

Table of Contents

INTRODUCTION

OPENING CEREMONY

AGENDA ITEM 1 NATIONAL REPORTS ON CONTEMPORARY ISSUES IN CORRECTIONS

AGENDA ITEM 2 THE PROMOTION OF INTERNATIONAL COOPERATION

AGENDA ITEM 3 THE MANAGEMENT OF HIGH PROFILE AND DANGEROUS PRISONERS

AGENDA ITEM 4 'DOING MORE WITH LESS': IMPROVING PRISON SERVICES AT TIMES OF
OVERCROWDING AND FINANCIAL CONSTRAINT

SPECIALIST MEASURING THE SUCCESS OF PRISONERS' TREATMENT PROGRAMS

WORKSHOP 1

SPECIALIST PREPARING AND HELPING INMATES TO ADAPT TO SOCIETY ON RELEASE

WORKSHOP 2

SPECIALIST STAFF TRAINING AND DEVELOPMENT

WORKSHOP 3

CONFERENCE BUSINESS

CLOSING CEREMONY

Appendix A 25th APCCA Registration & List of Participants

Appendix B Correctional Statistics for Asia and the Pacific 2005

Appendix C Conference Programme

Appendix D APCCA DISCUSSION GUIDE 2005

Appendix E Summary of Substantive Agenda Items at Conference No.1 to 25

Appendix F Summary of Specialist Workshop Items at Conference No.21 to 25

Appendix G Report on Administration of APCCA Fund

Appendix H APCCA Secretariat Report (October 2004 - September 2005)

Appendix I Conference Hosts from 2006 to 2010

Appendix J National & Regional Participation in the APCCA

Appendix K APCCA Membership List 2005/2006

Appendix L Governing Board Membership 2004/2005

Appendix M APCCA Finance Committee Meeting

Appendix N The APCCA Joint Declaration, as amended at the 24th APCCA

INTRODUCTION

This report is a summary of the proceedings of the Twenty Fifth Asian and Pacific Conference of Correctional Administrators (APCCA) held in Seoul, Republic of Korea from 25 to 30 September 2005. The conference was attended by delegations from 23 jurisdictions in the Asian and Pacific region (See Appendix A). Generally, the delegations were headed by the Chief Executive, Commissioner or Director General responsible for Corrections, often accompanied by other specialist staff.

The conference was hosted by Mr Yang Bong-Tae, Director General of the Corrections Bureau, Ministry of Justice, Republic of Korea. The Republic of Korea has been a strong supporter of APCCA, having attended all of the conferences since 1983 and previously hosting the conference in 1986.

The first APCCA meeting was held in Hong Kong in 1980, and developed from discussions between the then Director of the Australian Institute of Criminology and the then Commissioner of the Hong Kong Prison Service. Since 1980, the conference has met every year apart from 1990. From 1980 to 1992, the conference was assisted by the Australian Institute of Criminology and from 1993 to 2001 by Professor David Biles. In 2001, in order to ensure continuity, APCCA established a permanent secretariat. From the outset, the Secretariat's responsibilities have been shared between Hong Kong (China) and Singapore.

Between 1980 and 2004, APCCA met in numerous nations across the region: Australia (four times); Canada; China (twice); Hong Kong (China) (three times); Fiji; India; Indonesia; Japan (twice); Korea; Malaysia (twice); New Zealand (twice); Singapore; Thailand (twice) and Tonga. The topics that have been discussed at the various conferences are set out in Appendices E and F.

Over this period, the conference has developed several traditions. For example, it has always been accepted that the host has the right to select those to be invited. Host nations have also provided hospitality as well as logistical support and an appropriate venue. The official conference theme was 'Shared Values and Best Practices' but delegates were also able to share in the extensive and generous hospitality provided by Mr Yang. His staff were extremely diligent, helpful, providing every possible assistance to delegates. Together, they ensured that the conference was not only professionally valuable but also a thoroughly enjoyable event.

An important stage in APCCA's history was the signing of a Joint Declaration by all the jurisdictions who were present at the 2002 conference in Bali, Indonesia (see Appendix N). A number of other jurisdictions have signed up subsequently (see Appendix K for a list of current members). The Joint Declaration, which was the product of the deliberations of a Working Party, sought to place APCCA on a firmer and clearer footing for the future whilst not detracting from its positive established traditions. Key features of the Joint Declaration include a statement of general goals, the establishment of a

Governing Board (in place of the former Advisory Committee), formalisation of the APCCA fund and provisions relating to the appointment and responsibilities of the Rapporteur / Co-Rapporteur. At the Hong Kong (China) conference of 2003, Dr Neil Morgan and Mrs Irene Morgan served as Rapporteur and Co-Rapporteur respectively and, pursuant to the Joint Declaration, were elected by that conference to undertake these roles for the next three years.

At the conferences in Hong Kong (China) in 2003 and Singapore in 2004, there were a number of changes designed to promote a greater degree of discussion and debate between delegates. This process continued at this conference. The papers were probably of the highest standard at any APCCA conference, and generally followed the more structured format of the Discussion Guide. Presenters continued to make effective use of Powerpoint as an aid to formal presentations. As in Singapore, delegations made formal presentations to the whole conference on Agenda Item One. For Agenda Items 2 to 4, the main discussions were held in concurrent 'break out groups'. One of the facilitators of each break out groups then presented a summary of the findings and discussion to the conference as a whole.

Visits to correctional institutions have always been an integral part of APCCA conferences. Such visits complement the formal conference discussions and provide the best possible practical method for delegates to observe operations in other jurisdictions. For this conference, visits were conducted to Yeosu Correctional Institution and the Suwon Detention Centre. Both of these visits provided delegates with valuable insights into corrections in Korea and ideas to take home with them.

This report of the conference proceedings was drafted, as far as possible, while the conference was in progress. The draft was circulated to delegates on the final morning. A number of items were finalised after the conference and a final draft was produced. The final draft was distributed to delegates in November for any comment prior to finalisation. The Rapporteurs coordinated suggested amendments and the report was finalised in December 2005.

OPENING CEREMONY AND OFFICIAL SPEECHES

The opening ceremony was held in the Mugunghwa Ballroom at the conference venue (the Sheraton Grande Walkerhill Hotel). It began with a display of traditional Korean drumming and a video presentation about APCCA and corrections in Korea.

The Guest of Honour was Mr. Chun Jung-Bae, Minister for Justice in the Republic of Korea. Mr. Yang Bong-Tae, Director General of the Corrections Bureau of Korea and Mr. Chun Jung-Bae made welcoming speeches to delegates.

Welcome Speech by Mr. Yang Bong-Tae, Director General of the Corrections Bureau, Korea at the Opening Ceremony

Honorable Justice Minister of Korea, Mr. Chun Jung-Bae,
Professor Neil Morgan and Ms. Irene Morgan,
Director-General of Singapore Prison Service, Mr. Chua Chin Kiat,
Chief Executive of New Zealand Department of Corrections, Mr. Barry Matthews,
Distinguished guests, ladies and gentlemen,

First of all, I would like to extend my heartfelt welcome to all of you for participating in the 25th Asian and Pacific Conference of Correctional Administrators. It is with profound pleasure and privilege that I, on behalf of the Corrections Bureau of Korea, welcome you to this important international conference.

It is our second opportunity to host this conference, as the 7th APCCA was held in Korea in 1986. This time, as more than 130 delegates from 24 countries are participating in the conference, the 25th APCCA has become the largest conference in terms of the number of countries and delegates in the history of APCCA. Since its first conference which was held in Hong Kong in 1980, the APCCA has played its due role as a stage for international discussion for correctional administrators in the Asian and Pacific region to solve current issues in correctional fields.

During this conference, I hope we will explore a lot of measures that contribute to the development of corrections of member countries through the agenda sessions and workshops as we have done in past APCCA conferences. Apart from the discussion, I wish we could consolidate our friendship through a variety of events such as visits to correctional institutions, sightseeing, and diverse social activities. All these programs will surely make the APCCA maintain the tradition that it has sustained for the last 25 years.

Honorable delegates and distinguished guests,

For this APCCA in Seoul, the Korean Corrections Bureau has created an emblem that symbolizes the 25th APCCA. The feature of the emblem is taken from the *taeukgi*, the national flag of Korea. Its crystal blue color symbolizes not only peace and humanism but also strictness and transparency of law enforcement that the correctional administration pursues. Our Bureau also has made a slogan that reads “Sharing Values and Best Practices” in order to effectively convey the goal of APCCA. In addition, it has designed a flag of the APCCA and will donate it to be used as an official flag for APCCA from this year on. Also, delegates are scheduled to visit two correctional facilities in Korea. I hope all participants to be reminded their commitment to the correction and rehabilitation of inmates through this program.

Distinguished delegates,

This conference will proceed in the form of simultaneous discussion of breakout groups like the last conference in Singapore. I believe that this is an effective way to make efficient use of limited time and to induce active discussion. Lastly, I would like to extend my thanks to the delegates who willingly accepted our request to be facilitators at the breakout sessions and workshops.

I am also grateful to Professor Neil Morgan and Ms. Irene Morgan for their service as advisers on the overall process of this conference. I am confident that all our staff will do their best to actively cooperate to ensure your stay in Korea without any inconvenience. If you need any help, please do not hesitate to contact our staff at any time.

I wish your good health and happiness during your stay in Korea.

Thank you.

Opening Address by the Minister for Justice, Mr. Chun Jung-Bae

Honorable delegates and spouses,
Distinguished guests, Ladies and gentlemen,

On behalf of the Ministry of Justice of Korea, I am honored to welcome you to the opening ceremony of the 25th APCCA conference.

First of all, I would like to express my deep appreciation to Professor Neil Morgan and Ms Irene Morgan, and all delegates and observers from various countries for visiting Korea from afar. Due to your enthusiastic participation, this will be the largest APCCA conference we have yet held with more countries and more delegates than ever before. I am so pleased and honored to be with you all here today.

In the 21st century, various crimes and recidivism are on the rise amid the drastically changing environment of society, economy, and culture. As a result, the workload of the correctional administration has dramatically increased in recent years.

Furthermore, there is a growing demand for specialization and professionalism in correctional administration. Therefore, the importance of the correctional administration which serves as the final stage in the criminal justice system, being directly related to the success or failure of the criminal justice system, cannot be overemphasized.

With the rapid expansion of globalization, problems caused by various crimes are not confined to only one country. In this sense, the need for international cooperation in the correctional field is growing more than ever and international conferences such as APCCA are becoming vitally important. During this conference, the Corrections Bureau of Korea and the Correctional Services Department of Hong Kong are going to sign an MOU for the promotion of mutual cooperation between the two jurisdictions. I expect this kind of exemplary example of international cooperation will be expanded throughout the other countries in the years to come.

Honorable delegates,

Today, in most countries, the public expectation for the establishment of efficient and economical correctional administration grows daily. In response to these public demands over the correctional administration, many improvements on the inmates' living condition, outside contacts and inmate treatment programs have recently been made in Korea. Especially, I'd like to emphasize our efforts for the enhancement of inmates' human right. For this, we fully amended related laws including the Inmates' Disciplinary Punishment Regulation and the Restraints Instruments Regulation. Also permitting inmates to petition or appeal to the National Human Rights Commission of Korea, we make an effort to protect their rights.

And recently most local correctional institutions in Korea have decorated outdoor walls with paintings and established a place of art and culture inside them, focusing on the inmates' rehabilitation. The local correctional facilities are also endeavoring to maximize the efficiency of their operations by establishing the integrated correctional information data system, and are accelerating modernization of the facilities and equipment as well.

Distinguished delegates,

I have no doubt that the 25th APCCA conference will be a great success due to your active participation and cooperation. And I am sure that it will serve as an opportunity to consolidate friendship among member countries, so that the delegates from each country will become much closer to each other as fellow correctional officers. Seoul, the capital of the Republic of Korea where you stay for the period of conference, is very beautiful city that takes pride in the harmony of a long history and cultural heritage, nature and human, and past and present.

I sincerely hope that you will experience lots of attractions in Seoul and find time to visit as many places as you can during your stay here despite your hectic schedules.

Lastly, besides the Corrections Bureau of Korea as a host country, this conference has become possible thanks to the active support and cooperation of all representatives including the Hong Kong Correctional Services Department and the Singapore Prison Service, serving as the Secretariats of the APCCA.

I also would like to give my thanks to Mr. Yang Bong-tae, Director General of the Corrections Bureau of Korea, Professor Neil Morgan, the Rapporteur of the APCCA and the staff of the Organizing Office for 25th APCCA for their hard work in preparation for this conference. Again, I would like to express my heartfelt welcome to all of you to Seoul, Korea. I wish you good health and continued happiness.

Thank you.

After the speeches concluded, staff from the Korean Corrections Bureau escorted the APCCA symbols into the hall. The symbols are a Fijian war club and an Indian oil lamp. The Fijian war club may be associated with aggression and violence but its significance is that it is a sign of peace, harmony and civilisation when it is surrendered to another person. The Indian brass lamp is a symbol of learning and enlightenment. At the Opening Ceremony, delegates were also able to see the flag, prepared by the Corrections Bureau of Korea, which was later adopted by the conference as the formal APCCA flag. Together, these symbols embody the enduring values and traditions of APCCA.

The Minister for Justice Mr. Chun Jung-Bae also generously hosted the APCCA welcome dinner on the Monday evening. He delivered another address on the importance of correctional systems in society and the challenges that they face.

Address by the Minister for Justice, Mr. Chun Jung-Bae, at the Welcome Dinner

Honorable delegates and spouses
Distinguished guests,
Ladies and gentlemen,

It is my great pleasure to meet you again tonight after the opening ceremony of the 25th APCCA which was held this morning. As the Justice Minister of Korea, I am honored to have this welcome dinner with you on behalf of the Ministry of Justice.

As you know, the Asia and Pacific region where over the half of the world population lives, is playing a leading role in the 21st century. All of you here assume a great duty in

your country to establish social order through the efficient treatment of inmates and the prevention of repeated offenders by helping them to open a new chapter of life.

You are one of the most important safeguards of society in charge of maintaining social order and well-being. Also, you try to help offenders to be reintegrated into society and not to commit a crime after release. In this sense, it can be said that ordinary citizens lead their lives with a sense of security thanks to your hard work.

Especially, I consider all of you as purifiers of a society that is polluted by crime. Just as the water purifier refines contaminated water, you endeavor to reform the offenders who are contaminating society. Through this conference, I strongly expect correctional administration representatives from member countries to establish the foundation for mutual cooperation and correctional advancements.

Honorable delegates,

The Republic of Korea is a country of culture that takes pride in its history and tradition of about 5,000 years. From the ancient era, our ancestors loved peace and enjoyed dancing and singing. Such trait is still alive in today's Koreans. Although the time allowed for us is short, please enjoy the performance savoring the traditional culture of Korea.

Lastly, Korea has four distinctive seasons. This time, it is autumn, the most beautiful season in Korea. And Koreans are renowned for their kindness and politeness and have been benevolent to foreigners. I hope you to enjoy Korea fully, the beautiful nature and warm hearts of Korean people when you stay in Korea. During the conference, I wish health and good luck may be with all of you. And I sincerely hope everyone to make cherished memories while staying in Korea.

Thank you.

AGENDA ITEM ONE

NATIONAL REPORTS ON CONTEMPORARY ISSUES IN CORRECTIONS

1. Introduction

Since 1997, the first agenda item at all APCCA conferences has been a consideration of national reports on contemporary issues in corrections. This conference again revealed the region's enormous geographical, cultural, political and economic diversity. Delegates came from the world's most populous nations of China and India as well as from small Pacific Island nations such as Fiji, Kiribati and the Solomon Islands. Some jurisdictions are small but densely populated (such as Singapore and Hong Kong (China)) and others are vast but lightly populated (such as Australia and Canada). Some are highly advanced in technological and economic terms and others are still developing.

Such diversity presents both opportunities and challenges for a conference of this sort; it is inevitable that discussions will be wide ranging but it is also important to look for common themes and issues. This summary therefore aims to provide a thematic review and reference tool with respect to contemporary issues affecting corrections in the region. Readers should consult the national papers on the APCCA website for more detailed discussion of trends and developments in individual countries. It must be stressed that the quality of the papers continues to grow in terms of both detail and analysis. It is also likely that the higher quality of the papers reflects better information management and higher quality correctional services in the region. It also demonstrates the growing maturity of APCCA as a forum for open debate and analysis.

2. Correctional Services in their Broader Context

Correctional systems are affected by economic, political and structural constraints within their particular jurisdiction and by broader pressures such as globalization and international security. They can also be affected by unexpected events such as the SARS outbreak in 2002-2003, current concerns about avian flu, and natural disasters such as the Indonesian earthquake and ensuing Tsunami in December 2004.

(a) The Tsunami of December 2004

Unfortunately, even the best laid plans can be badly affected by factors outside anyone's control. The papers from Indonesia and Sri Lanka painted a moving picture of the impact of the Tsunami on their prison systems. At Bandar Ache Correctional Institution in Indonesia, the Head of the prison was killed when trying to unlock the cell doors so that prisoners could escape to safety. In total more than 400 prisoners and around 40 staff

were killed in Indonesia and many prison buildings were destroyed or seriously damaged. The Indonesian government decided to give special remissions to prisoners who had assisted others during the disaster. In Sri Lanka, the Tsunami caused extensive damage to three prisons and triggered a riot at one institution. Since the Tsunami caused widespread devastation in several countries, it has also created longer term economic consequences for much of the region and will therefore continue to have an impact on the resources available for corrections.

Some of the papers also revealed other tragic incidents that have impacted on corrections in a big way. In 2004, a prison officer was killed by an inmate in Korea and a Canadian parole officer was killed when conducting a home visit to a parolee. Such events and incidents always serve as a salutary reminder of the unpredictability of the corrections environment.

(b) World Geo-Political Situation

International political and economic issues continue to create challenges for justice systems and are impacting on correctional services in a number of ways. Security concerns have generated a number of reviews and have prompted the development of better protocols and procedures for linking intelligence and resources between different law enforcement agencies. The Australian paper typified this position: “security continues to be increased. A growing emphasis is on risk assessment capacity and links to external agencies form part of this response.” Similarly, Canada is increasing its security intelligence capacity, and Singapore commented that terrorism continues to dominate the security agenda.

(c) Macro-Economic Pressures

Agenda Item Four examines the means by which different jurisdictions have sought to manage limited resources and to maintain or improve service delivery at times of financial constraint. The national reports on Agenda Item One mentioned several ways in which of macro-economic factors are affecting correctional services. Economic growth appears to have positive impacts in some places and negative impacts in others. The economic situation in Asia has improved markedly since the crisis of the late 1990’s and several places (including Korea and Hong Kong (China)) reported that the crime rate is declining as a result. However, declining crime rates do not always translate to declining prisoner numbers (see below). Furthermore, several nations, including China, reported that globalization and rapid economic change are contributing to an increasing crime rate.

3. The Legislative and Policy Framework of Corrections

Papers at recent conferences have emphasized the importance of having good modern prison legislation, and have commented on the fact that legislation often seems rather outdated. Several have also commented on the growing regional influence of human rights standards and the role of human rights organizations and other external

accountability agencies. This year's conference papers revealed some interesting developments in terms of major policy reviews and legislative change.

