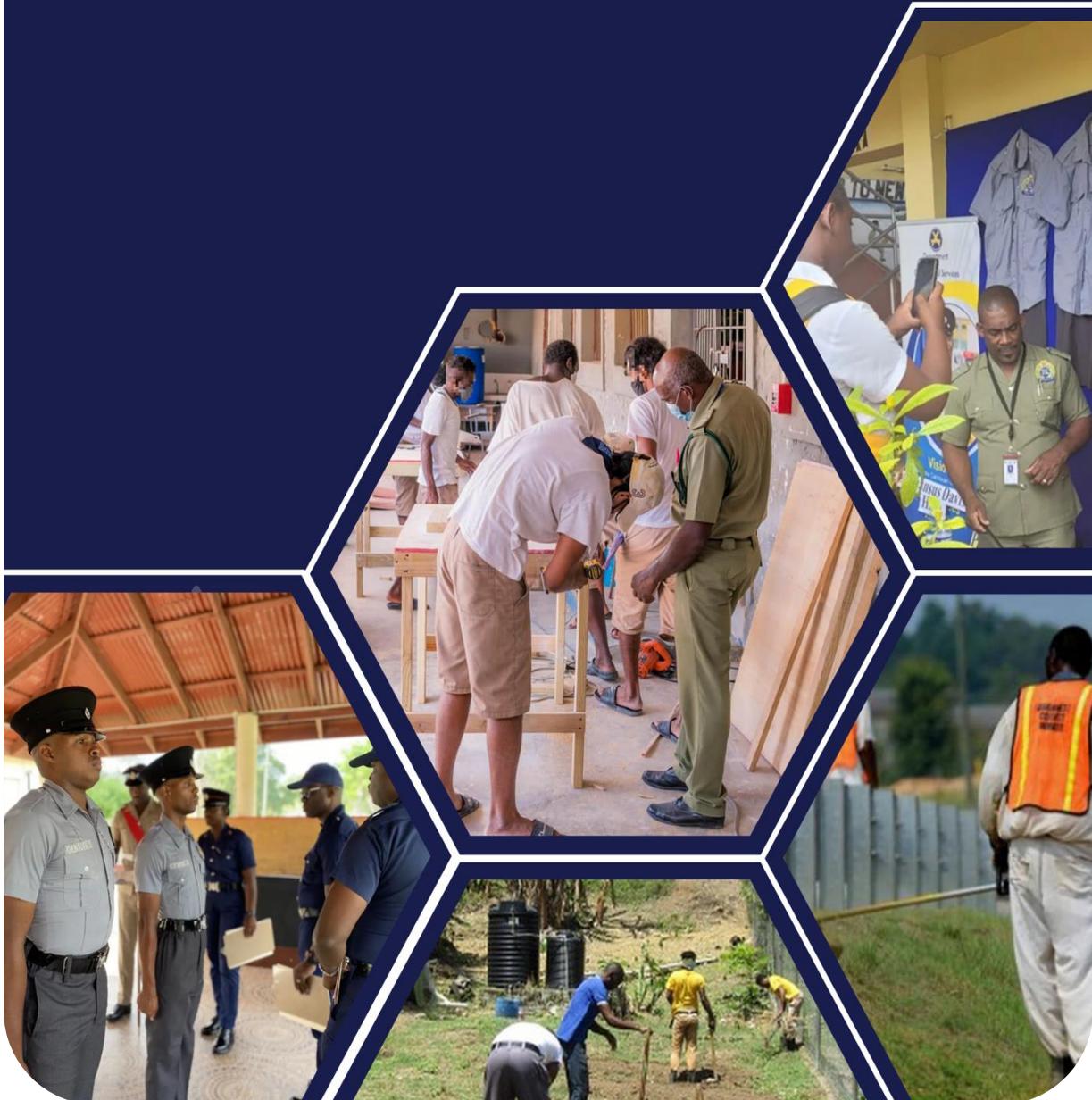




# NATIONAL CORRECTIONAL SERVICES POLICY

## JAMAICA

*Improved citizen security, one offender client at a time*



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## EXECUTIVE SUMMARY

### INTRODUCTION

Vision 2030 Jamaica, establishes a policy framework for Jamaica's achievement of developed-nation status by the year 2030. Goal 2 of Vision 2030 is for a Jamaican society that is secure, cohesive and just. One of the strategies outlined in Vision 2030, which has been linked to the achievement of Goal 2, is the strengthening of the management, rehabilitation and reintegration of the clients of the Correctional Services.

Consequent on the foregoing, on November 23, 2020, vide Cabinet Decision No. 52/20, Cabinet approved the development of a comprehensive Offender Management Policy, which, after consultation, is now to be called the National Correctional Services Policy.

### THE PROBLEM

Between 2016 and 2021, using the recidivism formula utilized by the Department of Correctional Services, which includes those who received non-custodial sentences on their previous conviction, as recommended by Jamaica's Auditor General, Jamaica averaged an annual recidivism rate of 41 percent.

### THE POLICY FRAMEWORK

As a critical part of the effort to address Jamaica's recidivism problem, the following policy framework is being proposed.

#### Vision Statement

Improved citizen security, one offender client at a time

#### Strategic Goals

In pursuit of the vision, the strategic goals of the Policy are:

- a. Strengthened human resource management, development and welfare;
- b. Strengthened management of the correctional services for offender clients;
- c. Strengthened rehabilitation services offered to offender clients; and
- d. Strengthened mechanisms to support the successful reintegration of offender clients.

#### Guiding Principles and Values

1. Client-Centred Approach
2. Respect for Human Rights
3. Diversity and Equality
4. Safety and Security
5. Health and Wellbeing
6. Evidence-Based Programming, Monitoring and Evaluation

7. Transparency and Accountability
8. Consultation
9. Joined-up Government

## **THE OBJECTIVES AND STRATEGIES**

The strategies being proposed in this policy are intended to establish the measures that will be implemented over the next five years, towards the achievement of the policy goals and objectives and hence realization of a more effective offender client management system. Together, the strategies will establish a new framework for the Correctional Services, focused on an evidenced-based “through-care and after-care” approach.

### **GOAL 1: STRENGTHENED HUMAN RESOURCE MANAGEMENT, DEVELOPMENT AND WELFARE**

#### **Objective 1: Re-imagine Corrections**

- Strategy 1: Develop and communicate a national vision for Corrections
- Strategy 2: Shift the focus from punishment & custody, to a more humane service approach, focusing also on rehabilitation and reintegration

#### **Objective 2: Enhance Human Resource Management**

- Strategy 1: Improve the management structure within the Correctional Services
- Strategy 2: Optimize recruitment and retention
- Strategy 3: Optimize industrial relations
- Strategy 4: Improve Conduct and Discipline

#### **Objective 3: Enhance Human Resource Development**

- Strategy 1: Optimize capacity building & professional development

#### **Objective 4: Enhance The Work Environment, Health & Welfare**

- Strategy 1: Improve the correctional working environment
- Strategy 2: Facilitate and promote staff health and wellness

## **GOAL 2: STRENGTHENED MANAGEMENT OF THE CORRECTIONAL SERVICES FOR OFFENDER CLIENTS**

### **Objective 1: Enhance and Promote Evidence-Based Practice**

- Strategy 1: Establish the capacity within the Correctional Services to undertake evidence-based practice.
- Strategy 2: Establish a centralized data base management system.
- Strategy 3: Define and streamline the monitoring & evaluation procedure between MNS and DCS
- Strategy 4: Standardize the measurement of correctional recidivism

### **Objective 2: Enhance Correctional Service Infrastructure, Safety & Security**

- Strategy 1: Optimize safety and security measures for offender clients in custody
- Strategy 2: Address infrastructural issues in Correctional Centres in keeping with recognized minimum international standards
- Strategy 3: Establish infrastructural guidelines for safety & security at Probation Offices

### **Objective 3: Enhance Health & Wellness for Incarcerated Offender Clients**

- Strategy 1: Improve health infrastructure and equipment
- Strategy 2: Review correctional health protocols and the service delivery
- Strategy 3: Improve & expand wellness support for offender clients

### **Objective 4: Enhance Service Delivery to Special Categories of Offender Clients**

- Strategy 1: Enhance the human resource and administrative capacity to meet the needs of special categories
- Strategy 2: Enhance the provision of infrastructure and equipment to meet the needs of special categories
- Strategy 3: Develop and implement protocols for the treatment and care of special categories
- Strategy 4: Establish a special and secret framework for the management of witnesses in the care of the DCS (Plans and Actions in this regard will not be made public)
- Strategy 5: Establish a special and secret framework for the management of high risk offender clients (Plans and Actions in this regard will not be made public)

## **Objective 5: Enhance Probation Services**

- Strategy 1: Improve the supervision and management of offender clients being supervised by the Probation Services
- Strategy 2: Improve the probation resettlement work carried out with offender clients to be released

## **Objective 6: Enhance Release and Transition Planning**

- Strategy 1: Pre-release Preparation

## **Objective 7: Establish and Strengthen Legislation, Regulations, Rules and Procedures that Govern the Correctional Services**

- Strategy 1: Advance sentencing options to better support the aims of improved management of offender clients
- Strategy 2: Reform key legislation to support the improved management of offender clients

## **GOAL 3: STRENGTHENED REHABILITATION SERVICES OFFERED TO OFFENDER CLIENTS**

### **Objective 1: Enhance Rehabilitation and Treatment Programmes**

- Strategy 1: Develop evidence-based rehabilitation and treatment programmes
- Strategy 2: Build the structure and capacity of the Correctional Services to more effectively respond to offender clients' risks and needs
- Strategy 3: Promote targeted interventions and treatment programmes for the rehabilitation of offender clients
- Strategy 4: Optimize the provision of resources for effective rehabilitation and treatment of offender clients

### **Objective 2: Enhance Correctional Centre Work Programmes**

- Strategy 1: Review the structure of the work programmes/vocational training

## **Objective 3: Strengthen Family Ties**

Strategy 1: Improve the provision of support and guidance for visitors

Strategy 2: Facilitate consistent communication with family and friends

## **Objective 4: Enhance Early Release Programmes**

Strategy 1: Strengthen conditional release mechanisms

Strategy 2: Promote unconditional release mechanisms

Strategy 3: Facilitate more releases on compassionate grounds

Strategy 4: Establish mechanisms to facilitate compliance by those released early

## **GOAL 4: STRENGTHENED MECHANISMS TO SUPPORT THE SUCCESSFUL REINTEGRATION OF OFFENDER CLIENTS**

### **Objective 1: Enhance Re-Entry and Aftercare Support**

Strategy 1: Develop the legal mandate for the enhanced aftercare for effective reintegration and resettlement of ex-offender clients.

Strategy 2: Establish a transitional house/hostel for women

Strategy 3: Establish halfway/communal homes for those ex-offenders with no accommodation after leaving the Correctional Centres

Strategy 4: Mobilize resources and build capacity for implementation of the new aftercare services

### **Objective 2: Facilitate a Whole-Of-Society Approach**

Strategy 1: Employ a multi-sectoral approach to resettlement and reintegration

Strategy 2: Establish a framework for partnership and collaboration for effective offender client management

Strategy 3: Improve public perception of ex-offender clients

The National Correctional Services Policy was developed based on national and international standards, as well as the rule of law, for Correctional management and operations. The Policy aims to strengthen correctional human resources and the management, rehabilitation and reintegration

## NATIONAL CORRECTIONAL SERVICES POLICY

of offender clients. To achieve these goals, the policy proposes a radical reform of the correctional system, utilizing evidence-based practices that promote public safety and security while encouraging long-term desistance from criminal activities.

The policy encourages the use of multiple strategies to engage offender clients; by doing so, it is proposed to better target offender client's criminogenic factors; ensuring that the most appropriate rehabilitative and reintegration strategies are used to improve their social and cognitive development.



**Offender clients being trained in farming/agriculture techniques – Rehabilitation vocational training**

## CHAPTER 1

### INTRODUCTION

Vision 2030 Jamaica – National Development Plan (Vision 2030), which is aligned with the Agenda 2030 Sustainable Development Goals (SDGs), establishes a policy framework for Jamaica’s achievement of developed-nation status by the year 2030. Goal 2 of Vision 2030 is as follows:

*“The Jamaican society is secure, cohesive and just”*

One of the strategic objectives outlined in Vision 2030, which has been linked to the achievement of Goal 2, is the strengthening of the management, rehabilitation and reintegration of the clients of the Correctional Services.

Given the absence of a policy to achieve the Vision for the Correctional Services in 2030, on November 23, 2020, vide Cabinet Decision No. 52/20, Cabinet approved the development of a comprehensive Offender Management Policy, as a critical measure towards achieving the strategic objective. Following consultations with stakeholders<sup>1</sup> within the Correctional Services, it was agreed that the policy focus is the Correctional Services as a whole, and hence a more appropriate title would be the National Correctional Services Policy (the Policy).

The Policy will establish the framework for the strengthening of the Department of Correctional Services (DCS), as it seeks to provide more efficient and effective service delivery to its clients, contribute to the reduction of the rate of recidivism within Jamaica and ultimately the achievement of Goal 2 of Vision 2030.

Vision 2030, in referring to individuals placed in the care of the Correctional Services as ‘clients,’ seeks to mitigate against the potential consequences of ‘labeling’ these individuals as prisoners, inmates, convicts or even probationers, which may facilitate a more persistent criminal life course. Labeling theory suggests that a person’s behaviour is influenced by the label attached to them by society.

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<sup>1</sup> See Appendix I for listing of Stakeholders whose feedback was incorporated in the Policy.

While agreeing with the direction as established by Vision 2030, the Policy recognizes that the use of the term client by itself, may not be optimal, as the DCS has many types of clients, such as the Ministry of National Security, the Courts and the victims of crimes.

Consequent on the foregoing, the Policy uses the term “Offender Client” in reference to those individuals who have been placed in the care of the DCS by a ruling of the Court, and who will now benefit from the custodial, rehabilitation, probation and/or reintegration services of the DCS. For ease of understanding, the word ‘Offender’ is being used to make a distinction between the clients of the DCS who are offenders and all the other clients of the DCS.

## **1.1 The Problem of Recidivism**

The problem which Vision 2030 and this policy seeks to address is recidivism, which, according to the United Nations, refers to the committing of a new criminal offence by a person who was previously the object of a criminal justice intervention.

The DCS calculates recidivism using data showing individuals who have been returned to its care, which this policy identifies as “correctional recidivism.” Using this calculation, between 2016 and 2021, the DCS estimated the average annual recidivism rate at 41%.

Other jurisdictions have focused their calculation of the rate of recidivism on various factors such as reconviction, re-arrest, re-incarceration, and recidivism is only considered if the offender’s recommits his/herself within a prescribed time after release from prison.

Whilst the direct cost of crime associated with recidivism is unknown, the high rate at which individuals are returning to the care of the DCS, suggests that recidivism is a significant contributor to the total cost of crime annually.

## 1.2 Purpose

The Policy will provide a framework for:

1. a comprehensive review of the Corrections Act and subsidiary Rules;
2. understanding, defining and calculating recidivism in Jamaica;
3. the reduction of the financial, economic and social cost of recidivism;
4. establishing Government's commitments and priorities in strengthening the management, rehabilitation and reintegration of offender clients of the DCS; and
5. the achievement of Vision 2030 (Goal 2) to make the *Jamaican society secure, cohesive and just*.



DCS Correction Officer Inspection

## CHAPTER 2

### SITUATIONAL ANALYSIS

#### **2.1 Local Context**

The DCS, which was established in 1975, is headed by a Commissioner of Corrections, who has responsibility for operations and strategic planning of the Correctional Services, supported by core executive staff and two Deputy Commissioners with responsibility for the Custodial Services Division and the Rehabilitation and Probation and Aftercare Services Division.

#### ***Infrastructural Facilities***

The DCS has responsibility for the administration of 11 Correctional and Remand Centres, with a total approved lockup capacity of 4182, as well as 17 Community Services Offices, a Correctional Training School and a Pre-Release Hostel. Many of the correctional facilities under the control of the DCS are not fit for purpose, which has a negative impact on the work of correctional staff and their clients, particularly in relation to the provision of custodial and rehabilitation services that meet international standards.



