MAURITIUS PRISON SERVICE
STRATEGIC PLAN 2013 - 2023

Rehabilitation & Resettlement

Improved Security of Prisons

Operationalising Eastern High Security Prison

Integrated Detainee Management

Strategic Planning & Research Unit

Capacity Building

"From Prison to Correction"

UNODC
United Nations Office on Drugs and Crime
“From Prison to Correction”
UNODC

UNODC has made assistance available to facilitate the development of this strategic plan as part of a broad commitment to assist the Mauritius Prison Service. The plan provides a roadmap for prisons to introduce more modern prison practices and to amend legislative provisions that currently reduce prison performance. The challenge now lies with the Mauritius Prison Service to implement these changes and to benefit from them.

William Cullen
Prisons Consultant Advisor
UNODC
Message from the Commissioner of Prisons

It is a pleasure for me to present the ‘Strategic Plan’ for the Mauritius Prison Service which identifies the changes to take place in the next ten years. The ‘Strategic Plan’ focuses on reducing re-offending and through the six major areas of reform will improve performance and governance.

A new mission and vision have been developed which reflect the crucial role that humane prisons play in modern society. The prison will contribute to the protection of the society by actively engaging detainees in activities that will help them become law-abiding citizens.

Recognising that the job of Prison Officers is never an easy one, the Strategic Plan proposes an expanded and more fulfilling role for officers which will see them involved in the rehabilitative as well as the custodial role. The successful implementation of this plan is heavily dependent on effective teamwork as well as internal and external partnerships. I am confident that all staff has the competence and dedication to rise to this important challenge.

I would like to thank all staff and detainees of the Mauritius Prison Service, representatives of the civil society and the United Nations Office on Drugs and Crime (UNODC) for their contribution and support in developing the Strategic Plan.

Jean Bruneau
Commissioner of Prisons
October 2013
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INTRODUCTION

Contemporary prison systems across the developed world have been undergoing fundamental change over the last 20 years. This has included but is not limited to a focus on human rights, rehabilitation, evidence based programmes, more effective use of prison resources and staff, and reducing the rate of re-offending.

With the assistance of an expert Prison Consultant Advisor, funded by the United Nations Office on Drugs and Crime (UNODC), a team of Mauritius Prison Service officers commenced consultations in March 2012 with staff, detainees, and a wide range of community and government stakeholders to develop a 10-Year Strategic Plan.

The ambitious purpose of the plan is to introduce ‘world best practices’ in prison administration and management systems relevant to Mauritius. These new practices align with the direction of the Economic and Social Transformation Plan of the Ministry of Finance and Economic Development.

The 10-Year Strategic Plan focuses on reducing the rate of re-offending among detainees.

The plan groups a number of reforms in key areas or ‘Pillars’ under the following headings:

- Strategic Planning and Research Unit;
- Integrated Detainee Management;
- Rehabilitation and Resettlement;
- Improved Security;
- Operationalising Melrose Prison and;
- Capacity Building
The three months development and consultative phase of the plan, although relatively short, has identified a number of ‘challenges’ many of which are incorporated in the plan. All staff and detainees were surveyed and the senior officers were involved in a SWOT\(^1\) analysis. External stakeholders contributed many positive ideas and concepts through consultations and submissions.

The plan is a road map that points the direction and sets targets at reducing re-offending from 85% to 50%. However, situations change over time and the plan needs to be reviewed to account for these changes. An evaluation of the progress of implementation should be undertaken after 12 months and a full evaluation 24 months thereafter. Subsequently, evaluations should be scheduled on an annual basis.

\(^{1}\)Strengths, Weaknesses, Opportunities, and Threats
THE PURPOSE OF PRISON AND PRISON SYSTEMS

As part of the strategic planning process, mission statements for prison and correctional services from Africa, America, Australia, India and Europe were analysed for relevance and meaning. These mission statements embodied such concepts as sustainability, minimising financial cost of imprisonment, new technologies for better control conducive to rehabilitation programmes, cognitive behavioural change, over-riding need for security and safety, among others.

While each of these concepts are important in their own right and cannot be ignored, ultimately, for the mission to be relevant and easy to remember it must be brief and directly relate to the key tasks and concepts.

The Strategic Planning Team considered as important concepts:

(i) safety and human rights compliant prisons,
(ii) role that prison plays in making society safer and
(iii) rehabilitation of detainees so that they do not re-offend.

Consequently, the under-mentioned mission, vision and principles were adopted:

MISSION

We serve society by keeping detainees in safe, humane custody and help prepare them for a useful life.

VISION

A safer Mauritius through best correctional practice.

PRINCIPLES

• We support our staff to be professional and accountable.
• We believe that detainees have the potential to change.
• We value fairness and humane treatment.
The purposes and effectiveness of imprisonment have been a constant topic of debate. In countries around the world, prisons have variously been expected to punish, deter and rehabilitate. These diverse expectations have had particular resonance in media reporting and political debate.

Over time, there has also been a sustained movement toward incorporating private sector managerial approaches to prisons in order to ensure more effective and efficient management practices. In many countries this has led to allowing private sector companies to become variously involved in the design, construction, funding and management of prisons.

At minimum, it is now commonplace for prison authorities to employ specialist staff to inform decision-making and governance on the most cost effective approaches and to provide comprehensive statistical and research-based, strategic policy and management information.

**CURRENT PLANNING AND RESEARCH CHALLENGES**

1. Modern and effective prison management is only possible when good information systems are in place to support decisions. However, there is insufficient data collection on the Mauritius prison population and particular difficulties in obtaining a range of aggregated information.

2. Despite a tradition of assessing and managing risk, this is not based on, or supported by modern risk management theory and practice. Similarly, the assessment of an individual detainee’s risk of escape is not based on modern actuarial risk and classification models. The consequence is that many detainees are not held at the lowest security appropriate to their individual risk profile. This results in an over-reliance on more costly and more institutionalizing maximum-security infrastructure and procedures.

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2For example, North America, Australia and the United Kingdom
3. There is an absence of credible alternatives to imprisonment, which could provide effective sentencing options, particularly for the 25% of detainees who are sentenced to less than one month or the 48% who are currently sentenced to less than six months in prison\(^3\).

4. Despite overcrowded prison facilities, real costs have risen to around 500 rupees per detainee per day or 182,500 rupees per detainee each year.\(^4\)

5. Not providing effective rehabilitation services and supports is the most costly strategy in the long-term. As 85% of detainees fail to be rehabilitated and go on to re-offend, so they become an increasing threat to society, consume more police and court resources, and when they are eventually convicted they tend to be given longer and more costly prison sentences.

6. Effective incentives for detainees to engage in rehabilitation programmes, work, education and other constructive activities are significantly lacking. The Parole system is constrained by legislation and only releases some 2 or 3 detainees to parole each year. This is despite the better outcomes that accrue from early release with parole supervision in the community compared to release with no community supervision. Likewise, the inability to earn remission for industry and good behaviour for those convicted of drug and sexual offences reduces incentives to engage in rehabilitation and results in large numbers of detainees idly spending their prison time and consequently, become more difficult to manage.

\(^3\) Source: Statistics Mauritius 2010
\(^4\) Source: Statistics Mauritius 2010
PROPOSED SOLUTIONS

1. The Mauritius Prison Service should establish a Strategic Planning and Research Unit staffed by skilled specialists in a variety of professional disciplines. It should be able to be aware of qualitative human rights issues, research and analyse statistical data for emerging trends, and provide accurate advice to the senior management team to better support decision-making for the planning of infrastructure, services and the formulation of policy proposals across the justice system.

2. The Mauritius Prison Service is introducing computerised records under its ‘e-Prison’ programme. The first priority will be the provision of management information which will provide the basis for taking a systems approach to understanding the trends, issues and costs of imprisonment.

3. Legislative and other reforms to sentencing practices.

3.1 Meeting human rights obligations by providing an external complaint mechanism to complement the National Preventive Mechanism as proposed in response to the requirements of the Optional Protocol to the Convention Against Torture.

Sections 53 to 56, Reform Institutions Act 1988, provide for a Board of Visitors to be established in Mauritius and in Rodrigues. The Boards are to meet at least monthly and enquire into the conditions of detention for detainees, to hear any complaints from detainees, and to enquire into any abuse and any repairs that are urgently required. These Boards have not functioned for many years.

The Mauritius Prison Services hould submit a proposal for a voluntary lay-visitor scheme to the Prime Minister's Office.
The hearing of detainee complaints can be best achieved on a number of levels. Firstly, detainees must be able to complain to staff and seek redress for legitimate concerns. If such complaints are not resolved to the satisfaction of detainees, it is intended that Lay-Visitors provide a level of regular external scrutiny and conciliation for detainee complaints, with provision for written reports to the prison service and/or an external monitor such as the National Human Rights Commission.

Proposed Legislative Reform 1

Repeal sections 54 – 56 of the Reform Institutions Act 1988 and substitute new provisions to provide for an Official Visitors Scheme.

3.2 Eliminating structural barriers to reducing the rate of re-offending

The total number of detainees is increasing at an alarming rate (see figure 1). While this is currently exacerbating the problems of overcrowding, the completion of a new prison at Melrose that is currently under construction will eventually provide a respite to overcrowding. However, an analysis of the sentences of detainees reveals that a number of significant structural problems will remain.

In Figure 1, the growing daily average number of detainees is shown in the blue line and the red line shows the current (pre Melrose) bed capacity. The increase is due to a number of factors that are detailed below in paragraphs 3.3 to 3.8.

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5Many reforms were identified at the seminar held at the University of Technology of Mauritius in June 2011 and in the November 2011 report of the National Economic and Social Council “The Social Resettlement of Stigmatized Groups”.
3.3 The constraint of the Parole Board to grant Parole

Only two hundred and ninety detainees benefitted from Parole since its inception up to June 2012. However, the Board reported that it is constrained by the eligibility criteria which impacts adversely on the number of detainees release on Parole.