(a) Major Policy and Performance Reviews

Across the region, there have been significant reviews of a broad spectrum of correctional matters. Some of these have been internal reviews within correctional departments and others have been external, such as official inquiries, formal inspections and reviews by human rights organizations. The topics and reviews include the following (for details see the relevant country's paper):

- *'Ground up' reviews of correctional services.* In Myanmar, a review led to an important change in philosophy, exemplified by the change in name from 'prisons' to 'corrections'. Over recent years, Cambodia, has undertaken comprehensive reviews leading to the development of stronger strategic plans reflecting core requirements such as prisoner health, rehabilitation and reintegration. The Northern Territory (Australia) commissioned an independent review by an international consulting group leading to the development of a longer term strategy.
- *Prisoner assessment and classification.* China is conducting an ongoing review of prisoner classification and assessment in order to better meet the demands of modern corrections. An independent inquiry is under way in Western Australia into issues of assessment and classification of prisoners following an incident in which a female education officer was held hostage, raped and threatened with death. This inquiry may well have implications for the whole country.
- *Community corrections (including supervision and monitoring of offenders after release from prison)* In Victoria (Australia), a review by Arthur Andersen Consulting found that adequately resourced community correctional services have the potential to contain the growth of the prison population and to enhance community safety. A major review of community based supervision is also being undertaken in Canada and China is exploring ways to expand community corrections.
- *Specific groups of prisoners.* In February 2005, the Canadian Human Rights Commission published major reviews of women's imprisonment and the CSC is working to develop classification and treatment systems that better reflect gender specific issues. A United Nations working group has recently reviewed Canada's use of detention for unconvicted people (including people held on remand and illegal immigrants) and will report in March 2006. This report is likely to become a benchmark not only for Canada but also for other jurisdictions in terms of human rights standards for the detention of unconvicted people.

- *New Guidelines.* Several jurisdictions have worked on developing better guidelines for correctional services. Some of these address quite specific issues such as the use of parole and pardons (the Philippines). Others, such as Australia's development and adoption of new Standard Guidelines for Corrections, are more general in scope. Australia's Standard Guidelines develop on the United Nations Standard Minimum Rules for the Treatment of Prisoners and seek to articulate specify more detailed standards for Australia.

(b) Legislative Changes

Policy reviews are not always 'productive' in the sense of actually leading to new legislation or other practical change. However, there are many important legislative initiatives across the region.

In Japan, new prison laws were promulgated in May 2005, setting the scene for the modernization and enhancement of corrections. New Zealand has new legislation (in force since June 2005) to update the structure of sentences and sentence administration. Malaysia and Mongolia have also seen new legislation over recent years. Most Australian jurisdictions are progressively updating their correctional legislation and the Australian Capital Territory (ACT) is developing new legislation for its new prison. Importantly, the ACT must do this within the framework set by its Human Rights Act (the first of its kind in Australia).

In Brunei and Kiribati, reviews of prison legislation are nearing completion and are expected to result in new legislation within a relatively short term. China is examining ways to improve the regulations governing prison staff and Fiji expects a new Prisons Act to be passed in 2006. The Fijian Act has been developed in consultation with overseas experts and includes a strong focus on rehabilitation and human rights. The Philippines are developing Bills that seek to better integrate correctional services.

India has enacted New laws on Prisons and introduced new practices to try to reduce the number of unsentenced prisoners. The most important of these are a new 'fast track' court system and a statutory limitation on the time for which people can be detained pending the outcome of the trial (generally half the maximum sentence for the crime in question). In India, correctional administration and prisons are State (Provincial) subject rather than a federal subject. Therefore, all the states of the Indian Union are competent to enact law on this subject. Some States like, West Bengal and National Capital Territory of Delhi have since enacted new laws on prison administration. Other States are also siezed of this subject for similar action. On the part of the Government of India, an important initiative has been taken by the Bureau of Police Research & Development, Ministry of Home Affairs to develop a Model Prison Manual in 2003 which has since been circulated to all States for adoption with appropriate modifications to suit the state specific local conditions. This has helped the States to work consciously towards bring in about uniformity in the management of prisons.

Overall (as shown by the paper by Korea), the legislative framework for corrections is increasingly shaped by human rights principles and standards. In some parts of the region (especially Australia, Canada and New Zealand), victims' rights are also an increasingly significant factor in legislation (including laws to give victims the right to make representations about a prisoner's possible release on parole or home detention).

4. Prison Populations

All jurisdictions provide the Secretariat with statistics on matters such as the total number of prisoners, the number of male and female prisoners and the imprisonment rate per 100,000 of the population. This information is presented in tables in Appendix B to this report. This review does not repeat these detailed figures but briefly reflects on some general trends in this critical area.

(a) General Prison Population Trends

Naturally, there are large differences in the rates of imprisonment across the region, as measured per 100,000 of the population. From the point of view of prison management, however, the rate per 100,000 at any given time is probably rather less important than trends. Both imprisonment rates and trends are set out in Appendix B.

In most places, both the number of people in prison and the imprisonment rate per 100,000 have increased over recent years, and are continuing to increase. Some countries have experienced consistent and dramatic increases. Australia's prison population has grown by over 43% over the past decade, during which time the national population has risen by just 15%. Australia is also an interesting case study in that incarceration levels and trends vary widely between the different states and territories. Over the same period, Malaysia's prison population has more than doubled and New Zealand's prison population has grown by 300% in 20 years. Prison populations are also rising in China, Fiji, Indonesia, Japan, Malaysia, Mongolia, the Philippines, the Solomon Islands, Sri Lanka and Vietnam.

However, some places are seeing different trends. Canada's prison population has been relatively stable for many years and Macao (China)'s has also stabilized. Hong Kong (China) and Kiribati have recently seen a slight decline in prisoner numbers and Brunei has also seen a decline (especially in the 18-30 age group).

Korea seems to have achieved the most sustained longer term decline. Its prison population had steadily increased during the 1990's to over 70,000 inmates but has now dropped to around 52,950 (a drop of approximately 24%). The reasons include a dropping crime rate (partly due to a decline in the number of young people in the general population) the greater use of prosecutorial discretion, changes in remand practices and greater use of parole.

Singapore and Thailand reported significant shorter term declines. Singapore's prison population has declined by over 10% since 2003. One of the factors in Singapore has been the successful introduction of Home Detention and a focus on reintegration initiatives. After a peak caused by its 'war on drugs' on the early part of the century, Thailand has witnessed a big decline from 2003 onwards, some of the explanation being a diversion of drug offenders into other programs.

There are also a number of pressure points in most systems. Several places face problems in terms of the unsentenced prisoner population and almost all have growing numbers of female prisoners.

(b) Sentenced and Unsentenced Prisoners

There is considerable regional variation with respect to the position of unsentenced prisoners (people who are remanded in custody prior to trial, who are on trial, or who are detained for some other reason, including national security reasons). In part, these differences reflect different investigative procedures, legal requirements and criminal justice traditions. Singapore, for example, identifies four groups of unsentenced prisoners – remandees, illegal immigrants and drug detainees and criminal law detainees (who may never be placed on trial). And in Canada and the Philippines, the national correctional systems (which were represented at the conference) are only responsible for sentenced prisoners, with unsentenced prisoners being held in provincial or regional prisons.

The proportion of unsentenced prisoners varies widely across the region – from less than 10% of the prison population in Brunei, Fiji, Kiribati, the Philippines and Singapore to 45% in the Solomon Islands, 49% in Sri Lanka and around 70% in India. Most jurisdictions fall in the range of 10% to 30%.

In terms of trends, there is no single uniform pattern. Some jurisdictions have experienced a decline in the number of unsentenced prisoners. Korea still has a relatively high proportion of unsentenced prisoners (around 33% of the prison population) but the numbers are steadily declining. In Macao, the proportion of prisoners held on remand has almost halved over the past six years.

However, in many jurisdictions, the remand population is increasing, both in numerical terms and as a proportion of the total prison population. Malaysia, Australia and New Zealand have all seen big increases in the overall use of imprisonment and in all of these countries, the remand population is rising even faster than the sentenced prisoner population. These trends look set to continue, at least in Australia and New Zealand, where governments are pursuing tougher bail laws, and even though bail support schemes and 'home detention bail' are also being used. The Canadian report stated that "while rates of crime and sentenced custody have generally been decreasing, admissions to custodial remand have been increasing steadily, such that remands constitute a progressively larger share of the incarcerated population." Such trends are of particular concern when, as India pointed out, a significant proportion of remandees are either acquitted or receive a non-custodial sentence.

(c) Offender Demographics

- *Sex.*

Women still form a relatively small percentage of prison populations. However, many papers expressed concern at the number of women in prison. The lowest rates of female imprisonment appear to be in the Pacific Islands (including Fiji, Kiribati, Solomon Islands and Tonga) where women are under 3% of the prison population.

Most jurisdictions have a figure of between 3% and 7% (Australia, Cambodia, Canada, China, India, Indonesia, Japan, Korea, Mongolia, New Zealand and the Philippines). Macao (China) and Singapore have a somewhat higher figure. The highest figures for female representation are found in Hong Kong (China) and in Thailand (both over 20%).

Many of the papers expressed concern at the fact that women prisoners form a growing proportion of growing prison populations. In Australia, the number of female prisoners has doubled over the past decade whereas the number of male prisoners has increased by around 40%. In Canada, women accounted for 3.2% of admissions in 1993/1994 compared with 5.6% of admissions in 2003/2004. Similar trends were reported in Japan and Indonesia.

- *Age*

Several jurisdictions continue to experience an increase in the average age of their inmates. This was mentioned by Korea, Australia, Canada, and New Zealand. To some extent, this is an inevitable consequence of the general population getting older but in some places it also reflects the fact that more older-aged offenders (including those convicted of sexual offences committed many years earlier) are being incarcerated.

- *Indigenous and other ethnic status*

Many of the prison systems around the region face issues with respect to the ethnic breakdown of the prison population. In Singapore, for example, Chinese people constitute 76% of the national population but only 45% of the prison population: on the other hand, Malays are almost 14 % of the general population and 38% of the prison population and Indians are 8% of the general population and 18% of inmates. Indigenous Fijians are over-represented compared with Indian Fijians.

Indigenous populations in Australia, Canada and New Zealand continue to be over-represented at an alarming rate. Indigenous Canadians constitute around 3% of the national population and around 18.5% of federal prisoners. In New Zealand, Maori constitute close to 15% of the national population but around 50% of the prison population (and rising). In New Zealand, Pacific Islanders are also greatly over-represented in the prison population.

Aboriginal Australians are amongst the most imprisoned people in the world. Nationally, Aboriginal people are less than 3% of the population but 23% of the prison population. Western Australian Aboriginal people fare particularly badly; they constitute around 3% of the State's population but over 40% of the prison population. And Aboriginal women are generally overrepresented at an even higher rate than Aboriginal men. As the Australian delegate commented, the situation is a 'national disgrace.'

New Zealand and Canada appear to be rather more advanced than Australia in tackling such issues and the New Zealand delegation reported on major initiatives that involve Maori people in all aspects of planning, including prison design and program development and delivery.

- *Foreign prisoners*

The conference showed continuing concern about the growing number of foreign nationals in prison. This can be attributed to the effects of globalization and macro economic change. For example, Hong Kong (China) and Macao (China) face particular problems with large numbers of inmates from mainland China and illegal immigrants. Malaysia also recorded a high proportion of admissions of foreigners. Even countries which have traditionally had a homogeneous local prison population (such as Korea and Japan) are now seeing an upturn in the number of foreign inmates. The number of foreign inmates in Japan has doubled since 1997 and Korea has seen an increase of 127% since 2000.

As discussed in Agenda Item Two, arrangements for the international transfer of prisoners continue to develop across much of the region.

(d) Overcrowding and associated problems

Virtually every prison system in the region is operating at or above official capacity in one or more parts of its operations. Overall, although there has been an expansion of capacity in many places over recent years, this has barely kept pace with the rise in the population. India (39% overcrowding) and Indonesia said that their prisons are operating well above official capacity and Hong Kong (China) described overcrowding as a 'perennial problem'. Fiji, Kiribati, Malaysia, the Philippines, the Solomon Islands and Sri Lanka also face major pressures. Korea still faces 19% overcrowding despite its declining prisoner numbers.

It is important to stress that overcrowding problems vary widely between jurisdictions, different groups of prisoners and at different security levels. Unfortunately, women appear to face more problems in many parts of the region (including Australia, China, Hong Kong (China), Malaysia, New Zealand and the Philippines). In Hong Kong (China), for example, the occupancy rate for men is 103% but for women it is 147%.

The brighter points in terms of overcrowding are Canada (where overcrowding is at its lowest level for three years); Macao (China) and Singapore (overcrowding problems have declined with the drop in prisoner numbers coupled with the opening of the first Cluster of the new Changi Prison).

5. Complexity of the Inmate Population

As noted above, the problems faced by prison administrators are not merely problems of the number of prisoners. In most places, prison management has become more complex as a result of the increasing risks and needs of many offenders. The papers identified a number of facets to this problem. They include the problem of managing and rehabilitating terrorists and 'political prisoners' (see also Agenda Item Three); increasing numbers of prisoners with serious records for violence; and more offenders with medical and mental health issues. This latter group will be the focus of an agenda item at the 2006 conference in New Zealand.

6. Prison Building and Renovation

New prisons are being built or planned in many parts of the region. The most obvious example of large scale construction is Singapore's Changi Prison complex, visited by delegates to the 2004 APCCA conference. Brunei, Cambodia, Macao (China), India, Mongolia and Sri Lanka all have definite plans for new prisons to be constructed over the next few years. Hong Kong (China) had developed plans for a new prison but these plans were recently shelved due to inadequate public support, so alternative options (such as co-location of facilities, renovation and expansion) are being considered.

As noted earlier, women tend to constitute an increasing proportion of prison populations throughout the region. It is widely recognized that women prisoners have different needs from male prisoners and several jurisdictions, including Australia, Canada and China, have made steps towards more female specific institutions, with a focus on the needs of women and their children.

The new prisons that are being built or planned appear generally to be public rather than private sector institutions. In this sense, as noted in the report of the 2004 conference, private sector management of prisons appears to be in a period of consolidation rather than expansion. In some of the jurisdictions in which private sector management was embraced, the momentum has shifted. Although several Australian prisons are still successfully operated by the private sector, and remain cost-effective, some have reverted to public sector management, and in Victoria, some will be the subject of collaborative ventures, with the public sector responsible for management and the private sector for construction and maintenance. The New Zealand Corrections Act 2004 put an end to any more contacts for the private management of prisons and the Auckland Central Remand Prison recently reverted to public sector management. However, the changes in New

Zealand (and probably also in Australia) seem to reflect changes in political philosophy rather than failing performance.

Korea and Japan are exceptions to the general trend. Korea has enacted legislation to permit private prisons to operate and it is anticipated that the first such prison will be completed by 2008. In Japan, a new prison for 1,000 (500 men and 500 women) is being constructed under a Private Finance Initiative (PFI). Thailand is currently conducting a feasibility study with respect to a private prison (see Agenda Item Three).

7. Integrated Offender Management

There is now full agreement, across the region, about the desirability of integrating offender management in the sense of trying to manage offenders from the time of their reception into a prison, through rehabilitative programs in prison and to their reintegration into the community. The approaches that are taken differ between countries to take account of regional, economic and cultural differences but there have been some notable advances in many places. Significant Initiatives include new drug treatment programs in Indonesia and expanded programs in Brunei, China, Macao (China), Malaysia and Thailand.

As seen at earlier conferences, all systems face problems in trying to get the wider community to accept ex-prisoners. Canada, Hong Kong (China) and Singapore appear to have been more successful than most in such efforts.

8. Technology and Innovation

Agenda Item 4 ('Doing More with Less') raises a number of examples of how technological advances and other innovations can assist in providing a more cost-effective prison system. The papers on Agenda Item One discussed some of these in more detail. The potential benefits of new technologies include improvements to record keeping and organization, initiatives to enhance security, the use of monitoring and tracking devices, and the use of video and internet technology to facilitate court hearings and to enhance family contact. It was also noticeable that, with increasing concerns about terrorism, more and more jurisdictions are examining ways to ensure effective data linking and intelligence sharing between different law enforcement agencies (see also Agenda Item Three).

However, wide variations remain the extent to which such technology is available and several jurisdictions (including Fiji, India, Kiribati, Myanmar, the Philippines, Sri Lanka and Vietnam) noted that issues of costs and staff competencies limit the introduction of such technology.

These new systems have many potential advantages but experience in some countries also shows their limitations and potential pitfalls. At worst, new technologies may create

opportunities for crime and in all countries, illicit use of mobile phones is an increasing problem.

9. Other Issues

The papers raised a number of other issues. The two that were most commonly mentioned were improvements in health care (for example, Canadian prisons are to become smoke free) and staffing issues (see Specialist Workshop 3).

10. Conclusion

The papers and presentations on this Agenda Item were of a high standard and conference participants were greatly assisted by the use of PowerPoint presentations. This allowed the different jurisdictions to articulate their major themes and issues in a clear and concise format.

As always, issues of funding and overcrowding were probably the dominant themes. Another major theme was the expanding focus on human rights across the region and the challenges that this can pose for correctional services.

However, there are many positive developments. In some places, the prison population is declining and many countries now have a firmer legislative framework to implement modern correctional philosophies. One of the most important aspects of APCCA is also that participants can develop a longer term perspective on other jurisdictions' problems and issues, and are able to reflect upon changes that have occurred over a period of time. There is no doubt that many of APCCA's members have managed to make great improvements to their systems over the past decade.

AGENDA ITEM TWO

THE PROMOTION OF INTERNATIONAL COOPERATION

1. Introduction

Globalization, easier international travel, the internet and other forms of communication make it more feasible than ever before to develop international cooperation between correctional services. This Agenda Item highlights the ways in which APCCA members have already developed collaborative arrangements between themselves; the benefits (and possible drawbacks) of such exercises; and how existing relationships may be enhanced and new relationships developed.

It also provided an opportunity to reflect on the role of APCCA. APCCA's purpose, under the Joint Declaration, is to:

“provide a forum for government officials responsible for prison administration within the Asia Pacific region to share ideas and practices in the professional area of correctional administration and develop networks aimed at fostering cooperation.”

The countries which contributed papers on this Agenda Item included Australia, Brunei, Cambodia, Canada, China, Hong Kong (China), India, Indonesia, Japan, Korea, Malaysia, Philippines, Singapore, Thailand and Vietnam. Although a key focus of this topic was cooperation between those ‘responsible for prison administration’, the papers also made reference to:-

- Different forms of international collaboration (for example, involving experts from outside corrections departments) or other government and non-government agencies; and
- Aspects of international cooperation that fall outside the responsibility of correctional departments but which have ramifications for their operations (such as the international transfer of prisoners).

This review therefore discusses the following issues:-

- The legal and policy framework of corrections.
- Prison design and security.
- Prisoner management.
- Staff training and development.
- Research and evaluation.

- International transfer of foreign prisoners.
- Other issues.
- Advantages and possible drawbacks of international cooperation.
- Role of APCCA in promoting international cooperation.
- Conclusions.

2. The Legal and Policy Framework of Corrections

At recent conferences, papers have commented on the changing framework of correctional services and have noted that prisons legislation (which provides the core framework for operations in corrections) has often been outdated and in need of review.

The conference papers indicate that in formulating their legal and policy framework, there has been an increasing focus on the rehabilitation and reintegration of prisoners together with the growing influence of human rights standards in many parts of the region. In 2004, a forum on human rights on corrections was held in the Australian Capital State (ACT) which was attended by all Australian jurisdictions. New alternatives to imprisonment and initiatives involving early release from prison (such as parole) are also being introduced or expanded in many parts.

Some examples of positive developments and initiatives include the following:-

- The majority of the countries rely on the United Nations and other various international conventions in formulating their legal and policy framework with human rights becoming an increasingly important consideration. The Standard Guidelines for Corrections in Australia is based on the United Nations Standard Minimum Rules for the Treatment of Prisoners, the European Prison Rules and the New Zealand Policy and Procedures manual.
- As a consequence of working visits to its neighbouring South East Asian countries, Brunei is reviewing its *Prisons Act* with a focus on the rehabilitation and reintegration of offenders.
- In 2003, a delegation from China visited England, Holland, Germany and Belgium as part of its Sino-Europe legal cooperation program. In 2002, a visit was made to Australia. China also has links with Finland, the University of Maryland in USA and the University of Utrecht in Holland to strengthen its criminal justice system and research capability.
- Victoria (Australia) is undertaking a human rights community consultation project which may result in the introduction of human rights legislation with implications for corrections in that State.
- The ACT and Victoria have adopted versions of Canadian risk assessment tools.

