



Review of the Assessment and Treatment of Criminal Offenders Cayman Islands Government

Report



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ACKNOWLEDGEMENT

IPAC and the Canadian public sector experts who travelled to the Cayman Islands would like to thank the Government of the Cayman Islands for engaging us in their review of the assessment of treatment of criminal offenders in the Cayman Islands. We would also like to acknowledge the support that staff provided to the IPAC Team both in preparing for the mission to the Cayman Islands, while in-country, and also during follow-up in preparing the final report. Additionally, we would like to acknowledge the honesty of the many stakeholders who were interviewed as part of this exercise in sharing the strengths and challenges that exist currently. The strong commitment to implementing an effective National Strategy for Rehabilitation and supporting the Crime Prevention Strategy was evident throughout. Determination of how to share the recommendations of this report with the various stakeholders will be important to maintain the integrity of the process.

IPAC remains committed to providing whatever support and advice that may be necessary as the Government moves towards implementation of any recommendations emerging from this review. We very much value the partnership that has been developed and look forward to future opportunities to further our collaboration.

THE ASSIGNMENT FOR THE CAYMAN ISLANDS GOVERNMENT

Since July 2005 the Portfolio of Internal and External Affairs has been responsible for the Cayman Islands Prison Service. The Cayman Islands has one of the highest prisoner populations worldwide when measured in terms of prisoners per general population¹ and has traditionally suffered high recidivism rates. With an annual budget of almost \$14 million (around 4% of government's operational expenditure), the prison service houses male, female and juvenile prisoners in three separate establishments - Northward (males), Fairbanks (females), and Eagle House Rehabilitation Centre (juveniles and young prisoners) – although prison populations can overlap as a result of overcrowding.

Although the prison management system of the Cayman Islands was overhauled more than five years ago in order to focus on rehabilitation and the reduction of recidivism rates, cuts to the civil service have reduced the number of educational and rehabilitation programs in lieu of security. Confirmed by a 2009 report by Orren Merren, the need to rehabilitate offenders and tackle the high rate of repeat offending remains a pressing issue in the Cayman Islands. But with the recent increase in crime, the government struggles with public support as the Caymanian community widely views prisons as “glorified hotels”.

The Government of the Cayman Islands is committed to increasing community safety and reducing recidivism through robust rehabilitation programs. A National Strategy for Rehabilitation is one of the four pillars of the Crime Prevention Strategy which has been developed by the Crime Reduction Working Group for the National Security Council. IPAC's approach to meeting the goals of this project is based on a sound understanding of the work assignment and environment, a commitment to partner with you in meeting your objectives, a highly integrated, well-informed senior team, open communications and knowledge sharing, and a shared accountability for performance and results. The team of Canadian experts had an opportunity to meet with the leads on the Crime Prevention Strategy and develop an understanding of the inter-dependence of these strategies in successfully increasing community safety and reducing crime.

KEY DELIVERABLES

The major objective of this consultancy was to review the assessment and treatment of criminal offenders in the Cayman Islands and, in keeping with minimum standards and global best practices, to identify the rehabilitation needs of both the correctional system and the community in order to support the Cayman Islands Government in its development of a National Strategic Plan for Rehabilitation.

A team was convened by IPAC, with external experts having significant experience and expertise in youth and adult corrections and rehabilitation. The team included the following individuals.

IPAC Team – Public Sector Experts:

- **Youth Justice Expert:** JoAnn Miller-Reid (Assistant Deputy Minister, Youth Justice Services Division, Ministry of Children and Youth Services, Government of Ontario)
- **Adult Justice Expert:** Allan Lefever (Deputy Chief Judge of the Provincial Court of Alberta)

¹ prison population of 198 to a national population of 54,900 (2009)

IPAC Staff Support:

- **IPAC Project Manager:** Mel Sweetnam, (Program Manager, International)
- **IPAC Research Support:** Wendy Feldman (Director, Research)

The approach taken by the IPAC Team in crafting their recommendations builds on current legislation, policy and procedures, research and international best practices, and addresses capacity considerations for the Government so that changes can be sustained.

Key Outputs:

Output	Delivered
Work plan for review exercise	September, 2011 (but refined, iteratively, in collaboration with staff in the Cayman Islands, prior to the IPAC Team's arrival in the Caymans)
Summary of international rehabilitation best practices	November, 2011
Recommendations and Proposed Implementation Plan for the Development of a National Strategic Plan for Rehabilitation	January, 2012

PREPARATION AND INCEPTION

Preparation - The IPAC Team prepared for its mission by reviewing background materials and developed a general work plan for the two week in-country assignment. A planning session was held to ensure all team members were fully briefed and understood their respective roles, responsibilities and expectations.

Inception - Upon arrival in the country, Mr. Lefever and Ms JoAnn Miller-Reid, met with selected senior officials to ensure a solid understanding of requirements and expectations, and with a large range of stakeholders to better understand relevant issues, initiatives and perspectives. The individuals/organizations with which Mr. Lefever and Ms Miller-Reid met are identified in **Appendix A: Stakeholders Consulted**. The meetings provided the team an opportunity to understand the strengths that currently exist to support a National Strategic plan for Rehabilitation as well as the challenges that are faced on a number of levels.

KEY FINDINGS

The IPAC Team found many of the necessary components for a successful National Rehabilitation Strategy addressing prevention, diversion and rehabilitation of youth and adult offenders/prisoners. The following recommendations address the full continuum of the strategy as reducing the use of incarceration, the most costly and least effective response to criminal behaviour, allows resources to be directed to more effective community interventions. The National Strategy for Rehabilitation supports and complements the Crime Prevention Strategy. The key to success for the National Strategy for Rehabilitation will be the leadership and will to take action on the recommendations below.

LEGISLATIVE CHANGES

There was strong support for the adoption of a National Strategic Plan for Rehabilitation among the stakeholders with whom the IPAC Team met. Many stakeholders had focused concrete recommendations that would support such a framework, but in turn these stakeholders discussed the need for legislative change to embed the principles required to achieve a successful prevention, diversion, rehabilitation and reintegration framework in the Cayman Islands. In the time available the IPAC Team did not get an opportunity to review all the legislation in question however we do want to note this relationship where possible in our recommendations.

It is important that legislation, or the absence thereof, should not operate to frustrate implementation of a successful prevention, diversion and rehabilitation strategy. An appropriate legislative structure should complement, support, and reinforce a successful prevention, diversion and rehabilitation framework. Where necessary, statutory enactment or legislative amendment should be pursued to remove barriers to successful implementation.

The legislation dealing with young people articulates the principles of least intrusive intervention, the importance of diverting low risk youth to community programs, embeds rehabilitation as a foundational principle and reserves custody for high risk youth. Greater protections need to be in place legislatively as part of prevention.

RECOMMENDATION 1: The Children’s Law should be implemented forthwith to provide greater protection to children.

RECOMMENDATION 2: Implement legislation, which articulates the principles mentioned above, providing authority to the new youth facility to hold youth in detention/custody and identifies the role of probation services for youth.

Community diversion programs are an effective tool in dealing with young offenders and low risk adult offenders. Such programs hold the offender accountable for their criminal behaviour, provide community restoration, and enable offender rehabilitation. Legislation must provide police with the discretion to divert youth offenders and low risk adult offenders to appropriate programs in the community. One limitation identified as a barrier or limitation on current diversion options was the requirement that community service be performed at charitable institutions or government agencies. Minor property offences (vandalism, theft,) are particularly suitable for community service as part of a disposition. In some jurisdictions the offender performs community service for the victim, providing immediate reparation to the victim. This approach also connects the offender with the victim providing a first hand awareness of the consequence of the criminal behaviour, and provides visible evidence of community restoration. We note that in the Prevention of Crime Group Report delivered in August 2010, a recommendation was made to review current legislation to consider amendments that would broaden the availability of community service for minor and first time offenders. As far as we are aware, such review or statutory amendments have not occurred.

Partnerships between police and community organizations are key to success of the crime reduction and the rehabilitation strategies. This type of diversion can allow youth to maintain their school attendance and adult offenders to maintain employment. Both of these elements are important components that reduce reoffending by maintaining positive community attachment.

RECOMMENDATION 3: The Alternative Sentencing Law, the Probation of Offenders Law, the Penal Code and the Misuse of Drugs Law should be reviewed and if necessary amended to specifically mandate diversion programs, to strengthen current diversion alternatives, and provide police the option of cautioning youth who are apprehended with cannabis for their own consumption.

RECOMMENDATION 4: The Alternative Sentencing Law should be reviewed and if necessary be amended to allow broader community service opportunities.

RECOMMENDATION 5: Police should receive specific training in restorative justice strategies including diversion.

RECOMMENDATION 6: Police policies should be reviewed to remove any policy barriers to implementing restorative justice strategies including diversion.

RECOMMENDATION 7: More police resources should be directed to community policing as an important component of prevention for youth who are struggling in the community.

The commitment of the Cayman government to the construction of a new facility to provide young people in the criminal justice system services separate from adults is a key component of a more effective intervention strategy. All are in agreement that placing youth on remand or after having been sentenced in a unit that is shared with adult offenders due to overcrowding impacts the youth in a very negative way.

Stakeholders consistently expressed concern over operating a combined facility for young people in the criminal justice system and young persons who required protection. Many stakeholders expressed the view that this combination simply provided the young persons requiring protection with an opportunity to form relationships and learn behaviours and attitudes which would lead them into criminal activity.

RECOMMENDATION 8: Incorporate into the planning of the new facility the capacity to provide service to youth requiring protection separate from youth who are offending.

Stakeholders expressed frustration that the current structure of criminal sentences failed to adequately provide for the offender's rehabilitation and reintegration into the community. Many supported a sentence structure that combined a initial period of custody combined with a period of community supervision. Stakeholders believed that this period of community supervision would enable the offender to address obtaining a suitable residence, obtaining employment, and connecting the offender with community programs designed to address the contributing causes of the offenders' criminality such as drug and alcohol addiction , lack of job skills, illiteracy.

A second and related frustration expressed by stakeholders related to the perceived absence of any effective or meaningful consequences where an offender on community supervision failed to carry through with the terms imposed upon the offender. The IPAC Team were unable to objectively assess this frustration, but note it was widely held and reflective of stakeholders' opinions.

Legislative change may be necessary to facilitate sentences that combine a custody and community supervision component. Legislation should be reviewed to determine whether sentences that are comprised of a combination of custody and probation supervision are allowable under existing criteria, and if not, legislative amendments should be enacted to provide for such sentences.

Support for youth and adults as they reintegrate into the community increases the likelihood of a successful reintegration leading to reduced recidivism.

RECOMMENDATION 9: The Alternative Sentencing Law, the Probation of Offenders Law, the Penal Code and the Misuse of Drugs Law should be reviewed and if necessary amended to specifically mandate a sentence that combines a custodial period to be followed by a period of probation supervision.

RECOMMENDATION 10: Legislation should be reviewed to insure that effective and meaningful consequences flow from an offender's breach of probation, and if necessary the legislation should be strengthened to provide for effective, meaningful consequences for offenders who, while on a period of community supervision, fail to carry through with the terms imposed upon the offender.

Stakeholders expressed concern that the legislation did not allow for notification of victims when offenders were successful in their application for parole. The type of notification is particularly important in cases where the victim has been sexually or physically assaulted and demonstrates a respect for the victim in the process.

RECOMMENDATION 11: Amend Parole Law to allow for notification of the victim as this strengthens the responsiveness of the system to the victim.

Stakeholders expressed strong support for the restorative justice initiative that commenced with the introduction of the Drug Treatment Court. Stakeholders observed that this initiative was led by the judiciary in the absence of any statutory enabling structure, and expressed concern that further similar restorative justice initiatives might require statutory underpinning. The IPAC Team simply record the observation, note it engages issues of judicial independence, and in part may exceed the scope of this Report.

The Drug Treatment Court has allowed an approach that addresses the underlying issue of addiction while holding the offender accountable for their criminal behaviour and providing community restoration. Stakeholders suggested creation of specialized courts for dealing with youth as well as offenders with mental health issues, expressing the view that these specialized courts would further strengthen the ability of the courts to address the causes of the criminality, hold offenders accountable, and provide an effective mechanism for community restoration.

Establishment of a separate court to deal with youth would not require significant changes in procedure or structure. Scheduling youth matters at a separate time from adult matters would enable youth appearing in court whether in custody or not to be kept separate from adult offenders. Separate scheduling would enable the transport of youth between court and remand facilities separate from adult offenders. These simple steps to implement a separate court for youth do not require any extensive statutory change, and would not incur significant increased costs.

RECOMMENDATION 12: A specialized court for youth should be established with court scheduling being structured to keep young persons' court proceedings separate and apart from adult court proceedings.

Offenders suffering from mental illness often offend due to the existence of the underlying mental illness. Currently offenders with mental illness if convicted may receive a custodial sentence, during which time the mental illness is not treated. Approaching these offenders in a restorative justice model addresses the underlying issue of mental illness while holding the offender accountable for their criminal behaviour and providing community restoration. Frequently these offenders also suffer from drug or alcohol addiction. Both the mental illness and the underlying addiction must be treated if there is any expectation that the offender will not re-offend in future.

