

**AUDITOR GENERAL'S DEPARTMENT  
PERFORMANCE AUDIT REPORT  
OF THE  
Management of Department of Correctional Services' (DCS)  
Rehabilitation activities and Reintegration of Offenders into Society**

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This report was prepared by the Auditor General's Department of Jamaica for presentation to the House of Representatives.



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## Auditor General's Overview

Jamaica's Vision 2030 National Development Plan has identified the need to *"strengthen the ability of the Department of Correctional Services (DCS) to secure, rehabilitate and reintegrate its custodial and noncustodial clients"*. While ensuring that the national outcome of greater national security and safety is achieved, DCS is required to provide opportunities for their rehabilitation and successful re-integration into society. To contribute to the achievement of Vision 2030, DCS is expected to expand the framework for rehabilitation of custodial and non custodial clients by introducing new programmes for the rehabilitation of offenders.

The performance audit was planned to determine whether DCS has effective strategies and programmes in place to rehabilitate inmates and facilitate their reintegration into society.

The audit identified that DCS was not determining the risk profile and rehabilitation needs of all inmates, upon entry to a correctional facility. Further, DCS could not demonstrate that their rehabilitation activities are meeting the needs of inmates and we found that there were no structured rehabilitation opportunities to address the needs of certain categories of adult offenders, including mentally challenged inmates, and those convicted for sexual and drug abuse offences. Nonetheless, we found that the Rehabilitation programme for juveniles was more structured. In addition, all juveniles in our sample data participated in an education programme, and some form of vocational or recreational rehabilitation and counselling activities. We also found that DCS's re-offending rate may not be reflective of the total reoffending inmates in their correctional facilities, as it excludes inmates with previous non-custodial sentences.

I wish to express my sincere thanks to the Commissioner and staff of DCS for the cooperation and assistance given to my staff, during the audit. Special thanks to my staff and all the stakeholders who afforded us time from their busy schedule to share their views. I take this opportunity to acknowledge the efforts of DCS in addressing the issues highlighted in the preliminary reports. I have made four recommendations, which DCS and the portfolio Ministry of National Security should seriously consider for implementation.



Pamela Monroe Ellis, FCCA, FCA, CISA  
Auditor General

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## Executive Summary

DCS is an arm of the Ministry of National Security with direct responsibility for the care and custody of all offenders placed in correctional facilities. The department has the task of managing and overseeing all programmes operating within these facilities. DCS's mission is: *"To contribute to the safety and protection of our society by keeping offenders secure and facilitating their rehabilitation and reintegration as law abiding citizens, while developing a professional and committed staff."*

In our audit, we examined whether DCS has systems in place to ensure that:

- Inmates' rehabilitation needs are assessed on entry to the correctional facilities so that they can be placed in programmes that meet their needs;
- Rehabilitation programmes are provided in line with these assessments; and
- There is sufficient management information in place to enable DCS to assess the impact of these programmes and make the necessary modifications from the lessons learnt.

### Key Findings

- 1. DCS is not determining the risk profile and rehabilitation needs of all inmates.** DCS requires that a risk and needs assessment be undertaken to determine the risk profile and rehabilitations needs of all inmates, upon entry to a correctional facility. DCS did not provide information regarding the status of assessment for the 4,149<sup>1</sup> inmates. However, DCS records showed that during 2013, risk assessment was carried out for 167 parole applicants and 565 inmates for reclassification. We reviewed 226 files for adult inmates admitted to correctional facilities between September 2012 and August 2013, and found that 157 (70 per cent) were not assessed. Further, the assessments for the remaining 69 inmates were conducted within one month to a year after entry. We found that the assessment coverage for juveniles<sup>2</sup> was higher than adults. Our analysis of 48 juvenile case files revealed that 40 (85 per cent) were assessed. It should be noted that all inmates involved in external programmes were risk assessed to evaluate their flight risk or whether they would pose any harm to society, prior to their participation. DCS *“asserts that it has human resource constraints and the need to address other competing activities/interests such as the security of inmates, staff and the nation”*. Nonetheless, our analysis revealed that should DCS assigned five officers on a full time basis to undertake three assessments daily; approximately 3,900<sup>3</sup> new inmates could be assessed annually.
- 2. Low level of assessment of male inmates may be contributing to overcrowding in maximum-security correctional facilities.** All inmates begin their sentences in one of the country’s three maximum-security facilities and should only be transferred to lower security facilities after their assessment. We found that, as at May 30, 2014, the two adult male maximum-security facilities designed to accommodate 1,700 offenders, were actually housing 2,757 offenders, an excess of 1,057. However, overcrowding at the maximum-security facilities may have been reduced if the required assessments were undertaken, and low risk inmates transferred to medium and low security facilities. We found that the low and medium security facilities with a capacity for 650 were only housing 347 inmates.
- 3. DCS could not demonstrate that rehabilitation activities are meeting the needs of inmates.** DCS offers two types of rehabilitation: formal activities that follow a structured educational or vocational programme; and informal activities, which support the operation of the correctional facility such as cleaning, cooking and general maintenance. DCS’s records show that for the period 2008 to 2012, inmate’s participation in rehabilitation activities declined from 64 per cent in 2008 to 59 per cent in 2012. However, there was no evidence that DCS was undertaking any assessment of the rehabilitation activities to ascertain whether the programmes were achieving the intended behavioural changes in inmates. In February 2012, DCS developed an Inmate Information System to capture all the relevant information required to assess the impact of rehabilitation activities on inmates. However, DCS indicated that staff has not yet been trained to use the system and could not give a timeline for the full implementation.

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<sup>1</sup> As at May 31, 2014

<sup>2</sup> Aged 12 to 18 years old

<sup>3</sup> Calculation based on 3 assessment done by 5 officers within 260 working days



- 4. There are no structured rehabilitation opportunities to address the needs of certain categories of offenders.** While acknowledging that inmates' participation in rehabilitation activities is not mandatory, best practice dictates that there should be structured rehabilitation opportunities for all categories of inmates. However, we found that DCS did not provide structured rehabilitation opportunities to mentally challenged inmates, and those convicted for sexual and drug abuse offences. Nonetheless, we noted that DCS's Chaplaincy Unit conducted counselling sessions with inmates. However, due to poor record keeping we were unable to determine whether counselling sessions were done in accordance with the recommendations from the risk and needs assessment. For example, we were unable to identify whether 16 of the 24 adult inmates in our sample, participated in the recommended counselling and therapy sessions. We also identified 12 offenders charged with sexual offences, serving sentences ranging from 12 months to 18 years, and found that only three were participating in any rehabilitation programme. The lack of structured rehabilitation opportunities could result in some sexual offenders returning to society without the requisite counselling and life skills training to enable them to make choices to refrain from criminal activities.
- 5. Rehabilitation programme for juveniles found to be more structured.** It is a legal requirement that juveniles receive basic education. We were able to confirm that all juveniles in our sample participated in an education programme and some form of vocational or recreational rehabilitation and counselling activities. The types of vocational activities undertaken included welding, carpentry, music and computing. We also found that juveniles' rehabilitation time was twice that of adult offenders and progress reports were prepared for them.
- 6. DCS' reoffending rate understates the number of reoffenders in correctional facilities.** DCS defines a reoffender as an inmate released from incarceration and returned to custody any time after the release date. Consequently, offenders entering correctional facilities with previous non-custodial sentences are not classified as reoffenders. Over the five years 2008 to 2013, DCS' reported an average re-offending rate of 27 per cent. We used information on inmates' penal record maintained by DCS to recalculate the re-offending rate for the 226 adult inmates in our sample. Using DCS method, the re-offending rate would be 29 per cent. However, when inmates with previous non- custodial sentences are included, the rate rises to 51 per cent. Consequently, information provided by DCS to their stakeholders, such as the Ministry of National Security could negatively impact strategic decisions.