**Infrastructural Inspection of Cell Blocks within the Correctional Centre**

## *Policy and Legal Framework*

Currently, Jamaica does not have a policy framework for its Correctional Services. Policy direction is indicated mainly through legislation and a slew of standing orders and standard operating procedures. Notwithstanding the foregoing, the legislation that provide for the constitution and administration of the Correctional Services are outdated. The Policy envisages amendments and realignment of various legislation, regulations, standing orders, directives and other policies, to support effective implementation. Key legislation to be amended include:

1. The Corrections Act
2. The Parole Act
3. The Probation of Offenders Act
4. The Child Care and Protection Act
5. The Child Diversion Act
6. The Criminal Records (Rehabilitation of Offenders Act)

## *Institutional Culture and Attitudes*

The culture in Jamaica's Correctional Centres is the most important systemic factor to consider, in the effort to achieve successful rehabilitation and reintegration outcomes. The prevailing culture is, in the main, inimical to human rights principles and international standards.

## *Staffing*

The correctional workforce is the backbone of the Correctional Services. For effective and professional operations, the Correctional Services require qualified, trained and dedicated personnel. The Correctional Services however face severe workforce challenges in the areas of staff recruitment, retention, training and succession planning, which have a direct negative impact on the achievement of its mandate.



Graduation Service for Correctional Officers

### ***Correctional Service Coordination***

An effective correctional system relies on internal cohesion and effective external collaboration. Cohesion gaps exist between the various Divisions of the DCS. Without a clear policy and supporting legal framework, interactions and relationships with key stakeholders and correctional service sector partners are limited, hindering effective resource mobilization.

### ***Management of Offender Clients***

There are philosophical and operational challenges in defining and implementing effective offender management systems. Relevant information and data needed for classification and general case management is not readily accessible and transferrable between institutional and community measures.

### ***Rehabilitation and Treatment***

Rehabilitation and treatment of offender clients is one of the core activities of correctional practice. It is implemented upon incarceration or in the community for offender clients on non-custodial orders. The general poor conditions within the Correctional Centres and overcrowding in the two major intake facilities create severe challenges in the delivery of effective rehabilitation and treatment measures.



Offender clients (adult males) being trained in woodwork – Rehabilitation vocational training

## 2.2 Regional Context

At the 2013 CARICOM Heads of Government Conference, the regional “Crime and Security Strategy 2013” was ratified. The document illustrated the areas of greatest concern regarding regional security and outlined a set of strategic goals aimed at strengthening the region’s capacity to combat transnational organized crime and its manifestations. Recognizing the important role of the correctional system, one of the priority goals was to “Modernise and Enhance Correctional Services and Institutions Management”. The United Nations Office on Drugs and Crime (UNODC) Regional Programme (2014-2016), in support of the CARICOM Crime and Security Strategy, was developed to assist in achieving the stated objectives.

In relation to corrections, the programme articulated the need for a reform of the system in the Caribbean, citing serious weaknesses such as outdated legislation; a high proportion of remandees; punitive criminal justice policies that penalize minor offences and criminalize large numbers of young people; lack of high quality data on offenders; and a social environment that supports harsh criminal justice policies. Also, prison conditions are well below the standards required by the United Nations Standard Minimum Rules for the Treatment of Prisoners (SMRs) and other international human rights standards. This is due partly to overcrowding, but also the lack of investment made by Governments towards providing for basic needs such as beds, bedding and sanitary facilities. All these factors have negatively affected the rehabilitative outcomes of offenders. A 2020 “Survey of Individuals Deprived of Liberty Caribbean (2016-2019): Regional

Comparative Report" commissioned by the Inter-American Development Bank (IDB), supports the call for the reform in the correctional system across the Caribbean, arguing that incarceration was “neither effective nor efficient in producing greater safety or just outcomes” (Source: IDB, 2020).

The National Correctional Services Policy, is the Government of Jamaica’s first major effort to respond to IDB’s call for the reform in the correctional systems across the Caribbean.

## **2.3 International Context**

Correctional management is subject to a range of international standards/norms, which provide benchmarks in relation to health care, living conditions, visits, offender client assessment, conditional release, parole and probation, aftercare and re-entry assistance and family support. These standards also make it clear that offender clients must not be treated in an inhumane or degrading way, and that rehabilitation programmes must include education, vocational guidance and training, social casework, employment counselling, physical development and strengthening of moral character.

The UNODC has developed manuals to assist countries in developing effective rehabilitation and social integration programmes and strategies for reducing recidivism. International standards must be implemented in a variety of contexts, and countries use various practices and policies to comply with them.

### *The Cases of Norway and the Dominican Republic*

During the 1990s, the Norwegian prison system underwent a significant overhaul that prioritized the rehabilitation and reintegration of prisoners into society. As a result of this change, recidivism rates have been significantly reduced, with a current rate of approximately 20%. This transformation was based on three fundamental principles, the first of which is "normality." This principle dictates that life inside the prison should mimic life outside the prison as closely as possible. Prisoners in Norway are afforded the opportunity to wear their own clothing, cook meals in communal kitchens, and move about the facilities unaccompanied by correctional officers. They are also provided with access to a range of activities, including classes, sports, grocery shopping, and employment opportunities. In addition, their cells are designed to resemble dormitory rooms, complete with basic amenities such as throw rugs, curtains, and mini-fridges.

## NATIONAL CORRECTIONAL SERVICES POLICY

Much closer to Jamaica's economic reality, the Dominican Republic has implemented a new "Model Prison Management System" since 2003, which emphasizes treating inmates humanely by providing them with a bed, desk in a classroom, and proper medical attention. It also emphasizes education and the eradication of illiteracy, with classes from primary to university level being offered to prisoners within the 18 model facilities. The cost of running the country's 18 rehabilitation-focused facilities doubled those of traditional models, but the new system has had some success; the reoffending rates of former inmates of these special facilities was just 2.7%, which is considered extremely low by international standards (2014).



**Dominican Republic's more humane prison model**

The prison systems of both Norway and the Dominican Republic have garnered distinction for their humane traditions and policies. A growing body of empirical evidence has established that centralizing the offender's welfare by prioritizing rehabilitation and reintegration, rather than punishment alone, is a tenet that fundamentally reduces recidivism rates. This approach is based on the belief that an effective criminal justice system should prioritize the long-term welfare of offender and the wider community. By enhancing offender rehabilitation and reintegration, the prison systems of these countries contribute to the establishment of a safer and more equitable society, as demonstrated by the observed decline in recidivism rates.

## CHAPTER 3

### POLICY FRAMEWORK

#### 3.1 Policy Vision

*Improved citizen security, one offender client at a time*

The successful implementation of the Policy will transform the correctional system and improve the safety and security of citizens by reducing re-offending, reducing victims of crime, and increasing public trust in the criminal justice system, each time an offender is released.



#### 3.2 Policy Goals

In pursuit of the vision, the strategic goals of the Policy are:

1. ***Strengthened human resource management, development and welfare:*** Development and improvement of the culture, skills, knowledge and abilities, necessary for the effective delivery of Correctional Services.
2. ***Strengthened management of the Correctional Services for offender clients:*** Improved planning, organizing and team-building activities carried out by the leadership of the Correctional Services.
3. ***Strengthened rehabilitation services offered to offender clients:*** Evidence-based rehabilitation strategies will be used to target criminogenic factors.
4. ***Strengthened mechanisms to support the successful reintegration of offender clients:*** A framework for the provision of a continuum of assistance from the incarceration stage to the release stage and beyond, involving close collaboration with the Ministry of Justice/Courts, social services, health, educational/vocational, the offender client's family, the private sector and community-based organizations.

#### 3.3 Guiding principles

The principles which guide the implementation of the Policy, regardless of any changes that may be made to the Policy, include: a client-centred approach, respect for human rights, diversity and equal opportunity, safety and security, health and wellbeing, evidence-based programming, monitoring and evaluation, transparency and accountability, consultation and a whole of government approach.

## CHAPTER 4

### POLICY OBJECTIVES AND STRATEGIES

#### GOAL 1: STRENGTHENED HUMAN RESOURCE MANAGEMENT, DEVELOPMENT AND WELFARE

##### *Objective 1: Re-imagine Corrections*

The stakeholders within the Correctional Services must shift their focus to include more rehabilitative methodologies and have a vision of themselves as agents of change, believing in the offender client's ability to change.

##### **Strategies**

1. Develop and communicate a national vision for Corrections
2. Shift the focus from punishment & custody, to a more humane service approach, focusing also on rehabilitation and reintegration.

##### *Objective 2: Enhance human resource management*

Strategic investment in, and management of personnel is essential for effective delivery of correctional services.

##### **Strategies**

1. Improve the management structure within the Correctional Services
2. Optimize recruitment and retention
3. Optimize industrial relations
4. **Improve Conduct and Discipline**

##### *Objective 3: Enhance human resource development*

A well-coordinated system is needed to promote training and capacity building.

##### **Strategies**

1. Optimize capacity building & professional development

## *Objective 4: Enhance the work environment, health & welfare*

Providing and maintaining the safety and security, health and wellbeing of staff are vital to the optimal running of the correctional facilities.

### **Strategies**

1. Improve the correctional working environment
2. Facilitate and promote staff health and wellness

## **GOAL 2: STRENGTHENED MANAGEMENT OF THE CORRECTIONAL SERVICES FOR OFFENDER CLIENTS**

### *Objective 1: Enhance and promote evidence-based practice*

Offender management services must be evidence-based.

### **Strategies**

1. Establish the capacity within the Correctional Services to undertake evidence-based practice.
2. Establish a centralized database management system.
3. Define and streamline the monitoring & evaluation relationship between the MNS and DCS.
4. Standardize the measurement of correctional recidivism.

### *Objective 2: Enhance Correctional Service infrastructure, safety & security*

Correctional infrastructure must provide adequate security, rehabilitation and reintegration services for offender clients.

### **Strategies**

1. Optimize safety and security measures for offender clients in custody
2. Address infrastructural issues in Correctional Centres in keeping with recognized minimum international standards
3. Establish infrastructural guidelines for safety & security at Probation Offices

### *Objective 3: Enhance health & wellness for incarcerated offender clients*

The unique nature of the operations of Correctional Centres, requires the establishment of a modern health facility for ordinary offender clients and those with special needs.

### **Strategies**

1. Improve health infrastructure and equipment

2. Review correctional health protocols and service delivery
3. Improve & expand wellness support for offender clients

### *Objective 4: Enhance service delivery to special categories of offender clients*

Special categories of offender clients, such as women, children, mentally ill persons, physically challenged persons, persons with chronic illnesses, critically ill patients, the elderly, witness in the care of DCS and remandees', are often the most vulnerable. Further, persons considered high risk also fall under this category and will be provided with special treatment in keeping with the results of risk assessments carried out. Culturally informed tools and approaches must be provided and special considerations must be taken when assessing and classifying these clients.

#### **Strategies**

1. Enhance the human resource and administrative capacity to meet the needs of special categories
2. Enhance the provision of infrastructure and equipment to meet the needs of special categories
3. Develop and implement protocols for the treatment and care of special categories
4. Establish a special and secret framework for the management of witnesses in the care of the DCS (Plans and Actions in this regard will not be made public)
5. Establish a special and secret framework for the management of high risk offender clients (Plans and Actions in this regard will not be made public)

### *Objective 5: Enhance Probation Services*

A strong probation system helps the government to fulfil its fundamental obligation to protect the public, through the supervision of offender clients within the community.

#### **Strategies**

1. Improve the supervision and management of offender clients being supervised by the Probation Services
2. Improve the probation resettlement work carried out with offender clients to be released

### *Objective 6: Enhance release and transition planning*

This is a comprehensive, holistic approach to prepare the offender for reintegration into society.

#### **Strategy**

1. Pre-release Preparation

## *Objective 7: Establish and strengthen legislation, regulations, rules and procedures that govern the Correctional Services*

This policy envisages amendments and alignment of various legislation, regulations, policies and procedures to better support rehabilitation and reintegration outcomes.

### **Strategies**

1. Advance sentencing options to better support the aims of improved management of offender clients
2. Reform key legislation to support the improved management of offender clients



Female offender client being escorted

## **GOAL 3: STRENGTHENED REHABILITATION SERVICES OFFERED TO OFFENDER CLIENTS**

### *Objective 1: Enhance rehabilitation and treatment programmes*

Rehabilitation and treatment programmes target identified risks and needs of the offender client with matching interventions for effective transformation.

## **Strategy:**

1. Develop evidence-based rehabilitation and treatment programmes
2. Build the structure and capacity of the Correctional Services to more effectively respond to offender clients' risks and needs
3. Promote targeted interventions and treatment programmes in the rehabilitation of offender clients
4. Optimize the provision of resources for effective rehabilitation and treatment of offender clients

## ***Objective 2: Enhance Correctional Centre work programmes***

Work programmes are essential to ensuring incarcerated offender clients make productive use of their time, earn income and gain skills that may be beneficial to them on reintegration into society.

## **Strategy**

1. Review the structure and content of work programmes and vocational training options

## ***Objective 3: Strengthen Family Ties***

Family support and maintaining family ties are important for the well-being of offender clients, as it aids in reintegration into the community.

## **Strategies**

1. Improve the provision of support and guidance for visitors
2. Facilitate consistent communication with family and friends

## ***Objective 4: Enhance Early Release Programme***

The early release of offender clients can have a significant impact on reducing the population of correctional facilities and further rehabilitation, but care must be taken to ensure the power to grant early release is not abused.

## **Strategies**

1. Strengthen conditional release mechanisms
2. Promote unconditional release mechanisms
3. Facilitate more releases on compassionate grounds
4. Establish mechanisms to facilitate compliance by those released early

## **GOAL 4: STRENGTHENED MECHANISMS TO SUPPORT THE SUCCESSFUL REINTEGRATION OF OFFENDER CLIENTS**

### *Objective 1: Enhance re-entry and aftercare support*

Aftercare services aim to reduce re-offending by providing rehabilitation, empowerment, resettlement and reintegration support for offender clients who have transitioned into the community.