While some stakeholders recommended establishment of a separate Mental Health Court, modeled upon the Drug Treatment Court, the IPAC Team do not support that recommendation. Rather, the IPAC Team believes that a specialized integrated court which deals holistically with the offender is the preferred approach. Currently all the support services serving the Drug Treatment Court are not trained nor equipped to deal with offenders with mental illness issues so this needs to be addressed through training.

RECOMMENDATION 13: The Drug Treatment Court should be re-constituted as the Integrated Restorative Justice Court with a mandate to deal with offenders who suffer from mental illness and/or from drug or alcohol addiction.

RECOMMENDATION 14: Training should be provided in dual diagnosis treatment and programs for all professionals and support agencies providing services to the Integrated Restorative Justice Court in dealing with the dual diagnosis offender.

We were advised that under the current sentencing structure, a prisoner serving a custodial sentence who was admitted to hospital for certain medical treatments, such as an appendectomy, has the time spent in hospital credited to the prisoner's sentence, whereas if an offender is admitted to hospital as a result of mental illness, the prisoner's sentence is suspended during the period of hospitalization. The IPAC Team was unable to confirm the accuracy of this information, but note that if this is an accurate account of how time spent in hospital is credited towards a custodial sentence, the approach discriminates without any apparent rational medical basis between the cause for hospitalization.

RECOMMENDATION 15: The Sentencing Law should be reviewed to insure that any time a prisoner spends in hospital for medical treatment is credited to that prisoner's custodial sentence.

Stakeholders expressed concerns over the inter-play between mandatory minimum sentences and a successful prevention, diversion and rehabilitation framework. A number of jurisdictions in the United States are currently reviewing the interplay between mandatory minimum sentences and crime reduction strategies, driven in part by the increased costs of incarceration and lack of evidence that mandatory minimum sentences reduce crime. What mandatory minimum sentences can do is put an offender into an environment where the offender may form relationships and learn behaviours and attitudes which would lead them into further criminal activity.

RECOMMENDATION 16: There should be an immediate review of the current slate of offences where mandatory minimum sentences are imposed to determine whether a mandatory minimum sentence remains the most effective way to respond to those offences.

STRUCTURAL CHANGES

In meeting with stakeholders there were some significant gaps in service identified as well as areas where the current structure did not meet the needs of the clients in the most effective way.

Transitional Housing

The lack of transitional housing for youth aging out of care, mental health clients, clients with addictions and offenders transitioning back to the community from prison was voiced by many stakeholders as negatively impacting on the successful integration of these citizens into the community. Stakeholders (both public and private) working with these groups consistently identified the lack of transitional housing as a critical contributing factor causing members of these groups to re-offend. Lack of supportive housing contributes to pressures not only on the police and prison system but also on the health care system where the inpatient unit is the only option for stabilization of mental health patients who often do not meet the criteria for admission. Stakeholders identified this gap as a contributing factor causing the mentally ill to re-offend resulting in a custodial sentence. As a result the prison is housing offenders with serious mental health issues in an environment that is not suitable for these offenders, placing significant pressure on prison staff whose training does not prepare them to work with serious mental health issues.

Stakeholders also identified that transitional housing must be connected to a rehabilitation program for offenders who have been released. Providing transitional housing is only part of the answer—this housing must be linked to ongoing rehabilitative programs tied to each offender through a Sentence Plan. Later in this Report we refer to Public/Private Partnerships where we see considerable opportunity for development of transitional housing.

RECOMMENDATION 17: The Cayman Government should immediately adopt as a policy that suitable transitional housing will be provided separately for youths and for adults.

RECOMMENDATION 18: The Cayman Government should task one government department with the responsibility of developing transitional housing and should require that department to develop a plan in conjunction with the private sector to create transitional housing for the high risk groups identified (youth aging out of care, mental health clients, clients with addictions and prisoners transitioning back to the community from prison).

RECOMMENDATION 19: The Department designated by the Cayman government with responsibility to develop transitional housing should create a committee of public/private sector partners co-lead by the private sector to explore how the private sector can assist in the establishment of transitional housing.

RECOMMENDATION 20: Existing properties where there is sufficient space to add compatible transitional housing should be immediately identified, to enable the private sector to assist in aspects of financing the development. Axiomatically this would be another area where work opportunities could be created for offenders.

RECOMMENDATION 21: Once transitional housing is developed, movement of an offender from prison to transitional housing should only occur as part of Sentence Planning which specifies rehabilitative programs to be completed while occupying the transitional housing. Continued residence in transitional housing should only occur as long as the offender complies with the rehabilitative programs identified in the offender's Sentence Plan.

RECOMMENDATION 22: Offenders on early release who fail to comply with the rehabilitative programs identified in the reintegration component of the Sentence Plan should be subject to being returned to the custodial institution.

Counselling Services

A singularly important structural component of any National Strategic Plan for Rehabilitation is the provision of effective and accessible counselling services for crime prevention, for treatment of potential offenders before they become involved in the criminal justice system and for counselling/treatment upon reintegration into the community. In our consultations we heard expressed frustrations and possible misunderstanding about the services provided by various Departments that deal with counselling. It was suggested to us that there were unnecessary service overlaps, failures to communicate, and disconnects of certain service providers creating gaps in service and a lack of effective coordination of resources to support the crime prevention and rehabilitation strategies.

Upon reflection, we are in agreement with the recommendation in the Crime Reduction Strategy that a detailed and thorough review be undertaken of all Cayman Government Departments and private service providers (Department of Children and Family Services; the Youth Services Unit; Department of Counselling Services; CAYS) to review service delivery and make more effective use of resources, providing more prevention services and incorporating an approach that focuses more intensive services around children and youth identified as being at high risk. A successful review should result in better outcomes for these children, youth and families reducing societal costs.

One specific concern we heard related to the combination of a counselling role on the one hand, and managing social benefits on the other hand. This combination should be considered as part of the review. In our opinion, combining the responsibility for financial decisions with the counselling role is not conducive to creating a positive working relationship with families that are at risk.

Another concern brought to our attention related to the tools available to workers when dealing with families that are at risk. We were told that at present, the tools available were limited largely to removal of children at risk from families, causing a disconnect between parents and children. While there were some situations identified where this separation was the only viable option to assist children at risk, the majority of situations did not require this separation. We were told that there were no other statutory tools available that would enable workers to maintain the family unit while concurrently addressing the issues that had put the children at risk.

Other jurisdictions have adopted a statutory structure that allows workers to identify risks and remedial steps that can be taken, and to incorporate those risks and remedial steps into a Court Order sometimes referred to as a Supervision Order or a Parenting Order. Such Orders invest the parents in addressing the risks, and provide a means of addressing the risks through a planned process with the entire family, thereby keeping the family unit intact. Failure to adhere to the terms of such an Order would enable the worker to remove children from the family unit.

Another submission we received spoke to the apparent lack of accountability of parents for the actions of their children, with the suggestion that if parents were made responsible, they would take parenting more seriously. As a consequence, it was suggested that this might reduce offending behaviour in children. It was suggested that a Parenting Law be enacted, which would make parents vicariously responsible for any property damage caused, for failing to have children observe a court imposed curfew, or to prevent anti-social behaviour. We were not satisfied that legislating parental accountability in this fashion would substantively advance any crime prevention or rehabilitation program.

RECOMMENDATION 23: The Cayman Government should institute an immediate review of all counselling services provided by Governmental Departments and private service providers to develop a revitalized service delivery model that addresses children, youth and families at risk, the management of social benefits, and counselling of prisoners referred by the Department of Community Rehabilitation.

RECOMMENDATION 24: The Department of Children and Family Services should add a high risk wrap around program to address those children and youth that otherwise might be at risk of being removed from their families.

RECOMMENDATION 25: The Cayman Government should enact legislation that provides a statutory structure for workers to maintain children at risk within the family unit but provide supervised services through such means as a Supervision Order or a Parenting Order.

Education

Research has identified attachment to school as a significant protective factor for children and youth who might be at risk of becoming involved in criminal activity. Success in school and graduation from high school are factors that contribute to a higher likelihood of success in employment, another protective factor from criminal involvement.

Representatives of the Ministry of Education shared with us the action being taken to reduce the use of suspensions/expulsions and the introduction of a response to children and youth at risk with the BEST program. They identified the success of this initial action and the need to add another level of more intensive intervention. They also spoke of activities to engage parents and offer parenting support.

Other stakeholders raised the concern about the high numbers of teenage girls becoming pregnant, leaving school without graduating and taking on the role of single parents. This is a concern as it contributes to a cycle of poverty and often the children in these situations end up being at risk.

RECOMMENDATION 26: The Ministry of Education should explore the option of introducing SNAP – Stop Now and Plan, an evidence based program for 6 to 11 year olds, as the more intensive level of intervention they have identified is needed. In a number of jurisdictions SNAP has become part of their Crime Prevention strategy. This could provide support to Cayman Brac as well.

RECOMMENDATION 27: A partnership should be formed with the Family Guidance Centre, DCFS and Education to provide enhanced services to the children and families identified in the BEST program.

High rates of illiteracy have been identified amongst offenders in the prisons and concern has been raised about the options for youth graduating from high school who are not going onto college or university. There is a lack of options related to trades for both these groups.

RECOMMENDATION 28: Work with the private sector to identify what skills are required on the Island and develop suitable trade programs to address that need. Continue to strengthen literacy skills across groups at risk.

Drug and Alcohol Services

A National Crime Prevention and Rehabilitation Strategy must address the incidence of alcohol and drug addiction. Current estimates indicate that 85% of the offenders in Caymanian prisons have an addiction that contributes to their criminal behaviour and to reoffending. Drug use among youths is increasing at an alarming rate. It is a small leap to anticipate that many of these youths will become either youth or adult offenders as a result of addiction issues.

One area in particular that requires structural review is the provision of drug and alcohol counselling along the full spectrum from education/prevention, community based counselling, residential treatment services, counselling in the prison through to safe housing for recovering addicts. These services were at one time provided in Northward and Fairbanks, but have not been provided for a number of years. Addiction counselling is provided at Caribbean Haven which operates a 6 month program, and housing support for recovering addicts is provided through the Hope Foundation for up to 6 months. Clients of Hope Foundation spoke to the importance of stable housing and support in maintaining sobriety and employment.

A particular area of concern identified by many stakeholders was the need for greater availability of drug and alcohol counselling. However the only residential treatment program available on Grand Cayman is significantly underutilized. Stakeholders, including clients, identified the length of the 6 month program as a significant barrier. The service provider identified the length of the program as a barrier to clients as well but defended the need to maintain the program as it currently operates. A review of residential treatment drug programs in Canada identified much shorter in patient treatment periods ranging from 21 days to 4 months followed by an aftercare component.

RECOMMENDATION 29: The National Drug Council should be tasked with the immediate responsibility to review the program at Caribbean Haven and make recommendations for a new approach to the residential program that requires a shorter stay combined with an aftercare component.

RECOMMENDATION 30: All residential programs should include annual outcome objectives and expectations for the program.

RECOMMENDATION 31: All residential programs should report annually to the National Drug Council on achieving the program outcome objectives and expectations.

RECOMMENDATION 32: The National Drug Council should report annually to the Cayman Government on residential program outcome objectives and expectations.

RECOMMENDATION 33: Funding decisions for residential programs should be tied to achieving program objectives and expectations.

Concern was also expressed that as over time the Department of Counselling Services has adopted a broader mandate regarding the type of counselling offered, some of the expertise in drug and alcohol counselling has diminished. There was also concern expressed that the hours of service are not responsive to the needs of the clients.

Some stakeholders observed that a single agency (with satellite space in identified communities) with a sole focus on drug and alcohol counselling would be more effective in the creation and delivery of drug and alcohol counselling programs.

RECOMMENDATION 34: The National Drug Council should be tasked with the immediate responsibility to complete a structural review of the drug and alcohol treatment services available in the Cayman Islands with the goal of creating a continuum of specialized drug and alcohol counselling from education/awareness prevention activities identified through the information available in the Student Drug Use Survey, to evidence based counselling/interventions for adolescents and adults. The National Drug Council must be supported in acquiring the additional resources required to effectively complete this review in conjunction with the Caribbean Haven review.

RECOMMENDATION 35: The review should identify what agency is best positioned to provide specialized drug and alcohol counselling services, what flexibility is required in scheduling to be responsive to the range of needs and what performance measures are needed for each of the components of the spectrum.

An immediate and compelling need is to address the incidence of drug and alcohol addiction within the prison population. As previously noted, current estimates indicate that 85% of the offenders in Caymanian prisons have an addiction that contributes to their criminal behaviour and to their reoffending. Many of these individuals are already repeat offenders whose addiction issues have not been addressed during previous custodial sentences. Many offenders indicated an interest in addiction counselling, and identified it as an important component of rehabilitation.

RECOMMENDATION 36: The National Drug Council should be mandated to oversee the planning for immediate introduction of drug and alcohol counselling into the new Youth Detention centre concurrent with it becoming operational.