### Recommendations

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**To improve the efficiency and effectiveness of the national rehabilitation service, DCS and the Ministry of National Security should consider adopting the following recommendations:**

7. DCS should give greater priority to conducting the required risk and needs assessments of all inmates. Conducting timely assessments will enable DCS to be aware of inmates' risk profile and the inmates' rehabilitation needs. The assessments will also facilitate the transfer of inmates to medium and low security facilities and may aid to alleviate the current overcrowding in the maximum-security facilities.
8. DCS should conduct periodic evaluations of its rehabilitation programme to ascertain whether the activities are having the intended impact on inmates; which is to enable them to refrain from criminality and make meaningful contribution to society. The lessons learnt could inform changes to existing rehabilitation activities that would help to reduce the re-offending rates. As a priority, DCS should ensure that the proposed training of staff to facilitate the full implementation of the Inmate Information System be conducted in the shortest possible time.
9. We encourage DCS to complete by December 2014, the proposed review and changes to its Rehabilitation Strategy to include structured rehabilitation activities. These activities would facilitate behavioural changes in sex offenders and provide psychological support for the mentally challenged inmates.
10. DCS should consider including non-custodial sentencing in measuring reoffending rate as this would reflect the actual number of reoffenders in correctional facilities. Thereafter, DCS should undertake an assessment of reoffenders with previous non-custodial sentences to determine whether there is a need for specific programmes for this category of inmates.

# Part One

## Introduction

### Establishment of the Department of Correctional Services

**1.1** The Department of Correctional Services (DCS) is an arm of the Ministry of National Security with direct responsibility for the care and custody of all offenders placed in correctional facilities. The Department has the task of managing and overseeing all programmes operating within the facilities. DCS's mission is: *"To contribute to the safety and protection of our society by keeping offenders secure and facilitating their rehabilitation and reintegration as law abiding citizens, while developing a professional and committed staff."*

### Categories of offenders

**1.2** The offenders are comprised of both adults and juveniles and classified as convicted (sentenced by the court) and remanded (on trial or awaiting trial). Convicted offenders can receive custodial or non-custodial sentences for varying offences, such as: rape, murder, robbery, traffic offences, forgery, carnal abuse, unlawful possession of firearms and breaches of the Dangerous Drug Act.

**1.3** Those given custodial sentences are placed in correctional facilities. Non-custodial sentences may require the offender to follow a treatment plan, which aims to change his or her lifestyle and at the same time be gainfully employed. The person lives at home with his family during this process and develops the independence, which gives a sense of worth. On December 31, 2013, DCS's records indicated that there were 8,835 offenders, 4,112 serving custodial sentences, while 4,723 were serving non-custodial sentences (**Figure 1**).

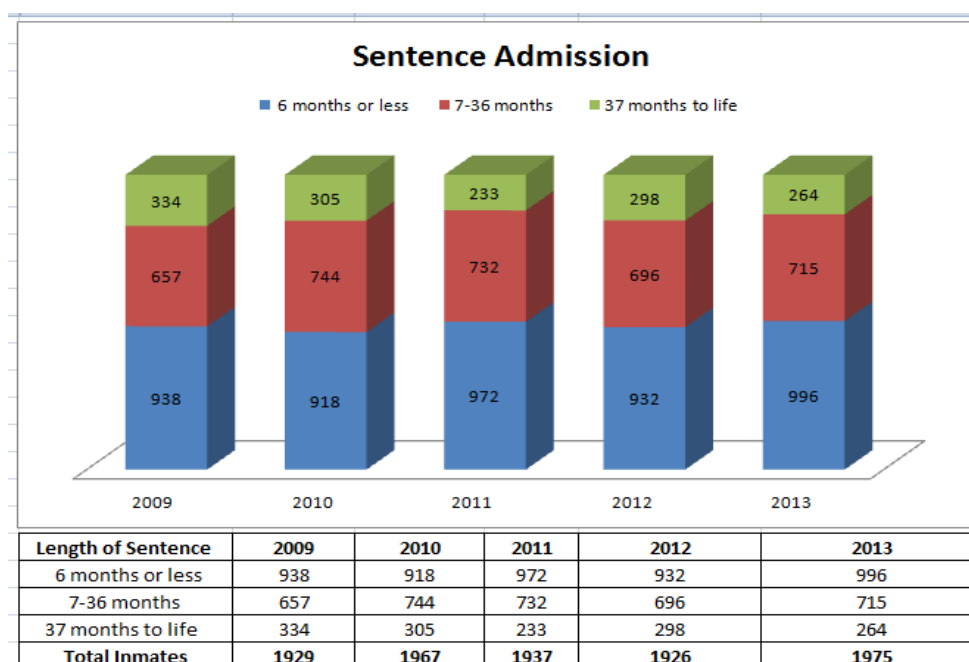
**Figure 1** Offender population - December 31, 2013

Categories							
	Custodial			Non-custodial			Grand
	Male	Female	Total	Male	Female	Total	Total
Juveniles	223	60	283	1,438	268	1,706	1,989
Adults	3,673	156	3,829	2,590	427	3,017	6,846
Total	3,896	216	4,112	4,028	695	4,723	8,835

Source: Department of Correctional Services

### Short-term sentences

**1.4** DCS regards sentences of three years and under as short-term sentences. In 2013, DCS recorded 1,975 custodial admissions of which 87 per cent were short term sentences. This is an increase of seven per cent over the 2009 figure of 1,929. **Figure 2** shows the breakdown of sentences by length from 2009 to 2013.

**Figure 2** Admissions to adult correctional facilities by length of sentence 2009–2013

Source: AuGD analysis of DCS data

### Overcrowding in male correctional facilities

1.5 At May 2014, the number of inmates at the 11 correctional facilities was 4,149 of which 3,711 were males (**Figure 3**). DCS' records show that the two male maximum-security facilities (Tower Street and Saint Catherine) were overcrowded by 793 and 264 inmates respectively. The facilities intended capacity is 1,700, however, the total inmate population at both facilities stood at 2,757 offenders.

**Figure 3** Capacity of Correctional Facilities and Population as at May 30, 2014

Security Classification	Intended capacity	Actual population	(Over)/under capacity	Percentage (over)/under capacity (%)
Maximum (male) <sup>4</sup>	850	1,643	(793)	(93)
Maximum (male) <sup>5</sup>	850	1,114	(264)	(31)
<b>Sub- total maximum (male)</b>	<b>1,700</b>	<b>2,757</b>	<b>(1,057)</b>	
Medium (male)	350	201	149	43
Low (male)	300	146	154	51
Remand centre (male)	1,036	607	429	41
<b>Sub-total</b>	<b>3,386</b>	<b>3,711</b>	<b>(325)</b>	
Female	250	164	86	34
Juveniles	646	274	372	58
<b>Total</b>		<b>4,149</b>		

Source: AuGD analysis of DCS data

<sup>4</sup> Tower Street Adult Correctional Centre

<sup>5</sup> Saint Catherine Adult Correctional Centre

### What does rehabilitation mean in relation to correctional services?

**1.6** DCS reported that there was an era when they focused heavily on security and less on rehabilitation. However, since the establishment of the Rehabilitation Unit in 2000, great strides have been made to promote the benefits of the rehabilitative approach to offender management. Further, the Department indicated that they are reviewing some of the current practices and developing a new rehabilitation strategy to strengthen the existing rehabilitation activities. This will include activities for short term offenders. In addition, the Vision 2030 National Development Plan indicated the government's intention to *"Strengthen the management, rehabilitation and reintegration of clients of correctional services"*.<sup>6</sup>

**1.7** Rehabilitation involves activities that will restore offenders to a useful life in which they meaningfully contribute to themselves and society. This is in line with DCS's strategy to use rehabilitation activities to prepare inmates/wards for re-entry into society where they may live and function as peaceful, law-abiding citizens.