Proposed Legislative Reform 2

Legislate to extend eligibility for parole to all offenders sentenced to a term of imprisonment of two years providing for a presumption in favour of parole when 50% of the sentence has been completed, unless the Board has reason to believe that the early release of a detainee would threaten the safety of the community.
3.4 High Number of Fine Defaulters in Prison

In 2010 there were 1410 fine defaulters in prison. Most of the people who defaulted on a fine might have been offered a graduated range of ways of discharging their fines, including an installment payment system and/or working off their fine via a community order.

Proposed Legislative Reform 3

Expand the installment payment scheme to make it easier for people on low incomes to pay their fines and introduce community work as a primary option when fines are in default.

3.5 Legislation currently restricts the application of remission for good behavior.

Many detainees, particularly those convicted of drug offences claim to have no incentive to work, undertake rehabilitation programmes or even behave according to the rules of prison because they cannot earn any remission. As at 1 June 2012 there were 389 detainees who were not eligible for remission.

Proposed Legislative Reform 4

Legislate to reinstate remission for all detainees.
3.6 Compassionate Leave to Visit a Family Member who is terminally ill.

Under the provisions of section 46 of the Reform Institution Act 1988, detainees may be granted leave of absence from prison under escort to declare the birth of his child or to view the body of a family member prior to burial or cremation. However, there is no provision for a detainee to visit a family member who is terminally ill. It is proposed that a new provision be added to section 46 to provide the circumstances under which such a form of compassionate leave may be granted.

Proposed Legislative Reform 5

To add a new legislative provision in section 46 to provide for compassionate leave as hereunder.

“Where the Commissioner of Prison is satisfied that a spouse/child/parent/grandparent/brother or sister of a detainee is terminally ill, as certified by a Government Specialist in respect of admission to public hospital, by the Consultant in Charge in respect of admission to a private hospital or a Community Government Medical Officer, as endorsed by the Regional Health Director in respect of a person sick at his residence, may permit him to visit the terminally ill person at public hospital or private hospital or his place of residence”.

3.7 Remand Periods are Long in Many Cases

Many remand detainees wait years to have their case determined and are unable to undertake a program of training or rehabilitation until they are convicted. While legislation is not proposed at this stage, a judicial review is recommended into the very long periods spent on remand. Figure 2 shows the years spent on remand by detainees at 1st June 2012.
Proposed Non-legislative Reform 6

Review of remand periods and delays to the finalisation of cases.

3.8 Short Prison Sentences are Counter Productive to Rehabilitation

Many detainees are imprisoned for very short sentences. The sentence is too short for any effective treatment and therefore precludes the Mauritius Prison Service being able to assess and enroll them into training or rehabilitation programmes. More importantly, there is little evidence to support the use of very short prison sentences. In fact, the use of the so called ‘short sharp shock’ is more likely to deepen an offender’s involvement in the criminal justice system.\(^6\) Essentially, a short sentence disrupts not only the offending behavior but also much of the positive aspects of an offender life such as work and accommodation. On release a short time later, the offender must try to re-connect these broken ties but often finds that they have been lost completely, thus placing him in a worse position than before the sentence.

\(^6\)http://www.scotland.gov.uk/Topics/Justice/public-safety/offender-management/about/facts
Yet in 2010, out of 3,750 detainees:
  - 965 sentenced to less than 1 month
  - 499 sentenced between 1 & 3 months
  - 314 sentenced between 4 & 6 months
  Total 1778 sentenced less than 6 months (48%).

There are a number of further undesirable consequences of imprisoning people for fine default or for short sentences:
  - Each convicted or un-convicted detainee costs 500 rupees a day to imprison;
  - Short sentences are ‘criminalising’ and putting at risk many ordinary citizens. It is very difficult to segregate these detainees from other detainees and there is high risk of contamination.

**Proposed Non-legislative Reform 7**

*Encourage the use of community based orders in place of short prison sentences of up to 3 months.*
INTEGRATED DETAINEE MANAGEMENT

On the 1st of June 2012, the Mauritius Prison Service held 2702 adult detainees in Mauritius and 32 detainees in Rodrigues. Most of the prisons are old, overcrowded, do not meet contemporary minimum standards for in-cell sanitation and lack adequate facilities for constructive activities. The coming into operation of Melrose Prison in 2013 will provide modern prison accommodation and an opportunity to introduce improved detainee management systems as well as review and rationalise the utilisation of the prisons estates.

The management of detainees has remained basically unchanged with prison officers largely performing a traditional ‘turnkey’ role. This is not to underestimate some important rehabilitative services and recent innovations particularly the development of a new induction system and the Enhanced Earning Scheme. The Mauritius Prison Service has long had the aim of rehabilitating detainees and has a number of specialist staff to [provide a range of education, training skills, welfare services, along with non-government organizations that provide rehabilitative programmes and service. However the great majority of prison officers’ roles are focused on security and supervision and are not engaged in the rehabilitative aims of imprisonment.

Current Detainee Management Challenges

1. There is no first night strategy in many prisons to ensure the safety of detainees, particularly first time detainees. This is particularly important given the growing number of substance abusers and the increasing incidence of blood borne diseases

2. Apart from New Wing and Women Prison, where new induction processes have recently been developed, no effective induction programmes are in place to ensure that detainees start their sentences with information about the rehabilitative pathways available.

3. Most prison officers are engaged in supervisory and guarding duties. The potential for using Prison Officers’ interactions with detainees for assisting them to develop and stay on rehabilitative pathways is consequently not being realized.
4. There is no case management of detainees to ensure that each detainee is individually managed during his prison sentence.

5. There is an under-utilization of the low-security prisons estate. The Mauritius Prison Service does not use an objective, actuarial detainee risk assessment tool to classify detainees according to their individual risk of escape and other related security needs. Consequently, a highly conservative approach is taken to risk assessment with the result that there is an over-classification of detainees into maximum-security which is consequently overcrowded\(^7\) alongside the under-use of low security prison accommodation such as at Richelieu Open Prison, which is currently less than half full of detainees.

6. There is a lack of sufficient incentives to many detainees and consequently they do not engage in constructive activities such as work, training, education or rehabilitative programmes. Such inactivity is both a lost opportunity for a more productive use of prison time and acts to increase problematic attitudes making detainees more difficult to manage.

7. Many prisons are overcrowded. There has been a sustained rise in number of admissions and a significant proportion of detainees are not entitled to remission and parole. This situation reduces the capacity to deal with detainees as individuals and thus, is not conducive to help prepare them for a useful life. Melrose Prison will provide a respite to overcrowding however, without changes to sentencing practices and releasing mechanisms the prison population will continue to rise and the capacity to deal with detainees individually will diminish.

8. There is no incentive scheme for detainees to earn small improvements in their living conditions.

\(^7\) Overcrowding is also due to other factors such as longer prison sentences and an increase in admissions.
Proposed Integrated Detainee Management Solutions

The aim is for a positive respectful relationship between staff and detainees using an integrated system of managing detainees that focuses upon protecting the community by reducing re-offending. This will in the main be achieved by developing a training curriculum for prison officers to support the implementation of an Integrated Detainee Management System that addresses all the identified challenges by incorporating the following key components:

1. First night strategy
2. Reception and induction
3. Risk Assessment Tool
4. Programmes
5. Case Management
6. Unit Management
7. Sentence and Release Planning.
1. **First Night Strategy**

Special arrangements are to be put in place to ensure the safety and healthcare of detainees during the first night in the prison. In addition to a self-harm evaluation, a cell sharing risk assessment needs to be carried out before a detainee is accommodated for the first night.

2. **Reception and Induction**

The purpose of induction is to inform detainees about prison life, the prison rules, the daily regime, their rights and responsibilities and privileges and to begin to prepare them for their return to the community. The induction process enables detainees to approach their time in custody constructively. It enables prison staff to begin to explain the standards expected in prison and to establish the culture and ethos of the establishment. The decency agenda is established during reception and induction.

3. **Assessment**

3.1 **Security Assessment and Classification**

The initial security assessment of every detainee’s needs must begin during reception and induction and be undertaken by a competent committee of prison officers trained in the use of the assessment instrument. The first priority is to assess the detainee’s individual safety and security classification according to a standardized assessment instrument that uses an actuarial scale and includes the capacity for an override. This will establish the prison and security regime within which the detainee can initially be placed.

A review of the initial (or subsequent) security classification should be undertaken every 12 months or as and when required.
3.2 Rehabilitative Needs Assessment

Only detainees serving an effective sentence of more than 12 months (taking into account any remission that may be earned or parole eligibility) will be assessed for programmes that address criminogenic needs. Similarly, only detainees serving an effective sentence of more than 12 months will be assessed for an accredited employment-training programme.

All detainees should undergo an educational assessment.

All detainees should go through a Psycho-social Need Assessment by Welfare Officers with a view to provide timely assistance, where appropriate.

4. Rehabilitative Programs

Rehabilitation has been traditionally emphasised on capacity building of detainees through vocational, spiritual, recreational and educational training. However, its focus should now be on addressing those criminogenic factors which significantly contribute to offending.

5. Unit management

Unit management is a way of managing groups of detainees with:

(i) a high standard of supervision,
(ii) basis of conflict resolution,
(iii) reduction of tension and stress and
(iv) greater staff control over the work environment.

Unit officers are able to provide firm guiding discipline, while demonstrating genuine concern for detainees. Teamwork is also used to develop a unified approach to supervision.
6. **Case Management**
Case Management is the process by which a prison officer assists a number of assigned detainees to achieve the goals identified in their respective Individual Management Plan (IMP).

7. **Sentence Planning**
Sentence planning is concerned with addressing the different needs of detainees whilst making optimum use of their time in prison. The process starts at the induction phase where the profiling of newly admitted detainees should be done in a structured way through use of evidence-based assessment tools. Accordingly, the specific, risks, needs and responsivity of the detainees are identified. Subsequently, they should be enrolled on tailor-made programmes.
REHABILITATION AND RE-SETTLEMENT

Cognitive Behavioural Programmes should become the key focus for reducing the rate of re-offending. Most detainees have a low educational and employment background and many have poor physical and mental health. There is a high incidence of drug abuse and HIV and other infections. It is obvious that many of these detainees represent the most vulnerable group in society.