RECOMMENDATION 37: The National Drug Council should be mandated to oversee the immediate reintroduction of drug and alcohol counselling into Northward and Fairbanks.

Caymanian Staff

Discussion of the lack of Caymanian staff in the prison, on the police force and in counselling roles was raised consistently by stakeholders. Various reasons for this were articulated including:

- Caymanian prison officers would know or perhaps be related to offenders and this might compromise security;
- clients might not be comfortable being in a treatment relationship with a local person;
- there is a lack of interest amongst local Caymanians for these types of careers.

Interestingly, these concerns were raised most strongly by non-Caymanians. We also heard from stakeholders that well trained Caymanians were not always able to find jobs in these areas and the opportunities were going to expats on work permits.

We are not convinced by the arguments against having Caymanians serve as prison officers. Many small jurisdictions have custodial staff from the local indigenous population. Issues of confidentiality or security are dealt with through policies, training, procedures and professionalism. Having Caymanians act as prison staff would invest Caymanian society with a keen interest in rehabilitation, as it is Caymanian society that is the residual victim of criminal behaviour. An active program to recruit Caymanians to serve as prison officers with the ultimate goal of having the staff predominately Caymanian would provide the linkage between incarceration and rehabilitation, investing the broader community in crime prevention and rehabilitation.

RECOMMENDATION 38: The Caymanian government should set an immediate target of having the prison staff be composed of 50% Caymanians by 2016.

RECOMMENDATION 39: The Caymanian Government should create a committee of current Caymanian prison staff, Caymanian on staff in the police force, and members of the public who are Caymanian citizens to:

- (a) determine what barriers exist to employing Caymanian staff as members of the prison staff;**
- (b) formulate a plan to address and remove those barriers within 2 years; and**
- (c) articulate a plan of action to achieve the desired staff ratios within the stipulated times.**

Public/Private Partnerships

As financial pressures increase on governments, opportunities for public/private partnerships are an important area to explore particularly in areas that contribute to the goals of rehabilitation. Private stakeholders voiced their interest in contributing to the Rehabilitation Strategy as they recognize that it is a key component of the crime prevention strategy and they are committed to increased safety in their community.

They were also clear that they wanted partnerships that gave them some control over outcomes so they could effectively bring their expertise to initiatives and assist projects in moving forward in a timely manner. The Caymans is very fortunate to have this level of commitment from the private sector as it is key to addressing issues such as the lack of transitional housing as well as the need to create job opportunities for offenders transitioning back into the community.

Creating a successful employment program is a key component in the successful rehabilitation of offenders. Developing an initiative such as a Community Employment Program, co-lead by the private sector and the Deputy Director of Prison Rehabilitation (see discussion under Rehabilitation and Reintegration – Recommendation 48) , would enable private sector champions to support the program, and to consider how such a program could be grown to support crime prevention and rehabilitation.

Many groups identified the stigma attached to a criminal record and the challenges for offenders to secure employment upon release from the prison. If offenders are not able to secure employment the likelihood of their reoffending is significantly higher therefore it is in the interests of the private sector to partner in creating work opportunities that allow offenders to become contributing members of the community.

One potential barrier to employing offenders upon release was the lack of or inadequate job skills. A second barrier is that many employment applications, including those for government positions, require disclosure of a criminal record. While this is necessary for job with certain security requirements and job involving work with children/youth, it should cease to be a standard practice for other positions. While the job skills gap can and should be addressed while the offender is incarcerated, some incentive needs to be put in place to encourage employers to invest in the training of these offenders upon release, and to create a level basis for offenders to seek employment. Both public and private stakeholders suggested that some form of income supplement for a fixed training period would overcome the lack of job skills, would support the offender in his/her transition, and would facilitate the offender becoming a contributing member of the community.

Earlier in this Report under the Transitional Housing section of Structural Changes, we referred to the need for creation of transitional housing. Creating transitional housing presents an opportunity for a public/private partnership that could combine private sector financing and expertise with government. It also presents employment opportunities.

RECOMMENDATION 40: The Cayman Government should create a structured Community Employment Program comprised of: a committee co-lead by a private sector lead and the Deputy Director of Prison Rehabilitation to bring together private sector partners along with other government partners for the purpose of developing a community work program to assist offenders in reintegrating into the community. This committee should review the practice of applications requiring a disclosure of criminal history.

RECOMMENDATION 41: The Community Employment Program should include incentives for participating employers including, but not be restricted to, wage supplements and access to work permits to encourage employers to participate in the Community Employment Program.

REHABILITATION AND REINTEGRATION – PRISON POPULATION

There are inherent challenges in developing a rehabilitation and reintegration framework for prisons. Tension often exists between those who believe that the focus on security is paramount and rehabilitation is an extra to be provided if possible. This attitude is changing as the costs of incarceration escalate and jurisdictions come to terms with the reality that they cannot financially afford to continue to have high rates of recidivism. Rehabilitation and reintegration need to be foundational expectations that work in concert with security and contribute to the safety of prisoners and staff. Cutting rehabilitation resources in favour of investing in greater physical security may appear to achieve the goal of creating a safer environment but often in fact this is not the reality. Offenders who have no opportunity to work on issues that contribute to their criminal behaviour remain a threat inside the prison as well as to the community. Ultimately in this situation the Mission of the Organization is not achieved and the high recidivism rates in the Cayman Islands is evidence that although the Prison service is effective in keeping offenders in custody when committed by the courts the second part of the Mission is not being achieved.

Her Majesty's Prison Service serves the public by keeping in custody those committed by the courts. Our duty is to look after them with humanity and help them lead law abiding and useful lives in custody and after release.

Stakeholders expressed concern about the failure to meet the mandate of looking after offenders with humanity and helping them lead law abiding and useful lives in custody and after release. They made many suggestions in respect of Northward and Fairbanks. As a result, we have chosen to address those concerns and suggestions under discrete headings below.

Importance of Transparency in Prison Administration

Stakeholders expressed concern about a lack of transparency related to the operation of the prison. This is contributing to concern about the effective operation of the facility as well as to a belief that mistreatment of offenders is not addressed and staff are not held accountable for inappropriate behaviour.

A number of stakeholders provided examples of concern around excessive use of force, inappropriate use of strip searches, arbitrary decision making, administration of medicine to mentally ill inmates, and an ineffective complaint process. This is contributing to a lack of confidence in the management of the prison. Although we are not able to speak to the accuracy of the concerns, the fact that these concerns are voiced by a variety of stakeholders means that at the very least action needs to be taken to increase public confidence in the administration of the facility.

The Prison Inspection Board would normally function to increase public confidence through its inspections of either institution, and reporting upon those inspections. We were advised that the Prison Inspection Board is required or expected to provide up to two days notice of its intention to attend at either institution, and that during an inspection, the Board is taken around the prison by one or more prison officers. This leads to a perception of a Potemkin village where the Board's inspection is not of the institution operating as it does on a daily basis, but an inspection of the institution operating as the prison wants the Board to think it operates.

Removing any need for prior notice, and for any accompanying prison officer during inspections (excepting any inspection of the high security block), would increase public confidence in the administration of the facility.

A well managed prison should have no concern over the receipt of prisoner complaints—they are part of the institutional setting. There will undoubtedly be prisoner complaints that verge upon the vexatious or are devoid of substance. At the same time there will be complaints of substance that will identify prison officers and prisoners. We were advised that prisoner complaints are required to be provided in an open fashion to prison officers who in turn forward the complaint to the appropriate person or body. As a result, we were advised that prisoners had no faith in the integrity of the inspection process or the complaints procedure. Any complaint procedure must provide prisoners the comfort of knowing that the process is fair, balanced, unaffected by the prison officer-prisoner paradigm, and will operate without fear of reprisal within the prison. From what was described to us about the Complaints procedure, it fails on all counts.

RECOMMENDATION 42: The Prisons Inspection Board should have unrestricted authority and ability to inspect prisons at any time without any prior notice to prison officials. Any barriers to such unrestricted inspection should be immediately removed.

RECOMMENDATION 43: No prison officer should accompany the Prisons Inspection Board on its inspection. If there are any legitimate security concerns at any time then these need to be addressed to permit safe access.

RECOMMENDATION 44: The Cayman Government should create an independent prisoner complaint process that establishes an individual or agency independent of government and outside of the prison that is empowered to adjudicate upon the complaint.

RECOMMENDATION 45: The independent complaint process should have in place a structure that is independent of HM Cayman Island Prison Service consisting of:

- (a) A sub-committee of the Prisons Inspection Board which would receive each Complaint and make a determination if the sub-committee could resolve the Complaint at that stage.**
- (b) A Complaints Commissioner to whom the sub-committee of the Prisons Inspection Board could refer Complaints that the sub-committee was unable to resolve.**
- (c) The prisoner complaint process must allow prisoner complaints to be sent to that independent individual or agency without review or interference from government or prison officials and provide prisoners a means of submitting their complaint without staff being involved.**
- (d) The sub-committee of the Prisons Inspection Board tasked with initially receiving and attempting to resolve Complaints must have unrestricted authority to visit the prisons at any time without prior notice and have unrestricted unsupervised access to all areas of the prison save and except the high security block.**

Implementation of these Recommendations would provide critical external oversight to Prison Services with a level of independence that would increase public confidence.

Rehabilitation and Reintegration in Male and Female Prisons

Within the context of our remit, we received many suggestions, comments, some compliments and much criticism in respect of rehabilitation activities at Northward and Fairbanks. What we heard most often was criticism over the absence of any effective, meaningful regular rehabilitation programs and procedures at either institution. In hearing this, we heard praise and support for the dedication and effort from those who were aware of the various volunteer efforts to provide rehabilitative programs or services to both institutions as well as about the success of previous programs that had been discontinued. But a consistent message was that volunteer efforts were not supported by prison administration through application of resources, policies and regular programs were insufficient and a lack of commitment to reintroducing previous successful programs. Many individuals with whom we spoke expressed deep frustration over a prison administration which they perceived was simply not committed to rehabilitation, but rather which was committed to avoidance of any risk, real or perceived, that a rehabilitation program might present.

In our discussions with prison officers, we heard wide and divergent views of what a rehabilitative program would look like within the prisons. This divergence may be the product of differing views of the role of a prison in modern society. During our tour of Northward, we noted posted within the prison ***The Mission and Vision of HM Cayman Islands Prison Service***. The Vision appears to reflect a commitment to rehabilitation:

We will provide a safe secure and controlled environment for both staff and prisoners. We will provide regimes that are workable, culturally applicable, which will address offending behaviour, improve education, work skills and the development of civic pride, giving prisoners the opportunity to prepare for their return to the community.

Prison practices should mirror the Vision and Mission Statement of the institution. In this respect, many submissions we received reflected the view that practice at both institutions was much more consistent with the custodial expression within the Core Business than with rehabilitative initiatives. In that regard, it appeared to us that the practices at both Northward and Fairbanks were overwhelmingly directed to “keeping prisoners in custody”. To this point resources to provide rehabilitation programs through qualified prison staff appear to receive little if any real support.

We have had an opportunity to review the HMCIPS Strategic Plan for 2012-2016 and although it includes the following objective “Increase the rehabilitative services available to prisoners”, it does not contain a plan to achieve this goal.

It is our opinion that the Strategic Plan for the period of 2012 to 2016 reflects the lack of leadership and authority within HMCIP in the area of Rehabilitation and Reintegration. Without that leadership and authority to implement, rehabilitation will continue to be provided in an ad hoc manner that is secondary to issues of physical security. This will inhibit the role that Prison Services needs to play in the Crime Prevention strategy as the opportunity to contribute to community safety by releasing rehabilitated prisoners will be lost and reoffending rates will continue at high levels.

There has been significant movement to focus on rehabilitation in a number of jurisdictions that reached a crisis state with their prison population. The Cayman Islands should not wait until they are in a total crisis to make the changes necessary to introduce rehabilitation as a primary focus in their prisons. Incarceration is the means to an end, the end being rehabilitation of prisoners who will contribute to a safer society once released. Placing “safe custody and secure detention” as the primary purpose is simply to adopt that the primary purpose of a prison is the simple warehousing prisoners for a fixed period of time.

RECOMMENDATION 46: The Vision and Mission Statement of HM Cayman Island Prison Service should be revised to reflect rehabilitation of prisoners as a Core Business of the Prison Service.

Upon receipt of this report the Strategic Plan and the funding model should be reviewed and revised to address the rehabilitation recommendations being proposed in this report. This will require a financial commitment to support the resources required to implement the programs required to meet the rehabilitative needs of prisoners such as drug and alcohol counselling, sex offender treatment, anger management/stress management/healthy relationships, parenting, or preparation for employment. Just as the items identified in the Operations and Security area require continuous funding, rehabilitative programs, in addition to pure job training, are a continuing cost in operating a modern prison.

RECOMMENDATION 47: Her Majesty’s Cayman Island Prison Service Strategic Plan and the budget for the period of 2012 to 2016 be reviewed and revised to include the Rehabilitation Recommendations from this report.