- Under the auspices of its Legal and Judicial Reform program and Criminal Justice Assistance Project, Cambodia obtained financial assistance and knowledge from Australia to establish correctional standards and guidelines.
- In Hong Kong (China), relevant overseas legislation has been collated to develop and consolidate its laws regarding the treatment of offenders and the management of high-risk sex offenders.
- India has implemented human rights standards by enacting legislation such as the *Protection of Human Rights Act 1993*, *Juvenile Justice (Care and Protection of Children) Act 2000*, and *Repatriation of Prisoners Act 2003*. In 2003, it produced a *Model Prison Manual for Superintendence and Management of Prisons in India*. It has also introduced a Community Service Order Scheme for first offenders involved in petty offences as an alternative to prison which is based on the experiences in other countries.
- Japan amended its *Law for Penal Institutions and the Treatment of Sentenced Inmates* with respect to the treatment of inmates which will be enforced by May 2006.
- Malaysia has conducted an in-depth study of the Australian parole system in collaboration with New South Wales for the implementation of probation, parole supervision, community service order and house arrest in Malaysia.
- In 1997, the Philippines established a 'Halfway House' for minimum-security prisoners with technical and financial support from the Japanese government. There are plans to formalize this initiative in legislation.
- Some countries have drawn upon the experience and expertise of the Correctional Service of Canada in developing their respective legal and policy frameworks of corrections.
- In 2004, Thailand established a committee to consider amendments to the *Penitentiary Act 1936* which is the fundamental law for correctional officers. The committee made recommendations for amendments after a comparative study of the laws in Germany and Japan.
- Since 1998, Thailand has had close links with the Japanese government regarding the development of correctional institutions and technical advice on the reformation of correctional institutions. There is currently an expert from Japan in Thailand to provide advice to officers in various departments in Thailand.
- Consistent with its *International Policy Statement*, Canada has been involved in international technical assistance projects (for example, in assessments, policy development and training) with other countries such as Algeria, Namibia, Japan and Saudi Arabia. Between 1999 and 2003, the Correctional Service of Canada

worked with the United Nations to rebuild and establish a correctional system in Kosovo. In June 2003, as part of the United Nations Assistance Mission in Afghanistan, Canada seconded three of its managers as Correctional Advisers to support the Afghanistan government in developing a modern correctional system.

International cooperation can occur through both formal and informal methods. The majority of the conference papers stated that international cooperation with regard to legal and policy issues can be further enhanced through staff exchanges or secondment, employment of consultants from other jurisdictions, formal agreements and visits to the respective countries.

In March 2001, as a result of a Memorandum of Understanding, Hong Kong (China) and Canada embarked on a formal relationship with one another in terms of holding corrections forums, joint research, visits and staff exchange programs. A Memorandum of Understanding exists between Hong Kong (China) / Singapore and Australia / Malaysia with the aim of improving correctional service practice. During the current APCCA conference in Korea, a Memorandum of Understanding was signed between Hong Kong (China) and Korea to enhance mutual cooperation.

3. Prison Design and Security

APCCA conferences, through the institutional visits, give delegates an opportunity to observe different facilities in the region at first hand. The conference papers acknowledge that the design of prisons (including matters such as perimeter security and internal security) and the use of modern technology play important roles in the management, monitoring, security and safety of prisoners and correctional staff. Countries such as Cambodia, India and Vietnam commented on the benefits they have gained from visiting correctional institutions during APCCA conferences.

A National Corrections Advisory Group has been established between Australia and New Zealand “to explore opportunities to incorporate worldwide technological developments” (such as biometrics technology in ACT and Victoria) and to incorporate best practice into prison design and security planning. In 2007, a new prison will be established in the Australian Capital Territory (ACT) under its *Human Rights Act 2004* which will be the first legislation of its type in Australia. The prison design including security technology is based on the British experience with consultation from South Africa and Holland. In 2004, senior representatives from New South Wales and Victoria undertook an international study tour regarding prison design and security issues, including the use of mobile telephones in prisons and the management of alleged terrorists. Both States acknowledged that although extensive research is being conducted by various countries, the value of such undertakings can be enhanced by a “cohesive international approach.”

Brunei has plans to install an integrated electronic Inmate Management System in line with its government’s initiatives. Japan provided assistance to Thailand for the construction of a juvenile training school and the development of treatment and

educational programs for juveniles by sending specialists to Thailand. Regional ‘super max prisons’ have been established in Thailand to accommodate high risk and high profile prisoners, following study visits to maximum-security prisons in countries such as Singapore.

In recent years, Malaysia has consulted countries such as the United Kingdom, United States, Australia and Brazil for guidance regarding the design of prisons, security and other technology (such as a prisoner management information system, usage of biometric system and electronic tagging). Singapore has conducted a study visit to Western Australia regarding security procedures and emergency responses. It has also developed a robust contingency plan for emergency and crisis incidents which is similar to the framework in Hong Kong (China). Similarly, in 2005, a delegation from China visited Switzerland to learn new initiatives.

Since 2002, there has been close cooperation between Thailand and Vietnam through annual prison visits in order to gain knowledge regarding the construction of prisons and the installation of professional equipment. Both countries intend to strengthen their relationship with one another.

Korea, Philippines and Thailand indicated that international cooperation and exchange would be helpful to gain an insight into the advantages and disadvantages of private prisons. A feasibility study is currently being conducted by Chulalongkorn University in Thailand. In 2005, a study team from Thailand visited a number of private prisons in Australia and the United Kingdom.

It is clear from the conference papers that visiting correctional prison in other countries is a very helpful and efficient method of developing designs for the construction of prisons and the implementation of security measures and technology.

4. Prisoner Management

In most jurisdictions, there is an increasing focus on managing offenders through an ‘incentive’ based system, and less reliance on more ‘traditional’ forms of discipline and punishment such as the use of physical punishment, restraints or solitary confinement. Prisoners are rewarded for their achievements and work in areas such as agriculture, woodwork and catering.

The traditional tie between Vietnam and Thailand has resulted in the sharing of knowledge on the effective management of prisoners. Singapore has relied on international exchange and cooperation in the areas of rehabilitation programs from China and Hong Kong (China); intelligence gathering capability from the United Kingdom; integrated offender management system from New Zealand; and risk and needs assessment of prisoners from Canada.

New South Wales (Australia) has introduced a new Compulsory Drug Treatment Correctional Centre based on a similar model in Holland. Many of the Australian jurisdictions are implementing rehabilitation programs for sexual and violent offenders which are based on international research and established programs in the United Kingdom, United States, Canada and New Zealand.

In countries such as China, Indonesia and Malaysia, the number of drug offenders, inmates with AIDS, inmates with mental health problems and foreign inmates is on the increase. It was suggested that international cooperation in the management of these types of inmates including the management of dangerous prisoners would be beneficial to all concerned.

In conclusion, the conference papers indicate that there is more scope for international cooperation in the future regarding the management and treatment of prisoners, (particularly drug offenders, sex offenders, women prisoners, young offenders, mental health prisoners and dangerous prisoners) in order to develop 'best practices' which meet the needs of prisoners.

5. Staff Training and Development

APCCA members are vastly different in terms of their size, development and culture. Some are able to provide systematic training and staff development programs (including higher level management courses) but others have found it difficult to do so, given their size and resources. Some bigger and better resourced nations have provided assistance to these nations by way of international staff exchange training programs, financial assistance and secondment of staff to those nations. For example, management training programs have been funded and conducted in Malaysia for correctional officers from the Pacific Islands such as Papua New Guinea and Fiji.

The conference papers agreed that corrections staff are the most important asset in the organization. Hence, staff training in the areas of corrections and management is crucial for the successful delivery of correctional services. In countries such as Hong Kong (China) and Singapore, regular in-house training is provided to all staff as well as exchange training/study programs for correctional officers. In Brunei, Korea, Malaysia, Indonesia and Thailand, training correctional staff is a priority matter and various methods of international cooperation have been used to achieve this objective.

Some examples of staff training and development programs involving international cooperation include the following:-

- Since the mid-1980s, Korea has been operating various types of training programs for its correctional officers (such as the Training Abroad Program) to enable the officers to tour correctional institutions abroad and to study the correctional systems and its operation. In 2001, a Study Tour Abroad Program was established for officers to visit other nations in order to learn about correctional

management procedures and the treatment of prisoners. Korea has reciprocal exchange arrangements and visits with Australia, China, Japan, Macao (China), and Thailand.

- In 2003, a twinning program between Australia and Malaysia was entered into whereby a number of senior officers from Malaysia attended various correctional courses (including investigation management programs, parole and on-site Risk Management programs) in New South Wales (Australia) and obtained Diplomas in Correctional Administration on completion of these courses. With assistance from New South Wales (Australia), Malaysia intends to establish a Correctional Academy as a “training hub for correctional practitioners and law enforcement officers from the Asia Pacific region” on a professional and international level with respect to new innovations for prison and human resources management systems.
- In 2004, Malaysia provided correctional training courses to correctional officers in East Timor, funded by the United Nations.
- Brunei has arrangements with Malaysia and Singapore for its staff to attend courses regarding correctional management and skill development.
- In 2003, China established links with Nanjing Normal University in China and the University of Maryland in USA in the development of its Masters of Criminal Justice program. In May 2005, two Police Institutes in China developed joint training courses in policing and protection of human rights in conjunction with the University of Utrecht.
- There is a bilateral training attachment program between Hong Kong (China) and Canada for correctional staff to gain knowledge and exposure through work experience in another environment.
- Korea has formal agreements with a number of overseas Universities for correctional officers to obtain a doctorate or a master’s degree. Since 2001, Korea has dispatched one correctional officer per year to the Sam Houston State University in Texas to study the correctional system in USA.
- Correctional staffs from India have undertaken study tours at Kings College in London to formulate training modules on human rights in prison management.
- In Indonesia, plans are underway to develop a Training and Education in Human Rights Plan with the Institute of Human Rights and Humanitarian Law from Sweden.
- Attachment programs have been established between Indonesia, Singapore, Malaysia and Thailand to provide correctional officers with greater exposures and in depth studies/observation of security management systems, rehabilitation programs, video conferencing, prison industries and therapies.

- Correctional staffs from Thailand have also undertaken training programs in Sweden, USA, Italy and at the United Nations Asia and Far East Institution (UNAFEI) in Japan. Reciprocal study programs exist between Thailand, Cambodia, Laos and Vietnam.

6. Research and Evaluation

There is a growing interest within APCCA in understanding the effectiveness of different correctional programs. The 24th APCCA in Singapore raised some pertinent questions about the effectiveness of treatment programs for offenders from different cultural backgrounds. It was suggested, for example, that even if a program has been evaluated to be ‘successful’ in the USA or the United Kingdom, it does not necessarily mean that the same program, delivered in the same way, will be successful in Asian countries, in the Pacific Islands, or with Indigenous offenders in Australia and New Zealand. Examples of this sort raise the question of whether there may be some benefits from international collaboration in research and evaluation.

To date, joint research areas include offender classification, risk/need evaluation and prediction, and information technology. In 2002, an E-Forum site was officially launched in Hong Kong (China) to facilitate “a web-based discussion forum on the Internet to facilitate free exchange of information in the form of Questions and Answers, on agreed topics” such as programs, prison planning, human resource management and staff training.

Thailand has established a working group to conduct comparative research into correctional services and statistics in Brunei, Indonesia, Malaysia, Philippines, Singapore and Vietnam to identify benchmarks which can be adopted in Thailand. The focus areas include custodial management, treatment programs for prisoners, community-based corrections and correctional personnel development.

Recently, the Philippines conducted a 6-month research project into the effects of meditation and music on drug dependents. As mentioned above, China has cooperative relationships with various international universities for research and studies in criminal justice issues.

7. International Transfer of Foreign Prisoners

As already noted, arrangements with respect to the international transfer of offenders are the responsibility of governments rather than correctional services. However, the question of foreign prisoners is of regional significance and impacts on the operations of prisons in virtually every jurisdiction.

The number of foreign prisoners is gradually increasing in most jurisdictions. The most common problems faced by foreign prisoners are culture shock, isolation, language

barriers, separation and lack of contact from family members, and in some cases, inadequate provision of services such as medical care. The conference papers recognise that it is better for the foreign prisoner to serve the sentence of imprisonment in his or her own country. This allows the prisoner to maintain contact with family members and for supports to be established for his or her eventual release into the community. Generally, transfers are conducted with the offender's consent and with the discretionary approval of the sentencing country and the country of citizenship.

The conference papers reveal that most countries are pursuing the question of transfer agreements with countries around the world. In India, the *Repatriation of Prisoners Act 2003* allows for the transfer of convicted foreign prisoners from India to the United Kingdom and vice versa. Formal agreements with Canada and Mauritius will be concluded in the near future. Currently, negotiations are underway between Australia and Indonesia to facilitate international transfers of prisoners between the two nations.

Some countries such as Canada and Japan have ratified the European Council's Convention on the Transfer of Sentenced Persons to activate the transfer of prisoners between nations. Canada has agreements under this Convention with a large number of countries around the world. In the Asia Pacific region, Canada has agreements with Japan, Australia and Tonga.

In other jurisdictions, bilateral agreements have been entered for the same purposes. Hong Kong (China) has established a network of bilateral Transfer of Sentenced Persons agreements with the USA, the United Kingdom, Sri Lanka, Italy, Thailand, the Philippines, Macao (China) and Portugal. In the absence of a bilateral agreement, Hong Kong (China) processes transfer applications on a 'case by case' basis through ad hoc arrangements. In Korea, a committee within the Ministry of Justice was recently established with the role of negotiating with foreign countries for the international transfer of its citizen. Foreign prisoners in Korea are transferred to their home country under a writ of transfer supervision issued by the chief prosecutor.

For example, Canada has bilateral agreements with Philippines and Thailand.

To date, Thailand has signed transfer treaties with 24 nations including Canada, Hong Kong (China), the Philippines, Australia, USA and some European countries. Thailand is currently negotiating with Laos, China, Vietnam and Pakistan.

Prior to its annulment in 1983, Brunei was able to transfer prisoners between the South East Asian countries under its *Transfer of Prisoners Enactment 1953*. It is currently reviewing its laws on the international transfer of foreign prisoners. At present, all 'immigration offenders' are repatriated after they have served their sentences.

8. Other Issues

(a) Attendance of conferences and forums

It is clear from most of the conference papers that the general public has become more vocal in terms of how the government is run and how public money is spent. It is acknowledged that attending professional conferences such as APCCA plays an important role for developing 'best practice'. Membership with other professional organizations include the International Corrections and Prisons Association (ICPA) and the Association of Paroling Authorities International (APAI).

India and Vietnam commented that participation in APCCA conferences over the years has presented important opportunities for delegates to discuss correctional issues from various perspectives and to develop professional confidence amongst correctional administrators.

The hosting of international conferences (such as APCCA) has added a further dimension in enhancing international cooperation on the basis of personal contacts and friendships. For example, over the past five years, APCCA has been hosted by Sydney (Australia), Thailand, Indonesia, Hong Kong (China), Singapore and now, Korea.

In March 2005, Hong Kong (China) hosted the second Guangdong-Hong Kong Prison Forum to discuss issues of common concern. This was also attended by Macao (China) and Singapore. In 2003, a Sino-Finland Prison Management and Correctional Seminar were held in China. Another seminar on new developments in criminal justice was hosted by China in 2004 in collaboration with the University of Maryland, USA.

(b) Participation in informal events and exhibitions

In countries such as Brunei, Cambodia, Indonesia, Laos, Malaysia, Myanmar, Philippines, Singapore, Vietnam and Thailand, informal events such as the ASEAN Prisons Track and Field Meet are hosted by the respective member countries. These events provide opportunities to foster better relationships between the countries.

Similarly, the annual ASEAN Prisons' Handicrafts and Products exhibition enhances regional cooperation and networking amongst the participating countries.

(c) International online video inmate visitation

Korea points out that globalization has increased the number of foreigners visiting Korea. Unfortunately, the crime rate committed by foreigners has also risen sharply in Korea. This is a trend which other Asian-Pacific countries are experiencing. As mentioned above, the fact that there are foreign prisoner treaties entered by various countries shows how acute this problem is.

In May 2005, Korea and Hong Kong (China) conducted a video conference to exchange views on issues of common interest, as part of the highlights of the International Exhibition Innovation 2005 held in Korea. Korea opines that there is potential to apply this technology in arranging foreign prisoners to receive visits from overseas.

(d) Establishment of museums

The correctional museum of Hong Kong (China) has a gallery displaying memorable moments relating to overseas cooperation and experience sharing.

(e) Change of execution methods

In seeking a more humane method of carrying out the death penalty, Thailand conducted comparative studies with other countries such as the USA to obtain a better insight into this issue. In 2003, the penal laws in Thailand were amended to allow execution by lethal injection (instead of death by shooting).

9. Advantages and Possible Drawbacks

In summary, it is evident from the conference papers that promoting international cooperation in correctional fields has a number of advantages:-

- (a) It provides an opportunity for countries to establish a good relationship with one another to share ideas, knowledge, experiences and skills. The bond between Canada and Hong Kong (China) demonstrates how their joint relationship has “fostered and promoted the sharing of best practices, policies, expertise, information, research and training.”
- (b) It develops better understanding between nations in terms of the different cultures, languages, customs and values.
- (c) It promotes good practice and best standards in corrections in the respective country. As put succinctly by Japan, with regard to the development of legislation and policies, the main advantage is that one country “can examine the effects and the problems of policies because they have been put into practical operation in another country.”
- (d) It is evident that ‘face-to-face’ contact is the best and most effective way of establishing good international cooperation between the respective countries.
- (e) Comparative research and staff exchange programs provides opportunities for a country to make considered judgment of different laws, policies, standards and practices relating to correctional issues that would apply locally. Modifications can then be made to suit its particular culture, traditions and customs without altering set objectives.

- (f) From a national level, staff exchange programs and study abroad programs provide opportunities for correctional staff to have new experiences, from a personal and professional perspective, in different environments.

Three potential drawbacks can be identified:-

- (a) At times, it may be too difficult or unworkable to transpose a 'best practice' model from one country to another due to cultural, social, philosophy or demographical differences between the respective countries.
- (b) Language problems can create hurdles for effective communication between some countries.
- (c) Lack of funding to promote international cooperation is a serious problem in some countries. Study tours, staff exchange programs and attending conferences are invaluable experiences but can be costly.

It can be seen, therefore, that the advantages of international cooperation far outweigh any drawbacks. The indications are that APCCA members are keen to continue to promote international cooperation with one another as an important way of promoting best practices in corrections.

10. Role of APCCA

During the 'break-out' session on this Agenda Item, the delegates discussed the role of APCCA in promoting international cooperation between its member countries. It was suggested that APCCA, in collaboration with UNAFEI and APCCA members, could take a proactive and multi-lateral approach in the areas of training, research and consultancies. The possibility of allocating APCCA funds in these areas was also raised.

(a) Training in corrections and management

It was suggested that training programs could be conducted in the country which is hosting the APCCA conference. The training could be conducted either before or after the conference is held. This would seem to be a cost-effective strategy as participants could travel to one country to attend both the conference and training.

(b) Research, evaluation and consultancies

With respect to research, the following suggestions were made:-

- Comparative, experimental and meta-analysis methods of research be adopted.
- Research be conducted into issues regarding drug offenders, sex offenders, young offenders, women prisoners, prisoners with mental health problems, victim issues, reintegration into the community, overcrowding in prisons, and the repatriation of

foreign prisoners; and to find 'ground breaking' ways of resolving other problems in corrections.

In conclusion, further discussion at future APCCA conferences is required to identify the areas of international cooperation which member countries see as a priority. This will help to provide a clearer vision about the role which APCCA can play in the future for the benefit of all concerned.

11. CONCLUSION

As can be seen above, drawing upon international experience and expertise in the development of legislation and policies, prison design and security, prisoner management, staff training and development, and research and evaluation has immeasurable benefits.