CURRENT CHALLENGES TO REDUCING RE-OFFENDING

Adult Detainees

- There is an 85% re-offending rate⁸ as measured over the past 16 years.
- There is a lack of sufficient evidence-based rehabilitation programmes that target the criminogenic factors for adult detainees.
- The adult detainee education system is based upon early childhood learning principles, which is inappropriate and incorporates school holidays, which means that for a significant part of the year education is not operating.

⁸ Sources: Statistics Mauritius
• An average of 50%\(^9\) of detainees on any prison-working-day, are not employed in work or other constructive activities due to insufficient space, jobs, or workshops. This means that for 50% of adult detainees with any work skills they may have had previously will deteriorate and no new job skills are being learnt. Restricted eligibility for remission to a large proportion of detainees’ population provides a disincentive to engage in constructive activities.

• The existing pre-release scheme need be revamped in order to address detainees’ anxieties and apprehensions to direct their re-entry in the community.

• Upon release, ex-detainees return to their initial environment without any support and follow-up. Some do not have a fix place of abode.

**Adult Female Detainees**

• Around 33% of the total female population are foreigners who are charged with or convicted of serious drug offences. These female detainees are expected to spend an average of 25 years in prison. This is so because they are not eligible for remission and parole.

**Juvenile Male**

• The management of juvenile inmates at the Correctional Youth Centre is largely identical to the management of adult detainees in maximum-security prisons. Contrary to the Beijing Rules\(^{10}\) on juvenile justice, it is staffed by

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10.6 Juvenile justice services shall be systematically developed and coordinated with a view to improving and sustaining the competence of personnel involved in the services, including their methods, approaches and attitudes.
- Prison officers without the benefit of any special training in the many developmental issues that underlies much juvenile behavior. On the 1st of June 2012, the Mauritius Prison Service held 9 convicted and 23 un-convicted juveniles who were in custody.

- Almost 90% of juvenile inmates are on short periods of remand and consequently, there is not enough time to place them into any rehabilitation programme at the Correctional Youth Centre, other than education.

- There are no evidence-based rehabilitation programmes in Mauritius that target the criminogenic factors for juvenile offenders that could be started in custody and completed in the community.

- The environment of the Correctional Youth Centre is not conducive to accommodate juveniles and encourage behaviour change.

- There is a lack of accommodation and supervision support for released juveniles.
Proposed Rehabilitative Solutions

Evidence Based Rehabilitation Programme for Adult detainees

- To introduce evidence-based rehabilitative programmes using What Works Principles. These programs are developed and delivered by trained staff including psychologists which target the detainees’ criminogenic needs in different areas such as:
  1. Pro social thinking
  2. Anger and emotional management
  3. Substance abuse treatment
  4. Managing and overcoming violence
  5. Sexual offending treatment

- To run educational programmes throughout the year by qualified trainers in adult education, managed by an education coordinator. Education programme to include basic level to university studies.

- To create more space for activities and workshops with expanded vocational opportunities in tune with demand on the contemporary work market thereby enhancing detainees employability upon release.

- To establish a pre-release plan for each detainee

- To establish a comprehensive and coordinated resettlement support services through a coordinating body involving Government and Non Government Organizations.
Open Facility for Adult Female Detainees

- To create an incentive for female detainees to behave and work towards, an open facility should be established. Housing units should accommodate low risk detainees in groups of four or five with increased privileges and incentives viz. those on pre release phase and those who can reasonably be trusted to serve their sentences in open conditions.

Multi Systemic Therapy for Juvenile Male

- Introduce a Multi Systemic Therapy to address the multiple problems confronting juveniles in custody. This programme normally starts in custody and continues in the family and community.

- Provision for a Welfare Officer to be stationed at the Correctional Youth Center on a full time basis to meet the welfare needs of juveniles.


- Specific training to be provided for officers working with juveniles.

- To review the design and layout of the Correctional Youth Centre.

- To establish a special selection practice for Correctional Youth Centre staff.

- To establish a staff mentor programme to look after the needs of individual inmates.
IMPROVED SECURITY OF PRISONS

Security and safety are the primary concerns of prison systems. Thus, prison staff must constantly be on alert to calculate and minimise a multitude of potential risks to security. These include but are not limited to the risks of: escape; detainee violence and bullying; self-harm and suicide; illicit drug use, infection, and many more.

In broad terms, security takes three forms:

- **Physical security** includes architecture of the prison buildings, the strength of the walls of those buildings, the bars on the windows, the door of the accommodation units, the specifications of the perimeter walls and fences, watchtowers and so on.
- **Procedural security** relates to security processes and procedures which have to be followed such as searching, counting and supervision and control.
- **Dynamic security**, which comes from intelligence and from listening and talking to detainees and others.

When physical and procedural security is at their highest level they are extremely costly to run and might be interpreted as being oppressive and inhumane for detainees. If security and safety are absent, prisons can quickly become violent and dangerous places. Consequently, it is important to have a range of prisons that have been constructed and rated to varying levels of security. In Mauritius as in most countries, prisons are designed to four levels of physical security:

- High security;
- Maximum security;
- Medium security; and
- Minimum security (open condition).

Ideally, detainees should be individually assessed for the level of risk they pose and be matched and placed into prisons with an appropriate security rating.
Challenges to Security

- Currently the most acute security issue in the Mauritius Prison Service is the prevalence of contraband drugs and mobile telephones. These are smuggled into prisons in a variety of ways including being thrown over the walls and/or with the assistance of staff.

- The close proximity of many prisons to residential streets and housing has meant that contraband can easily be thrown over the walls.

- In the recent past, a number of officers have been assaulted and threatened. The large amounts of money involved in drug trafficking is thought to result in detainees having a capacity to directly or remotely threaten and/or assault them.

- The increasing trend in the admission of intravenous drug users has led to the implementation of Methadone Substitution Therapy. This has triggered security issues wherein utmost supervision is required during distribution lest it lands into unauthorized hands.

- The formation of gangs in the community and their incarceration are potential risks to the good order in prisons.

- The establishment of a remand facility for alleged pirates represents a further threat because of the risk that these detainees might muster external assistance to commit breaches of security.

- A lack of sufficient work for detainees has meant that large numbers of detainees are idle in the association yards.

- A shortage of staff has meant that at times prisons have had to operate with some posts unfilled. This has also often meant the temporary closure of workshops and other detainee activities.
• The aging infrastructure of prisons poses a number of threats to security as physical structures deteriorate over time.

• There is the perennial risk of a tsunami to the safety of detainees and staff at coastal prisons.

• A number of prisons are seriously overcrowded and admissions have increased dramatically over the past three years. Overcrowding exacerbates tensions and increases supervision and control risks.

• The number of female detainees is relatively small compared to that of male. In fact, female detainees represent some 5% of prison population. In 2010, there was a daily average of one hundred and thirty (130) female detainees, eighty (80) of whom were convicted and fifty (50) undergoing trial or awaiting sentence. However, unlike the provision for convicted male detainees, who are able to be assessed and placed at high or low security prisons, all female detainees are held either at Women Prison or Barkly Special Prison for Women, which are both maximum-security facilities. Government announced on 16 April 2012 in its three year program the creation of a new minimum-security open facility to be constructed for women detainees12 this will provide an incentive for women to behave as well as assist in their rehabilitation.

• There is a current crisis caused by overcrowding that brings a range of security issues. The construction of Melrose Prison will bring some respite to the problem. This overcrowding raises many security concerns for good order, discipline and control inside the prison is seriously compromised.

Proposed Solutions to Improve Security

- The construction of Melrose, Prison is underway. It will provide a respite to overcrowding.

- Regular security audits (that build upon the security audits previously sponsored by UNODC) in all prisons will help to reduce the security risk arising from the deterioration of the prisons estate.

- A search strategy to detect prohibited articles such mobile telephones, by making increased use of new technology.

- Trial of security classification tools for detainees by making use of modern techniques to ensure that detainees are classified to the lowest level of security appropriate to their circumstances.

- Prison security ratings – to ensure that each prison is appropriately rated in terms of its security as high, maximum, medium or minimum security.

- Standard Operating Procedures (SOP) should be developed for the proper management of prisons.

- The Strategic Planning and Research Unit should undertake the development of improved risk assessment tools and risk management strategies through on-going research and the sharing of information nationally and internationally.
• Improved intelligence capability including guidelines and procedures for using detainees as informants, and the better use of technology.

• Anti-bullying program where detainees will feel safe from being verbally and physically abused. Ensuring that there is a confidential and fair system to prevent and respond to violence and intimidation.
OPERATIONALISING MELROSE PRISON

A new prison is under construction at Melrose. It is expected to be fully operational by 2013 and will have a capacity to accommodate 750 to 1000 male detainees.

The Melrose Prison consists of three cell blocks, five dormitory blocks, high security special units, a geriatric block, educational facilities, a segregation dormitory block, works complex, staff facilities, administrative block, religious facilities, kitchen and service yards.

The prison will suit the needs of long-term detainees. The current overcrowding of many prisons will be overcome once Melrose Prison is fully operational.

Challenges to Operationalising Melrose Prison

- As the prison is still under construction, many design and construction issues have yet to be addressed with the collaboration of appropriate consultants.

- Once the construction is completed, the prison will be handed over to the Mauritius Prison Service for a range of testing and commissioning by relevant consultants to be carried out.

- Standard Operating Procedures need to be developed for managing Melrose Prison.

- Training for staff in new unit management principles needs to be developed and dispensed offsite, with final routines adjusted on-site.

- A Graduated Accommodation Plan for selected detainees to be located thereat needs to be developed.
Proposed Solutions for Operationalising of Melrose Prison

1. Transition involves a complex set of tasks that should begin well before the operation of the prison. For this purpose, a Transitional Team comprising of Mid/Senior Managers has already been set up.

2. The Transitional Team is working in close collaboration with the contractors, architects and engineer and currently monitoring the construction of the new prison with respect to security enhancement, where required.

3. The developed Graduated Accommodation Plan should determine the timing of the operation and occupation by detainees including emerging contingencies.

4. The Transitional Team will also coordinate the activities in collaboration with other Government agencies.

5. A structured management plan with Standard Operating Procedures should be formulated to cover all aspects of operations.
CAPACITY BUILDING

Capacity Building is an important feature in any organisation. The quality of service delivered depends on how human resources are recruited, managed and trained. In order to achieve the mission of the Mauritius Prison Service, human resources must be managed efficiently and responsibly and attention given to building capacity in staff.