#### **Strategies**

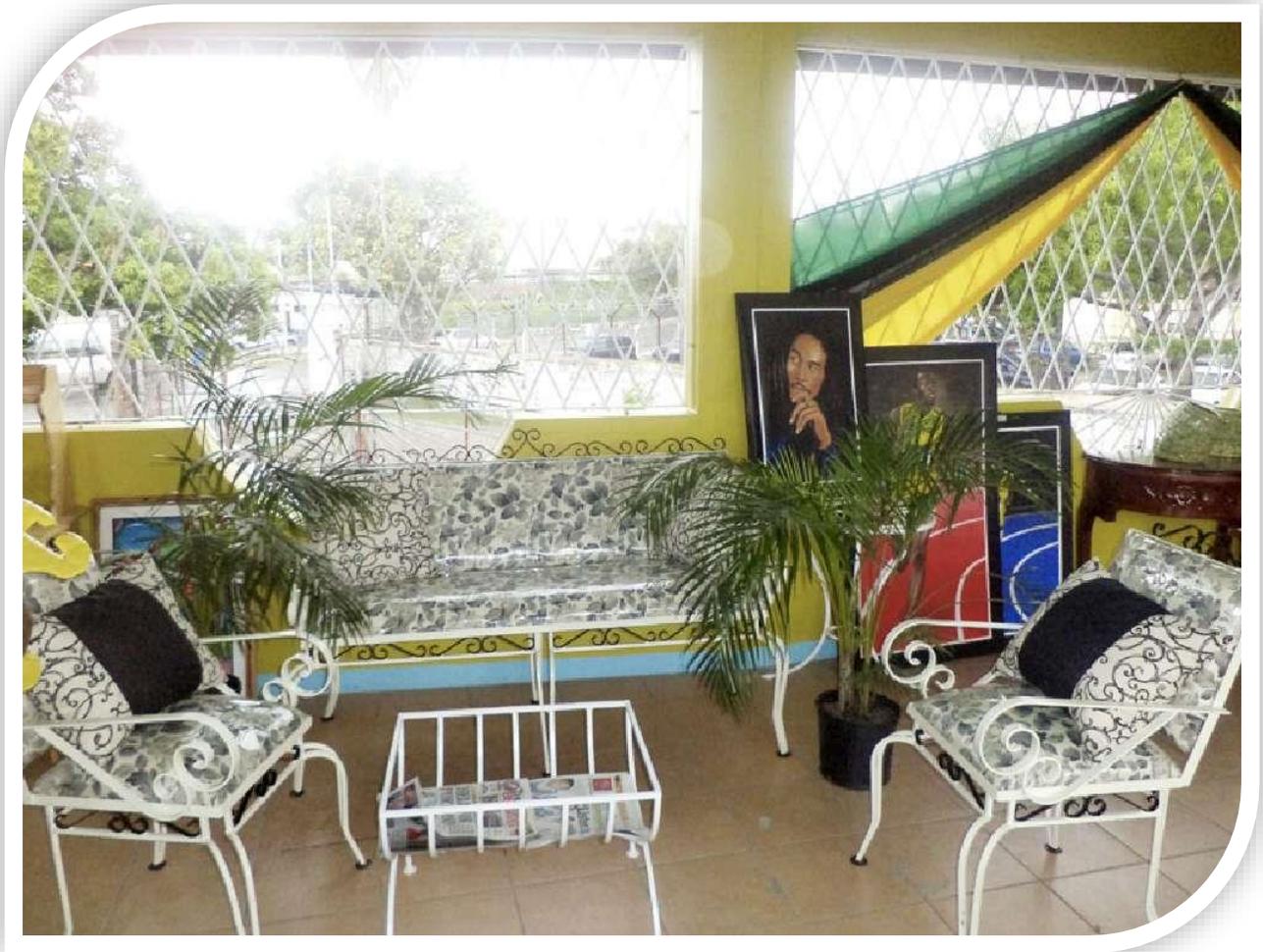
1. Develop the legal mandate for the enhanced aftercare for effective reintegration and resettlement of ex-offender clients.
2. Establish a transitional house/hostel for women
3. Establish halfway/communal homes for those ex-offenders with no accommodation after leaving the Correctional Centres
4. Mobilize resources and build capacity for implementation of the new aftercare services

### *Objective 2: Facilitate a whole-of-society approach*

Community participation in crime prevention and reduction of recidivism is essential, but lack of organised re-entry and aftercare programmes and stigma, hinder social reintegration.

#### **Strategy**

1. Employ a multi-sectoral approach to resettlement and reintegration
2. Establish a framework for partnership and collaboration for effective offender client management
3. Improve public perception of ex-offender clients



Offender clients' work display for Correction's week Exposition

## CHAPTER 5

### POLICY IMPLEMENTATION PLAN

#### Governance, Management and Oversight

A coordinated approach is required for efficient and effective Policy implementation. To that end, the GOJ will form a National Correctional Services Policy Task Force, to manage the Policy's implementation.

#### Governance and Institutional Framework

##### 1. Lead and Supporting Agencies Roles and Responsibilities

Stakeholders	Roles & Responsibility
Cabinet	Cabinet is the principal policy and decision-making body of Government.
Minister and Ministry of National Security	Coordination, funding, legislative framework, M&E criteria, partnerships, and evaluation.
The Department of Corrections includes correctional staff, administrators, and unions.	Responsible in partnership with the MNS for implementing the Policy.
Ministry of Finance and the Public Service	Partners in finding the funding for policy implementation.
Ministry of Health and Wellness	Partners in improving the health system in DCS
Ministry of Education, Youth and Information and its Agencies	Partners in improving the correctional education within DCS
Ministry of Justice	Partners in improving sentencing options and expungement to help rehabilitation.
Ministry of Labour and Social Security	Partners in helping offender clients find employment and social benefits to reintegrate into society.
Ministry of Local Government and Rural Development	Partners in providing assistance to offender clients who are unable to find suitable shelter.
Ministry of Agriculture and Fisheries	Collaborate with DCS to provide training, mentorship and monitoring for DCS's Agriculture initiative.
The Office of the Children's Advocate	Build capacity and awareness to protect children's rights and ensure appropriate treatment.
NGOs, CBOs, FBOs, Civil Society	Plays a key role in preventing human rights abuse.
Private Sector	The private sector is expected to invest in the Correctional Services, introduce competitive business principles, adapt services to changing market circumstances, experiment with new practices, and satisfy special

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	needs with an economy of scale not possible in a single public sector jurisdiction.
Academia/Research/Institutions/Think –Tanks	Research to improve correctional system.

## 2. Human Resource Needs

### ***Custodial Services Division***

The Custodial Division is at 90% of its authorized establishment, however, due to pending resignations and absenteeism, this figure may easily be 70%. The re-structuring of the Custodial Division calls for a marginal increase of 15% on the current authorized establishment.

### ***Rehabilitation, Probation & Aftercare Division***

#### a. Rehabilitation Services

To strengthen rehabilitation and reintegration the following human resource is needed

- Case Managers (Correctional Centres)
- Psychologists
- Treatment specialists (Behaviour Modification Experts)

#### b. Correctional Education

The Policy calls for several structural reforms to improve correctional education programmes' performance, outcomes, and accountability. Collaboration with the Ministry of Education and Youth is critical to achieving this goal. To achieve this the Policy has identified the following human resource needs:

- Head of Correctional Education
- Teachers /Instructors (Academic & Vocational)
- Special Education Teachers

#### c. Probation and Aftercare Services

The Policy has identified the need to restructure the Probation and Aftercare Services for greater efficiency and effectiveness. The Division's restructuring calls for a 100% increase in authorized establishments over the current level with a ratio of 15:1 cases per officer. Proposed specialized units are as follows:

- Case Management Services (supervision and treatment of offenders)

## NATIONAL CORRECTIONAL SERVICES POLICY

- Investigation & Court Management (pre-sentence and post sentence investigation etc.)
- Parole/Resettlement Services (reintegration and welfare services for offenders and ex-offenders)
- Sex Offender Registry

### d. Health & Wellness Services

- Doctors
- Nurses
- Psychiatrist

### 3. Implementation Budget

The investment to implement the Policy is estimated to be J\$31,287,523,000.00 (see Appendix III for further details).

CAPITAL AND RECURRENT INVESTMENT - ESTIMATED	\$'000 JMD			
	Year 1	Year 2	Year 3	Year 4
<b>GOAL 1</b>	16,658	9,055	9,037	13,045
<b>GOAL 2</b>	2,879,492	58,819	60,936	63,148
<b>GOAL 3</b>	59,238	59,916	66,242	68,079
<b>GOAL 4</b>	6,336,000	6,747,840	7,186,450	7,653,569
<b>TOTAL</b>	<b>9,291,388</b>	<b>6,875,630</b>	<b>7,322,664</b>	<b>7,797,840</b>
<b>Grand total</b>	<b>31,287,523</b>			

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## 4. Risk Management Matrix

POLICY	RISK DESCRIPTION	IMPACT	PROBABILITY	MITIGATING RESPONSES	DESCRIPTION OF MITIGATION MEASURE/RESPONSE
<b>National Correctional Services Policy for</b>	Competing priorities of the Ministry	4	4	Reduction	Manage the sources of competing priorities
	Change in policy direction	5	1	Reduction	Introduce new workflows and processes in keeping with the new policy direction
	Conflicting legal advice from GOJ legal advisors.	5	5	Reduction	Develop and implement timelines to receive and review feedback from GOJ legal advisors.
	Capacity is diminished or lost due to personnel turnover/ Delays in the recruitment of key staff	3	3	Reduction	Regular capacity building; Targeted recruitment; Closely monitor recruitment activities
	Lack of synergy, participation and buy-in from internal / external stakeholders may affect the implementation of the Policy / Strategy	4	4	Reduction	Increase stakeholder engagement and consultation in early policy development to improve buy-in, credibility and ownership.
	Shifting National priorities driven by change in Administration or external stakeholders	3	3	Acceptance	The Branch is guided by the government's strategic priorities
	Lack of system capacity/resources (mainly human at the AGC) to execute within timeframe	4	4	Reduction	Stagger submission of matters to AGC and CPC
	Changes in timeline due to extensive delays in the legislative / policy development and approval process that inhibit the progression of the task	4	4	Reduction	Accept risk, engage in multiple tasks simultaneously, and convene one-on-one meetings to minimize lag time for internal response.
	Lack of timely action of partner MDAs	4	4	Reduction	Ensure meetings of the Technical Working Group and Project Steering Committee are convened as scheduled so as to address issues in a timely manner
	Natural disasters, pandemic, lockdowns, etc., which delay policy	3	3	Acceptance/Reduction	Equip staff with resources to work remotely during natural disasters.

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POLICY	RISK DESCRIPTION	IMPACT	PROBABILITY	MITIGATING RESPONSES	DESCRIPTION OF MITIGATION MEASURE/RESPONSE
	development and response times				

## 5. Implementation plan

The National Correctional Services Policy has set out Goals, Objectives, and Strategies to be achieved over the medium to long term. However, to achieve these long-term priorities, several short-term actions will have to be carried out.

GOAL 1: STRENGTHENED HUMAN RESOURCE MANAGEMENT, DEVELOPMENT AND WELFARE					
Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe	
1. Re-imagining Corrections	1. Develop and communicate a National Vision for Corrections	GoJ will: <ol style="list-style-type: none"> <li>Develop a National Vision for Corrections</li> <li>Identify and mobilize the optimum means through which internal and external assessments can be done to determine the current perception of Correctional Services.</li> <li>Identify the nexuses and imperatives between Vision 2030 National Goals and the Correctional Services mandate to inform the new Vision and the creation of Strategic Objectives.</li> <li>Engage in consultations to facilitate a communication strategy for the new vision amongst the DCS staff.</li> <li>Create partnerships with stakeholders to identify areas of interests that should be represented in the new Correctional Services.</li> <li>Engage end-users of the Correctional Services and ensure the representation of their interest in the new vision.</li> </ol>	MNS/DCS	Year 1	
	2. Shift the focus from punishment and surveillance/custody, to a humane service approach	GoJ will: <ol style="list-style-type: none"> <li>Rename the “<i>Department of Correctional Services</i>” to “<i>Jamaica Correctional Services</i>” and transition “<i>Correctional Centres</i>” to “<i>Rehabilitation Centres.</i>”</li> <li>Use the term “<i>client</i>” instead of “inmate” or “prisoner” in practice.</li> <li>Modify corrections policies, practices, and programmes to reflect and inculcate a restorative justice ethos.</li> <li>Establish the necessary mechanisms to implement restitution process.</li> <li>Assign a Personal Care Co-ordinator to each “Offender Client” within the Correctional Centre, who will act as a mentor/first point of contact, at the outset of his or her incarceration.</li> <li>Identify mechanisms to create an occupational role shift from authority and punishment to more rehabilitation-focused.</li> </ol>	MNS/DCS	Year 1	

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## GOAL 1: STRENGTHENED HUMAN RESOURCE MANAGEMENT, DEVELOPMENT AND WELFARE

Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
		<ul style="list-style-type: none"> <li>g. Promote and foster a rehabilitation environment where people are motivated to develop a prosocial identity, engage in meaningful activities, and practice the skills they are learning</li> <li>h. Facilitate a new corrections culture by changing, where necessary visual vestiges of the punitive past.</li> <li>i. Develop a change management process for the implementation of a more structured offender client management system.</li> </ul>		
<b>2. Enhanced human resource management</b>	1. Improve the management structure within the Correctional Services	<p>GoJ will:</p> <ul style="list-style-type: none"> <li>a. Conduct a Prior Options Review (POR) to determine the most effective and efficient institutional and management arrangement for the functions of the DCS, to achieve its mandate to secure, rehabilitate and reintegrate offender clients. The results of the POR will be taken into consideration for implementation.</li> </ul>	MNS/DCS	Year 1
	2. Optimize recruitment and retention	<p>GoJ will:</p> <ul style="list-style-type: none"> <li>a. Undertake a comprehensive organizational analysis in order to determine the required staffing levels.</li> <li>b. Undertake an assessment of the recruitment procedures and develop a competency profile (especially for specific areas such as working with children, females mentally ill, elderly or disabled offender clients),</li> <li>c. Develop a Correctional Services Recruitment policy to attract and retain the right calibre of staff into the service, with recruitment consistent with the standards and in line with the functions of the respective correctional officers.</li> <li>d. Develop a deployment and merit-based promotion policy</li> </ul>	DCS	Year 1 - ongoing
	3. Optimize industrial relations	<p>GoJ will:</p> <ul style="list-style-type: none"> <li>a. Establish a mechanism that allows non-managerial staff to have a voice at the decision-making table.</li> </ul>	DCS	Year 1 - Ongoing
	4. Improve Conduct and Discipline	<p>GoJ will:</p> <ul style="list-style-type: none"> <li>a. Revise the Corrections Act, Standing Orders, and Code of Conduct to promote high standards of professionalism, competence, and integrity among Correctional Staff.</li> </ul>	DCS	Year 1
<b>3. Enhanced human resource development</b>	1. Optimize capacity building and professional development	<p>GoJ will:</p> <ul style="list-style-type: none"> <li>a. Review the training policy for effective implementation of training programmes.</li> <li>b. Review the training curriculum to incorporate the emerging correctional trends and international standards.</li> <li>c. Facilitate improved professional training to:                             <ul style="list-style-type: none"> <li>• Build the capacity of the cadre of correctional staff through exposure to core training in the discipline of offender client case management. A sustained programme covering the various functional aspects of the discipline will be implemented.</li> <li>• Understand the principles underpinning correctional services work: the dignity and humanity of everyone in the correctional environment as well as human rights standards and principles of equality and non-discrimination.</li> <li>• Respect the rights and meet the specific needs of offender clients in situations of vulnerability.</li> </ul> </li> </ul>	DCS	Year 1 ongoing

# NATIONAL CORRECTIONAL SERVICES POLICY

## GOAL 1: STRENGTHENED HUMAN RESOURCE MANAGEMENT, DEVELOPMENT AND WELFARE

Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
		<ul style="list-style-type: none"> <li>• Provide the necessary tools and resources to ensure better offender client outcomes.</li> <li>• Pursue partnerships with certification programme providers to deliver technical skills training.</li> <li>• Facilitate the participation of correctional staff in sector-wide forums (regionally and internationally) for sharing of views and expertise.</li> <li>• Assess the efficacy, costs and benefits of existing self-defense training as well as technologies that support situational awareness and personal protection.</li> <li>• Develop capacity building programmes to enhance succession management.</li> <li>• Establish mechanism for staff motivation and awards</li> <li>• Develop guidelines to strengthen interpersonal communication skill, including how to build a positive relation with offender clients, lower the tension and defuse situations without the use of forces</li> <li>• Partner with law enforcement in creating a Gang Task Force within the Correctional Centres. Correctional staff members will be selected for networking, training and establishing information-sharing standards regarding gangs, as well as security threat group management within the correctional settings.</li> <li>• Develop risk and disaster management guidelines.</li> <li>• Collaborate with the public safety sector professions (fire service, emergency medical services and Office of Disaster Preparedness and Emergency Management) to provide joint and centered education and awareness in the reduction of workplace injuries, fatalities, illness from infectious disease, and workplace factors related to stress.</li> <li>• Develop guidelines to strengthen interpersonal communication skill, including how to build a positive relation with offender clients, lower the tension and defuse situations without the use of forces</li> <li>• Build capacity of the correctional staff to identify, investigate and understand the network of emerging trends being used by offender clients to organize criminal activities within and outside the Correctional Centre</li> </ul>		
<b>4.Enhanced work environment, health and welfare</b>	1.Improve the correctional working environment	<p>GoJ will:</p> <ol style="list-style-type: none"> <li>Ensure the design and construction of the physical plant is “state of the art” for staff-efficiency, safety and security. This includes quarters/accommodations, basic sanitation, onsite training space, convenient parking, etc.</li> <li>Operationally recognise the work environment outside of the physical plant and correctional facilities: <ul style="list-style-type: none"> <li>• Identify and strengthen protocols and guidelines for transportation of offender client to public places (court, hospital, relocating of offender client.</li> <li>• Develop communication mechanisms that will resonate the security mind-set that is to be adopted in all standard operating procedures.</li> </ul> </li> </ol>	DCS	Year 1 - ongoing