Strong and effective leadership for rehabilitation and reintegration is required within the HM Cayman Island Prison Service to embed rehabilitation as a prime purpose of a prison service. Dedicated leadership for rehabilitation in the two prisons is required as the rehabilitation programs have been decimated. Many stakeholders expressed concern that although there have been a number of good reports completed over the past several years, this did not lead to change. The position of Deputy Director of Prison Rehabilitation (with dual reporting responsibilities discussed below) tasked with responsibility for rehabilitation programs within the institutions will have the authority within the organizational structure to implement the rehabilitation framework within the two prisons and provide assurance to stakeholders that the government plans to implement the necessary changes.

RECOMMENDATION 48: Create a Deputy Director of Prison Rehabilitation with responsibility for rehabilitation programs within the prisons. The Deputy Director of Prison Rehabilitation position must be filled by a candidate with the following knowledge requirements: advanced knowledge of rehabilitative theories, principles and practices and correctional treatment programming, including the organization and effectiveness of such strategies as cognitive-behavioural programs, adult learning, anger management, substance abuse interventions, coordinated discharge planning, gender responsive programming, work programs as well as a good understanding of methods of program measurement/assessment to make recommendations for short and long-term changes to meet programming/rehabilitative goals while meeting security standards. Work requires a thorough knowledge of current theories, principles and practices of correctional institution management/administration in order to apply such principles as internal

offender classification, levels of security, methods of static versus dynamic security while meeting the health care and programming needs of a diverse offender population as well as strong skills in developing program opportunities through community partnerships. The position is not one that can be adequately filled by one whose primary training and experience is in respect of the custodial operations. Absent such a strong individual with the proper rehabilitative background, any rehabilitation efforts at both institutions are unlikely to succeed.

Prison management includes “operational and security” and “rehabilitative” functions. In our view these two functions are equal in merit, require equal recognition, and a structure that allows both to operate collaboratively.

Overall the Director of the Prisons is functionally responsible to see that both functions operate in an effective and efficient manner, and that neither becomes dominant at the expense of the other. To achieve an operational structure that recognizes and reinforces this functional but collaborative division, the Deputy Director of Prison Rehabilitation and the Deputy Director of Prison Operations should be equal positions with a direct reporting line to the Director of Prisons. To achieve this structure, the current position of Deputy Director of the Prison should be designated as the Deputy Director of Prison Operations. A bilateral informal reporting relationship should exist between the Deputy Director of Prison Rehabilitation and the Deputy Director of Prison Operations. At the same time, given the need for public partnerships and participation in rehabilitation, the Deputy Director of Prison Rehabilitation should also have a direct external reporting relationship to the Portfolio of Internal/External to insure that the rehabilitation programs conflated with the National Crime Reduction Strategy, and if necessary, to resolve any areas of dispute between rehabilitation programs and operational and security issues within either institution.

Senior prison administrative staff will remain responsible for both operations and security as well as rehabilitation, and will insure that the core business of rehabilitation is not placed as an orphan child within the institution. In terms of organizational structure, having the individual responsible for rehabilitation and the individual responsible for custodial matters as equal individuals within the organization supports both rehabilitation and the custodial obligations.

RECOMMENDATION 49: The position of Deputy Director of the Prison should be renamed Deputy Director of prison Operations with responsibility for operational and security concerns within the prisons.

RECOMMENDATION 50: The Deputy Director of Prison Rehabilitation and the Deputy Director of Prison Operations should report to the Director of Prisons for in-prison activities.

RECOMMENDATION 51: All other reporting functions within the prisons related to rehabilitation, care and custody below the Deputy Director of Prison Rehabilitation or Deputy Director of Prison Operations report to those two positions.

RECOMMENDATION 52: The Deputy Director of Prison Rehabilitation should have a direct reporting relationship to the Portfolio of Internal/External in respect of rehabilitation programs, the involvement of external stakeholders in rehabilitation programs and how rehabilitation programs conflate with or compliment the National Crime Reduction Strategy.

A successful rehabilitation program must be built providing consistent, structured and targeted programs that address the factors that contribute to reoffending. Such programs will involve both public and private participation, a significant part of which will involve outreach to the community, and the formation of community partnerships. To insure that these programs meet these needs, community involvement through a Rehabilitation Committee composed of various community organizations and other relevant government departments would be a valuable asset. These community organizations have a vital role to play in the rehabilitation within the prison and the reintegration of offenders to the community. Having this structure will create community investment in effective rehabilitation programs and will strengthen the ability to successfully reintegrate offenders into the community.

RECOMMENDATION 53: A Rehabilitation Committee, chaired by the Deputy Director of Prison Rehabilitation, be created composed of representatives from various community organizations and other relevant government departments with a role to play in the rehabilitation of offenders.

We are aware of earlier recommendations to institute Sentence Planning for all prisoners at the commencement of an individual's custodial sentence. Consistently we were told that Sentence Planning is not undertaken until near the end of an individual's sentence. Limited resources were identified as a cause. This may be a consequence of too great a focus on the Core Business of "keeping prisoners in custody" and the diversion of resources to serve this core business. A rehabilitation program that seeks to reduce recidivism must be consistent, structured, and targeted to the causes of criminal behaviour. Some causes have broad application while some are more narrow in application. The length of a custodial sentence is not reflective of the causes of criminal behaviour. These causes transcend any sentence imposed by a court. What applies to all prisoners however is that at some point all prisoners save those with a life sentence will be released into the community. Rehabilitation does not start months or years after incarceration, or put another way, months before release. Rehabilitation starts immediately upon incarceration.

The basis for the Sentence Plan has to be effective assessment completed as early as possible once the Courts have determined the custodial sentence. The initial phase of the assessment would occur upon admission to the prison with basic screening tools being used to identify mental health issues, physical health concerns, addiction issues, literacy issues etc. This will lead to initial referrals to address any urgent matters.

The second level of assessment needs to be the risk/needs assessment which can identify issues related to potential for violence, anger management, family concerns, employment skills/deficits etc. This information is key to informing decisions related to program referrals, work opportunities within the facility and eventually work opportunities in the community. Good assessment is key to effective decision making. As offenders work through their program and reach the stage where they are considered for opportunities in community, it is important that the decisions are based on accurate information from all the relevant sources.

RECOMMENDATION 54: An Sentence Plan for each sentenced offender should be created within 30 days of admission to prison.

RECOMMENDATION 55: The Sentence Plan should be completed for any offenders with sentences over 30 days in length.

RECOMMENDATION 56: Sentence planning is a mandatory activity for all sentenced offenders with sentences over 30 days. Consideration for counselling, education programs, work within the prison, home visits, community work programs etc. are all based on active participation in Sentence Planning. Work within the prison should be part of the rehabilitation program, not in competition with the rehabilitation program. If an offender is participating actively in their rehabilitation plan and it does not yet include a work assignment, they should receive the same compensation as an offender whose plan does include a work assignment. Work assignments should be seen as the opportunity to develop skills, demonstrate reliability etc. identified goals in the Sentence Plan.

To allay institutional and public concerns in respect of Sentence Planning and a rehabilitation program, a pilot project should be implemented in 2012 that provides evidence of the value and effectiveness of rehabilitation programs and Sentence Planning. Such a project should work with a discrete number of prisoners, should have robust Sentence Planning, and should have robust support and measurement for a period following release. The precise structure of this pilot project should be left to the Director of Rehabilitation to design, but we envisage a project involving no more than 25 prisoners who are put into a pre-release program at least 6 months before their first release date, during which time a robust Sentence Plan is created for each prisoner which involved at least a 12 month post release supervision period. Following release each prisoner should be supervised by the Department of Community Rehabilitation to support the prisoner in his Sentence Plan. At the end of the 12 month period the Department of Community Rehabilitation will report to the Department of Internal/External, the Director of Prisons and the Deputy Director of Rehabilitation with respect to various indices including employment and housing for each prisoner on supervision, as well as any breaches of the Sentence Plan or reoffending behavior.

Recommendation 57: A rehabilitation pilot project under the direction of the Director of Rehabilitation should be implemented with a small group of prisoners that combines robust Sentence Planning, community supervision and performance reporting by the Department of Community Relations for each prisoner in the pilot project.

Currently the Department of Community Rehabilitation provides Pre-sentence Reports to the Court. From that point until release, the Department is not involved in the rehabilitation of the offender, but is required to assume supervision of the offender upon release on parole.

The operational decision to defer Sentence Planning to the latter time of a prisoner's sentence and the non-involvement of the Department of Community Rehabilitation in any rehabilitation planning or programs during the prisoner's incarceration appears to be a gap that should be rectified for prisoners serving sentences at either institution. There is also a role for the Department to play in any sentence which is composed of a custodial portion followed by a portion of the sentence to be served in the community.

RECOMMENDATION 58: The Department of Community Rehabilitation should be involved in Sentence Planning from the point of a prisoner's admission through to and including supervision after release.

There are a number of volunteer rehabilitative programs now being offered at Northward (literacy, mathematics). Volunteers expressed frustration over the fact that prisoners are not required to attend these programs, or either simply choose not to attend or are pulled off these programs to do other things. Allowing either they perceive to be a strong signal that prison administration does not support these rehabilitative efforts. One volunteer observed that it was impossible to operate a program which built from week to week on the previous week's work if the prisoners were not required to attend each week. As one volunteer observed, "they don't take rehabilitation seriously".

Best practices would require an inmate to attend any rehabilitative program identified in that prisoner's Sentence Plan. Being excused from attending a rehabilitative program should be the rare exception, rather than the regular expectation.

RECOMMENDATION 59: Prisoners should be required to attend all rehabilitation programs which have been identified as programs they need to take as part of their Sentence Plan.

We heard strong support from community representatives for prisoners to have contact with the outside community while serving a sentence, through work projects, family visits, and public speaking engagements. Prisoners expressed the view that such opportunities better enabled them to reintegrate into the community either through work experience during incarceration that generated job skills, or to keeping contact with family members seen as vital supports after release.

Offenders should experience sentence planning, work boards, eligibility for other incentives as a transparent process where their success or failure is clearly understood based on the expectations outlined for them as part of the sentence planning process. If they choose not to participate in sentence planning then they will not be eligible for work programs or other incentives as they are not addressing their criminal behaviour. Feedback from some offenders was that job assignments are arbitrary and not based on any specific criteria. This contributes to frustration as offenders do not see their behaviour as being as determining success or failure. This is an important motivator for positive behaviour that is currently being under utilized.

RECOMMENDATION 60: A Prison Work Board internal to the prison should be established composed of the Deputy Director of Prison Rehabilitation or designate, the Deputy Director of Prison Operations or designate, a Sentence Planning representative and other identified members tasked with determining which prisoners would perform jobs within the prisons.

RECOMMENDATION 61: Prisoner's applications for job opportunities within the prisons should be considered by the Prison Work Board, and reviewed within the context of and consistency with the prisoner's Sentence Plan.

We also heard that there was a view within the community that being incarcerated in Northward or Fairbanks was like living in an hotel. With respect, after having toured both institutions, we would strongly disagree with that view, however widely it may be held. For those who hold such a view, we recommend a tour of both institutions. This view, if held, should not become a barrier to establishing a strong, vibrant rehabilitative program in both institutions.

From our discussions with public and private stakeholders, prison officers and prisoners, we have concluded that a number of specific rehabilitation recommendations can be made and implemented in short order.

RECOMMENDATION 62: There are a number of areas that need to be addressed in the rehabilitation framework and the below are all priorities:

(a) Gender Dedicated programming – females in prison have unique pathway to criminal activity and unique needs to be addressed as part of the Rehabilitation Framework for the female prison. Many of the female prisoners have been victims of sexual and/or physical violence and trauma counselling is an important component of their recovery. Other rehabilitation programs such as addictions counselling needs to be constructed from the female perspective. It is equally important that the female offenders have educational and work opportunities that prepare them for return to the community. While there were a number of programs that existed at one time in the female prison, currently the programs are very limited.

(b) Drug and alcohol counselling is severely lacking in both the male and female prison. There is significant external expertise that can be brought in to address this gap quickly – see recommendation 33 . Enhancement of the 12 step support groups would be beneficial. There seemed to be significant drug use within the prison and offenders discussed the use of drugs to manage boredom, frustration, lack of access to programs/work opportunities etc. The lack of rehabilitation opportunities appears to be contributing to drug use within the facility and does not bode well for the community as these offenders are released.

(c) Vocational and educational programmes are needed with a strong emphasis on addressing literacy issues as these impact on the offender’s ability to engage in other rehabilitation and work programs. When we toured the male prison we were made aware that 25 computers have been donated to help offenders develop computer literacy skills but they are sitting unused. The female prison had computers as well but again there seemed to be limited structured programming related to their use. Given the necessity of computers skills for most jobs it should be a priority to get a program started that allows offenders access to the computers to develop these skills.

(d) A building for vocational training was close to completion. The staffing for this program must fall under the rehabilitation mandate.

(e) Preparation for Employment programs – we had the opportunity to hear about 3 programs that were being offered in different setting to help prepare young people and offenders for work. They included the Passport to Success offered by the Wellness Centre, Men of Standard offered by Mr Bodden at the University College of the Cayman Islands and a work preparation program that was offered in the past in the prison by the Department of Employee Relations. These programs teach participants skills necessary to be successful in a work environment and are applicable to both the male and female prisons.