All or a combination of the following formal and informal methods has been used by the countries to promote international cooperation:-

- Staff exchanges or secondment.
- Study trips and visits to other countries.
- Employment of consultants from other jurisdictions.
- Research projects, corrections forums and professional lectures.
- Staff education in foreign Universities.
- Memorandum of Understanding between countries (for example, Canada/Hong Kong (China), Malaysia/Australia and Hong Kong (China) /Korea).
- Establishment of an Advisory Group (for example, between Australia and New Zealand regarding prison design and security)
- Hosting international conferences is one of the ways in which Singapore actively promotes international cooperation.
- Hosting informal events and exhibitions.

While there are obvious benefits in international cooperation and information exchange, it is evident that different countries may have different operating philosophies and cultures that can impact on the value of these experiences. The conference papers reveal that conducting international visits and exchange programs between countries in the Asia Pacific region to explore correctional operations are the most effective methods of fostering international cooperation with the respective country as these methods alleviate, to some extent, the language barriers.

It is clear that the advantages of international cooperation far outweigh the disadvantages. The priority in most countries is to encourage greater mutual cooperation. There is scope for APCCA to play a greater role in the future in order to contribute to international peace and stability in the Asia Pacific region through the promotion of international cooperation in corrections.

AGENDA ITEM THREE

THE MANAGEMENT OF HIGH PROFILE AND DANGEROUS PRISONERS

1. Introduction

All correctional systems face problems with respect to what may be called 'dangerous' or 'high profile' prisoners but it was clear from the papers and the conference discussions that there are numerous sub-groups and sub-issues that are, at times, specific to particular jurisdictions. For example, some parts of the region face issues with respect to terrorists and inmates who have taken part in political struggles, whereas others face more serious problems with gangs and related issues. Within each general group (e.g., 'terrorists' or 'gangs'), there are also many separate issues. Consequently, there can be no simple generic solutions. Nevertheless, some common threads and issues did emerge and the conference provided an opportunity for delegates to share practical perspectives, both in the conference sessions and more informally.

Effective measures to deal with dangerous and high profile prisoners are essential to creating a prison environment where staff and inmates feel safe, and where the risk of escapes is minimized. At worst, failing to deal adequately with such prisoners can have catastrophic results. For example, around February 2005, when the Discussion Guide was being prepared for this conference, there were serious riots in prisons in Peru and Argentina, and at a US-run facility in Iraq. In all of these incidents, staff and/or prisoners were killed and all of the incidents involved what might be termed gangs, terrorist suspects or dangerous prisoners. Over the past two years, there have also been a number of serious incidents in countries that participated in this conference. In Korea, an officer was killed by an inmate in 2004; in Western Australia, a female education officer was held hostage and viciously raped by a notorious offender in March 2005; in Canada, several prisoners have been murdered by other inmates over recent years; and a number of countries mentioned, in confidence, situations where there had been a significant loss of control.

It was recognized that this is an area of growing complexity and importance. The most important single challenge is to ensure that, on the one hand, appropriate regimes are adopted for dangerous inmates but that, on the other hand, such regimes do not result in unnecessary levels of security or unnecessarily rigid management practices for the majority of inmates, who do not pose such risks and for whom rehabilitation and reintegration are high priorities.

This summary is based on conference papers prepared by Australia, Brunei, Cambodia, Canada, China, Hong Kong (China), Macao (China), Indonesia, Japan, Korea, Malaysia, New Zealand, the Philippines, Singapore, Thailand and Vietnam, and on the conference discussions. For obvious reasons, the papers and discussions raised some sensitive issues

and some of the points were made in confidence. Since the conference report is a public document, this summary is written in terms which avoid revealing confidential information. It begins by discussing issues surrounding the definition and identification of dangerous and high profile prisoners and then examines some of the strategies that have been adopted with respect to their management.

2. Defining and Identifying ‘Dangerous’ Prisoners

Some dangerous prisoners may be high profile in the sense that they attract media and public interest. However, the two categories are often quite separate; many high profile prisoners are not dangerous, and some dangerous prisoners are not high profile. In terms of prison management, it is therefore important to be able to define ‘dangerousness’ and to have the capacity to identify and classify prisoners appropriately.

The papers confirmed that the term ‘dangerous’ is open to a number of interpretations. In a very broad sense of the word, many prisoners are probably dangerous to some degree – as evidenced by the fact that they have committed serious offences deserving of imprisonment. However, the focus of this topic was prisoners who are *assessed to pose a greater than normal risk* to other people.

Although the conference discussions were often quite general, at least six groups of potentially dangerous prisoners can be identified (below). It should be noted that some prisoners will fall in more than one category (for example, a person may be assessed to pose a serious risk because of both his offending record and his mental condition). There are also significant regional differences in terms of the extent to which each group poses a problem. Nevertheless, it is important to be specific about the precise nature of the person’s ‘dangerousness’ because each sub-group poses distinct problems and will require different solutions. For example, in the case of prisoners who are a security risk, the key strategy is good prison security. In the case of prisoners who are ‘bullies’, key strategies include appropriate classification and separation of prisoners and anti-bullying strategies. Different management strategies will also be needed to deal with offenders who pose a risk because of physical or mental illness. The six main sub-groups were as follows:

- *Prisoners who are a ‘security risk’ and a potential public risk* in the sense that they pose a serious risk of escape and, in the event of an escape, may be a risk to members of the public. This group was identified in most of the papers and it was noted that some of these prisoners may not pose a significant risk to staff or other inmates.
- *Prisoners who are ‘dangerous to the state’* such as people involved in coup attempts or terrorist related activities. Fiji, the Solomon Island and Sri Lanka all identified this as an issue stretching back some years. Recent world events and terrorist bombings have reinforced the need for all countries to develop comprehensive strategies to deal with terrorist suspects and offenders.

- *Prisoners who pose a particular danger to other prisoners because of violent, bullying or predatory sexual behavior.* A number of countries mentioned this issue, some commenting that newly received inmates face particular problems when there is overcrowding or a ‘culture’ of bullying.
- *Prisoners with a serious criminal record.* In all countries, not surprisingly, major factors in prisoner classification and management include the gravity of the current offence, the length of the sentence and any prior criminal record. Some jurisdictions, including Australia and Canada, also give the courts the power to order that prisoners who are considered to be dangerous should be detained indefinitely for the purposes of ‘public protection’, and the number of such prisoners appears to be increasing. Of course, people who have been convicted of very serious offences such as murder may not always be a risk to others, and across the region, some life sentence prisoners turn out to be low risk, ‘model’ prisoners. However, the papers and discussions also showed that many murderers and indeterminate sentence prisoners, as well as prisoners on death row, pose special management issues.
- *Gangs and other affiliations of prisoners* sometimes pose a danger in terms of their power and influence in prisons, their capacity to intimidate or influence staff and other inmates, and their role in illegal activities such as contraband.
- *Prisoners with serious medical conditions or mental health problems.* Several papers commented on the potential problems posed by prisoners with diseases such as HIV/AIDS and, as noted under Agenda Item One, all countries appear to have increasing numbers of inmates with mental health problems. Not all of such inmates are dangerous but people with HIV/AIDS may pose a risk if they indulge in sexual activity, needle sharing or other high risk behavior. Similarly, many people who suffer from mental illness or intellectual disability are not dangerous but some may be unpredictable and violent, especially if their medication is not monitored or if they have access to illicit drugs. A number of papers also mentioned the issues of people diagnosed as ‘psychopaths’ or as having ‘anti-social personality disorders’.

3. Defining and Identifying ‘High Profile’ Prisoners

The conference papers revealed a number of reasons why some inmates are high profile. Sometimes, it is because of the nature of the offences in question and the attention given to such cases in the media. Examples of this in Australia include Ivan Milat, the infamous ‘backpacker’ killer in New South Wales and Martin Bryant, who committed the ‘Port Arthur massacre’ in Tasmania. Sometimes people involved in terrorism or coup attempts will also have a high media profile. Offenders such as this will need to be managed as both dangerous and high profile.

However, some prisoners will only be high profile. Typically, this involves people who have a high status or profile in the community. In many countries, including Australia, China, Korea, Malaysia, the Philippines, Singapore and Thailand, high profile businessmen, actors, singers, sporting personalities and politicians have been imprisoned. Sometimes, the profile of the case may be heightened by the fact that the person is a foreign national, thereby attracting the attention of the foreign media. High profile prisoners in these categories tend not to be ‘difficult’ prisoners in themselves, but they can pose challenges because of the media and public interest, and in some cases they may have vociferous supporters in the broader community.

4. Prisoner Classification and Placement

The conference papers and discussions showed both similarities and differences in the way correctional systems categorize inmates to ensure perimeter security as well as the safety of staff and inmates. It can be difficult to meet such goals while, at the same time, aiming to provide a rehabilitative environment. Across the region, prisoners are assigned a security/risk classification that underpins placement decisions and some classification systems are obviously more advanced than others. Such classification systems should also have a regular built-in review process and, where possible, will refer to any rehabilitative programs that the person is expected to undertake.

Events such as those referred to earlier indicate that no system can be 100% foolproof but it is important to note the progress made in all countries. All systems use categories such as maximum, medium and minimum security but the precise terms and the meaning attached to such categories will vary. For example, New Zealand appears to reserve the term ‘maximum security’ for a smaller group of prisoners than Australia, partly because it divides medium security into two groups – medium-high and medium-low. The conference also heard considerable discussion of the need for ‘super-maximum’ security facilities for inmates such as terrorists who are seen to pose a special security risk.

Cambodia reported that its classification system is currently in its infancy and that, for security reasons, some dangerous and high profile prisoners are therefore incarcerated in correctional facilities in remote areas. Very high security male prisoners in Cambodia are not permitted to participate in programs with other inmates but women are accommodated in the prison mainstream irrespective of their security classification.

Most jurisdictions (including Brunei, China, Malaysia and Thailand) use strategies of segregation within prisons and also use the power to transfer prisoners between institutions to disrupt potential plotting. Thailand, for example, has adopted a range of separation measures in its high security facilities to divide different categories of dangerous prisoners such as convicted murderers and prisoners who are identified as a risk in terms of smuggling drugs or other contraband into prisons.

New Zealand operates four levels of prisoner security classification (namely, minimum, low-medium, high-medium and maximum). Maximum security prisoners, who currently

constitute just 1% of the total sentenced prisoner population, are those who present a high level of risk in one or more identified areas (risk of escape, serious risk of harming others, engaging in serious illegal activity in prison and seriously disruptive behavior). Prisoners with gang affiliations pose a challenge in New Zealand, but gang membership, of itself, is not a major factor in assessing a person's security classification.

In Japan, prisoners who pose a serious threat of harm to other inmates, staff or the community are segregated from other inmates and, if necessary, are managed individually rather than collectively. It is also recognized that some high profile prisoners (especially those convicted of notorious crimes) will need to be protected from assaults by other inmates.

In Vietnam, there are three categories of prisons. Type One prisons accommodate people who have been convicted of crimes that violate national security, those who reoffend by committing dangerous crimes and those who have been sentenced to 20 years or more. Other categories of prisons house people convicted of lesser crimes and lower risk offenders.

All Australian jurisdictions have special units in maximum security correctional institutions to accommodate the most serious and dangerous or highest risk inmates, such as the 'Special Handling Unit' in Western Australia's Casuarina Prison. The most secure facility in the country is the High Risk Management Unit at the Gouldburn Correctional Centre in New South Wales. New South Wales has also introduced a new Category AA classification under which the Commissioner can decide whether a particular inmate represents such a special risk to national security that he/she should be detained in especially secure conditions.

However, security classifications and appropriate placements are only the starting point for a complex set of factors relevant to managing high profile and dangerous offenders. As the Canadian paper noted, such cases require flexible management 'balancing the rights of the offender and members of the public'. In particular, there is a need to have good prison intelligence systems, to examine long term management techniques, and to ensure adequate staff training and professionalism.

5. Prison Intelligence ('Intel') Systems

One cannot understate the importance of good prison intelligence networks and effective procedures for collecting, monitoring and analyzing intelligence information. The conference provided an opportunity to discuss several aspects of good practice in this area. Different jurisdictions have somewhat different structures. Some (including Australia, China, Canada, New Zealand, Singapore and Thailand) have established specialist prison 'intel' units, and there seemed to be agreement that this is the best approach. Such units can carry out their own intelligence gathering exercises in prisons as well as collating information derived from staff at any given prison. Importantly, they provide and coordinate a system-wide network that goes beyond individual prisons or

blocks within a prison. Such system-wide knowledge is essential if, as outlined above, there are to be appropriate placements and transfers of dangerous prisoners. In some small jurisdictions such as the Solomon Islands, there was little need until recently to consider system wide intel systems but even in such places it is becoming more important as the prisoner profile changes.

All jurisdictions are therefore actively seeking to improve their formal and informal intelligence gathering systems and frameworks. Modern technology has some role to play (for example, Brunei noted that closed circuit TV and other surveillance techniques can be very useful). However, human skills remain an essential component.

There was also strong recognition of the importance – especially in the era of international terrorism - of developing intel systems that move beyond prisons and include other security agencies and services such as the police. There can be problems with information sharing between agencies, such as privacy issues and the ability of different computer systems to ‘talk’ to each other. However, major initiatives are underway in many countries to overcome such hurdles.

6. Other Strategies and Issues

High profile and dangerous prisoners are generally managed by using a combination of incentives, punishments and deterrents. These are standard management techniques used for all prisoners but may need some modification for specific categories of inmates. AS Singapore noted, it is also important to conduct regular operational reviews of such processes. Other management issues and techniques with respect to high profile and dangerous prisoners included the following.

(a) High Profile Prisoners who are not Dangerous

High profile prisoners who are not dangerous are generally simply managed in the same way as other prisoners. It was also recognized that it is important to ensure regular reviews of such people. A number of countries, including Canada, Singapore and Hong Kong (China) have also developed protocols and procedures with respect to the management, transfer and release of such offenders so that their capacity to be safely released is not jeopardised. As Singapore pointed out, sensitive handling is required in cases involving high profile foreign prisoners because of media interest, political scrutiny and the need to maintain diplomatic ties with the prisoner’s home country.

Sometimes, however, special security measures will need to be adopted. In a case that was well publicized internationally, the former Malaysian Deputy Prime Minister was imprisoned a few years ago. He himself did not pose a risk to staff or inmates. However, his imprisonment attracted strong opposition from his supporters and the Malaysian Prison Department faced some tricky logistical problems issues when he was being transported to and from court. Not only were his supporters on the streets in large numbers, but there were also concerns about his safety if his ‘enemies’ decided to do

anything. Considerable resources, involving prison staff and other security services, had to be devoted to some of these court escorts.

(b) Terrorist Inmates

As noted, all jurisdictions are actively examining ways to improve responses to terrorism. Prisons have a special role in terms of combating terrorism; not only do they house convicted and suspected terrorists but they may also become a useful intelligence resource. Given the global nature of the threat, international collaboration is increasingly important and, during 2004, Australia sought advice from Singapore, Israel, France, Canada, New Zealand and the United Kingdom about practices for managing terrorists and those suspected of involvement in terrorist style organizations. In Australia, there are proposals to establish a specific new category of ‘terrorist inmate’, which would involve oversight by a national committee and the development of national guidelines for the management of such inmates.

In Indonesia, terrorist prisoners are currently held in special blocks in prisons but some security concerns have arisen and a new ‘Super Maximum’ 500 bed prison is to be built on Java for terrorists and other high security risk prisoners.

Several delegates raised the difficult question of whether there are any treatment and rehabilitation programs for terrorists. At present, there do not seem to be any generally recognized programs but education, spiritual guidance and psychological counselling may provide a starting point for some inmates and may also help relevant agencies gain a better understanding of terrorists’ motivations and patterns of thinking. India stated that yoga has proved beneficial with some dangerous prisoners and China referred to a number of techniques designed to teach patience and self control.

(c) Unconvicted Prisoners

As noted in Agenda Item One, some countries (especially India and Sri Lanka) have a large number of unconvicted prisoners. The Indian delegation pointed out that this can generate difficult security problems where the prisoner is a suspected terrorist; because the person has not been convicted, he/she is entitled to certain privileges with respect to visits and other contact with the outside world – and yet the person may be a threat to prison security and good order. The security problem is compounded by the fact that such prisoners will face court appearances and appropriate escorts must be arranged (see also below).

(d) Gangs

As noted earlier, gangs and affiliations of prisoners can cause problems because of their potential to intimidate staff and other inmates and to undermine good prison management. The papers by Canada and New Zealand discussed the gang problem in some detail. The policy in New Zealand is that gang members are generally treated as ordinary prisoners; being a gang member is not a major element in classification and, like

all prisoners, gang members are placed in the least restrictive appropriate facility and are subject to the same management regime. Across the region, prisoners are actively discouraged from participating in gang activities, and intel networks try to prevent attempts to recruit new gang members. In New Zealand, motor cycle gangs pose the biggest threat. In Australia, 'bikie' gangs are less of a problem but there is some concern that ethnicity is now playing a greater role in affiliations of prisoners. In Japan, members of anti-social groups are generally accommodated in the same prisons as prisoners with a serious criminal record, but placement practices attempt to segregate gang members from each other and from rival groups.

(e) Drugs in Prisons

Drugs pose one of the most severe threats in prisons. In addition to creating opportunities for prisoners and organised crime groups to establish a power base in the prison, drug use can affect the behaviour of prisoners especially those who suffer from mental health problems. Across the region, smuggling techniques include hiding drugs in food, clothes or tools, the use of trained doves and bribery of prison officers. A range of counter measures have been adopted but drug use in prisons remains a matter of the highest priority (see also on mobile phones, below).

(f) Special Review Committees for Serious Offenders

In some places, special councils or other bodies have been established to review the cases of dangerous offenders. Some of these committees are internal to correctional departments (such as Western Australia's 'Special Offenders Management Committee') but others provide an independent oversight. For example, the Serious Offenders Review Council of New South Wales makes recommendations to the Commissioner of Correctional Services on the management of serious offenders and also advises the Supreme Court and the Parole Board on matters relating to the progress and possible release of life sentence and other serious prisoners.

7. Staff Professionalism, Training and Protection

In considering how to manage dangerous and high profile prisoners, it is important to focus not only on the prisoners themselves but also on staff training and professionalism and on protective measures for any staff who are threatened or intimidated.

(a) Staff Training

There is a risk that, unless they are properly trained, prison staff may have concerns about their safety and misgivings about their capacity to handle dangerous prisoners. Correctional services also owe a duty of care to staff in terms of their safety in the workplace. The papers suggested that core strategies include the following:

- Thorough and regular training in key areas relating to prisoners such as security; operational and emergency procedures; assessment and reassessment/review processes; and case management and programming.
- Provision of training and refresher courses in self defense skills and in the use of force, restraints and firearms.
- Efficient and effective dissemination of intelligence information to all relevant staff.
- Regular briefings and debriefings of staff.
- Adequate supervision and leadership for staff
- Accurate documentation of significant aspects of the management of dangerous and high profile prisoners.

(b) Other Protective Measures

Many jurisdictions have specially trained system-wide emergency response groups that can be called upon in the event of a serious emergency or a loss of control that calls for special measures to be taken. In those parts of Australia where there are privately run prisons, it is common for contracts and protocols to be developed so that the private sector can, in the event of a serious emergency, call on such specialist expertise from the public sector.

Following a number of serious events in 2002, New South Wales (Australia) established a Security Threat Group Task Force and a Security Threat Group Intervention Program to develop intelligence profiles on relevant inmates in order to identify active or potential leaders among inmates and those who may exercise undue influence over vulnerable inmates and staff. Inmates who are identified by such processes undergo a rigorous assessment process and are required to demonstrate a degree of behavioural change in order to progress through the prison system.

(c) Prevention of Corruption and Threats to Families

There is a risk that some staff may be friendly with, or even sympathetic towards some prisoners, especially in cases which arise out of political upheavals. It is also possible that some staff and/or their families could be intimidated by powerful groups of prisoners or their acquaintances. Investigations showed this to be a causal factor in the prison riot in Peru in February 2005. As noted by several jurisdictions, including Thailand and the Philippines, such problems are exacerbated if staff are relatively low-paid and perceive that corrupt behaviour may reap financial rewards.