Current Capacity Building Challenges

Training and Development

1. There is an urgent need to build senior management capacity to ensure that leadership and competent management experience is available to provide future leadership to the organisation.

2. Mauritius Prison Service training curricula do not meet adequate best correctional practices. The Prison Training School presently only offers basic training to new recruits, in-service refresher course, Senior Officer Cadet training, a qualifying course for promotion to Assistant Superintendent. The existing curricula do not include such modules as interpersonal skills, and other skills relevant to modern Unit Management, Case Management and Sentence Planning, etc

3. With the opening of Melrose Prison, there is an urgent need to develop Prison Officers’ training in Unit Management, Case Management and Sentence Planning. The concept of Unit Management will be subsequently implemented in other institutions.

4. Staff overwhelmingly feels that promotional arrangements need to be changed as they stifle motivation.
Proposed Solutions – Capacity Building

In order to meet staff expectations with regards to promotional prospects the arrangements that currently relate to promotion will be reviewed with a view to basing promotion on merit and examination.

In the short-term, it will be necessary to identify suitable middle managers for development through an executive training programme. As a first step, there is an excellent executive training programme available in Sydney, Australia, that is operated by the New South Wales Department of Corrective Services Correctional Academy, which accepts a number of external applicants. Graduates from this course could also be placed into management positions in other Mauritius Government departments or even private enterprise to gain broad management experience in other fields.

The regional exchange programmes between other Indian Ocean nations will continue to provide an important way of exposing staff to other learning experiences and a regular exchange of officers should be encouraged. Further opportunities exist for such exchanges through international peace-keeping operations.

For other employees to develop their skills and competencies and to instruct individuals about the prison system, standards and expectations, codes of conduct, and reporting methods, it is necessary to put in place a comprehensive training and development system. A skills-based and competency-based system is the most effective approach to staff development and this training and development can be provided most effectively internally.

Human resources training should be ongoing and take into account the need to re-train personnel when new legislation, policies, procedures and processes are being implemented. The training school must be well resourced. It should be supported by specialist staff with specific skills as trainers and educators.
The training of prison managers and junior leaders is especially important for long-term succession planning, and leadership training should be made available to junior managers. Ongoing training can be supported by encouraging more experienced managers and professionals to coach and mentor junior personnel. There is a strong regional demand for such services, and once established these training facilities and opportunities could also become regional providers of correctional officer training.

It is also important that sufficient officers are trained to develop competencies in relevant specialist areas such as Intelligence gathering, Correctional Emergency Response Team and CCTV.

**Expanded Role of Prison Officers**

The roles of a prison officer need to be expanded to incorporate such skill-based capabilities as counselling, mentoring, guiding and coaching, so essential, for delivering rehabilitative programmes. It is vital to develop a new training curriculum with respect to Unit Management, Case Management and Sentence Planning.

**Unit Management**\(^{13}\)

Unit Management is an effective approach for both correctional staff and detainees. Through Unit Management, staff will establish system-wide best practices that enhance operational quality consistent with the vision of Mauritius Prison Service.

Unit Management staff should combine the dual roles of supervision and control and delivery of programmes. They will have to “walk and talk” to detainees and familiarise themselves with those in their unit and identify their concerns. Improved surveillance and proactive intervention techniques will automatically emerge there from. Unit management provides “each detainee accommodation unit with a sense of group identity and increase the frequency of staff contacts with detainees so that small problems can be addressed before they become large problems”\(^{14}\).

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\(^{13}\) Source: “Unit Management with Corrections Corporation of America”, p. 5

Unit management is a proven approach for effective and engaged detainee management. Through its organisation, which emphasizes team cohesion, and its philosophy, which promotes access and familiarity, unit management should offer significant operational capabilities that help heighten safety and security within the unit and the facility. Additionally, unit management mutually would benefit staff and detainees. By improving communication, enhancing surveillance, fostering awareness and aligning the delivery of services and programmes, staff and detainees would be provided with clear expectations and reduce barriers to understanding, thereby ensuring active participation in programmes and appropriate behaviour.

**Case Management**

Unit Prison Officers should undertake Case Management of detainees assigned to them. In fact, case management means that each detainee has an allocated officer to discuss matters relating to his Individual Management Plan (IMP). The latter would maintain regular contact regarding progress through the sentence and the achievement of milestone goals as set in the detainee’s IMP.

**Sentence Planning**

Unit Prison Officers undertake sentence-planning process as part of their case management duties. It aims to ensure that interventions and programme goals identified in the initial assessment are achieved and that the detainee does not drift away from the rehabilitation pathway.
Annexure

The Mauritius Prison Service Strategic Plan 2012-2022 has taken into consideration recommendations from various stakeholders in developing the plan. Annexed are the recommendations, tools and reports developed for the purpose, and are as follows:

A. Graduated Scheme of Incentives;

B. Classification Tool for Detainees;

C. Prison Health Service;

D. Master-plan to Address Overcrowding;

E. Submission by Employment Division;

F. “Kinouété” Recommendations;

G. National Women's Council.
Annex A

Graduated Scheme of Incentives

Giving incentives to good behaviour is an effective tool in the rehabilitation process. A Graduated Scheme of Incentives, which is not exhaustive, has been worked out for maximum, medium and minimum security prisons as follows.

<table>
<thead>
<tr>
<th>INCENTIVES</th>
<th>MAXIMUM</th>
<th>MEDIUM</th>
<th>MINIMUM</th>
</tr>
</thead>
<tbody>
<tr>
<td>CONTACT VISITS</td>
<td>✓</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>FAMILY VISITS</td>
<td></td>
<td></td>
<td>✓ ✓</td>
</tr>
<tr>
<td>ENHANCE VISIT</td>
<td>✓</td>
<td>✓ ✓ ✓</td>
<td></td>
</tr>
<tr>
<td>ANNUAL LEAVE / HOME LEAVE</td>
<td>✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>CANTEEN LIST</td>
<td>✓ ✓ ✓ ✓</td>
<td>✓ ✓ ✓</td>
<td>✓ ✓ ✓ ✓</td>
</tr>
<tr>
<td>WORK OPPORTUNITIES</td>
<td></td>
<td>✓ ✓ ✓</td>
<td></td>
</tr>
<tr>
<td>OUT OF CELL HOURS</td>
<td>✓ ✓ ✓</td>
<td>✓ ✓ ✓</td>
<td>✓ ✓ ✓ ✓</td>
</tr>
<tr>
<td>COMMUNITY SPORTS</td>
<td></td>
<td></td>
<td>HOME</td>
</tr>
<tr>
<td>HOME</td>
<td></td>
<td></td>
<td>HOME / AWAY</td>
</tr>
<tr>
<td>TELEPHONE</td>
<td>✓ ✓ ✓</td>
<td>✓ ✓ ✓</td>
<td>✓ ✓ ✓ ✓</td>
</tr>
<tr>
<td>MOBILE PHONE</td>
<td></td>
<td>✓ ✓ ✓</td>
<td></td>
</tr>
<tr>
<td>WORK RELEASE</td>
<td>✓ ✓ ✓</td>
<td></td>
<td></td>
</tr>
<tr>
<td>EDUCATIONAL RELEASE</td>
<td>✓ ✓ ✓</td>
<td>✓ ✓ ✓</td>
<td>✓ ✓ ✓ ✓</td>
</tr>
<tr>
<td>SPECIAL OCCASION LEAVE</td>
<td>✓ ✓ ✓</td>
<td></td>
<td>✓ ✓ ✓</td>
</tr>
<tr>
<td>(Funeral, Birth, Wedding, Graduation, Terminally ill …)</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>INCENTIVES</td>
<td>MAXIMUM</td>
<td>MEDIUM</td>
<td>MINIMUM</td>
</tr>
<tr>
<td>-----------------------------------------</td>
<td>---------</td>
<td>--------</td>
<td>---------</td>
</tr>
<tr>
<td>SKYPE VISIT FOR DETAINEEs</td>
<td>✓</td>
<td>✓✓✓</td>
<td></td>
</tr>
<tr>
<td>CHOICE MENU</td>
<td>✓</td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>SEARCHING OF CELLS/DORMITORIES</td>
<td>✓✓✓</td>
<td>✓✓✓</td>
<td>✓</td>
</tr>
<tr>
<td>TELEVISION FACILITIES</td>
<td>✓</td>
<td>✓✓✓</td>
<td>✓✓✓✓✓</td>
</tr>
<tr>
<td>MIXED SOCIAL ACTIVITIES</td>
<td>✓</td>
<td>✓✓✓</td>
<td>✓✓✓✓✓</td>
</tr>
<tr>
<td>FOOD FROM OUTSIDES</td>
<td></td>
<td>✓✓✓</td>
<td></td>
</tr>
<tr>
<td>VENDING MACHINE</td>
<td></td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>VISIT CLOTHING</td>
<td></td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>PHOTO ALBUMS</td>
<td></td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>ENHANCED FOOD / FOOD FROM OUTSIDE</td>
<td></td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>ENHANCED SOCIAL INTERACTIONS</td>
<td></td>
<td>✓</td>
<td></td>
</tr>
<tr>
<td>ENHANCED PERSONAL PROPERTY</td>
<td></td>
<td>✓</td>
<td></td>
</tr>
</tbody>
</table>
Detainees’ Classification Tool

MAURITIUS PRISONS SERVICE
PRISONS HEADQUARTERS

Detainees’ Classification Tool

PRE-TEST QUESTIONAIRE
(Pilot Project)

SECTION 1(STATIC FACTORS)

1. DETAINEE’S NAME: ........................................................................

2. REGISTRATION NUMBER: ...............................................................

3. DATE OF CLASSIFICATION: .............................................................

4. RESIDENTIAL ADDRESS: .................................................................

5. GENDER

Women detainees are less involved in violent incidents or escape attempts

<table>
<thead>
<tr>
<th>Male</th>
<th>Female</th>
</tr>
</thead>
<tbody>
<tr>
<td>2</td>
<td>0</td>
</tr>
</tbody>
</table>