(f) Work programs – see recommendation 56. The approach should value work as one aspect of rehabilitation but not pit work against involvement in counselling, education or other rehabilitation activities.

- (g) Community Employment Program – see recommendation 36.**
- (h) Sex offender treatment should be offered within the facility and programs involving release into the community need to take into consideration the specific risk factors posed by this group. For example, offenders whose target group has been children need to have conditions imposed that prevent them from work in any organizations that are child focused.**
- (i) Anger management/Stress management/Healthy Relationships – offenders expressed difficulty managing stress/anger and the difficulty of trying to maintain relationships with partners and children particularly with the longer sentences. Offenders and their families could benefit from cognitive-behavioural programs addressing these risk factors.**
- (j) Parenting programs – male and female offenders with children should participate in parenting programs as part of their Sentence Plan. Gaps in parenting skills contribute to generational problems that put children at higher risk. These programs should be a prerequisite for home visits where children are involved.**
- (k) Prison Ministry – the importance of spirituality in recovery was touched on by offenders and stakeholders such as the volunteers supporting chapel services. It is our understanding that the Prison Chaplain position will be filled shortly. Community churches are willing to play a greater role in reintegration but need support to engage in building programs that create structure for supporting offenders. Examples such as the Bridge Prison Ministry and Circles of Support and Accountability may provide models for community churches to engage more actively and constructively in the reintegration of offenders.**
- (l) Role of Arts - there were a number of examples provided where in the past offenders had put together productions, speaking engagements etc to reach out to youth about their experiences in the hope that it would assist youth in making better choices. These activities provided constructive outlets for the offenders and provided an opportunity for them to give back to their communities in a positive way. These activities also provide an opportunity to engage offenders and the youth they speak to formally acknowledging their Caymanian culture and provide an opportunity to reconnect with the strength of their history. These opportunities should be part of the Rehabilitation Framework.**

APPENDIX A: Stakeholders Consulted

Date	Stakeholders
Monday, Nov 28, 2011	1. Anthony Ennis, Deputy Chief of Police
	2. Members of Old Prison Rehabilitation Team
Tuesday, Nov 29, 2011	3. Management Team at the Portfolio of Internal & External Affairs
	4. Ministers, Chief Officers, Deputy Chief Officers, Policy Advisors, and HODs/GIS PR
	5. DCR Management Team
	6. DCR Prison Team & Court Team
	7. DCR Client Focus Group
Wednesday, Nov 30, 2011	8. NDC National Youth Commission
	9. CASA, CIRA, and Volunteers
	10. Roy Bodden, President, University College of the Cayman Islands
Thursday, Dec 1, 2011	11. Mental Health & Public Health
	12. Ministers Association & Prison Ministry
	13. DCS Management Team
	14. DCS Counselling Team
	15. DCFS MIRCO Centre Team
	16. Dr. Kiram Kumar
Friday, Dec 2, 2011	17. Director of Policy Coordination Unit
	18. Wellness Centre Team
Monday, Dec 5, 2011	19. Ministry of Education
	20. Mr. Manderson and Mr. Bush
	21. Prison Management & Group of Officers
	22. Education Team & Sentence Planning Team
	23. Director of Prisons
Tuesday, Dec 6, 2011	24. Community Citizen, George Nowak
	25. Cays Foundation Care Staff Team & Clients
	26. Charles Jennings
Wednesday, Dec 7, 2011	27. HE Governor Duncan Taylor
	28. Deputy Chief Officer: Kathryn Dinspel-Powell
	29. Drug Rehabilitation Team
	30. Police Team
	31. DER – Jean Solomon
	32. DCS Client Group
	33. Save Our Youth Foundation Members
Thursday, Dec 8, 2011	34. DCR Probation Officer: Sue Morrison
	35. DCFS Brac Representatives, Community Nurse Clyne, Community Officer
	36. Police Inspector, Judge Foldats, Clerk of Court
	37. District Administrator Brac
	38. Human Rights Lawyer

Date	Stakeholders
Friday, Dec 9, 2011	39. Parole Board & Prison Inspections Board
	40. Community Organizations, Private Citizens, Critics, Funders, Etc. Contactor's Association
	41. National Housing Trust: Janet James
	42. Linda McField
	43. Ministry of Community Affairs and Gender
	44. Governor's Staff Officer: Tom Hines
	45. Ms. Joseph-Casear
Friday, Jan 20, 2012	46. Secretary to Parole Board and Prison Inspections Board
	47. Stephen Fradley – Overseas Territories Prison Reform Coordinator

APPENDIX B: Inventory of Recommendations

RECOMMENDATION 1	The Children’s Law should be implemented forthwith to provide greater protection to children.
RECOMMENDATION 2	Implement legislation, which articulates the principles mentioned above, providing authority to the new youth facility to hold youth in detention/custody and identified the role of probation services for youth.
RECOMMENDATION 3	The Alternative Sentencing Law, the Probation of Offenders Law, the Penal Code and the Misuse of Drugs Law should be reviewed and if necessary amended to specifically mandate diversion programs, to strengthen current diversion alternatives, and provide police the option of cautioning youth who are apprehended with cannabis for their own consumption.
RECOMMENDATION 4	The Alternative Sentencing Law should be reviewed and if necessary be amended to allow broader community service opportunities.
RECOMMENDATION 5	Police should receive specific training in restorative justice strategies including diversion.
RECOMMENDATION 6	Police policies should be reviewed to remove any policy barriers to implementing restorative justice strategies including diversion.
RECOMMENDATION 7	More police resources should be directed to community policing as an important component of prevention for youth who are struggling in the community.
RECOMMENDATION 8	Incorporate into the planning of the new facility the capacity to provide service to youth requiring protection separate from youth who are offending.
RECOMMENDATION 9	The Alternative Sentencing Law, the Probation of Offenders Law, the Penal Code and the Misuse of Drugs Law should be reviewed and if necessary amended to specifically mandate a sentence that combines a custodial period to be followed by a period of probation supervision.
RECOMMENDATION 10	Legislation should be reviewed to insure that effective and meaningful consequences flow from an offender’s breach of probation, and if necessary the legislation should be strengthened to provide for effective, meaningful consequences for offenders who, while on a period of community supervision, fail to carry through with the terms imposed upon the offender.
RECOMMENDATION 11	Amend Parole Law to allow for notification of the victim as this strengthens the responsiveness of the system to the victim.
RECOMMENDATION 12	A specialized court for youth should be established with court scheduling being structured to keep young persons’ court proceedings separate and apart from adult court proceedings.
RECOMMENDATION 13	The Drug Treatment Court should be re-constituted as the Integrated Restorative Justice Court with a mandate to deal with offenders who suffer from mental illness and/or from drug or alcohol addiction.
RECOMMENDATION 14	Training should be provided in dual diagnosis treatment and programs for all professionals and support agencies providing services to the Integrated Restorative Justice Court in dealing with the dual diagnosis offender.
RECOMMENDATION 15	The Sentencing Law should be reviewed to insure that any time a prisoner spends in hospital for medical treatment is credited to that prisoner’s

	custodial sentence.
RECOMMENDATION 16	There should be an immediate review of the current slate of offences where mandatory minimum sentences are imposed to determine whether a mandatory minimum sentence remains the most effective way to respond to those offences.
RECOMMENDATION 17	The Cayman Government should immediately adopt as a policy that suitable transitional housing will be provided separately for youths and for adults.
RECOMMENDATION 18	The Cayman Government should task one government department with the responsibility of developing transitional housing and should require that department to develop a plan in conjunction with the private sector to create transitional housing for the high risk groups identified (youth aging out of care, mental health clients, clients with addictions and prisoners transitioning back to the community from prison).
RECOMMENDATION 19	The Department designated by the Cayman government with responsibility to develop transitional housing should create a committee of public/private sector partners co-lead by the private sector to explore how the private sector can assist in the establishment of transitional housing.
RECOMMENDATION 20	Existing properties where there is sufficient space to add compatible transitional housing should be immediately identified, to enable the private sector to assist in aspects of financing the development. Axiomatically this would be another area where work opportunities could be created for offenders.
RECOMMENDATION 21	Once transitional housing is developed, movement of an offender from prison to transitional housing should only occur as part of Sentence Planning which specifies rehabilitative programs to be completed while occupying the transitional housing. Continued residence in transitional housing should only occur as long as the offender complies with the rehabilitative programs identified in the offender's Sentence Plan.
RECOMMENDATION 22	Offenders on early release who fail to comply with the rehabilitative programs identified in the reintegration component of the Sentence Plan should be subject to being returned to the custodial institution.
RECOMMENDATION 23	The Cayman Government should institute an immediate review of all counselling services provided by Governmental Departments and private service providers to develop a revitalized service delivery model that addresses children, youth and families at risk, the management of social benefits, and counselling of prisoners referred by the Department of Community Rehabilitation.
RECOMMENDATION 24	The Department of Children and Family Services should add a high risk wrap around program to address those children and youth that otherwise might be at risk of being removed from their families.
RECOMMENDATION 25	The Cayman Government should enact legislation that provides a statutory structure for workers to maintain children at risk within the family unit but provide supervised services through such means as a Supervision Order or a Parenting Order.
RECOMMENDATION 26	The Ministry of Education should explore the option of introducing SNAP – Stop Now and Plan, an evidence based program for 6 to 11 year olds, as the more intensive level of intervention they have identified is needed. In a

	number of jurisdictions SNAP has become part of their Crime Prevention strategy. This could provide support to Cayman Brac as well.
RECOMMENDATION 27	A partnership should be formed with the Family Guidance Centre, DCFS and Education to provide enhanced services to the children and families identified in the BEST program.
RECOMMENDATION 28	Work with the private sector to identify what skills are required on the Island and develop suitable trade programs to address that need. Continue to strengthen literacy skills across groups at risk.
RECOMMENDATION 29	The National Drug Council should be tasked with the immediate responsibility to review the program at Caribbean Haven and make recommendations for a new approach to the residential program that requires a shorter stay combined with an aftercare component.
RECOMMENDATION 30	All residential programs should include annual outcome objectives and expectations for the program.
RECOMMENDATION 31	All residential programs should report annually to the National Drug Council on achieving the program outcome objectives and expectations.
RECOMMENDATION 32	The National Drug Council should report annually to the Cayman Government on residential program outcome objectives and expectations.
RECOMMENDATION 33	Funding decisions for residential programs should be tied to achieving program objectives and expectations.
RECOMMENDATION 34	The National Drug Council should be tasked with the immediate responsibility to complete a structural review of the drug and alcohol treatment services available in the Cayman Islands with the goal of creating a continuum of specialized drug and alcohol counselling from education/awareness prevention activities identified through the information available in the Student Drug Use Survey, to evidence based counselling/interventions for adolescents and adults.
RECOMMENDATION 35	The review should identify what agency is best positioned to provide specialized drug and alcohol counselling services, what flexibility is required in scheduling to be responsive to the range of needs and what performance measures are needed for each of the components of the spectrum.
RECOMMENDATION 36	The National Drug Council should be mandated to oversee the planning for immediate introduction of drug and alcohol counselling into the new Youth Detention centre concurrent with it becoming operational.
RECOMMENDATION 37	The National Drug Council should be mandated to oversee the immediate reintroduction of drug and alcohol counselling into Northward and Fairbanks.
RECOMMENDATION 38	The Caymanian government should set an immediate target of having the prison staff be composed of 50% Caymanians by 2016.
RECOMMENDATION 39	The Caymanian Government should create a committee of current Caymanian prison staff, Caymanian on staff in the police force, and members of the public who are Caymanian citizens to: <ul style="list-style-type: none"> a) determine what barriers exist to employing Caymanian staff as members of the prison staff; b) formulate a plan to address and remove those barriers within 2 years; and c) particulate a plan of action to achieve the desired staff ratios within

	the stipulated times.
RECOMMENDATION 40	The Cayman Government should create a structured Community Employment Program comprised of: a committee co-lead by a private sector lead and the Deputy Director of Prison Rehabilitation to bring together private sector partners along with other government partners for the purpose of developing a community work program to assist offenders in reintegrating into the community.
RECOMMENDATION 41	The Community Employment Program should include incentives for participating employers including, but not be restricted to, wage supplements and access to work permits to encourage employers to participate in the Community Employment Program.
RECOMMENDATION 42	The Prisons Inspection Board should have unrestricted authority and ability to inspect prisons at any time without any prior notice to prison officials. Any barriers to such unrestricted inspection should be immediately removed.
RECOMMENDATION 43	No prison officer should accompany the Prisons Inspection Board on its inspection. If there are legitimate security concerns at any time then these need to be addressed to permit safe access.
RECOMMENDATION 44	The Cayman Government should create an independent prisoner complaint process that establishes an individual or agency independent of government and outside of the prison that is empowered to adjudicate upon the complaint.
RECOMMENDATION 45	The independent complaint process should have in place a structure that is independent of HM Cayman Island Prison Service consisting of: <ul style="list-style-type: none"> a) A sub-committee of the Prisons Inspection Board which would receive each Complaint and make a determination if the sub-committee could resolve the Complaint at that stage; b) A Complaints Commissioner to whom the sub-committee of the Prisons Inspection Board could refer Complaints that the sub-committee was unable to resolve. c) The prisoner complaint process must allow prisoner complaints to be sent to that independent individual or agency without review or interference from government or prison officials and provide prisoners a means of submitting their complaint without staff being involved. d) The sub-committee of the Prisons Inspection Board tasked with initially receiving and attempting to resolve Complaints must have unrestricted authority to visit the prisons at any time without prior notice and have unrestricted unsupervised access to all areas of the prison save and except the high security block.
RECOMMENDATION 46	The Vision and Mission Statement of HM Cayman Island Prison Service should be revised to reflect rehabilitation of prisoners as a Core Business of the Prison Service.
RECOMMENDATION 47	Her Majesty's Cayman Island Prison Service Strategic Plan and the budget for the period of 2012 to 2016 be reviewed and revised to include the Rehabilitation Recommendations from this report.
RECOMMENDATION 48	Create a Deputy Director of Prison Rehabilitation with responsibility for rehabilitation programs within the prisons. The Deputy Director of Prison