### Why is it important to rehabilitate offenders?

**1.8** Most inmates in correctional facilities will one-day return to open society. Therefore, it is important that they return to the community with skills and attitudes that will enable them to refrain from illegal activities. Rehabilitation should provide hope for the inmate and afford opportunities for change and self-development.

### What is the financial implication for rehabilitation activities?

**1.9** The Government of Jamaica (GoJ) provides funding to DCS from the Consolidated Fund. DCS requested from the GoJ amounts totalling \$2.2 billion between 2009-10 and 2013-14, to allow for rehabilitation activities and reintegration efforts of offenders. DCS obtained funding approval for rehabilitation activities totalling \$2.14 billion (or 97 per cent), and spent \$2.03 billion over the period (Figure 4).

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<sup>6</sup> Page XXVII - Vision 2030 Jamaica National Development Plan

**Figure 4** Analysis of DCS Request for Rehabilitation 2009-10 to 2013-14

Financial Year	Budgetary Request (\$)	Approved Estimates (\$)	Actual Expenditure (\$)	Difference (\$)	Difference as percentage of Approved Estimates
<b>2009-10</b>	422,570,700	414,285,000	383,556,155	8,285,700	2%
<b>2010-11</b>	424,642,126	401,601,000	377,748,536	23,041,126	5%
<b>2011-12</b>	427,655,949	424,539,000	395,962,156	3,116,949	1%
<b>2012-13</b>	469,377,498	443,045,000	420,846,624	26,332,498	6%
<b>2013-14</b>	459,878,895	459,879,000	455,087,631	-105	0%
<b>TOTAL</b>	<b>2,204,125,167</b>	<b>2,143,349,000</b>	<b>2,033,201,102</b>	<b>60,776,167</b>	<b>3%</b>

Source: AuGD analysis of DCS data

### The focus of our audit

**1.10** The audit examined whether DCS has effective strategies and programmes in place to rehabilitate inmates and aid their reintegration into the society. Our report examines whether:

- Inmates' rehabilitation needs are assessed on entry to the correctional facilities and placed in appropriate rehabilitation activities;
- Rehabilitation programmes are provided in line with these assessments; and
- There is sufficient management information in place to enable DCS to assess the impact of these programmes and make the necessary modifications from the lessons learnt.

**1.11** The audit did not focus on security and provision of basic facilities such as food and water. Also, we gave no particular attention to rehabilitation for offenders serving non-custodial sentences, as rehabilitation was already the basis of the sentences handed down to these offenders. However, the effectiveness of non-custodial sentences was considered indirectly; that is, whether reoffenders have previously served a non-custodial sentence. The audit covered the period January 2008 to December 2013, and the audit was conducted from November 2013 to April 2014. See [Appendix 1](#) for further information on the lines of enquiry, scope, criteria and audit approach.

# Part Two

## Assessment of Offenders Rehabilitation Needs

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### Overview

The low level of risk and needs assessment conducted for all inmates may have contributed to the overcrowding problem at maximum-security facilities. Additionally, low and medium risk offenders may be incarcerated among high-risk offenders for extended periods. All inmates begin their sentences at one of the three maximum-security facilities. Inmates should not be transferred from these facilities to a medium to low-level facility without a formal risk and needs assessment. Of a sample of 226 adult inmates admitted to correctional facilities between September 2012 and August 2013, risk and needs assessment were only done for 69 (31 per cent). There was no standard timeframe for undertaking assessment as the assessments for the 69 inmates were done between one month and a year after

entry. DCS does not always assess inmates serving sentences up to six months. Of our sample of 226 adult inmate files, 45 were for inmates serving sentences up to six months. DCS claimed that the low number of assessments was due to insufficient correctional officers. The assessment process takes an average of 45 minutes to complete. The assessment coverage for juveniles was much better than adults. Our analysis of 48 juvenile case files revealed that 40 (85 per cent) were assessed. Further, DCS did not conduct the mandated progress assessment at six-month intervals to reflect the offender's current needs and risk; and to proactively plan and access rehabilitation resources within prison, or in the community, upon release.

## Part Two Assessment of offenders' rehabilitation needs

**2.1** For rehabilitation to be effective, it is essential that it is suitable to the needs of the inmate. The suitability of the rehabilitation activities should be determined by the results of the risk and needs assessment conducted by DCS. The requirement for the risk and needs assessment is outlined in DCS's National Standards and Offender Rehabilitation Guide and supported by the United Nations standards.<sup>7</sup> Both documents suggested that this assessment should be done soon after admission to a correctional facility. DCS National Standards also requires a progress assessment to be conducted at six-month intervals. In this Part of the report, we evaluate:

- whether assessments are actually undertaken; and
- the actual assessment process.

### Low level of adult inmate assessment being conducted

**2.2** A risk and needs assessment process should determine the appropriate level of supervision for offenders and generates an individualized prescriptive supervision plan (PSP). The PSP should identify the offender's needs and includes recommendations for treatment and support services<sup>8</sup>. In conducting the assessment, inmates are interviewed, related police records reviewed along with any specific instructions from the courts. After assessment, DCS prepares a sentence plan outlining key areas to be addressed in meeting the inmate's rehabilitation needs. The sentence plan states the specific rehabilitation activities in which inmates will be involved throughout their sentence.

**2.3** We examined the case files of 226 adult inmates admitted to correctional facilities between September 2012 and August 2013.<sup>9</sup> Our analysis found that the required risk and needs assessment were only done for 69 (31 per cent) inmates (**Figure 5**). There was no standard timeframe for undertaking assessment of inmates after admission into the correctional facility. For example, in relation to the 69 inmates, assessments were conducted within one month to a year after entry (**Figure 6**). However, we found that the assessment coverage for juveniles<sup>10</sup> was much better than adults. Our analysis of 48 juvenile case files revealed that 40 (85 per cent) were assessed.

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<sup>7</sup> (UN Standard Minimum Rules for the Treatment of Inmates Rule 69)

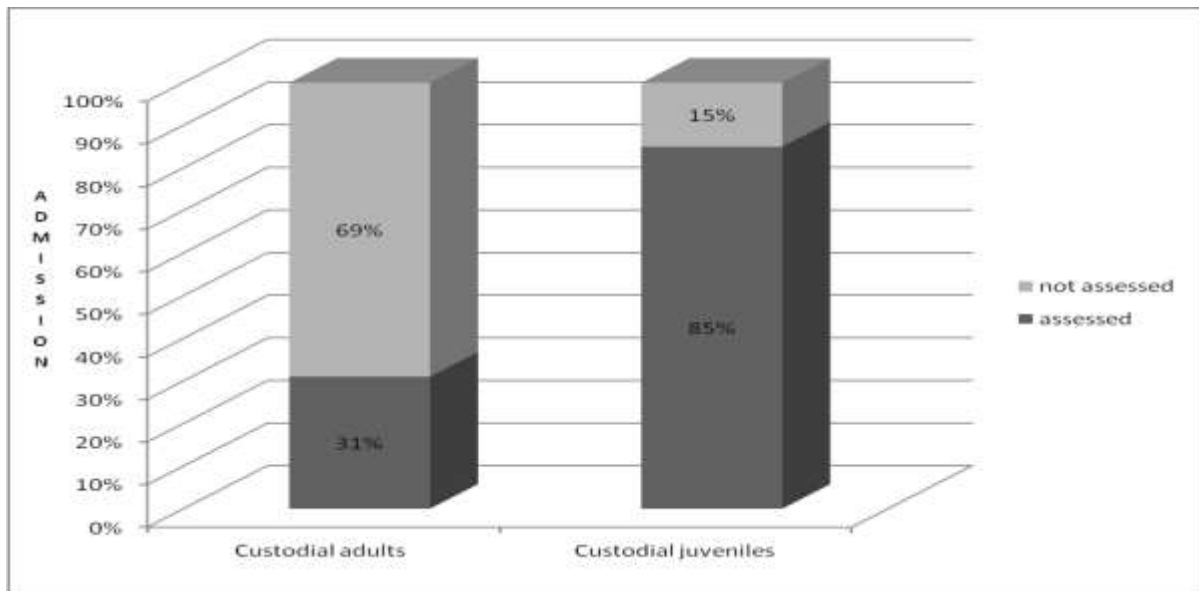
<sup>8</sup> Court Services and Offenders Supervision Agency for the District of Columbia (CSOSA)

<sup>9</sup> The sample was equivalent to 11.7 per cent of total admissions in the 12-month period.