Generally speaking, threats to staff and their families will only come to the attention of the authorities if the victims report the matter. If this happens, serious threats to staff and

family members will generally be investigated by the police and more minor matters can be dealt with by internal disciplinary proceedings. However, some jurisdictions are pursuing a more proactive approach. For example, Canada has a comprehensive risk management framework which includes mandatory reporting of all threats; and prisoners who pose a threat to staff may be housed temporarily in special units and may be required to attend programs to address their behaviour.

In Brunei, staff and their families have the option of staying in secure houses provided by the Department to alleviate problems of threats or pressure and staff training programs include a focus on anti-corruption measures. In 2004, New South Wales introduced 'Task Force Sky' to collect, collate and analyse information on staff misconduct and corruption. This information is then passed on to relevant agencies (internal and external) for action, as necessary.

8. Mobile Phones and Other Technologies

Mobile phones and other forms of new technology pose ongoing security concerns. Not only are the items in question becoming smaller, they also have an increased capacity (for example, many mobile phones have a camera or video function). Such technology poses an obvious security threat and has contributed to a number of security breaches. It also gives prisoners the capacity to make threats or to conduct criminal business with people in the outside world.

There were some interesting but ultimately rather inconclusive discussions about how to tackle the mobile phone problem during the conference. Most jurisdictions are exploring the possible use of 'jammers' to prevent mobile phone use in prisons. However, there are several difficulties with this. First, although banning mobile phones completely in prisons and using jamming equipment appears at first sight to be an attractive option, some visitors to prisons may expect to be able to use phones. For example, judges, ministers and official visitors may be allowed to carry phones for urgent official business. Similarly, private sector operators of businesses operating inside prisons may want to have their phones for legitimate business purposes. Secondly, there are problems with the technology in that jammers will tend to affect people who live in surrounding areas or who are using nearby facilities. For example, many prisons are near major roads; the jamming equipment may prevent motorists making emergency calls or may hinder the work of emergency services in the event of an accident. Even low power jammers present problems in this regard. Thirdly, in some countries (including Australia), there are legislative hurdles to overcome in terms of the use of jamming equipment.

This will remain an ongoing issue and is an area in which technology is constantly changing. Trials and studies are under way in a number of jurisdictions and this is likely to be a topic to which future APCCA conferences will return.

9. Prisoner escorts

One of the biggest challenges with respect to dangerous and high profile prisoners is not security within the prison itself but security when such prisoners are under escort, usually for court appearances or medical treatment. In the case of some high profile prisoners with political connections (as noted earlier), there may be concerns at possible public unrest and about the person's safety. In the case of violent offenders or terrorists, there may be concern about the person's escape risk and consequential danger to the public. There are also other collateral risks associated with escorts, such as the prisoner returning with contraband.

Some of the risks associated with prisoner escorts can be alleviated through careful risk management and improved technology. For example, all prison systems undertake risk assessments in the case of prisoners who apply for compassionate leave (for example, to attend funerals) and may refuse to grant leave to high risk prisoners; improvements in prison-based medical facilities can reduce the need for hospital escorts; and the number of escorts for court appearances can be reduced by appropriate use of video links. However, escorts will remain a source of difficulty because some medical procedures are too complex to be carried out inside prisons and because personal appearances will remain necessary for trials and certain other court hearings. One of the most important messages to emerge from experience in Australia and elsewhere is the need for careful planning and rigorous co-ordination, especially where different groups of people may be involved in the exercise (e.g., prison officers, police and/or private security companies).

10. Managing the Media

It is not surprising that the media gives attention to high profile prisoners (whether dangerous or not) as well as some dangerous prisoners because the identity of the offender and/or the nature of the crime are sensational matters which inevitably attract public interest. Some prisoners also seek to protest their innocence through the media, either directly or through friends or lobby groups in the wider community. In some cases, infamous inmates' stories have even been turned into films or TV serials. Such stories are often of little tangible benefit and may give a distorted view of the prison system. However, at best, media stories can be a positive tool to educate the general public. For example, the consequences of drug use by a famous singer were used in Thailand to warn teenagers of the dangers of illicit drugs. Several jurisdictions have also enacted legislation that is designed to prevent criminals 'profiting from their crime' by selling their stories.

Thus, as discussed at previous APCCA conferences, it is important for correctional services to have a good media policy /strategy in order to defend themselves against unwarranted media criticism and to be able to provide positive stories. Hong Kong (China) and Singapore seem to have made effective use of the media over recent years and a number of other jurisdictions (including Brunei and Thailand) reported progress in this regard.

11. Conclusion

Terrorist incidents and rapid developments in modern forms of communication have highlighted and reinforced the need to have proactive and comprehensive procedures to maintain security and safety in an increasingly complex custodial environment. As stated by Cambodia, the “management of high profile prisoners remains challenging, it requires more upgrading of human resources, improving service delivery and construction of adequate prison facilities.”

The topic provided delegates with an opportunity to exchange experience and expertise in these areas and indicated that current and future challenges include the following:

- Increasing numbers of prisoners who may be ‘dangerous’ because of the nature of their offences, drug use and/or mental illness
- Provision of adequate prison facilities to meet the needs of prison security and good order
- Developing and improving classification systems
- Learning more about possible management regimes and treatment programs for terrorist inmates
- Developing the best possible intelligence (‘intel’) systems
- Use of modern technology for security and management purposes
- Better techniques to prevent the misuse of modern technology such as mobile phones
- Ensuring adequate security and support for staff and their families
- Effective anti-corruption initiatives

In all of these areas, there is scope for continuing ongoing international cooperation in forums such as APCCA. As already noted, the most important single challenge is to achieve the right balance between proper facilities and management regimes for dangerous inmates and avoiding unnecessary levels of security or unnecessarily rigid management practices for the majority of inmates.

AGENDA ITEM FOUR

‘DOING MORE WITH LESS’: IMPROVING PRISON SERVICES AT TIMES OF OVERCROWDING AND FINANCIAL CONSTRAINT

1. Introduction

At first sight, ‘doing more with less’ might appear to be impossible. However, at the 23rd and 24th APCCA conferences, this phrase was frequently used to encapsulate the challenges facing correctional administrators. It was therefore chosen as an Agenda Item to give delegates the opportunity to reflect on how best to manage limited resources. Australia, Brunei, Cambodia, Canada, Fiji, Hong Kong (China), India, Indonesia, Japan, Korea, Malaysia, Philippines, Singapore, Thailand and Vietnam addressed this topic in their conference papers.

APCCA Conference Reports have recorded the fact that many prison systems in the region face increasing prisoner numbers. Although increased prisoner numbers have sometimes been met with increased funding, this has not always been the case. It is also crucial to recognise that the problem is not simply one of increasing prisoner numbers or overcrowding. In countries such as Canada, Korea and Singapore, the number of prisoners has declined but financial constraints remain an issue, especially given the increasing expectations of prison systems with respect to rehabilitation and reintegration.

Furthermore, most jurisdictions face changes in the profile of the prison population which can raise costs in crucial areas such as prison security and medical services. In Korea, the total ‘direct or indirect expense for one inmate’ has increased by around 80% since 2000 but medical costs have increased at more than 300% over the same period. Malaysia also referred to the growing number of inmates with diseases and Australia noted the increasing complexity of problems generated by growing numbers of female prisoners, older prisoners and prisoners with mental health issues.

The other part of the matrix of ‘doing more with less’ relates to staffing levels and the costs of recruitment and training. The most striking example of this was probably found in Hong Kong (China)’s paper which stated that rising service demands have been accompanied by significantly reduced staffing levels.

It should also be noted that most of these problems lie outside the control of corrections authorities and the impact on prisons of changing policies is not always factored in. For example, the Northern Territory (Australia) noted that new police had been employed but there had been no flow through of resources to the prisons.

2. 'Doing More With Less' by Reducing the Prison Population

Most of the papers focused on how correctional departments can best use their resources to meet the needs of the prison population. However, a number of countries drew attention to the potential to reduce prison costs through broader legislative and policy initiatives designed to reduce prisoner numbers. The mechanisms by which this may be achieved will vary according to the particular pressure points in the system.

India and Sri Lanka face pressing problems with the number of unsentenced prisoners, many of whom are not ultimately sentenced to a term of imprisonment. To address this issue, reforms will obviously need to focus on aspects of the investigation and trial processes. The Indian government has established a 'Fast Track' court system and the Criminal Procedure Code has been amended to include a provision that, unless the prosecution can persuade a court to the contrary, people under investigation or trial must not be detained for more than half the maximum penalty prescribed for the offence in question.

Several papers stressed the importance of developing non custodial sentences so that the prison system's resources can be concentrated on those offenders for whom incarceration really is the only option. There have been several initiatives in the region over recent years, including 'front end' measures such as the expansion of non custodial sentencing options and 'back end' options such as early release schemes. In Australia, New South Wales and the Australian Capital Territory have introduced Periodic Detention which means prisoners go to prison at weekends but are able to stay in the community and retain employment and family links, whilst still being punished. It is an option that is seen to have rehabilitative and economic benefits. Korea has expanded its parole system over recent years and Home Detention has proved a successful back end measure in Singapore, with low breach rates. Malaysia is progressively introducing a range of measures including a parole system and enhanced 'front end' alternatives to imprisonment. It is estimated that the parole system, due to be introduced in 2006, will bring cost savings of almost RM500 million over seven years. India is seeking to expand probation and community service sentences and Indonesia is conducting research to examine how to increase furlough and parole programs. A number of countries, including Vietnam, Indonesia, Thailand and Vietnam also grant amnesties to some prisoners on special days (such as national celebrations or royal birthdays).

Finally, there may be some scope for alternative custodial models. Thailand has developed initiatives to send drug addicts to military-style camps rather than prisons and in 2002, Hong Kong (China) established Rehabilitation Centres to meet the needs of some younger offenders rather than sending them to longer term Training Centres.

3. Financial Constraints and Funding Models

The papers and conference discussions showed that it is very difficult to measure accurately the true costs of imprisonment, and that different approaches may be adopted.

It is therefore almost impossible for meaningful cost comparisons to be made between jurisdictions. For example, there are differences in the way in which costs are assessed and how they are divided, for accounting purposes, between the prisons themselves (sometimes called 'on-site' costs) and the central body responsible for prison administration (sometimes called 'head office' costs). However, the papers did provide valuable information about trends and issues across the region.

As the paper from Fiji highlighted, it can be extremely difficult to persuade governments to spend money on constructing correctional facilities because the capital costs are so high and because of competing priorities for public expenditure such as schools, hospitals, the police and the judiciary. However, the key to success may lie in explaining the long term cost benefits of modern facilities. In Canada, prison construction costs only constitute around 10% of 'total lifecycle costs' and capital costs can sometimes be effectively justified in terms of operational savings over the lifecycle of a prison; for example, "reconstruction [of a facility] that permits the elimination of a single 24/7 enclosed control post equates to a lifecycle saving in excess of \$10 million."

Prison funding models and trends vary across the region. Generally, the budgets allocated to correctional departments are increasing but such increases do not necessarily keep pace with increased costs. In Brunei, funding has gradually increased (by 0.4% per annum over recent years) at a time of reducing prisoner numbers. In many countries, including Japan and Vietnam, funding has risen to some extent as the prison population has grown. In Australia, trends in prison populations are highly variable across the country, as are the arrangements for funding capital works and operating costs. For example, in Western Australia, funding for operating costs has been linked to inflation but most Australian jurisdictions have experienced an increase that is somewhat below the rate of inflation. In Canada, funding allocations take account of increasing staff salary costs arising from collective agreements and of inflation with respect to some core expenditure such as energy and medication. In Malaysia, budget allocations to prisons have increased by 10% over recent years but this is well below the increase in the number of inmates (13% increase) and other costs.

Singapore and Hong Kong (China) provided exceptions to the general pattern of increasing funding. Hong Kong (China)'s prison population has risen over recent years (though there was a slight drop from 2004 to 2005) but, from 2000-2001 to 2004-2005 it has managed to achieve a striking reduction in the average cost per prisoner per day of over 19%. A good deal of this reduction has resulted from significantly reduced staffing levels, driven by government requirements in the aftermath of the Asian economic crisis of the late 1990's. Hong Kong (China) stressed that this has been a very difficult period but that it has been possible to maintain overall service delivery levels. Until quite recently, Singapore faced an overcrowding problem but this has been alleviated with the opening of 'Cluster A' of the new Changi Prison Complex and a decline in the number of prisoners. The paper noted that Cluster A has allowed processes to be streamlined and service levels to be improved even at times of reduced funding (a 2% drop in budget from 2004 onwards).

4. Financial Constraints and Modern Correctional Philosophy

Recent APCCA conferences have emphasized that prison systems are facing more complex demands in terms of their rehabilitative role

Several papers, including those from Brunei, Fiji, Malaysia and Thailand drew attention to the tension between the need to provide rehabilitative services and contemporary financial pressures. In Thailand, for example, most of the budget goes on prison construction, staff salaries and basic provision such as food. As a result, there is little left for rehabilitation or education. Fiji is optimistic that prison design will begin better to reflect the needs of rehabilitation. The Australian paper referred to numerous rehabilitation and reintegration initiatives that have been developed, particularly for targeted high need groups (such as female prisoners). Singapore has managed to place considerable resources into its Prison School, with positive results, and Hong Kong (China) has developed Rehabilitative Centres for younger offenders.

Overall, however, it seems clear that growing philosophical and service expectations placed on correctional services are generally outstripping any growth in funding. It is therefore vital for correctional services to manage the issues of security and control in a cost effective manner in order to ensure that as much of the budget as possible can be put to more positive use, such as rehabilitation and reintegration services.

5. Prison Design

In terms of 'doing more with less', larger prisons will almost certainly be more cost effective (in purely financial terms) than smaller prisons, due to economies of scale in both construction and management. In terms of construction costs, for example, a new 150 bed prison for women in Queensland (Australia) will cost A\$101 million but the cost of a 500 bed prison would be only 50% more (A\$160 million).

Generally speaking, there will also be significant operational savings from larger scale prisons. For example, the cost per prisoner of one prison housing 2000 inmates will almost inevitably be significantly less than the cost of housing 2000 prisoners in five prisons of 400 inmates. This means that in many countries, including Japan and Malaysia, larger prisons will continue to be necessary and Hong Kong (China) is examining the question of co-locating prison facilities as part of its long term planning. As delegates to the 2004 Conference in Singapore observed, the new Changi Prison Complex is on a very large scale and significant economies have been achieved from the modernization of facilities and the centralization of services. In Thailand, prison construction priorities are not driven by possible savings from larger prisons, but there is concern at the imbalance between staffing levels at larger prisons (with around 100 staff for 3000 inmates) and smaller prisons (around 50 staff for 500 inmates).

However, the extent to which larger prisons will bring cost savings will depend on a number of factors. Importantly, as the Australian paper noted, the management costs of a

larger prison will not necessarily be lower if the prison is required to manage “complex sub-populations of prisoners.” Although larger prisons may offer financial benefits, there may also be some disadvantages in such an arrangement in terms of the philosophies of rehabilitation and reintegration. This is particularly true in large countries such as Canada and Australia where prisoners may end up serving their sentences a long distance from home. In many jurisdictions it is also thought desirable to offer rehabilitative programs in a range of different facilities. For such reasons, Australia aims for a diversity of institutions and Canada has imposed an upper limit on the capacity of its prisons (500 at maximum security facilities, 600 at medium and 250 at minimum). Korea is also looking, where possible, to reduce the capacity of its correctional institutions.

6. Technological Advances

The papers revealed an interesting diversity of opinion on the extent to which new technologies ultimately offer cost efficiencies in different countries. These differences reflect factors such as the condition of prisons, the costs of technology relative to staff salary costs, the need to train staff, and the need to pay for ongoing servicing and repair of equipment.

(a) Initiatives and Benefits

- *Security and control.* Several papers, including those from Korea, Australia, Japan and Singapore, commented that modern technology can help with respect to perimeter security and internal control. Although the initial cost outlay can be high, there may be longer term advantages in reduced staff numbers and salaries. Good security systems may also free up staff to engage in more positive interactions and activities with inmates.
- *Video links for court appearances etc.* In many places, video links are increasingly used to facilitate routine court appearances and some parole board hearings. This saves costs of transport and also reduces security risks.
- *Video links for family visits and legal consultations.* Korea, Hong Kong (China) and Singapore have all pioneered the use of video links and / or Internet visits. A number of other countries, including Malaysia, are also pursuing similar initiative. Such systems can provide a less costly system of visits for families and legal representatives (in terms of staff required for security checks and so on). They may also provide a level of ‘convenience’ for families who live some distance away.
- *Computerised offender management systems.* Most jurisdictions have introduced, or are intending to introduce, offender information systems. These can, at best, provide significant cost savings and efficiencies. Hong Kong (China) identified a number of cost savings and Brunei stated that its new Correctional Information

System is expected to “cut an annual estimated \$1 million in administration and operational costs and raise productivity by 70%.”

(b) Disadvantages and Concerns

Although modern security technology can provide efficiencies and cost savings, there are also associated risks and ongoing costs. Fiji noted that “with a small economy it would take some time for the country to adopt highly technical correctional industries” and Canada commented that new security capabilities “are often accompanied with new challenges and related costs such as staff training and increased support and maintenance requirements.” Thailand expressed the strongest reservations, stating that new technologies can be unreliable in a tropical climate, generate problems in terms of staff training, and do not reduce staff numbers because they are already so low.

Korea, Australia and others also emphasised that technology should not be regarded as a substitute for adequate staffing levels. As Korea put it, “Although the budget for construction of a correctional facility is set aside at an appropriate level, the budget for correctional staff to manage the facility is not.” Instead, the Corrections Bureau tries to use various high tech facilities to make up for the lack of personnel.” Several delegations noted that video links may be appropriate for the purposes of some legal proceedings but that some legal matters will still require face to face hearings. Similarly, ‘electronic’ visits of various sorts should not supplant personal visits and contact.

Finally, computerised offender management systems are a valuable tool but must contain adequate protections. Unfortunately, in some jurisdictions, there have been examples of unauthorised access by prisoners and/or improper use by staff (intentionally or otherwise).

7. Privatisation

Previous APCCA conferences have identified and discussed a number of ways in which prison services may be privatised. The strongest form of privatisation is where private sector companies design, construct, finance and / or manage prisons on behalf of the State. This remains a highly controversial topic. Other less dramatic and less controversial forms of privatisation include the use of private security companies to carry out prisoner escorts, and contracting for the provision of medical services by private providers rather than employing medical staff directly under the prison service.

The basic message to emerge is that it is possible to privatise some services and to save money but also to maintain (or improve) standards of service delivery. The key to achieving better value for money in this area is ‘getting the contract right’ in the first place and in effective monitoring of compliance by the private operator.

(a) Prison privatisation

Many jurisdictions remain opposed to prison privatisation. The Correctional Service of Canada, for example, believes that the public sector ensures “an unqualified and undiluted commitment to the public interest in corrections.” However, the Province of Ontario established a 1,200 bed maximum security facility in 2001 and is conducting a review of its operations and costs relative to the public sector. This is likely to have some influence on future debates in Canada.

In Australia, experience has been somewhat mixed with respect to private sector prisons. Some have not met expected standards but others are meeting required benchmarks, are operating as well as many public sector prisons, and are proving to be cost effective. Victoria experienced some problems with private sector operators at some of its prisons but is embarking on a new partnership model whereby the private sector will be responsible for designing, constructing, financing and maintaining new prisons but the public sector will be responsible for operating the facilities.

Korea and Japan have both moved some way down the road of privatisation over recent years, including the enactment of enabling legislation. Korea’s first private prison is planned to be completed by 2008 (though there have been some delays), Japan is planning to build new prisons under a Private Finance Initiative (PFI) model. The first such project will be a 1000 bed prison for first time prisoners (500 men and 500 women). It is estimated that this will bring savings of around 8.5%.