	<p>Rehabilitation position must be filled by a candidate with the following knowledge requirements: : advanced knowledge of rehabilitative theories, principles and practices and correctional treatment programming, including the organization and effectiveness of such strategies as cognitive-behavioural programs, adult learning, anger management, substance abuse interventions, coordinated discharge planning, gender responsive programming, work programs as well as a good understanding of methods of program measurement/assessment to make recommendations for short and long-term changes to meet programming/rehabilitative goals while meeting security standards. Work requires a thorough knowledge of current theories, principles and practices of correctional institution management/administration in order to apply such principles as internal offender classification, levels of security, methods of static versus dynamic security while meeting the health care and programming needs of a diverse offender population as well as strong skills in developing program opportunities through community partnerships. The position is not one that can be adequately filled by one whose primary training and experience is in respect of the custodial operations. Absent such a strong individual with the proper rehabilitative background, any rehabilitation efforts at both institutions are unlikely to succeed.</p>
RECOMMENDATION 49	The position of Deputy Director of the Prison should be renamed Deputy Director of Prison Operations with responsibility for operational and security concerns within the prisons.
RECOMMENDATION 50	The Deputy Director of Prison Rehabilitation and the Deputy Director of Prison Operations should report to the Director of Prisons for in-prison activities.
RECOMMENDATION 51	All other reporting functions within the prisons related to rehabilitation, care and custody below the Deputy Director of Prison Rehabilitation or Deputy Director of Prison Operations report to those two positions.
RECOMMENDATION 52	The Deputy Director of Prison Rehabilitation should have a direct reporting relationship to the Portfolio of Internal/External in respect of rehabilitation programs, the involvement of external stakeholders in rehabilitation programs and how rehabilitation programs conflate with or compliment the National Crime Reduction Strategy
RECOMMENDATION 53	A Rehabilitation Committee, chaired by the Deputy Director of Prison Rehabilitation, be created composed of representatives from various community organizations and other relevant government departments with a role to play in the rehabilitation of offenders.
RECOMMENDATION 54	An Sentence Plan for each sentenced offender should be created within 30 days of admission to prison.
RECOMMENDATION 55	The Sentence Plan should be completed for any offenders with sentences over 30 days in length.
RECOMMENDATION 56	Sentence planning is a mandatory activity for all sentenced offenders with sentences over 30 days. Consideration for counselling, education programs, work within the prison, home visits, community work programs etc. are all based on active participation in Sentence Planning. Work within the prison should be part of the rehabilitation program, not in competition with the

	rehabilitation program. If an offender is participating actively in their rehabilitation plan and it does not yet include a work assignment, they should receive the same compensation as an offender whose plan does include a work assignment. Work assignments should be seen as the opportunity to develop skills, demonstrate reliability etc. identified goals in the Sentence Plan.
Recommendation 57	A rehabilitation pilot project under the direction of the Director of Prison Rehabilitation should be implemented with a small group of prisoners that combines robust Sentence Planning, community supervision and performance reporting by the Department of Community Relations for each prisoner in the pilot project.
RECOMMENDATION 58	The Department of Community Rehabilitation should be involved in Sentence Planning from the point of a prisoner's admission through to and including supervision after release.
RECOMMENDATION 59	Prisoners should be required to attend all rehabilitation programs which have been identified as programs they need to take as part of their Sentence Plan.
RECOMMENDATION 60	A Prison Work Board internal to the prison should be established composed of the Deputy Director of Prison Rehabilitation or designate, the Deputy Director of Prison Operations or designate, a Sentence Planning representative and other identified members tasked with determining which prisoners would perform jobs within the prisons.
RECOMMENDATION 61	Prisoner's applications for job opportunities within the prisons should be considered by the Prison Work Board, and reviewed within the context of and consistency with the prisoner's Sentence Plan.
RECOMMENDATION 62	<p>There are a number of areas that need to be addressed in the rehabilitation framework and the below are all priorities:</p> <ul style="list-style-type: none"> a) Gender Dedicated programming – females in prison have unique pathway to criminal activity and unique needs to be addressed as part of the Rehabilitation Framework for the female prison. Many of the female prisoners have been victims of sexual and/or physical violence and trauma counselling is an important component of their recovery. Other rehabilitation programs such as addictions counselling needs to be constructed from the female perspective. It is equally important that the female offenders have educational and work opportunities that prepare them for return to the community. While there were a number of programs that existed at one time in the female prison, currently the programs are very limited. b) Drug and alcohol counselling is severely lacking in both the male and female prison. There is significant external expertise that can be brought in to address this gap quickly – see recommendation 33 . Enhancement of the 12 step support groups would be beneficial. There seemed to be significant drug use within the prison and offenders discussed the use of drugs to manage boredom, frustration, lack of access to programs/work opportunities etc. The lack of rehabilitation opportunities appears to be contributing to drug use within the facility and does not bode well for the community as these offenders are

	<p>released.</p> <ul style="list-style-type: none"> c) Vocational and educational programmes are needed with a strong emphasis on addressing literacy issues as these impact on the offender's ability to engage in other rehabilitation and work programs. When we toured the male prison we were made aware that 25 computers have been donated to help offenders develop computer literacy skills but they are sitting unused. The female prison had computers as well but again there seemed to be limited structured programming related to their use. Given the necessity of computers skills for most jobs it should be a priority to get a program started that allows offenders access to the computers to develop these skills. d) A building for vocational training was close to completion. The staffing for this program must fall under the rehabilitation mandate. e) Preparation for Employment programs – we had the opportunity to hear about 3 programs that were being offered in different setting to help prepare young people and offenders for work. They included the Passport to Success offered by the Wellness Centre, Men of Standard offered by Mr Bodden at the University College of the Cayman Islands and a work preparation program that was offered in the past in the prison by the Department of Employee Relations. These programs teach participants skills necessary to be successful in a work environment and are applicable to both the male and female prisons. f) Work programs – see recommendation 56. The approach should value work as one aspect of rehabilitation but not pit work against involvement in counselling, education or other rehabilitation activities. g) Community Employment Program – see recommendation 36. h) Sex offender treatment should be offered within the facility and programs involving release into the community need to take into consideration the specific risk factors posed by this group. For example, offenders whose target group has been children need to have conditions imposed that prevent them from work in any organizations that are child focused. i) Anger management/Stress management/Healthy Relationships – offenders expressed difficulty managing stress/anger and the difficulty of trying to maintain relationships with partners and children particularly with the longer sentences. Offenders and their families could benefit from cognitive-behavioural programs addressing these risk factors. j) Parenting programs – male and female offenders with children should participate in parenting programs as part of their Sentence Plan. Gaps in parenting skills contribute to generational problems that put children at higher risk. These programs should be a prerequisite for home visits where children are involved. k) Prison Ministry – the importance of spirituality in recovery was touched on by offenders and stakeholders such as the volunteers supporting chapel services. It is our understanding that the Prison Chaplain position will be filled shortly. Community churches are willing to play a greater role in reintegration but need support to engage in building programs
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	<p>that create structure for supporting offenders. Examples such as the Bridge Prison Ministry and Circles of Support and Accountability may provide models for community churches to engage more actively and constructively in the reintegration of offenders.</p> <p>l) Role of Arts - there were a number of examples provided where in the past offenders had put together productions, speaking engagements etc to reach out to youth about their experiences in the hope that it would assist youth in making better choices. These activities provided constructive outlets for the offenders and provided an opportunity for them to give back to their communities in a positive way. These activities also provide an opportunity to engage offenders and the youth they speak to formally acknowledging their Caymanian culture and provide an opportunity to reconnect with the strength of their history. These opportunities should be part of the Rehabilitation Framework.</p>
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APPENDIX C: Proposed Implementation Plan (February 2012 to May 2012)

RECOMMENDATIONS	KEY DELIVERABLE DATES/MILESTONES	NOTES
<p>RECOMMENDATION 46: The Vision and Mission Statement of HM Cayman Island Prison Service should be revised to reflect rehabilitation of prisoners as a Core Business of the Prison Service.</p>	<p>Revision of the Vision and Mission statements by the HM Cayman Island Prison Service demonstrates to staff the commitment to rehabilitation – February/March 2012.</p>	<p>It is important for all staff in the prison service to understand that rehabilitation is an important mandate of the prison service.</p>
<p>RECOMMENDATION 48: Create a Deputy Director of Prison Rehabilitation with responsibility for rehabilitation programs within the prisons. The Deputy Director of Prison Rehabilitation position must be filled by a candidate with the following knowledge requirements: advanced knowledge of rehabilitative theories, principles and practices and correctional treatment programming, including the organization and effectiveness of such strategies as cognitive-behavioural programs, adult learning, anger management, substance abuse interventions, coordinated discharge planning, gender responsive programming, work programs as well as a good understanding of methods of program measurement/assessment to make recommendations for short and long-term changes to meet programming/rehabilitative goals while meeting security standards. (see report for details of knowledge required)</p>	<p>Appoint a Deputy Director of Prison Rehabilitation by February/March 2012. The Public Sector Experts recommend Ms Joseph-Caesar for the position. Ms Joseph-Caesar demonstrated the required knowledge and skills through her educational background and work experience.</p>	<p>Stakeholders expressed concern that implementation of recommendations in the past was not successful due to lack of leadership. They expressed confidence in Ms Joseph-Caesar’s work to date and her capacity to lead change. These existing positive relationships will assist in the implementation of the rehabilitation recommendations in the prisons.</p>
<p>RECOMMENDATION 49: The position of Deputy Director of the Prison should be renamed Deputy Director of Prison Operations with responsibility for operational and security concerns within the prisons</p>	<p>Implement the changes to the title and the reporting relationships upon appointment of the Deputy Director of Prison Rehabilitation – February/March 2012.</p>	<p>A reporting structure is required in the prison that provides equal authority for operations and rehabilitation.</p>
<p>RECOMMENDATION 50: The Deputy Director of Prison Rehabilitation and the Deputy Director of Prison Operations should report to the Director of Prisons for in-prison activities.</p>	<p>Implement the changes to the reporting relationships upon appointment of the Deputy Director of Prison Rehabilitation – February/March 2012.</p>	<p>A direct reporting relationship to the Director demonstrates the commitment to rehabilitation at the senior levels of the prison.</p>

RECOMMENDATIONS	KEY DELIVERABLE DATES/MILESTONES	NOTES
RECOMMENDATION 51: All other reporting functions within the prisons related to rehabilitation, care and custody below the Deputy Director of Prison Rehabilitation or Deputy Director of Prison Operations report to those two positions.	The staff positions within the prison that support rehabilitation report to the Deputy Director of Prison Rehabilitation or their manager does. These changes to be implemented with the appointment of the Deputy Director of Prison Rehabilitation.	Proper reporting relationships are required for implementation of the recommendations.
RECOMMENDATION 52: The Deputy Director of Prison Rehabilitation should have a direct reporting relationship to the Portfolio of Internal/External in respect of rehabilitation programs, the involvement of external stakeholders in rehabilitation programs and how rehabilitation programs conflate with or compliment the National Crime Reduction Strategy	The Deputy Director of Prison Rehabilitation will have a dual reporting relationship to the Director of Prisons and the Deputy Chief Officer, Portfolio of Internal and External Affairs responsible for the prison - February/March 2012.	Community relationships and support of the National Crime Prevention Strategy require an external reporting relationship.
RECOMMENDATION 47: Her Majesty's Cayman Island Prison Service Strategic Plan and the budget for the period of 2012 to 2016 be reviewed and revised to include the Rehabilitation Recommendations from this report.	Review the prison budget by March 2012 and ensure that sufficient resources are dedicated to implement the rehabilitation recommendations.	Success of the National Strategy for Rehabilitation as it relates to the prison requires reinvestment of resources stripped from programs.
RECOMMENDATION 53: A Rehabilitation Committee, chaired by the Deputy Director of Rehabilitation, be created composed of representatives from various community organizations and other relevant government departments with a role to play in the rehabilitation of offenders.	Bring together a committee of representatives and create a terms of reference by May 2012.	It is important to capitalize on the significant interest expressed by stakeholders in involvement in rehabilitation activity in the prison.
RECOMMENDATION 40: The Cayman Government should create a structured Community Employment Program comprised of: a committee co-lead by a private sector lead and the Deputy Director of Rehabilitation to bring together private sector partners along with other government partners for the purpose of developing a community work program to assist offenders in reintegrating into the community.	Create a committee to develop a structured Community Employment program by April 2012.	Community partnerships are essential for the success of the community work program and the involvement of people such as Charles Jennings will contribute to greater likelihood of success.
RECOMMENDATION 41: The Community Employment	The committee developing the structured	Participating employers are being