<sup>10</sup> Aged 12 to 18 years old



**Figure 5** Risk and needs assessment completed (based on a sample of 274 adult and juvenile admissions during period September 2012 to August 2013)



*Limited risk and needs assessment done for adult offenders with custodial sentences*

**Note**

1. Sample totalled 274 male and female offenders, comprising 226 adult and 48 juvenile inmates

**Source:** AuGD sample of offender admissions

**Figure 6** Time between inmates' entry to correctional institution and assessment

Time between entry and Assessment	Number of inmates assessed
1 month	19
2 months	12
3 months	7
4 months	3
5 months	7
6 months	4
7 - 12 months	8
Assessment date not stated	9
<b>TOTAL</b>	<b>69</b>

**Notes**

1. The 69 assessed comprised 19 females and 50 males
2. Fourteen female inmates were assessed within one month and the remaining five within five months.
3. Five male inmates were assessed within one month, 16 within three months and the remaining 29 inmates within seven to 12 months.

**Source:** AuGD's analysis of sample data

**2.4** All inmates begin their sentences in one of the Country's three maximum-security facilities and should not be transferred without an assessment. DCS advised that 31<sup>11</sup> officers were involved in assessments, and the process takes an average of 45 minutes to complete. If DCS assigned five officers on a daily basis to undertake three assessments, 3,900,<sup>12</sup> new inmates could be evaluated annually. Consequently, the analysis does not support DCS's claim that the low number of assessments was due to insufficient correctional officers.

### Low level of adult inmate assessment may have contributed to overcrowding

**2.5** The low level of assessment may have contributed to the overcrowding observed at the male adult maximum-security facilities; bearing in mind, those inmates should not be transferred to another facility without a formal risk and needs assessment. DCS's delay in formally assessing inmates risk profile resulted in low and medium risk offenders being incarcerated with high risk offenders for extended periods. Further, more timely assessment could result in some offenders being transferred to medium or low security facilities. This would reduce the overcrowding at the two male maximum-security correctional facilities (Figure 3).

### Inmates serving short-term sentences were not assessed on most occasions

**2.6** DCS does not always undertake risk and needs assessment on inmates serving sentences of six months and under, as the length of incarceration is not considered adequate for meaningful rehabilitation activity. However, this practice contravenes DCS's policy, which states that all inmates should be assessed. Between 2009 and 2013, inmate admissions totalled 9,734, of which 4,756 (49 per cent) related to sentence terms of six months and under. Our review of the 226 adult inmates' files disclosed that 45 were for inmates serving sentences of six months and under. We found that only 37 per cent of the 181 inmates serving sentences in excess of six months were assessed (Figure 7). However, the required half-yearly progress assessments were not undertaken.

**Figure 7** Risk and need assessments by length of sentence

Inmate Files			
Length of sentence	Sample size by length of sentence	Number assessed	Percentage assessed (%)
Less than 6 months	45	2	4
7 months -36 months	135	57	42
<b>Subtotal – short sentences</b>	180	59	33
37 months to life sentence	46	10	22
<b>Total</b>	<b>226</b>	<b>69</b>	<b>31</b>
<b>Sentences longer than 6 months</b>	<b>181</b>	<b>67</b>	<b>37%</b>

Inmates serving sentences of six months or less were not assessed on most occasions

**Note:** We chose our sample in January 2014 from those admitted between September 2012 and August 2013.

**Source:** AuGD analysis of DCS inmate files.

<sup>11</sup> Official list supplied by DCS in January 2014

<sup>12</sup> Calculation based on 3 assessment done by 5 officers within 260 working days

### DCS not conducting mandated follow-up assessment of offenders

**2.7** DCS risk and needs assessment process includes an initial assessment upon entry, preparation of sentence plans and a six month progress assessment of each inmate. The objective of the process is to measure the offender's risk of re-offending (risk of harm to self, to other inmates and to the public) and recommend rehabilitation activities that would meet the inmates' needs.

**2.8** Our analysis found that the risk and needs assessment and sentence plans were done for the 69 sampled inmates. However, DCS did not conduct the mandated half-yearly progress assessment to determine whether the inmates' needs were being addressed and changes in their risk profile. For example, DCS did not present progress reports for the 48 sampled inmates participating in rehabilitation activities, despite requests. This information would assist DCS to proactively plan and access rehabilitation resources within prisons, or in the community, during the reintegration period.

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# Part Three

## Effectiveness of Rehabilitation and Reintegration Programmes

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### Overview

Inmates participating in formal educational or vocational programmes decreased from 37 per cent in 2008 to 30 per cent in 2012. Meanwhile, there was a marginal increase (two per cent) in inmates participating in informal activities such as cleaning, cooking and general maintenance activities. Of a sample of 180 offenders serving short-term sentences, only 13 per cent were involved in rehabilitation programmes and 52 per cent for those serving sentences in excess of three years. We noted that DCS has sought to improve the quality of rehabilitation, over the period under review, by improving

rehabilitation programmes, infrastructure and partnership with various stakeholders. DCS records indicated that there were measurable academic successes in its adult and juveniles rehabilitation activities, with inmates achieving certification after completing courses in computing and Caribbean Secondary Education Certificate (CSEC). However, we observed that DCS is not assessing the impact of rehabilitation activities on inmates. Also, DCS did not prepare progress reports for the 48 sampled inmates participating in rehabilitation activities.

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## **Part Three** - Effectiveness of rehabilitation and reintegration programmes