# NATIONAL CORRECTIONAL SERVICES POLICY

## GOAL 1: STRENGTHENED HUMAN RESOURCE MANAGEMENT, DEVELOPMENT AND WELFARE

Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
		<ul style="list-style-type: none"> <li>Update security protocols relating to the Correctional Officers interaction with offender clients, visitors and members of the public. Emphasis will be placed on the ways in which Correctional Officers engage and relate to these groups from the perspective of ensuring their own personal security and that of the respective individual.</li> <li>Establish/strengthen programmes that evaluate the effectiveness of technical competencies and techniques to ensure that Officers have all the necessary skills from training to handle most situations.</li> <li>Update protocols related to the handling of offender clients with infectious diseases during an outbreak. This relates to emergency health situations and how they are handled by Correctional Staff: implement or update a network of resources that will be enabled to treat with these emergency situations within the confines of the Correctional Centres.</li> <li>Systematically increase appropriate operational safety gears and personal protection equipment specific for Correctional environment: operationalize procurement plans and asset management apparatus that ensures that adequate and best-fit resources and tools are available.</li> <li>Implement a staff safety action plan to include: identifying existing safety issues, solutions for correctional staff survival, researching prospective funding and partnerships, ensuring that safety programmes are progressive and up to date and identifying deficiencies and opportunities for improvements.</li> </ul>		
	2. Facilitate and promote staff health and wellness	<p>GoJ will:</p> <ol style="list-style-type: none"> <li>Establish a Correctional Officer safety survival programme to include mandatory health and physical fitness programmes.</li> <li>Develop psychosocial, welfare and employee assistance programmes.</li> <li>Address occupational stress in the Correctional system which impact the service delivery by:               <ul style="list-style-type: none"> <li>Reviewing retirement age for Correctional/Probation Officers.</li> <li>Introducing a system of mandatory “fit and proper” periodic assessments.</li> </ul> </li> <li>Improving working conditions and support flexible working hours to enhance work/life balance.</li> </ol>	DCS/MNS	Year 1

## GOAL 2: STRENGTHENED MANAGEMENT OF THE CORRECTIONAL SERVICES FOR OFFENDER CLIENTS

Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
<b>1. Enhanced and promote evidence-based practice</b>	1. Establish the capacity within the Correctional Services to undertake	<p>GoJ will:</p> <p><b>a. Improve Risk Assessment and Classification Processes</b></p> <p>Assessment is a structured systematic procedure of gathering information on an offender using a given</p>	DCS	Year 1 - ongoing

# NATIONAL CORRECTIONAL SERVICES POLICY

## GOAL 2: STRENGTHENED MANAGEMENT OF THE CORRECTIONAL SERVICES FOR OFFENDER CLIENTS

Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
	evidence-based practice	<p>standardised tool. The structured questions are informed by theory on criminal behaviour where the information gathered is used to inform decisions on the individual offender clients' level of risk, incarceration, custodial placement, classification, community supervision and intervention or treatment as appropriate. Offender client's assessment and review requires specified skills and knowledge and is undertaken at the intake or inceptions and at intervals during the period of sentence. The key principles of assessment include risks, needs and responsivity.</p> <ul style="list-style-type: none"> <li>• <b>Risk Principle:</b> match the level of management and service to the offender's risk of reoffending</li> <li>• <b>Needs Principle:</b> assess criminogenic needs (i.e., the problems or issues that directly relate to the likelihood to re-offend) and target them in treatment.</li> <li>• <b>Responsivity Principle:</b> maximise the offender's ability to learn from a rehabilitative intervention by providing cognitive behavioural treatment and tailoring the intervention to the learning style, motivation, abilities, and strengths of the individual. Also, offering programmes near the end of sentences may receive more motivation to change than mid-sentence offerings. The assessment protocol which will adhere to the RNR model will require: <ul style="list-style-type: none"> <li>➢ The promotion of an evidence-based approach for assessment and classification of offender clients.</li> <li>➢ Reviewing guidelines for admissions and discharge to enhance offender client's assessment and placement.</li> <li>➢ An infrastructure that ensure that risk assessment is undertaken by trained staff.</li> <li>➢ Reviewing the assessment tool to ensure the focus on offender specific criminogenic needs with proper documentation of results in designated location on each module for appropriate intervention.</li> <li>➢ Training officers on the Risk/Needs/Responsivity assessment model using standardised tools.</li> <li>➢ Developing a suite of educational, vocational training and meaningful work engagements that are relevant in today's labour market.</li> </ul> </li> </ul> <p><b>b. Improved Supervision</b> Address offender client needs in a holistic and sequential manner by adopting a "Through-care and After-care" approach to rehabilitation (from incarceration to reintegration). The rehabilitation journey will be divided into 3 key phases;</p> <ul style="list-style-type: none"> <li>➢ In-care Phase (Custody) Various services and programmes facilitated to prepare the offender client for reintegration into the community upon release,</li> <li>➢ Halfway Care Phase (Pre-release), eligible offender clients are allowed to serve the tail-end</li> </ul>		

# NATIONAL CORRECTIONAL SERVICES POLICY

## GOAL 2: STRENGTHENED MANAGEMENT OF THE CORRECTIONAL SERVICES FOR OFFENDER CLIENTS

Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
		<p>of their sentences in the community (Hostel placement, home release parole).</p> <ul style="list-style-type: none"> <li>➤ Aftercare Phase (in the community) eligible offender clients upon release will be placed on Community Based Programmes that support reintegration.</li> </ul> <p><b>c. Enhance Case Management Processes</b> Case management involves assessment, planning, facilitation, and advocacy to meet offender client’s criminogenic needs during the course of their sentence. Operationalizing this will require:</p> <ul style="list-style-type: none"> <li>➤ The development of a case management guideline for the Correctional Services.</li> <li>➤ Establishing an automated integrated case management system to effectively coordinate and address the offender needs.</li> <li>➤ Promoting confidentiality in case management.</li> </ul> <p><b>d. Improved Sentence Plan (Care Plan)</b> As a part of the case management process each offender client requires an individualised plan (Case Management Plan - CMP) to guide how he/she addresses his/her identified risk and needs. This can include basic literacy and education, skills training, anger management, an understanding of how negative associations create vulnerabilities to offending, and often and importantly, maintaining and improving the offender’s family relationships. This requires ongoing documentation by the Case Manager and/or Probation Officer of the offender client’s progress against the CMP and a tracking of the achievement of set targets and goals, developing new goals, always with a view to preparing the offender client for release/case closure. GOJ’s policy directive will include:</p> <ul style="list-style-type: none"> <li>➤ Conducting needs analysis to determine which criminogenic factors that needs to be address.</li> <li>➤ Developing strategies to introduce programmes or interventions to meet the identified needs</li> <li>➤ Where possible prioritizing programmes for higher risk offender clients.</li> </ul> <p><b>e. Establish national standards for Corrections</b> Develop National Standards for Correctional Services that will outline the guiding principles for corrections in Jamaica. This will lend to:</p> <ul style="list-style-type: none"> <li>• Greater levels of public accountability and transparency;</li> <li>• Improved information/data collection, analysis and use;</li> <li>• Quality enhancement and improvement; and</li> <li>• Image enhancement and public confidence.</li> </ul> <p>Five standards will be created for institutions, community corrections, women, children, and health/wellness.</p>		

# NATIONAL CORRECTIONAL SERVICES POLICY

## GOAL 2: STRENGTHENED MANAGEMENT OF THE CORRECTIONAL SERVICES FOR OFFENDER CLIENTS

Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
	2. Establish a centralized data base management system	Data and information management of offender clients affects correctional programmes, planning and decision making. GoJ will: <ul style="list-style-type: none"> <li>➤ Develop integrated and centralised data and information management system to strengthen correctional practice.</li> <li>➤ Automate existing data and information management system</li> <li>➤ Develop data collecting instruments</li> <li>➤ Build capacity in data and information management.</li> </ul>	DCS	Year 1-2
	3. Define and streamline the monitoring and evaluation procedures between MNS & DCS	GoJ will: <ol style="list-style-type: none"> <li>a. Clearly define the monitoring and evaluation framework that exist between the Ministry of National Security and the Department of Correctional Services’ as it relates to the key activities of the Department.</li> <li>b. Establish and strengthen the reporting relationship structure between Ministry of National Security and Department of Correctional Services.</li> </ol>	MNS/DCS	Year 1
	4. Standardize the measurement of correctional recidivism	GoJ will: <ol style="list-style-type: none"> <li>a. In the context of Corrections, define recidivism as re-conviction which results from a criminal act. Its measurement will encompass all offender clients that come into the care of the DCS.</li> <li>b. Develop Agency linkages that will result in the exchange/sharing of information related to all types of re-convictions in accordance with Government legislations and policy.</li> <li>c. Develop and maintain the infrastructure necessary to collect, analyse, and report recidivism data e.g. Electronic Case Management System.</li> <li>d. Measure recidivism to include children within care of the DCS to allow for evidence-based tracking of youths previously involved in the juvenile correctional system.</li> <li>e. Use recidivism data to inform policy, legislation, practice, and resource allocation.</li> </ol>	MNS/DCS/JCF/MOJ	Year 2
<b>2. Enhance Correctional Services infrastructure, safety and security</b>	1. Optimize safety and security measures for offender clients in custody	GoJ will: <ol style="list-style-type: none"> <li>a. Identify and utilize available technological solutions and develop new solutions, to make Correctional Centres safer and more efficient. Particular attention will be paid to automating the intake, movement and release processes; enabling automated tracking and activity alerts; and the sharing of complete offender client information between criminal justice agencies.</li> <li>b. Review the classification of the Correctional Centres with respect to the current risk levels of offender clients and retrofit the facilities to meet the new classifications.</li> <li>c. Revise the number of hours that offender clients spend in lockdown to make the most of the time available for rehabilitation activities.</li> <li>d. Improve incident management by:</li> </ol>	MNS/DCS	Year 1-2

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## GOAL 2: STRENGTHENED MANAGEMENT OF THE CORRECTIONAL SERVICES FOR OFFENDER CLIENTS

Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
		<ul style="list-style-type: none"> <li>• Review the Disciplinary System within the DCS for offender clients.</li> <li>• Strengthen procedures for searches and train correctional staff in search techniques</li> <li>• Develop chain of custody procedures to deal with the recording, handling and disposal of prohibited and unauthorized items.</li> <li>• Provide detection equipment to facilitate the location of prohibited electronic devices.</li> <li>• Provide the opportunity for collaboration between the DCS and the law enforcement, to build a comprehensive threat picture and to coordinate and target offender clients presenting serious threats to the criminal justice system.</li> <li>• Develop a handbook or poster to provide information on Correctional Centre policies / procedures, for example, a code of conduct or inmate complaints process.</li> <li>• Develop standard operating procedures for incident reporting to the relevant authority (INDECOM/JCF/OCA/DCS &amp; MNS Investigations Units).</li> </ul> <p>e. Provide the opportunity for collaboration between DCS and the JCF to develop a protocol for the transporting to court of remandees/offender clients awaiting trial.</p> <p>f. Ensure that the institutional needs are assessed and the physical plant/structure/design is brought up to the Investigations and Standards Office (ISO) certification criteria for the improvement of standards, quality management systems, technology and timeliness in various sectors the of correctional management. The ISO will provide independent oversight of the country's Correctional Services by:</p> <ul style="list-style-type: none"> <li>➤ carrying out their own investigations and inspections</li> <li>➤ Reviewing complaints from offender clients, probation and parole regarding unfair treatment and decisions</li> </ul>		
	2. Address infrastructural issues in Correctional Centres in keeping with recognized minimum	<p>GoJ will:</p> <ul style="list-style-type: none"> <li>a. Build new Correctional Centres and close/refurbish those facilities that do not meet minimum international standards, ensuring that cells used for the confinement of offender clients, have sufficient lighting and ventilation and is of adequate size.<sup>2</sup></li> <li>b. Systematically Reduce Overcrowding within the facilities where it occurs by:</li> </ul>	MNS/MOF/DCS	Year 2

<sup>2</sup> The Standard Minimum Rules for the Treatment of Prisoners, United Nation Standard Minimum Rules for the Administration of Juvenile Justice (Beijing Rules), United Nation Rules for the Protection of Juveniles Deprived of their Liberty, United Nations Rules for the Treatment of Women Prisoners and Non-Custodial Measures for Women Offenders (the Bangkok Rules); International Covenant of Civil and Political Rights (ICCPR), Convention on the Rights of the Child (CRC).

# NATIONAL CORRECTIONAL SERVICES POLICY

## GOAL 2: STRENGTHENED MANAGEMENT OF THE CORRECTIONAL SERVICES FOR OFFENDER CLIENTS

Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
	international standards	<ul style="list-style-type: none"> <li>• Maintain appropriate levels of offender client population in line with established standards.</li> <li>• Strengthen the existing classification system to improve the process of placement of offender clients based on their criminogenic needs and risks.</li> <li>• Implement an effective electronic monitoring system as a strategy to:                             <ul style="list-style-type: none"> <li>➢ reduce pre-trial detention, with the aim of reducing the number of individuals held on remand, and the length of time they spend in custody.</li> <li>➢ monitor offender clients on conditional release from the Correctional Centres.</li> </ul> </li> <li>• Explore and facilitate alternative to incarceration for special categories of Offender Clients e.g. children, women, mentally ill, elders</li> <li>• Expand the use of non-custodial practices</li> <li>• Recommend the integration of risk and needs assessment in sentencing. Using risk and need assessment can divert low risk offenders to community supervision rather than incarceration.</li> </ul> <p>c. Explore privatization and/or public-private partnership in the establishment of Correctional Centres.</p>		
	3.Establish infrastructural guidelines for safety and security at Probation Offices	<p>GoJ will:</p> <ul style="list-style-type: none"> <li>a. Establish infrastructure and guidelines for probationers' safety, security, and rehabilitation.</li> <li>b. Develop and undertake sensitization programmes to enlighten the community on noncustodial measures and purpose of Probation functions to alleviate hostility from the community and enhance corporation in offender management.</li> </ul>	DCS	Year 1
<b>3.Enhanced health &amp; wellness for incarcerated offender clients</b>	1.Improve health infrastructure and equipment	<p>GoJ will:</p> <ul style="list-style-type: none"> <li>a. Mobilize resources to refurbish and equip hospital sections of the Correctional Centres.</li> </ul>	MNS/MOFPS/DCS	Year 2
	2.Review correctional health protocols and the service delivery	<p>GoJ will:</p> <ul style="list-style-type: none"> <li>a. Facilitate collaboration between the Ministry of Health and Wellness (MOH&amp;W) and the DCS in the restructuring the health care system within the Correctional Centres, with the aim of making it similar to that available in the community.<sup>3</sup></li> </ul>	MNS/DCS/MOH&W	Year 1

<sup>3</sup> The Standard Minimum Rules for the Treatment of Prisoners, United Nation Standard Minimum Rules for the Administration of Juvenile Justice (Beijing Rules), United Nation Rules for the Protection of Juveniles Deprived of their Liberty, United Nations Rules for the Treatment of Women Prisoners and Non-Custodial Measures for Women Offenders (the Bangkok Rules); International Covenant of Civil and Political Rights (ICCPR), Convention on the Rights of the Child (CRC).