## SECTION 2 (DYNAMIC FACTORS)

1. **CURRENT AGE**

   *Older detainees are less involved in all forms of misconduct*

<table>
<thead>
<tr>
<th>Age</th>
<th>Frequency</th>
</tr>
</thead>
<tbody>
<tr>
<td>18-30</td>
<td>3</td>
</tr>
<tr>
<td>31-40</td>
<td>2</td>
</tr>
<tr>
<td>41-50</td>
<td>1</td>
</tr>
<tr>
<td>50 Plus</td>
<td>0</td>
</tr>
</tbody>
</table>

2. **HISTORY OF VIOLENCE**

   *Detainees with a recent history of violence are more likely to continue that behaviour*

<table>
<thead>
<tr>
<th>Frequency</th>
<th>Frequent</th>
<th>Sometimes</th>
<th>Once</th>
<th>Never</th>
</tr>
</thead>
<tbody>
<tr>
<td>3</td>
<td>3</td>
<td>2</td>
<td>1</td>
<td>0</td>
</tr>
</tbody>
</table>

3. **HISTORY OF MENTAL ILLNESS**

   *Detainees with a history of mental health problems are more likely to be involved in all forms of misconduct.*

<table>
<thead>
<tr>
<th>Severity</th>
<th>Acute</th>
<th>Mild</th>
<th>Normal</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>3</td>
<td>2</td>
<td>0</td>
</tr>
</tbody>
</table>

4. **GANG MEMBERSHIP**

   *Gang members are more likely to be involved in all forms of misconduct.*

<table>
<thead>
<tr>
<th>Role</th>
<th>Leader</th>
<th>Member</th>
<th>Associate</th>
<th>Not involved</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>5</td>
<td>3</td>
<td>2</td>
<td>0</td>
</tr>
</tbody>
</table>

5. **PROGRAMME PARTICIPATION**

   *Detainees who are not involved in programs and have never completed a program are more likely to be involved in all forms of misconduct.*

<table>
<thead>
<tr>
<th>Motivation</th>
<th>Highly Motivated</th>
<th>Motivated</th>
<th>Less Motivated</th>
<th>Not Motivated</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>0</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
</tbody>
</table>

6. **RECENT DISCIPLINARY ACTION**

   *Detainees who recently (within the past 12 months) have been involved in misconduct are more likely to continue to be involved in future disruptive behaviour.*

<table>
<thead>
<tr>
<th>Frequency</th>
<th>Never</th>
<th>1-3</th>
<th>4-6</th>
<th>6+</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>0</td>
<td>1</td>
<td>3</td>
<td>5</td>
</tr>
</tbody>
</table>
7. **SENTENCE LENGTH**

*Long termers are more likely to escape than short termers*

<table>
<thead>
<tr>
<th>Less than 3 months</th>
<th>Up to 1 year</th>
<th>Up to 3 years</th>
<th>&gt; 3 years</th>
</tr>
</thead>
<tbody>
<tr>
<td>0</td>
<td>1</td>
<td>2</td>
<td>3</td>
</tr>
</tbody>
</table>

8. **HISTORY OF ESCAPE, BAIL ABSCONDING**

*Ex escapees are less reliable and require more supervision and control*

<table>
<thead>
<tr>
<th>No History</th>
<th>Bail estreated</th>
<th>Non secure facility</th>
<th>Secure facility</th>
</tr>
</thead>
<tbody>
<tr>
<td>0</td>
<td>1</td>
<td>2</td>
<td>4</td>
</tr>
</tbody>
</table>

9. **TIME LEFT TO SERVE**

*Detainees who have less time to serve are more likely to be considered for detention in open conditions*

<table>
<thead>
<tr>
<th>&lt; 3 months</th>
<th>Up to 1 year</th>
<th>Up to 3 years</th>
<th>&gt; 3 years</th>
</tr>
</thead>
<tbody>
<tr>
<td>-3</td>
<td>-2</td>
<td>-1</td>
<td>0</td>
</tr>
</tbody>
</table>

10. **ADDITIONAL WARRANT/CASE PENDING**

*Detainees with additional warrants/case pending require more supervision, care and attention than those whose cases have been disposed of*

<table>
<thead>
<tr>
<th>Remand Sheet</th>
<th>Court Orders</th>
<th>Verbal</th>
<th>None</th>
</tr>
</thead>
<tbody>
<tr>
<td>3</td>
<td>2</td>
<td>1</td>
<td>0</td>
</tr>
</tbody>
</table>

11. **ALCOHOL AND DRUG USE**

*Chemically dependent detainees require specific care/withdrawal/substitution therapy*

<table>
<thead>
<tr>
<th>Dependent</th>
<th>Withdrawal</th>
<th>Abstaining</th>
<th>Not Dependent</th>
</tr>
</thead>
<tbody>
<tr>
<td>3</td>
<td>2</td>
<td>1</td>
<td>0</td>
</tr>
</tbody>
</table>

12. **STABILITY FACTORS**

*Having well established family relationships and responsibilities can serve to moderate a detainee’s behaviour*

<table>
<thead>
<tr>
<th>Frequent visits/contact</th>
<th>Occasional visits</th>
<th>No Contact</th>
</tr>
</thead>
<tbody>
<tr>
<td>0</td>
<td>1</td>
<td>2</td>
</tr>
</tbody>
</table>
13. PREVIOUS INSTITUTIONAL BEHAVIOUR

*Detainees with bad record of conduct during previous conviction will help to determine future conduct*

*Previous conviction /misconduct/past 3 years*

<table>
<thead>
<tr>
<th></th>
<th>&gt;6</th>
<th>4-5</th>
<th>1-3</th>
<th>0</th>
</tr>
</thead>
<tbody>
<tr>
<td>3</td>
<td>2</td>
<td>1</td>
<td>0</td>
<td></td>
</tr>
</tbody>
</table>


14. RECEPTION BOARD OVERRIDE

*Based on knowledge of the detainee and other factors not included in the tool, (i.e. notoriety, risk to public safety and confidence, public concern and protection issues) the Reception Board can reduce or increase a detainee’s rating within -5 and +5*

<table>
<thead>
<tr>
<th></th>
<th>-5</th>
<th>-3</th>
<th>+3</th>
<th>+5</th>
</tr>
</thead>
</table>

EXPLANATION FOR OVERRIDE:

____________________________________________________________________________________
____________________________________________________________________________________
____________________________________________________________________________________
____________________________________________________________________________________
____________________________________________________________________________________
____________________________________________________________________________________
____________________________________________________________________________________
____________________________________________________________________________________
____________________________________________________________________________________
____________________________________________________________________________________
____________________________________________________________________________________

NAME OF OFFICER:  

SIGNATURE:  

NAME OF INSTITUTION:  

TOTAL:
Prison Health Service

Prison populations contain an overrepresentation of members of the most marginalized groups, people with poor health and chronic untreated conditions, drug users, vulnerable people and those who engage in risky behaviours such as injecting drugs and commercial sex work.

There are a high turnover and mobility rates among the detainees. The average stay is short and the return rate is high, thus making prison population a significant vector of inward and outward transmission HIV and other infectious diseases.

Imprisonment is a unique opportunity for all aspects of health promotion, health education and disease prevention.

Thus, prison health staff has to take an active role in the prevention, as well as the care, of mental and physical health problems and provide the foundation of a healthy environment.

As a major service provider of high risk group population, prison could seize this opportunity to attend to their health care needs and provide care support and treatment programs aimed at reducing and changing high risk behaviour patterns during incarceration and after release.
**Aims**
The aims of this plan intend at improving and sustaining strategies already put in place to;

1. improve, physical and mental well being of detainees during detention;

2. provide prevention, care, treatment and support to detainees living with HIV/AIDS;

3. promote a healthy drug free environment within prisons by providing treatment and rehabilitation programmes for drug addicts.

**Health**

Prison contains the largest concentration among the most at risk population which are over-represented within the prison community. The marginalized and vulnerable groups such as injecting drug user, commercial sex worker, mentally ill and HIV/AIDS inmates are all compounded within prison. The majority of prisoners have multiple ill-health problems.

**Aims**

1. To build the physical, mental and social health of detainees as part of a whole-prison approach;

2. To help prevent the deterioration of detainees’ health during custodial period;

3. To help prisoners adopt healthy behavior and lifestyle that can be taken back into the community.

**Activities.**

- Provision of health care will begin at the point of entry, and will continue throughout the course of detention;

- close links between prison and public health services will be strengthened for prisoners to have access to an appropriate quality of health care;
• Efforts to improve the quality of the psychological support, medical and psychiatric treatment will be consolidated;

• Information on good practice of health promotion and prevention will be disseminated;

• Contribute to the development of sustainable health conditions in prison. Create a continuum of health care and support for prisoners suffering with communicable and non-communicable diseases through the establishment of a functioning referral system between the prisons and the community;

• Strengthen cooperation between the prison and Public health services;

• The services will be harmonized to ensure a gender equality based approach in the area of access to medical care and patient follow-up for male and female detainees.

**HIV/AIDS**

Prison has hosted 51.9% of national cumulative HIV positive cases, among which about 33% are injecting drug users. The daily average of HIV/AIDS inmates in prison is about 800, representing 31% of the actual prison population. Prison had registered 721 detainees on anti retroviral treatment (ARV) and that 298 among them are still serving prison sentence.

**Aim:**

To provide prevention, care, treatment and support to detainees living with HIV/AIDS.

**Activities**

• Prison based services to offer care, support and treatment to HIV infected detainees will be reinforced;

• Treatment literacy program will be introduced to ensure ART adherence.
**Substance Abuse**

Problematic drug users are among the most vulnerable among prisoners, and are over-represented within the prison population, often due to a growing trend towards the criminalization of drug use and possession and the use of custodial sentences for drug-related crime.

Since November 2006, about 5000 drug users have been induced on Methadone at national level and prison had registered about 1700 that have been detained and that 496 among them are currently on Methadone Substitution Treatment in prison.

Since December 2011, IDU\(^{15}\) detainees are induced on methadone at prison level and 111 among this group have already been induced. There is a weekly intake of 05 induced on methadone.