**3.1** In this Part of the report we evaluate:

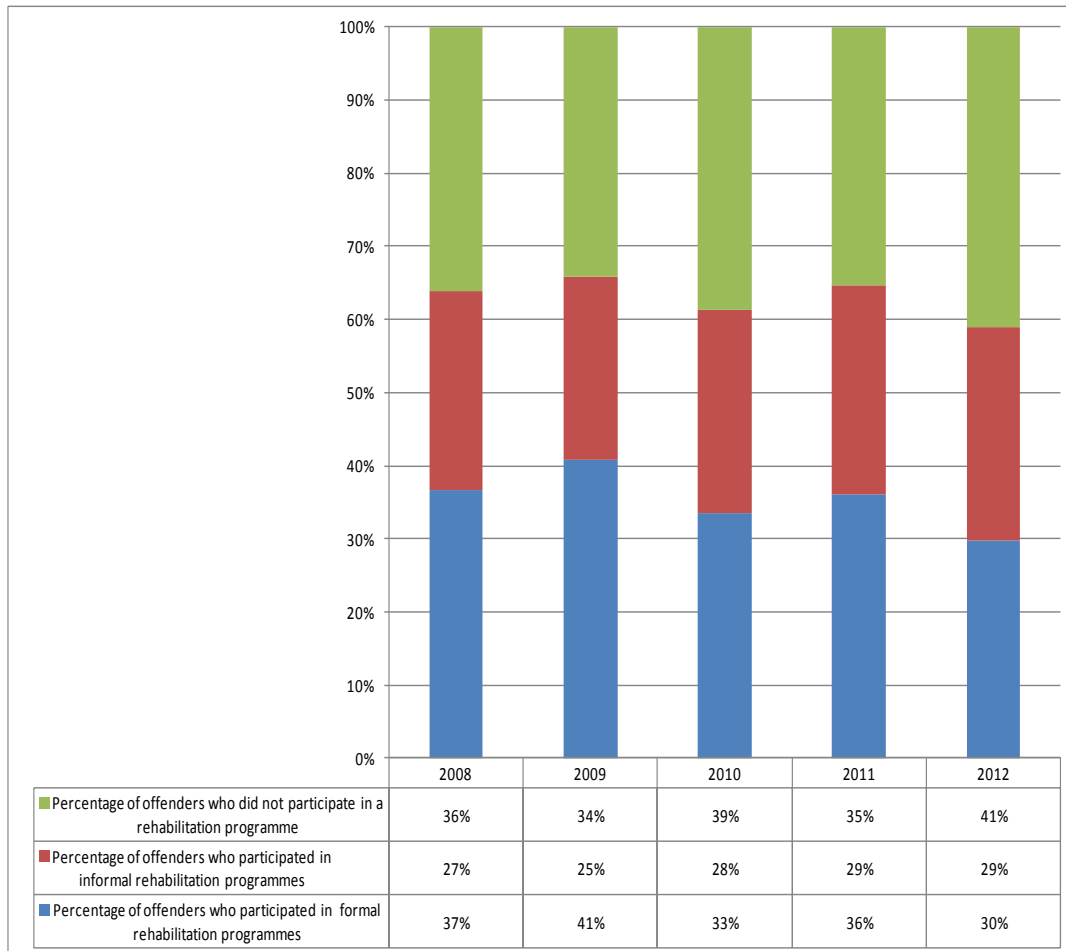
- the participation of adults and juveniles in rehabilitation programmes and the quality of those programmes; and
- the support provided to inmates to facilitate the reintegration process, following release.

### **Participation of adults in rehabilitation programmes**

**3.2** We identified that DCS offers two main types of rehabilitation: formal activities that follow a structured educational or vocational programmes and counselling sessions by its Chaplaincy Unit; and informal activities, which support the operation of the correctional facility such as cleaning, cooking and general maintenance activities. DCS provided three and a half hours for formal rehabilitation activities from Monday to Friday.

**3.3** DCS was only able to provide information on the number of inmates participating in the rehabilitation programme for the period 2008 to 2012. A review of the information indicated that an average of 62 per cent of inmates participated in rehabilitation activities during the period. This shows a decline from 64 per cent in 2008 to 59 per cent in 2012. Inmates participating in formal activities decreased from 37 per cent in 2008 to 30 per cent in 2012, while there was a marginal increase (two per cent) in inmates participating in informal activities (**Figure 8**).

**Figure 8** Percentage of offenders involved in rehabilitation activities - (2008-2012)



**Notes**

1. Figures do not include remand centres.
2. Formal rehabilitation activities throughout the adult custodial system cover: literacy and numeracy classes, farming, computing, baking, woodwork and tailoring.
3. Informal rehabilitation activities refer to working in the kitchen, facilities maintenance, cleaning and other similar activities for which the inmates receive a stipend.
4. Rehabilitation is not compulsory for adults so inmates may choose not to access programmes.
5. There are no rehabilitation programmes available for the complex needs of inmates with mental health issues. As at September 2013, DCS had on record 287 inmates with mental health issues.
6. Certain groups of inmates, such as the very high risk, are held in segregated facilities with no access to the programmes provided for other inmates. There were 42 inmates in segregated facilities in September 2013.

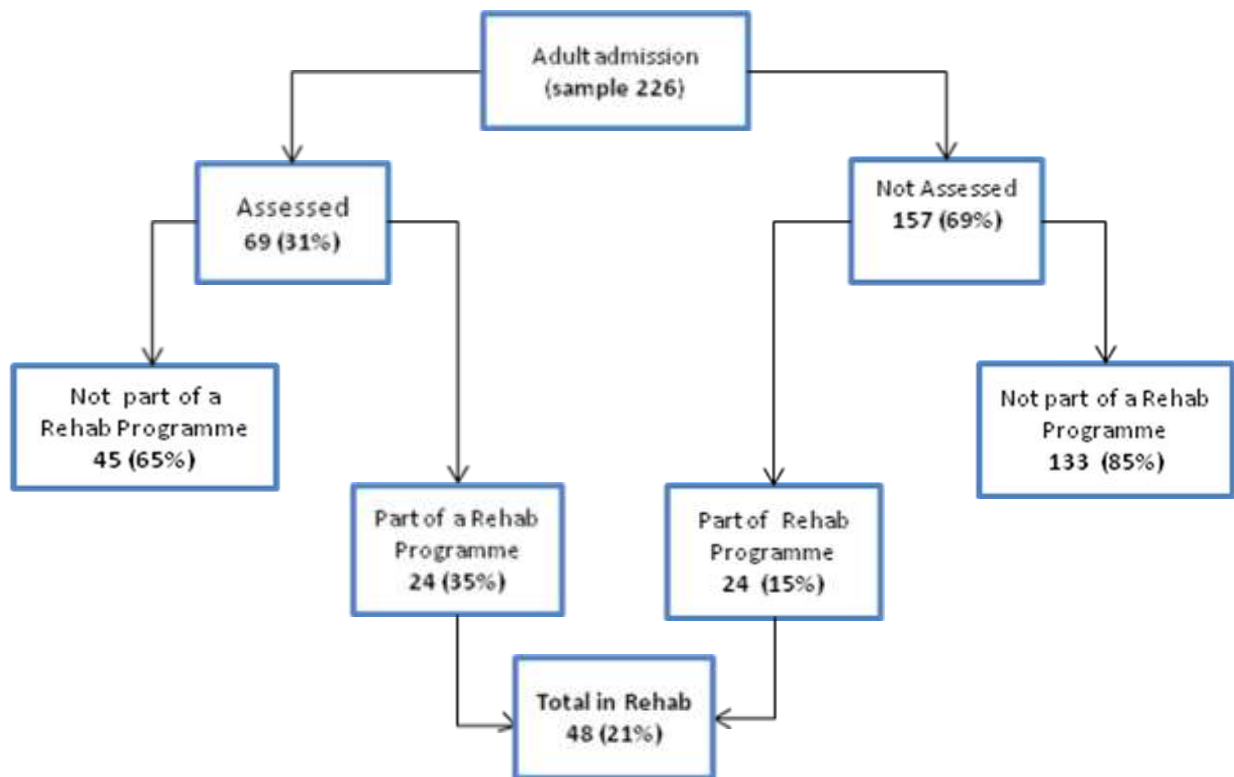
**Source:** AuGD analysis of DCS data

### Part Three - Effectiveness of rehabilitation and reintegration programmes

**3.4** Our analysis of 226 adult inmates disclosed that only 21 per cent of the inmates are involved in rehabilitation programmes (**Figure 9**). Inmates in our sample undertook activities such as kitchen and janitorial duties, baking, welding, woodwork, farming, numeracy and literacy classes.

**3.5** However, there was no evidence that DCS was undertaking any assessment of the rehabilitation programmes to ascertain whether these programmes were achieving the intended changes in inmate's behaviour. We observed that DCS was in the process of implementing an Inmate Information System and indicated that the data gathered will be used to assess the impact of rehabilitation activities on inmates. DCS indicated that staff training will be conducted to populate the database; however, a timeline for full implementation was not provided.

