement of productivity standards.
- (d) to ensure that Vietnamese refugees are contained in closed centres pending their resettlement to third countries by :-
- providing accommodation and related facilities for the containment of Vietnamese refugees;
 - providing facilities and procedures to ensure that all refugees are able to exercise their rights and receive privileges in accordance with Closed Centre Rules; and
 - assisting in the education and vocational/work training of detainees.

- (e) to ensure that Vietnamese illegal immigrants are contained in detention camps pending re-patriation to Vietnam.

Functions of sections

12. In recent years the department has provided comprehensive treatment and training programmes for different types of prisoners : adult offenders, young offenders and drug dependents. At present 20 correctional institutions are administered by the department. These include maximum, medium and minimum security prisons, a psychiatric centre, training centres, detention centre, and drug addiction treatment centres. In addition, there is a staff training institute, an escort unit which is also responsible for the management of the court cell-holding units, an aftercare unit, a dog unit and 3 half-way houses for persons released under supervision from training centres, detention centre and drug addiction treatment centres. The department is also responsible for the management of five closed centres housing Vietnamese refugees and detention camps for Vietnamese illegal immigrants. Staff of the Refugee Unit, except those at senior levels, are specially recruited and have no working experience in prisons or other penal institutions.

(a) Prisons

Adult male prisoners and remands are kept in safe custody in 11 correctional institutions, ranging from maximum to minimum security. Prisoners are assigned to an institution according to their security rating which in addition to many other factors takes into account the risk they pose to the community. Male prisoners requiring psychiatric treatment are housed in a psychiatric centre administered by the department. First offenders and recidivists are separated to provide a better environment to rehabilitate those who are not habitual criminals.

(b) Young Prisoners

Young offenders serve their sentences in special institutions which have programmes geared to their needs, basically compulsory half-day schooling and half-day vocational training. Following release they are subject to a year's statutory supervision provided their sentences are three months or more and they are under 25 years of age at the time of release.

(c) Training Centres

Training centres provide an alternative to imprisonment for young offenders aged between 14 and 20. The period of detention ranges from a

minimum of 6 months to a maximum of 3 years. Before release an inmate must have secured suitable employment or a place in a school. Release is followed by 3 years' supervision undertaken by the department's aftercare service.

(d) Detention Centre

The detention centre consists of two sections : one for young male offenders aged between 14 and 20 who may be detained from 1 month to 6 months and the other for young male adults aged between 21 and 24 who may be detained from 3 months to 12 months. This programme emphasises strict discipline, hard work and counselling, with the aim of instilling detainees with a respect for the law whilst at the same time providing positive training. After release, detainees are subject to a twelve-month statutory period of supervision.

(e) Drug Addiction Treatment Centre

The department administers a compulsory placement programme for the treatment of convicted drug addicts. This provides the courts with an alternative to imprisonment. An inmate sentenced to a drug addiction treatment centre undergoes treatment and training for a period of two to twelve months, followed by one year's compulsory supervision after release. The programme is based on discipline and physical activities, including work therapy supported by a comprehensive aftercare service.

(f) Female Offenders

There are two institutions for women : one for adults and the other for young offenders.

(g) Escort Unit

The Escort Unit conveys persons in custody to and from courts, hospitals, clinics and institutions and provides appropriate security within District and Supreme Courts and their holding units. It has to supervise prisoners admitted to open wards in public hospitals, and to produce prisoners attending identification parades at police stations.

(h) Staff Training

The Staff Training Institute is responsible for the planning and implementation of training

programmes for the departmental grade staff. The Institute provides a 26-week basic training course for Recruit Officers and Assistant Officers II. Development, specialist and tactical training courses are provided on a continuing basis for all staff at various stages of their career.

(i) Aftercare Services

Aftercare plays an important role in the department. Statutory supervision is provided for all persons released from training, detention, drug addiction treatment centres and for young prisoners. With the assistance of the inmates' families, the aftercare staff establish a sound relationship with the inmates to prepare them to face the challenges and demands which they can expect on their return to the community. Close supervision is given by aftercare staff who regularly visit supervisees' homes or places of work.

(j) Welfare Services

In-centre welfare services are provided by Welfare Officers who assist prisoners to adapt to the penal environment and to solve any problems arising from their imprisonment and preparation for their release.

(k) Medical Services

Medical treatment and health care are provided in all institutions and closed centres. All persons are thoroughly examined by a Medical Officer on admission. Those who require intensive medical care or surgery are referred to visiting consultants or transferred to government hospitals. Ante-natal and post-natal care is provided in closed centres and institutions for women.

(l) Correctional Education Section

Educational opportunities are provided to prisoners and inmates through comprehensive programmes organised by the Correctional Education Section. Adult offenders attend classes on a voluntary basis whilst young offenders attend compulsory half-day schooling and half-day vocational training. All are encouraged to sit for public examinations.

(m) Religious Services

Spiritual support to prisoners and inmates is given by Chaplains who, in addition to religious services, give guidance and counselling to prisoners during their frequent visits.