RECOMMENDATIONS	KEY DELIVERABLE DATES/MILESTONES	NOTES
Program should include incentives for participating employers including, but not be restricted to, wage supplements and access to work permits to encourage employers to participate in the Community Employment Program.	Community Employment Program should present to government a list of potential incentives for participating employers by May 2012 .	asked to contribute significantly the Rehabilitation and Crime Prevention strategy and their role should be recognized.
RECOMMENDATION 42: The Prisons Inspection Board should have unrestricted authority and ability to inspect prisons at any time without any prior notice to prison officials. Any barriers to such unrestricted inspection should be immediately removed.	Independent inspections are an important component of maintaining transparency in prison operations and of building community confidence in the operation of the prison. Implement changes to the Prison Inspections Board terms of reference by April/May 2012 .	The prison budget is a significant component of the overall government budget and the community must be confident that this money is being used effectively.
RECOMMENDATION 43: No prison officer should accompany the Prisons Inspection Board on its inspection. If there are legitimate security concerns at any time then these need to be addressed to permit safe access.	Include in Terms of Reference – April/May 2012 .	
RECOMMENDATION 44: The Cayman Government should create an independent prisoner complaint process that establishes an individual or agency independent of government and outside of the prison that is empowered to adjudicate upon the complaint.	Involve Prison Inspection Board to have process developed by April/May 2012 .	
RECOMMENDATION 45: The independent complaint process should have in place a structure that is independent of HM Cayman Island Prison Service consisting of: (a) A sub-committee of the Prisons Inspection Board which would receive each Complaint and make a determination if the sub-committee could resolve the Complaint at that stage; (b) A Complaints Commissioner to whom the sub-committee of the Prisons Inspection Board could refer Complaints that the sub-committee was	Develop process by April/May 2012 .	

RECOMMENDATIONS	KEY DELIVERABLE DATES/MILESTONES	NOTES
<p>unable to resolve.</p> <p>(c) The prisoner complaint process must allow prisoner complaints to be sent to that independent individual or agency without review or interference from government or prison officials and provide prisoners a means of submitting their complaint without staff being involved.</p> <p>(d) The sub-committee of the Prisons Inspection Board tasked with initially receiving and attempting to resolve Complaints must have unrestricted authority to visit the prisons at any time without prior notice and have unrestricted unsupervised access to all areas of the prison save and except the high security block.</p>		
<p>RECOMMENDATION 37: The National Drug Council should be mandated to oversee the immediate reintroduction of drug and alcohol counselling into Northward and Fairbanks.</p>	<p>Reintroduction should focus initially on the pilot group (Pilot Project Recommendation 57) by May 2012 and then be expanded to full prison population by December 2013.</p>	
<p>RECOMMENDATION 34: The National Drug Council should be tasked with the immediate responsibility to complete a structural review of the drug and alcohol treatment services available in the Cayman Islands with the goal of creating a continuum of specialized drug and alcohol counselling from education/awareness prevention activities identified through the information available in the Student Drug Use Survey, to evidence based counselling/interventions for adolescents and adults.</p>	<p>The National Drug Council should be supported with the resources necessary to present a work plan for a full structural review by May 2012 with the review and an implementation plan to be completed by September 2012.</p>	<p>Successfully addressing addictions in the Cayman island is key to the success of the rehabilitation and the Crime Prevention strategies.</p>
<p>RECOMMENDATION 29: The National Drug Council should be tasked with the immediate responsibility to review the program at Caribbean Haven and make recommendations for a new approach to the residential program that requires a shorter stay combined with an</p>	<p>Drug and alcohol addiction are a key contributing factor to crime in the Cayman Islands. The only residential program is not meeting the needs of clients. Sufficient resources need to be provided to the National Drug Council to undertake a</p>	<p>Effective treatment of addictions is key to the success of both the National Strategy for Rehabilitation and the Crime Prevention Strategy so this must</p>

RECOMMENDATIONS	KEY DELIVERABLE DATES/MILESTONES	NOTES
aftercare component.	review to be completed with recommendations for next steps by May 2012 .	be a priority.
RECOMMENDATION 23: The Cayman Government should institute an immediate review of all counselling services provided by Governmental Departments and private service providers to develop a revitalized service delivery model that addresses children, youth and families at risk, the management of social benefits, and counselling of prisoners referred by the Department of Community Rehabilitation.	A work plan for the review of all counselling services should be completed by May 2012 with the review and an implementation plan completed by September 2012 .	A more effective service delivery model will respond better to the needs of children, youth and families
RECOMMENDATION 18: The Cayman Government should task one government department with the responsibility of developing transitional housing and should require that department to develop a plan in conjunction with the private sector to create transitional housing for the high risk groups identified (youth aging out of care, mental health clients, clients with addictions and prisoners transitioning back to the community from prison).	Identify the appropriate government department by May 2012 . Convene meeting with other government departments and private sector to develop a Transitional Housing plan by September 2012 .	Consideration for membership to be given to members of the Hope Foundation Board as they have successfully implemented transitional housing for adults recovering from addictions.
RECOMMENDATION 39: The Caymanian Government should create a committee of current Caymanian prison staff, Caymanian on staff in the police force, and member of the public who are Caymanian citizens to: (a) determine what barriers exist to employing Caymanian staff as members of the prison staff, (b) formulate a plan to address and remove those barriers within 2 years; and (c) to articulate a plan of action to achieve the desired staff ratios within the stipulated times.	A committee of current Caymanian staff be convened by April/May 2012 and tasked with formulating a plan to address and remove barriers by July/August 2012 .	Addressing the lack of Caymanians on prison staff, in the police force and in counselling positions is important as over 90% of those coming into contact with police, prison staff and counsellors are Caymanian and so we recommend that a committee of current Caymanians on staff be brought together to develop a succession plan that includes increasing representation in this work groups

RECOMMENDATIONS	KEY DELIVERABLE DATES/MILESTONES	NOTES
		by identifying and addressing barriers.
RECOMMENDATION 38: The Caymanian government should set an immediate target of having the prison staff be composed of 50% Caymanians by 2016.	Target to be set by March/April 2012 to inform work of Committee described in Recommendation 39.	
RECOMMENDATION 27: A partnership should be formed with the Family Guidance Centre, DCFS and Education to provide enhanced services to the children and families identified in the BEST program.	Ministry of Education to take lead on creating partnership to be created by May/June with plan to provide enhanced services to children, youth and families identified in BEST program to be ready for implementation September 2012.	Ministry of Education identified a need to have more specialized services for these children, youth and families than it can provide within its mandate.
RECOMMENDATION 8: Incorporate into the planning of the new facility the capacity to provide service to youth requiring protection separate from youth who are offending.	Due to the detrimental impact of mixing these two populations for the youth in need incorporate into the planning capacity to provide service to these two groups of youth separately – May 2012 .	Research indicates that when youth not involved in criminal activity are provided service with youth who are involved in criminal activity, they are at risk of developing peer relationship which may lead to criminal offending.
RECOMMENDATION 17: The Cayman Government should immediately adopt as a policy that suitable transitional housing will be provided separately for youths and for adults.	The needs of youth are different than those of adults and as work is being done on transitional housing this should be reflected in the foundational principles.	
RECOMMENDATION 57: A rehabilitation pilot project under the direction of the Deputy Director of Rehabilitation should be implemented with a small group of prisoners that combines robust Sentence Planning, community supervision and performance reporting by the Department of Community Relations for each prisoner in the pilot project	Implement a rehabilitation pilot by May 2012 in both the male and female prisons.	Given the size of the change agenda, a pilot project will allow all involved to test out the approaches being implemented.
RECOMMENDATION 58: The Department of Community Rehabilitation should be involved in Sentence Planning from the point of a prisoner's admission through to and including supervision after	Clarity around the role of Probation Staff in Sentence Planning to be achieved by May 2012 .	The Department of Community Rehabilitation is a key partner is reducing recidivism and achieving the goals of the Crime Prevention

RECOMMENDATIONS	KEY DELIVERABLE DATES/MILESTONES	NOTES
release.		Strategy.
RECOMMENDATION 59: Prisoners should be required to attend all rehabilitation programs which have been identified as programs they need to take as part of their Sentence Plan	Participation in rehabilitation programming as part of the expectation of the prisoner to be implemented in the pilot project by May 2012 and expanded to the full sentenced prison population by December 2013 .	Prisoners need to understand that their participation in rehabilitation will determine their eligibility for home visits, work programs etc.
RECOMMENDATION 54: A Sentence Plan for each sentenced offender should be created within 30 days of admission to prison.	This to be implemented with the pilot group of offenders by May 2012 and the full sentenced prison population by December 2013 .	This provided offenders a clear/transparent plan.
RECOMMENDATION 55: The Sentence Plan should be completed for any offenders with sentences over 30 days in length.	This approach to be implemented first with the pilot group and the full sentenced prison population by December 2013 .	
RECOMMENDATION 56: Sentence planning is a mandatory activity for all sentenced offenders with sentences over 30 days. Consideration for counselling, education programs, work within the prison, home visits, community work programs etc. are all based on active participation in Sentence Planning. Work within the prison should be part of the rehabilitation program, not in competition with the rehabilitation program. If an offender is participating actively in their rehabilitation plan and it does not yet include a work assignment, they should receive the same compensation as an offender whose plan does include a work assignment. Work assignments should be seen as the opportunity to develop skills, demonstrate reliability etc. identified goals in the Sentence Plan.	Introduce the connection between Sentence Planning and participation in various activities such as literacy programs, work in prison, community work, home visits initially in the pilot group by May 2012 and expand to the full prison population.	
RECOMMENDATION 60: A Prison Work Board internal to the prison should be established composed of the Director of Rehabilitation or designate, the Director of Operations or designate, a Sentence Planning representative and other identified members tasked with determining which prisoners would perform jobs	The work board should apply first to the offenders in the pilot group to clarify process and decision making – May 2012 .	

RECOMMENDATIONS	KEY DELIVERABLE DATES/MILESTONES	NOTES
within the prisons.		
<p>RECOMMENDATION 61: Prisoner’s applications for job opportunities within the prisons should be considered by the Prison Work Board, and reviewed within the context of and consistency with the prisoner’s Sentence Plan.</p>	<p>Applications to be developed and reviewed by the Work Board – May 2012.</p>	
<p>RECOMMENDATION 62: There are a number of areas that need to be addressed in the rehabilitation framework and the below are all priorities:</p> <p>(a) Gender Dedicated programming – females in prison have unique pathway to criminal activity and unique needs to be addressed as part of the Rehabilitation Framework for the female prison. Many of the female prisoners have been victims of sexual and/or physical violence and trauma counselling is an important component of their recovery. Other rehabilitation programs such as addictions counselling needs to be constructed from the female perspective. It is equally important that the female offenders have educational and work opportunities that prepare them for return to the community. While there were a number of programs that existed at one time in the female prison, currently the programs are very limited.</p> <p>(b) Drug and alcohol counselling is severely lacking in both the male and female prison. There is significant external expertise that can be brought in to address this gap quickly – see recommendation 33 . Enhancement of the 12 step support groups would be beneficial. There seemed to be significant drug use within the prison and offenders discussed the use of drugs to manage boredom, frustration, lack of access to programs/work opportunities etc. The lack of rehabilitation</p>	<p>Present the identified areas to be addressed in a Rehabilitation Framework to the Rehabilitation Committee (Recommendation 53) by May 2012.</p> <p>Task the committee with developing a work plan to be that looks at the various components of the Rehabilitation Framework within the male and female prison and lays out an implementation plan that identifies the resources required to achieve success – September 2012.</p>	

RECOMMENDATIONS	KEY DELIVERABLE DATES/MILESTONES	NOTES
<p>opportunities appears to be contributing to drug use within the facility and does not bode well for the community as these offenders are released.</p> <p>(c) Vocational and educational programmes are needed with a strong emphasis on addressing literacy issues as these impact on the offender’s ability to engage in other rehabilitation and work programs. When we toured the male prison we were made aware that 25 computers have been donated to help offenders develop computer literacy skills but they are sitting unused. The female prison had computers as well but again there seemed to be limited structured programming related to their use. Given the necessity of computers skills for most jobs it should be a priority to get a program started that allows offenders access to the computers to develop these skills.</p> <p>(d) A building for vocational training was close to completion. The staffing for this program must fall under the rehabilitation mandate.</p> <p>(e) Preparation for Employment programs – we had the opportunity to hear about 3 programs that were being offered in different setting to help prepare young people and offenders for work. They included the Passport to Success offered by the Wellness Centre, Men of Standard offered by Mr Bodden at the University College of the Cayman Islands and a work preparation program that was offered in the past in the prison by the Department of Employee Relations. These programs teach participants skills necessary to be successful in a work environment and are applicable to both the male and female prisons.</p> <p>(f) Work programs – see recommendation 56. The approach should value work as one aspect of</p>		