Thailand is conducting a feasibility study and will be holding public hearings on the possibility of a private sector prison but commented that because the public sector is forced to operate on such a low budget, the private sector may be unable to compete at the same level. Malaysia does not have any plans to privatise correctional facilities at the current time but does intend to privatise the management of some immigration detention facilities.

(b) Privatisation of Services

Many jurisdictions (even those which see no role for the private sector in actually running prisons), have energetically pursued contracts for certain services with the private sector. Well managed initiatives of this sort have brought significant savings. For example, in Japan, there has been around 30% saving in some services that have been contracted to the private sector and Malaysia said there have been benefits from privatising medical services.

8. ‘Head Office Costs’

In some of the smaller jurisdictions such as Fiji, so-called ‘head office’ costs are not considered to be an issue. However, for larger jurisdictions, it is important not to lose sight of ‘head office’ as opposed to direct ‘on-site costs’. Costs that may be attributable

to 'head office' will vary between places but often include areas such as human resources, research, policy development, treatment program development and implementation, and system wide coordination. Such costs can be very significant – and in some centralised systems (depending on how the calculations are done) they have been assessed to run to 40% or more of the total cost of imprisonment. In Japan, strong efforts have been made to peg head office costs to “secure the budget of the correctional facilities where the actual work of dealing with inmates is performed.”

Several papers reported that reviews of head office costs have been undertaken and that it has been possible to streamline services and to achieve cost savings without any decline in the quality of service. The main mechanism by which this has been achieved in Australia and Canada has been by prison departments sharing some corporate functions. For example, Victoria (Australia) achieved savings to the extent of 22 full time salaries by transferring some functions to its umbrella ministry (the Department of Justice). Canada has found that centralising certain activities has resulted in lower management costs and economies of scale due to volume processing.

9. Inter Agency Collaboration and Community Support

Correctional services do not operate in a vacuum and effective service delivery can require good working relationships with other government agencies and the non government sector. The Cambodian paper showed that there have been major improvements to health services for prisoners as a result of partnerships with the Ministry of Public Health and Indonesia pointed to collaborative initiatives with the Departments of Manpower, Industry, Treasury and Religion.

Many jurisdictions have also sought to garner the support of non-government and private sector organisations. The Philippines reported some success in this regard: “In attempting to partly decongest overcrowded facilities, the present leadership has tapped the pork barrel of local politicians and donations from private individuals for the construction of modular prison dormitories.” Thailand has also looked to garner greater community support, and has the support of some members of the Royal Family.

Hong Kong (China) and Singapore provided some particularly interesting examples of community support. Hong Kong (China) has managed to establish bursaries with the Hong Kong Open University and has managed to raise funds through the non-government sector (including the Jockey Club and other bodies). Singapore has pursued numerous avenues, culminating in a 'Yellow Ribbon Campaign' designed to heighten public awareness of the resettlement problems faced by ex prisoners.

10. Staffing

A number of papers commented that it is increasingly costly to recruit and train staff. However, good training and investment in staff skills can have many advantages. In

particular, as Australia and others emphasised, it is important for staff to be flexible in the sense that they can perform a number of tasks and be deployed across a number of areas of prison operations (generally on staff training and development, see Specialist Workshop 3). In some places, including Korea, salaries are being tied increasingly to performance.

11. Other Strategies: Environmental Design, Recycling etc.

In looking at costs it is important to remember that small savings in specific areas can, cumulatively, generate significant larger savings – and that much can be achieved at a ‘micro’ level that does not require large scale plans or new policies and strategies. The papers revealed several interesting examples of practices designed to reduce demand and wastage, including:

- In Singapore, durable transparent bags and reusable security tags are being used to keep prisoners’ property, reducing both costs (saving \$15,000 per annum) and pollution.
- Thailand and Hong Kong (China) have examined opportunities to reduce power usage (such as the use of solar energy in Thailand).
- The New South Wales (Australia) Department of Corrections has moved to less expensive office facilities.

12. Auditing and Reviews

Many correctional services face greater demands from government in terms of internal departmental auditing processes. As Brunei pointed out, regular and targeted internal audits can identify areas of waste and can promote changes that significantly reduce expenditure.

Some correctional services (including Australia, Canada and New Zealand) also face increasing scrutiny from independent accountability agencies such as prison inspectorates, human rights agencies or special commissions of inquiry at times of crisis. At times of financial constraint, the involvement of such agencies may appear to pose problems for correctional services. However, such mechanisms may prove to be of long term benefit. Some of these external reviews (for example, by an Auditor General) are primarily financial and may provide assistance in identifying issues that are not revealed by internal audits. Others (for example, by human rights agencies) will be more policy-driven. These may sometimes be critical of correctional services but can also complement the efforts of correctional services and may assist in leveraging policy change and resources from government. For example, in Canada, the Auditor General has identified some areas for improved reintegration service delivery and the Human Rights Commission has undertaken a review of services for women prisoners. The

Correctional Service of Canada endeavours to address these issues within its existing resources and in terms of future development and funding.

13. Conclusion

The papers and Conference discussion confirmed that that ‘doing more with less’ is a very apt catchphrase for the problems faced by most correctional systems in the region. The Australian paper began with an amusing quote: “We didn’t actually overspend our budget. The allocation simply fell short of our expenditure.” But overspending, however it may be explained, is not an option and governments tend to set tighter rules and tighter compliance measures. Managing limited resources will therefore be a long term and not merely a short term challenge. While recognizing that both the problems and the possible solutions differ between jurisdictions, the conference provided delegates with the opportunity to reflect on short, medium and long term strategies and to learn from successful measures in different parts of the region.

The papers revealed many strategies and initiatives and they can probably be grouped together under four main areas:

- Some initiatives will involve changes in the policy direction and legislation for criminal justice systems as a whole. For some jurisdictions, this will include reducing the unsentenced prisoner population and in all jurisdictions there is a concern to ensure that courts have an appropriate range of non custodial options.
- Some strategies involve large scale initiatives that are primarily within the scope of prison administration but may also require broader government or legislative support. These options include carefully managed privatization of some prison services and improvements to early release schemes.
- There are some opportunities that are less dramatic but which lie essentially in the control of correctional organizations, such as careful use of technology, more efficient ‘head office’ structures and practical ‘on the ground’ measures (such as reducing power use and waste).
- Finally, there may be useful opportunities, at least in some jurisdictions, to enhance community and charitable input.

The other message to emerge is that a coordinated system wide approach is likely to bring the best results. On the figures given at the Conference, Singapore and Hong Kong (China) appear to have achieved the biggest cost reductions. In Hong Kong, this has been managed within a framework called the ‘Three R’s’: Reprioritise (identify and focus on core priorities); Reengineer (streamlining all processes); and Reorganise (for example by increasing community input and collocating some prisons). Singapore has developed strategies around ‘three I’s’ (Ideas, Improvement and Innovation) to bolster and implement the Economy Drive initiative that affects all arms of government. It should

also be noted both Singapore and Hong Kong (China) regard achieving external (eg ISO) accreditation is an effective mechanism for reducing costs and achieving higher standards.

The ultimate challenge was well articulated by Canada: “As the costs for construction continue to escalate rapidly, it is critical to view all decisions and expenditure in light of life cycle costs, and not just from the perspective of initial capital costs. It is also important that construction costs aimed at realizing operational savings do not sacrifice good corrections (e.g., excessive use of cameras and remote control mechanisms may permit operating cost savings but not achieve the same level of staff/inmate interaction required for good corrections).”

SPECIALIST WORKSHOP ONE

MEASURING THE SUCCESS OF PRISONERS' TREATMENT PROGRAMS

1. Introduction

The Workshop papers and discussions raised two broad areas of debate. First, the papers from Hong Kong (China) and Singapore focused on programs designed to reduce recidivism and to 'address offending behaviour'. The papers raised a number of methodological questions as well as drawing attention to studies and findings within each jurisdiction. The paper by Sri Lanka discussed the problems that are faced in diagnosing and treating prisoners with tuberculosis. The presentations on both of these broad topics were followed by lively interactive discussions.

2. Treating Offending Behaviour and Reducing Recidivism

(a) Methodology and Related Questions

The Hong Kong (China) and Singapore presentations emphasized that because the ultimate goal of corrections is successful reintegration, it is important to have the tools to measure success in prisoner treatment programs and to conduct appropriate research and evaluations. This is part of a process of continuous improvement and is important to the proper targeting of resources; there is little point providing treatment programs to those who do not need them.

However, there are a number of difficulties in measuring 'success' of programs and a number of different approaches and methodologies have been adopted. Some of the questions and issues that commonly arise include the following:

- What are the benchmarks of 'successes'? Are reconviction rates, which are commonly used, the best guide? Problems with such a measure include the fact that some people may reoffend but not be caught; and others may reoffend in a far less serious way than their original offence
- If reconviction rates are used, should we take account of a person's 'reconviction' for any offence or do we only take account of offences that result in a return to prison (as opposed to the imposition of a non custodial penalty such as a fine or probation)? In some studies, all further convictions (except for very minor matters) are counted, even when they do not result in imprisonment. In others, including Hong Kong (China) and Singapore (see below), the test is often whether the person returns to custody.

- Over what period of time do we assess a person's recidivism? For example, should there be a two year or a five year 'follow up' period?
- In some areas there may be other measures of 'success' or 'failure'; for example, offenders who are on parole or home detention may breach an order by failing to comply with its requirements even though they are not proved to have committed any further offences. Is this to be regarded as a 'failure', or is it simply that the parole system is working effectively in monitoring offenders? Similarly, since rehabilitation is a long term and multi-faceted matter, there may be other measures of 'success', such as improved attitudes and achievements in terms of education or vocational training.
- How do we assess whether a program designed to target 'offending behaviour' has been effective, or if the person in question has desisted from crime for a largely unrelated reason (for example, obtaining a job, being in a stable relationship, having a new partner, being older or simply deciding to 'go straight').
- In assessing the impact of treatment programs, it is important to be able to compare how the 'treated' group compares with the 'untreated' group. One approach is to use 'control groups' – i.e. to have two large groups of offenders, one 'treated' and the other 'untreated', and to allocate prisoners randomly into one or the other group. However, large numbers are needed to eliminate statistical error. Another method is to evaluate the results by reference to the characteristics, risk factors and predicted recidivism rates of the offenders undertaking each program. These approaches, and others, all present some methodological difficulties.
- How 'transferable' are treatment programs? For example, is it likely that 'cognitive skills' courses developed in the USA or the UK will work with prisoners in Australia, China or Indonesia? And are there significant differences between different prisoners within one country (for example, do race and gender make a difference)?

The presentations by Hong Kong (China) and Singapore contained valuable reflections on these and other questions and outlined some existing and ongoing evaluations.

(b) Hong Kong (China)

The Correctional Services Department (CSD) of Hong Kong (China) has developed a number of measurements, depending on the nature of the treatment program in question. Some categories of inmates are subject to supervision by CSD officers on release. 'Success' in this context has been measured by reference to the 'percentage of supervisees who have completed the statutory supervision without reconviction of a criminal offence.' In the case of supervisees who have been released from drug treatment centres, a further measure is whether the person has remained drug free. Using these

measuring posts, research into the various forms of supervision has shown an overall success rate of around 77%. However, the success rates are higher for detention centres and rehabilitation centres (around 96% each) and lower for training centres (68% and drug addiction treatment centres (64%).

The Hong Kong (China) data also showed some differences in terms of recidivism rates data. The recidivism data refer to the *percentage of readmission* of local offenders to a CSD facility (i.e. not including convictions resulting in probation or fines) within a *three year period from release*. Using these measuring posts, the overall recidivism rate, and the recidivism rate amongst ex-prisoners is around 49%. Lower rates have been achieved with detention centres and rehabilitation centres, but higher rates are found amongst those released from drug treatment centres.

The Hong Kong CSD has also devoted resources to education and vocational training. This has shown concrete and clearly 'measurable' results, with a growing number of offenders acquiring qualifications in public examinations and a significantly higher pass rate amongst candidates. Acquiring such skills should assist the reintegration process.

(c) Singapore

The Singapore delegation presented an overview of contemporary research questions and issues. Perhaps the most significant aspects of the presentation were the strong focus on measuring broader factors affecting reintegration as well as the narrower question of recidivism, and a focus on identifying the Singapore-specific dynamics.

The presentation noted that there is a distinction between 'relapse' and 'recidivism'. Relapse is where the person is convicted of the *same type* of offence again; recidivism is more general, including further convictions for different sorts of offence. It was suggested that recidivism provides a more appropriate test than relapse. However, as we have seen, there can be differences in terms of what is 'counted' by way of recidivism. Similar to Hong Kong (China), Singapore's focus is on further convictions that result in a return to prison. However, the follow up period in Singapore's studies has generally been two years as opposed to the three years used in Hong Kong. Measured in this way, Singapore has achieved a reduction in recidivism rates over recent years, with the most recent figures showing around 31% returning to prison within two years.

Recidivism rates tell us little about *why* some offenders continue to offend and why others *stop* offending, or about what exactly works in preventing recidivism and promoting reintegration. In order to understand these issues better, Singapore is developing a Reintegration Potential Measure which examines a range of dynamic factors such as employment, family situation, peer influences and motivation to change. The study includes surveys of inmates on admission and around the time of release to assess how such factors may have changed. The study also includes post-release follow up.

The paper also pointed out that it may be useful to take account of other indicators such as whether programs result in better institutional behaviour (including fewer assaults),

better attitudes and the acquisition of skills and knowledge that equip prisoners for life in the community.

(d) Discussion

The discussions canvassed some of the methodological issues outlined earlier. It was recognized that there is no 'correct' or 'perfect' approach and that comparisons between jurisdictions are difficult. The issues that were discussed included the following:

- *Targeting programs.* As more is known about the impact of different programs and approaches, it will become easier to classify prisoners and to allocate resources to those who really need such intervention. It is also important to avoid a sense of 'dependency' on the part of prisoners on such programs.
- *Flexible modes of delivery.* There was some discussion of the fact that treatment programs tend to be designed to operate over a set timeframe and to comply with a set schedule. This is important for planning and evaluation but there may also be a need for flexibility in some situations.
- *Cognitive skills programs* have been introduced in many places over recent years. However, several jurisdictions (including Australia and New Zealand) expressed some doubt about whether such programs have had the desired effect.
- *Intensive and holistic approaches* have offered the most promising results in some countries. For example, Canada has adopted a more concentrated and holistic approach to dealing with some of its female offenders (including the development of special facilities that focus on health, life skills, education/training etc) and this appears to be bringing positive results. In New Zealand, some prisons now incorporate Maori philosophy in their design and operations. This is showing positive results.
- *Examining reasons for change.* As noted earlier, it cannot be assumed that a treatment program has been successful if the person does not reoffend. It may be that they stop offending for different reasons. The Singapore research indicates a number of 'milestones' in this regard. They include the experience of prison itself; personal tragedy (such as the death of a loved one); spiritual enlightenment; and simply having 'had enough' of crime.
- *Family based initiatives.* Traditionally, treatment programs have tended to focus on the offender's personal needs or deficits and the programs tend to involve psychologists and others working with the offender. However, it was recognized that sometimes it may be important to attempt to engage with families as some of the problems may be family based. Generally the family also plays a key role in the offender's reintegration. Some jurisdictions are therefore placing more importance on the family through initiatives such as family counselling (Singapore), open prisons where families can be involved (India), and conjugal

visits (the Philippines). However, as Canada noted, families are sometimes not a positive and stable influence. For this reason, community base outreach and support programs can have an important role.

- *Continuity of programs* between prison and community is also an important consideration so that the programs can provide support and reinforcement during the reintegration period.

(e) APCCA's Role

It was recognized that this is a crucial area in contemporary corrections and that APCCA can play an important role in at least two ways. First, it can provide a forum for regular debates and information sharing. Secondly, it may be possible for APCCA to become a repository for the exchange of initiatives, research findings and evaluations. This may help us to understand 'what works' for different groups of offenders from quite disparate ethnic, religious and cultural backgrounds.

3. Treating Offenders with Tuberculosis

(a) The Problems Faced in Sri Lanka

The Sri Lankan paper examined the prevalence and treatment of tuberculosis (TB) in Sri Lankan prisons and the importance of effective treatment in protecting the broader community. The main problems that were identified were the following:

- TB is of growing concern in South East Asian countries. In some countries, HIV is seen to pose the biggest threat but in fact many HIV patients actually die from TB due to their low immunity.
- TB is curable but some forms of the disease are often fatal if not treated in a timely manner.
- The prevalence of TB amongst prisoners in Sri Lanka (1% of new admissions) is much higher than in the wider community (46 per 100,000 or 0.046%).
- There is no active screening program to detect TB amongst inmates and diagnosis depends on responding to patients' complaints and symptoms.
- Possible sufferers are reluctant to report or acknowledge TB as a certain stigma still attaches – including the fear that having TB reflects an impoverished background.
- Overcrowding in Sri Lankan prisons contributes directly to the spread of the disease amongst inmates.

- Treatment generally takes around 6 months. However, many prisoners do not spend a full six months in prison after diagnosis, but are released back to the community and may fail to complete the required treatment.
- Untreated ex-prisoners pose a threat to their families and the wider community in terms of the spread of the disease.

(b) Addressing the Problem

The Sri Lankan paper and the ensuing discussions raised a number of key strategies in addressing the control of TB

- Prison conditions should be such that they minimize the risks of TB being transmitted.
- It is important to ensure continuity between prison and health care services, so that prisoners are properly followed up after release.
- There must be coordination between prison service and those aspects of health services that are concerned with the control of infectious diseases in the community. In particular, civilian health systems generally have powers to segregate infected people to prevent the spread of disease. All countries endeavour to achieve good coordination but sometimes face bureaucratic hurdles.
- A proactive approach to diagnosis and treatment is necessary.
- Screening of prisoners on admission and at appropriate subsequent intervals is a useful tool but there can be obstacles to this. Sometimes financial and resourcing problems exist. In addition, there can be privacy issues and in Australia, the medical profession has opposed blood testing of prisoners on admission (but, paradoxically, the same profession has often argued that there should be a system of 'needle exchange' to reduce the risk of disease transmission between injecting drug users in prison).
- Education is a crucial aspect of control. This involves not only education of prisoners but also of staff and the wider community. As Sri Lanka and the Philippines stressed, such education must deal not only with the symptoms and treatment of the illness but with community fears and shyness.

SPECIALIST WORKSHOP TWO

PREPARING AND HELPING INMATES TO ADAPT TO SOCIETY ON RELEASE

1. Introduction

This Workshop began with some general discussions and observations on the underlying issues. This was followed by presentations by Hong Kong (China), Korea and Thailand and, finally, a short question and answer session. Delegates were able to benefit from a wide diversity of practices, experiences and initiatives. Participants agreed that the underlying purpose behind preparing/helping inmates to adapt to society is to reduce recidivism /reoffending. However, it became apparent that there are two sides to the equation. It is obviously necessary to devote energy and resources to preparing inmates for their release, but the reverse side of the coin is that society must be prepared for their release in the sense that it will accept them back, allow them to reintegrate and contribute to that reintegration.

2. Preparing Inmates for Society and Preparing Society for Inmates

Prior to the presentations, delegates were invited to reflect on the following general question: '*On a scale of 0-10, where do you think your country is now in the area of preparing inmates to return to society?*' Answers to this general question ranged from 3 to 8, with an average of 5.5 (and half of the participants giving a 'mark' of 6).

However, when the question was broken down into two parts, some very interesting differences emerged:

- *Between 0-10, where do you think your country is now, in the area of preparing inmates to return to society?* The average answer to this question was 6.5 (and the range was from 3 to 8).
- *Between 0-10, where do you think your country is now, in the area of preparing society to receive/accept inmates?* Here, the average response was far lower (3.5) and the range was also lower (from 2 to 6)

In other words, APCCA members generally felt that they have been more successful in preparing/working with inmates than in preparing and working with the society/community.