(n) Psychological Services

Psychological services are provided by the department's qualified psychologists. A wide range of counselling services are provided and assessment reports are compiled for the guidance of the courts and for departmental use on the suitability of offenders for participation in the various corrective treatment programmes.

(o) Inspectorate

The management of institutions is under the close surveillance of the Inspectorate which conducts regular, full and surprise inspections to institutions to ensure that all laid-down rules and regulations are complied with. It also deals with matters related to security of institutions and complaints received by the department.

(p) Correctional Services Industries

Correctional Services Industries provides gainful employment for prisoners and inmates, as well as an opportunity for them to acquire skills to help them find work when they are released. Industries cover a wide range of trades and prison labour is also employed in community projects outside correctional institutions.

(q) Dog Unit

The department operates a pilot Dog Unit at Stanley Prison. This pilot project has been successful and is expected to be extended in phases to other maximum and medium security institutions.

(r) Refugee and Illegal Immigrant Unit

Currently the department is dealing with the difficult problem of Vietnamese refugees which has added considerable strain and responsibility on the department's thinly stretched resources and staff. At present, five closed centres are administered by the department. Under a newly announced policy the department now administers detention camps for Vietnamese illegal

immigrants.

13. Other units including the Public Relations and Information, Statistics and Research, and Works and Planning all help contribute to the efficient running of the service.

Recent developments

14. Since 1979 the department has greatly expanded its scope and complexity of work by developing various comprehensive treatment, training and rehabilitation programmes or refining these programmes for different types of offenders. The name of the Department was changed from "Prisons Department" to "Correctional Services Department" on 1 February 1982 to more accurately reflect the changes in its functions.

15. Major developments after 1979 are as follows :-

- (a) The opening of Tung Tau Correctional Institution in 1982, Lai Sun Correctional Institution and Shek Pik Prison in 1984;
- (b) The responsibility of housing Vietnamese refugees and illegal immigrants;
- (c) Changes in a number of institutions necessitated by demands made by refugees and illegal immigrants from Vietnam and China on accommodation, including Tong Fuk Centre, Chimawan Prison, Victoria Prison, Pik Uk Prison, Tai Lam Correctional Institution and Cape Collison Correctional Institution, and the opening and closing of Sai Wan Centre, Sham Shui Po Centre, and Hoi Tai Centre.
- (d) The establishment of the Young Offender Assessment Panel;
- (e) The operation of the Release under Supervision Scheme and the Pre-Release Employment Scheme on 1 July 1988;
- (f) Multiple recalls for drug addiction treatment centre inmates within the 12 months after discharge;
- (g) Reduction of the minimum detention period for inmates in drug addiction treatment centre from 4 months to 2 months;
- (h) The UK Repatriation of Prisoners Act 1984 being extended to Hong Kong;
- (i) Provision of one-year statutory supervision for young offenders;

- (j) The amalgamation of Education Section and Vocational Training to form the Correctional Education Section;
- (k) The compilation of capsular textbooks more relevant to inmates' life experience and training by the Correctional Education Section;
- (l) Improved syllabus for vocational training classes by the Correctional Education Section;
- (m) The seven-fold increase in commercial value of Correctional Services Industries products;
- (n) The incorporation of scouting and guiding activities in the training curriculum for young offender institutions;
- (o) The launching of the Duke of Edinburgh's Award Scheme in young offender institutions;
- (p) The organisation of Outward Bound Courses for Youth at Risk for inmates in young offender institutions;
- (q) The re-integration programme for Advanced Grade training centre inmates to go on outings, visits or to perform community service on Sundays and public holidays;
- (r) Familiarization visits for relatives of inmates to young offender institutions;
- (s) Establishment of a Social Adaptation Programme for young offenders;
- (t) The development of Behavioural Adjustment Units;
- (u) The development of Lifers Adjustment Units;
- (v) Advanced Training for physical and mental fitness of prisoners/inmates; and
- (w) Pre-release therapeutic course for inmates in drug addiction treatment centre.

Future developments

16. The department is constantly developing new programmes for offenders. A number of new projects are at hand :-

- (a) The establishment of new closed centres for Vietnamese refugees;

Annex 2.3 (Cont'd)

- (b) The implementation of the "Screening Policy" for Vietnamese illegal immigrants;
- (c) A review to expand the Young Offender Assessment Panel;
- (d) The establishment of a permanent Dog Unit;
- (e) The impending taking over of the management of the hospital custodial wards;
- (f) The provision of Protective Custody for accomplice witnesses;
- (g) The expansion of Siu Lam Psychiatric Centre;
- (h) The building of a new medium security prison for about 500 prisoners;
- (i) The building of new laundries at the Pik Uk Prison and in Stanley;
- (j) A review of the direction and scope of Correctional Services Industries;
- (k) A feasibility study on the provision of practical employment training for adult prisoners; and
- (l) A proposal to provide care and control to adult prisoners following release.