RECOMMENDATIONS	KEY DELIVERABLE DATES/MILESTONES	NOTES
<p>rehabilitation but not pit work against involvement in counselling, education or other rehabilitation activities.</p> <p>(g) Community Employment Program – see recommendation 36.</p> <p>(h) Sex offender treatment should be offered within the facility and programs involving release into the community need to take into consideration the specific risk factors posed by this group. For example, offenders whose target group has been children need to have conditions imposed that prevent them from work in any organizations that are child focused.</p> <p>(i) Anger management/Stress management/Healthy Relationships – offenders expressed difficulty managing stress/anger and the difficulty of trying to maintain relationships with partners and children particularly with the longer sentences. Offenders and their families could benefit from cognitive-behavioural programs addressing these risk factors.</p> <p>(j) Parenting programs – male and female offenders with children should participate in parenting programs as part of their Sentence Plan. Gaps in parenting skills contribute to generational problems that put children at higher risk. These programs should be a prerequisite for home visits where children are involved.</p> <p>(k) Prison Ministry – the importance of spirituality in recovery was touched on by offenders and stakeholders such as the volunteers supporting chapel services. It is our understanding that the Prison Chaplain position will be filled shortly. Community churches are willing to play a greater role in reintegration but need support to engage in building programs that create structure for supporting offenders. Examples such as the Bridge Prison Ministry</p>		

RECOMMENDATIONS	KEY DELIVERABLE DATES/MILESTONES	NOTES
<p>and Circles of Support and Accountability may provide models for community churches to engage more actively and constructively in the reintegration of offenders.</p> <p>(I) Role of Arts - there were a number of examples provided where in the past offenders had put together productions, speaking engagements etc to reach out to youth about their experiences in the hope that it would assist youth in making better choices. These activities provided constructive outlets for the offenders and provided an opportunity for them to give back to their communities in a positive way. These activities also provide an opportunity to engage offenders and the youth they speak to formally acknowledging their Caymanian culture and provide an opportunity to reconnect with the strength of their history. These opportunities should be part of the Rehabilitation Framework.</p>		

APPENDIX D: Proposed Implementation Plan (June 2012 to September 2012)

RECOMMENDATIONS	KEY DELIVERABLE DATES/MILESTONES	NOTES
RECOMMENDATION 1: The Children’s Law should be implemented forthwith to provide greater protection to children.	Implement Children’s Law by September 2012 .	Stakeholders identified the need for protection in the law to be implemented to safeguard children and to emphasize the importance of the family unit and roles/responsibilities of parents.
RECOMMENDATION 5: Police should receive specific training in restorative justice strategies including diversion.	Provide police training to identified leaders in the police force in restorative justice strategies, remove barriers to implementing increased diversion and direct more police resources to community policing by September 2012 with a plan to provide training to the full police force and develop more comprehensive community policy strategies by September 2013 .	Police play a key role in rehabilitation and crime reduction not only through enforcement but through effective diversion and strong community relationships.
RECOMMENDATION 6: Police policies should be reviewed to remove any policy barriers to implementing restorative justice strategies including diversion.		
RECOMMENDATION 7: More police resources should be directed to community policing as an important component of prevention for youth who are struggling in the community.		
RECOMMENDATION 12: A specialized court for youth should be established with court scheduling being structured to keep young persons’ court proceedings separate and apart from adult court proceedings.	Establishing court scheduling to keep youth matters separate from adult by September 2012 .	
RECOMMENDATION 14: Training should be provided in dual diagnosis treatment and programs for all professionals and support agencies providing services to the Integrated Restorative Justice Court in dealing with the dual diagnosis offender.	Relevant agencies/court personnel to participate in training to prepare for the introduction of an Integrated Restorative Justice court dealing with offenders with addictions, mental health issues and dual diagnosis by September 2012 .	Many stakeholders identified the gap in responding to offenders with mental health and dual diagnosis and the need for specialized training in order to respond effectively.
RECOMMENDATION 35: The review should identify what agency is best positioned to provide specialized drug and alcohol counselling services, what flexibility is required in scheduling to be responsive to the range of	The outcome of the review (RECOMMENDATION 34) by the National Drug Council is to include a work plan to create the needed Continuum of Services with implementation underway by	

RECOMMENDATIONS	KEY DELIVERABLE DATES/MILESTONES	NOTES
needs and what performance measures are needed for each of the components of the spectrum.	September 2012.	
RECOMMENDATION 36: The National Drug Council should be mandated to oversee the planning for immediate introduction of drug and alcohol counselling into the new Youth Detention centre concurrent with it becoming operational.	Planning to be included into broader youth facility planning by September 2012.	
RECOMMENDATION 24: The Department of Children and Family Services should add an evidence based high risk wrap around program to address those children and youth that otherwise might be at risk of being removed from their families.	The review (RECOMMENDATION 23) needs to identify resources that can be dedicated to implementing a wrap around program (I.e. Multisystemic therapy) by September 2012.	Research is clear that investing in services that keep high risk youth in their families with proper support has been outcomes than institutionalizing children. This approach can target risk factors contributing to teenage pregnancy, another high risk area identified by stakeholders.
RECOMMENDATION 26: The Ministry of Education should explore the option of introducing SNAP – Stop Now and Plan, an evidence based program for 6 to 11 year olds, as the more intensive level of intervention they have identified is needed. In a number of jurisdictions SNAP has become part of their Crime Prevention strategy. This could provide support to Cayman Brac as well.	Explore whether SNAP will meet the need identified in BEST and plan training to be implemented in September 2012.	As SNAP uses front line staff Education could partner with DCFS, the Wellness Centre, and Cayman Brac in training staff.
RECOMMENDATION 28: Work with the private sector to identify what skills are required on the Island and develop suitable trade programs to address that need. Continue to strengthen literacy skills across groups at risk.	Ministry of Education to consult with Community Employment Program Committee by September 2012.	Stakeholders identified the challenges for youth leaving high school at 16 who are not continuing to higher education. These youth are at risk without other opportunities to develop skills that will lead to employment. This is an area that is required for the prison as well.

RECOMMENDATIONS	KEY DELIVERABLE DATES/MILESTONES	NOTES
<p>RECOMMENDATION 19: The Department designated by the Cayman government with responsibility to develop transitional housing should create a committee of public/private sector partners co-lead by the private sector to explore how the private sector can assist in the establishment of transitional housing.</p>	<p>The Committee created in RECOMMENDATION 18 will identify creative solutions for building and funding transitional housing – September 2012.</p>	<p>Stakeholders are invested in identifying solutions as lack of transitional housing is affecting the successful reintegration of a number of groups.</p>
<p>RECOMMENDATION 20: Existing properties where there is sufficient space to add compatible transitional housing should be immediately identified, to enable the private sector to assist in aspects of financing the development. Axiomatically this would be another area where work opportunities could be created for offenders.</p>	<p>Create portfolio with all existing properties to be shared with the Committee identified in RECOMMENDATION 18-19 – June 2012.</p>	

APPENDIX E: Proposed Implementation Plan (October 2012 to January 2013)

RECOMMENDATIONS	KEY DELIVERABLE DATES/MILESTONES	NOTES
RECOMMENDATION 13: The Drug Treatment Court should be re-constituted as the Integrated Restorative Justice Court with a mandate to deal with offenders who suffer from mental illness and/or from drug or alcohol addiction.	Training to be completed (RECOMMENDATION 14) and foundational work required for reconstituted Integrated Restorative Justice Court by Dec 2012 .	The success of the Drug Court is a strong foundation for expanding to meet the needs of mental health offenders and will contribute to Crime Prevention.
RECOMMENDATION 30: All residential programs should include annual outcome objectives and expectations for the program.	Residential programs to identify their objectives and outcomes by September 2013 .	Evidence based practice requires rigor in evaluating whether the service is actually meeting the need.
RECOMMENDATION 31: All residential programs should report annually to the National Drug Council on achieving the program outcome objectives and expectations.	Residential drug treatment programs are to identify outcomes and start to report annually as of January 2013 .	Reporting on outcomes is part of providing evidence based programming and evaluating effectiveness.
RECOMMENDATION 32: The National Drug Council should report annually to the Cayman Government on residential program outcome objectives and expectations.	Create a reporting structure and start to report to Cayman Government as of January 2013 .	This clarifies the accountability structure for the addictions programs.
RECOMMENDATION 33: Funding decisions for residential programs should be tied to achieving program objectives and expectations.	Achievement of outcomes should inform budget discussion for the following year as social programs are not revenue producing, they are producing social results and need to be evaluated on that basis – January 2013 .	As governments face restraints it is important that decisions related to social programs are based on how effectively they are meeting the needs of their clients and the community.
RECOMMENDATION 21: Once transitional housing is developed, movement of an offender from prison to transitional housing should only occur as part of Sentence Planning which specifies rehabilitative programs to be completed while occupying the transitional housing. Continued residence in transitional housing should only occur as long as the offender complies with the rehabilitative programs identified in	To be implemented upon development of transitional housing.	

RECOMMENDATIONS	KEY DELIVERABLE DATES/MILESTONES	NOTES
the offender's Sentence Plan.		
RECOMMENDATION 22: Offenders on early release who fail to comply with the rehabilitative programs identified in the reintegration component of the Sentence Plan should be subject to being returned to the custodial institution.	To be implemented upon development of transitional housing.	
RECOMMENDATION 2: Implement legislation, which articulates the principles mentioned above, providing authority to the new youth facility to hold youth in detention/custody and identifies the role of probation services for youth.	Implement legislation that provides authority to hold youth in new detention custody facility and that identifies the role of the probation services for youth – December 2012.	Legislation for youth must be separate from the Prison Law so it can articulate the principles necessary for youth.
RECOMMENDATION 25: The Cayman Government should enact legislation that provides a statutory structure for workers to maintain children at risk within the family unit but provide supervised services through such means as a Supervision Order or a Parenting Order.	Enact legislation that provides workers additional tools to maintain children in families – December 2012. Linked to RECOMMENDATION 24.	Research supports maintaining at risk children/youth in families whenever possible.
RECOMMENDATION 3: The Alternative Sentencing Law, the Probation of Offenders Law, the Penal Code and the Misuse of Drugs Law should be reviewed and if necessary amended to specifically mandate diversion programs, to strengthen current diversion alternatives, and provide police the option of cautioning youth who are apprehended with cannabis for their own consumption.	Complete review and implement changes required to implement changes required to broaden community service opportunities, provide police option of cautioning youth re cannabis and strengthen diversion of youth and low risk offenders by December 2012.	This is important as part of the Crime Prevention Strategy as well.
RECOMMENDATION 4: The Alternative Sentencing Law should be reviewed and if necessary be amended to allow broader community service opportunities.	Implement by December 2012.	Effective community alternatives that keep low risk offenders out of prison are important initiatives in reducing crime.
RECOMMENDATION 9: The Alternative Sentencing Law, the Probation of Offenders Law, the Penal Code and the Misuse of Drugs Law should be reviewed and if	Review legislation to determine whether sentences can be structured to combine a period of custody followed by probation supervision by	These components are important for both the National Strategy on Rehabilitation and the Crime

RECOMMENDATIONS	KEY DELIVERABLE DATES/MILESTONES	NOTES
necessary amended to specifically mandate a sentence that combines a custodial period to be followed by a period of probation supervision.	October 2012 with plans to implement legislative change by December 2012 .	Prevention Strategy.
RECOMMENDATION 10: Legislation should be reviewed to insure that effective and meaningful consequences flow from an offender's breach of probation, and if necessary the legislation should be strengthened to provide for effective, meaningful consequences for offenders who, while on a period of community supervision, fail to carry through with the terms imposed upon the offender.	The same review should determine how to strengthen effective, meaningful consequences that flow from an offender's breach of probation.	
RECOMMENDATION 11: Amend Parole Law to allow for notification of the victim as this strengthens the responsiveness of the system to the victim.		
RECOMMENDATION 15: The Sentencing Law should be reviewed to insure that any time a prisoner spends in hospital for medical treatment is credited to that prisoner's custodial sentence.	Review sentencing law by May 2012 to insure that any time a prisoner spends in hospital is credited to prisoner's custodial sentence.	Rectify unfair practice that currently exists.
RECOMMENDATION 16: There should be an immediate review of the current slate of offences where mandatory minimum sentences are imposed to determine whether a mandatory minimum sentence remains the most effective way to respond to those offences.	Undertake a review of the current slate of offences where mandatory minimum sentences are imposed to determine whether this remains the most effective way to respond to those offences by December 2012 .	Many jurisdictions are undertaking reviews of this approach as it has been determined that it is not effective in reducing crime and is expensive due to impact on incarceration rates.