# NATIONAL CORRECTIONAL SERVICES POLICY

## GOAL 2: STRENGTHENED MANAGEMENT OF THE CORRECTIONAL SERVICES FOR OFFENDER CLIENTS

Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
		<ul style="list-style-type: none"> <li>b. Develop and implement a Corrections health policy and ensure that it is a part of the national health policies and system, and includes the training and professional development of health care staff within the Correctional Services.</li> <li>c. Ensure that correctional settings are included in the national HIV, tuberculosis and drug dependence treatment programming.</li> <li>d. Facilitate medical camps and the use of telemedicine technology to support the correctional healthcare system.</li> <li>e. Facilitate the continuity of care for offender clients leaving the Correctional Centres, with health related problems including mental health issues.</li> </ul>		
	3.Improve and expand wellness support for offender clients	<ul style="list-style-type: none"> <li>a. Provide incarcerated individuals with clean, appropriately-sized clothing and clean adequate bedding, to meet basic health, hygiene, comfort, and welfare requirements.<sup>4</sup></li> <li>b. Improve food and nutrition within the Correctional Centres ensuring that: <ul style="list-style-type: none"> <li>• all foods and beverages served and sold in the facility meet or exceed the dietary guidelines of Jamaica,</li> <li>• food and safety standard practices are aligned with Jamaica’s National Food Safety Policy - January 2013,</li> <li>• palatable drinking water are accessible to incarcerated individuals at mealtimes and as much as possible throughout the day;</li> <li>• measures uphold the humanity and dignity of incarcerated people in relation to food provision, including but not limited to: <ul style="list-style-type: none"> <li>➢ Requirement that all facility staff who are involved in food service or oversee dining should be trained on the importance to an individual’s physical and mental wellbeing, of healthy food and a dignified eating experience.</li> <li>➢ Requirement that the incarcerated population be consulted about the menu, commissary selection, and other aspects of the food environment on an ongoing basis and that their feedback be used to guide changes. This can be done with periodic surveys and focus groups, perpetual mechanisms for</li> </ul> </li> </ul> </li> </ul>	DCS/MNS	Year 2 - 3

<sup>4</sup> The Standard Minimum Rules for the Treatment of Prisoners, United Nation Standard Minimum Rules for the Administration of Juvenile Justice (Beijing Rules), United Nation Rules for the Protection of Juveniles Deprived of their Liberty, United Nations Rules for the Treatment of Women Prisoners and Non-Custodial Measures for Women Offenders (the Bangkok Rules); International Covenant of Civil and Political Rights (ICCPR), Convention on the Rights of the Child (CRC).

# NATIONAL CORRECTIONAL SERVICES POLICY

## GOAL 2: STRENGTHENED MANAGEMENT OF THE CORRECTIONAL SERVICES FOR OFFENDER CLIENTS

Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
		<p>submitting written feedback, taste tests of new items under consideration, and other methods.</p> <ul style="list-style-type: none"> <li>➤ Ensure that special diet due to health problems and/or religious beliefs is provided</li> <li>➤ Requirement that each incarcerated individual be given at least 30 minutes of seated time to consume each meal, not counting time spent waiting to be served</li> <li>➤ Prohibiting all food-related punishments.</li> </ul> <p>c. Strengthen existing partnerships and secure additional partners, whose mandate include activities geared towards improving the welfare of incarcerated individuals.</p> <p>d. Develop an offender client handbook - Guide to rehabilitation (written and audio).</p> <p>e. Engage co-operation with other Public Services and arrange for convicted offender clients and persons on remand to receive services to which they are statutory entitled.</p>		
<b>4. Enhanced service delivery to special categories of offender clients</b>	1. Enhance the human resource and administrative capacity to meet the needs of special categories	<p>GoJ will:</p> <ul style="list-style-type: none"> <li>a. Establish staffing positions at the highest levels of the services with specific responsibility for women and children</li> <li>b. Develop specialised assessment and classification tools and methods for special categories</li> <li>c. Require all officers working with special categories to receive training accordingly</li> </ul>	DCS/MOFPS	Year 2-3
	2. Enhance the provision of infrastructure and equipment to meet the needs of special categories	<p>GoJ will:</p> <ul style="list-style-type: none"> <li>a. Develop infrastructure designed to meet the needs of special categories</li> <li>b. Create more accommodation space and specialized infrastructure for special needs cases e.g., establish compliant infrastructure for officers and prisoners living with disability.</li> <li>c. Develop and implement mechanism and protocols for transfer of the mentally ill offender clients to mental institutions.</li> <li>d. Establish specialized facilities that would facilitate effective child development even while in Correctional Centres.</li> <li>e. Mobilise resources to purchase and equip child friendly facilities.</li> </ul>		
	3. Develop and implement protocols for the treatment and care of special categories	<p>GoJ will:</p> <ul style="list-style-type: none"> <li>a. <b>Improve the treatment and care of offender clients with disabilities</b> <ul style="list-style-type: none"> <li>• Identify mechanisms for implementing and monitoring the requirements of the Disabilities Act for offender clients with disabilities.</li> <li>• Develop guidelines for clear documentation and categorizing of offender clients living with physical disabilities to accord them appropriate support.</li> </ul> </li> </ul>	DCS/MOH/MNS/MLGCD/ MOJ/SDC	Year 1

# NATIONAL CORRECTIONAL SERVICES POLICY

## GOAL 2: STRENGTHENED MANAGEMENT OF THE CORRECTIONAL SERVICES FOR OFFENDER CLIENTS

Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
		<ul style="list-style-type: none"> <li>• Provide appropriate rehabilitation, treatment, and reintegration programmes for disabled offender clients</li> <li>• Establishment of user-friendly infrastructure for offender clients living with physical disabilities</li> <li>• Establish a diversion policy for offender clients with disabilities.</li> </ul> <p>b. <b>Improve the treatment and care of elderly offender clients</b></p> <ul style="list-style-type: none"> <li>• Implement a phased programme to provide suitable and accessible accommodation in the Correctional Centres.</li> <li>• Develop standards for the care of older offender clients, using the National Policy on Senior Citizens and building on the good practice identified.</li> <li>• Facilitate specialized training for Correctional staff in geriatric care.</li> <li>• Develop a Human Resource Framework for inter-agency co-operation between the DCS, the MOH&amp;W, MLSS, MLGCD and relevant statutory and voluntary community agencies to support older offender clients in custody and on return to the community</li> <li>• Identify mechanisms for carrying out individual assessments of the health and welfare needs of older offender clients, and producing and implementing care plans, so as to ensure, both in Correctional Centres and after release, an equivalent standard of care to that available in the community.</li> <li>• Amend the Parole Act to include a section to treat with the older inmates within the Correctional Centres.</li> </ul> <p>c. <b>Improve the treatment and care of children in the care of DCS</b></p> <ul style="list-style-type: none"> <li>• Ensure that all correctional personnel working with children receive specialised training in this area.</li> <li>• Ensure that the design of correctional facilities for children considers their specialised needs.</li> <li>• Establish specific assessment and classification protocols for child offender clients,</li> <li>• Develop protocols to upgrade and review programming for child offender clients.</li> <li>• Promote the principle of involvement of parents in the rehabilitation and reintegration of child offender clients.</li> <li>• Promote participation of children in developing sentence, supervision, rehabilitation, and treatment plans to ensure it takes into account their views.</li> </ul>		

# NATIONAL CORRECTIONAL SERVICES POLICY

## GOAL 2: STRENGTHENED MANAGEMENT OF THE CORRECTIONAL SERVICES FOR OFFENDER CLIENTS

Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
		<ul style="list-style-type: none"> <li>• Promote/Ensure the protection of child offender clients from all forms of abuse, neglect, harmful cultural practices, violence, inhumane treatment, and punishment, and hazardous or exploitative labour during their supervision.</li> <li>• Incorporate standards and principles to guide disciplinary measures for child offender clients taking into account their rights as children and in consideration to their age, health and physical status.</li> <li>• Develop a framework to guide and enhance review and confirmation of suitability of home environment for early release on license and to ensure protection of the children from further harm or victimisation</li> <li>• Develop a Youth Offender Strategy in accordance with the 2021 CSTWG Action Plan for the Juvenile Correctional Centres. This Strategy will become a key component of the strategic framework underpinning the National Correctional Services Policy.</li> <li>• Provide care with the aim of reintegration. That is providing day-to-day guidance to improve behaviour, and teach skills to interact meaningfully with families and others in the society.</li> <li>• Develop and foster a safe and supportive environment for rehabilitation.</li> <li>• Maximise the strengths and potential of each juvenile offender client through rehabilitation programmes tailored to effectively address individual risk/needs.</li> <li>• Strengthen relationships with families so that the families can continue to care for them and provide proper guidance.</li> <li>• Foster partnerships with the community; for example, corporate partnerships to upskill the youths to increase employability.</li> <li>• Support children’s confidential accessibility to makes complaints to the Children’s Advocate in keeping with the specific provisions of the CCPA.</li> </ul> <p>d. <b>Improve the treatment and care of female Offender Clients</b></p> <ul style="list-style-type: none"> <li>• Modernise infrastructure holding female offenders to effectively address their needs.</li> <li>• Promote provision of family engagement and psychosocial services to enhance responsiveness to rehabilitation and treatment</li> <li>• Promote provision of appropriate diet and access to medical facility for</li> </ul>		

# NATIONAL CORRECTIONAL SERVICES POLICY

## GOAL 2: STRENGTHENED MANAGEMENT OF THE CORRECTIONAL SERVICES FOR OFFENDER CLIENTS

Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
		<p>pregnant women to ensure their safety and that of the unborn children.</p> <ul style="list-style-type: none"> <li>Promote and prioritise protocols for early release or placement on non-custodial measures where it relates to female offender clients to reduce over crowding</li> <li>Strengthen social inquiry guidelines to consider state of pregnancy of the offender for appropriate action and orders by the court.</li> <li>Develop and provide appropriate medical advice and counselling, physical and mental health care, support, and legal aid for female offenders who have been subjected to sexual abuse, and especially those who have become pregnant as a result.</li> <li>Develop programmes and services that are based on the knowledge that male and female competencies and strengths may differ.</li> </ul> <p>e. <b>Improve the treatment and care of offender Clients with Mental Illness</b></p> <ul style="list-style-type: none"> <li>Recognize that offender clients with mental health issues are best handled in coordination with mental hospitals, and that substance abuse is a mental health issue.</li> <li>Provide, where possible, separate housing units for incarcerated offender clients with mental health issues.</li> <li>Recruit and train specialised correctional staff on handling offender clients dealing with mental illnesses, especially for non-psychotic mental illnesses</li> <li>Train all correctional staff to identify mental health issues and make referral.</li> <li>Establish a facility and/or decentralized facilities, managed by the Correctional Services, to handle offender clients with serious mental illness.</li> <li>Collaborate with MOH and MOJ in the establishing of a Mental Health Court, review of the Mental Health Act and diversion scheme.</li> <li>Partner with the Ministry of Health &amp; Wellness to establish a Forensic Mental Health Facility to provide for the holistic care and treatment of the unfit to plead offender clients (MNS Task Force).</li> <li>Collaborate with partners to establish short term stay facilities needed to support the diversion programme and assist to obviate the need for detention in Correctional Centres (Report on Mental Health Offender Enquiry Committee 2020)</li> <li>Create a protocol between DCS and the Courts to ensure prompt access to</li> </ul>		

# NATIONAL CORRECTIONAL SERVICES POLICY

## GOAL 2: STRENGTHENED MANAGEMENT OF THE CORRECTIONAL SERVICES FOR OFFENDER CLIENTS

Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
		<p>psychiatric advice and psychiatric reports</p> <ul style="list-style-type: none"> <li>• Collaboration between DCS and the Community Health Clinics to provide continuity of care upon release for mentally ill offender clients.</li> <li>• Review mechanisms and protocols for the transfer of mentally ill offender clients to mental health institutions as per the committal orders</li> <li>• Review legislation to promote recognition of community rehabilitation practitioners in community rehabilitation of psychiatric offender clients for effective service delivery.</li> <li>• Develop and implement guidelines on community rehabilitation of psychiatric offender clients</li> </ul> <p>f. <b>Improve the treatment and care of offender clients with chronic diseases</b></p> <ul style="list-style-type: none"> <li>• Provide appropriate rehabilitation, treatment, and reintegration programmes for offender clients with chronic diseases.</li> <li>• Establish proper classification and case management of offender clients with chronic diseases to facilitate access to treatment, rehabilitation measures and prevent spread of diseases.</li> <li>• Development of policy guidelines on early release of offender clients with chronic diseases.</li> </ul> <p>g. <b>Improve the treatment and care of remandee</b></p> <ul style="list-style-type: none"> <li>• Review and amend Corrections Act, subsidiary Rules and Regulations, and SOP to ensure Remandees' treatment complies with the Mandela Rules #111-120</li> </ul>		
	4. Establish a special and secret framework for the management of witnesses in the care of the DCS	The GoJ will establish the necessary framework	DCS/JCF/MJ	-
	5. Establish a special and secret framework for the management of high risk offender clients	The GoJ will establish the necessary framework within the UNODC guidelines for the Management of high risk offender clients.	DCS	-

# NATIONAL CORRECTIONAL SERVICES POLICY

## GOAL 2: STRENGTHENED MANAGEMENT OF THE CORRECTIONAL SERVICES FOR OFFENDER CLIENTS

Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
<b>5. Enhanced Probation Services</b>	1. Improve the supervision and management of offender clients being supervised by the Probation Services	GoJ will: a. Establish infrastructure and guidelines for probationers' safety, security, and rehabilitation.	DCS	Year 2-3
	2. Improve the probation resettlement work carried out with offender clients to be released	GoJ will: a. Invest in reintegration/resettlement provisions to support offender clients; b. Improve and expand the role of the Probation services to include resettlement services which will be offered to offender clients while in custody to help them prepare for release, and while in the community, to help them resettle post-release. c. Establish a Reducing Reoffending Committee/Commission which will bring key Ministries, Agencies and Departments together to tackle the barriers to rehabilitation and reintegration; and; d. Explore options for the commissioning of rehabilitation and resettlement services which promote engagement and collaboration with local partners, and facilitate greater voluntary sector involvement in the delivery of probation services.	DCS/MOFPS/MNS	Year 1
<b>6. Enhanced release and transition planning</b>	1. Pre-release Preparation	GoJ will: a. Establish a pre-release team, consisting mainly of social workers, correctional staff and programme providers, who will "converge" on incarcerated offenders anticipating release. Non-traditional, collaborative partnerships will also be facilitated as part of the pre-release team, bringing together community organizations, employers, and service providers. The pre-release team will be mandated to assess offender clients risk/need to determine solutions, where necessary, to ensure their survival needs are met and other needs that may arise. Special attention will be given to those without family or other support system.  b. Develop a pre-release plan to include: <ul style="list-style-type: none"> <li>• <b>Transportation</b> – Provide transportation for to the nearest point, town centre and or residence, upon release from the Correctional Centre;</li> <li>• <b>Clothing, Food, and Amenities</b> – Provide exiting offender clients with clean clothing; this clothing should include pants, shirt, undergarments, shoes and socks. In addition, they should be provided with basic toiletries (toothbrush, toothpaste, deodorant, soap) upon release and a list of food providers and resources that they can access in</li> </ul>	DCS	Year 1 ongoing

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Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
		<p>the hours and days following release;</p> <ul style="list-style-type: none"> <li>• <b>Financial support</b> – Provide exiting offender clients with an amount of allowance sufficient to obtain or subsidize food, transportation, lodging, and any other immediate needs in the first 24 hours of release;</li> <li>• <b>Documentation</b> - Facilitate exiting offender clients, who are in need, to have a government issued identification card (voters ID/ TRN etc.)</li> <li>• <b>Transitional/Temporary Accommodations</b> - Provide temporary housing support for ex-offender clients who are deemed to be in need of same.</li> <li>• <b>Education and employment</b> - Ensure that documents (certificates obtained whilst incarcerated etc.) letters of recommendations and referrals are available upon release to facilitate the process of finding employment. Also helping Offender Clients to identify employment opportunities</li> <li>• <b>Health care</b> - Ensure a continuum of care from the facility to the community by conducting a medical assessment prior to release; provide referrals or make appointment, where necessary, to a health care facility in the community in which the individual plans to reside, and provide 30 days' worth of medication to individuals who are on medication while incarcerated.</li> <li>• <b>Support System</b> - Provide all exiting offender clients with a release handbook (to be developed) listing community resources. In addition, if appropriate, family members should be contacted and notified of release date and release plan. For those without family members, the DCS will identify community or faith-based organizations that can offer support, at the very least, within the first 72 hours of release.</li> </ul> <p>Operationalize the <b>Howard Hostel</b> to meet its full potential and create a suitable space as a half-way house/transitional facility for female incarcerated offenders</p>		
<b>7. Establish and strengthen legislation, regulations, rules and</b>	1. Advance sentencing options to better support the aims of	<p>GoJ will:</p> <ol style="list-style-type: none"> <li>Explore and introduce, if deemed appropriate, new sentence regime as follows: <ul style="list-style-type: none"> <li>• A combined (custodial &amp; community service order) sentencing option for</li> </ul> </li> </ol>	MNS/DCS/MOJ	Year 2