3. Korea

The presentation by Korea emphasised that the process of preparing prisoners for release begins early on in a sentence and is a long term process. First, prisoners must be properly 'acclimatised' to the prison environment and then they should be afforded opportunities to acquire relevant skills. Finally, they need support from family and / or others upon release. This support includes practical advice and assistance with respect to matters such as housing, employment, financial planning and obtaining a driving licence. Throughout this process, it was said, there is a need for good coordination between different government agencies as well as community based organisations.

Since preparation for release starts at the '*entrance stage*', a number of initiatives have been developed to alleviate inmate anxiety and to learn about prison life, such as the use of selected inmate volunteers. The entrance stage and decisions about classification are largely a matter for the Corrections Bureau but community involvement increased as the prisoner moves through the system.

At the '*confinement stage*', "not only the Corrections Bureau but also other related facilities, local communities and volunteers support inmates' preparation for reintegration in some way or another." Key features of the confinement stage include:

- *Academic education*
External courses and accredited educational programs are the key, and include links with schools, colleges and universities.
- *IT Training*
More than 300 volunteers (including 89 university professors) offer their support to improve offenders' computer and general IT skills
- *Vocational Training*
Again this involves collaborative ventures involving both the Corrections Bureau and external groups and individuals.

At the '*preparation and release stage*', inmates have a range of opportunities including undertaking community service work, leaves from prison and work release schemes.

It was interesting to see the strong emphasis that Korea places on practical support for ex prisoners and on seeking to expand community involvement. Examples of this include:

- *The National Basic Livelihood Security System* aims to ensure that inmates have appropriate social benefits on release.
- *The Renewal of Driver's Licence* scheme involves collaboration between the Corrections Bureau and the police.

- *Employment Arrangement Committees* involve representatives from several agencies and aim to maximize employment opportunities for ex-inmates.
- *The Korea Rehabilitation Agency* plays a major role in aftercare services.
- *The Correctional Volunteers System and Committees.* Volunteers have been appointed to provide services in three broad areas – counselling, religion and education. Committees in each region coordinate and manage such services.

Although major efforts have been made, the Corrections Bureau recognizes that there are limitations. Areas for development include strategies to reduce prison overcrowding, the provision of more vocational training, research into the best forms of training and increased community engagement. Although the media has tended to focus on negative stories, there have been more promising developments as the Korean correctional system has opened itself up to more public scrutiny.

4. Hong Kong (China)

The Hong Kong (China) paper emphasized that successful reintegration depends not only on the efforts of ex-offenders but also on the efforts of society. In recognition of this, the Correctional Services Department (CSD) has made comprehensive efforts to enhance public understanding of its role and to garner community support. This has been done within a clear organizational framework. Major initiatives have included the following:

- *Development of a Correctional Culture.* This included moving away from the name ‘Prisons Department’ and formulating a Vision, Mission and Values that reflect rehabilitation and reintegration.
- *Enhancing Rehabilitation Services.* The CSD now offers a wider suite of rehabilitative programs that involve voluntary community participation as well as services offered by the Rehabilitation Division of the CSD itself.
- *Identifying Core Responsibilities of the Rehabilitation Division.* There are five units in the Rehabilitation Division, each of which has an identified role in long term reintegration, starting from the time the person is sentenced in court to their aftercare. The *Pre-Sentence Assessment Panel Unit* undertakes assessments for the sentencing court to help determine the optimal placement. The *Education Unit* aims to provide educational qualifications and to assist inmates to plan for the future. The *Vocational Training Unit* aims to instill better work habits and provide vocational skills training. *Psychological Services* undertake counselling, assessments and treatment programs. The *Aftercare Unit* become involved with the inmate prior to release and then aim to support and work with the person after release.

- *Reaching out to the community.* As discussed in Agenda Item Four ('Doing More with Less'), partnerships with the community are a significant means of enhancing correctional services. In promoting such partnerships, the CSD has found it useful to be more open in its operations so that its work becomes more transparent, and its relevance to the wider community is better understood.
- *Reinforcing Community Acceptance of Ex-Offenders.* The CSD has engaged numerous voluntary organizations, religious groups and individuals in providing support and services for prisoners. In recognition of what the public is contributing, CSD staffs are encouraged to undertake voluntary community work themselves. Campaigns have also been run to improve the employment opportunities of ex-prisoners.

Significantly, the CSD reported that as the community has become more actively engaged, recidivism rates have started to decline.

5. Thailand

Thailand is committed to the principle of throughcare and 'our experience pinpoints that the key to success is the partnership and cooperation of every part of the society.' A wide variety of programs have been implemented and the presentation showcased three of the most significant recent projects.

- *Bann Praporn Half Way House* is operated by the Prison Christian Ministry and provides a good example of collaboration with the non government sector. The Ministry has been involved in prison activities for over 15 years and around four years ago, introduced choir singing as music therapy for drug addicted offenders. This proved so successful that the Ministry has recently established a half way house to continue such work with inmates as they come up for release. It intends to establish more such half way houses.
- *The Inmate Teacher Project.* As in other countries, ex-prisoners in Thailand face many problems obtaining employment after release, even though they may have acquired good skills in prison. The Inmate Teacher Project aims to improve their employment prospects by giving selected inmates the opportunity to teach interested members of the public about subjects such as cooking, making desserts, foot massage and various crafts. It is too early to evaluate this initiative fully, but the initial signs are promising, with good public feedback
- *The Skill Support and Safe Reintegration Project (SSSR)* commenced in 2005. It involves targeting selected pre-release prisoners for special training and parole supervision. The offenders in question are provided not only with vocational training but also with education on how to develop business plans and to operate a business. Memoranda of understanding have been signed with 11 agencies (including government departments, private companies and religious

organizations). It is central to the project that there will be effective follow up of inmates after release and evaluations of the project's impact.

6. Issues and Themes: The ABC of Success

From the presentations, it is possible to identify a number of good practices. They can usefully be brought together under the heading '*The ABC of Success*': awareness – acceptance – action – achievement – belief – cooperation/collaboration – community engagement.

Starting with the letter 'B', all of the presentations emphasized the importance of correctional staff *believing* in the rehabilitation objective. It is also important to spread this belief to other agencies who can offer rehabilitative support. In fact, it is probably better to have a small staff and a small group of agencies/volunteers who believe in the same goal than to have larger numbers of people who do not share the vision.

In terms of the letter 'C', *cooperation, collaboration, coming together and community involvement* were common themes. Indeed, effective collaboration between correctional services and the community seemed to be the most important single 'answer' to the problem of effective reintegration. As noted earlier, in the case of Hong Kong (China), recidivism rates seem to have decreased as the number of community partners has increased.

It is necessary to have coordinating structures/committees to coordinate and direct community efforts. As noted, Korea has a number of such committees. Hong Kong (China) has a committee comprising members representing various sectors of the community and Singapore has the CARE network (Community Action for the Rehabilitation of Ex-offenders Network).

The letter 'A' connotes several related ideas. All presentations agreed that *awareness* can be enhanced by greater transparency in the prison system. As Korea put it shared the feedback from the public has been that "we did not know what is taking place behind the prison walls". In terms of awareness, it is important to highlight the positive stories, the good things that prisons are doing to rehabilitate and prepare the inmates. Too many media stories are highlighting the negatives.

Acceptance is also important. Sometimes this involves *families*. For example, prisons may teach an inmate better parenting skills, but the family may not be willing to accept the person back (in this regard, the Father School project from Korea, run by a Christian organisation, aroused much interest). Sometimes there are also issues of acceptance with *religious organizations*. It is one thing to encourage inmates to embrace/practice religion when they are in prison but if the religious bodies do not accept them into their community, all is wasted. Thailand's Halfway House programme provides an example of how this may be addressed. Finally, *employers* need to accept ex-inmates. As Thailand put it, there is sometimes a 'Beauty and the Beast' problem in that employers are willing

to buy products made by inmates and to put them in their homes, but are not willing to accept ex-prisoners as employees.

Achievement involves moving from ideas to results. This can best be achieved by carefully identifying the best projects to pilot/implement. In this regard, it can be good to start small, but to think big. The papers and discussions suggest that success in a small project begets success in a broader context.

Action. Ultimately, everyone wants more action from the community in accepting ex-prisoners and giving second chances. Examples of concrete action in the papers included volunteering in tutoring, training and counselling, employment initiatives, running halfway houses and family bonding programmes, and financial donations.

If community action is the key, how can we best mobilise and engage the community?

In answering this crucial question, it is helpful to consider '3 M's'. First, it is important to consider ways to reach the *masses* as well as specific groups. It can be helpful to target the masses with messages creating awareness and acceptance. Such targeting of the masses then makes it easier to reach more specific groups such as family, employers and religious organizations.

The *media* has a pivotal role in reaching out to the community. Experience suggests that special programs and events can be useful in prompting media interest (examples of this have included variety shows, art shows, job fairs, sponsored walks, films and hobby craft fairs). This also helps to promote a positive image. Where possible, publicity should also be given to positive stories. For example, in reaching out to employers, it may be useful to highlight stories about those employers who have offered jobs, why they are willing to do so, and how ex-inmates have benefited from such opportunities.

Messages and Messengers have proved valuable in reaching out to the community in several jurisdictions. However, it is important for correctional services to be clear about what message they want to send out. In Singapore, the Yellow Ribbon Project has been used to 'brand' a campaign to engage the community. Instead of using terms familiar to the prisons and other government agencies (such as rehabilitation, reintegration, re-entry, aftercare etc), it was felt that using 'Yellow Ribbon' would be more 'interesting and sticky'. In some places, the use of appropriate 'messengers' or 'ambassadors' has proved useful in sending out the 'second chance' or 'acceptance' message. Hong Kong (China), for example, has popular artistes as 'Rehab Ambassadors', Singapore has 'Employer Ambassadors' and others invite politicians and people of influence to speak to the media and give speeches. Appropriate messengers should be found to reach the masses as well as specific groups in the community.

7. Conclusion

To prepare inmates to return to society, and to prepare society to receive/accept inmates are both sides of the same coin. The evidence indicates that we cannot bring down recidivism rates without seeking innovative ways to address the gaps identified in both of these areas. From the presentations and the success stories of the countries who shared their experiences, it is clear that correctional agencies and governments cannot achieve good results on their own. Not only must the community be involved, it has to be actively involved and, better still, engaged to take some ownership of the task of returning inmates back to society. It is clear that it is never too late to start the rehabilitation process for inmates and that this should start as soon as they enter the prison system. It is also clear that it is never too early to involve community volunteers and organisations in the rehabilitation /throughcare process. Hong Kong (China)'s experience is that the greater the community involvement, the lower the recidivism rates. If this is true across the region, then there are some very positive messages for all members of APCCA.

SPECIALIST WORKSHOP THREE

STAFF TRAINING AND DEVELOPMENT

1. Introduction

It was evident from discussions held in the “break-out” group for Agenda Item Two on *The Promotion of International Cooperation in Correctional Fields* and this Workshop that correctional departments in the region have given increased emphasis to human resource management in order to build a successful organization. Effective, disciplined and well-motivated staff are essential to this, and good training and development programs are essential to staff competence. The purpose of this workshop was to identify different types of staff training and development programs including new initiatives, delivery methods, any problems with staff training and development issues, and some of the solutions to these problems. Presentations by delegates from Korea, Hong Kong (China), Mongolia and Thailand were followed by a discussion. .

2. Methods of Delivering Training

Various methods of delivery are used, including lectures, seminars, E-learning and the internet, study abroad programs at overseas Universities, staff exchange programs, work rotation systems and training attachments.

(a) Lectures, seminars and training attachments

The most common method of delivering staff training and development programs is through lectures and seminars. These are conducted either on-site (for example, Hong Kong (China), Korea, Mongolia and Thailand have their own Training Institute or Centres) or off-site (for example, at local and overseas Universities or Police Academies. Universities and other tertiary educational bodies often offer various certificates, diplomas and degrees to correctional staff to assist in this process.

The Mongolian correctional staff attend training courses offered at the Police Academy and the Academy of Administration and Management of the Ministry of Interior of Russia. Further seminars have been given in collaboration with organizations such as UNICEF and the Mongolian Union Against Terrorism. In Hong Kong (China), a credit exemption scheme has been entered with the Open University of Hong Kong so that staff can obtain different levels of academic achievement within a shortened period in recognition of the officer’s work experience and training history within the Department. In Korea and Hong Kong (China), selected officers attend training attachment programs in departments outside corrections. These include attachments with the Monetary Authority, British Council, Housing Department and the Security Bureau. In Hong Kong (China), officers are placed on a work rotation system every three to five years to provide

opportunities to learn new skills and gain experience in different areas of corrections. These training attachment programs and work rotation system also serve to eliminate corruption among correctional officers.

(b) E-learning

E-learning and courses offered on the internet for staff are fast becoming a popular method of training and learning. In Hong Kong (China), E-learning is viewed positively in terms of its interactive, far-reaching, flexible and versatile characteristics. E-learning offers the following benefits over other conventional methods:-

- E-learning can offer efficient mixed-mode training.
- It has the ability to have extensive coverage of training materials.
- It is universally accessible. Staff can access training 'anytime and anywhere'.
- It is cost-effective in terms of resources (manpower and time).
- It promotes a life-long self-learning culture.

Over the past two years, Korea has introduced online education courses to its officers in accordance with the government's attempt to establish 'E-Government'. Consequently, in 2004, one thousand trainees participated in five online courses. This was increased to two thousand participants enrolling on nine online courses in 2005. There is no doubt that E-learning is fast becoming a popular and effective method of training and learning for staff due to the advantages it has over the more traditional methods of training.

(c) University and staff exchange programs

Overseas training by way of study abroad programs and enrolling in University courses are also effective methods to gain knowledge and training. The advantages of attending University studies in another country and undertaking study abroad programmes and training attachments are obvious. Such studies provide exposure to staff who gains knowledge and experience in a new environment and they also encourage the personal development of the individual staff. In Hong Kong (China), approximately 75% of its senior staffs have taken part in at least one of these schemes.

3. Types of Staff Training

The two types of training and development programs offered to correctional staff are:-

- *Core (basic) recruitment training programs* which are offered to new recruits.
- *Development training programs* which are offered to operational staff and executives.

(a) Core (basic) recruitment training

This covers courses for the induction and training of new recruits. The courses vary in content and duration. For example, Hong Kong (China) offers a 26-week and a 23-week course for new uniformed recruits including a 2-week field placement at penal institutions. Other types of courses include management of inmates; law and security; social work techniques; operational and management techniques; occupational, health and safety issues; emergency crisis management; counselling; self-defence and use of weapons; anti-riot drills, first aid, and human rights issues. Subjects such as Potunghua, Chinese Writing and knowledge of Basic Law have been included in response to societal needs.

In Korea, innovation and performance courses (for example, in the areas of leadership, negotiation and arbitration) are offered as well as Foreign Language Courses and training in ethical issues. In Mongolia, staff are required to attend physical and military training exercises. In addition, Mongolia's primary training program includes compulsory courses such as principles of officers' morality, ethics, human rights, the history of the Mongolian Prison Service, social work and rehabilitation programs, and the prison security system.

In Hong Kong (China), recruitment training courses are also offered to non-custodial staff such as civilian personnel, industrial officers, technical staff, education officers and clinical psychologists to ensure they have an understanding of custodial work. Similarly, Mongolia provides its new civil officers with two to three weeks' professional training. Mongolia's administrators and high rank officers attend training at the Academy for Administration and Management of the Ministry of Interior of Russia for a period of two years. Thailand has a unique system of staff training and this is explained in detail below.

Generally, then, staff are provided with theoretical as well as practical training exercises and are kept under regular reviews to meet changing operational and social needs.

(b) Development training program

Development training programs help serving staff develop their potential and to keep abreast of advances in professional knowledge and skills. This assists in prison management and in career advancement. Such programs keep staff informed of new developments and changes with respect to legislation, penal policy and management which affect correctional work.

Hong Kong (China)'s Staff Training Institute offers a number of development programs such as Junior and Intermediate Command Courses, Hospital In-service Training Course, Drug Addiction Treatment Course, and Emergency Services Training Course. In 2004, 281 courses were conducted for about 4700 participants. Further, mid-career Officers and Senior Officers are selected to attend attachment programs in other policy bureau or departments within the Civil Service (such as the Monetary Authority and Security

Bureau) for career development. In Korea, specialized courses are offered twice a year to high ranking officers in order to develop and cultivate their capabilities. As discussed below, Thailand's selected staff attend a Personal Mastery Program in order to devise an Individual Development Plan.

4. Innovations

(a) Thailand's 'Talent Management'

Thailand's Talent Management Program was introduced as a way to identify, attract and retain people who have the potential to contribute their skills and knowledge to the organization. It recognizes that talented staff who have outstanding ability should conduct the operation and devise strategies for best practices to be applied within the organization. Thus, the Talent Management Program serves to search, screen and develop those who have particular capabilities. Staffs are separated into two main groups. The *superintendent* training course operates for middle level executives and the *correctional staff induction* training course for new recruits. Both groups undergo the same basic screening and selection process which identifies their individual talents with respect to:-

- *Natural gifts* (for example, in music, art, languages and computer skills).
- *Training results* in terms of academic achievements, practical work, behaviour, Intelligence Quotient and Emotional Quotient.
- *Competency test result* whereby both core and functional competencies are examined.

Those who do not qualify can retake the same screening process.

Those selected will undergo a special training program, from which a group of staff will be chosen to attend a higher level course called the "SMART" course. Those selected to attend the SMART course is screened again to attend a "VERY SMART" course. From this final course, an elite group is selected to undertake a Personal Mastery Program whereby an Individual Development Plan is devised for each staff with the following features:-

- Support in terms of scholarship award and opportunities to study abroad.
- Assigning them to undertake difficult and challenging missions.
- Providing systematic coaching and rotation of roles to experience new work environments.
- Continuous work and competency evaluations.

Finally, this group of staff enters a fast track system which allows 'top talents' to be promoted faster than other staff. However, the Department monitors and evaluates their performance, competency and behaviour at all times. Talented staff can be returned to the first stage of the process if their evaluation results are below standard.

In 2005, 200 of the 516 newly recruited staff were selected to attend the SMART course. Out of the 200, 50 were selected to attend the VERY SMART course. Finally, 32 fully qualified staff were selected for the Personal Mastery Program.

(b) ‘Career Development’ and ‘Performance Appraisal’ Systems in Hong Kong (China)

In order to improve staff competency and organizational performance, the Correctional Services Department of Hong Kong (China) established a Career Development Office in 1992 to manage and motivate staff and to promote and oversee career development. To achieve this, “conscious effort has been carried out through an effective appraisal system, feedback mechanism, posting and training to assist officers in developing their full potential as well as achieving their career aspiration in the Department.”

A new core-competency based Performance Appraisal System was introduced in 2000/2001 for all correctional officers which:

- Identifies the strengths and weaknesses of the individual staff member for training, career development and succession planning.
- Gives opportunities for personal growth and job enrichment.
- Identifies staff with good potential for streaming and advancement by exposing them to appropriate training and development programs for succession planning.
- Allows opportunities for staff to discuss with their superiors matters regarding career paths and training plans during appraisal interviews.
- Enables superiors to have a comprehensive career profile of staff and to understand staff better so that coaching and training can be arranged to meet departmental objectives.

(c) Korea’s Self Development Course to promote Innovation and Performance

In 2005, Korea introduced a Self Development Course as part of its training program in order “to encourage the will for innovation and to strengthen the development of education, and ‘the Leadership, Negotiation and Arbitration Course’ to produce confident correctional staff through the quality improvement of the administrative service.” In addition, courses are offered to public health doctors who work in correctional facilities to develop a sense of belonging and to take pride in their work.

5. Surveys and Evaluations

It is valuable to conduct surveys and evaluations of training programs to gauge their effectiveness and efficacy. Such surveys also help to identify problems and areas for improvement; to better identify the training needs of staff; to identify and keep abreast of

the latest developments in prison management worldwide; and to develop tailor-made individual management plans and performance appraisal systems.