**Figure 9** Participation of adult inmates (sample) in rehabilitation activities - 21 per cent of those in our sample undertook rehabilitation activities



#### Notes

1. We sampled 226 adult inmates admitted in the period September 2012 and August 2013. The sample consists of 195 males and 31 females.

*Source: AuGD analysis of offender files*

**3.6** Our sample of 226 adult inmates revealed that of the 180 offenders serving short term sentences, only 24 (13 per cent) were involved in rehabilitation activities (**Figure 10**). DCS



## Part Three - Effectiveness of rehabilitation and reintegration programmes

stated that the length of the sentence prevented them from offering meaningful rehabilitation activities to short term offenders. However, we observed that some of the rehabilitation activities were for periods of six months or less in which such inmates could be included. These include formal activities such as computer and barbering classes, which runs for three month intervals. These offenders are also able to access informal activities such as kitchen duties, store keeping, bushing, gardening, sanitation, and maintenance.

**Figure 10** Only 13 per cent of sampled adult inmates with short-term sentences were involved in rehabilitation activities (September 2012 – August 2013)

Length of sentence	Sample size by length of sentence	Number involved in rehabilitation activities	Per cent (%)
Less than six months	45	1	2
Six months to three years	135	23	17
Total – short sentences	180	24	13
Over three years	46	24	52
<b>Total adult inmates</b>	<b>226</b>	<b>48</b>	<b>21</b>

Source: AuGD analysis of DCS data

**3.7** DCS accepts that there is a lack of programmes for specific groups of inmates, including short term inmates. As such, in June 2014, DCS launched a two week pilot programme on Behaviour Modification for Short-Term Inmates at the Tower Street Adult Correctional Centre. A review of the participants evaluation form indicated that 55 of the 56 inmates found the programme to be beneficial. DCS indicated that *“a more fulsome evaluation will be done to inform the next stage of the programme in September 2014”*. DCS is also exploring with a number of partners, including the Ministry of Health (MOH), to develop a rehabilitation programme for mentally challenged inmates.

### The quality of adult rehabilitation programmes could be enhanced

**3.8** DCS has sought to improve the quality of rehabilitation over the period under review by undertaking the following initiatives:

- providing staff with training in counselling techniques and principles of good instructing;
- strengthening of partnership with stakeholders through the introduction of stakeholders meetings;
- construction of additional classrooms facilities;
- expansion of the prison radio programme;
- introduction of rehabilitation through sports; and
- implementation of family day activities in all correctional facilities.

**3.9** DCS records indicated that there were successes in its adult rehabilitation activities. These include:

### Part Three - Effectiveness of rehabilitation and reintegration programmes

- Inmates passed at least one of the following subjects in the CSEC examinations (English Language, Principles of Business, Human and Social Biology and Office Administration)
- Inmates received certification in Information Technology after having completed 496 hours of studies in the following areas: Introduction to Computing, Microsoft Suite (Word, Excel, Publisher and PowerPoint)
- Wards trained in entrepreneurship by the Jamaica Business Development Corporation (JBDC).

**3.10** In 2013, 22 juveniles achieved passes in at least one of the following Caribbean Secondary Education Certificate (CSEC) subjects:

- English Language (English A);
- Mathematics;
- Human and Social Biology;
- Principles of Accounts;
- Principles of Business; and
- Social Studies.

**3.11** Notwithstanding these achievements, we were unable to determine whether the rehabilitation activities were meeting the specific needs of inmates. We found that 48 of the 226 adult inmates in our sample participated in various rehabilitation programmes. However, only three inmates participated in all the recommended rehabilitation activities, while 18 did not participate in all the activities recommended in their sentence plan. We noted that no rehabilitation activities were recommended for the remaining 27 inmates ([Appendix 2](#)).

**3.12** DCS's Chaplaincy Unit comprises seven officers charged with providing individual and group counselling, spiritual nurturing opportunities and conduct life skill sessions. We noted that DCS's Chaplaincy Unit conducted counselling sessions with inmates, recording information in chaplain's diary and quire books. However, the chaplain's records did not at all times indicate the names of inmates that participated in these sessions. For example, in reviewing the inmates penal records, we were unable to identify whether 16 of the 24 adult inmates in our sample, participated in the recommended counselling and therapy as outlined in the risk and needs assessment ([Appendix 2](#)). DCS indicated that a Chaplaincy Unit 'Counselling Form' to record the attendance of all inmates at sessions *"will be implemented during the July to September 2014 quarter"*.

**3.13** DCS' records of chaplaincy activities, for the period 2008 to 2013, showed a decline in counselling contacts with inmates over the six-year period 2008 to 2013. Individual counselling contacts declined by 22 per cent, moving from 4,954 sessions in 2008 to 3,850 sessions in 2013. Also, the number of sessions and inmates in group counselling declined by 87 per cent and 80 per cent respectively over the six-year period under review. Further, the number of sessions and inmates in life skills counselling declined by 25 (44 per cent) and 502 (50 per cent) respectively. DCS indicated that the decline in 2013 was due to its inability to pay chaplains the

## Part Three - Effectiveness of rehabilitation and reintegration programmes

requisite mileage allowance to facilitate all the required counselling services. However, DCS was unable to provide an explanation for the decline in the previous years. (**Appendix 3**)

### DCS not assessing the impact of rehabilitation activities on inmates

**3.14** DCS could not demonstrate that the rehabilitation activities are meeting the needs of inmates. **Case Study 1** provides an example of the impact due to the non-assessment of offenders.

### Case 1 DCS is not offering rehabilitation to address offenders' needs

Best practice dictates that a well run rehabilitation activity for sexual offenders include psychological tests and clinical interviews along with life skills training. Such programmes should assist offenders to recognise the factors that contribute to his/her offence and employ appropriate strategies, such as anger management, relationship counselling or therapy to minimise reoffending.

From our sample of 226 adult inmates, we identified 12 offenders charged with sexual offences. We found that DCS does not offer any specific rehabilitation programme to address the offending behaviour of these inmates. Of these:-

- Only three inmates, whose sentences range from four to 15 years, were subjected to the required risk and needs assessments. DCS only recommended rehabilitation activities for two of the offenders. However, at the date of this report, none of the three were involved in any rehabilitation activity. We found that an inmate charged with sexual touching of a child and sentenced for four years, was only recommended for bricklaying vocational activity. There was no recommended rehabilitation activity for another inmate charged with sexual intercourse with a minor who was sentenced for one year. The third inmate charged with carnal abuse and serving five years imprisonment was recommended for a combination of counselling, social group sessions, prison school and vocational trade.
- We also found another three sexual offenders, that were not assessed, involved in block making, farming and literacy (prison school). DCS was unable to explain how the participation of these inmates in such activities would be an adequate intervention for sexual offenders.
- The remaining six inmates charged with sexual offences such as rape, incest, carnal abuse, statutory rape and serving sentences ranging from 2 years to 18 years were neither assessed nor involved in any rehabilitation programme.

The lack of targeted rehabilitation activities focused on sexual offenders could result in sexual offenders returning to society without the basic counselling and life skills to make choices to refrain from criminal activities. As a result, inmates released without any meaningful intervention may return to their sexual deviancy. DCS responded that a review of its Rehabilitation Strategy would specifically identify programmes for sex offenders and the mentally challenged. This process is slated for completion by December 2014 along with the budget to resource the strategy to coincide with the 2015-16 financial year.