# NATIONAL CORRECTIONAL SERVICES POLICY

## GOAL 2: STRENGTHENED MANAGEMENT OF THE CORRECTIONAL SERVICES FOR OFFENDER CLIENTS

Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
procedures that govern the Correctional Services	improved management of offender clients	<p>short term sentences – 36 months and under. For the periods 2016 - 2020 approximately 70% of offenders admitted to the Correction Centres were sentenced to 36 months and under (Source: Corporate Planning &amp; Research, DCS). The sentencing framework needs to support the proposal for offenders receiving sentences of 36 months and under to be given a combined sentence. In this instance, a portion (approximately 50%) of the sentence will be recommended to be spent in the community under supervision.</p> <ul style="list-style-type: none"> <li>Collaborate with Ministry of Justice (MOJ) to encourage/facilitate the Justice System in greater utilization of existing sentencing option aimed at keeping habitual offenders in the Correctional Centres for longer. For example, “Preventive detention” (Section 54 of the Criminal Justice (Administration) Act).</li> </ul>		
	2. Reform key legislation to support the management of offender clients	<p>GoJ will:</p> <ol style="list-style-type: none"> <li>Review the Corrections Act with the aim of ensuring that the Offender Client Management process is supported by the necessary legalisation that facilitates rehabilitation efforts.</li> <li>Review the legislated conditions of parole to ensure that decision-making is evidence based, particularly in relation to evidence of rehabilitation and reintegration effort.</li> <li>Review Section 54 of the Criminal Justice (Administration) Act to: <ul style="list-style-type: none"> <li>Reduce the number of previous offences to three (three-time offender); requiring certain categories of offenders who have two other previously serious convictions to serve “preventive detention”. This sentencing option would be reserved for situations where the Court thinks an offender is a danger to the public and are also intended to support efforts to rehabilitate the most hardened offender clients.</li> <li>Establish mechanisms to evaluate the possibility of release after spending significant time within the correctional centre and exhibit positive behaviour change.</li> </ul> </li> <li>Facilitate mandatory participation in approved rehabilitation programmes.</li> <li>Introduce a “rehabilitation credit scheme.” This is a sentence reduction scheme for participating in approved rehabilitation programmes to allow an offender client to earn the privilege for early release. This will be</li> </ol>	MNS/DCS/MOJ	Year 2

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Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
		<p>combined with remission (given for good conduct). Revise how remission is earned as follows:</p> <ul style="list-style-type: none"> <li>• Total sentence reduction (Rehabilitation credit and Remission) should not exceed 1/3 1<sup>st</sup> time offenders or ¼ for recidivists of aggregated sentence imposed by the Judge.</li> <li>• The total sentence reduction (Rehabilitation credit and remission) should be apportioned as follows: <ul style="list-style-type: none"> <li>➢ 50% for rehabilitation credit</li> <li>➢ 50% for remission</li> </ul> </li> <li>• Remission earned can be revoked</li> <li>• Extend <b>statutory supervision</b> in the community after being released from custody for up to 12 months for all offender clients.</li> </ul> <p>f. Amend the Parole Act to reflect the eligibility criteria for parole to include participation in an approved rehabilitation programme.</p> <p>g. Amend the Parole Act to enhance the criteria code for parole decisions.</p>		

## GOAL 3: STRENGTHENED REHABILITATION SERVICES OFFERED TO OFFENDER CLIENTS

Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
1. <b>Enhanced rehabilitation and treatment programmes</b>	1. Develop evidence-based rehabilitation and treatment programmes	<p>GoJ will:</p> <p>a. Transform the existing education system by creating a Corrections Education Branch within DCS, that will essentially operate as a quasi-autonomous “school”; and will provide the resources necessary for the Branch to accomplish the following initiatives:</p> <ul style="list-style-type: none"> <li>• Restructure the education system and develop a clear vision and a comprehensive standard to build system-wide capacity.</li> <li>• Select the appropriate policies, programmes and, delivery strategies for improving the quality of</li> </ul>	<p>MNS/MOE/HEART/DCS</p> <p>DCS</p> <p>DCS/MNS/MOE</p>	<p>Year 1</p> <p>Year 1</p> <p>Year 2</p>

# NATIONAL CORRECTIONAL SERVICES POLICY

## GOAL 3: STRENGTHENED REHABILITATION SERVICES OFFERED TO OFFENDER CLIENTS

Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
		<p>education and job training programmes to facilitate better offender client outcomes.</p> <ul style="list-style-type: none"> <li>• Implement an effective organizational and accountability structure that will ensure that the budget and human resource supports are aligned with the implementation of the education system strategy and programmes.</li> <li>• Facilitate partnership between the Ministry with responsibility for Education and the DCS to streamline the education system for the children in the DCS Juvenile facilities.</li> </ul> <p>b. Develop mechanisms to motivate offender clients to participate in educational programmes.</p> <p>c. Collaborate with educational institutions in providing scholarships and grants to top performing offender clients.</p> <p>d. Develop mechanisms to encourage public funding of academics/schooling programmes for offender clients as a part of their rehabilitation.</p> <p>e. Explore different therapeutic approaches, including: counselling, Cognitive Behavioural Therapy, Cognitive Analytic Therapy and Transactional Analysis as a broad suite of psychotherapy interventions to change maladaptive thinking and behaviour.</p> <p>f. Develop a series of evidence-based sex offender rehabilitation interventions.</p> <p>g. Restructure leisure and recreation services to reflect the principles of rehabilitation.</p> <p>h. Develop leisure and recreational services geared at reintegrating offender clients within the community and reuniting families.</p>		
	2. Build the structure and capacity of the Correctional Services to respond to offender clients risk and needs	<p>GoJ will:</p> <ul style="list-style-type: none"> <li>a. Develop specialize areas within Probation: <ul style="list-style-type: none"> <li>➢ Case Managers</li> <li>➢ Investigation &amp; Court Management Officers</li> <li>➢ Parole/Resettlement Officers</li> </ul> </li> <li>b. Define the range and quality of services to be delivered as part of a rehabilitation activity requirement,</li> </ul>	<p>MNS/DCS/Offices of the Services Commission/MOFPS</p> <p>MNS/DCS</p>	<p>Year 1 – 2</p> <p>Year 1</p>

# NATIONAL CORRECTIONAL SERVICES POLICY

## GOAL 3: STRENGTHENED REHABILITATION SERVICES OFFERED TO OFFENDER CLIENTS

Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
		<p>and embed these within contracts with NGOs.</p> <p>c. Improve the assessment of offender clients by reviewing processes and ensuring, as far as is practicable, a thorough and good quality assessment is built upon and follows an offender client throughout their supervision.</p> <p>d. Improve the delivery of community service (unpaid work) to ensure there are sufficient placements available for offender clients and that these promote employment-related skills.</p> <p>e. Explore options to make post-sentence supervision more proportionate to an individual's sentence and their rehabilitative needs.</p> <p>f. Establish a staff to offender client ratio of 1:15</p> <p>g. Develop a Probation Safety and Security Guide.</p>	<p>DCS</p> <p>DCS</p>	<p>Year 1</p> <p>Year 1 – ongoing</p>
	3. Promote targeted interventions and treatment programmes in the rehabilitation of offender clients	<p>GoJ will:</p> <p>a. Provide meaningful sex offender evaluation, education, and treatment to sex offenders.</p> <p>b. Minimise the supply of illicit drugs into Correctional Centres through guidance, processes and technology.</p> <p>c. Find illicit drugs that do enter Correctional Centres using searching, intelligence and drug testing.</p> <p>d. Disrupt the trade of drugs and other illicit activities within Correctional Centres, working with law enforcement agencies, sharing information and tackling corruption.</p> <p>e. Ensure there are the appropriate incentives in Correctional Centres to encourage and support offender clients to make good decisions.</p> <p>f. Engage with families, friends and peers to help offenders develop networks that will support them to avoid substance misuse.</p> <p>g. Collaborate with National Council on Drug Abuse to ensure successful commissioning and delivery of substance misuse services with Offender Clients.</p> <p>h. Work with community partners to ensure that offender clients receive continuity of care when released from Correctional Centres.</p> <p>i. Use empirically derived risk assessment tools to classify offender clients and modify registration requirements accordingly.</p>	<p>DCS</p> <p>DCS/JCF</p> <p>DCS</p> <p>DCS</p> <p>DCS</p>	<p>Year 1</p> <p>Year 1</p> <p>Year 1</p> <p>Year 1</p> <p>Year 1</p>

# NATIONAL CORRECTIONAL SERVICES POLICY

## GOAL 3: STRENGTHENED REHABILITATION SERVICES OFFERED TO OFFENDER CLIENTS

Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
	4. Optimize the provision of resources for effective rehabilitation and treatment of offender clients	<p>GoJ will:</p> <ol style="list-style-type: none"> <li>Invest in reintegration/resettlement provisions to support offender clients;</li> <li>Improve and expand the role of the Probation services to include resettlement services which will be offered to offender clients while in custody to help them prepare for release, and while in the community, to help them resettle post-release.</li> <li>Establish a <i>Reducing Reoffending Committee/Commission</i> which will bring key Ministries, Agencies and Departments together to tackle the barriers to rehabilitation and reintegration; and</li> <li>Explore options for the commissioning of rehabilitation and resettlement services which promote engagement and collaboration with local partners, and facilitate greater voluntary sector involvement in the delivery of probation services.</li> </ol>	<p>MNS/DCS/MOFPS</p> <p>DCS</p> <p>MNS/DCS</p>	<p>Year 2 – 3</p> <p>Year 2 – 3</p> <p>Year 1 – 2</p>
2. <b>Enhanced Correctional Centre work programmes</b>	1. Review the structure of the work programmes/vocational training	<p>GoJ will:</p> <ol style="list-style-type: none"> <li>Create and manage efficient industries within correctional facilities.</li> <li>Revise offender client’s remuneration for those engaged by the administration.</li> <li>Adopt an organizational model of vocational training (integrate vocational training with education or work and entrepreneurial training).</li> <li>Develop partnerships with the local business sector that seek to:               <ul style="list-style-type: none"> <li>➤ Build DCS’ understanding of the needs of business and potential opportunities for collaboration.</li> <li>➤ Overcome barriers facing offenders and ex-offender clients to gaining meaningful employment both paid and unpaid.</li> <li>➤ Undertake a feasibility study with businesses to investigate opportunities for joint ventures to produce products currently being manufactured overseas.</li> <li>➤ Increase vocational training, education and certification and explore apprenticeship opportunities (to gain experience in real workplaces).</li> </ul> </li> </ol>	<p>DCS</p> <p>MNS/DCS/Private Sector</p>	<p>Year 2 – ongoing</p> <p>Year 2</p>

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## GOAL 3: STRENGTHENED REHABILITATION SERVICES OFFERED TO OFFENDER CLIENTS

Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
3. <b>Strengthen Family Ties</b>	1. Improve the provision of support and guidance for visitors	<p>GoJ will:</p> <ul style="list-style-type: none"> <li>a. Expand ways of allowing an incarcerated individual to keep in contact with their family by implementing secure video visiting and phone call programmes within the Correctional Centres.</li> <li>b. Facilitate as far as possible, the important parent and child relationship, in establishing improved visitation facilities and procedures. The Government recognizes that as far as possible, every effort should be made not to cause a child to suffer unduly because of the incarceration of either of their parents.</li> <li>c. Explore an appropriate mechanism for the introduction of conjugal visits, where there would be designated periods in which an offender client is allowed to be in private with their legal spouse /wife/husband. The visit allows contact, including sexual relations, between an offender client and a visitor. The key aims of conjugal visits include preserving an offender client's family ties, promoting the offender client's reintegration into society on release, curbing recidivism and lessening violence within the Correctional Centre.</li> <li>d. Develop a visitor's guide that provides basic information on the rules and regulations that govern visits, through a variety of media on support services for families and signposting to specialist services.</li> <li>e. Revise visitation policies to encourage and reinforce stable, consistent and scheduled in-person visits and create a warm and suitable environment for friends and family members to interact with offender client.</li> <li>f. Create alternative support groups for offender clients with a negative support network/system through intensive counselling and mentorship initiatives before and post release.</li> <li>g. Implement a Family Support System where a Probation Officer is available to support families.</li> <li>h. Extend support to offender clients' children and families facing social exclusion because of parental incarceration through social welfare and labour market programmes (e.g. PATH, HOPE, Framework Programmes)</li> </ul>	<p>MNS/DCS</p> <p>DCS</p> <p>MNS/DCS</p> <p>MNS/DCS</p>	<p>Year 1</p> <p>Year 1 – ongoing</p> <p>Year 2</p> <p>Year 2</p>

# NATIONAL CORRECTIONAL SERVICES POLICY

## GOAL 3: STRENGTHENED REHABILITATION SERVICES OFFERED TO OFFENDER CLIENTS

Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
	2. Facilitate consistent communication with family and friends	<p>GoJ will:</p> <ul style="list-style-type: none"> <li>a. Collaborate with telecommunications service providers to facilitate/provide communication channels for offender clients.</li> <li>b. Develop mechanisms to authorize the use of cell phones and create a system that will control its usage/distribution at set times and on set days.</li> <li>c. Manage and/or monitor the use of telephone calls/video chat as a means of facilitating consistent communication with offender client's family/friends/spouse/legal representative.</li> </ul>	<p>MNS/MSET</p> <p>MNS/DCS</p> <p>DCS</p>	<p>Year 1</p> <p>Year 2</p> <p>Year 2</p>
<b>4. Enhanced Early Release Programme</b>	1. Strengthen conditional release mechanisms	<p>GoJ will:</p> <ul style="list-style-type: none"> <li>a. Evaluate the impact of Parole and Conditional releases in maintaining public safety and promoting compliance with supervision requirements.</li> <li>b. Review and enhance conditional release programmes.</li> <li>c. Strengthen system to encourage offender clients to apply for parole.</li> <li>d. Revise the parole criteria to facilitate a more modernized approach especially those that hinder the process and stigmatizes the offender clients.</li> </ul>	<p>MNS/DCS</p> <p>MNS/DCS</p> <p>DCS</p> <p>MNS/DCS</p>	<p>Year 1</p> <p>Year 1</p> <p>Year 1</p> <p>Year 1</p>
	2. Promote unconditional release mechanisms	<p>GoJ will:</p> <ul style="list-style-type: none"> <li>a. Promote the unconditional release of rehabilitated offender clients before their sentence ends through mechanisms like remission for good behaviour, rehabilitation credit for participating in approved rehabilitation programmes (<b>new</b>), and the pardon system</li> </ul>	<p>DCS</p>	<p>Year 1</p>
	3. Facilitate more releases on compassionate grounds	<p>GoJ will:</p> <ul style="list-style-type: none"> <li>a. Establish a system of early release for offender clients who are particularly vulnerable to the rigours of imprisonment, a vulnerability that may emerge after initial sentencing.</li> </ul>	<p>MNS/DCS</p>	<p>Year 1 - 2</p>
	4. Establish mechanisms to facilitate compliance by those released early	<p>GoJ will:</p> <ul style="list-style-type: none"> <li>a. Facilitate the reporting to a public authority by making them accessible to the offender client at reasonable times, with an administrative structure that is capable of recording such reporting reliably.</li> <li>b. Ensure that relevant entities are in place to carry out direct supervision as necessary.</li> <li>c. Carry out the necessary investment in technology and infrastructure to support electronic monitoring.</li> <li>d. Establish facilities to allow for the necessary care and accommodation where family cannot be found.</li> </ul>	<p>DCS</p> <p>MNS/DCS</p> <p>DCS/MOFPS/MNS</p>	<p>Year 1</p> <p>Year 1</p> <p>Year 2</p>