6. Problems and Possible Solutions

During discussions, a number of problems were identified in terms of staff training. These include:-

- Limited funding. (In some countries, large geographical areas also create problems in terms of the allocation of funding).
- Insufficient number of lecturers qualified or engaged to train staff.
- Large classes. In some countries, training sessions are scheduled for three to four hours consecutively with 150 trainees in a single lecture.
- The duration of training courses is too short. For example, it was suggested that a 6-week course is too brief to teach new recruits the skills they require. Such courses should be extended by another two weeks at least. Similarly, courses for senior staff should also be extended.
- Insufficient courses being offered.
- Some Training Institutes deliver generic courses for all governmental staff which may not be appropriate for correctional staff.
- Lack of evaluation of the courses.
- The need to develop appropriate tools to select appropriate officers and to identify their training needs before enrolling them on courses. In Hong Kong (China), a 'training needs survey' is conducted annually in order to plan forthcoming courses to meet demands and allocate resources.
- It was suggested that promotion of staff should be based on fair assessment and evaluation with internal guidelines to select staff.
- The need to develop generalized training programs for APCCA members.

A number of solutions were identified. For example:-

- Develop and implement 'train the trainer programs' to resolve problems with the shortage of lecturers.
- Introduce E-learning to complement other delivery methods and as a cost-effective strategy to overcome resource issues.

- Conduct evaluations to identify what works and what does not.
- Introduce departmental qualifying examinations for staff promotions.
- Introduce strategies to identify the career path of individuals such as the “Career Development” and “Performance Appraisal System” in Hong Kong (China).
- Training Institutes for corrections should be independent and operate on their own budget, personnel, facility, planning, research, evaluation and training.

7. Conclusion

The work of corrections departments is essential to the community in terms of maintaining social order and public safety by providing the opportunity for prisoners to make a fresh start in the community through rehabilitation and reintegration programs. As aptly stated by Hong Kong (China) “with a team of good quality, well-trained and versatile staff, high standards of correctional work can be ensured and the Department’s corrective role in the Criminal Justice System can thus be fulfilled.” In the pursuance of professionalism and integrity, it is important that there be continued commitment by Corrections Departments in furthering its training and career development policies and practices to enhance and excel staff’s performance in the years to come. As discussed in Agenda Item Two, there is also a possible future role for APCCA in promoting international cooperation in the area of staff training programs. This is a matter to which future conferences will need to return.

CONFERENCE BUSINESS

Introduction

For several years prior to 2003, APCCA was advised by an Advisory Committee. Following the adoption of the APCCA Joint Declaration in 2002, the Advisory Committee was transformed into a more formally constituted Governing Board. The annual conference remains the ultimate authority for governing the APCCA affairs and the Governing Board acts in an advisory capacity to the conference.

The Governing Board met on Sunday 25 September 2005 to discuss a number of issues and to consider possible recommendations to the conference.

The meeting of the Governing Board was preceded by a meeting of the APCCA Finance Committee

APCCA Finance Committee Meeting: 25 September 2005

The Finance Committee Agenda is at Appendix M

Meeting of the APCCA Governing Board: 25 September 2005

Under the Joint Declaration, the Chair of the Governing Board is the conference host. As Chair, Mr. Yang Bong-Tae, Director General of the Corrections Bureau, Korea, extended a warm welcome to members of the Governing Board.

The following members were present at the meeting: Canada, China, Hong Kong (China), Macao (China), Japan and Korea. After Mr. Yang's introduction, Mr. Kim Ahn-shik of the Corrections Bureau, Korea took the Chair and the following agenda items were discussed.

1. APCCA Secretariat Report

Mr. Chua Chin Kiat, Director of the Singapore Prison Service briefed the Board on the activities of the APCCA secretariat since the last conference. Activities have included finalizing the Report of the 24th APCCA conference held in Singapore, the production and distribution of newsletters, the collation of APCCA statistics and the maintenance of the APCCA website. There have been a number of improvements over the recent years, including the production of statistical charts that track trends over recent years and the inclusion on the website of prisons legislation and regulations from a number of jurisdictions. Mr. Chua also reported on upgrades to the website.

The Secretariat's report is included as Appendix H to this Report.

The Governing Board thanked the Secretariat and resolved that the report of the APCCA fund should be tabled to the Conference.

2. Report on the Administration of the APCCA Fund

As Administrator of the APCCA Fund, Mr. Kelvin SY Pang, Commissioner of the Hong Kong Correctional Services, briefed members on APCCA's current financial position. The position is healthy. A total of US\$25,213 was received by way of contributions in the year ended 31 August 2005. After expenditure and bank charges, the surplus for 2004-2005 was US\$4,854. The surplus for 2004-2005 was less than in the previous year but the reason for this was that the Rapporteurs airfares for the 2004 and 2005 conferences both paid during 2004-2005. The current accumulated surplus is over US\$75,000.

Under the terms of the APCCA Joint Declaration, the report was audited by the host (Korea) and the previous year's host (Hong Kong).

The Report of the Administrator of the APCCA Fund is included as Appendix G to this Report.

The Governing Board thanked the Fund Administrator and resolved that the report of the APCCA fund should be tabled to the Conference.

3. Governing Board Elected Membership

Clause 14 of the Joint Declaration contains rules relating to membership of the Governing Board. This includes provision for a number of 'elected' members. The process for elections was discussed by an ad hoc committee at the 23rd APCCA in Hong Kong (China) and by the conference itself. Basically, the process is that elected members step down in alphabetical order. It was noted that China, Indonesia, Japan and Canada were the members but that under the terms of the Joint Declaration, China would step down as a member on 26 September 2005. The Chair reported that China had expressed an interest in remaining on the Governing Board as an elected member but stressed that it is open to any member to nominate.

The Governing Board resolved to report on the current situation to the conference and to invite other nominations from members, with the issue to be resolved during the course of the conference.

4. Appointment of APCCA Secretariat

The Chair and Rapporteur noted that Hong Kong (China) and Singapore have served APCCA with distinction since 2001 but that under the terms of the Joint Declaration,

their term was up. Hong Kong (China) and Singapore stated that they would stand down from the role if there were any other interested parties, but that they would be happy to continue if there were no other volunteers.

The Governing Board noted that there were no other offers, gratefully acknowledged the offer of Hong Kong (China) and Singapore to continue as the Secretariat, and resolved to put the matter to the conference.

5. APCCA Flag

The Chair noted that APCCA has two traditional symbols – the Indian oil lamp and the Fijian war club. The Corrections Bureau of Korea suggested that, in order to show the permanence of the conference, it would be a good idea to have an official flag. The flag was designed and produced earlier in the year and the Conference Organising Committee had asked the opinion of several APCCA members about its adoption. All the members who had been consulted, and all members of the Governing Board, supported the adoption of the flag.

The Governing Board thanked Korea and resolved to recommend to the full conference that the flag be adopted as the official APCCA flag.

6. Confirmation of Hosts for APCCA Conferences

The Rapporteur noted that there have now been offers to host the next six APCCA conferences. Preparations for 2006 in New Zealand are well under way and a confirmed offer has also been received from Vietnam for 2007. Offers have been received from the Philippines for 2008, Western Australia for 2009 and Canada for 2010. Canada reconfirmed its offer and the Secretariat and the Rapporteur agreed to follow up with the Philippines and Western Australia to confirm their offers. The Governing Board was also very pleased to hear that Japan has offered to host the 2011 conference.

7. Confirmation of APCCA Members

The Chair noted that 30 countries or areas are currently members of APCCA and that Myanmar was attending its first APCCA conference. He also reported that Myanmar has been invited to sign up as an APCCA member if it wishes to do so.

8. Appointment of Ad Hoc Agenda Committee

As at previous APCCA meetings, an ad hoc agenda committee was appointed to consider topics for the 2006 Conference and to report to the conference accordingly. The committee members were chosen as follows: China, Hong Kong (China), Macao (China), Canada, Japan, Korea, New Zealand and Singapore.

First Conference Business Session: 26 September 2005

Mr. Yang Bong-Tae welcomed delegates and the first conference business session then considered the following items.

1. APCCA Secretariat Report

Mr. Chua Chin Kiat, Director of the Singapore Prison Service, presented the report of the APCCA secretariat in the same terms as he had done to the Governing Board (see above).

The report of the APCCA Secretariat was adopted with acclamation by the conference.

2. Report of APCCA Fund Administrator

Mr. Kelvin SY Pang, head of the Hong Kong (China) delegation, presented the report of the APCCA Fund secretariat in the same terms as to the Governing Board (above).

The report of the APCCA Fund Administrator was adopted with acclamation by the conference.

3. Elected Membership of Governing Board 2005/2006

Mr. Yang Bong-Tae explained that, under the terms of the Joint Declaration, one of the elected members of the Governing Board steps down each year; and that this year China would step down. He stated that nomination forms had been provided to all delegates and that those wishing to nominate for elected membership should do so by 5.00pm on Tuesday 27 September 2005. He also stated China would nominate (as permitted under the terms of the Joint Declaration). He explained that if there was more than one nomination, there would be a secret ballot (as required under the terms of the Joint Declaration) and that this would be conducted, and the result announced, at the Second Business Session on 30 September 2005.

The Conference endorsed this proposal.

4. APCCA Secretariat

The Chair congratulated Singapore and Hong Kong (China) on the way they have carried out the Secretariat's responsibilities since 2001. He also reported on the discussions and recommendations of the Governing Board (see above).

The Conference warmly accepted Singapore and Hong Kong (China)'s offer to continue as the APCCA Secretariat.

5. APCCA Membership

The Chair, Mr. Yang Bong-Tae, confirmed APCCA membership as at 26 September 2005. He noted that Myanmar was attending its first APCCA conference and invited then to consider signing up as a member during the conference.

6. Adoption of APCCA Flag

The Chair drew delegates' attention to the flag that Korea had prepared for the conferences and explained that the Governing Board and a number of other APCCA members had supported its adoption as the formal APCCA flag for future conferences – so that along with the Indian oil lamp and the Fijian war club, it would become a symbol of APCCA's importance.

The Conference approved the adoption of the APCCA flag.

Second Conference Business Session: 30 September 2005

The second conference business session considered the following items:

1. Appointment of APCCA Secretariat

The Conference again noted, with warm appreciation, the fact that Singapore and Hong Kong (China) had agreed to continue as the APCCA Secretariat.

2. Governing Board Membership 2005/2006

The Chair informed the Conference that there had been no nominations, other than China, for the elected membership vacancy; and that China would therefore serve as an elected member for the next three years under Article 14 paragraph (c) of the Joint Declaration.

The Chair stated that the full membership of the Governing Board for 2005/2006 would be:

- New Zealand (Board Chair) (para (a)).
- China, Canada, Indonesia and Japan – elected members (para (b))
- Korea, Singapore and Hong Kong (China) – the three immediate past hosts (para (c))
- Cambodia, Brunei and Australia – rotating members (para (d))
- Hong Kong (China) and Singapore – Secretariat members (para (e))
- Vietnam – host of the next Annual Conference (para (f))

3. APCCA Membership

The Chair reported that there were no changes to report with respect to APCCA membership. Myanmar had attended its first APCCA conference and had been invited to sign the Joint Declaration; it would be reporting back to its government on the conference and the question of membership.

4. Future Conference Hosts

At the time of the Singapore conference in 2004, APCCA had received offers to host the conference up to 2010:

2006: New Zealand
2007: Vietnam
2008: Philippines
2009: Western Australia
2010: Canada

Shortly before the 2005 conference, Japan offered to host APCCA in 2011 and during the conference, Brunei offered to be hosts in 2012.

The conference accepted all of these offers with acclamation.

The Rapporteur pointed out that APCCA is now in a very strong position in terms of future hosts. However, he also noted that circumstances can often change over the long time period that may elapse between an offer being made to host APCCA and the actual conference dates. For example, government policies and financial constraints may shift, so that it may not be possible for correctional departments to find the necessary resources. *He asked future hosts to notify the Secretariat or the Rapporteurs as early as possible should this be an issue.* The Philippines will follow up with respect to the 2008 conference. Western Australia was not present but the Australian delegation will raise the matter of the 2009 conference with relevant Western Australian personnel in 2006.

5. Topics for 26th APCCA

The Ad Hoc Agenda Committee met on 28 September and considered a large number of suggested topics for the 26th APCCA in New Zealand. The Rapporteur reported that the Agenda Items will be as follows and briefly outlined their scope:

- **Agenda Item One:** National Reports on Contemporary Issues
- **Agenda Item Two:** The Maintenance of Institutional Order
- **Agenda Item Three:** The Wellbeing of Correctional Staff
- **Agenda Item Four:** Improving the Reintegration of Offenders into the Community

The Rapporteur explained that Agenda Item One would be conducted by means of presentations (by PowerPoint where possible) to the full Conference, as has been the established tradition. Smaller group discussions of other Agenda Items had proved very fruitful at the 24th and 25th APCCA's, allowing more informal, and face to face sharing of ideas and issues. For Agenda Items Two to Four at 26th APCCA, a format will therefore be devised to allow this to continue. The Rapporteurs and the New Zealand delegation will work on this over the next few months.

Specialist Workshops: The Rapporteur stated that the three Specialist Workshops will be as follows:

- Effective Drug / Substance Abuse Treatment
- Dealing with Prisoners with Medical and Mental Health Problems
- Alternatives to Custody

Discussion Guide: The Rapporteur noted that the feedback on the format of this year's Discussion Guide had been very positive and that the same basic approach will be adopted for the 2006 Conference. However, in addition to a detailed Guide on the four Agenda Items, the Discussion Guide will also include a brief summary of the aims of the Specialist Workshops. The Discussion Guide will be circulated by the Secretariat in March/April 2006.

6. Other Business

Draft Conference Report: The Rapporteur noted that the final draft of the Conference Report will be sent to delegates for comment in November, with suggested changes to be notified by mid-December 2005.

The Future Role of APCCA: The Rapporteur noted that one of the most important issues facing APCCA is how it can expand its role. He asked delegates to give serious thought to this question over the next 12 months.

Votes of Thanks: China, India, Japan, Singapore and the Solomon Islands formally thanked the Chair, the conference organizers and the Rapporteurs. They commented that the conference had been extremely successful in terms of the sharing of knowledge and experience during the Agenda Items, the Specialist Workshops and the visits to institutions. They spoke highly of the role of APCCA in bringing such expertise together and allowing delegates to forge new relationships and cement existing friendships. They also commented on the enjoyable social events and sightseeing opportunities. They all paid particular tribute to Mr. Yang and his staff for their professionalism, efficient organization and friendly support throughout the Conference.

7. Rapporteurs' Closing Speeches

The Rapporteurs both gave short speeches to round off conference business.

Professor Neil Morgan returned to the conference themes of 'sharing values and best practices.' He noted that this had been achieved through the high quality presentations and the genuine sharing of ideas during both the agenda items and the Workshops. These were complemented by visits to the various institutions and by meeting so many staff from the Corrections Bureau. Delegates had also enjoyed generous hospitality, spectacular cultural performances and some wonderful sightseeing.

Professor Morgan paid tribute to Mr. Yang's vision and skill in devising and managing the Conference and thanked him for his warm hospitality. He also paid tribute to the support staff. The conference was superbly served by a large number of people, including secretariat staff, liaison officers and facilitators. He thanked, in particular, Mr. Kim Tae-gyu, Chair of the Organizing Committee, Mr. Kim Ahn-shik, Mr. Kim Sung-ho and Mr. Choi Kwang-woo.

Professor Morgan stated that the conference had helped to cement the future of APCCA, noting that it had started by adopting the APCCA flag – a symbol of the long life of APCCA which will take its place alongside the Fijian war club and the Indian oil lamp at future conferences. The conference was attended by 23 jurisdictions, a new APCCA record and also by a record number of delegates and many countries have offered to host the conference in future years. These are excellent signs for APCCA's future.

Professor Morgan thanked a number of people who have made a special contribution to APCCA and for whom this would be the last conference. He placed on record the Conference's particular appreciation of the work of Mr. Kelvin Pang, Commissioner of Hong Kong Correctional Services, especially in his role as 2003 host, in the Secretariat, and as the fund administrator. Mr. Pang made a short speech and, with acclamation, the conference wished Mr. and Mrs. Pang well in their retirement. Professor Morgan also noted that this was likely to be the last conference for two of the Indonesian delegates who have been regular APCCA participants, Mr. Hassanudin and Mr. Ambeg, who are moving to new positions.

Ms. Irene Morgan delivered a short speech in Korean and noted the beauty of the country and the friendliness of its people. In words chosen to reflect the Rapporteurs' appreciation and the feelings of the delegates as a whole, she thanked Mr. and Mrs. Yang for their warmth, hospitality and generosity. She stated that this had made everyone's stay in Korea an extra special and memorable experience which would remain indelibly in each person's heart.

CLOSING CEREMONY

The closing ceremony commenced with an enjoyable and impressive audio visual presentation which reflected the themes of the conference and showed all aspects of conference activities, from the formal agenda items to the Workshops, business meetings, institutional visits, dinners and social events. The Korean Corrections Bureau then made presentations to Mr. Chua Chin Kiat (Director of the Singapore Prison Service), Mr. Barry Matthews (Chief Executive Officer of New Zealand Corrections) and Professor Neil Morgan (Rapporteur).

Mr. Barry Matthews made a presentation about preparations for the 2007 conference in New Zealand and welcomed all delegates. He advised that the dates would be finalised as soon as possible, taking account of the timing of Ramadan and other important festivals and commitments. He also showed a video of New Zealand, giving a flavour of the country's history and beauty.

Mr. Yang Bong-Tae then delivered his closing speech:

Closing Speech by Mr. Yang Bong-Tae, Director General of the Corrections Bureau, Korea

Honorable delegates and spouses,
Distinguished guests,

As there is an old Korean saying that "once people meet, they part someday", it is time for all participants of this conference to part after the last six day schedule.

First of all, as the host of 25th APCCA and the chair of the conference, I would like to extend my heartfelt gratitude to all delegates for showing us your trust and support throughout the conference. For the last six days, we have improved our understanding of contemporary issues in the correctional administration of each member country. And we have pledged to strengthen mutual cooperation for a common goal. We came to reconfirm that it is crucial for any nation to have safe correctional facilities as a social safeguard and that the cut-down of the crime rate heavily depends on inmate management at the correctional facilities.

Also, the official flag of the APCCA was adopted in this conference. This flag will be handed over to the next host country of the APCCA. This flag, along with the Fijian war club and the Indian oil lamp, will continue to be handed over as long as the APCCA continues.

During this conference, I am confident that the member countries found various measures to solve the contemporary issues in correctional administration. In particular, I am very proud that many suggestions were offered for contemporary issues mainly about

international inmates transfer, staff training, and the measurement of success about inmate treatment programs.

Honorable delegates,

I would never forget the precious time that I spent with you during this conference. It will be alive in my mind as a beautiful memory forever. Without your active support and participation, what we achieved in this conference could never have been done.

I would like to extend special gratitude to Professor Neil Morgan and Ms. Morgan, and the staffs from the Hong Kong Correctional Services Department and the Singapore Prison Service who serve as the Secretariat. Also, I would convey my warm thanks to the delegates who took the role of the facilitators in each breakout group discussion and specialist workshop.

Now, pledging to meet at the next 26th conference, we should make the 25th APCCA come to an end. I would now like to take this opportunity to extend my heartfelt thanks to Mr. Barry Matthews, the Chief Executive of New Zealand Department of Corrections, for his willingness to host the next conference. I sincerely hope the 26th APCCA will be a great success.

Lastly, I wish the correctional administration of all member countries will take a great leap forward. And I wish your health and happiness.

Thank you.

Mr. Yang formally handed over the APCCA symbols (the Fijian war club, the Indian oil lamp and the APCCA flag that had been prepared by Korea and adopted at the conference) and the conference concluded.