## Part Three - Effectiveness of rehabilitation and reintegration programmes

### Rehabilitation of juveniles proved to be more structured

**3.15** It is a legal requirement that juveniles receive basic education. In addition, juveniles were provided with some form of vocational or recreational rehabilitation and counselling activities. We were able to confirm that all juveniles in our sample received this education and participated in a rehabilitation activity. The types of activities undertaken included welding, carpentry, music and computing. We also found that progress reports were prepared for juveniles through their sentences.

**3.16** Juveniles' rehabilitation time was twice that of adult offenders. The weekday timetable allocates seven hours to rehabilitation for juveniles compared to three and half hours for adults. On February 18 and 20, 2014, we visited two juvenile centres and observed classes in session and in keeping with the time-table presented. We found that auto mechanic equipment donated to the Rio Cobre facility in 2011, valued at \$2.3 million was not being utilized as an instructor was not assigned (**Picture 1**). We found that DCS was experiencing difficulty employing an instructor for its auto mechanic programme at the Rio Cobre facility, despite internal and external advertising of the position.

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**Picture 1** Un-used auto mechanic equipment at Rio Cobre Juvenile facility



### DCS' reintegration programmes

**3.17** DCS reintegration process requires inmates to meet with correctional officers, about a month before release, to discuss reintegration issues, such as employment and living arrangements. Inmates are assisted with travelling expenses and accumulated stipend paid, if they have worked while in the correctional facility. Inmates are also given a letter of referral to various NGOs, which may offer assistance with food, housing and employment.

**3.18** Unemployed ex-inmates who have served sentences in excess of a year can apply for a rehabilitation grant to assist in starting a business or to meet educational expenses. In 2013,

## Part Three - Effectiveness of rehabilitation and reintegration programmes

21 (57 per cent) of the 37 inmates who applied, received amounts totalling \$328,000, ranging from \$14,000 to \$20,000. Those receiving the grant should be monitored by DCS for six months to ensure the funds have been used for the intended purpose. DCS was only able to provide monitoring reports for four of the six projects selected for review. The related progress reports indicated that the grants were used for the intended purposes and the business projects appeared sustainable.

**3.19** To facilitate reintegration for those approaching the time of their release, DCS operated two *'half-way houses'*<sup>13</sup> to provide housing and work opportunities. We noted that the two facilities were refurbished at a cost of \$13.7 million, under the Rehabilitation and Reintegration of Offenders and Deported Persons programme in 2009. However, the programme ceased since 2012. DCS stated that given the present eligibility criteria for admission to the hostel, it is experiencing difficulty identifying inmates. The Ministry of National Security and DCS are in dialogue to revise the eligibility criteria for admission to the hostels.

**3.20** Inmates granted parole were assessed prior to their release and reintegration support in the form of counselling and occasional home visits. A review of the probation officers reports for the 69 inmates (three per cent of all those released) released in 2013 disclosed that there were ongoing monitoring of their activities to ensure strict adherence to the terms and conditions of parole.

### Involvement of the private sector and non-profit organisations

**3.21** DCS relies upon the goodwill of local and international non-profit organisations, including religious groups and the private sector, to assist in the rehabilitation and reintegration of offenders.

**3.22** DCS reported that total donations from these external stakeholders over the period 2009-2013 were valued at \$196.5 million. Donations included computers, classroom furniture, agricultural tools, equipment and teaching and learning materials to enhance DCS rehabilitation activities. These organizations have also funded various programmes and services and conduct training for correctional officers. During our visits to six correctional facilities, we observed these donated items in use (**Appendix 4**).

**3.23** At our focus group meeting with DCS' stakeholders, held on February 24, 2014, they expressed concerns and suggested recommendations to improve DCS' rehabilitation activities. See **Figure 11** for details.

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<sup>13</sup> Halfway House: Accommodation used to allow convicted criminals to begin the process of reintegration into society.

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**Figure 11** Extracts from focus group discussion

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- The rehabilitation and reintegration process requires a comprehensive and holistic approach.
  - DCS has to believe in rehabilitation for it to work.
  - Although the basic education and vocational programmes provided are a step in the right direction, a vacuum exists for more to be done to involve the mentally ill and sex offenders.
  - Rehabilitation Programmes should be 'scaled up' for greater impact.
  - DCS needs to boost inmates' involvement in public work programmes (such as bushing of cemeteries, painting of schools and hospitals) which would not only provide meaningful activities for inmates, but also creates an opportunity for them to give back to the community.
  - Without inmates being properly rehabilitated before release, the private sector entities are not going to have confidence as they may create problems as to how they interact in the social realm.
  - A poor public image of correctional operations affects the ability to attract community support. Therefore, DCS needs to embark on a public education campaign.
  - Government does not have a clearly defined policy direction on rehabilitation. This would indicate the government's commitment to rehabilitation and satisfy public expectations.
  - Resources provided to DCS just cannot meet its obligations; "they are given basket to carry water".
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**Source:** AuGD 's compilation of the views of focus group participants

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# Part Four

## Management Information

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### Overview

DCS measures re-offending rate using the re-incarceration method, and not re-conviction. DCS' records indicated that for the five years beginning 2008 the re-offending rate slightly increased, moving from 28 to 29 per cent, but this does not include reoffenders receiving non-custodial sentences. DCS defines a reoffender as '*an offender released from incarceration and returned to custody any time after the release date*'. Consequently,

offenders re-entering correctional facilities with previous non-custodial sentences are not classified as reoffenders. Using the re-incarceration method, DCS re-offending rate stands at 29 per cent but this rises to 51 per cent if re-conviction method is used. Information provided by DCS to their stakeholders, such as the Ministry of National Security could impact strategic decisions.

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**4.1** In this part of the report, we evaluate the adequacy of DCS' oversight of rehabilitation activities, focusing particularly on re-offending.

#### DCS reoffending rate exclude inmates with previous non-custodial sentences

**4.2** DCS's records indicated that for the five years beginning 2008 the re-offending rate slightly increased, moving from 28 to 29 per cent (**Figure 12**). The department's Strategic Business Plan for the period 2013 to 2016 includes a target to reduce re-offending by two per cent per year. We have not received the re-offending data for 2013 to analyze the latest movement in the re-offending rate.

**Figure 12** DCS's Re-offending rates 2008 to 2012

Calendar year	2008	2009	2010	2011	2012
Total admissions	1849	1929	1967	1937	1926
Reoffenders	515	460	526	500	567
Reoffenders as a percentage of admissions	28%	24%	27%	26%	29%

Source: DCS Annual Reports

**4.3** To monitor the number of inmates returning to its custody, DCS defines a reoffender as 'an offender released from incarceration and returned to custody any time after the release date'. Consequently, offenders entering correctional facilities with a previous non-custodial sentence would not be classified as a reoffender.

**4.4** We used information on inmates' penal record maintained by DCS to calculate the re-offending rate for the 226 adult inmates in our sample. Using DCS (re-incarceration) method, the re-offending rate would be 29 per cent. However, when inmates with previous non-custodial sentences are included, the rate rises to 51 per cent (**Figure 13**). For example, in our sample of 226 adult inmates 29 inmates had previous convictions that did not result in custodial sentences, one had nine such convictions.

**4.5** The use of the re-incarceration method may result in DCS being unaware of the true extent of reoffenders in the correctional facilities. In addition, information provided by DCS to their stakeholders, such as the Ministry of National Security could impact strategic decisions.