# NATIONAL CORRECTIONAL SERVICES POLICY

## GOAL 4: STRENGTHENED MECHANISMS TO SUPPORT THE SUCCESSFUL REINTEGRATION OF OFFENDER CLIENTS

Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
1. Enhanced re-entry and aftercare support	1. Develop the legal mandate for the enhanced aftercare for effective reintegration and resettlement of ex-offender clients	<p>GoJ will: Establish a system to assist offender clients with accessing benefits that may be available to them upon release. Virtually all offender clients, regardless of risk and criminogenic need, have basic survival needs as they return to the community.</p> <ol style="list-style-type: none"> <li>a. Create a 'Re-entry Skills Building Handbook' that provides ex-offender clients with practical information concerning housing, employment, money management, relationships, probation and parole supervision, updated contact list of important institutions/agencies and many other critical areas.</li> <li>b. Develop and implement re-entry programmes based on a case-management approach for the continuity of care.</li> <li>c. Prioritize high risk offender associated with recidivism.</li> <li>d. Provide adequate social support networks and continuum of care in the community to follow-up on any treatment received in the Correctional Centres.</li> <li>e. Facilitate an Association of Rehabilitated individuals.</li> <li>f. Cultivate a re-entry mapping system for returning medium to high risk ex-offender clients and their communities. This will promote community awareness, engagement and safety. The information garnered will allow for particular attention to at risk communities when planning social reintegration programmes and special attention to high-risk ex-offender clients.</li> <li>g. Implement an online service that provides ex-offender clients with updated information on housing, employment, benefits, training, financial management and counselling services opportunities.</li> <li>h. Provide employment-related services on a continuum from the time the offender clients enter a correctional facility until their release into the community.</li> <li>i. Facilitate the employment of rehabilitated ex-offender clients within the public services by amending the</li> </ol>		

# NATIONAL CORRECTIONAL SERVICES POLICY

## GOAL 4: STRENGTHENED MECHANISMS TO SUPPORT THE SUCCESSFUL REINTEGRATION OF OFFENDER CLIENTS

Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
		<p>Public Service Regulation/Staff Orders to reflect the same. MDAs will be required to include an offender reintegration mandate in their plans, where applicable.</p> <ul style="list-style-type: none"> <li>j. Develop procedures for the identification and monitoring of special populations upon release, such as female offenders, offenders with mental illness, aged/infirm offenders, child offenders and sex offenders. Failure to provide appropriate options can lead to disproportionately high numbers of these individuals being under criminal justice supervision.</li> <li>k. Develop a community-based treatment model of continuing care to address the risks, needs, and vulnerabilities of the mentally ill offender group. This includes multidisciplinary case management for psychiatric treatment and social services, such as housing, food, disability benefits, and vocational training. Continuity of care is essential for effective mental health treatment.</li> <li>l. Create and maintain social reintegration plans that are age and gender-sensitive to respond to risks and needs.</li> <li>m. Develop and implement guidelines to support female offenders with a history of victimization. The guidelines will outline measures for protective custody, rape counselling and self-defence training as part of post release treatment.</li> <li>n. Implement reintegration interventions for sex offenders whereas special focus will be placed on continuous assessment and reassessment of their risk to reoffend, monitoring of their activities and sharing of information as necessary.</li> <li>o. Partner with the Ministry with responsibility for Health, the Jamaica Constabulary Force and other relevant organizations to provide high risk sex offenders with strict, long term treatment and supervision.</li> </ul>		
	2. Establish transitional house/hostel for women	<p>GoJ will:</p> <ul style="list-style-type: none"> <li>a. Establish transitional housing/hostels with support services for women experiencing homelessness.</li> </ul>	MNS/DCS/MLGRD	Year 2 - ongoing
	3. Establish halfway/communal homes for those ex-offender clients with no accommodation after leaving the Correctional Centres	<p>GoJ will:</p> <ul style="list-style-type: none"> <li>a. Establish in each parish, temporary communal housing for former offender clients seeking to reintegrate back into the society. This will be facilitated through partnerships amongst existing providers of shelter-related services,</li> </ul>	MNS/DCS/MLGRD	Year 2 - ongoing

# NATIONAL CORRECTIONAL SERVICES POLICY

## GOAL 4: STRENGTHENED MECHANISMS TO SUPPORT THE SUCCESSFUL REINTEGRATION OF OFFENDER CLIENTS

Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
		the Ministry with responsibility for Local Government and Rural Development.		
	4. Mobilize resources and build capacity for implementation of the new aftercare services	GoJ will: <ol style="list-style-type: none"> <li>a. Adopt a multi-agency approach to fund and support reintegration programmes, emphasizing partnerships both within and outside of corrections. These partnerships will maximize resources and improve linkages for Correctional Services, and reduce the use of referrals in the place of substantive aftercare. Special attention will be paid to non-correctional agencies, who have mandates to serve certain populations that overlap significantly with the correctional population. They will be made aware of this overlap and facilitated to identify which of their interests can be served by coming to the table to plan a collaborative strategy.</li> </ol>	MNS/MOFPS	Year 2
2. Facilitate a whole-of-society approach	1. Employ a multi-sectoral approach to resettlement and reintegration	GoJ will: <ol style="list-style-type: none"> <li>a. Drive a holistic approach to Offender Client Management through effective stakeholder engagement. The focus will be on developing: supportive communities, linkages to mainstream services; and partnerships with other Ministries, Agencies and Departments, the Private sector and NGOs.</li> <li>b. Drive the process of equity, diversity and fair treatment of its staff, potential staff, volunteers or users of its services, regardless of race, gender, religion,, responsibilities for dependents, age, physical/mental disability or offending background.</li> </ol>	MNS/NGO's MNS/DCS	Year 1 – 2 Year 1 - 4
	2. Establish a framework for partnership and collaboration for effective offender client management	GoJ will: <ol style="list-style-type: none"> <li>a. Establish a multi-agency Reintegration Committee tasked with co-ordinating the management of the agencies and the follow-up of directorates in the reintegration work.</li> <li>b. Provide incentives to organizations who partner with the Correctional Services to provide assistance to ex-offender clients in the areas of employment, housing, etc.</li> <li>c. Mobilize and sustain community interest and involvement in assistance and supervision programmes. This is to facilitate community engagement in assisting ex-offender clients who are returning to the community.</li> <li>d. Establish a mentorship network incorporating the aid of probation</li> </ol>	MNS MNS DCS DCS/JCF	Year 2 Year 1 -2 Year 1 Year 2 – 3

# NATIONAL CORRECTIONAL SERVICES POLICY

## GOAL 4: STRENGTHENED MECHANISMS TO SUPPORT THE SUCCESSFUL REINTEGRATION OF OFFENDER CLIENTS

Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
		<p>teams, JCF teams, other external stakeholders as well as former offenders and well-meaning citizens to promote community awareness and support.</p> <p>e. Create and maintain ‘accountability tours’ for periodic visitation and check-ins with newly released medium and high-risk ex-offender’s (homes and workplaces) through partnerships with the JCF, DCS, and other stakeholders.</p>		
	3. Improve public perception of ex-offender clients	<p>GoJ will:</p> <p>a. Promote a new focus on community safety through offender success. The most distinctive aspect of the reintegration policy is its refocusing of correctional practices on the goal of public safety through offender success. It does so by viewing virtually every aspect of correctional operations as an element in that overall strategy. This is a departure from the emphasis on risk management and surveillance in incarceration and post release supervision (i.e., using security levels and levels of supervision to target control by level of risk). The policy will include risk management, and risk reduction as a key component.</p> <p>b. Commission a series of print and electronic advertisements, with bold and innovative messaging, to place greater commitment and emphasis on rehabilitation to enable offenders to renew and restart their lives.</p> <p>c. Maintain public awareness campaigns for DCS offender clients including hosting job and health fairs, community events and advertisements for new partnership opportunities. All these activities will involve reintegrated former offender clients and rehabilitated offender clients currently incarcerated.</p> <p>d. Implement group/individual volunteer programmes where ex-offender clients can perform humanitarian tasks to promote restorative actions and sensitize the community through their altruistic acts of community service.</p> <p>e. Recruit government employees, high ranking officials and well-meaning citizens to be trained and deployed to different communities. These individuals will shadow probation workers and provide additional support to ex-offender clients during their reintegration efforts.</p> <p>f. Conceptualize an effective branding campaign strategy encouraging the public’s support of ex-offender’s reintegration. The campaign will</p>	<p>MNS/DCS</p> <p>MNS/DCS</p> <p>MNS/DCS</p>	<p>Year 1</p> <p>Year 2</p> <p>Year 2</p>

# NATIONAL CORRECTIONAL SERVICES POLICY

## GOAL 4: STRENGTHENED MECHANISMS TO SUPPORT THE SUCCESSFUL REINTEGRATION OF OFFENDER CLIENTS

Policy Objective	Strategy	Actions	Responsible Agencies	Timeframe
		advocate for universal values of acceptance, second chances and forgiveness.		

## CHAPTER 6

### MONITORING AND EVALUATION FRAMEWORK

The Ministry of National Security is responsible for monitoring and evaluating (M&E) the implementation of the National Correctional Services Policy. The M&E Framework will track and monitor key performance indicators, which speak to the efficacy of the Policy. (See Appendix II for M&E Framework).

#### **The Theory of Change**

The successful implementation of the National Correctional Services Policy will ultimately contribute to improvements in the safety and security of citizens, realized through a reduction in the rate of correctional recidivism (i.e. as it pertains to reconviction and re-incarcerations) and the overall crime rate. Success of the policy is dependent on, inter alia:

1. improvements in the management of the correctional services;
2. adequate funding;
3. greater reliance on evidence-based rehabilitation and reintegration strategies; and
4. a whole of society approach to support efforts for the successful re-integration of offenders as law abiding citizens.

#### **POLICY REVIEW AND UPDATE**

Review and update of the Policy every five years to ensure effectiveness of implementation, consistent with Vision 2030.



**Offender clients (adult males) in academic training – Rehabilitation correctional educational programme**

## CHAPTER 7

### LEGISLATIVE FRAMEWORK

The implementation of the National Correctional Services Policy will require an appropriate legal framework, underpinned by a review of key pieces of legislation, including the Corrections Act and Rules, Parole Act and Rules, and Probation of Offenders Act. The review of the Corrections Act and Rules will focus on rehabilitation and community reintegration of offender clients, as well as operational improvements to include risk management, quality assurance, and case management.

The improved legislative framework will improve the operations, transparency and accountability of corrections services in Jamaica, allowing for more opportunities for successful rehabilitation and reintegration of offenders. The Correctional Services Policy will be the main policy framework, providing policy objectives that will drive the review of the Corrections Act and Rules.



Offender clients (children) in musical training – Rehabilitation vocational programme

## CHAPTER 8

### CONCLUSION

The National Correctional Services Policy aims to strengthen human resource management, management of offender clients, rehabilitation of offender clients, and reintegration of offender clients through a radical reform of the correctional system. The Policy encourages the use of multiple strategies to engage offender clients, targeting their criminogenic factors and using appropriate rehabilitative and reintegration strategies to improve their social and cognitive development.

The Policy aims to improve working conditions for staff, address stress and burn-out, recruit, retain, train and develop, and manage rehabilitation and reintegration operations in an effective and accountable manner. It also outlines how to meet the diverse needs of all offender clients. The expertise and resources of Ministries, Departments and Agencies will be utilized to manage and support offender clients in their rehabilitative and reintegration programme to reduce reoffending. To prevail, it must be demonstrated that rehabilitation and positive reintegration are effective tools for the reduction of recidivism and the opportunity for the offender client to contribute to nation building.



**DCS Probation Aftercare Team**

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## GLOSSARY

<b><i>Classification</i></b>	A method of assessment and categorizing of offender clients based on security requirements and programme needs.
<b><i>Correctional Recidivism</i></b>	Refers to the re-incarceration or the return of released offenders to the care of the DCS
<b><i>Community-Based</i></b>	A philosophical approach in which communities have an active role and participate in highlighting and addressing the issues that matter to them.
<b><i>Criminogenic</i></b>	A system, situation or place that produces or is likely to cause criminal behaviour.
<b><i>Data</i></b>	Statistics or information collected together for analysis or the basis for discussion or reasoning.
<b><i>Diversion</i></b>	Activity or instance that turns something away from its current course.
<b><i>Empirical</i></b>	Derived from or verifiable by observation, experimentation or experience rather than theory or pure logic.
<b><i>Evidenced-Based</i></b>	Representing an approach or concept to education, medicine and other disciplines that emphasizes the practical application of the findings and objective evidence from the best existing research.
<b><i>Expungement</i></b>	The process by which a record is sealed or destroyed, making it non-existent or unavailable to the general public.
<b><i>Gender Responsive</i></b>	A state of recognition and reaction to the particular characteristics, needs, priorities and status between men and women and adequately addressing them in the design and implementation of activities, policies and programs.

***International***

## NATIONAL CORRECTIONAL SERVICES POLICY

<b><i>Standards</i></b>	A document that has been established through consensus by experts from different countries and is accepted and published by a globally renowned body. It entails guidelines, procedures, rules or characteristics that facilitate users seeking the same outcomes.
<b><i>Non-Custodial</i></b>	A form of criminal punishment given by a court of law that does not involve incarceration. It can include fines, probation order or community service order.
<b><i>Offender Client</i></b>	For the purposes of the Policy, an individual who has been placed in the care of the Correctional Services by a ruling of the Court, and who will now benefit from the custodial, rehabilitation, probation and/or reintegration services of the DCS. For ease of understanding, the word ‘Offender’ is being used to make a distinction between the clients of the DCS who are offenders and all the other clients of the DCS.
<b><i>Quasi-Autonomous</i></b>	A non-governmental organization or agency that is financed or funded by a government but is governed by their own laws and is able to act independently.
<b><i>Recidivism</i></b>	This refers to whether a person who is the object of a criminal justice intervention reoffends later.
<b><i>Rehabilitation</i></b>	The use of treatment or training to address an offender client’s needs by improving their skills, behaviour and/or social functioning, increasing their likelihood of returning to society as a law-abiding citizen.
<b><i>Reintegration</i></b>	The action or process of returning an offender client to society.
<b><i>Re-Imagine</i></b>	The action of forming or reinventing a new concept or reality.
<b><i>Remandee</i></b>	Any person charged with a criminal offence who has been ordered by the Court to be detained in the custody of DCS while awaiting trial or sentencing.

## NATIONAL CORRECTIONAL SERVICES POLICY

**Remission** This is the ending of a sentence at a reduced or shortened point before the completion of the full term, that was initially imposed by the Court. Individuals are normally released into the community without supervision or restrictions.

**Remuneration** The payment/wages received by an individual for services provided.

**Resettlement Officers** A person appointed to assist offender clients during their reintegration phase after being released from a correctional institution.