Diversion of methadone is becoming a recurrent feature in prison. About 115 cases of diversion of methadone have been reported since implementation.

**Aim:** To promote a healthy drug free environment within prisons by providing treatment and rehabilitation programmes for drug addicts.

**Activities**

- a package of services (psycho social support, support group therapy, assistance with ARV, vocational and empowerment programmes, VCT\(^{16}\) screenings) will be made available to IDUs in prison.

- Peer Education programs will also be enhanced to facilitate penetration of IEC into the IDU prison population.

- Methadone Induction, detoxification and rehabilitation programs will be strengthened in prisons.

\(^{15}\) IDU: Injecting Drug Users  
\(^{16}\) VCT: Voluntary Counselling Tests
• Psychosocial Support will be provided through all phases of MMT\textsuperscript{17}.

• Prison staff will be trained on psychosocial support, and on client oriented dispensing of Methadone.

• Information, Education and Communication (IEC) activities will be reinforced among prison population.

• Capacity building of all service providers on management of substance abuse and illicit drugs will be strengthened.

• Increase capacity in the prison health service to ensure that medical treatment and follow-up for PLWHA's\textsuperscript{18}, are in line with national standards.

• Strengthen security and closer monitoring of Methadone recipients during distribution, as misuse could result into adverse and even fatal consequences.

• Drug-free units will be established in three other institutions.

• In view of the increasing number of detainees on methadone, and to curb the problem of diversion, a separate institution be identified to accommodate methadone recipients in prison. This measure would obviously, enable to provide a comprehensive service, in term of support and rehabilitation.

• The creation of a separate harm reduction unit with trained and adequate personnel is highly felt to provide care, treatment and support to these groups of detainees.

\textsuperscript{17} MMT: Methadone Maintenance Therapy
\textsuperscript{18} PLWHA: People Living With HIV AIDS
MAURITIUS PRISON SERVICE

Master-plan To Address Overcrowding

A Paper prepared by Mr. Glenn Ross, UNODC Advisor on Correctional Matters / Associate Professor – Edith Cowan University, Western Australia.
EXECUTIVE SUMMARY

The Problem

The Mauritius Prison Service is seriously overcrowded and the overcrowding cannot be solved by crushing even more detainees into existing structures and facilities. Such measures are temporary at best, and should only ever be utilized while permanent accommodation blocks/prisons are being constructed.

Any increase in detainee numbers must be met with a corresponding increase in detainee facilities and amenities – telephone access, visit opportunities, education computers, work placements, etc.

Any significant increase in detainee numbers requires an examination of the requirement for additional officers, and, particularly, the number of officers who are required to be in close interaction with the detainees and who are responsible for their supervision.

The most overcrowded facilities are Central Prison at Beau Bassin and the Women Prison. There is an urgent need to develop alternative placement options so that the numbers in these facilities can be reduced. There is an immediate need to provide additional amenities and facilities – telephones, visits, etc. – to reduce detainee frustrations, especially as we are entering the holiday season where contact with family and friends is of even greater importance to detainees.

It must be recognized that when Melrose Prison comes on stream in April 2013 this will not provide a solution to the overcrowding in male prisons. From the current population level of 2700, the University of Technology Mauritius has estimated that the number of detainees will climb to 4700 in 2015 if current trends continue. So by the time Melrose comes on stream a further 670 detainees approximately will have been added to the existing numbers. Effectively, Melrose will cater for the increased numbers but will not make any significant change to the overcrowding levels.
Just why there has been, and continues to be, significant increases in detainee numbers is due to a range of factors including:

- An 85% re-offending rate, which itself is contributed to by an absence of effective rehabilitation programmes that address offending behaviours. Indeed, it is understood that the re-offending rate in CYC is even higher;
- A heavy sentencing regime with some offences attracting 45 to 60 year imprisonments;
- An equitably system of remissions whereby detainees convicted of particular sentences are not eligible for remissions.
- Absence of credible alternatives to imprisonment
- A community in which citizens are supportive of harsh punishments, or at best are not favourable towards more liberal or enlightened sentencing and correctional practices.

If, as predicted by UTM, the detainee population does reach 4700 in 2015 this will mean that Mauritius has an imprisonment rate of around 360 per 100,000, which would put Mauritius amongst the top 20 imprisoning countries in the world.

**Addressing the Overcrowding**

In addressing the problem of overcrowding there are things that the prison service can be held responsible for, and there are others that require legislative and policy change and are beyond the discretion of the Commissioner to introduce. Having said this, the Commissioner of Prisons needs to have a clear understanding of what legislative and policy changes he favours and should actively support and encourage their introduction. The prison service cannot be passive and allow the situation of overcrowding to worsen: it must find a voice in its won interests.
Legislative and Policy Change Requirements

Taking the latter first, there are changes that can be made but which require legislative or policy amendment. These changes need to challenge the current paradigm of prisons which holds the following three truisms:

- Imprisonment must commence immediately a custodial sentence is handed down;
- Imprisonment takes place on a 24/7 “full-time basis”; and
- Imprisonment must continue until the last day of sentence – its expiration.

Short Sentence Booked Imprisonment

The Central Statistics Office “Crime Justice and Security Statistics” 2010 Digest Reports the number of detainees serving short sentences of under 6 months as being over 60% of new receptions and within these figures, those serving less than one month comprises 40% of receptions. Irrespective that a sentence of imprisonment may be as short as one month, the likely outcome, however unintended, is that detainees serving short sentences will invariably lose their employment as a consequence. But this may not necessarily be the case.

In other jurisdictions detainees who are sentenced to serve short sentences are not immediately imprisoned. Instead they are allowed to return home to put their affairs in order and, where possible, make arrangements with their employer to take annual leave in order to fulfill their requirement to serve their sentence. When they have their arrangements in place they phone the prison and ‘book in’ for a time suitable for the prison. The detainee keeps their employment and the prison is able to smooth out some of the peaks and troughs in detainee numbers.
It is quite possible for an offender sentenced to 4 months imprisonment to satisfy this requirement by foregoing their annual leave for four years and use this time to serve their sentence. This is clearly a better outcome for the offender, the family and the community.

**Part-time Imprisonment – Week End Detention**

The ‘Report on Incarceration and Re-offending – The Way Forward’ has already identified week-end detention as being an alternative to full-time imprisonment. Under such a scheme an offender serves their sentence from 8:00pm Friday evening to 8:00pm Sunday evening, or similar. For the remainder of the week the offender remains living at their own residence and continues with their employment. This reform needs to be supported.

**Part-Time Imprisonment – Weekday Release Programme**

This form of imprisonment is perhaps a half-way point between full-time imprisonment and week-end detention in that the detainee is permitted to leave the prison each week-day morning at a stated time, for example 7:00 am, and must return to the prison by a stated time each evening, for example 6:00 pm, and remains in prison over the weekend. During the weekdays the detainee continues in their outside employment and thereby continues to support their family, which might otherwise create a further burden the State.

For both these part-time imprisonment options there is the attraction that the offenders are imprisoned during the periods when a great many crimes occur – on the weekends for both programmes and also during the evenings for those on weekday release.

A similar programme of educational release can also be used to enable detainees to attend places of educational instruction during weekdays.
Overcrowding Remission

Overcrowding remission works by the State fixing a maximum number of detainees that can be imprisoned at any one time. Once that number is reached each additional reception into the prison must be met with a corresponding release of the detainee who would next be going home at the expiration of their sentence. For example, if Mauritius set a maximum imprisonment level of 3000 detainees then when the 3001st offender arrived at the prison the person who was closest to having completed their sentence would receive overcrowding remission such that they were released in order to accommodate the new arrival. For reasons of practicality, detainees for overcrowding remission would be batched in groups of perhaps 10 or 20.

Such a remission can be justified in that a sentencing judge fixes a term of imprisonment based upon the normal operations of the prison system and does not take into account any additional burdens or hardships that would apply to detainees in an overcrowded system. Had they done so, they may well have issued a reduced sentence.

Annual Leave

It is recognized that the absence of detainees from family life for extended periods is detrimental to the family and has a deleterious effect on the chances of successful resettlement to the community. This can be alleviated through the use of annual leave such that detainees rated as minimum security have the ability to be released from Open Prison for four weeks per year on “annual leave”. Such leave helps to maintain family relationships and the place of the imprisoned family member in the family unit.
Family Visits

Enabling minimum security detainees to receive full day and even overnight visits in a family unit centre can have decided benefits in many circumstances including the following:

- A detainee who is the mother of children can have extended visits from these children, including overnight, to maintain her relationship with the children.
- Detainees with spouses can have extended visits from their spouse, including overnight, to maintain relationships with the spouse. Such visits are of particular benefit to women detainees who are of child bearing age. It is an unintended consequence of the incarceration of young women that the period of imprisonment coincides with the time in their life when they might otherwise be having children. It is indeed an extremely harsh and inequitable additional punishment for women detainees to deny them the prospect of motherhood.
- A detainee who, as a condition of parole must reside with his elderly grandmother can have extended visits to enable the establishment of arrangements that can assist in the detainee maintaining his parole. These visits could take place with the support of Welfare Officers or NGOs.

The list is not exhaustive but hopefully is illustrative of the uses to which a family visit centre can be used.

Special Occasion Leave

An unintended consequence of imprisonment is that, especially for those serving long sentences, they are absent from those significant events in family life and never appear in photos taken at these events. Absences on these special occasions can never be recaptured.
The current legislation, as it is understood, permits a detainee to have leave to attend the funeral of a close relative. Special Occasion Leave provides a graduated privilege such that detainees on lower security ratings are permitted to attend an increased number of special occasions. For example, detainees at all security levels would continue to be eligible to apply for funeral leave, with medium security detainees also having an eligibility to apply for leave to attend the birth of a child or the bedside of a family member who is terminally ill, and minimum security detainees would be eligible to apply for additional leave for christenings, weddings, or other approved purposes.

The eligibility to apply for Special Occasion Leave would provide further incentive for detainees to progress to lower security ratings by being of good behaviour and through participating in programmes to address behaviours.

**Therapeutic Jurisprudence**

There is a continuing and developing interest by the judiciary to experiment and identify sentencing practices that have an increased capacity to reduce reoffending in recognition that current sentencing practices are not always effective.

