

署長序言 Commissioner's Foreword



二 零零三年對懲教署來說，是另一任重道遠的一年。監獄擠迫仍是我們面對的長期挑戰，對部門人手、設施和其他資源造成沉重負擔。不過，藉着對資源的策略整合和妥善調配及運用，各項羈押及更生服務均能有效推行。在此必須感謝本署職員同心協力，令問題迎刃而解。

截至二零零三年年底，本署各懲教院所的收容率高達 114%，較對上一年增加一個百分點，而本署院所收納及釋放的判刑人數更創了歷年紀錄。二零零二年收納的判刑人士達 24 366 之數，二零零三年則為 26 659，上升達 9.4%；釋放的人數由二零零二年的 23 714 增至二零零三年的 26 713，升幅亦達 12.6%。人數如此急劇增加，對職員，尤其是前線人員帶來的巨大工作量可想而知。

在二零零三年十月十一日，我們收納的女犯達 3 007 人，收容率高至 197%，是歷來之冠。為解決女性院所的擠迫問題，本署採取了多項措施，包括在過渡期將收納男犯的馬坑監獄改建為女性院所，提供

220 個懲教名額。

談及長遠解決監獄擠迫及設施不足，以及應付在囚人口的預計增長問題，最重要的還是早日落實綜合懲教設施計劃。為此，當局現正進行初步環境影響評估，研究可否在喜靈洲的擬議地點集中可容納 7 220 名犯人的中型懲教設施，預計二零零四年年中會有結果。

本署 87% 的日常開支為員工薪津，為達到政府節約開支的目標，署方一直與員方緊密協商，尋求既能節約又對服務質素影響至微的方案，包括重組架構、重訂運作優先次序及重整工序。在二零零四至零五年度，懲教署會通過自然流失削減 80 個職位，預料可節省 2,550 萬元。

我們雖然面對監獄擠迫和資源不足的問題，但仍不少地方取得良好成績。在二零零三年上半年「沙士」爆發期間，部門職員和管方突然面對前所未有的挑戰。透過應變策劃和上下一心的精神，本署轄下院所得以保持「零」感染個案紀錄。我們現時亦不怠慢，

2003 was another year of heavy commitment for the Correctional Services Department. The perpetual challenge of penal overcrowding imposed considerable burden on staffing, facilities and resources requirements. Despite the situation, custodial and rehabilitative programmes were carried out effectively through strategic convergence and leverage of resources. Thanks must be extended to our staff for the joint effort that rendered all difficulties surmountable.

At the end of 2003, the occupancy rate of our penal institutions stood at 114%, representing a one-percentage point increase from 2002. However, the numbers of admission and discharge of sentenced persons at our institutions were the highest in these years. The number of admission in 2003 jumped by 9.4%, from 24 366 in 2002 to 26 659. The number of discharge drew a 12.6% increase from 23 714 in 2002 to 26 713 in 2003. Understandably, these upsurges have created enormous workload particularly on the frontline staff.

The female penal population reached a record high of 3 007 on October 11, 2003, representing an occupancy rate of 197% among female institutions. To relieve overcrowding in female institutions, we took a number of initiatives including the conversion of the male Ma Hang Prison into a 220-place female prison in October as an interim measure.

Speaking of long-term solution to overcrowding, inadequate facilities, and projected increase in penal population, early implementation of the co-location project is paramount. Towards this end, a feasibility study, with a Preliminary Environmental Review inclusive, is being carried out at the proposed site on Hei Ling Chau for the medium-sized, 7 220 place co-location facility. The findings are expected by mid-2004.

Staff salaries and allowances constituted about 87% of our total expenditure. In order to meet the Administration's

targeted savings, we have maintained close dialogue with our staff attempting to come up with money-saving solutions bearing minimum adverse effect on service quality through the 3R1M (reorganisation, re-prioritising and re-engineering, and market) approach. In 2004-05, the Department will cut 80 posts through natural wastage and the estimated savings are \$25.5 million.

In spite of penal overcrowding and resource limitations, remarkable achievements were made in a number of areas. The SARS outbreak in the first half of 2003 was an unprecedented challenge placed abruptly on staff and the management as well. Through contingency planning and concerted effort, we succeeded in maintaining a record of zero infection in our penal institutions. We will not leave it to chance and will continue with all precautionary steps to safeguard the penal environment.

The pilot Enhanced Reintegration Programme for inmates between the age of 21 and 25 was debuted in November at Lai Sun Correctional Institution. Participants in this pilot programme will receive full-time vocational training in lieu of laborious workshop production. Such an enhanced vocational training comprised of contemporary trades is highly conducive to job seeking opportunities upon discharge, better reintegration process, and as a result, lowering the overall recidivism.

In soliciting public acceptance and support for rehabilitated offenders, we continued our co-operation with the 18 District Fight Crime Committees, community groups and non-government organisations to enable more members of the public to understand and accept rehabilitated offenders. The volunteer recruitment exercise in late 2003 received an enthusiastic response. More than 40 volunteers selected among 200-plus professionals and university students have attended a three-day preparation workshop and started working in respective penal institutions as volunteer helpers since March 2004. We have also selected some inmates with academic qualifications or professional skills to assist the volunteers in conducting seminars and hobby classes.