### ACRONYMS

AGD	Auditor General Department
CBO	Community Base Organization
CCPA	Child Care and Protection Act
CDA	Child Diversion Act
CRP	Community Renewal Programme
CSO	Community Service Order
CSTWG	Correctional Services Treatment Working Group
DSC	Department of Correctional Services
FAACC	Fort Augusta Adult Correctional Centre
FBO	Faith Based Organization
GoJ	Government of Jamaica
HARC	Horizon Adult Correctional and Remand Centre
HIV	Human Immunodeficiency Virus
HTJCC	Hill Top Juvenile Correctional Centre
JCF	Jamaica Constabulary Force
JDF	Jamaica Defence Force
MLGRD	Ministry of Local Government and Rural Development
MLSS	Ministry of Labour and Social Security
MOH&W	Ministry of Health and Wellness
MOJ	Ministry of Justice
MSET	Ministry of Science, Energy and Technology

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MSSJRC	Metcalfe Street Secure Juvenile Remand Centre
MTF	Medium Term Socio-Economic Policy Framework
NGO	Non-governmental organization
NSP	National Security Policy
OCA	Office of Court Administration
POR	Prior Options Review
RCJCC	Rio Cobre Juvenile Correctional Centre
RFACC	Richmond Farm Adult Correctional Centre
RGD	Registrar General Department
RNR	Risk-Needs-and-Responsivity
SCACC	South Camp Adult Correctional Centre
SCJRCC	South Camp Juvenile Remand & Correctional Centre
SDC	Social Development Commission
SDGs	Sustainable Development Goals
SMR	United Nations Standard Minimum Rules for the Treatment of Prisoners
STCACC	St. Catherine Adult Correctional Centre
TRN	Tax Registration Number
TSACC	Tower Street Adult Correctional Centre
UN	United Nations
UNODC	United Nations Office on Drugs and Crime
WTYEP	We Transform Youth Empowerment Programme

## APPENDIX I

### STAKEHOLDER CONSULTATION

More than 40 national level stakeholders from the government, governmental technical agencies, research institute, human right organizations, international organization, private sector organization and NGOs were invited to comment on the draft policy. The following stakeholders provided comments:

Type	Name
Government/Quasi-Government	Office of the Prime Minister and the Ministry of Economic Growth & Job Creation
	Ministry of Finance and the Public Service
	Ministry of Labour and Social Security
	Ministry of Local Government and Rural Development
	Ministry of Agriculture & Fisheries
	Ministry of Justice
	Department of Correctional Services
	Attorney General's Chambers
	Legal Reform Department
	The Independent Commission of Investigations (INDECOM)
	Office of the Children's Advocate
	Office of the Public Defender
	Child Protection and Family Services Agency
	NGO
Stand up for Jamaica	
Trade Unions	Probation Aftercare Officer Staff Association
	Portmore Probation Office
Research and academic institutes	Sir Arthur Lewis Institute of Social and Economic Studies
	The University of the West Indies
Boards of Visitors	Chair, Board of Visitors
	Richmond Farm Adult Correctional Centre
	Chair, Board of Visitors
	Hilltop Juvenile Correctional Centre

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## APPENDIX II

### MONITORING AND EVALUATION FRAMEWORK

Expected Results	Indicators	Baseline 2021	Annual Targets	Means of Verification	Risks & Assumptions	Sub-Indicators	
<b>Impact Statement:</b>  The Policy will contribute to improving the safety and security of citizens by reducing re-offending, reducing victims of crime, and increasing public trust in the effectiveness of the correctional services	<b>Safety and Security</b>						
	<b>Major Crime rate</b>	232.9 per 100,000 members of a population		JCF Statistics	If individuals are successfully rehabilitated and reintegrated as law abiding citizens there will be a reduced likelihood to reoffend resulting in a reduction in Major crimes.	1. Murders 2. Shootings 3. Robbery 4. Aggravated Assault 5. Sexual Assault 6. Break-ins 7. Larceny	
	<b>Recidivism rate</b>	41% (adults)		DCS Statistics		1. Custodial recidivism rate (Adult & Juvenile) 2. Non-custodial recidivism rate (Adult & Juvenile)	
	<b>Escape Rate</b>	0		DCS Statistics		1. Escape rate (Adult & children)	
	<b>Awareness and trust in the effectiveness of the correctional Services</b>						
	<b>% of citizens with knowledge regarding the functions of the DCS</b>	29.6% (2019 data)		JNCVS - Triennially	If citizens witness a positive change in offenders that were previously Offender Clients to the DCS then they will have greater levels of confidence in the institutions rehabilitation and reintegration services.		
	<b>% of citizens that trust the DCS to reliably execute its functions</b>	71.9% (2019 data)					
	<b>% of citizens that believe the DCS is effective in executing its functions</b>	74.9% (2019 data)					
	<b>Outcome 1:</b>	<b>Enhanced Human Resource Management &amp; Development</b>					
	<b>Strengthened human resource management, development and welfare</b>	<b>% change in staff complement</b>	No data available		DCS Annual Reports  Economic & Social Surveys		1. # of staff on the establishment 2. # of correctional officers employed 3. # of probation officers employed 4. # of resettlement officers employed

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Expected Results	Indicators	Baseline 2021	Annual Targets	Means of Verification	Risks & Assumptions	Sub-Indicators
				DCS Corporate and Research Department		5. # of case managers employed 6. # of medical practitioners employed 7. # of psychosocial practitioners employed
	<b>Correctional Staff to Client Ratio</b>	No data available				<p><b>Correctional officer to custodial client ratio will be calculated using:</b></p> 1. # of correctional officers assigned to each facility 2. # of Client housed in each facility <p><b>Probation officer to Non-custodial client ratio will be calculated using:</b></p> 3. # of probation officers assigned to each probation office 4. # of non-custodial client assigned to a probation office <p><b>Case manager to Client Ratio will be calculated using:</b></p> 5. # of case managers assigned to each correctional facility 6. # of Offender Clients in each facility <p><b>Resettlement Officer (as part of the probation office) to Client Ratio will be calculated using:</b></p> 7. # of resettlement officers assigned to ex-offenders 8. # of ex-offenders released
	<b>Turnover rate (%)</b>	No data available				1. # of staff that exit the organization 2. # of new staff hired 3. # of vacant positions on the establishment
	<b>% of correctional staff receiving specialized training</b>	No data available				1. Number of specialized trainings conducted under each functional area (e.g. correctional officers, probation officers, case managers, officers working with women, children and

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Expected Results	Indicators	Baseline 2021	Annual Targets	Means of Verification	Risks & Assumptions	Sub-Indicators
						disabled Offender Clients, etc.) 2. # of correctional staff that receive specialized training
<b>Enhanced Working Environment &amp; Employee Welfare</b>						
	<b>% of correctional staff injured</b>	No data available		DCS Statistics		1. # of correctional staff injured on the job
	<b>% of correctional staff accessing counselling services</b>	No data available		DCS Statistics		1. # of correctional staff accessing counselling service
	<b>% of correctional staff satisfied with working conditions</b>	No data available		DCS Employee Satisfaction Survey		
	<b>Staff absenteeism rate</b>	No data available		DCS shift logs/resisters		Average number of staffing capacity available per shift (correctional officers and civilian staff)
<b>Outcome 2:</b>	<b>Key Milestone initiatives and Document developed</b>					
<i>Strengthened management of correctional services</i>	<b>Establishment of National Correctional Services Task Force (NCSTF)</b>	No data available		Terms of Reference (Approved)  Approved Minutes		Task Force established
	<b>Amendment of attending legislation to support implementation of the policy</b>	No data available		Approval granted by the Governor General		1. Corrections Act (1986) Amended 2. Parole Act (1978) Amended 3. Probation of Offenders Act (1948) Amended
	<b>Improved Internal Security</b>					
	<b>% change in the # of client breaches detected</b>	No data available		DCS Statistics		1. # of correctional centre breaches committed by Offender Clients 2. # of probation order breaches committed by Offender Clients 3. # of suspended sentence breaches committed by Offender Clients

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Expected Results	Indicators	Baseline 2021	Annual Targets	Means of Verification	Risks & Assumptions	Sub-Indicators
	% change in the # of staff breaches detected			DCS Statistics		4. Number of staff disciplinary breaches detected
	% change in incident reports submitted for investigation	No data available		MNS Inspectorate		<ol style="list-style-type: none"> <li>1. # of incident reports that occurred within each correctional facility</li> <li>2. # of incident reports filed by Offender Clients against Correctional Officers</li> <li>3. # of incident reports filed by Offender Clients against other Offender Clients</li> </ol>
	% of incidents investigations closed	70%		Security & Standards Inspection and Correctional Investigations Branch – Quarterly Report		1. # of DCS incidents investigated with recommendations provided (173/247)
	% of incident case investigation recommendations actioned	No data available		DCS Statistics		<ol style="list-style-type: none"> <li>1. # of DCS incidents investigated with recommendations provided</li> <li>2. # of recommendations addressed</li> </ol>
<b>Outcome 3:</b>	<b>Strengthened Rehabilitation Services</b>					
<i>Strengthened rehabilitation services offered to Offender Clients</i>	% of offenders with rehabilitation treatment plans implemented	No data available		DCS Statistics		<ol style="list-style-type: none"> <li>1. # of offenders with treatment plan</li> <li>2. # of Offender Clients receiving treatment in accordance with their treatment plan</li> </ol>
	% of Offender Clients who have completed at least 80% of their rehabilitation treatment plans	No data available				<ol style="list-style-type: none"> <li>1. # of Offender Clients actively engaged in assigned rehabilitation programmes</li> <li>2. # of offenders that successfully complete (at least 80%) their rehabilitation programme</li> </ol>

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Expected Results	Indicators	Baseline 2021	Annual Targets	Means of Verification	Risks & Assumptions	Sub-Indicators
	% of offender Clients who have completed mandatory rehabilitation activities (subject to the approval of the Correctional Services Act)	No data available				TBD
<b>Improved Offender Client Perceptions and Outcomes Regarding the Rehabilitation Experience</b>						
	% of offender Clients satisfied with the rehabilitation services delivered by the DCS	No data available		DCS Client Satisfaction Survey		# of Offender Clients with positive perceptions of the rehabilitation services
	% of offender clients who were approved for parole (i.e. conditional release)	36.7%		Parole Board Annual Report		<ol style="list-style-type: none"> <li>1. # of Offender Clients eligible for parole</li> <li>2. # of Offender Clients that have applied for a parole hearing (128)</li> <li>3. # of Offender Clients approved for parole (47)</li> <li>4. # of Offender Clients recalled for breaches of parole (2)</li> <li>5. # of Offender Clients denied parole (35)</li> </ol>
	% change in the # of persons who have successfully completed their parole	No data available				<ol style="list-style-type: none"> <li>1. # of Offender Clients who successfully completed their parole period (35)</li> </ol>
<b>Outcome 4:</b>	<b>Strengthened Reintegration Mechanism</b>					
<i>Strengthened mechanism to support the successful</i>	% of ex-offender clients accessing income earning opportunities for a				Offender Clients who complete their full sentence and	<ol style="list-style-type: none"> <li>1. # of Offender Clients released for the year</li> </ol>

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Expected Results	Indicators	Baseline 2021	Annual Targets	Means of Verification	Risks & Assumptions	Sub-Indicators
<i>reintegration of offenders</i>	minimum of 6 months post release	No data available		DCS Statistics	are released, have a greater likelihood of reoffending and returning to a DCS facility when compared to Offender Clients who applied for parole after completing 1/3 of their sentence. If Offender Clients are able to successfully reintegrate earlier than they are less to reoffend.	<ol style="list-style-type: none"> <li>2. # of ex-offenders accessing rehab grants to support entrepreneurial opportunities</li> <li>3. # of ex-offenders employed post release</li> <li>4. # of ex-offenders self-employed post release</li> <li>5. # of ex-offenders employed to the public service post release</li> </ol>
	% of ex-offenders enrolled in reintegration programme post-release	No data available				# of ex-offenders enrolled in a reintegration programme post release
	Implementation of a public education campaign to promote the positive engagement of ex-offenders in society	No data available		MNS – LIV GUD	# of campaign events/initiatives conducted	
	% of Offender Clients benefiting from public housing solutions through partnerships established with the DCS post release	No data available		TBD	TBD	
	% of ex-offender clients with reintegration treatment plans implemented through resettlement assignments	No data available		DCS Statistics	<ol style="list-style-type: none"> <li>1. # of offenders with treatment plan</li> <li>2. # of Offender Clients receiving treatment in accordance with their treatment plan</li> </ol>	
	% of ex-offenders who have completed at least 80% of their reintegration treatment plans	No data available			<ol style="list-style-type: none"> <li>1. # of Offender Clients actively engaged in assigned reintegration programmes</li> <li>2. # of offenders that successfully complete their reintegration programme</li> </ol>	

## APPENDIX III

GOAL 1 STRENGTHENED HUMAN RESOURCE MANAGEMENT, DEVELOPMENT AND WELFARE						
SUMMARY OF COSTS						
OBJECTIVES		\$'000 JMD				
		YEAR 1	YEAR 2	YEAR 3	YEAR 4	TOTAL ESTIMATED COSTS OF IMPLEMENTATION
OBJECTIVE 1	Re-imagining Corrections	1,000	1,295	1,000	1,900	5,195
OBJECTIVE 2	Enhanced human resource management	6,658	-	-	-	6,658
OBJECTIVE 3	Enhanced human resource development	4,000	4,260	4,537	4,832	17,629
OBJECTIVE 4	Enhanced work environment, health & welfare	5,000	3,500	3,500	6,313	18,313
TOTAL		16,658	9,055	9,037	13,045	47,795

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## GOAL 2 STRENGTHENED MANAGEMENT OF THE CORRECTIONAL SERVICES FOR OFFENDER CLIENTS

### GOAL 2 SUMMARY OF COSTS

OBJECTIVES		\$'000 JMD				
		YEAR 1	YEAR 2	YEAR 3	YEAR 4	TOTAL ESTIMATED COSTS OF IMPLEMENTATION
OBJECTIVE 1	Enhanced and promote evidence-based practice	42,616	43,721	44,857	46,024	177,218
OBJECTIVE 2	Enhance Correctional Services Infrastructure, Safety & Security	2,601,000	1,065	1,134	1,208	2,604,407
OBJECTIVE 3	Enhanced health & wellness for incarcerated offender clients	24,700	2,130	2,268	2,416	31,514
OBJECTIVE 4	Enhanced service delivery to special categories of offender clients	2,000	2,130	2,268	2,416	8,814
OBJECTIVE 5	Enhanced Probation Services	9,176	9,772	10,408	11,084	40,440
OBJECTIVE 6	Enhanced release and transition planning	200,000	-	-	-	200,000
OBJECTIVE 7	Establish and strengthen legislation, regulations, rules and procedures that govern the Correctional Services.	-	-	-	-	-
<b>TOTAL</b>		<b>2,879,492</b>	<b>58,819</b>	<b>60,936</b>	<b>63,148</b>	<b>3,062,394</b>

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<b>GOAL 3 STRENGTHENED REHABILITATION SERVICES OFFERED TO OFFENDER CLIENTS</b>						
<b>SUMMARY OF COST</b>						
<b>OBJECTIVES</b>		<b>\$'000 JMD</b>				
		<b>YEAR 1</b>	<b>YEAR 2</b>	<b>YEAR 3</b>	<b>YEAR 4</b>	<b>TOTAL ESTIMATED COSTS OF IMPLEMENTATION</b>
OBJECTIVE 1	Enhanced rehabilitation and treatment programmes	17,000	14,910	15,879	16,911	64,700
OBJECTIVE 2	Enhanced Correctional Centre work programmes	3,000	3,218	2,318	-	8,536
OBJECTIVE 3	Strengthen Family Ties	-	-	3,540	3,770	7,310
OBJECTIVE 4	Enhanced Early Release Programme	39,238	41,788	44,505	47,398	172,929
<b>TOTAL</b>		<b>59,238</b>	<b>59,916</b>	<b>66,242</b>	<b>68,079</b>	<b>253,475</b>

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## GOAL 4 STRENGTHENED MECHANISMS TO SUPPORT THE SUCCESSFUL REINTEGRATION OF OFFENDER CLIENTS

### SUMMARY OF COSTS

OBJECTIVES	\$'000 JMD				
	YEAR 1	YEAR 2	YEAR 3	YEAR 4	TOTAL ESTIMATED COSTS OF IMPLEMENTATION
OBJECTIVE 1 Enhanced re-entry and aftercare support	-	-	-	-	-
OBJECTIVE 2 Facilitate a whole-of-society approach	6,336,000	6,747,840	7,186,450	7,653,569	27,923,858
<b>TOTAL</b>	<b>6,336,000</b>	<b>6,747,840</b>	<b>7,186,450</b>	<b>7,653,569</b>	<b>27,923,858</b>