**Figure 13** Re-casting of re-offending data to include inmates previously convicted in sampled population of 226 adult inmates (Sept. 2012 – Aug. 2013)

Sentence period	Inmates Re-incarceration	Number with previous convictions that did not result in incarceration	Re-casted reoffending data
6 month and under	7	14	21
7 to 36 months	50	15	65
37 months to life	9	21	30
<b>Total</b>	<b>66</b>	<b>50</b>	<b>116</b>
Re-offending rate	29%		51%

Source: AuGD analysis of sample data

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# Appendices

## Appendix 1 About the audit

### Purpose and Authority of the Audit

We planned and conducted this performance audit in accordance with the Government Auditing Standards, which are applicable to Performance Audit and issued by the International Organization of Supreme Audit Institutions (INTOSAI). Performance audits provide objective analysis so management and those charged with governance and oversight can use the information to improve performance and operations, reduce costs, facilitate decision making by parties with responsibility to oversee or initiate corrective action, and contribute to public accountability.

The purpose of this report is to provide our analysis, findings, and recommendations regarding our review of whether the Department of Correctional Services is adequately providing rehabilitation activities to inmates that will facilitate re-integration into society. The planning process involved gaining a thorough understanding of the various factors that influence the efficient and effective rehabilitation of convicted offenders and using our issue analysis to determine the scope of the audit.

### Audit Scope

We conducted this audit to answer the following questions:

- i. Is the initial assessment of rehabilitation needs effective?
- ii. Are offenders accessing sufficient and relevant rehabilitation?
- iii. Does rehabilitation lead to effective reintegration?
- iv. Is there evidence that resources devoted to rehabilitation of adults and juveniles are used efficiently?

As a means of answering the above questions, we randomly selected a sample of 274 offenders; 226 adult penal files from a total admission of 1940 and 48 files from juvenile total admissions of 126 covering the period September 2012 to August 2013. The audit period for which all information was collected and reviewed was January 2008 to December 2013. In certain instances, additional information was reviewed. This was done, in part, to review information regarding proposed changes to the parole act slated to be finalized by December 2014. The audit fieldwork was conducted from the middle of January 2014 to the end of April 2014.

### Audit approach

We acquired subject matter expertise by:

- ➔ interviewing staff involved in strategic planning and performance reporting;
- ➔ interviewing staff responsible for preparing assessments and case plans for offenders;
- ➔ interviewing staff responsible for preparing and supporting inmates on release;
- ➔ interviewing inmates;
- ➔ reviewing corporate planning and performance reporting documents;
- ➔ reviewing a sample of assessment forms and case plans for adults/juvenile offenders;
- ➔ reviewing a sample of penal records;
- ➔ analysing performance data;
- ➔ holding focus group discussions with Superintendents and correctional and probation officers; and
- ➔ holding focus group discussions with external stakeholders.

We also researched rehabilitation strategies in other jurisdictions to identify best practice methodologies as listed below.

- ➔ Trinidad and Tobago;
- ➔ England and Wales;
- ➔ United Kingdom, and
- ➔ Canada.

We visited six correctional centres as listed below.

Correctional Centres visited	Security Classification	Type
<b>Tower Street</b>	Maximum	Adult male
<b>St. Catherine</b>	Maximum	Adult male
<b>Tamarind Farm</b>	Medium	Adult male
<b>Fort Augusta</b>	Max/Med/Low	Adult female
<b>Rio Cobre</b>	Medium	Juvenile male
<b>South Camp</b>	Medium/Low	Juvenile female

## Appendix 2 Actual Rehabilitation activities compared with Assessed Recommendation

No	Name of Inmate	Recommended Rehabilitation Activities	Deficiency	Actual Rehabilitation
1	Inmate 1	Orderly Party #4	Ok	Orderly Party # 4 Prison School
2	Inmate 2	Recommended rehab not noted	None	Prison school
3	Inmate 3	Classification of inmate to #4 party (Orderlies). (Counselling sessions on money management 6 months, Family Therapy & Counselling 3-6 months)	No counselling and therapy	Orderly
4	Inmate 4	Counselling & prison school	No Counselling	Prison school and trade
5	Inmate 5	No recommended rehab seen	None	Prison school
6	Inmate 6	Educational classes & Training; Thinking and Behaviour counselling	No Counselling	Prison school
7	Inmate 7	Vocational skill area & involvement with social group session	NO social group session	Kitchen
8	Inmate 8	Enrolment in trade programme, educational classes, counselling	No counselling	Masonry
9	Inmate 9	Involvement in educational classes & skills training & counselling sessions.	No educational classes and counselling	Farming
10	Inmate 10	Skill training	OK	Farming
11	Inmate 11	counselling & social group sessions	No counselling	Kitchen- cooking
12	Inmate 12	counselling & social group sessions	No counselling	Farming
13	Inmate 13	Recommended rehab not seen		Farming
14	Inmate 14	Remedial and skills training classes, family therapy sessions, group counselling (6months)	No therapy and counselling	Sewing/dressmaking
15	Inmate 15	Remedial and skills training classes (6-12 months)	OK	Bakery , CSEC prison schools
16	Inmate 16	Counselling by Psychologist (6 months). Future planning: counselling on behaviour modification.	No counselling	Sewing and dressmaking
17	Inmate 17	Counselling by Psychologist and Chaplain (6 months). Outcome. Future planning: counselling session. Cleaning party	No counselling	Sanitation (cleaning group)
18	Inmate 18	Counselling by psychologist and	No counselling	Sewing/dressmaking

		chaplain (6 months).		
<b>19</b>	Inmate 19	Skills training and educational classes (6 months). Proper budgeting & motivational talk (6 months)	No skills training and counselling	JSC - prison schools
<b>20</b>	Inmate 20	Attend skills training classes 3-6 months. Counselling for money management, behavioural modification (counselling) cleaning party.	No skills training	Sanitation (cleaning group).  Counselling done
<b>21</b>	Inmate 21	Counselling sessions 1-8 mths, Academic classes (1-8 months)	No counselling and classes	Kitchen
<b>22</b>	Inmate 22	Psychiatric Treatment. Counselling sessions, Skills program, attend school to CXC level (6-12 mths)	No counselling, psychiatric treatment and skills program	CSEC prison school
<b>23</b>	Inmate 23	#7 party (Kitchen). (Involvement in skilled programmes 1-4 years, Extensive Counselling 1-4 years)	No skills programme and counselling	Sanitation group
<b>24</b>	Inmate 24	#4 party, Orderly. Motivational talk and counselling (3-6 months)	No counselling	Orderly

## Appendix 3 DCS Chaplaincy Unit Activities

Chaplaincy Unit Activities		TOTAL (2008-13)	2013	2012	2011	2010	2009	2008
Individual Counselling Contacts		27,343	3,850	4,497	4,481	4,728	4,833	4,954
Group Counselling Sessions	Number of Sessions	289	12	21	29	65	69	93
	Total No. Of Participants	2,402	138	196	226	498	659	685
Life Skills Sessions	Number of Sessions	206	32	20	49	48	57	NP
	Total No. Of Participants	2,879	494	284	525	580	996	NP

Source: DCS Reports (Chaplaincy Unit)

Note: NP – data not presented

## Appendix 4 Examples of support given to DCS by donors

Categories of donors		Donation to DCS as at December 2013
<b>Local NGOs</b>		Food items, appliances, furniture, construction materials, tools, stationery, farming implements, toiletries, medical supplies, clothing, welding tools, sports gear, games, fabric, bedding, books
<b>Religious groups</b>		Food items, laundry supplies, toilets
<b>Private Sector</b>		Reading material, food items, computer equipment, sports gear, clothing, bedding, office furniture,
<b>Government agencies</b>		Monetary contribution, hygiene kit, food items, sports & music equipment, text books & other reading material
<b>International NGOs</b>		Medical services, medication, medical equipment, books & stationery, toiletries, household appliance, construction materials, radio license, computers, stationery & school supplies, musical instruments, Computers & tables, Motivational talks
<b>International agencies</b>	<b>government</b>	Clothing, toys & accessories, training for correctional and probation officers, infrastructure improvement & refurbishing