Perhaps the two methods of therapeutic jurisprudence that have drawn the most interest are in specialist courts for those who are drug addicted (not traffickers) and those with a mental health condition. Given the preponderance of offenders who have either addiction issues or mental health appearing before them, it is likely that there will be members of the Mauritius Judiciary who might welcome the opportunity to be involved in such innovative practices.

Drug courts and mental health courts act to divert offenders from imprisonment while they undergo particular interventions and treatments overseen by the sentencing judge/magistrate. This reflects knowledge that drug addiction and mental health problems are largely treatable and that imprisonment is not the best venue in which to receive treatment.
Criminal Justice Impacts Statements

For every major construction project or other large expenditure of public or private monies there is an opportunity to include the requirement that there be a Criminal Justice Impact Statement required as a part of the approval process. The impact statement would be required to identify any possible/likely consequences of the project in terms of the criminal justice system. Questions to determine whether the project would have a positive effect on offending/imprisonment rates or a negative impact would need to be addressed. Having a negative impact would not necessarily cause the project not to be approved, but it does provide the opportunity to include mitigation strategies in the project and, at the least, provides advance notice that there may be an additional requirement for police, prison beds, etc. that needs to be funded and that such cost need to be identified and incorporated in planning processes.
Whole of Government Crime Prevention

It is recommended that there be a whole of government approach to crime prevention and crime reduction in recognition that these matters are not the sole responsibility of criminal justice agencies and that other agencies can contribute to these ends.

As an example, a policy change that required all hospitals in New York to attend to all emergency patients and not to exclude those who were not members of their medical fund lead to a significant reduction in the number of murders. This was due to victims of crime receiving quicker lifesaving attention for their injuries. This change led to a reduction in the numbers of offenders charged with murder who would have received accompanying long sentences if convicted. Instead, offenders are being prosecuted for lesser offences with lesser sentences if found guilty.

Closer to home, the announcement this week that Apollo Bramwell Hospital is to introduce a new emergency response service involving doctors being transported to accidents/emergencies as pillion passengers on specially equipped motorcycles is likely to have a similar result.

These efforts need to be recorded and encouraged. It is suggested that all government agencies, and private organisations on a voluntary basis, be required to report in their Annual Report what efforts or programmes that have been introduced that have a consequence of reducing or preventing crime. This will act to bring to the forefront the role those agencies outside of the criminal justice system can play in crime prevention. As an easy example, an organization that paints its exterior wall in graffiti resistant paint should be acknowledged even though there is considerable self-interest in their doing so.
Prison Based Overcrowding Reduction Measures

Population management within prisons require that you not only have a sufficient number of beds, but that you have a sufficient number of beds at each of the security classification levels – maximum, medium and minimum security. It would be of little help to have an oversupply of minimum security beds when your requirement was for maximum security and, to perhaps a lesser extent, it is not good practice to have an oversupply of maximum security beds when it is minimum security open prison beds that are required.

The Mauritius Prison Service finds itself in an unenviable position. It has:

- A severe under supply of beds and is overcrowded for both male and female detainees;
- Has an oversupply of maximum security beds for both male and female detainees;
- An undersupply of minimum security / open prison beds for both male and female detainees; and, disturbingly,
- Difficulty in identifying suitable and willing male detainees to transfer to existing vacancies at medium and minimum security.

At present the prison service is overcrowded by approximately 500 detainees, with the Women’s Prison making up 30 of the 500.

The majority of beds at male facilities, and all of the beds in the only facility for females, are designated as maximum security. This is despite best estimates being that genuine maximum security detainees, i.e. those detainees that actually require a maximum security environment to stop them from escaping, being in the order of only 20%.

This over preponderance of maximum security designated beds is at the expense of beds that are designated as medium security and minimum security. Indeed, there is no medium security or minimum security facilities for women at all. This is despite medium security detainees making up approximately 50% of the detainees population and minimum security approximately 30%.
Three things are required:

Re-rating: Undertaking a “re-rating” of beds/accommodation blocks designated as maximum security and, where appropriate, have them designated as medium security and operate with a medium security regime. Detainees need to be accommodated at their lowest level of security consistent with the risk they pose. This is impossible when all accommodation is rated the same. As examples, it would be extremely difficult to justify the workshop in Central Prison that has been converted into a dormitory as warranting the tag of maximum security. Similarly, New Wing, which houses detainees in transit to medium and minimum security prisons, and detainees working external to the prison in the kitchen and grounds, should not be considered a maximum security facility. Detainees in these facilities need to exercise increased responsibility and should enjoy a preferred regime to maximum security as a result.

Create incentives: One of the complexities is that there is no clear differentiation between maximum and medium security with respect to male detainees, and between maximum, medium and minimum security in regards to female detainees. It is very much the case of one regime fits all. This is not contemporary correctional practice and their needs to be clear regimes that have graduated incentives and privileges and which require the detainee to demonstrate increased personal responsibility, participate in purposeful activities and exercise individual restraint. The difference in regimes should create a clear incentive for detainees to progress through their sentence with a view to attaining minimum security status.
**Additional Accommodation:** There is an increasingly desperate need to build additional accommodation to reduce the overcrowding. This need cannot be satisfied by simply cramming more detainees into existing facilities. The need is for minimum security facilities with accompanying minimum security regimes for both male and female detainees. This accommodation should be of domestic style construction, of no more than six bedrooms per unit, and be self-contained with ablutions, laundry, kitchen, lounge area and telephone access. Every two bedroom should have a communicating door to provide flexibility for prison management to accommodate mothers with babies, sufferers of claustrophobia, close relatives, and detainees who are distressed and might benefit from the support of a peer detainee.

**Rehabilitation and Resettlement**

As was mentioned earlier, the re-offending rate is 85% and must be considered far too high and as being indicative of a failure of rehabilitation and resettlement programmes. This is a fair assumption as these programmes, where they exist, are under resourced and under staffed. No more evidence is required of this than to record that, other than medical and allied health staff, those with responsibilities for the rehabilitative effort consist of 12 Welfare Officers. For a prison system of 2700 detainees this is manifestly inadequate. The absence of drug and alcohol counsellors, recreation officers, case managers, education specialists and psychologists conducting intervention programmes in violent offending, sex offending and other offence related areas, illustrates that there has been a lack of focus on rehabilitation.

Of prime importance is the requirement to identify programme venues and to recruit professionals capable and experienced in behavioural and social sciences, together with the purchase or development of appropriate programmes. Furthermore, it is considered necessary that a position of Deputy Commissioner have responsibility for rehabilitation and resettlement to ensure that it be accorded the attention and focus it requires.
Specialist Accommodation

There are a large number of detainees who for one reason or another have special needs and for whom placement in a mainstream unit might be problematic. In order to more efficiently and effectively deliver services to special needs offenders, which are required for rehabilitative and human rights reasons, it is beneficial to group cohorts of special needs offenders together in the same accommodation block or part thereof. Separate or dedicated accommodation has been considered as required to meet the following needs:

Crisis Care Unit

There is no Crisis Care Unit to cater to those detainees in need of high levels of supervision and support due to emotional crisis, major depression and/or suicidality. This facility needs to be constructed within a maximum security perimeter in order that it can accommodate all levels of classification.

Orientation and Induction Unit

There is no Orientation and Induction Unit to provide accommodation for newly received detainees and where they can be provided with information concerning their sentence and where they can be observed and communicated with to establish their sentence plan and initial classification.

Drug Withdrawal Unit

There is no Drug Withdrawal Unit where newly received detainees can safely undergo detoxification from drugs and alcohol and receive symptom relief, support and information.
**Aged / Frail Unit**

Even when the 20 bed geriatric unit at Melrose becomes available they will be insufficient to meet the special needs of these offenders aged 65 and above or who are otherwise physically disabled and there is a requirement to better provide both accommodation and age appropriate activities and support (physical inabilities, hearing or sight loss, dementia on-set, etc.).

**Protection Unit**

There is no Protection Unit for those detainees who are vulnerable within the mainstream population due to such factors as youthfulness, previous occupation (police, magistracy, etc.), having provided State’s evidence, being exposed as a police informer, odium of being a child abuser, etc.
Recommendations

It is recommended that:

1. There be a re-rating within Beau Bassin Prison to provide each accommodation block with a rating of high security, maximum security or medium security.

2. New Wing Prison be re-rated as medium security.

3. The Detainee Classification Assessment Tool be adopted for use and all detainees be provided with a classification assessment commencing with Beau Bassin Prison.

4. A strategic planning capability be developed so that accommodation planning can be undertaken in a structured way. This includes the planning for new prisons or major changes to existing prisons.

5. The capacity at Richelieu Open Prison be increased to 220 beds. The additional 54 beds to be multiple occupancy self-contained barracks – 9 x 6 bed barracks – with each having its own ablutions, laundry, cooking and lounge facilities, and 6 single bedrooms.

6. A site be immediately identified for a 54 bed open prison for women of similar construction to the proposed barracks at Richelieu. Two of the barracks to have connecting doors between cells to accommodate for mothers with children.

7. A 220 bed minimum security facility be constructed within the perimeter of Petit Verger Prison, adjacent to the Melrose Prison, or within the precinct at Beau Bassin. A number of barracks need to be designed to accommodate aged/frail detainees or those with disabilities.
8. The health services facilities at Beau Bassin require a significant up-grade including the introduction of a Crisis Care Unit for detainees experiencing acute distress and requiring constant/frequent monitoring and support.

9. Accommodation blocks be identified within Central Prison for the accommodation of special needs offenders who require special services as – protection detainees, then undergoing drug withdrawal, those receiving induction and orientation.

10. A programme of incentives and privileges be agreed upon which provides a hierarchy of basic, standard and enhanced privileges in keeping with the prison security ratings of high/maximum, medium and minimum security. This is required to differentiate between security levels and to encourage detainees towards attaining a reduction in classification.

11. The re-offending rate of 85% is unacceptably high and it is recommended that this be addressed by (a) a range of programmes being developed to reduce offence related (criminogenic factors), and (b) through the development and delivery of pre-release and post-release programmes that prepare and support detainees returning to the community. These programmes need to be resourced with professional staff and programme venues.