將繼續採取一切預防措施，守護各院所免受感染。

勵新懲教所在十一月開始推行一項「青年自我增值」試驗計劃，讓參加計劃的 21 至 25 歲以下在囚人士接受全日制職業訓練，代替在工場的勞動生產工作。是項增值計劃是配合現代各行業的技能訓練，能大大加強他們獲釋後受僱的機會，亦能改善重新融入社會過程，從而減低整體再犯案率。

為呼籲公眾接納和支持更生人士，我們繼續與 18 區撲滅罪行委員會、各社區團體和非政府機構合作，宣揚助更生信息，使更多市民了解和接納他們。在二零零三年年底推行的義工招募運動反應熱烈，有超過 200 名專業人士和大學生報名參加，我們從中挑選了 40 多名義工，並安排了一個為期三天的預習工作坊。他們於二零零四年三月開始在個別懲教院所擔任義務工作。我們亦挑選具備有關學歷或專業技能的囚犯協助義工舉辦研討會和興趣班。

市民與本署人員的伙伴合作關係日趨緊密，我們過去不斷透過宣傳運動和其他活動傳達的社區參與助更生信息，已開始在社會發揮效用。年內本署成功把本身使命向社區團體推介和延伸，讓他們體現本署的服務，以及請他們支持，與本署合作推行多方面的更生計劃。現時有更多團體領袖和知名人士認識到接納更生人士、堵塞再犯罪循環和最終減低再犯案率的重要性。我們正着手開拓更多社區伙伴合作的機會，意味將來會有更多的綜合更生計劃推出。上述種種措施加上本署自一九九八年起在罪犯更生工作的加倍努力，我們相信再犯案率會在往後數年更明顯下降。

由二零零四年二月開始，本署全面推行「延展關懷計

劃」，對象是完成法定監管期但仍需輔導的更生人士，如他們自願參加本計劃，將獲轉介到 7 間指定的非政府機構接受跟進服務。

至於國際方面，我們繼續履行與加拿大懲教局於二零零一年三月簽署的諒解備忘錄，進行兩地懲教人員交換計劃。在二零零三年七月，本署與新加坡監獄部門簽署諒解備忘錄，雙方發展及推行合作計劃，力求懲教服務精進，以配合雙方部門的使命。

本署亦於九月與中央司法警官學院簽訂合作安排，加強本署職員訓練院與內地學院的合作關係。

二零零三年十二月，本署在香港主辦為期六天的第 23 屆亞洲及太平洋懲教首長會議，有 100 位來自 25 個國家及地區的代表參加，包括懲教機構首長和專業人員。

面對資源增值，署方繼續透過加強人員培訓以達成本署的使命和目標。為配合部門人力資源發展策略，我們與多間高等院校合作，提供切合職員發展需要的眾多管理及工作相關訓練課程，妥善培訓職員以掌握有關技能，確保提供優質的羈押及更生服務。

二零零四年無疑是充滿挑戰，但本人深信更多市民將與我們並肩努力，配合本署同人上下一心，有效和圓滿執行大家肩負的任務，令香港繼續成為世上最安全的城市之一。

懲教署署長彭詢元



We will see a growing partnership in the community. The message of community support for rehabilitated offenders that we promoted through publicity campaigns and other rehabilitation activities started to permeate the general public. We succeeded in the year outreaching and introducing to the community organisations our missions, letting them experience what our services are, as well as appealing for their support to collaborate with the Department to bring forth multi-faceted rehabilitation projects. More organisation leaders and prominent figures of the community shared the importance of accepting rehabilitated offenders, stagnating the re-offending cycle, and the ultimate objective of reducing recidivism. We are in the pipeline in developing more opportunities of community partnership, which means more comprehensive rehabilitation programmes for offenders could be realised in the near future. All these, together with other rehabilitation initiatives stepped up since 1998, reinforce our belief that recidivism rates are to drop more obviously in later years.

Since February 2004, we put forth the Continuing Care Project for those supervisees with needs of further counselling services after expiry of statutory supervision. We will refer those who are willing to join the project on voluntary basis to seven designated non-government organisations as appropriate for follow-up services.

On the international front, we continued in the year our staff exchange programme with the Correctional Service of Canada under the Memorandum of Understanding signed between the two jurisdictions in March 2001. In July 2003, the Department and the Singapore Prisons Department signed a Memorandum of Understanding to develop and carry out a programme of co-operation and joint work in the pursuit of improving correctional practices appropriate to the missions of each side.

In September, the Department signed an agreement with the Central Institute of Correctional Police on co-operation arrangements between the Department's Staff Training Institute and the Mainland institute.

In December, the Department hosted the six-day 23rd Asian and Pacific Conference of Correctional Administrators in Hong Kong, which attracted 100 delegates including top echelons of penal administrations and professionals in corrections from 25 jurisdictions.

In the face of efficiency savings, the Department continued to sustain our organisational goals by capitalising on the enhancement of manpower training. To take forward our human resource development initiatives, we have teamed up with institutes of higher education to formulate a wide range of management and job-related training programmes. These programmes are to best suit staff development needs and to equip them with the necessary competencies required for the delivery of quality custodial and rehabilitative services.

The year 2004 is no doubt full of challenges. However, with the growing community partnership and enhanced involvement of all members of the Correctional Service, I can assure you that we are able to fulfil our missions most effectively to ensure that Hong Kong continues to be one of the safest cities.



PANG Sung-yuen
Commissioner of Correctional Services