12. Copies of the Security Audits undertaken of each prison be provided to the prison superintendent at each location for consideration and action as appropriate.

13. The adequacy of existing detainee amenities and facilities be considered in each overcrowded prison with a view to securing funding for additional telephones, improved visits and similar.

14. A Deputy Commissioner be assigned responsibility to champion the change process required and ensure implementation of those recommendations which have the approval of the Commissioner.
Submission by Employment Division

Date: 4.5.2012
Ministry of Labour, Industrial Relations & Employment,
(Employment Division),
Level 11, Sterling House,
L. Geoffroy St., Port Louis
Tel: 212-9930. Fax: 213-1156
To: Commissioner of Prisons (Attn Mr. Ramassur, Principal Prison Welfare officer)

Thank you for the email and the letter of 2.5.2012.

We understand that the Chairman of CYC Board of Visitors will provide inputs from and on behalf of the Board to you.

As regards representation of the Employment Service on the Board, we may point out the following:

(a) in the context of rehabilitation of released persons, there is a need to provide close and frequent support, especially in finding jobs. Much data on vacancies across the country is available in the Employment Service. We do understand the difficulties of released persons in finding jobs, keeping jobs and of convincing employers to recruit such persons. However, we will continue to put all information at our disposal for the benefit of former inmates. We make no distinction between former inmates and other jobseekers. At the times of their release, inmates should be encouraged to contact us for registration as jobseekers. Full details on our services, office site plans, etc., are available on the Employment Service website (www.labour.gov.mu/empment)
(b) In the Government Programme 2012-2015, provision is made for running a national youth employment programme for those aged between 16 and 25 years. We encourage former inmates to join this programme. Training will be given in manufacturing, welding, light industry, services such as waiter, carers, etc, driving, among others. Government will pay for the training costs and will offer a stipend. Employers will be free to top up the stipend with their own funds.

(c) We consider that one effective way of keeping former offenders from relapsing is to help them stay in productive and rewarding jobs. Towards this end, training makes the persons more employable and more likely to find jobs.

S. Ragavan
Director Employment Service
Annex F

KINOÛÉTÉ

Prison 10 Year Strategic Plan Workshop:

Kinouété Recommendations

Joint working

1. The Mauritius Prison Service to consider providing Kinouété an office space within the prison service, attached to the welfare unit to be able to respond to the prison service and detainees needs in a more responsive way.
   - This will increase the ability and capacity of Kinouété to be available and deliver services within prison
   - This will ensure a closer working relationship with the welfare unit, where we can respond to need more effectively.

2. Kinouété to be considered to be partly brought within the prison service, whilst maintaining independence to deliver agreed services and partly brought under prison funding for the purposes of providing a rehabilitation programme. In practice this will mean considering Prison funding for three prison based Kinouété workers who can respond to:
   - New Wing, Beau-Bassin, Lotus and day care
   - Petit Verger and Richelieu
   - Women’s prison, CYC and RYC
   - Melrose

This will enable a constant presence within prison and the clear development and provision of
   - Counselling and L’Ecoute
   - Psychological support
   - Assessment process
   - Sentence planning
   - Pre release programmes
   - Community support for detainees with children
   - Post release support
This could be proposed through the PMO and/or NCSR committee through a joint project proposal

- An NGO representative to be included in the board of visitors

**Induction phase:**

1. During the induction phase of incarceration, and alongside the new induction process being introduced in new Wing Prison, rehabilitative programmes and NGO / Partner services that are available within the prison service can be highlighted to detainees. This can be done by:
   - Creating a short film presentation
   - Orally by welfare officers during the induction phase
   - With the assistance of a prison based NGO

2. Rehabilitation programmes can be included into an induction pack for detainees to reflect on whether or not they want to be involved in these processes.

3. Sanctions that are applicable to detainees should they be in contravention of rules and regulations should be clearly highlighted to new detainees, so they are clearly aware of the consequences of rule breaking.

4. The police service to ensure that when bringing a detainee to prison, that they also ensure that the national ID card is supplied to the prison service, to ensure that the correct detainee is brought into prison and that this can also be given to detainees upon release. Or

5. A working procedure agreed with the NI Card unit to enable this process

**Convicted detainees**

6. Enhanced earnings scheme to be offered to all detainees, regardless of their offence

7. Enhanced earnings scheme payments to be reviewed yearly to take into consideration, cost of living increase, especially in relation to la Canteen costs.

8. Detainees to be able to wear civilian clothing when having a visit with their children. Primarily to decrease the already traumatic experience that the child faces with parent being in prison.
The prison service to engage with the judiciary, on the issue of remission for those convicted of drug offences. This is to ensure that the prison services views are taken into consideration into the profiles of those convicted of drug offences, and to potentially have an impact on repeated offending and take up of rehabilitation programmes.

10 Long sentence detainees to be engaged with specific rehabilitation programmes so they can deliver programmes as peers to detainees in prison.

11 Peer support scheme to be widened out to all prisons in the Mauritius Prison Service.

12 First time offenders to be segregated as far as possible from the general population.

13 Contact visits to be allowed for children up to the age of 16.

14 Literacy training to be offered to all detainees, with appropriate certification to encourage confidence build, prepare and motivate detainees to engage with other programmes, well before the pre release phase where applicable.

Alimentation

1. The prison la canteen to be reviewed periodically to offer detainees a wider choice of provision that they can purchase.

2. Wider the meal choice of detainees.

Health

- HIV post test counselling service to be increased and offered to those tested positive for HIV.
- PILS to be engaged and offered capacity building to offer increased HIV specific counselling services, imbedded within the prison service.
- Hot water to be provided to all detainees.
- HIV testing and treatment to be offered in all prisons to avoid transfer to Beau Bassin and increase detainee take up of this service.
- A doctor from the AIDS unit to be partly attached to the prison service to help monitor HIV treatment and prevention and to be included within the methadone programme structure and work in conjunction and support with the prison doctors.
Drug Treatment

- The methadone programme to be delivered in all prisons
- After review of the new methadone programme, and review of prevalence and increase of HIV cases within prison, consideration of a needle exchange programme to be proposed.
- Codeine based detox treatment to be offered as an alternative to MST
- Detainees that have cases pending are not barred from accessing methadone treatment
- Not having an ID card, should not bar a detainee from accessing methadone treatment

Pre Release

1. The prison service to work with specific NGOs, the National Empowerment Foundation and the Mauritius Employers Federation, to develop and deliver a sensitization programme to employers to have an impact and increase opportunities for ex detainees in employment and to potentially formulate a work programme for those in the pre release phase of their sentence.
2. All detainees to be provided with a national ID card upon release.
3. The social security discharge allowance to be given to a detainee upon release from the prison service. The Mauritius Prison Service and Social Security to negotiate a working procedure to enable this.

Women’s Prison

New facilities to be developed for Women’s Prison, where

- Women detainees with children are offered larger cells;
- Rewards scheme developed for those who consistently present with good behaviour;
- Longer visiting times with their children;
- Full contact visits with children where detainees present good conduct and where children come from abroad;
- Development of facilities to separate remand, first time offenders and convicted detainees;
- Women detainees on pre release and who present with good conduct are given equal opportunities as men in Richelieu open prison;
• A more efficient working system put in place in relation to the door security system at women’s prison. To manage the Admin, ward visit, health professional access, NGO access and rehabilitation sectors. The current system is time consuming for prison staff and could be made more efficient;
• Counselling space to be identified and made separate and fit for purpose, to ensure the process of counselling and confidentiality issues are respected and regarded as essential. This will make it easier for NGOs to work in the prison setting;
• A children’s area to be provided within the cell block to be used after lock up time, to increase their psychological health and welfare.

Prison Officers
1. A structured support programme to be developed for all prison officers to take into consideration the emotional strain of the high pressured environment they work in.
2. Specific programmes to be delivered to them, with refresher periods on:
   • Communication and engagement with detainees;
   • Life skills;
   • Rehabilitation and reintegration;
   • Motivational interviewing, also;
   • Offer counselling sessions for officers in a confidential setting away from the prison grounds.

Human Rights
• The Mauritius Prison Service to enter into a dialogue with the relevant bodies to give Mauritian and Rodriguan detainees the right to vote;
• Rights to information and facts on individual health, treatment, consulting doctor and diagnosis, to be shared openly, and as part of a procedure;
• Access to legal aid for all detainees who cannot afford lawyer;
• Clean bedding to be provided once every seven days;
Ensure psychological service is embedded into Phoenix prison health provision.
National Women’s Council

Mauritius Prison Service
Proposals to be considered for the Strategic Framework

• The National Women’s Council (NWC) believes that a human-centered approach needs to be adopted in the management of prisons, where the human rights of prisoners are protected and to ensure that the treatment meted out to prisoners aims to facilitate their social reintegration, as a priority. The NWC further recommends a gender sensitive management style in women’s prisons as it is undeniable that men’s needs and women’s needs are different.

• Training of Prison’s Officers in order to develop their capacity to communicate openly with prisoners and to relate to them in a less authoritarian manner. Skills such as active listening, patience in explaining rules and expectations.

• Capacity building of female staff is required to enable them to:
  > address the special social reintegration requirements of female prisoners
  > to empower female staff within the prison service.
  > Staff assigned to supervise women prisoners should receive training relating to the gender-specific needs of female prisoners, as well as approach and style of management.
• Consider having special provisions for prisoners who are mothers, for example, a custodial sentence may be postponed or reduced for a pregnant or a woman with children under the age of fourteen.

• At minimum women should have equal access to educational and training facilities as men prisoners and these should be designed to equip them for release.

• Vocational training should not be gender stereotypical such as hairdressing, sewing or cooking. There should be more options and these options should reflect the women's employment preferences and lead to genuine employment possibilities on release.

• Maintenance of family contact is an important factor in a successful reintegration on release to facilitate the integration of women in their families after release.

• Adequate ante- and post-natal care in prison for pregnant women. The prison authorities to pay particular attention to the dietary requirements of pregnant.

• Prohibition of any involvement of male staff in the supervision of women's prisons.

12 June 2012
Mrs. M.C. Bibi Diop